

<b>Title of the UNDP Supported GEF Financed Project</b>	Country Pilot Partnership (CPP) Programme for Integrated Sustainable Land
<b>Project ID No.</b>	UNDP Project ID No. PIMS 3889 GEF Project ID No. 3356
<b>Evaluation Timeframe</b>	1 October 2012 to 30 January 2013
<b>Date of Evaluation Report</b>	25 November 2012
<b>Region</b>	Africa
<b>Country</b>	Namibia
<b>GEF Operational Programme /Strategic Programme</b>	OP 15 - SLM
<b>Implementing Partners</b>	Ministry of Environment and Tourism (MET), National Planning Commission (NPC), Ministry of Land and Resettlement (MLR), Ministry of Regional and Local Government, Housing and Rural Development (MRLGHRD), Ministry of Agriculture, Water and Forestry (MAWF), Ministry of Mines and Energy (MME), Namibia Nature Foundation (NNF), Namibia Development Trust (NDT), Desert Research Foundation of Namibia (DRFN), Komeho Namibia Development Agency, Integrated Rural Development and Nature Conservation (IRDNC), and Nyae Nyae Development Foundation, European Union, GTZ,
<b>Other Programme Partners</b>	Ministry of Gender equality and Child Welfare (MGECW), Ministry of Fisheries and Marine Resources (MFMR), Ministry of Finance (MoF)
<b>Evaluation Team Members</b>	Ms. Umm e Zia

# Acknowledgement

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This terminal evaluation report sets out findings, lessons learnt and recommendations for the UNDP/GEF supported “Country Pilot Partnership (CPP) Programme for Integrated Sustainable Land Management”. The report is developed in compliance with the terms of reference for the assignment. The conclusions and recommendations set out in the following pages are solely those of the evaluator and are not binding on the Programme management and sponsors.

The author would like to thank all the stakeholders, implementing partners, and Programme staff who gave their valuable time and input to the evaluation process despite busy schedules. I am also very grateful to the Programme staff for helping me in accessing Programme literature, setting up meetings, and organizing field travel.

# Executive Summary

Programme Title: Country Pilot Partnership (CPP) Programme for Integrated Sustainable Land Management				
GEF Project ID:	3356 (PMIS)		At Endorsement (USD)	At Completion (USD)
UNDP Project ID:	PIMS 3889	GEF Financing	10,250,000	
Country:	Namibia	IA/EA Own:	200,000	
Region:	Africa	Government	36,466,209	
Focal Area:	Land Degradation	Other	17,130,761	
FA Objectives (OP/SP):	SLM (OP15)/SPA	Total Co-financing	53,796,970	
Executing Agency	Ministry of Environment and Tourism	Total Project Cost	64,046,970	
Other Partners Involved	NPC, MLR, MRLGHRD, MGECCW, MAWF, MME, MFMR	ProDoc Signature (Date Project Began)		October 1, 2007
		(Operational) Close Date:	Proposed: August 24, 2012	Actual: December 2012

The goal of the CPP was to ***“Combat land degradation using integrated cross-sectoral approaches which enable Namibia to reach its MDG #7: “environmental sustainability” and assure the integrity of dryland ecosystems and ecosystem services”***. The objectives were i) to build and sustain capacity at systemic, institutional and individual level, ensuring cross-sectoral and demand driven coordination and implementation of sustainable land management (SLM) activities; and, ii) to identify cost effective, innovative and appropriate SLM methods which integrate environmental and economic objectives.

The CPP Programme had the following four sub-projects:

Sub Projects of CPP		
Sub-Project	Duration	Areas of Operation
Sustainable Land Management and Adaptive Management (SLM-SAM)	5 Years	13 Regions
Enhancing Institutional and Human Resource Capacity through Local Level Coordination of Integrated Rangeland Management and Support (CALLC)	3 Years	Omusati, Oshana, Oshikoto, and Ohangwena Regions
Climate Change Adaptation (CCA)	3 Years	Omusati Region
Promoting Environmental Sustainability Through	This project was not implemented	

Improved Land Use Planning (PESILUP)	
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The Programme was implemented by the Ministry of Environment and Tourism (MET) and Ministry of Agriculture, Water, and Forestry (MAWF) in collaboration with seven government ministries, the National Planning Commission UNDP, the European Union, GTZ and the NGO community in Namibia.

The CPP was conceptualized under the general policies and rules of GEF3, which allowed the design of projects in two successive phases. However, the current policies governing GEF VI Programme do not allow projects to be designed in two phases. As a result, since 2010/11 the Phase I has been implemented with no assumption that there will be a second phase.

Summary of Evaluation Rating	
Programme Aspect	Evaluation Ranking
Outcome 1.1	Highly Satisfactory
Outcome 1.2	Satisfactory
Outcome 1.3	Highly Satisfactory
Outcome 1.4	Moderately Satisfactory
Outcome 2.1	Moderately Satisfactory
Outcome 2.2	Highly Satisfactory
Performance Against Programme Objectives	Satisfactory
Relevance	Relevant
Efficiency	Moderately Satisfactory
Effectiveness	Satisfactory
Sustainability	Likely

## A. Observations and Conclusion

**Observation:** Land degradation in Namibia is a serious problem. Past efforts to combat land degradation and mainstream SLM have been curtailed by issues of capacity and knowledge. The CPP ISLM Programme responded to these problems by addressing policy harmonization, mainstreaming SLM into policy development, development of individual and systematic capacity, testing economically attractive approaches to SLM, and dissemination of information on SLM best practices.

The Programme was designed with a flexible Programmatic approach that enabled stakeholders to respond to SLM needs at both policy and implementation levels.

**Conclusion:** As a pilot, the Programme has played a catalytic role in mainstreaming ISLM in Namibia. Programme activities and approach have been well received by the partnering communities and other key stakeholders. These include the collaborative approach to SLM,

development of inter-organizational/ inter-sectoral linkages, capacity building initiatives, and economically rewarding SLM practices and technologies introduced to land users.

Under the SLM-SAM Project, various policy documents dealing with NRM and land use were reviewed; and the establishment of Sustainable Development Advisory Council (SDAC) as the main official advisor to the Environmental Commissioner of Namibia was facilitated. Institutional capacities were developed through an inter-sectoral planning and implementation approach across nine government ministries, five NGOs, and numerous communities across the country. The Project also developed individual capacities by supporting 14 Young Professional Research Associates (YPRA); training 21 recent graduates through the Summer Land Care Programme (SLCP); and placing 10 Young Professional Interns (YPIs) at the PCU to monitor Programme activities. In addition, community training and exchange Programme s through the Project have benefited more than 4,000 individuals. Moreover, SLM practices were demonstrated at 23 pilot sites across 12 regions to show SLM linkages with economic gains; while 23 community grants were also awarded through an Innovative Grant Mechanism (IGM) established by the Project. To share best practices, various activities were undertaken following the Programme 's Communications strategy, including the development of various studies, concept notes, and documentaries, etc.

The CALLC project aimed to enhance institutional and human capacity through local level coordination of integrated rangeland management. Accordingly, the CALLC Project established FIRMS across 14 Pilot sites, nine Farmers' Associations in nine constituencies across the North-Central Regions, 9 LLMS for each farmers' Association, and 43 kraal committees. Moreover, CALLC prepared guidelines for establishment of livestock kraal committees, facilitated the formation of Livestock Marketing Committees and preparation of integrated work plans and livestock marketing calendars for the Northern Central Regions(NCRs), and provided infrastructure to support and enhance the capacities of local farmers to sustainably manage rangelands and market quality livestock. Other activities included a five days exchange visit to Kavango and Caprivi regions (to support bee keeping and honey production), distribution of 1,030 grafted seedlings to 16 beneficiaries, and piloted best practices in SLM to expose beneficiary communities to new and improved farming technology in various alternative livelihood options in bee keeping, guinea fowls, vegetable, and fruit tree farming.

The Climate Change Adaptation (CCA) Project aimed to reduce vulnerability of farmers through livestock improvement, dry-lands crop farming, horticulture production, and livelihoods diversification and improvement. Consequently, the Project demonstrated conservation agriculture on 100 sites in Omusati region, using ripper furrow implements and drip irrigation systems; and supported 10 vegetable farmers along Etaka Canal with fuel driven water pumps, drip lines, and fertilizers. Moreover, 212 Boer goat rams were introduced to improve livestock

breeding and production; 30 women beneficiaries were provided 66 guinea fowls for livelihood diversification; and drought tolerant crop breeds such as Okashana # 2, Kangara Sorghum were introduced for higher yields. To directly support vulnerable communities, the CCA Project provided 6 tonnes of improved pearl millet seeds to 1,200 households with orphans, visually impaired, unemployed women, and flood affectees. During the course of the Project, 75 Agricultural Extension Technicians (AET) in the North Central Regions were trained in climate change adaptation measures, seasonal rainfall outlook, and community toolkit.

The Programme's key initiatives, including policy review, development of individual and institutional capacities, and linking SLM to economic gains are measures that will assure ISLM mainstreaming in the national policy context. The Programme has been very well accepted by the land users and implementers, and there has been a high community demand for replication of activities. In fact, the Programme achievements led to the issuance of a land mark Cabinet Directive on ISLM to CPP partner ministries to 1) allocate funds, 2) absorb and upscale pilot activities and best practices for replication across the country, and 3) for liaison between MET and the National Planning Commission (NPC).

However, the Programme was designed as a pilot with an additional five years to up-scale best practices. The subsequent decision to revoke the second phase will have a definite impact on the sustainability of interventions. The initial implementation period has been very brief and was only sufficient to initiate new approaches and methodologies. This is especially true as most activities gained momentum only since 2011. Therefore, critical aspects such as the inter-sectoral collaborative approach and communities practicing ISLM at pilot and IGM sites are likely to lose momentum and direction in the absence of ongoing monitoring and technical guidance. The availability of sufficient fund is seen as another critical factor in up-scaling or replicating Programme successes.

**Observation:** In the absence of a strong M&E framework, the Programme me resorted to the use of the Logframe to report on its progress and had a functional Steering Committee that made both strategic and tactical decisions and closely guided the work of the PCU.

However a weak M&E system has limited the Programme ability to fully assess impact and provide a baseline for future interventions; overseeing numerous activities over a widespread geographical area; an initial dual/parallel implementing arrangement between PCU and NNF under the SLM-SAM project, and recurrent flooding in Omustai region affecting the pace of the CCA component.

**Conclusion:** A second phase would have helped to consolidate gains made and provided an opportunity for an M&E system, as was observed by both the mid-term and this end term evaluation.

## 1.1. Recommendations

Specific recommendations have been presented at the end of implementation analysis for each outcome, and key aspects of relevance, effectiveness, efficiency, and sustainability. This section provides detailed short and medium term recommendations to ensure sustainability of the Programme 's best practices; and recommendations towards design and implementation of similar Programmes in the future.

### Programme Specific Recommendations

- i. A number of stakeholders have been directly involved in Programme planning and implementation. It is recommended that before the Programme closure, a brainstorming and strategic planning meeting is held between the most engaged stakeholders to review the Programme Sustainability Plan and the recommendations presented by this evaluation, and agree on a way forward.
- ii. In the absence of a strong M&E system, the Programme has not been able to systematically record impact and effectiveness. Such information could be used as a baseline for future initiatives. In the absence of this information, it is recommended that a detailed impact assessment study is undertaken, focusing on impact of key activities, including policy, capacity, communications, and impact on land use practices<sup>1</sup>. Based on this study, best practices in thematic areas e.g. water use, renewable energy, climate change, etc. should be prioritized for future up-scaling;
- iii. Implementing NGO and IGM partners interviewed reported that they are seeking funds to continue activities on the pilot sites. Delay in acquiring such funds will result in loss of progress made during the Programme . It is recommended that efforts are made by the PCU until the Project end, and later by MET and the UNDP, to link activities and sites prioritized as a result of the impact assessment to existing and upcoming funding available through the GoN, donors, and the private sector.
- iv. The SDAC have been established through the Programme facilitation and the first meeting is likely to take place before the end of 2012. It is recommended that SLM concerns are voiced and that the MET and other involved stakeholders work towards prioritization of SLM in the SDAC's agenda. In turn, SDAC can play the critical role of building on the Programme successes through continued push in the policy domain through engagement of the NPC and other policy making bodies, promote the inter-

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<sup>1</sup> It would be too early to assess an impact on land degradation at this point

sectoral collaboration approach piloted by the Programme <sup>2</sup>, and advocate for provision of support to the communities until they become independent.

- v. There are a large number of development sector Programme s working in Namibia to develop agriculture and natural resources. To ensure up-scaling and replication, it is recommended that the Programme 's best practices continue to be widely advertised among such stakeholders through a partnership building and communications strategy.

This information should be complemented with access to finance (micro finance, matching grants, etc.), technology, and know how. Considering the high connectivity in Namibia, such initiatives must make use of technologies such as SMS, internet, and social media for communications and information delivery on ISLM.

These measures can be achieved either through the establishment of a new fund or incorporating SLM agenda into the work of the EIF, GEF SGP, and SDAC, etc.

- vi. The LDMS developed under the Programme can have wide reaching consequences for the SLM activities in the country. Therefore, it is recommended that the LDMS is housed by a relevant stakeholder with the competence and capacity to manage its implementation in the long term. The MET, MAWF, and Namibia Statistics Agency can be a potential candidates. Further in-country discussions will be required to assess the best organization to manage the system the mechanism and way forward.
- vii. The Programme has made considerable investment in human resource capacity through initiatives like the YPRA, YPI, and SLCP. Ongoing and future Programmes undertaken by the Programme stakeholders need to leverage on the outcomes of these activities by engaging the scholars trained and/or utilizing the research generated.
- viii. Since the PESILUP Programme was never implemented because of non-availability of World Bank funding, the Programme was not able to make use of LUPs. In the meantime, the MLR has initiated the development of regional LUPs. It is recommended that future SLM activities are based on these LUPs.
- ix. For mainstreaming in the national context, it is critical to incorporate SLM in the activities of the Regional Development Committees (RDCs). Towards this purpose, it is recommended that the MET in collaboration with MRLGHRD considers the establishment of regional SLM committees similar to the Regional Emergency Management Units (REMUs). Alternatively, ISLM can be integrated into the work of a similar existing committee. This would help in determining regional priorities for ISLM investment and also help prioritize SLM on the agendas of RDCs.

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<sup>2</sup> Especially the Minister's Forum with participation also from other private, community, and NGO sector stakeholders



## Recommendations for Programme Development

Based on the lessons learned from the Programme, this section provides recommendations to GEF, UNDP, and MET for development of future Programmes.

- i. M&E has been a critical area of concern during the Programme. In the absence of a strong M&E system, the Programme's ability has been undermined to highlight its legacy in the form of impact and lessons learnt. It is advised that in future Programmes GEF and UNDP provide specialized technical support to such Programme concerns. This can be in the form of cross-exchange with similar Programmes in the region or advice tailored specifically to the concerned Programme<sup>3</sup>.
- ii. To ensure participatory M&E systems, it is recommended that future similar Programmes involving numerous stakeholders are designed with specific data collection/impact assessment responsibilities assigned to respective stakeholders. This will ensure that the results are impact-oriented and not just activity-oriented.
- iii. The Programme was spread across at least 44 sites in 12 regions. Although, regional activities were sub-contracted to NGO IPs, a centralized and understaffed PCU was not well positioned to actively monitor and guide the activities. It would be important to consider low-cost decentralized management models, e.g. regional-level coordinators who are ministry staff assigned by MET or other partnering ministries.
- iv. In addition to the funding from GEF, the GoN provided co-financing through the SLM related activities of the nine government ministries. Although the GEF funding has been closely tracked, the co-financing from the ministries is an approximation made by the PCU against annual expenditures by the respective ministry. To ensure active involvement and ownership of ministries, it is recommended that future contracting modalities with partner ministries require ministries to track these expenditures for annual presentations at venues such as the PSC meetings.

In addition, the communities across the 44 sites contributed to SLM activities in kind. There is a need to track such contributions in future Programme, as these can be a reflection of the local commitment.

### C. Key Lessons Learned

Key lessons learned from the Programme implementation were:

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<sup>3</sup> This recommendations is being made based on the Consultant's experience with M&E during evaluation of other similar UNDP/GEF projects

1. Inter-ministerial collaboration can successfully result in programming synergies. However, as inter-ministerial and cross-sectoral collaboration processes require some time to mature, most stakeholders believe that the ministries had started seeing the positive implications only towards the project's end. Similarly, the identification and dissemination of SLM techniques would require time and resources beyond the initial five year implementation period. Consequently, to scale up the success of the first phase, the Programme should have been funded for the ten year duration, as initially planned.
2. The Programme was implemented with the collaboration of various organizations having different approaches to development, including government agencies, academia, and NGOs. During the initial years of implementation there were inefficiencies, caused mainly by lack of clarity of organizational roles.
3. Although not part of the Programme M&E, the development of M&E tools such as a database and MESAT were part of the Programme M&E function. The failure to develop these tools has deprived the pilot Programme of the ability to systematically track impact. Such tracking of impact would have not only helped highlight the Programme's immediate successes and the processes which led to these successes, but would have also provided informed foundations for the development of future programmes.

