



**NAMIBIA FISH CONSUMPTION
PROMOTION TRUST**

**Final Evaluation of the Project
“Increasing the Namibian population’s access
levels to fish consumption through the support to the
Namibia Fish Consumption Promotion Trust (NFCPT)”
(Grant Resolution 1959/09)**

FINAL REPORT

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Acronyms and abbreviations

AECID	Spanish Agency for International Development Cooperation
EEZ	Economic Exclusive Zone
HACCP	Hazard Analysis and Critical Control Points
HDI	Human Development Index
MFMR	Namibian Ministry of Fisheries and Marine Resources
NatMIRC	National Marine Information and Research Centre
NAMFI	Namibian Maritime and Fisheries Institute
NFCPT	Namibia Fish Consumption Promotion Trust
NPC	National Planning Commission
SADC	Southern African Development Community
SC	Steering Committee
TAC	Total Allowable Catch

Executive Summary

The evaluated intervention was conceived in 2009 to support the NFCPT in its mission of making fish accessible and affordable to the final beneficiaries: the Namibian population. The Project lasted 36 months, after a one-year extension, and the initial budget was €938,730 (N\$9,079,678).

A preliminary assessment study was elaborated with the support of the AECID by an expert who worked in close contact with the NFCPT staff. As a result of this analysis, certain weaknesses were identified in the Trust: i) lack of plans for training, distribution and promotion; ii) weak information about markets; iii) absence of suitable structures and equipment for distribution and implementation of hygienic-sanitary standards and iv) lack of quality control protocols.

The strategy clearly addresses the identified problems in a logical way: by providing the NFCPT with training, technical assistance, infrastructure and equipment, the Trust's technical and human resource capacities would be improved (Specific Objective) and that would eventually have an impact on the Overall Objective: *"to feed the most needed communities with high quality fish protein"*.

The satisfactory relevance, coherence, alignment and ownership of the intervention have been favoured by the direct involvement of the NFCPT, as direct beneficiary of the grant, the NPC and the MFMR in the Project identification and formulation.

The project has been efficiently implemented, following a continuous monitoring system ensured by quarterly meetings of the SC, whose members were highly involved in the day-to-day project activities.

Even though some activities were modified, in most cases as a consequence of the time lag between the elaboration of the initial assessment and the beginning of the activities and also due to the underestimation of the initial budget, the logical framework remained intact. Only 4 out of the 21 activities have not been implemented or have been partially carried out.

Effectiveness has been very satisfactory: the Specific Objective and the three expected Results have been successfully achieved according to the defined indicators, which are specific, measurable, achievable, realistic and time-bound. Technical and human resource capacities have been clearly improved (SO), the main staff now has appropriate knowledge, three shops and the packing area are working, the website is operational and promotion plans are regularly produced.

The main factors relating to the achievement of the SO and results are: i) the flexibility of the implementation mechanisms; ii) the commitment of all members of the SC and iii) the support from the MFMR, Municipalities, the NPC, the Industry and the AECID technical staff in Windhoek.

With regard to Project impact, the NFCPT is well known in the Northern regions and, according to the amount of fish distributed (from 1,425 tons in 2006 to 3,615 in 2012, i.e. an increase of 250%), marine fish consumption among the Namibian population has been clearly increased. Horse mackerel (99% of the distributed fish) is also more affordable: current prices are 25% lower than in 2009.

However, the impact on the rural population living in the remote areas is lower as result of the transport costs to the new shops.

In any case, the overall impact is difficult to assess because: i) there is no baseline for indicators nor updated information about fish consumption and ii) the increased demand may also be a consequence of temporary factors like the reduced price (about half of market price), the shortage of freshwater fish as a result of the drought or others undetermined reasons.

Regarding the sustainability of the results, all Project outputs are now part of the NFCPT structure and are being utilized. The personnel is highly committed and the institution has sufficient technical and human capacity to operate and maintain the facilities and equipment. Consequently the continuation of the benefits after the project's finalization is ensured as long as the Trust pursues its mission of "*making fish accessible and affordable in all thirteen regions in Namibia*" and maintains its vision: "*to be a distributor of low cost fish in Namibia*".