# Acronyms and Abbreviations

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<b>AET</b>	<b>Agricultural Extension Technicians</b>
<b>CALLC</b>	<b>Enhancing Institutional and Human Resource Capacity through Local Level Coordination of integrated Rangeland Management and Support</b>
<b>CANAM</b>	<b>Conservancy Association of Namibia</b>
<b>CBNRM</b>	<b>Community Based Natural Resource Management</b>
<b>CBS</b>	<b>National Capacity Building Strategy</b>
<b>CCA</b>	<b>Climate Change Adaptation</b>
<b>CPP</b>	<b>Country Pilot Partnership</b>
<b>DEA</b>	<b>Department of Environmental Affairs</b>
<b>DRFN</b>	<b>Desert Research Foundation of Namibia</b>
<b>E&amp;E</b>	<b>Energy and Environment Unit (UNDP)</b>
<b>EIF</b>	<b>Environmental Investment Fund</b>
<b>FGDs</b>	<b>Focus Group Discussions</b>
<b>FIRM</b>	<b>Forum for Integrated Resource Management</b>
<b>GEF</b>	<b>Global Environment Facility</b>
<b>GoN</b>	<b>Government of Namibia</b>
<b>ICEMA</b>	<b>Integrated Community Based Ecosystem Management</b>
<b>IGM</b>	<b>Innovative Grant Mechanism</b>
<b>IP</b>	<b>Implementing Partner</b>
<b>IRDNC</b>	<b>Integrated Rural Development and Nature Conservation</b>
<b>ISLM</b>	<b>Integrated Sustainable Land Management</b>
<b>IWPs</b>	<b>Integrated Work Plans</b>
<b>KIIs</b>	<b>Key Informant Interviews</b>
<b>KMS</b>	<b>Knowledge Management System</b>
<b>KPIs</b>	<b>Key Performance Indicators</b>
<b>LDMS</b>	<b>Land Degradation and Monitoring System</b>
<b>LFA</b>	<b>Logical Framework Analysis</b>
<b>LLM</b>	<b>Local Level Monitoring</b>
<b>LMCs</b>	<b>Livestock Marketing Committees</b>
<b>LUP</b>	<b>Land Use Planning</b>
<b>M&amp;E</b>	<b>Monitoring and Evaluation</b>
<b>MAWF</b>	<b>Ministry of Agriculture, Water and Forestry</b>
<b>MC</b>	<b>Management Committee</b>
<b>MDG</b>	<b>Millennium Development Goal</b>
<b>MESAT</b>	<b>Management Effectiveness Self Assessment Tool</b>
<b>MET</b>	<b>Ministry of Environment and Tourism</b>
<b>MF</b>	<b>Minister's Forum</b>
<b>MFMR</b>	<b>Ministry of Fisheries and Marine Resources</b>
<b>MGE CW</b>	<b>Ministry of Gender Equality and Child Welfare</b>
<b>MLR</b>	<b>Ministry of Land and Resettlement</b>

<b>MME</b>	<b>Ministry of Mines and Energy</b>
<b>MOF</b>	<b>Ministry of Finance</b>
<b>MRLGHRD</b>	<b>Ministry of Regional and Local Government, Housing and Rural Development</b>
<b>MTE</b>	<b>Mid-Term Evaluation</b>
<b>NAPCOD</b>	<b>Namibia Programme to Combat Desertification</b>
<b>NACSO</b>	<b>Namibia Association of CBNRM Support Organizations</b>
<b>NAU</b>	<b>Namibia Agricultural Union</b>
<b>NDP</b>	<b>National Development Plan</b>
<b>NDT</b>	<b>Namibia Development Trust</b>
<b>NEX</b>	<b>UNDP National Execution Modality</b>
<b>NGOs</b>	<b>Non Governmental Organizations</b>
<b>NNF</b>	<b>Namibia Nature Foundation</b>
<b>NNFU</b>	<b>Namibia National Farmers Union</b>
<b>NNDFN</b>	<b>Nyae Nyae Development Foundation of Namibia</b>
<b>NPC</b>	<b>National Planning Commission</b>
<b>NSA</b>	<b>Namibia Statistics Agency</b>
<b>OROI</b>	<b>One Region One Initiative</b>
<b>PCU</b>	<b>Programme Coordination Unit</b>
<b>PESILUP</b>	<b>Promoting Environmental Sustainability through Improved Land Use Planning</b>
<b>PON</b>	<b>Polytechnic of Namibia</b>
<b>RDCC</b>	<b>Regional Development Coordination Committees</b>
<b>RDCs</b>	<b>Regional Development Committees</b>
<b>REMU</b>	<b>Regional Emergency Management Units</b>
<b>RMG</b>	<b>Results Management Guide</b>
<b>SC</b>	<b>Steering Committee</b>
<b>SDAC</b>	<b>Sustainable Development Advisory Council</b>
<b>SDI</b>	<b>Sustainable Development Index</b>
<b>SGP</b>	<b>Small Grants Programme</b>
<b>SLCP</b>	<b>Summer Land Care Programme</b>
<b>SLM</b>	<b>Sustainable Land Management</b>
<b>SLM-SAM</b>	<b>Sustainable Land Management and Adaptive Management</b>
<b>SPAN</b>	<b>Strengthening the Protected Area Network</b>
<b>ToRs</b>	<b>Terms of References</b>
<b>UNAM</b>	<b>University of Namibia</b>
<b>UNCCD</b>	<b>United Nations Convention to Combat Desertification</b>
<b>UNDP</b>	<b>United Nations Development Programme</b>
<b>YPI</b>	<b>Young Professional Interns</b>
<b>YPRA</b>	<b>Young Professional Research Associates</b>

# Table of Contents

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<b>1. Introduction</b>	<b>16</b>
1.1. Purpose of the Evaluation	16
1.2. Scope and Methodology of the Terminal Evaluation	16
1.2.1. Scope	16
1.2.2. Methodology	17
1.3. Structure of the Evaluation Report	18
<b>2. Programme Description and Development Context</b>	<b>19</b>
2.1. Programme Start and Duration	20
2.2. Problems that the Programme Sought to Address	20
2.3. Immediate and Development Objectives of the Programme	21
2.4. Baseline Indicators Established	21
2.5. Main Stakeholders	21
2.6. Expected Results	22
<b>3. Findings</b>	<b>23</b>
3.1. Programme Design/Formulation	23
3.1.1. Analysis of LFA/Results Framework (Programme Logic /Strategy; Indicators)	23
3.1.2. Assumptions and Risks	24
3.1.3. Planned Stakeholder Participation	25
3.1.4. Replication Approach	26
3.1.5. UNDP Comparative Advantage	26
3.1.6. Linkages Between Programme and other Interventions within the Sector	27
3.1.7. Management Arrangements	27
3.2. Programme Implementation	28
3.2.1. Monitoring and Evaluation: Design at Entry and Implementation (*)	28
3.2.2. Adaptive Management	29
3.2.3. Evaluation Rating of the M&E System	30
3.2.4. Partnership Arrangements	31
3.2.5. Programme Finance	31

3.2.6.	UNDP and Implementing Partner implementation / Execution (*) Coordination, and Operational Issues .....	33
3.3.	Programme Results .....	33
3.3.1.	Overall Results (Attainment of Objectives) .....	34
3.3.2.	Analysis of Activities Against Outcomes and Outputs .....	34
3.3.3.	Relevance(*) .....	48
3.3.4.	Effectiveness and Efficiency (*) .....	49
3.3.5.	Country Ownership .....	50
3.3.6.	Mainstreaming .....	50
3.3.7.	Sustainability (*) .....	51
3.3.8.	Impact .....	52
4.	Conclusions, Recommendations & Lessons .....	54
4.1.	Conclusions .....	54
4.2.	Recommendations .....	56
4.2.1.	Programme Specific Recommendations .....	56
4.2.2.	Recommendations for Programme Development .....	58
4.3.	Key Lessons Learnt .....	59

# List of Annexes

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<b>Annex 01</b>	<b>Terms of References of the Terminal Evaluation</b>
<b>Annex 02</b>	<b>Detailed Schedule for Field Visits</b>
<b>Annex 03</b>	<b>Stakeholders Consulted During the Evaluation</b>
<b>Annex 04</b>	<b>List of Documents Reviewed</b>
<b>Annex 05</b>	<b>Sample Key Informant Interview Questionnaire</b>
<b>Annex 06</b>	<b>Sample Focus Group Discussion Sheet</b>
<b>Annex 07</b>	<b>Ratings According to the Obligatory Rating Scale</b>
<b>Annex 08</b>	<b>Evaluation Activity Plan</b>
<b>Annex 09</b>	<b>Project Logical Framework</b>
<b>Annex 10</b>	<b>Potential Domestic and Global Benefits to be Realized from the Project</b>
<b>Annex 11</b>	<b>Linkages with other Interventions</b>
<b>Annex 12</b>	<b>Assumptions and Risks</b>
<b>Annex 13</b>	<b>List of IGM Projects</b>

## 1. Introduction

A terminal evaluation of the Country Pilot Partnership (CPP) Programme for Integrated Sustainable Land (PIMS 3889) was undertaken during October and November 2012. The evaluation was undertaken by an international consultant.

### 1.1. Purpose of the Evaluation

The purpose of this terminal evaluation was to undertake a systematic and impartial examination of the following Programme aspects:

- **Progress** (quality & quantity) against the physical targets;
- Realization of **outcomes and outputs** as per Programme documents;
- **Findings** on the Programme design, coordination, implementation arrangements and pilot demonstrations (feasibility studies) of the SLM practices as completed in Phase-I.
- Moreover, the evaluation provides **feedback and recommendations** regarding up scaling/replication of SLM demonstrations.

Detailed ToRs of the terminal evaluation are attached in Annex 01.

### 1.2. Scope and Methodology of the Terminal Evaluation

#### 1.2.1. Scope

The Programme evaluated is multi-faceted and spread over a large geographic area targeting a large number of direct and indirect beneficiaries. Therefore, it was neither resource effective nor practical to evaluate all components in a brief period of time. Hence, based on the desk review and preliminary discussions in the Inception Meeting, in consultation with the PCU, the Geographic and Thematic Scopes of the assessment were determined and sample sizes were identified accordingly.

To determine a geographic scope for conducting field visits and interviews, four regions<sup>4</sup> were selected. Selection criteria included partnership approach<sup>5</sup>, diversified nature of activities, and

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<sup>4</sup> Oshana, Omusati, and Ohangwena, Oshikoto



accessibility, etc. Accordingly, a detailed schedule for field visits was devised as presented in Annex 02.

### 1.2.2. Methodology

The terminal evaluation was conducted using the “Guidance for Conducting Terminal Evaluations of UNDP-Supported, GEF-Financed Projects”, while assessing the criteria of relevance, effectiveness, efficiency, sustainability, and impact.

The evaluation was undertaken through a combination of desk research of Programme and related documents, and Key Informant Interviews and Focus Group Discussions with implementing partners and NGOs, Government Ministries at Central Level, Regional Government, Beneficiary Communities, Programme Management, and Key Stakeholders. A list of stakeholders consulted during the evaluation is presented in Annex 03.

- a. **Desk Review and Document Analysis:** The consultant reviewed the existing data and information available from the PCU, implementing partners, and sub-contractors in order to understand what data is already available and what needs to be collected. A review of these documents facilitated a clear understanding of the Programme objectives and enabled an effective evaluation design. A complete list of these documents is available in Annex 04.
- b. **Key Informant Interviews (KII):** Key Informant Interviews were held with some of the stakeholders to obtain specific information. Key informants included representatives from Implementing Partners, NGOs, Government Ministries, and Programme Management. A sample KII questionnaire is presented in Annex 05.
- c. **Focus Group Discussions (FGD):** Three FGDs were conducted with groups of members of beneficiary community at Programme field sites. FGD Guide Sheets were developed as part of the repertoire of evaluation tools. A sample FGD sheet is presented in Annex 06.
- d. **Site Visits:** To ensure validity and accuracy of the data gathered during literature review, KIIs, and FGDs, visits were undertaken to four Pilot and IGM sites.
- e. Following the ToRs, an assessment of Programme performance was carried out, based against expectations set out in the Programme Logical Framework/Results Framework. Ratings are provided according to the obligatory rating scales provided in Annex 07.

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<sup>5</sup> Partnership approaches included collaboration with NGOs, IGM projects, and inter-linkages with CALLC and CCA projects.

To assess the key financial aspects of the Programme , the Programme 's financial records including the Programme cost and funding data, annual expenditures, co-financing planned and realized, and recent financial audits were reviewed and analyzed.

At the end of the in-country mission, a presentation was conducted in Windhoek on 02 November 2012 to the National Programme Director and PCU staff.

An overall evaluation activity plan including schedule for field visits and report writing has been presented in Annex 08.

### **1.3. Structure of the Evaluation Report**

The terminal evaluation report is comprised of four detailed sections. The executive summary is followed by an introductory chapter, providing a brief description about the purpose of the evaluation along with the methodology adopted to undertake this terminal evaluation. This is followed by a synopsis of the "Country Pilot Partnership (CPP) Programme for Integrated Sustainable Land Management"

The next part is the main substantive part of the report which presents the findings of the evaluation activity in terms of the Programme formulation, implementation, administration and management, achievement, results and impacts, and the relevance, effectiveness, efficiency of the Programme as well as the potential sustainability.

The final part is the conclusion and recommendations focusing on activities that can assure sustainability of Programme interventions and the way forward for design and implementation of similar Programme s in the future.

## 2. Programme Description and Development Context

Land degradation in Namibia is a serious problem. Past efforts to combat land degradation and mainstream SLM have been curtailed by issues of capacity and knowledge. The CPP responded to these problems by addressing policy harmonization, mainstreaming SLM into policy development, development of individual and systematic capacity, testing economically attractive approaches to SLM, and dissemination of information on SLM best practices.

The goal of the CPP was to ***“Combat land degradation using integrated cross-sectoral approaches which enable Namibia to reach its MDG #7: “environmental sustainability” and assure the integrity of dryland ecosystems and ecosystem services”***. The Programme was designed with the dual objectives: i) to build and sustain capacity at systemic, institutional and individual level, ensuring cross-sectoral and demand driven coordination and implementation of sustainable land management (SLM) activities; and, ii) to identify cost effective, innovative and appropriate SLM methods which integrate environmental and economic objectives.

The five year Country Pilot Partnership on SLM Programme comprised of the following four projects:

Table No. 01: Sub-Projects of Country Pilot Partnership		
Sub-Project	Duration	Areas of Operation
Sustainable Land Management and Adaptive Management (SLM-SAM)	5 Years	13 Regions
Enhancing Institutional and Human Resource Capacity through Local Level Coordination of integrated Rangeland Management and Support (CALLC)	3 Years	Omusati, Oshana, Oshikoto, and Ohangwena Regions
Climate Change Adaptation (CCA)	3 Years	Omusati Region
Promoting Environmental Sustainability Through Improved Land Use Planning (PESILUP)	This project was not implemented	

The Programme was implemented by the Ministry of Environment and Tourism (MET) and Ministry of Agriculture, Water, and Forestry (MAWF) in collaboration with seven government ministries, the National Planning Commission, UNDP, the European Union, GTZ and the NGO community.

The Programme was conceptualized under the general policies and rules of GEF3, which allowed the design of Programme in two successive phases. Phase I was meant to build capacity, harmonize policies, and develop innovative and sustainable land management technologies. Phase II envisaged the further development of ISLM technologies, the

consolidation of those already proven to work and the empowerment of local governments and communities to mainstream the technologies into their development and planning processes during and after phase II. However, the current policies governing GEF VI Programmes do not allow projects to be designed in two phases. As a result the Phase I is implemented with no assumption that there will be a second phase, and should there be a continuation, it would have to be submitted as a separate project with no guaranteed funding from GEF.

## **2.1. Programme Start and Duration**

The Programme<sup>6</sup> was initially planned for 2006 to 2010; however the Programme actually started at a later date in 2007 and finished in 2012. The SLM SAM project is scheduled to close in December 2012, while the CCA and CALLC projects finished implementation in 2011.

## **2.2. Problems that the Programme Sought to Address**

Namibia is classed as the driest country in sub-Saharan Africa. It has a highly variable and unpredictable climate which is subject to great temporal and spatial perturbations in rainfall patterns. Land degradation is an increasing problem, manifest amongst other things in soil erosion, bush encroachment, deterioration of rangelands, and deforestation.

As approximately 70% of Namibia's population is directly dependent on subsistence agriculture and livestock husbandry, land degradation poses an acute challenge to livelihoods. It is also undermining ecosystem integrity and the global environmental benefits derived from ecological goods and services.

The Government of Namibia has identified land degradation as a serious problem which demands remedial intervention, and has recognized that integrated ecosystem management strategies are needed to effectively address the underlying causes. Existing efforts on-the-ground have been obstructed by a series of barriers, which undermine their efficacy.

The Programme sought to address *insufficient capacity* at *systemic, institutional* and *individual* levels, and *inadequate knowledge and technology dissemination*, as these constrain the effectiveness of SLM interventions in Namibia.

**Systematic Capacity Problems** in terms of policies that are not always supportive of each other and in some cases give perversive incentives that may aggravate land degradation or inadvertently impede SLM.

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<sup>6</sup> Phase I

***Institutional Capacity Issues*** refer to weakness of line ministries, in terms of technical staff and budget to deal with SLM at local levels; and centralized planning by service ministries with little or no involvement of land managers (local communities). Furthermore, government agencies that have an influence on land management are often in different government ministries, who do not normally plan in an integrated way, leading to duplicated or even conflicting efforts.

***Individual Capacity Problems*** manifest themselves in the form of low numbers of technically qualified personnel and difficulty in retaining key staff where they are needed most. Linked to the individual capacity issue is the limited knowledge and technology for land management.

### **2.3. Immediate and Development Objectives of the Programme**

The goal of the Programme is to “combat land degradation using integrated cross-sectoral approaches which enable Namibia to reach its MDG #7: “environmental sustainability” and assure the integrity of dryland ecosystems and ecosystem services”.

The two Programme objectives are:

- **Objective 1:** Capacity at systemic, institutional and individual level built and sustained, ensuring cross-sectoral and demand driven coordination and implementation of SLM activities
- **Objective 2:** Cost effective, innovative and appropriate SLM techniques which integrate environmental and economic benefits are identified and disseminated

### **2.4. Baseline Indicators Established**

Some baseline indicators were established at the time of the CPP design, including the area of land under community-based SLM, percentage of ministerial budgets spend on cross-sectoral activity. However, insufficient data was available to develop most of the baseline indicators. This baseline was to be developed through undertaking a Baseline Survey at the start of the Programme . However, the baseline was delayed and not finalized until late 2010.

### **2.5. Main Stakeholders**

The main stakeholders of the Programme are divided into categories i.e. primary and secondary stakeholders.

**Primary Stakeholders:** Farmers are the primary stakeholders or beneficiaries of the Programme . While projects mainly targeted communal farmers who are in greater need of support, freehold farmers have also likely benefit directly and indirectly where practices and models

identified are applicable to their management context, and where improvements in resource management in the vicinity of their farms have positive benefits.

At government level, the key partner Ministries, namely MET, NPC, MAWF, MRLGHRD, MLR, and their respective directorates were the main targets for CPP.

**Secondary Stakeholders:** This category of stakeholders consists of those that directly or indirectly contributed to the Programme through the manner in which they support community groups in institutionalizing ISLM. Principal among these are NGOs such as the NNF, DRFN, IIRDNC, NDT, and KOMEHO. Other influential bodies contributing particularly through their strength in influencing public opinion include political parties and church leaders; donors, private sector and corporate sponsors.

## **2.6. Expected Results**

The CPP Programme had the following six expected outcomes:

**Outcome 1.1:** Policies related to land management and production are harmonised and incentives for SLM created and/or strengthened.

**Outcome 1.2:** Enabling institutional mechanisms and linkages that support coordinated community-led SLM endeavors are promoted.

**Outcome 1.3:** Individual capacity to implement SLM is strengthened at all levels.

**Outcome 1.4:** Effective Monitoring and Evaluation systems in place for adaptive management at local and national levels.

**Outcome 2.1:** Management methods, models and best practices for SLM identified and tested.

**Outcome 2.2:** Best practices are shared and replicability tested.

The Programme Logical Framework is presented in Annex 09. Moreover, Annex 10 provides the potential domestic and global benefits to be realized from the Programme .

### 3. Findings

#### 3.1. Programme Design/Formulation

The Programme was developed based on the experiences and lessons of the Namibia Programme to Combat Desertification (NAPCOD) while taking on a multi-sectoral approach. Moreover, a number of workshops at the national and regional level were undertaken to assess potential implementation mechanisms and to obtain stakeholder buy-in.

The Programme has aimed to address the key issues of policy review and formulation; individual and institutional capacity; the development of M&E systems, testing of models and methods for SLM, and sharing and replication of best practices. The Programme's focus on these outcomes led to a comprehensive design that was responsive to issues of mainstreaming SLM in Namibia. However, considering the implementation time frame of five years for Phase I, the design was highly ambitious as it entailed undertaking of numerous activities in coordination with a large number of stakeholders at the national, regional, and local levels across the country. This was mainly due to the reduction of Project implementation time from ten years to five years, as the gains made from Phase I of the Project were to be consolidated in the next five year phase, with up-scaling of best practices and mainstreaming of policies, etc.

The Programme design also provided inter-linkages across the four sub-projects, i.e. CALLC, CCA, and PESILUP. This resulted in management and Programming synergies with the CALLC and CCA, more specifically under Objective 2, e.g. development of Integrated Work Plans (IWPs) for 9 Livestock Marketing Committees (LMCs) through the CALLC project. However, the Programme design relied solely on the PESILUP for development of Land Use Planning (LUP) tools. Since the PESILUP project was never implemented as funding from the World Bank did not materialize, the Programme lost the opportunity of basing activities on LUP, a critical tool for sustainable SLM planning. Inter-project linkages are shown in Annex 11.

##### 3.1.1. Analysis of LFA/Results Framework (Programme Logic /Strategy; Indicators)

The Programme Logical Framework Matrix presented in Annex 09 systematically outlines the two Programme objectives and six associated outcomes. In addition, each outcome is substantiated by Key Performance Indicators, Means of Verification, and Critical Assumptions/Risks. To substantiate this, the Programme Framework document presents a simplified UNDP Programme Results and Resources Framework outlining 14 outputs against the six Programme outcomes.

Moreover, a Monitoring and Evaluation Plan for Programme has been presented in the Programme document, detailing Key Performance Indicators (KPIs), Targets, and Baseline information (where available). The Plan also provides guidance on critical benchmarks, timeframes, and sampling frequency.

Although, the Programme's outcomes and outputs are systematically interlinked, the evaluator determined that there were overlaps in activities against Output 1.4.2 and Output 2.1.2 in terms of designing LUP tools. Similarly, the activities for Output 1.1.3 and Output 2.2.1 overlapped in terms of disseminating information on SLM or SLM policies. For ease of reporting and management, these four outputs could have been merged in two outputs.

Overall, the LFA, Results Framework, and Programme M&E Plan were well designed, and provided a practical foundation for developing a Programme M&E framework.

### **3.1.2. Assumptions and Risks**

The critical assumptions and risks highlighted in the Programme design and their associated rankings at the time were realistic and could have critically affected Programme implementation.

The Programme Logframe considered several assumptions and risks, including lasting commitment from the Government for policy, economic stability, continued willingness of ministries to coordinate activities horizontally and vertically, willingness and demonstrated interest of communities to adopt ISLM methods, buy-in at all levels to carry out M&E. In addition, as presented in Annex 12, the Programme design considered seven major potential risks to the Programme, including conflict over unequal land ownership and redistribution, changes in national commitment, erosion of capacity due to HIV/AIDS, shift in funding priorities, commitment to devolve local resource management to the communities, climatic variability, and change in effective demand for SLM products.

Lasting GON commitment for policy change, willingness of line ministries to coordinate, and willingness of communities to adopt ISLM models and methods were critical assumptions. Lack of any of these conditions could have seriously jeopardized the programme's implementation and results. However, as can be seen from subsequent sections, commitment at all three levels continued during the implementation period.

Erosion of capacity due to HIV and climatic variability were ranked as high risks. There is no evidence that the Programme activities have been affected by eroded capacity due to HIV.



However, the result of climatic variability has hampered the progress of Programme activities from time to time, for instance activities under the CCA project were affected by floods.

Moreover, mitigation strategies, especially linking the Programme to national priorities, were effective in countering these risks. On the other hand, a weak M&E system hampered the Programme's ability to track the impact of risks such as climatic variability.

However, the Program design did not take into consideration the critical risk of communication breakdown between the three sub-projects of the Programme. Although, the projects continued to be implemented through a collaborative approach, considering such this potential risk in the programme design could have called for incorporating measures to further enhance this collaboration.

### **3.1.3. Planned Stakeholder Participation**

The Programme design approached SLM as a multi-sectoral issue and considered a range of stakeholders from the government, NGOs, academia, and community. These stakeholders were involved in the creation of the CPP framework since the PDF – Preparatory Phase.

The government partner agencies included those that are involved in managing land and natural resources, and included the Ministry of Environment and Tourism (MET), Ministry of Agriculture, Water, and Forestry (MAWF), Ministry of Lands and Resettlement (MLR), Ministry of Mines and Energy (MME), Ministry of Regional, Local Government Housing and Rural Development (MRLGHRD), and the National Planning Commission (NPC). The NPC was designated as the Government Coordinating Authority, while the actual implementation, financial and administrative management was the responsibility of the MET.

Implementation Partners in the NGO sector included the Namibia Nature Foundation (NNF), Desert Research Foundation of Namibia (DRFN), Integrated Rural Development and Nature Conservation (IRDNC), Namibia Development Trust (NDT), Conservancy Association of Namibia (CANAM), the Namibia Association of CBNRM Support Organizations (NASCO), and the two farmers' unions (Namibia Agricultural Union (NAU) and Namibia National Farmers Union (NNFU).

In addition, the University of Namibia (UNAM) and the Polytechnic of Namibia were partners from the academic institutions. Moreover, participating land use managers such as farmers and herders at the Programme sites were considered primary stakeholders and beneficiary.

Working in partnership with the several related government agencies ensured that an existing infrastructure was utilized for program implementation. These inter-agency collaboration also proved to be the force behind policy changes undertaken as a result of the program. Moreover, working through NGOs with experience in community mobilization and development resulted in taking the Project's activities to the grassroots levels. Similarly, the partners in academia contributed towards building long-term ISLM capacity in the country.

#### **3.1.4. Replication Approach**

The Programme itself is based on lessons from the previously implemented NAPCOD Programme . Also, activities encouraging and leading to replication have been embedded in the Programme design. For instance, mainstreaming of SLM in policies, development of systematic and individual capacity at all levels, implementation through a collaborative approach, and testing of SLM techniques integrating economic and environmental benefits are all initiatives with a potential for replication by the various Programme stakeholders. Moreover, the sharing of best practices under the Programme provides a larger audience with information on the benefits of SLM and associated practices, thereby encouraging replication.

#### **3.1.5. UNDP Comparative Advantage**

UNDP's comparative advantage for the GEF lies in its global network of country offices, its experience in integrated policy development, human resources development, institutional strengthening, and non-governmental and community participation. Using its localized presences, UNDP assists countries in promoting, designing, and implementing activities consistent with both the GEF mandate and national sustainable development plans. UNDP also has extensive inter-country programming experience.

At the time of Programme development, the UNDP Country Programme in Namibia was composed of three components to support Namibia in its attainments of the MDGs, including i) response to HIV/AIDS; ii) reducing human poverty; and iii) energy and environment for sustainable development.

The overall goal of UNDP Namibia's Energy and Environment (E&E) Unit is in line with MDG 7: Ensuring Namibia's Environmental Sustainability and NDP 3 KRA 6: Promoting sustainable utilisation of Namibia's renewable and non-renewable natural resources. The E&E Unit strives to mainstream environment in development activities in order to ensure their sustainability through policy dialogues and by creating awareness at all levels of the society. The Unit implements its activities in close collaboration with both national and local governments, NGOs, Private Sector and civil society.

Considering the global and national advantage enjoyed by the UNDP, UNDP was the ideal organization to act as the Programme Implementing Agency.

### **3.1.6. Linkages Between Programme and other Interventions within the Sector**

The design of the CPP Programme provided inter-linkages among the four sub-projects, i.e. CALLC, CCA, and PESILUP, as the Programme provided the overarching institutional arrangements and coordination. In addition, CPP was developed in an environment where lessons from relevant on-going initiatives could be used to enrich the development process. The Programme was linked to various other new or ongoing projects in Namibia at the time. Of these, the major projects included the UNEP's Kalahari Namib Project and Desert Margin's Programme; GEF Small Grants Programme (SGP); and the UNDP supported GEF funded Strengthening the Protected Area Network (SPAN) project; World Bank's NACOMA and Integrated Community Based Ecosystem Management (ICEMA) projects. At the time of the CCP programme design, UNEP was already developing the Kalahari Namib Project and funding the Desert Margins Programme while UNDP was implementing various projects including the GEF SGP and the Strengthening the SPAN Project. The World Bank was also supporting national level initiatives such as NACOMA and ICEMA. Linkages with other interventions are demonstrated in Annex 11.

### **3.1.7. Management Arrangements**

The Programme was designed to be implemented and managed following the UNDP National Execution Modality (NEX) and Results Management Guide (RMG). The NPC was responsible for final Programme delivery and accountability as the Government Coordinating Authority, while the MET and MAWF as the Government Cooperating Agencies were responsible for implementation, including financial and administrative management, of the SLM SAM project; and CCA and CALLC projects, respectively.

In addition, Government Ministries including the MLR, MRLGHRD, and MFMR were implementing partners for certain components. While, NNF was the key civil society implementing partner for the SLM SAM component, responsible for implementing activities with different Lead NGOs. Hence, the Programme was planned to be undertaken through existing institutional infrastructure.

The Programme design called for a five-tier coordination mechanism, including the Governing Body(CPP-GB), the CPP Management Committee, the Consortium (CPP-C), the CPP Coordination Unit (CPP-CU), and the Programme Coordination Unit (PCU).

**Lessons Learnt on Programme Design:** The Programme responded to critical ISLM needs in Namibia. Moreover, the Programme was designed to build partnerships between key stakeholders in the country to deliver integrated responses.

However, the implementation arrangement for SLM SAM entailed working through both the NNF and PCU. This modality created parallel management structures, leading to administrative delays in implementation. This structure had to be modified after the mid-term evaluation, with PCU assuming management of all the Implementing Partner NGOs instead of sub-contracting this function to the NNF.

A lesson learnt for future programming is to ensure clear implementation arrangements, with clearly defined roles and responsibilities of project stakeholders/partners. Such measures will also result in little or no duplications of efforts, thereby optimizing efficiency and minimizing conflict.

### **3.2. Programme Implementation**

This section gives an assessment of the Programme's implementation arrangements, including adaptive management, partnership arrangements, M&E, Programme finances, and the role of UNDP.

#### **3.2.1. Monitoring and Evaluation: Design at Entry and Implementation (\*)**

Standard UNDP/GEF M&E and reporting procedures were incorporated into the programme design, including a Project Inception Report, Baseline Survey Report, Annual Standard Progress Report, Project Implementation Review (PIR), Quarterly Progress Reports, Periodic Thematic Reports, and independent Mid Term and Terminal Project evaluation reports, etc.

Using these tools, regular reporting was conducted in accordance with established UNDP and GEF procedures. These reports have been of satisfactory quality and approved by the UNDP at both the country and regional levels.

Although informative, the baseline survey was not finalized until December 2010, the mid-point of Programme life. However since then, the Programme Management has been effectively using the baseline survey to measure progress against logframe and guide Programme activities, especially in the context of Pilot sites and IGMs.

Until 2011, based on the sub-contracting to NNF for SLM SAM, NNF received progress reports from the Implementing Partner (IP) NGOs and submitted to the PCU for further review, consolidation and submission to the UNDP. After change in the contracting modality, the PCU

also redesigned the reporting formats to be used by the IPs to collect information more in line with the Project's logframe.

In addition, the Programme Management Committee (MC) meetings, and monthly planning and review meetings at the PCU were also used as a monitoring mechanism. Both the MC and PCU relied on the Programme's LFA framework as a guide for reporting and monitoring activities. The Programme made use of feedback from these M&E mechanisms, including regular reporting, MC meetings, and the Mid Term Evaluation, towards adaptive management.

Moreover, to support the Programme M&E, a number of key tools were to be devised by the M&E unit, including an M&E Manual, a data storage and reporting system, and a Management Effectiveness Self Assessment Tool (MESAT). Although the MESAT was developed, it was not implemented other than an initial effort at testing the tool. On the other hand, the M&E Manual and a Data Storage and Reporting System were not developed or implemented at all. Hence, a major shortcoming in implementation has been the inability of the Programme to devise planned M&E tools to systematically track impact.

### **3.2.2. Adaptive Management**

The collaborative implementation and monitoring approach followed by the Programme resulted in various key changes during the implementation period to adapt Programme activities to the development context at the time. Of these, the key changes include adding a Minister's Forum to the Programme's governance structure, replacing the CPP Consortium with the Sustainable Development Advisory Council (SDAC), modifying contractual arrangements with NGOs, adding new ministries to the existing government stakeholders, reduction in the number of pilot sites, initiating Programme Implementer's Forum's Meetings, and outsourcing various key functions such as the Capacity building strategy and the implementation of the Summer Landcare Programme .

Initially, the Programme faced slow ineffective participation in the Programme Management Committee (MC). To ensure stronger Ministerial buy-in, a Minister's Forum (MF) was initiated with participation from Ministers of the respective partner ministries. This change led to improved commitment from the ministries and resulted in more active contribution to the Programme activities by the various structures.

Moreover, upon the recommendation of the Mid-Term Evaluation (MTE), another change to the Programme's governance structure was to replace the CPP Consortium in its original design

with the SDAC<sup>7</sup>, an advisory body placed under the Directorate of Environmental Affairs (DEA) in the MET<sup>8</sup>.

Also, realizing the role of various Government ministries in ISLM, three new ministries were added to the stakeholder ministries over the course of the Programme's implementation. These include Ministry of Gender Equality and Child Welfare (MGE CW), Ministry of Fisheries and Marine Resources (MFMR), and the Ministry of Finance (MOF).

Another key change has been the modification of contractual modalities for implementing partner NGOs. Initially, participating NGOs were sub-contracted by the NNF. However, after receiving feedback from the MTE mission, the partner NGOs, including NNF, were directly contracted by the Ministry of Environment and Tourism as executing agency starting 2011. This change was made to reduce administrative delays and to facilitate direct coordination with the implementing partners. Also, the Programme started holding Programme Implementer's Forums since May 2011 to improve exchange and coordination between IPs and 4 forums have been held since then.

In addition, during the Inception Meeting, the number of Programme pilot regions was increased from 5 to 12 servicing a total number of 38 pilot sites. However, upon the MTE recommendation, the number of pilot sites for SLM SAM in the 12 regions was reduced to 21 sites to ensure focused Programme interventions.

### **3.2.3. Evaluation Rating of the M&E System**

The Programme adopted the UNDP and GEF reporting procedures. In addition, the Programme governance structure, especially the Management Committee was used as an M&E mechanism. Adaptive changes were made based on recommendations by this structure.

On the other hand, the Programme was not able to develop M&E tools as per the Programme design. The lack of these tools deprived the Programme of systematically recording impact. CPP being a pilot Programme, the mission believes that the lack of impact information has potential consequences for replication and up-scaling in future.

The M&E is therefore rated **Satisfactory (S)**.

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<sup>7</sup> The SDAC is in fact the SLM Think Tank proposed by the MTE. This Council is placed within the Department of Environmental Affairs (DEA).

<sup>8</sup> Instead of having an SLM inter-sectoral committee during and after the project's life, the CPP developed the TOR for a Sustainable Development Advisory Council, for the entire country. The Advisory Council will be the main official advisor to the recently created office of the Environmental Commissioner for Namibia.

### 3.2.4. Partnership Arrangements

The Programme was implemented in partnership with UNDP, nine ministries, 17 NGOs<sup>9</sup>, two Farmer Organizations, two academic institutions, and the European Union (EU).

UNDP has been the Programme Implementing Agency, while MET and MAWF served as Programme Executing Agencies for SLM SAM; the CCA and CALLC, respectively. In addition, nine government ministries partnered by providing co-financing and participated in strategic inter-agency planning and monitoring through the governance structure. Moreover, five NGOs provided implementation support for SLM activities in 21 sites across 12 regions. Also, nine NGOs implemented SLM activities across 23 IGM projects.

The University of Namibia (UNAM) and Polytechnic of Namibia were academic partners involved in research on Programme sites and identification of research priorities towards capacity building.

Finally, the EU and GTZ provided co-financing for issues related to ISLM within their ongoing projects.

### 3.2.5. Programme Finance

The Programme had a total GEF allocation of USD 9 million and Government co-financing of USD 10.25<sup>10</sup> million. Reported actual expenditures are provided in Table 2.

Table No. 02: GEF Programme financing by Component (in US\$) <sup>11</sup>		
Project Title	GEF Financing (USD Million)	Reported Actual Expenditure (%)
Sustainable Land Management and Adaptive Management (SLM-SAM)	7.00	98% (December 2012)
Enhancing Institutional and Human Resource Capacity through Local Level Coordination of integrated Rangeland Management and Support (CALLC)	1.00	93.7% (June 2011)
Climate Change Adaptation (CCA)	1.00	97%
SPA	1.00	

<sup>9</sup> NGOs at Pilot and IGM sites

<sup>10</sup> Excluding the PESILUP

<sup>11</sup> Not including co-financing

Promoting Environmental Sustainability Through Improved Land Use Planning (PESILUP)	Not Implemented	
Total (Excluding PDF)	10.00	96%
PDF (CPP Preparation)		250,000

Under the Programme design, Finances were to be disbursed through Request for Direct and Advance Payment modalities subject to Harmonized Approach Cash Transfer. In addition to the regular financial reporting to the UNDP, the Programme Management Committee also tracked financial activities as part of its planning and monitoring role.

Generally, the evaluator believes that the financial planning for the Programme was **adequate**. The annual audited financial reports indicate that the Programme expenditure occurred in accordance with UNDP accounting requirements no substantive issues were picked up on Programme finances.

#### **Co-financing:**

As per the Project Document, co-financing of USD 35.29 million was committed by partner Government Ministries, including MET, MAWF, MLGHRD, MLR and NPC. This co-financing was in-kind and comprised of support in the form of office accommodation, electricity, and communication, and extension services and staff secondment amongst others. A summary of committed co-financing is provided in Table no. 03.

Table No. 03: Sources of Co-finance CPP SLM	
Source	Amount Planned (USD million)
MAWF	13.14
MLR	18.19
MET	1.5
NPC	1.66
<b>TOTAL</b>	<b>35.29</b>

It was ascertained in interviews with partnering ministries that the co-financing to the Programme was not systematically tracked. This is because, following Government accounting rules and procedures, two or more ministries are not allowed to allocate funds towards the same Programme. Instead, to report co-financing in the PIR, the PCU has tracked operational and development budgets of partner ministries for activities that generally relate to ISLM and towards the expected outcomes of the CPP. By June 2011, cumulative co-financing from these



ministries totaled USD 35.52 million. This amount was slightly greater than the committed amount, as some ministries used their own programs to complement the CPP. In relation to financial management and planning, to avoid administrative delays and implement the HACT in fund transfers, the CPP management committee approved for MET to open a Programme-specific bank account in 2010. Under this unique arrangement, the Programme makes a request for quarterly advances and funds are transferred upon liquidation of earlier advances. The opening of this bank account has facilitated the Programme access to funds directly. Under this arrangement, while UNDP can track expenditures, the Programme has ready access to and control over the advances that are approved on a quarterly basis by the CPP management committee.

### **3.2.6. UNDP and Implementing Partner implementation / Execution (\*) Coordination, and Operational Issues**

The UNDP has been working closely with MET and other Programme stakeholders since the Programme design phase. UNDP also actively participated in the Programme governance through representation in meetings of Programme Management Committee and site visits. Moreover, the UNDP Environment and Energy Unit has overall management and financial oversight and receive regular quarterly and annual progress reports and PIRs from the Programme as per the modalities of GEF/UNDP on reporting. In addition, due to the MTE mission fielded by the UNDP, the Programme was able to make most of the changes outlined in the section on Adaptive Management (Section 3.2.2).

The MTE cited issues as the UNDP's role was seen as overly prescriptive and overbearing by the Programme stakeholders. Since then, these issues have been resolved to a large extent as the Programme now has more ready access to finances through the bank account and control over key Programme aspects such as recruitment of staff and consultants.

The UNDP's role in the second half of the Programme is therefore ranked **Satisfactory**.