However, the sustainability of the Trust depends on the free allocation of quotas, the support of the MFMR for the sale of fish at reduced price and the backing of fishing companies. Buying at market prices is not a feasible option for the Trust as high demand is mainly due to the reduced price.

As a consequence of the increasing demand it is not unlikely that private companies put pressure on the Government in order to participate in the distribution of subsidized fish or to reduce the difference with the open market prices.

Taking into account this possibility, the NFCPT should take important decisions to ensure its long-term sustainability.

Lessons learnt

- Leadership and active involvement of the beneficiary and national institutions from the project identification and conception is a crucial factor for the success of any Project.
- Another key element is a Steering Committee composed of highly committed members with monitoring, decision and budget supervision powers.
- When possible, the contract of a local Project manager external to the permanent staff of the beneficiary of the grant should be encouraged.
- Regarding administrative procedures, all participating institutions should have flexible procedures in order to adapt activities and budgets to the real situation, especially when there is a time lag between the conception and the actual start of the project.
- Importance of a regular communication between the donor agency and other stakeholders, the provision of technical support with regard to administrative procedures and a permanent monitoring with frequent field visits.

Recommendations

All recommendations are addressed to the NFCPT in order to improve the future of the institution and the successful achievement of its mandate:

- a) The NFCPT's vision statement "*To be a distributor of low cost fish in Namibia*" could be redefined; selling fish at low prices is only one of the promotional activities and there are important threats affecting the sustainability of the current approach.
- b) Promotion must go with accessibility of the product. In order to increase the access in the remote rural villages, the NFCPT could become a wholesaler for local retailers that

would eventually distribute the fish in the villages. Should this possibility be retained, supply contracts must be signed and prices monitored. This approach may also have a positive impact on local economies.

c) With the aim of avoiding situations of running out of stock, the outsourcing of transport services from Walvis Bay could be considered.

d) In order to improve the quality of the customer service, more space and personnel could be allocated to the shops and some shelter from the sun would also be much appreciated. When fish stock is not sufficient to satisfy the demand, priority should be given to customers coming from the remotest villages.

e) Existing fish distribution companies and the NFCPT should develop a collaborative relationship so as to generate synergies and prevent conflicts.

f) The NFCPT has the technical and human means to offer added value products and services that will have a positive impact on fish consumption, such as:

- Providing training in product transformation and valorisation: fish drying, smoking, filleting, etc.
- Restaurants offering a wide variety of fish species and fish preparation.
- Courses for consumers on cooking and conservation of fish.

g) Explore supply diversification: the shops should be able to offer various species, including fish from local aquaculture and freshwater species. These products should be properly packed for storage and transportation.

h) Comprehensive surveys on fish consumption (quantitative analysis) should be conducted on a regular basis. Consumer panels (sample group of consumers) is an affordable option to be considered.

i) The NFCPT has a valuable “know-how” that can be applied to other African coastal countries with low levels of fish consumption.

1. Introduction

1.1. Background and evaluation objectives

Most of the important Namibian fish production is intended for export and the domestic consumption is very low (latest available data¹ is of 12.9 kg per capita per year), especially in rural areas. There are about 20 fish species commercially exploited, while eight are regulated through Total Allowable Catches (TACs).

The reduced consumption of marine fish is due to cultural factors but also to the difficulties in finding good quality fish at affordable prices. The Namibia Fish Consumption Promotion Trust (NFCPT) was established in March 2001 by Cabinet decision to promoting local fish consumption by making it affordable and accessible. Activities are mostly focused on the distribution, promotion and sale of fish products at prices determined by the Ministry of Fisheries and Marine Resources (MFMR).

The NFCPT has the support of the MFMR, through the allocation of quotas namely; the Horse Mackerel and Hake fishing quotas, and the Namibian fishing industry, which is collaborating in the catching and processing as well as providing assistance in the storage of frozen fish.