### **3.3. Programme Results**

This section provides detailed findings on the overall results achieved by the Programme, the Programme's relevance, effectiveness, efficiency, and sustainability. Following GEF Evaluation Guidelines, ratings are provided for these aspects. Moreover, the Country Ownership and aspects of Mainstreaming, Sustainability and Impact are also analyzed.

### 3.3.1. Overall Results (Attainment of Objectives)

The Programme had two objectives:

**Objective 1:** Capacity at systemic, institutional and individual level built and sustained, ensuring cross-sectoral and demand driven coordination and implementation of SLM activities; and

**Objective 2:** Cost effective, innovative and appropriate SLM techniques which integrate environmental and economic benefits are identified and disseminated.

This section provides a detailed analysis of the activities carried out against the planned Programme Outputs. At the end, an overall rating for each of the two Programme Objectives is provided based on this analysis.

### 3.3.2. Analysis of Activities Against Outcomes and Outputs

#### OBJECTIVE 1: CAPACITY AT SYSTEMIC, INSTITUTIONAL AND INDIVIDUAL LEVEL BUILT AND SUSTAINED, ENSURING CROSS-SECTORAL AND DEMAND DRIVEN COORDINATION AND IMPLEMENTATION OF SLM ACTIVITIES

***Outcome 1.1: Policies Related to Land Management and Production are Harmonized and Incentives for SLM Created and/or Strengthened***

**Output 1.1.1** - Policies reviewed, adapted to SLM objectives and enacted.

**Output 1.1.2** – SLM mainstreamed in national development plans (NDPs, NPRAP etc)

**Output 1.1.3** - Policies communicated to local-level

**PROGRESS AGAINST OUTPUTS:** Under this Outcome, the Programme undertook key policy reviews and mainstreamed ISLM in the national policy process. The key achievements in this regard have been the approval of a Cabinet Submission and issuance of a Cabinet Directive to CPP partner Ministries to; 1) allocate funds, 2) absorb and upscale pilot activities and best practices for replication across the country, and 3) for liaison between MET and National Planning Commission.

In addition, the Programme developed a discussion paper on ‘Policies and Practices Towards ISLM in Namibia’ discussing mechanisms for cross-sectoral collaboration, reviewed the Land Use Policy, and developed and facilitated the drafting of a policy on Community Based Natural Resource Management (CBNRM). Programme activities also contributed to various policy-level

documents, including the National Rangeland Management Policy and Strategy for Namibia and the National Climate Change Policy.

The Programme also facilitated the establishment of a Sustainable Development Advisory Council (SDAC). The SDAC is an advisory body placed under the DEA-MET, with the aim to promote co-operation and coordination between organs of state, NGOs, CBOs, the private sector, and funding agencies, on environmental issues relating to sustainable development. The SDAC is expected to be operational by the beginning of 2013.

**FINDINGS:** The Cabinet Directive came as a result of collaboration between the nine partnering ministries. This measure will ensure streamlining SLM in national priorities, as the directive not only translates into the commitment of GoN to ISLM, but also provides justification for ministries to invest in SLM.

Although, the issuance of the Cabinet directive is an important achievement of the Programme, interviews with staff from some partner ministries determined that mainstreaming SLM will be based on both commitment and capacity. For instance, the MAWF has already submitted a proposal to the NPC for an initial funding of N\$ 2m<sup>12</sup> to up-scale the CPP pilot activities in livestock and agriculture. On the other hand, ministries like the MLR, MFMR, who have been actively involved during Programme implementation, are likely to discontinue SLM-specific activities to respond to other prioritized activities under their respective mandates. In addition, lack technical capacity and funding was a major reason for stopping activities altogether.

The establishment of the SDAC can therefore play a critical role in continually ensuring SLM mainstreaming. SDAC can continue to work with most relevant ministries to include SLM in their activities and promote collaborative implementation similar to the CPP. The SDAC and MET will also need to liaise with the NPC to ensure that SLM continues to be incorporated into the national development process, as the national budgetary process follows these plans.

The input into various policy and planning documents can also be a measure for mainstreaming SLM. For instance, the MET plans to submit the CBNRM policy devised under the Programme for Cabinet's approval. While, staff from the MLR is using the reviewed/simplified version of the Land Use policy to guide them in their work.

**CONCLUSIONS AND RECOMMENDATIONS:** To mainstream SLM, the Programme has achieved significant results in a brief period of time by influencing policy. There is a need to carry this work forward through the SDAC by means of continued collaboration with all stakeholders and the NPC.

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<sup>12</sup> Subsequent annual funding under the project will increase to N\$ 6 million

The evaluation rating for Outcome 1.1 is **Highly Satisfactory**

***Outcome 1.2 - Enabling Institutional Mechanisms and Linkages that Support Coordinated Community-led SLM Endeavors are Promoted***

**Output 1.2.1** - Institutions at national level strengthened to achieve cross-sectoral planning and implementation of SLM

**Output 1.2.2** - Mechanisms that enable partnerships for demand-led service provisions through vertical and horizontal integration institutionalized

**PROGRESS AGAINST OUTPUTS:** Under this outcome, the Programme collaborative governance structure in the form of a Minister’s Forum (MF), Governing Body (GB), and Management Committee (MC) has played a formative role in cross-sectoral collaboration among nine Government ministries<sup>13</sup> and partner NGOs. At the national level, this collaboration has resulted in joint review and input to the policy development and planning process as detailed in the findings under Outcome 1.1.

At the Regional level, ministries have partnered to plan and implement Programme activities towards integrated SLM. For instance, in various instances, the Programme’s partner ministries integrated Programme planning into the agenda points of the Regional Development Coordination Committees (RDCC)<sup>14</sup>. Similarly, the local departments of various ministries, including MAWF, MLR, and MFMR collaborated to provide integrated support to SLM at a number of pilot and IGM sites<sup>15</sup>.

Moreover, the SLM SAM Programme collaborated with the CALLC Programme in developing integrated work plans and establishing Forum for Integrated Resource Management (FIRMs) for 14 pilot sites.

**FINDINGS:** The collaborative governance structure has remained a unique aspect of the Programme. It has convinced partner ministries of the need to depart from the silo approach as it has demonstrated effective implementation of ministerial mandates through a

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<sup>13</sup> These include Ministry of Environment and Tourism (MET), Ministry of Regional, Local Government Housing and Rural Development (MRLGHRD), Ministry of Agriculture, Water, and Forestry (MAWF), Ministry of Lands and Resettlement (MLR), Ministry of Fishery and Marine Resources (MFMR), Ministry of Gender Equality and Child Welfare (MGEWCW), the Ministry of Finance (MOF), the Ministry of Mines and Energy (MME), and the National Planning Commission (NPC).

<sup>14</sup> RDCCs provide the regional-level planning and coordination mechanism and come under the MRLGHRD. RDCCs meet periodically and members include representatives from Government ministries, e.g. MAWF, MLR, MFMR, and from para-statal

<sup>15</sup> The analysis of pilot and IGM sites is presented under Results for Objective 2

collaborative approach. The PCU deserves credit in ensuring that the various governance bodies met as planned.

Since this collaborative approach was new, it took some time for the Programme to get buy-in from partnering ministries. This situation was considerably improved after setting up the Minister's Forum (MF). However, it took much longer for this ministerial commitment to filter to the regional level. This issue continued to remain a concern for the Implementing Partners, especially when attempting to collaborate with local service providers, e.g. with the extension services at MAWF. It was reported that commitment to the Programme varied from region to region, and in most cases was lacking simply due to lack of communication from the national level ministry to the local level regarding the ministry's partnership status in the Programme or due to the engrained attitude of working in a silo approach.

Also, after the Mid Term Evaluation the Programme modified its contracting modality with the NGOs. Although, these changes were made in the interest of managerial and financial efficiency, interviews with NGO partners suggested that this move resulted in the disenchantment of some NGO partners. Although, this frustration did not negatively affect the Programme's implementation, the feeling of marginalization on the part of these NGO partners can have implications for future partnerships between the Government. and NGOs.

The visioning exercises undertaken at the beginning of the Programme led to work plans to respond to problems identified by the communities. To implement these work plans the IPs were facilitated by the Programme to establish linkages between the communities and service providers from the various ministries, including MLR, MAWF, MFMR, and MRLGHRD. There has been a realization among the IPs that working in partnerships leveraged resources. Also, according to some government officials, participating in the Programme provided them with a clearer understanding of the situation at the grassroots.

The linkages between communities and local government have continued at a number of sites even after Programme activities ended. Also, MAWF reported planning future projects under which extension support will continue to some of the pilot sites.

Similarly, some ministries plan to use similar governance structures in their future projects, e.g. the MRLGHRD through its One Region One Initiative (OROI) project reported plans to use similar coordination bodies. However, there is a concern that ensuring the level of collaboration as experienced during the CPP would require financial support equivalent to the CPP.

**CONCLUSIONS AND RECOMMENDATIONS:** The collaborative approach piloted by the Programme has been widely appreciated by stakeholders. Although, it took some time for the

partnering ministries to adapt to the consultative working approach, the partnerships seem to have gained momentum towards the end of the Programme . It is feared that this momentum would be lost in the absence of facilitation support that was provided through the Programme . It is therefore necessary to explore mechanisms and funding for the ministries to continue partnering towards not only ISLM but also other issues of sustainable development.

To ensure delivery of demand-led service provision in similar future Programmes, it would also be critical to filter the ministerial commitments to the regional and constituency levels. This commitment should be reflected in the regional work plans and budgets, and local-level officials should be clearly informed of their role in the Programme and held responsible for their performance.

Moreover, in future Programmes it would be important to have clear and binding partnering arrangements from the onset between all stakeholders, including Government agencies, NGOs, and communities, etc. This would ensure that members are brought onboard without losing time and avoid confusions or duplications of roles and responsibilities.

The performance of activities against Outcome 1.2 is rated **Satisfactory**.

### ***Outcome 1.3 - Individual Capacity to Implement SLM is Strengthened at All Levels***

**Output 1.3.1** - Capacity of service providers / ministerial staff at all levels built through communication and information dissemination

**Output 1.3.2** - A cadre of experts and scientists is trained

**PROGRESS AGAINST OUTPUTS:** To implement activities under this outcome, the Programme developed a National Capacity Building Strategy (CBS) in 2009. The strategy was developed in collaboration with various ministries, NGOs, and training institutions. The specific aim of the CBS was to sensitize ISLM service providers and ministerial staff to the capacity needs in the country and the role these stakeholders had to play to build these capacities.

As a result of the strategy, two key capacity development initiatives implemented were the Young Professional Research Associates (YPRA) and Summer Land Care Programme (SLCP). Under the YPRA, the Programme funded research of 14 individuals, including 10 men and 4 women students at the Masters and/or Doctoral levels on ISLM issues in Namibia. While through the SLCP, 21 recent graduates, including 10 men and 11 women were trained in SLM by the Desert Research Foundation of Namibia (DRFN) in collaboration with the Gobabeb Training and Research Centre.

Moreover, to support practical research and higher learning, a tripartite MOU was signed between MET, Polytechnic of Namibia (PON), and University of Namibia (UNAM) for undertaking field research on the Programme's pilot sites. Resultantly, SLM research was carried out by 100 students from the PON and UNAM and exposed students to hands-on extension work, while encouraging farmers to experiment with sustainable production methods and explore business opportunities passed on by the students.

In addition, 10 Young Professional Interns (YPIs) were attached full time to the PCU to implement, manage and monitor Programme activities, including the Innovative Grant Mechanism (IGM) and policy related work, communication & outreach and financial management.

At the regional level, extension staff and service providers from MAWF benefited from training during the preparation of the Rangeland Manual for the Northern Communal Areas. While, 75 Agricultural Extension Technicians (AET) in the North Central Regions were trained on climate change adaptation measures, seasonal rainfall outlook and community toolkit amongst others.

**FINDINGS:** Activities under this output have provided support to fill a critical capacity gap, especially through engaging scholars and graduates. Although, it is too early to assess the impact of this output, it is anticipated that developing the capacities of this group will ensure in mainstreaming SLM in their future work, thereby making a substantial collective contribution to SLM in Namibia.

The SLCP was initiated by the DRFN since the early 90's and was implemented for almost ten years through SIDA funding support. This Programme remained suspended for four years in the absence of any donor funding. DRFN was able to revive the Programme for two years after receiving support from the CPP SLM SAM Programme. Similarly, under the YPRA, the Programme provided students the opportunity to undertake practical research while focusing on SLM. In the absence of other such funding, this was a unique opportunity for the students.

Lastly, most of the YPIs engaged with the Programme performed their duties satisfactorily and their placement trained them to undertake higher levels of responsibility within the Programme.

**CONCLUSIONS AND RECOMMENDATIONS:** In the absence of other funding for capacity building of students and young professionals, the Programme support has been critical. To ensure that capacity built through this intervention is channeled strategically, the individuals involved in these initiatives should be systematically engaged with ongoing and planned SLM interventions in the country, e.g. activities of the EIF, SDAC, and future GEF programmes etc.

In case of the YPRAs, not all research was directly linked to Programme 's activities, e.g. YPRA research was undertaken on topics such as 'Flood Risk Perceptions and Coping Strategies'. Had there been more direct linkages, this research could have leveraged activities at the Pilot sites and IGMs and helped in the documentation of lessons learnt and best practices.

Similar to the training provided to Government extension workers, Programmes in future should consider developing the capacities of partner staff from NGOs. This way, these individuals can better respond to community needs through introduction of new or innovative technologies and guide communities in sustainability of interventions, e.g. through linkages to markets.

The performance of activities against Outcome 1.3 is rated **Highly Satisfactory**.

***Outcome 1.4 - Effective Monitoring and Evaluation Systems in Place for Adaptive Management at Local and National Levels***

**Output 1.4.1** - Land Use Planning Tools developed and applied

**Output 1.4.2** - Information systems specific to land degradation, water resources, land use planning and sustainable development developed and applied

**Progress Against Outputs:** As the Land Use Planning (LUP) tools were to be developed by the PESILUP component of the CPP, activities under this output were not carried out. This is because the PESILUP project was never implemented as the project funding from the World Bank did not materialize.

On the other hand, the MLR, a key partner ministry of the Programme has been engaged in the development of regional LUPs as part of its own mandate. So far, LUPs for four regions are in various stages of development using a combination of donor and MLR funds. However, as this is a relatively new initiative, the Programme has not had the opportunity to build its activities on these LUPs. The Programme has successfully developed a Land Degradation and Monitoring System (LDMS). The LDMS is an integrated tool to monitor and report changes in land degradation, and provide information to support adaptive management of natural resources in the country. However, additional resources are required to implement this system. There are plans to potentially integrate the LDMS into the MET's existing Knowledge Management System (KMS) and link to other bodies/organizations in the country engaged in monitoring land degradation.



The Programme also planned to develop a Sustainable Development Index (SDI) building on Local Level Monitoring (LLM)<sup>16</sup>. The SDI was to provide a more comprehensive tool focused on tracking the overall sustainability of the resource management system, taking the three pillars of sustainable development (environment, livelihoods and institutions) into account. An SDI was developed by the Programme and piloted in four Programme Pilot sites in three regions<sup>17</sup>. However, the piloting was suspended due to economic and a management concern, as the system was cost intensive and cumbersome to implement.

**Findings:** Linking SLM activities into LUP are a key to facilitate long term sustainable planning of natural resources. However, as the PESILUP Programme was not implemented, the SLM SAM Programme was not able to base its activities on LUP technologies.

Similar to LUP tools, Local level Monitoring (LLM) are fundamental to planning of natural resources by local users. After Programme support to LLMS discontinued in 2011, GOPA using MCA funds, have carried this activity forward as part of their continued work with Livestock Marketing Committees by the CALLC Programme .

The LDMS developed under the Programme can have wide reaching impact on SLM activities in the country. There is a need to determine mechanisms under which the LDMS can be implemented after the Programme closure.

**Conclusions and Recommendations:** Major M&E systems developed by the Programme for adaptive management at local and national levels include the LLMS, LDMS, and SDI. However, due to cost considerations, the LDMS and SDI have not been implemented.

As there is a consensus on the importance of LDMS, it would be important to implement this system beyond the Programme end. For effective implementation, it is necessary to place the system in an agency that has the requisite technical and financial resources. Given their experience with monitoring of natural resources such as rangelands and forests while being equipped with technology such as NOAA satellites and other receivers, MET and MAWF are well placed to manage an LDMS. While some stakeholders believe that the Namibia Statistics Agency (NSA) may be also be an ideal agency to collaborate on the LDMS. It is recommended that the Programme consults the MET, MAWF, NSA and other relevant agencies in Namibia to discuss the possibility of LDMS management, with a view to leverage the relevant competency and resources of each agency. Moreover, it would be important to link the LDMS into existing systems, such as the regional LUPs being developed by the MLR.

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<sup>16</sup> Details on LLM can be found under the analysis on Outcome 2.1

<sup>17</sup> Omusati, Oshikoti, and Kavango regions

Also, as the SDI could prove important information related to Programme monitoring and impact. However, as this system has proven to be resource heavy, there is a need to review the design of SDI for economic and functional validity before considering its implementation.

The performance of activities against Outcome 1.4 is rated **Moderately Satisfactory**.

## **OBJECTIVE 2 - COST EFFECTIVE, INNOVATIVE AND APPROPRIATE SLM TECHNIQUES WHICH INTEGRATE ENVIRONMENTAL AND ECONOMIC BENEFITS ARE IDENTIFIED AND DISSEMINATED**

To achieve Objective 2, the Programme worked through all the three projects, SLM SAM, CALLC, and CCA. SLM SAM initially worked on 38 pilot sites in 12 regions, CALLC worked on 14 sites in four regions, while CCA worked across 12 constituencies in the Omusati region. Subsequently, upon the recommendation of the Mid Term Evaluation (MTE), the number of pilot sites for SLM SAM was reduced from 38 to 21. Activities on the Pilot sites were undertaken between February 2010 - December 2011.

The activities for SLM SAM were initially implemented by the NNF in collaboration with five NGOs, including DRFN, NDT, KOMEHO, NNNDP and IRDNC. During this period, the NNF had a direct contract with the MET and had in turn, sub-contracted the other five NGOs. After recommendations from the MTE, this Implementing Partner contracting modality was changed so that all the six NGO IPs were directly contracted to the Ministry of Environment and Tourism (MET). On the other hand, the activities of CALLC and CCA were directly implemented by a Project Unit set up under each project.

### ***Outcome 2.1 - Management Methods, Models, and Best Practices for SLM Identified and Tested***

**Output 2.1.1** - Institutional mechanisms that enable communities to coordinate their activities and manage resources in integrated ways tested

**Output 2.1.2** - Tools for local-level land use planning, problem identification, and solution created

**Output 2.1.3** - Approaches to create local capabilities for SLM identified

**PROGRESS AGAINST OUTPUTS:** Before initiating work at the Pilot sites, visioning exercises were carried out with the community. These exercises led to the participatory development of Integrated Work Plans (IWPs) focusing on the ISLM needs and priorities of the respective communities. Moreover, the project developed Forums for Integrated Resource Management (FIRMs) and IWPs at 14 pilot sites in the North Central Regions.

In collaboration with the CALLC Programme, the SLM SAM Programme has assisted and trained communities at 21 pilot sites across three regions<sup>18</sup> to implement Local Level Monitoring Systems (LLMS). The LLMS are decision support systems based on locally available information. These systems provide information to local resource users to help make decisions on use of these natural resources. The LLMS were particularly focused on rangeland management, livestock husbandry, water management, forestry management, and financial recording, with particular emphasis on marketing.

The SLM activities on Pilot sites focused on testing Conservation Agriculture and Drip Irrigation techniques by transferring knowledge and technology to participating communities. Other livelihood diversification activities focused on sustainable land use and management approaches in the production of livestock, poultry, fisheries, and forestry products.

Moreover, through the CCA project, vulnerable individuals such as people living with HIV and AIDS, households headed by unemployed females and orphans, visually impaired as well as flood victims have specifically been targeted. In this regard, the project provided 6 tonnes of improved seeds (pearl millet) to 1,200 households of these vulnerable communities.

In addition to the Pilot sites, the Programme has established an Innovative Grant Mechanism (IGM). Under the IGM, 23 community grants were awarded across 12 regions to implement projects with a focus on poverty reduction through SLM practices and environmental value addition. The IGM projects were implemented between January 2009 and December 2012, in different intervals of 1 to 2 year agreements. A list of the IGM projects is presented in Annex 13.

For participating communities at Pilot sites and IGMs the Programme has facilitated linkages with local-level service providers such as local staff and extension workers from the MAWF, MLR, MRLGHRD and MFMR. Through these partnerships, the communities have received training and technical advice. The PCU reported that trainings and exchange programmes have benefited more than 4,000 men and women across the board.

In some cases additional support for activities was provided by partner ministries such as infrastructure development provided by the MLR at the Vasdraai and Queen Sophia resettlement farms.

**FINDINGS:** The Programme created linkages between communities and relevant ministries at the local level. This has benefitted both parties, as on the one hand communities now have experience of drawing down extension services, while on the other hand, ministry officials at all

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<sup>18</sup> North Central regions, Omaheke and Otjozondjupa

levels reported having a better idea of community needs. However, after Programme closure, lack of appropriate funds to respond continually to these needs is a concern voiced by a number of government officials and NGO partners.

Moreover, the visioning exercises, IWPs, and LLMS have provided the participating communities with an opportunity to participate in SLM planning and monitoring. Due to the limited time available for this evaluation, it was difficult to determine the proportion of communities who are using these tools for ongoing SLM planning after the Programme closure. However, in cases where the Implementing Partner NGOs have or plan to continue working with the pilot sites, these tools have been used for planning future support to the communities.

SLM technologies piloted by the Programme , especially CA and drip irrigation, have been widely accepted by the communities as they have contributed to income generation, food security, and employment, while making economical use of available natural resources. The larger environmental and economic benefits associated with up-scaling these two basic technologies are also enormous, with significant implications for long term SLM and food security of Namibia. Moreover, by involving the local extension services in their delivery, the capacity of government staff has also been built to introduce these technologies to other communities. Some of the effective activities included chili production and marketing, honey, vegetables, and poultry production. The larger environmental and economic benefits associated with some of these intervention such as the above mentioned, if are up-scaled are potentially huge and should be emphasized. For example already, Chilli Project in Caprivi region, has a huge market potential, drip irrigation has shown quick results, as is the Guinea Fowl Farming which has an internal market.

It would be important to undertake a detailed impact assessment of these technologies to assess the extent of benefits derived from these, as well as to draw lessons for informing future up-scaling.

However, considering the knowledge and practice levels of communities at the partner sites, the NGO and government stakeholders feel uncertain about the sustainability of some of these interventions after the Programme 's exit. This rings true mainly for garden projects in areas where water scarcity is chronic. This is already evident in some of the Pilot sites where activities have slowed down after the Programme exit in December 2011. Another concern shown by the NGO implementing partners was that, at times, the funding made available under the Programme was not comparable to the scale of activities to be implemented<sup>19</sup>.

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<sup>19</sup> For instance, KOMEHO reported that their area of operation on Queen Sophia resettlement farm comprised of 2,100 hectares, while the funding provided for activities on this farm was approximately N\$ 0.4 million. Similarly,

It is believed that Programme successes such as the chilli project in Caprivi and Guinea Fowl farming will require continued support with technical know-how and market linkages. Similarly, communities will require support in accessing and utilizing newly introduced technologies such as drip irrigation. This is because, due to the high set-up cost involved, lack of access, and specialized knowledge involved in some of the operations such as drip irrigation, the resource constrained land users and communities have reported difficulties in replicating these pilots. On the other hand, communities are likely to face issues with sustainability of activities, e.g. vegetable gardens in areas facing chronic water scarcity.

It is therefore believed that these communities will require continued technical guidance and monitoring for a period of three to five years for these activities to be sustainable. Some of the NGO and government stakeholders have therefore included these pilot sites in their future plans and developments proposals.

Moreover, the Programme assessed that despite participation of women in activities, higher benefits accrued to men due to gender power imbalances, e.g. issues of control over money.

Also, discussions with stakeholders determined that due to limited staffing<sup>20</sup>, the PCU's ability to monitor activities at the Pilot sites was limited. This was despite the fact that visioning exercises were undertaken, and the consultative development of integrated work plans, budgets, and monitoring. Some Implementing Partners for the pilot and IGM sites would have preferred to see a more engaged PCU that was responsive to their capacity needs and could be seen as a partner in implementation and not just a contractor.

**CONCLUSIONS AND RECOMMENDATIONS:** The Programme has piloted technologies and practices linking economic gains with ISLM. In the process, the participating communities have been facilitated to plan for their ISLM needs and linkages with local service providers have been developed. These activities have been well received by the communities due to their impact on incomes, jobs, food security, and economic use of resources.

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MSR believed that the funding provided was enough for implementing activities but not sufficient to hire technical expertise related to aspects of innovations.

<sup>20</sup> Despite transferring responsibilities of direct contracting with the NGO partners, the PCU staffing levels for SLM SAM were not revised to respond to this change. In addition, the Programme Coordinator, M&E Specialist, and the Business Advisor (BA) moved to other positions during 2011. Although, the Deputy Coordinator (D.C) replaced the Programme Coordinator, the M&E, BA, and D.C positions remained vacant. Instead, a short term Technical Advisor (TA) was attached to the Programme .

However, as under GEF IV, the Programme duration has been reduced from ten to five years, no funding is available to up-scale lessons learned from these pilot sites. It will therefore be important to look for existing and new means of financing to up-scale activities.

Moreover, pilot activities were scattered over a wide geographic area, resulting in a thinly spread effect. Also, due to reasons of capacity and interest, and critical support for market linkages, some pilot sites have performed poorly as compared to others. The monitoring and follow up by the PCU over such a high number of sites have also been a momentous task

To prioritize activities for replication and up-scaling, there is a need to undertake a detailed impact assessment of the activities at Pilot sites and IGMs. Moreover, to encourage replication by resource constrained communities, future Programming aimed at up-scaling should consider availability of funding mechanisms such as microfinance or matching grants. These facilities should be coupled with a communication strategy aimed to deliver technical advice on access to and utilization of new technologies and access to markets to capitalize on production gains.

The performance of activities against Outcome 2.1 is rated as **Moderately Satisfactory**.

### ***Outcome 2.2 - Best Practices are Shared and Replicability Tested***

**Output 2.2.1** - Information on best SLM practices and models is disseminated within and outside Namibia

**Output 2.2.2** - Financing mechanisms for replication and scaling up of best practices are created

**PROGRESS AGAINST OUTPUTS:** To share best practices, various activities were undertaken following the Programme Communications strategy. Moreover, one national and two international conferences were held on ISLM issues. The conferences were held with participation from practitioners, researchers and policy makers from various sectors to enhance local, regional and international networking in Integrated Sustainable Land Management. The Programme also successfully hosted three study tours for delegations from Lesotho, Madagascar and Uganda on missions to learn from the CPP implementation in SLM.

In addition, studies and concept notes were documented on dynamics of NRM decision making processes in the communities, and best practices and lessons learnt on Programme -introduced technologies on Conservation Agriculture and Drip Irrigation, and on Rangeland Management.

To establish additional financing mechanisms, the IGM facility was established for replication and up-scaling of best practices. The PCU reported that the IGM has provided direct benefits i.e

income, infrastructure developed, skills transfer, food security and alternative livelihood to about 2500 people to the value of N\$4.7 Million.

Moreover, marketing strategies and business plans were developed for ISLM enterprises. These plans can also be used by the communities to seek further funding. These businesses have also benefitted from training in the areas of business management, marketing, budgeting, and financial management.

Some of the IGM activities have already been replicated or up-scaled by other stakeholders. These include Development Bank of Namibia, Bank Windhoek, Ned Bank, Business Financial Solutions, MCA Namibia, and the Environmental Investment Fund (EIF).

The Programme has also developed a concept note for the establishment of a Conservation Based Micro and Small Enterprise Finance and Development Fund. The concept identifies niche areas to scale up grant making for environmental funding including strategic recommendations to the MET on the possibilities of guarantee schemes.

**FINDINGS:** To communicate Programme activities, best practices, and policies to the local levels a Programme Communication Strategy was developed. Consequently, the Programme has been able to generate a rich array of learning material on ISLM, including publications, reports, posters, and video documentaries, etc. This information has been disseminated using print and electronic media and face to face events.

The consultant observed during visits to Government and NGO offices, that the communications material distributed by the Programme such as posters were widely displayed. This is despite the fact that the contracts with most NGOs expired in 2011.

Another major activity undertaken under this outcome has been the establishment of the IGM modality. This fund was designed in consultation with the GEF Small Grants Programme (SGP) team and therefore based on lessons learned. Through the IGM, the Programme was able to foster innovation for SLM in a very short time by funding a variety of different ideas.

The CPP also supported most of its IGM partners in publicizing their innovations through documentaries, participation in exhibitions, etc. In 2011, the CPP won a gold award for its stand as best supporting association at the Windhoek Travel and Tourism Exhibition.

Concerns however, shown by IGM partners included insufficient funds to hire highly qualified technical advice and short time frame for the Programme to achieve results. Moreover, some IGM partners such as Men by the Side of the Road (MSR) believed that innovations introduced

by them could have been more widely marketed using the Programme Communication activities. Considering limited capacity of IGM partners and the innovative nature of some Programmes, provision of such support could have leveraged IGM activities

**CONCLUSIONS AND RECOMMENDATIONS:** To share best practices, the Programme undertook a number of dissemination activities, involving various stakeholders. Moreover, the IGM grants led to piloting various useful innovations in a short period of time. For example if people who had no major source of income, made a collective sum of 4.7 million Namibia Dollars courtesy of the CPP.

However, due to the lack of an M&E system, it is not possible to assess the number of people reached through the various media utilized or fully illustrate the impact of IGM activities. Also, interviewed partners implementing IGMs felt that due to their own limited budgets and capacities, there was a need for the Programme Communications activities to support interaction and information exchange amongst implementing stakeholders. This would leverage the complimentary activities undertaken by the IGM partners and also facilitate learning, e.g. the linkages between paper bricks and ezy stove.

Further, there is a need to continue knowledge dissemination of innovative practices and technologies piloted by the Programme. This should include information about access to technologies and the utilization and benefits of these practices. Moreover, it is recommended that IGMs selected based on performance are linked to existing funding initiatives such as the EIF or SGP to continue their activities beyond the Programme life.

Also, for future support to ISLM activities in the country, there is a need to promote the establishment of the Conservation Based Micro and Small Enterprise Finance and Development Fund. This can be explored by funding available through local banks, the GoN, or facilities such as the EIF.

The activities against Outcome 2.2 have been **Highly Satisfactory**.

**OBJECTIVE RATING:** Based on the analysis against the six outcomes, the Programme's performance against its Objectives has been **Satisfactory**.

### **3.3.3. Relevance(\*)**

**FINDINGS:** Land degradation in Namibia is a serious problem demonstrated by the state of natural resource, such as soil erosion, bush encroachment in rangelands, and deforestation.



The GoN has recognized that the interventions to combat land degradation have been hampered by issues of capacity, and knowledge and technology dissemination.

The Programme goal is to “Combat land degradation using integrated cross-sectoral approaches which enable Namibia to reach its MDG #7”.

Accordingly, the Programme responded to various UN, GEF, and GoN priorities. The Programme has conformed to the overall goal, objectives, and outcome of GEF Operational Programme 15: Sustainable Land Management (SLM) and is in line with the United Nations Convention to Combat Desertification (UNCCD). The CPP has also stayed relevant to key planning instruments of the GoN, including Vision 2030 and the National Development Plan (NDP), including NDP II, III, and IV.

With a focus on the removal of policy, institutional, technical, capacity and financial barriers to SLM, the Programme has also been relevant to the context of Namibia. At the activity levels, efforts towards policy development and alignment, and community-based Pilot and IGM activities were demand-based and determined in consultation with communities. Moreover, the Programme used an inter-sectoral approach and engaged key stakeholders in Programme design and ownership.

**CONCLUSION:** The Programme remained **Relevant** to the country problem context at both policy and activity levels.

### **3.3.4. Effectiveness and Efficiency (\*)**

**FINDINGS:** The Programme was designed with a flexible Programmatic approach that enabled the stakeholders to respond to SLM needs at both policy and implementation levels. As a pilot, the Programme has played a catalytic role in mainstreaming ISLM in Namibia through policy interventions, capacity building at various levels, inter-organizational linkages, and introduction of innovative and new SLM activities linked to economic rewards. Moreover, the Programme’s consultative governance structure has demonstrated a practical model for inter-ministerial collaboration.

Programme activities have been well received by the partnering communities and other key stakeholders. Moreover, numerous publications and resources were generated through the Programme’s communication strategy.

However, implementing across a total of 44 sites (23 IGM and 21 Pilot sites<sup>21</sup>) in 12 regions of the country resulted in spreading the Programme impact thin with the available financial resources. Moreover, although, the Programme was implemented using existing organizational infrastructure, the dual/parallel implementing arrangement between PCU and NNF during the first half of the SLM SAM project put additional pressure on the Programme 's resources. In addition, a number of partners interviewed felt that the PCU was over-stretched to respond to its responsibilities. Moreover, in terms of testing approaches to SLM, there has been some activity overlap among the three projects, e.g. all three projects supported drip irrigation activities, similarly, Guinea Fowl activities were supported under all three projects.

The M&E remained a problem area through the implementation period. The lack of planned M&E tools and inability to implement the LDMS and SDI due to resource constraints have translated into a forgone opportunity to systematically track the Programme 's effectiveness or impact on land degradation in Namibia.

**CONCLUSION:** Based on the above findings, the evaluator found the Programme effectiveness **Satisfactory**, and the Programme efficiency **Moderately Satisfactory**.

### **3.3.5. Country Ownership**

The GoN had demonstrated strong ownership of the Programme. Up to nine government ministries and the NPC have remained involved in the Programme's strategic planning and implementation. It is estimated that cumulative co-financing from the Government counterparts has been N\$ 35.52 million.

The issuance of the Cabinet Directive (Directive no 3rd 06.03.12/002) on mainstreaming the Programme's activities has demonstrated the commitment of the GoN. In addition, highly relevant ministries, including MET, MAWF, and MRLGHRD have plans to continue or up-scale activities at some of the pilot sites.

The Civil Society in Namibia has also demonstrated Programme ownership and the engaged NGOs have worked to implement activities at IGM and Pilot Sites. Some of the IPs also intend to up-scale or replicate Programme activities in their future Programming.

### **3.3.6. Mainstreaming**

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<sup>21</sup> The number of pilot sites was reduced from 38 to 21 at the recommendation of the Mid Term Evaluation

The objectives and outcomes of the project aligned with UNDP country programme strategies as well as to GEF-required global environmental benefits as outlined in global environmental conventions.

The Programme goal is to “Combat land degradation using integrated cross-sectoral approaches which enable Namibia to reach its MDG #7”. Accordingly, the Programme responded to various UN, GEF, and GoN priorities. The Programme has conformed to the overall goal, objectives, and outcome of GEF Operational Programme 15: Sustainable Land Management (SLM) and is in line with the United Nations Convention to Combat Desertification (UNCCD). The CPP has also stayed relevant to key planning instruments of the GoN, including Vision 2030 and the National Development Plan (NDP), including NDP II, III, and IV.

Moreover, as detailed in the section on Overall Results, the program activities have contributed to community resilience and mainstreaming of ISLM in the national policy.

### **3.3.7. Sustainability (\*)**

The sustainability of Programme activities will depend upon mainstreaming ISLM, and institutional mechanisms and capacity available to replicate and up-scale the Programme’s approaches and best practices.

The Programme activities towards mainstreaming ISLM in the national policy such as the Cabinet Directive and review of the CBNRM policy are a measure of sustainability. Similarly, the establishment of SDAC is a likely measure of sustainability, as this body can engage stakeholders to continue investing in ISLM in their work.

By building capacity at the organizational and institutional levels, the Programme has developed human capital that is sensitized to and trained on managing ISLM initiatives in the future.

The Programme has also been very well accepted by the partnering communities as it contributed to income generation, employment, food security, and economic production practices. In fact, there has been high demand for replication by communities. Witnessing this response, some stakeholders have already started to incorporate SLM activities into their future Programming. For instance, some NGO partners and partner ministries reported that they will continue to look for funds to work with approaches like the visioning exercises and up-scale or replicate technologies like Conservation Agriculture. Some IPs are considering funding opportunities available through sources such as the MCA, EIF, GEF/SGP, FAO and GOPA, etc.

Similarly, some ministries reported their intention to use inter-sectoral collaboration as an approach for future projects.

The Programme was designed as a pilot with an additional five years to up-scale best practices. The subsequent decision to revoke the second phase will have a definite impact on the sustainability of interventions. As a matter of fact, most stakeholders believe that some critical activities, such as testing of SLM technologies and inter-sectoral collaboration have just started picking up. The successes from these are most likely to dissipate in the absence of monitoring or technical guidance. Lack of financial resources, organizational capacity, and access to knowledge and technical information have been cited as the biggest hurdles by all stakeholders for up-scaling or replication of most activities.

**CONCLUSION:** The policy level initiatives and capacity building activities of the Programme are likely to ensure mainstreaming of SLM in the national context. On the other hand, most activities and approaches piloted by the Programme would require monitoring, technical support, and funding for some time before they can be sustainable. The availability of these aspects will depend on the prioritization of SLM donors and the GoN in future Programme.

Based on the discussion above, the sustainability of the Programme related to socio-economic and institutional framework is ranked as **Likely**. While the financial and environmental sustainability of the Programme are **Moderately Likely**.

### **3.3.8. Impact**

Since most of the Programme activities were undertaken recently, it is too early to assess the Programme's impact on local, national, or global issues. However, an indication of immediate impact is the fact that Programme activities against all six outcomes have been widely accepted at the national and local levels, and there is a potential for up-scaling and replication of these activities.

The Global benefits outlined in the Programme document have also been somewhat realized through efforts at harmonization of policies, strengthening the vertically and horizontally integrated resource management, and testing of approaches including enhanced capacities towards incentive-based ISLM.

However, as the Programme did not develop a Monitoring and Evaluation system, its ability to track impacts on ecosystems and habitats on-the-ground and providing information on ecological sustainability of activities was limited. This was further frustrated by the fact that the anticipated second phase did not materialize. The complexity of the Programme and the land

management issues that the Programme had to tackle, such as policy and institutional barriers, required a longer-term commitment of funds and technical expertise. This is well illustrated by the fact that, after many years of being led by NGOs and Civil Society, Namibia's highly touted and successful CBNRM Programme took about 12 years before it was finally adopted by mainstream government line agencies.

## 4. Conclusions, Recommendations & Lessons

### 4.1. Conclusions

As a pilot, the Programme has played a catalytic role in mainstreaming ISLM in Namibia. Programme activities and approach have been well received by the partnering communities and other key stakeholders. These include the collaborative approach to SLM, development of inter-organizational/ inter-sectoral linkages, capacity building initiatives, and economically rewarding SLM practices and technologies introduced to land users.

Key Programme achievements are spread over activities of the three sub-projects. Under the SLM-SAM Project, various policy documents dealing with NRM and land use were reviewed; and the establishment of Sustainable Development Advisory Council (SDAC) as the main official advisor to the Environmental Commissioner of Namibia was facilitated. Institutional capacities were developed through an inter-sectoral planning and implementation approach across nine government ministries, five NGOs, and numerous communities across the country. The Project also developed individual capacities by supporting 14 Young Professional Research Associates (YPRA); training 21 recent graduates through the Summer Land Care Programme (SLCP); and placing 10 Young Professional Interns (YPIs) at the PCU to monitor Programme activities. In addition, community training and exchange Programmes through the Project have benefited more than 4,000 individuals. Moreover, SLM practices were demonstrated at 23 pilot sites across 12 regions to show SLM linkages with economic gains; while 23 community grants were also awarded through an Innovative Grant Mechanism (IGM) established by the Project. To share best practices, various activities were undertaken following the Programme's Communications strategy, including the development of various studies, concept notes, and documentaries, etc.

The CALLC project aimed to enhance institutional and human capacity through local level coordination of integrated rangeland management. Accordingly, the CALLC Project established FIRMs across 14 Pilot sites, nine Farmers' Associations in nine constituencies across the North-Central Regions, 9 LLMS for each farmers' Association, and 43 kraal committees. Moreover, CALLC prepared guidelines for establishment of livestock kraal committees, facilitated the formation of Livestock Marketing Committees and preparation of integrated work plans and livestock marketing calendars for the Northern Central Regions (NCRs), and provided infrastructure to support and enhance the capacities of local farmers to sustainably manage rangelands and market quality livestock. Other activities included a five days exchange visit to Kavango and Caprivi regions (to support bee keeping and honey production), distribution of

1,030 grafted seedlings to 16 beneficiaries, and piloted best practices in SLM to expose beneficiary communities to new and improved farming technology in various alternative livelihood options in bee keeping, guinea fowls, vegetable, and fruit tree farming.

The Climate Change Adaptation (CCA) Project aimed to reduce vulnerability of farmers through livestock improvement, dry-lands crop farming, horticulture production, and livelihoods diversification and improvement. Consequently, the Project demonstrated conservation agriculture on 100 sites in Omusati region, using ripper furrow implements and drip irrigation systems; and supported 10 vegetable farmers along Etaka Canal with fuel driven water pumps, drip lines, and fertilizers. Moreover, 212 Boer goat rams were introduced to improve livestock breeding and production; 30 women beneficiaries were provided 66 guinea fowls for livelihood diversification; and drought tolerant crop breeds such as Okashana # 2, Kangara Sorghum were introduced for higher yields. To directly support vulnerable communities, the CCA Project provided 6 tonnes of improved pearl millet seeds to 1,200 households with orphans, visually impaired, unemployed women, and flood affectees. During the course of the Project, 75 Agricultural Extension Technicians (AET) in the North Central Regions were trained in climate change adaptation measures, seasonal rainfall outlook, and community toolkit.

The Programme's key initiatives, including policy review, development of individual and institutional capacities, and linking SLM to economic gains are measures that will assure ISLM mainstreaming in the national policy context. The Programme has been very well accepted by the land users and implementers, and there has been a high community demand for replication of activities. In fact, the Programme achievements led to the issuance of a land mark Cabinet Directive on ISLM to CPP partner ministries to 1) allocate funds, 2) absorb and upscale pilot activities and best practices for replication across the country, and 3) for liaison between MET and the National Planning Commission (NPC).

However, the Programme was designed as a pilot with an additional five years to up-scale best practices. The subsequent decision to revoke the second phase will have a definite impact on the sustainability of interventions. The initial implementation period has been very brief and was only sufficient to initiate new approaches and methodologies. This is especially true as most activities gained momentum only since 2011. Therefore, critical aspects such as the inter-sectoral collaborative approach and communities practicing ISLM at pilot and IGM sites are likely to lose momentum and direction in the absence of ongoing monitoring and technical guidance. The availability of sufficient fund is seen as another critical factor in up-scaling or replicating the Programme's successes.

**Observation:** The Programme resorted to the use of the Logframe to report on its progress and had a functional Steering Committee that made both strategic and tactical decisions and closely guided the work of the PCU.

However a failure to devise planned M&E tool has limited the Programme 's ability to fully assess impact and provide a baseline for future interventions; overseeing numerous activities over a widespread geographical area; an initial dual/parallel implementing arrangement between PCU and NNF under the SLM-SAM project, and recurrent flooding in Omustai region affecting the pace of the CCA component.

**Conclusion:** A second phase would have helped to consolidate gains made and provided an opportunity for an M&E system, as was observed by both the mid-term and this end term evaluation.

## **4.2. Recommendations**

Specific recommendations have been presented at the end of implementation analysis for each outcome, and key aspects of relevance, effectiveness, efficiency, and sustainability. This section provides detailed short and medium term recommendations to ensure sustainability of Programme's best practices; and recommendations towards design and implementation of similar Programmes in the future.

### **4.2.1. Programme Specific Recommendations**

- i. A number of stakeholders have been directly involved in Programme planning and implementation. It is recommended that before the Programme closure, a brainstorming and strategic planning meeting is held between the most engaged stakeholders, e.g. MET, MAWF, and UNDP, etc. to review the Programme Sustainability Plan and the recommendations presented by this evaluation, and agree on a way forward.
- ii. In the absence of strong M&E tools, the Programme has not been able to systematically record impact and effectiveness. Such information could be used as a baseline for future initiatives. In the absence of this information, it is recommended that a detailed impact assessment study is undertaken, focusing on impact of key activities, including policy, capacity, communications, and impact on land use practices<sup>22</sup>. Based on this study, best practices in thematic areas e.g. water use, renewable energy, climate change, etc. should be prioritized for future up-scaling;

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<sup>22</sup> It would be too early to assess an impact on land degradation at this point



- iii. Implementing NGO and IGM partners interviewed reported that they are seeking funds to continue activities on the pilot sites. Delay in acquiring such funds will result in loss of progress made during the Programme. It is recommended that efforts are made by the PCU until the Project end, and later by MET and the UNDP, to link activities and sites prioritized as a result of the impact assessment to existing and upcoming funding available through the GoN, donors, and the private sector.
- iv. The SDAC have been established through the Programme's facilitation and the first meeting is likely to take place before the end of 2012. It is recommended that SLM concerns are voiced and that the MET and other involved stakeholders work towards prioritization of SLM in the SDAC's agenda. In turn, SDAC can play the critical role of building on the Programme's successes through continued push in the policy domain through engagement of the NPC and other policy making bodies, promote the inter-sectoral collaboration approach piloted by the Programme<sup>23</sup>, and advocate for provision of support to the communities until they become independent.
- v. There are a large number of development sector Programmes working in Namibia to develop agriculture and natural resources. To ensure up-scaling and replication, it is recommended that the Programme's best practices continue to be widely advertised among such stakeholders through a partnership building and communications strategy.

This information should be complemented with access to finance (micro finance, matching grants, etc.), technology, and know how. Considering the high connectivity in Namibia, such initiatives must make use of technologies such as SMS, internet, and social media for communications and information delivery on ISLM.

These measures can be achieved either through the establishment of a new fund or incorporating SLM agenda into the work of the EIF, GEF/SGP, and SDAC, etc.

- vi. The LDMS developed under the Programme can have wide reaching consequences for the SLM activities in the country. Therefore, it is recommended that the LDMS is housed by a relevant stakeholder with the competence and capacity to manage its implementation in the long term. The MET, MAWF, and Namibia Statistics Agency can be a potential candidates. Further in-country discussions will be required to assess the best organization to manage the system the mechanism and way forward.
- vii. The Programme has made considerable investment in human resource capacity through initiatives like the YPRA, YPI, and SLCP. Ongoing and future Programmes undertaken by

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<sup>23</sup> Especially the Minister's Forum with participation also from other private, community, and NGO sector stakeholders

- the Programme stakeholders need to leverage on the outcomes of these activities by engaging the scholars trained and/or utilizing the research generated.
- viii. Since the PESILUP Programme was never implemented due to non-availability of World Bank funding, the Programme was not able to make use of LUPs. In the meantime, the MLR has initiated the development of regional LUPs. It is recommended that future SLM activities are based on these LUPs.
  - ix. For mainstreaming in the national context, it is critical to incorporate SLM in the activities of the Regional Development Committees (RDCs). Towards this purpose, it is recommended that the MET in collaboration with MRLGHRD considers the establishment of regional SLM committees similar to the Regional Emergency Management Units (REMUs). Alternatively, ISLM can be integrated into the work of a similar existing committee. This would help in determining regional priorities for ISLM investment and also help prioritize SLM on the agendas of RDCs.

#### **4.2.2. Recommendations for Programme Development**

Based on the lessons learned from the Programme, this section provides recommendations to GEF, UNDP, and MET for development of future Programme s.

- i. M&E has been a critical area of concern during the Programme . In the absence of planned M&E tools , the Programme ’s ability has been undermined to highlight its legacy in the form of impact and lessons learnt. It is advised that in future Programmes GEF and UNDP provide specialized technical support to such Programme concerns. This can be in the form of cross-exchange with similar Programmes in the region or advice tailored specifically to the concerned Programme <sup>24</sup>.
- ii. To ensure participatory M&E systems, it is recommended that future similar Programmes with numerous number of stakeholders are designed with specific data collection/impact assessment responsibilities assigned to respective stakeholders. This will ensure that the results are impact-oriented and not just activity-oriented.
- iii. The Programme was spread across at least 44 sites in 12 regions. Although regional activities were sub-contracted to NGO IPs, a centralized and understaffed PCU was not well positioned to actively monitor and guide the activities. It would be important to consider low-cost decentralized management models, e.g. regional-level coordinators who are ministry staff assigned by MET or other partnering ministries.

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<sup>24</sup> This recommendations is being made based on the Consultant’s experience with M&E during evaluation of other similar UNDP/GEF projects

- iv. In addition to the funding from GEF, the GoN provided co-financing through the SLM related activities of the nine government ministries. Although, the GEF funding has been closely tracked, the co-financing from the ministries is an approximation made by the PCU against annual expenditures by the respective ministry. To ensure active involvement and ownership of ministries, it is recommended that future contracting modalities with partner ministries require ministries to track these expenditures for annual presentations at venues such as the PSC meetings.

Moreover, to ensure impact-oriented Programming and avoid tracking complex government-sector budgets, it would be advisable to link co-financing to proxy indicators instead of hard cash, such as costing for office space, time of extension workers, etc.

In addition, the communities across the 44 sites contributed to SLM activities in kind. There is a need to track such contributions in future Programmes, as these can be a reflection of the local commitment.

### **4.3. Key Lessons Learnt**

Key lessons learnt from the Programme implementation were as follows:

- i. Inter-ministerial collaboration can successfully result in programming synergies. However, given the historical lack of project-related collaboration among ministries on such a large scale, the ministries required sometime to assess the practical implications of joint programming. Therefore, most stakeholders believe that the ministries had started seeing the positive implications and results of collaboration only towards the project's end.
- ii. Further, partly related to the lesson above, some critical activities, such as testing of SLM technologies and inter-sectoral collaboration had just started picking up towards the project end. The successes from these are most likely to dissipate in the absence of monitoring or technical guidance. Ensuring availability of financial resources, organizational capacity, and access to knowledge and technical information can prove to be facilitating factors for continuing this collaboration.
- iii. The Programme was implemented with the collaboration of various organizations having different approaches to development, including government agencies, academia, and NGOs. During the initial years of implementation there were inefficiencies due to lack of clarity of organizational roles.

- iv. Although not part of the Program M&E, the development of M&E tools such as a database and MESAT were part of the Program M&E function. The failure to develop these tools has deprived the pilot Programme of systematically tracking impact. Such tracking of impact would have not only helped highlight the Programme's immediate successes and the processes which led to these successes, but would have also provided informed foundations for the development of future programmes.
- v. Despite the initial ten year programming period, the Programme had to be restricted to five years. Consequently, partly the programme's activities were sometimes planned and achievements measured against the goals initially set for a longer implementation period. There is a consensus amongst stakeholders that the next five year phase would have helped upscale the lessons learnt so far. However, as is the case in this situation, donor funding policies can sometimes frustrate progress in areas which require long-term thinking and support.

# **ANNEXES**

## Annex 01 – Terms of References of the Terminal Evaluation

### TERMINAL EVALUATION TERMS OF REFERENCE

#### COUNTRY PILOT PARTNERSHIP PROGRAMME ME FOR SUSTAINABLE LAND MANAGEMENT

##### Introduction

In accordance with UNDP and GEF M&E policies and procedures, all full and medium-sized UNDP support GEF financed projects are required to undergo a terminal evaluation upon completion of implementation. These terms of reference (TOR) set out the expectations for a Terminal Evaluation (TE) of the Country Pilot Partnership (CPP) Programme me for Integrated Sustainable Land (PIMS 3889.)

##### Objective and Scope

Namibia is classified as the driest country in sub-Saharan Africa and has a highly variable and unpredictable climate which is subject to great temporal and spatial variations in rainfall patterns. Land degradation is an increasing problem, manifest amongst other things in soil erosion, bush encroachment in rangelands, and deforestation. As approximately 70% of Namibia's population is directly dependent on subsistence agriculture and livestock husbandry, land degradation therefore poses an acute challenge to livelihoods. It is also undermining ecosystem integrity and the global environmental benefits derived from ecological goods and services. The Government of Namibia has identified land degradation as a serious problem which demands remedial intervention, and has recognised that integrated ecosystem management strategies are needed to effectively address its underlying causes. Existing efforts on-the-ground are obstructed by a series of barriers, which undermine their efficacy. Although the Government has been, and remains, fully committed to combating land degradation, **insufficient capacity** at **systemic, institutional** and **individual** levels, and **inadequate knowledge and technology dissemination** constrain the effectiveness of interventions. Against this background and to address the challenges associated with land degradation, Namibia in collaboration with UNDP and GEF designed a project to combat land degradation using integrated cross-sectoral approaches which, among other Programme mes, would enable Namibia to reach its MDG #7 goal of "environmental sustainability" and assure the integrity of dryland ecosystems and ecosystem services". The Programme me had two objectives, which were i) to build and sustain capacity at systemic, institutional and individual levels, ensuring cross-sectoral and demand driven coordination and implementation of integrated sustainable land management (ISLM) activities and, and ii) to identify cost effective, innovative and appropriate ISLM methods which integrate environmental and economic objectives.

To implement this Programme over the last 5 years, nine government ministries had agreed, in conjunction with the GEF and its Implementing Agencies, the European Union, GTZ and the NGO community, to overcome the barriers, represented by inadequate capacity and technology for integrated land and natural resource management by spearheading a Country Pilot Partnership for Integrated Sustainable Land Management (CPP). The goal of the CPP was to ***“Combat land degradation using integrated cross-sectoral approaches which enable Namibia to reach its MDG #7: “environmental sustainability” and assure the integrity of dryland ecosystems and ecosystem services”***. The objectives were i) to build and sustain capacity at systemic, institutional and individual level, ensuring cross-sectoral and demand driven coordination and implementation of sustainable land management (SLM) activities; and, ii) to identify cost effective, innovative and appropriate SLM methods which integrate environmental and economic objectives.

The CPP was implemented in two phases at both national and local levels. During the first phase (2006-2010), GEF activities were to be carefully applied to build Namibia’s capacity to absorb investments in combating land degradation. At the national level, GEF resources were to be dedicated towards building capacity at the systemic, institutional and individual levels to plan, execute and monitor SLM activities. At a local level, attempts were made to empower resource users to assess sustainable land use management options and draw down extension services and support from service providers according to their particular land management needs. Local level activities were used to identify investment opportunities for SLM that uncover win-win solutions for SLM by testing new adaptation approaches that reduce pressure on land resources and attach an economic value to the conservation and sustainable management of drylands. In the original design, a second phase (2010 – 2015) was to focus on leveraging investments to consolidate progress made in phase 1, scale up best practices which would have been identified during the first phase and advance state of the art measures to adapt SLM approaches to anticipated long-term climatic changes. These interventions were to ensure that land is not just conserved but also productively used, thus ensuring the social and economic sustainability of SLM beyond the satisfaction of national and global environmental objectives.. So far, the Government was informed during the mid-term review of the Programme, that there would be no formal Phase II and that any continuation phase would have to be re-negotiated between the Government and UNDP/GEF and would be a discreet Programme, which may build upon Phase I.

The CPP Programme had three sub-projects:

- The component known as ‘Sustainable Land Management and Adaptive Management (SLM-SAM), was responsible for identifying cost effective, innovative and appropriate SLM methods which integrate environmental and economic objectives. It covered the whole country and was initially led by the Namibia Nature Foundation, which outsourced some of the activities to other service providers, which in conjunction with civil society and CBO’s, identified and developed pilot sites and their respective integrated work plans at the local level.

- The 'Climate Change Adaptation (CCA)' component, was based in the Omusati Region, and was geared towards enhancing the adaptive capacities of farmers, pastoralists and natural resource managers to climate change in agricultural and pastoral systems in north-central Namibia. Its objective was to develop and pilot a range of effective coping mechanisms that assist subsistence farmers in Namibia's North-Central regions to better manage and cope with climate change, including variability such as droughts and floods. This sub-project ended in 2011 and a Final Evaluation has been undertaken.
- The third component, 'Enhancing Institutional and Human Resource Capacity through Local Level Coordination of integrated Rangeland Management and Support (CALLC)' was designed to contribute to the second objective of the CPP through its goal of improving natural resources based livelihoods, ecosystem stability, functions and services in the Ohangwena, Omusati, Oshana and Oshikoto Regions. This is where selected local communities, cooperating with a variety of national to local level stakeholders, in the four regions were supported to use and manage their land in a proactive and sustainable manner, thus contributing to ecosystem stability, functions and services. This sub-project ended in December 2011 and a Final Evaluation was undertaken.

Reports on the three components or sub-projects are available for this evaluation exercise.

As already stated in the introduction, the CPP Programme me under its 3 components had a number of field sites, a number of which have been described in summarized profiles or briefs, which described their main objectives, key achievements, constraints and potential for up-scaling or handover to other service providers to ensure some measure of sustainability based on progress already made. The list of pilot sites is provided here:

1. Caprivi Region: Sikaunga, Lyanshulu, Lusesse
2. Kavango Region: Katemo and Kehemu,
3. Omusati Region: Olushandja, Uukolokandhi/Ruacana conservancy/community forest, Afoti community, and
4. Oshana Region:, Oshana Livestock Marketing Committee, Eudafano Women Cooperative, Onashiku Community Woodlot, Iikuku Nakale People living with disability
5. Oshikoto Region: King Nehale conservancy, Ohepi Community Forest, Onyuulaye FIRM, Mangetti Small Scale Farmers, and Oshikoto Livestock Marketing Committee
6. Otjozondjupa Region: African Wild dog Conservancy, Okamatapati Conservancy, Ondjou Conservancy, Otjituuu Conservancy, Ovitoto Conservancy, and Gam
7. Karas Region: Gainachas
8. Hardap Region: Reeds Project, Mariental Urban
9. Kunene: Brick making project

Under the CPP ISLM SAM, there was a component which administered a competitive small grants scheme known as the Innovative Grant Mechanism (IGM). The objective of the IGM was as follows:



- I) To support small scale investment that finances tangible produce and practical results from the use of natural resources and its products and or those that contribute to improved land management
- II) To realize the above objective, the IGM supported a total of 23 projects, covering 13 regions: which covered various aspects of production, valued added manufacturing and marketing support. The full list of the projects supported is given here and project briefs have been prepared on each one of them.

Outcomes	Outputs
1.1 Policies related to land management and production are harmonized and incentives for SLM created and/or strengthened	1.1.1 Policies reviewed and adapted to SLM objectives 1.1.2 SLM mainstreamed in national development plans (NDPs, NPRAP) 1.1.3 Policies communicated to local level
1.2 Enabling institutional mechanism and linkages that support coordinated community led SLM endeavours are promoted	1.2.1 Institutions at national level strengthened to achieve cross-sectoral planning and implementation of SLM  1.2.2 Mechanism that enable partnerships for demand-led service provisions through vertical and horizontal integration institutionalized
1.3 Individual capacity to implement SLM is strengthened at all levels	1.3.1 Capacity of service providers/ministerial staff at all levels built through communication and information dissemination  1.3.2 A cadre of experts and scientists trained
1.3.2 A cadre of experts and scientists trained	1.4.1 Land-use planning tools developed and applied  1.4.2 Information systems specific to land degradation, water resources, land use planning and sustainable development developed and applied
2.1 Management methods, models and best practices for ISLM indentified and tested	2.1.1 Institutional mechanisms tested that enable communities working in partnership with key support agencies to develop their goals and manage activities for integrated sustainable land management  2.1.2 Appropriate tools and best practices to assist communities to implement their

	integrated sustainable land management and development visions and goals are developed, tested and adapted
2.2 Best Practices are shared and replicability tested	<p>2.2.1 Information on best SLM practices and models is disseminated within and outside Namibia</p> <p>2.2.2 Financing mechanism for replication and scaling up of best practices are created</p>

The TE will be conducted according to the guidance, rules and procedures established by UNDP and GEF as reflected in the UNDP Evaluation Guidance for GEF Financed Projects.

The objectives of the evaluation are to assess the achievement of project results, and to draw lessons that can both improve the sustainability of benefits from this project, and aid in the overall enhancement of UNDP Programme ming.

### **Evaluation Approaches and Method**

An overall approach and method<sup>1</sup> for conducting project terminal evaluations of UNDP supported GEF financed projects have developed over time. The evaluator is expected to frame the evaluation effort using the criteria of **relevance, effectiveness, efficiency, sustainability, and impact**, as defined and explained in the UNDP Guidance for Conducting Terminal Evaluations of UNDP-supported, GEF-financed Projects. The evaluator is expected to amend, complete and submit this matrix as part of an evaluation inception report, and shall include it as an annex to the final report.

The evaluation must provide evidence-based information that is credible, reliable and useful. The evaluator is expected to follow a participatory and consultative approach ensuring close engagement with government counterparts, in particular the GEF operational focal point, UNDP Country Office, project team, UNDP GEF Technical Adviser based in the region and key stakeholders. The evaluator is expected to conduct a field mission to (North Eastern regions, North Central regions, Omaheke, Hardap, Karas, Otjozondjupa, Kunene regions. The CPP ISLM SAM Innovative Grant Making supports 23 communities with sustainable land management projects. Information on the CCA and CALLC sub-projects will be found in the terminal evaluations concluded in December 2011.

CPP pilot sites: 37 sites covering 12 regions (selected site to be visited)

10. Caprivi Region: Sikaunga, Lyanshulu, Lusesse

11. Kavango Region: Katemo and Kehemu,

12. Omusati Region: Olushandja, Uukolokandhi/Ruacana conservancy/community forest, Afoti community, and
13. Oshana Region:, Oshana Livestock Marketing Committee, Eudafano Women Cooperative, Onashiku Community Woodlot , likuku Nakale People living with disability
14. Oshikoto Region: King Nehale conservancy, Ohepi Community Forest, Onyuulaye FIRM, Mangetti Small Scale Farmers, and Oshikoto Livestock Marketing Committee
15. Otjozondjupa Region: African Wild dog Conservancy, Okamatapati Conservancy, Ondjou Conservancy, Otjituuu Conservancy, Ovitoto Conservancy, and Gam
16. Karas Region: Gainachas!
17. Hardap Region: Mariental Urban( Reeds),
18. Kunene: Brick Making project

The evaluator will review all relevant sources of information, such as the project document, project reports – including Annual APR/PIR, project budget revisions, midterm review, progress reports, GEF focal area tracking tools, project files, national strategic and legal documents, and any other materials that the evaluator considers useful for this evidence-based assessment.

### **Evaluation Criteria & Rating**

An assessment of project performance will be carried out, based against expectations set out in the Project Logical Framework/Results Framework which provides performance and impact indicators for project implementation along with their corresponding means of verification. The evaluation will at a minimum cover the criteria of: **relevance, effectiveness, efficiency, sustainability and impact.**

### **Project Finance / Co finance**

The Evaluation will assess the key financial aspects of the project, including the extent of co-financing planned and realized. Project cost and funding data will be required, including annual expenditures. Variances between planned and actual expenditures will need to be assessed and explained. Results from recent financial audits, as available, should be taken into consideration. The evaluator(s) will receive assistance from the Country Office (CO) and Project Team to obtain financial data in order to complete the co-financing table below, which will be included in the terminal evaluation report.

### **Mainstreaming**

UNDP supported GEF financed projects are key components in UNDP country Programme ming, as well as regional and global Programme mes. The evaluation will assess the extent to which

the project was successfully mainstreamed with other UNDP priorities, including poverty alleviation, improved governance, the prevention and recovery from natural disasters, and gender.

### **Impact**

The evaluators will assess the extent to which the project is achieving impacts or progressing towards the achievement of impacts. Key findings that should be brought out in the evaluations include whether the project has demonstrated: a) verifiable improvements in ecological status, b) verifiable reductions in stress on ecological systems, and/or c) demonstrated progress towards these impact achievements

### **Conclusions, Recommendations & Lessons**

The evaluation report must include a chapter providing a set of **conclusions, recommendations** and **lessons**.

### **Evaluation Deliverables**

The evaluation team is expected to deliver the following:

<b>Deliverable</b>	<b>Content</b>	<b>Timing</b>	<b>Responsibilities</b>
<b>Inception Report</b>	Evaluator provides clarifications on timing and method	No later than 2 weeks before the evaluation mission.	Evaluator submits to UNDP CO
<b>Presentation</b>	Initial Findings	End of evaluation mission	To project management, UNDP CO
<b>Draft Final Report</b>	Full report, (per annexed template) with annexes	Within 3 weeks of the evaluation mission	Sent to CO, reviewed by RTA, PCU, GEF OFPs
<b>Final Report*</b>	Revised report	Within 1 week of receiving UNDP comments on draft	Sent to CO for uploading to UNDP ERC.

## Annex 02 – Detailed Schedule for Field Visits

Date	Sites	Activities	Contact Person
<b>OCTOBER</b>			
<b>Friday, 26</b>	Traveling from Whk to Rundu		
<b>Saturday, 27</b>	Travel from Rundu to Katima Mulilo	Kavango Jam and Juice, Katemo Project	
<b>Monday 29</b>	Mangeti Nuts Oil Production	Production of Cooking oil	Calicious Twabashalila
	Beekeeping and Eucalyptus	Production of Honey	Mr. Buchan
<b>Tuesday, 30</b>	Bukalo Agriculture Center	Conservation Agriculture.	Miss. Terrerai, NNF
	Limbwela Women Vegetable Gardening	Gardening and Orchards.	
<b>Wednesday, 31</b>	Travel from Rundu to Oshakati		Mr. Abiater Amateta
<b>NOVEMBER</b>			
<b>Thursday, 01</b>	Okongo Forestry (Omauni)	Rangeland and livestock marketing (LMC activities)  Ezy Stove , Boer Goats Rum and Granaries Recipients  Guinea Fowl Farming	Mr A.Haushona  Mr.Lukas Wadema

		Ongenga Gardening King Nehale Conservancy	
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### Annex 03 – Stakeholders Consulted During the Evaluation

Name of the Person	Designation	Organization
<b>Mr. Teo Nghitila</b>	Environmental Commissioner Department of Environmental Affairs	Ministry of Environment and Tourism
<b>Ms. Birga Ndombo</b>	Acting CPP Project Coordinator	Ministry of Environment and Tourism
<b>Dr. Harrison Kojwang</b>	CPP Short Term Technical Advisor	Ministry of Environment and Tourism
<b>Mr. Benedict Libanda</b>	ex CPP Project Coordinator (2008-2011)	Ministry of Environment and Tourism
<b>Ms Martha Mwandingi</b>	Head: Energy and Environment Unit	UNDP
<b>Ms. Mary Hangula</b>	Management Committee member	National Planning Commission
<b>Sophia Kasheeta</b>	Project Director for the CALCC and CCA, Management Committee Member	Ministry of Agriculture Water and Forestry
<b>Joseph Hailwah</b>	Chairperson for the INRWG, Management Committee Member	Ministry of Agriculture Water and Forestry
<b>Melvin Lisao</b>	Project coordinator CALLC project (2008 -2011)	Ministry of Agriculture Water and Forestry
<b>Andreas Shilomboleni</b>	Project Coordinator CCA project (2010 -2011)	Ministry of Agriculture Water and Forestry
<b>Johnson Ndokosho</b>	Project Coordinator CCA project (2008-2010)	Ministry of Agriculture Water and Forestry
<b>BornBright Muleke</b>	Management Committee Member	Ministry of Land and Resettlement
<b>Jona Kasheeta</b>	Management Committee Member	Ministry of Regional and Local Government, Housing and Rural Development
<b>Miina Auene-Gahutu</b>	Management Committee Member	Ministry of Mines and Energy
<b>Nickey Gaseb</b>	SGP Steering Committee and Key IGM Partner	SGP
<b>Dr. Julian Fennesy</b>	Director, Management Committee Member	Namibia Nature Foundation
<b>Ms. Rachel Malone</b>	ex Project Coordinator CPP Local Implementation	Namibia Nature Foundation

<b>Mr. Leeverthy Muyoba</b>	ex Project Coordinator CPP Local Implementation	Namibia Nature Foundation
<b>Mr. Ronny Dempers</b>	Director, Implementing Partner in 6 Regions	Namibia Development Trust
<b>Mrs. Vivianne Kinyaga</b>	Director, CPP Governing Body Member	Desert Research Foundation of Namibia
<b>Ms. Clarence Mazambani</b>	Implementing Partner, 1 Region	Desert Research Foundation of Namibia
<b>Ms. Nelao Kasuto</b>	Director, Implementing Partner, 2 Regions	KOMEHO Namibia Development Agency
<b>Mr Gabriel Hangara</b>	Coordinator, Support to Resettlement Farms	KOMEHO Namibia Development Agency
<b>Ms. Danica Shaw</b>	Director, Implementing Partner in 1 Region	Integrated Rural Development and Nature Conservation
<b>Mr. John Kasaone</b>	Coordinator	Integrated Rural Development and Nature Conservation
<b>Ms. Lara Shaw</b>	Director, Implementing Partner 1 Region	Nyae Nyae Development Foundation
<b>Mr. Kahepako Kakuyaha</b>	Implementing Consultant	Nyae Nyae Development Foundation
<b>Mr. Martin Embundile</b>	MAWF Extension Services	Omusati, Oshana, Ohangwena & Oshikoto: NDT Project Coordinators Pilot Sites
	Ongenga Women's Cooperative	
<b>Mrs. Martha Kapembe, Ms. Hifikauh, Mrs. Emilia Shakutungwa, Ms. Rachel Aaron</b>		Okongo Forestry (Community)
<b>Ms. Shikukume</b>		Okongo Forestry MAWF Office
<b>Mr. Peter Ndawadwa, Dr. Andrew Nghidinwa</b>		Oshana Regional Council
<b>Mr. Andreas Shilomboleni, Mr. Shingundu, Mr. Hilenga, Mr. Asser Moses</b>		Olushanda Marketing Centre
		Omutele Gardening Project (MAWF Office)



## **Annex 04 – List of Documents Reviewed**

### **Project Document and Reports**

1. CPP ISLM SAM Project Document
2. The CPP Namibia Programming Framework (2007)
3. The Executive Summary of the CPP Namibia Programmatic Framework (2007)
4. Communication Strategy (2012)
5. Namibia Country Pilot Partnership (CPP) Programme Inception Report (22nd-25th April 2008)
6. CPP Brochure 2008, 2011
7. Project Implementation Report (PIR) 2009-2011
8. Quarterly Standard Progress Reports 2008- 2012
9. Minutes of Project Management structures, 2008-2012
10. NNF Audit Report, 2009- 2010
11. CPP ISM SAM Audit Reports 2008-2011
12. Summary Proceedings of the Kalahari Namib Project Inception Report (1 June 2009)
13. Proceedings of the Kalahari Namib Project Inception Report (May 2011)
14. Sustainability Plan, 2012
15. CPP information Booklet, 2011
16. CALCC Final Evaluation Report 2012
17. CCA Final Evaluation Report 2012

### **Project Management Related Documents**

1. CPP Communication Strategy 2008, 2010,2011
2. Annual Work plans 2008-2012
3. Annual Reports 2009,2010,2012
4. Field visit reports of the Management Committee 2009,2010,2011
5. Implementation Plan: Conservation Agriculture in the four north central regions of Namibia
6. Procurement Plan (2010,2011,2012)

### **3. Workshop Reports**

1. Minutes of the consultative workshop for the Kalahari Namib Project
2. National Capacity Building Workshop (2009)
3. Land Degradation Monitoring System (2008)
4. EMIN Workshop Report (2010)

5. Policy Review Stakeholders Workshop (2009)
6. ISLM Profile (stakeholders Consultative meeting)
7. Proposal writing and Project Management Training (Caprivi Region)-2009
8. Proposal writing and Project Management Training (Central North Regions)-2010
9. Proposal writing and Project Management Training (Central North Regions)-2010
10. Proposal writing and Project Management Training (Erongo, Omaheke, Karas Regions)-2010
11. Etunda Irrigation Farmers Training ( Omusati Region) 2011
12. SME Business Development and Marketing skills Training 2011
13. Rangeland Management Workshop 2009

## **Project Outputs**

### **Output 1: Policies reviewed and adapted to SLM objectives**

1. A Review of Natural Resource Management Policies, 2010
2. Practice Guide note on Policy development
3. Policies and practices toward integrated sustainable land management in Namibia: incentives to enhance inter-sector collaboration 2012
4. Cabinet Directive on the CPP ,March 2012
5. Decision-Making within Communities Regarding Land and Natural Resource Management, 2010
6. Economic Chapter on Good Rangeland Management and Incentives for Efficient Implementation 2011
7. Green Horizons Documentaries, 2011
8. Simplified National Land Policy, 2011
9. UNCCD COP 10 CD 2011
10. One Day on Earth Documentaries 2010,2011
11. One Africa television Documentaries (10) 2011, 2012
12. World Day to Combat Desertification Poster 2012
13. World Day to Combat Desertification documentary 2012
14. ISLM International Conference Concept Note 2012
15. Kalahari Namib Project Posters 2012
16. UNCCD COP 10 Report 2011
17. Vasdraai resettlement Farm Management Plan 2010
18. Queen Sophia resettlement Farm management Plan 2010
19. Final Evaluation of Technical support to Resettlement Farms 2011

## **Output 2: SLM mainstreamed in national development plans (NDPs, NPRAP etc).**

1. TOR's of the ISLM Support to Resettlement Farms
2. Quarterly Progress Reports of Queen Sofia and Vasdraai Resettlement Farms, 2010
3. CPP Report to the Midterm Evaluation of NDP3, 2009,2010,2011
4. Report of the Rangeland Manual For Communal 2009

## **Output 3: Policies communicated to local level**

1. Earth Bound Quarterly Bulletin (Jan- March 2009, October 2009, May 2010, September 2010, April 2011 November 2011) under the MET
2. CPP Partnership Poster
3. Promotional Materials (Banners)
4. Materials for the World Day to Combat Desertification
5. DVD on Climate Change in the north central
6. Fact Sheets (Deforestation, Overgrazing, Overstocking) (January 2009)
7. Communication Strategy 2012
8. CPP Launch Poster (04 Sept 2008)

## **Output 4: Institutions at national level strengthened to achieve cross-sectoral planning and implementation of SLM**

1. TORs & CPP Ministers Forum Meeting proceedings – 2008 - 2012
2. TORs & CPP Governing Body Meeting proceedings – 2008 -2012
3. TORs & CPP Management Committee meeting proceedings – 2008 -2012
4. TORs & CPP Integrated Natural Resource Management Working Group meeting proceedings –2010-2012
5. TORs & National Steering Committee of IGM meeting proceedings– 2008-2012
6. CPP Sustainability Plan

## **Output 5: Mechanisms that enable partnerships for demand**

1. Visioning reports from the Namibia Nature Foundation
2. Quarterly progress reports from NNF (2009 and 2010)
3. Quarterly progress reports from implementing partners (2011)
4. Field visit reports 2010,2011

## **Output 6: Capacity of service providers / ministerial staff at all levels built through communication and information dissemination**

1. CPP National Capacity Building Strategy (20 July 2009)
2. Poster of the National Capacity Building Strategy
3. Minutes of the Capacity Building Technical Committee

**Output 7: A cadre of experts and scientists is trained.**

1. Implementation Plan of the Polytechnic of Namibia
2. Implementation Plan of University of Namibia
3. YPRA TORs
4. YPRA Poster and Brochure
5. Aflatoun Students Manuals for Primary and Secondary School
6. Marama Bean Scientific Report ( Master students UNAM)
7. Know your Biodiversity Booklet
8. TORs: Summer Land Care Programme

**Output 8: Land Use Planning Tools developed and applied**

1. PESILUP Project Document

**Output 9: Information systems specific to land degradation, water resources, land use planning and sustainable development developed and applied**

2. TORs for the LDMS
3. Land Degradation Monitoring System (29 May 2009)
4. EMIN Workshop Report
5. Local Level Monitoring (LLM) tools
6. Measurement of verifications for MTE purpose
7. Local Sustainable Development Index
8. Local Level Monitoring Tool for Farmers in Ovitoto (10 November, 2009)
9. Preliminary finding of the SDI 2011
10. Profile of ISLM 2010
11. Baseline Survey for the CPP ISLM Programme 2010

**Output 10: Institutional mechanisms tested that enable communities working in partnership with key support agencies to develop their goals and manage activities for Integrated Sustainable Land Management**

1. Decision making local level
2. Project site reports

3. Proposal Writing Report
4. Integrated work plan of pilot sites
5. FIRM reports
6. Visioning exercises reports

**Output 11: Appropriate tools and best practices to assist communities to implement their integrated sustainable land management and development visions and goals are developed, tested and adapted**

1. Conservation Agriculture Implementation Plan
2. Sustainable Alternative Livelihood Diversification Survey: Ohangwena, Omusati, Oshana and Oshikoto, 2010
3. Conservation Agriculture Consultative Workshop
4. Towards Holistic Rangeland Management for Communal Areas of Otjozondjupa Region: Grazing Management, 2010 NDT
5. Sustainable Alternative Livelihood Diversification Survey: Ohangwena, Omusati, Oshana and Oshikoto
6. CCA Best Practice Booklets (x4) 2011

**Output 12:Disemm info on best SLM practice**

1. Concept note for conservation based micro and small enterprise finance and development fund.
2. IGM Guideline booklet
3. Ornamental Plant nursery development booklet
4. NOA's Organic Certification Standards
5. IGM Status Report 2010
6. IGM Projects profiles booklet 2011
7. Namibia's 4th National Report to the UNCCD, 2010

**Output 13: Infomation on best SLM practices and models is disseminated within and outside Namibia**

1. Sharing Best Practices for ISLM in Southern Africa Conference (13 February 2010)
2. Aghulas exchange trip Report 2009
3. Climate change information toolkit
4. Assessment of Current and Ongoing Projects and Programmes to Identify Existing Coping Strategies with regards to Climate Change Variability
5. Kavango Thatch Grass Review. 2010

6. Lessons Learned on ISLM Practices from the SGP Projects for Civil Society (14 January 2009)
7. National Women's Conference on Natural Resource Management , 2010

**Output 14: Financing mechanisms for replication and scaling up of best practices are created**

1. CPP Innovative Grants Mechanisms (IGM) Guidelines (10 November 2008)
2. IGM NSC Minutes 2008-2012
3. IGM brochure 2009
4. IGM Booklet 2010,2012
5. IGM Grantees MOA 2008-2012
6. IGM Grantees Progress Reports 2008-2012
7. IGM Call for Proposal Packages 2008-2012
8. IGM Grantees Database
9. Rangeland and Livestock Management Manuals ( Guidelines) 2010
10. Proposal Writing Training Reports 2009-2010
11. Field Visit Reports 2009-2012
12. IGM Grantees Baselines 2009-2010
13. Newspaper Articles 2009-2012
14. Marama Bean Brochure and Flyer 2010
15. IGM Poster 2009
16. IGM Grantees Banners 2010
17. IGM Project approval Signatory Pages
18. IGM Projects Posters 2011

## Annex 05 – Sample Key Informant Interview Questionnaire

### *Questionnaire – Implementing Partners/NGOs*

#### **Background**

1. What is the nature of activity that your organization undertakes?
2. Which regions of the country does your NGO work in?
3. How long has your NGO been working with the CCP Programme ?
4. What is the nature of activities undertaken by your NGO with the CPP?
5. Which areas is your NGO working on these activities?

#### **Relevance**

6. How well has the pilot project been received in the communities?
7. What aspects of the project were well received by the communities?

#### **Effectiveness**

8. How has your organization been involved in the participatory/cross-sectoral collaboration undertaken by the project? E.g through participation in G.B meetings, etc?
9. How effective has this process been?
10. How has your organization benefited from this process?
11. What challenges did you face in implementing the project activities?
12. How did the CPP provide support to overcome these challenges?
13. What approach was used to work with the communities? How effective was this approach?

#### **Efficiency**

14. What has been the major challenge faced in participating in the CPP?
15. Has the funding flow been smooth? What problems have you faced in the flow of funds?
16. Are you leveraging CPP support by using funding from other resources?

#### **Impact**

17. What has been the impact at the community level towards SLM?
18. What has been the impact on land degradation?

### **Sustainability**

19. How did CPP contribute to building your organizational capacity in testing new adaptation approaches that reduce pressure on land resources and attach an economic value to the conservation and sustainable management of drylands?
20. How many of the pilot sites supported by you are operating beyond the project closure?
21. What problems are these facing with ongoing operations?
22. Why are the remaining sites not operating?
23. Have any other organizations or communities in the surrounding areas replicated the pilot project activities?
24. If no, what are the reasons?
25. Will your NGO continue to support some of the sites or work on additional sites after the project ends?
26. If yes, how? If no, why not?

### **Recommendations**

27. What lessons have you learnt from the Programme implementation?
28. What elements did the Programme did not have a strong focus on?
29. What are your recommendations for similar future Programme s?



## Annex 06 – Sample Focus Group Discussion Sheet

### **Background**

1. How long have you been engaged in this activity for?
2. Since when have you been receiving CPP support?
3. How many people are part of your group?
4. Does your group receive support from any organization other than the CPP?

### **Relevance**

5. Are the activities being undertaken by you suggested by the project or by yourself?
6. What challenges do you face in undertaking these activities?
7. Why are these important for you, your family, and your community?

### **Effectiveness and Efficiency**

8. By undertaking these activities have you achieved your goals?
9. How have these activities helped in making best use of your natural resources, e.g. water, land, forest, etc?
10. How has the supporting organization helped you in achieving this goal?
11. How have the local government departments helped you in achieving this goal?
12. What support and services have been provided to you by the organization?
13. How have you been able to improve the benefits derived from these activities over time?

### **Sustainability**

14. Will you be able to undertake these activities in the absence of the organization?
15. If not, what challenges will you or have you faced in the absence of the support from the organization?
16. Will you continue to stay in contact with the local government organizations after the organization has left?
17. Have any people or groups in your neighboring area tried to replicate these activities?
18. What are your future goals for improving these activities?

### **M&E**

19. Over time, how can you assess the improvement in the activities that you have been undertaking?

**Co-Financing**

20. Did your community contribute in kind or financially to leverage the support provided by the project?

## Annex 07 – Ratings According to the Obligatory Rating Scale

Summary of Evaluation Rating	
Project Aspect	Evaluation Ranking
Outcome 1.1	Highly Satisfactory
Outcome 1.2	Satisfactory
Outcome 1.3	Highly Satisfactory
Outcome 1.4	Moderately Satisfactory
Outcome 2.1	Moderately Satisfactory
Outcome 2.2	Highly Satisfactory
Performance Against Project Objectives	Satisfactory
Relevance	Relevant
Efficiency	Moderately Satisfactory
Effectiveness	Satisfactory
Sustainability	Likely

## Annex 08 – Evaluation Activity Plan

Timeline	Activity
October 1 - 15	Literature Review
October 20 – November 9	In-country Mission – Namibia
October 20 – October 25	Interviews in Windhoek
October 26 – October 31	Field visits and interviews
November 1-2	Interviews in Windhoek
November 2	In-country Briefing
November 5	Return
November 15 – Nov 30 (Dec 7)	Draft Final Report
January 30	Report Finalized based on Comments

## Annex 09 – Project Logical Framework

Hierarchy of Objectives	Key Performance Indicators	Means of verification	Baseline	Target	Critical Assumptions/Risks
<b>SECTOR GOAL:</b> <b>Combat land degradation using integrated cross sectoral approaches which enable Namibia to reach its MDG #7: “environmental sustainability” and assure the integrity of dryland ecosystems and ecosystem services.</b>	Reduction of proportion of poor households; and	Household Income and Expenditure Survey conducted by NPC	Relative Poverty 33.5	23.0	<ul style="list-style-type: none"> <li>• Lasting commitment from government</li> <li>• No disruption of internal political stability</li> <li>• Economic stability at national and international level</li> <li>• Unpredictable impacts of climate change</li> <li>• Unpredictable impacts of rainfall patterns</li> </ul>
	Reduction of proportion of extremely poor households		Extreme Poverty 11.0	5.25	
	Total area of land under community based SLM	CBNRM records	4,080,224 hect	25% improvement	
	Improving trends in Sustainable Development Index	LLM to be initiated under CBNRM project	None	15% improvement	
<b>Objective 1</b> Capacity at systemic, institutional and individual level built and sustained, ensuring cross-sectoral and demand driven coordination and implementation of SLM activities.	Effectiveness of CPP Governing Body Management measured through Management Effectiveness Self Assessment	Management Effectiveness Self Assessment	None	30% improvement in the MESAT Score	<ul style="list-style-type: none"> <li>• Continued willingness of Ministries to coordinate activities horizontally and vertically</li> </ul>
<b>Objective 2</b> Cost effective, innovative and appropriate SLM techniques which integrate environmental and economic benefits are identified and disseminated.	Trends in Local Level Monitoring indicators (livestock conditions, vegetation / bush density, wildlife numbers, incomes derived from natural	CBNRM reporting			<ul style="list-style-type: none"> <li>• Communities are willing to adopt SLM methods and models</li> </ul>

	<p>resource activities)</p> <p>Percentage of forested land in Namibia</p> <p>Number of CBOs effectively collecting local level Indicators</p>		<p>9.3%</p> <p>7 CBOs collecting LLM indicators data</p>	<p>12%</p> <p>35 CBOs collecting LLM indicators data</p>	
<p><b>Outcome 1.1:</b> Policies related to land management and production are harmonised and incentives for SLM created and/or strengthened.</p>	<p>Reviewed policies enacted</p> <p>Number of Policy actions communicated</p>	<p>Reports by respective Ministries</p>	<p>None</p>	<p>10 Policies simplified</p>	<ul style="list-style-type: none"> <li>Government remains committed to policy change</li> </ul>
	<p>Area of formerly communal land under land tenure</p> <p>% increase in number of farmers issued with user rights</p> <p>Communal Land acreage granted user rights.</p> <p>Improvement in the communal user rights among women and men</p>	<p>Ministry (MLR) registry</p>		<p>15% improvement</p> <p>10% improvement</p>	
<p><b>Outcome 1.2:</b> Enabling institutional mechanisms and linkages that support coordinated community-led SLM endeavours are promoted.</p>	<p>Percentage of development budget of Ministries allocated towards SLM spent on cross-sectoral activities</p>	<p>Publication of Three Year Rolling Development Budget</p>	<p>5.7% MTEF 2008- 2011</p> <p>13%</p>	<p>8.55% a 50% improvement</p>	<ul style="list-style-type: none"> <li>Willingness of partner Ministries to devolve responsibilities to local-level</li> <li>Commitment of staff to cooperate</li> </ul>

	Percentage of CBOs in formal community-private partnerships	CBNRM reporting		30% increase by EOP	
<b>Outcome 1.3:</b> Individual capacity to implement SLM is strengthened at all levels.	Number of positions filled at managerial and technical level in line Ministries, major NGOs and prostates	National Capacity Assessment Monitoring	<ul style="list-style-type: none"> <li>15%</li> </ul>	<ul style="list-style-type: none"> <li>100%</li> </ul>	<ul style="list-style-type: none"> <li>HIV/AIDS does not significantly undermine capacity building</li> </ul>
<b>Outcome 1.4:</b> Effective Monitoring and Evaluation systems in place for adaptive management at local and national levels.	Percentage of interviewed resource managers applying LLM	Survey conducted in CBOs	<ul style="list-style-type: none"> <li>9%</li> </ul>	<ul style="list-style-type: none"> <li>38%</li> </ul>	<ul style="list-style-type: none"> <li>There is buy in at all levels to carry out Monitoring and Evaluation</li> </ul>
	Percentage of interviewed technical staff basing decisions on land use planning information	Management Effectiveness Self Assessment Tool	None	60%	
<b>Outcome 2.1</b> Management methods, models and best practices for SLM identified and tested.	Number of pilot sites which have Integrated Land Use Management Work Plans, Financial Records, Access to SLM products	Project reports	<ul style="list-style-type: none"> <li>10 Pilot sites</li> </ul>	<ul style="list-style-type: none"> <li>35 sites</li> </ul>	<ul style="list-style-type: none"> <li>Communities demonstrate interest in the process</li> </ul>
<b>Outcome 2.2</b> Best practices are shared and replicability tested.	Number of sites beyond pilot sites which have Integrated Land Use Management Work Plans, Financial Records, Access to SLM products	Project reports	<ul style="list-style-type: none"> <li>Five Pilot sites</li> </ul>	<ul style="list-style-type: none"> <li>35 sites replicated</li> </ul>	<ul style="list-style-type: none"> <li>Communities demonstrate interest in the process</li> </ul>

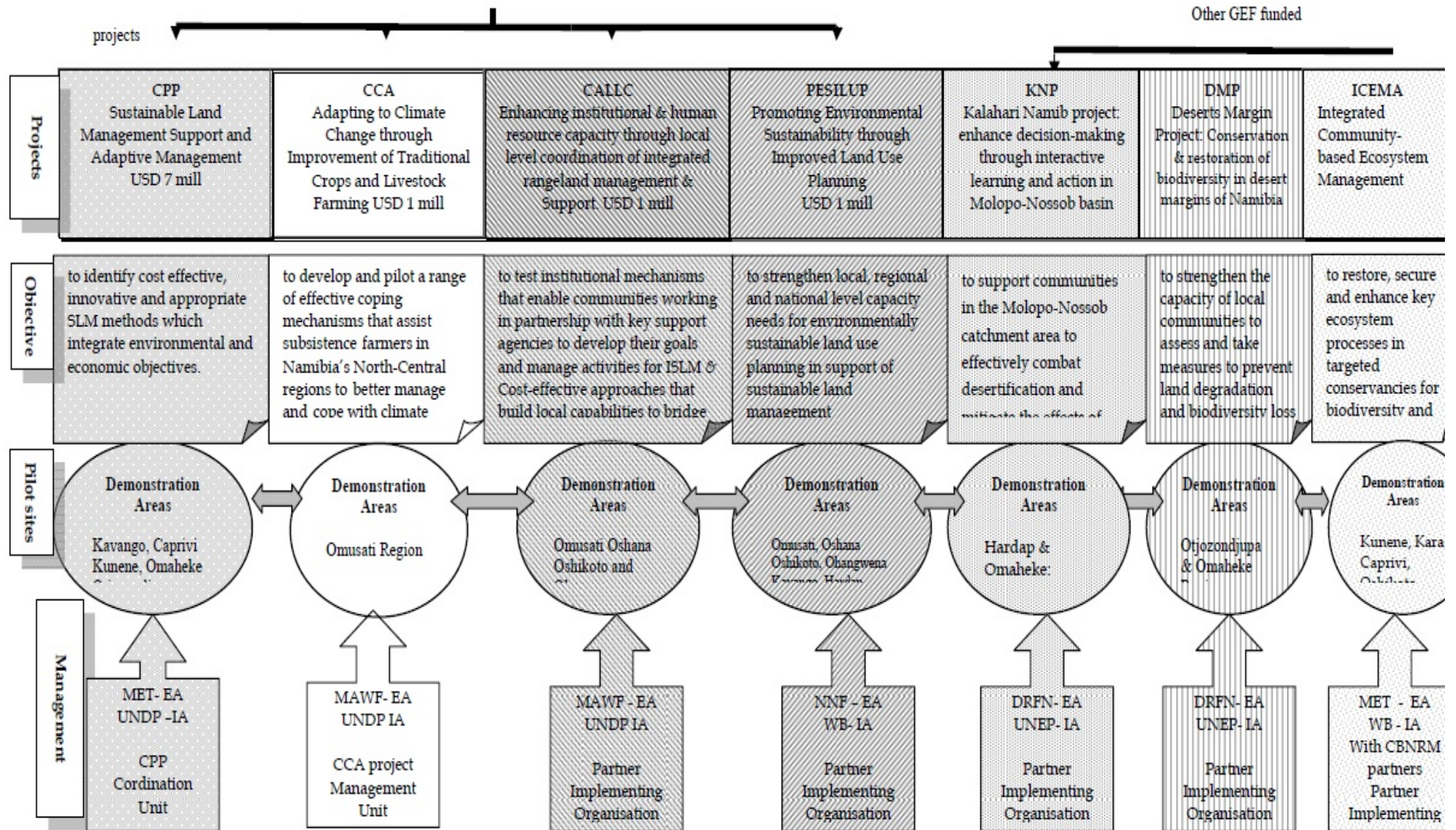
## Annex 10 – Potential Domestic and Global Benefits to be realized from the Project

Component	Domestic Benefit	Global Benefit
<b>Outcome 1.1:</b> <b>Policies related to land management and production are harmonised and incentives for SLM created and/or strengthened.</b>	Empowering resource users to manage their own resources and creating the appropriate incentive framework to do so in sustainable fashion.	Harmonised policy environment phases out unsustainable national agricultural and economic development strategies at local, regional and national level which would be pursued under the alternative and creates incentives to reduce vegetation degradation and soil erosion.
<b>Outcome 1.2:</b> <b>Enabling institutional mechanisms and linkages that support coordinated community-led SLM endeavors are promoted.</b>	Strengthen institutions to support local resource users to manage resources in sustainably optimal manner.	Strengthening the vertically and horizontally integrated resource management enables resource users to manage resources in a manner that ensures the preservation of the functional integrity of dryland ecosystems (health, stability and connectivity).
<b>Outcome 1.3:</b> <b>Individual capacity to implement SLM is strengthened at all levels.</b>	Capacity strengthened at all levels to maximize benefits from optimal enabling environment.	Enhanced capacity provides the technological know-how and management skills to manage resources not only for economic gain but to preserve ecosystem and ecosystem services integrity and conserve vital habitats and their biota.
<b>Outcome 1.4</b> <b>Effective Monitoring and Evaluation systems in place for adaptive management at local and national levels.</b>	Facilitate adaptive management	Monitoring and Evaluation systems enable tracking of impacts on ecosystems and habitats on-the-ground and provide information on ecological sustainability of activities.
<b>Outcome 2.1</b>	Improved institutional	Tested paradigms to maintain



<b>Management methods, models and best practices for SLM identified and tested.</b>	apparatus tools and individual capacity at community level in demonstration sites to plan, monitor and adapt livelihood practices.	ecosystem integrity and goods and services in different ecological landscapes and social and economic conditions Total area 3 million hectares
<b>Outcome 2.2 Best practices are shared and replicability tested.</b>	Bringing local initiatives to scale will ensure benefits of SLM are rolled out across the country.	Facilitating the scaling up of local initiatives to national/regional level ensures critical coverage required to enhance and maintain the integrity of globally significant ecosystems. Total area 24 million hectares

## Annex 11 – Linkages with Other Interventions



CPP partner implementing agencies in government: MAWF, MET, MME, MLR, MRLGHRD, NPC together with Civil Society, NGOs and CBOs as partner implementing organisations at national, regional and local levels, and private sector

## Annex 12 – Major Risks to the Programme

To be sent by the project

## Annex 13 – List of IGM Projects

1. The Beekeeping Development Enterprise
2. Guinea Fowl Farming Enterprise
3. Ndeya Manufacturing Enterprise
4. Marama Beans Cultivation Project
5. Tses Integrated Bio-Systems
6. The Recycled Paper Block Enterprise
7. Community Based Rangeland Management Project
8. Enviro-Chance Enterprise
9. Ongwediva Aquaculture Project
10. Omuntele Green Enterprise
11. Onaanda Tree Planting Enterprise
12. Otjombinde Grass Seedling Enterprise
13. Namibia Organic Association
14. Utokota Community Development Enterprise
15. Ornamental Nursery Development Enterprise
16. Horticulture/Backyard Gardening Demonstration Project
17. Vergenoeg Land Management Resources
18. Na Quana Chicken And Melon Project
19. Nyae Nyae Chicken And Melon Project
20. Mangetti Nuts Oil Production Enterprise
21. Erari Mushroom Farming Enterprise
22. Ongenga Gardening Project
23. Aflatoun Environmental Dream



CPP Progress  
Against Logframe (re)