The NFCPT, that currently employs 104 people, is operating shops in Swakopmund, Windhoek (2 shops), Gobabis, Keetmanshoop, Luderitz, Rundu, Outapi, Opuwo, Ongwediva, Eenhana and Ondangwa and another shop in Walvis Bay will be inaugurated in May 2013.

The Spanish Government, through the AECID, started supporting the NFCPT in 2009 as a way of promoting fish consumption and its distribution to rural areas in order to increase proteins levels in the local population's diet. The project initial budget was €938.730 (N\$9,079,678) and it has been funded by the Spanish Cooperation, although the NFCPT has also contributed with its existing infrastructure and resources.

Regarding the implementation mechanism, the project run from December 2009 to December 2012, after a one year extension, and was coordinated by a Steering Committee composed of five members: the Chief Executive Officer of NFCPT, who served as a chairperson of the SC, a representative of AECID from the technical office in Windhoek, a representative of the MFMR, a representative of the National Planning Commission and the Project Manager who reported to the CEO of NFCPT and the SC.

In accordance with the Terms of Reference, the objective of this evaluation is to determine:

1. Relevance and coherence: To what extent are the objectives of the project still valid?; Is the design sufficiently supported by all stakeholders and beneficiaries?; Are activities and outputs consistent with the overall objective and project purpose?; Is the action aligned with national and AECID strategies and priorities?

2. Efficiency: Have existing human, technical and financial resources been used efficiently?; Were activities cost-efficient?; Are equipments adapted to real needs?; Were objectives achieved on time?; Are funds committed and spent in line with the budget and procedures?

3. Effectiveness: To what extent were the actions and objectives planned in the implementation documents achieved or are likely to be achieved?; What are the factors influencing the level of achievement?; Eventually, what are the reasons of differences between planned and final results?; What is the current state of the equipments and training outputs?

¹ FAO 2009

4. Impact: What has happened as a result of the project and why? What real difference has the activity made to the beneficiaries?; Have there been any unplanned positive or negative impacts on the target group?; Eventually, what are the potential environment impacts?; Have gender interests been adequately considered in the project strategy?

5. Sustainability of the results: To what extent are benefits likely to continue after the end of the project?; What are the factors that have influenced?

6. Ownership: To what extent did NFCPT take part in the design, implementation, monitoring and project evaluation?; Is additional staff training needed?

7. Alignment: Consistency with NFCPT, local strategies/programmers and donor standards and requirements?; Have key stakeholders been actively involved throughout the intervention?

8. Visibility: Does the project contribute to promoting Spanish Cooperation visibility?

Finally, the evaluation report includes key lessons learnt and proposed recommendations.

1.2. Main questions and evaluation criteria

Next table provides a summary of the 36 key evaluation questions used to assess the program performance and impacts, the evidences or indicators and, finally, the sources and techniques for collecting this information.

Evaluation Matrix

Criteria and evaluation questions	Comments	Evidences/ Indicators	Likely data sources and techniques
Relevance and coherence			
To what degree did the NFCPT, the AECID and the MFMR take part in the design, implementation, monitoring and evaluation of the intervention?	- Active involvement in design, implementation, monitoring and evaluation	- Inputs from NFCPT/MFMR - Existence and use of a decision making system	- In-depth interviews - Project documents, minutes
Was the action pertinent regarding the AECID cooperation strategies and priorities?	- Relevance and coherence	- Degree of alignment of objectives and contents of interventions	- PACI and other development strategic documents of the Spanish cooperation
Was the action pertinent regarding the national and international strategies and priorities of the NFCPT and the MFMR?	- Relevance as external coherence and as national and sector policies alignment.	- Degree of alignment of objectives and contents of interventions	- MFMR strategic plans - National and sector strategic plans - Project documents, minutes
Is the NFCPT's program relevant to the needs of the Namibian population, mainly in rural areas?	- NFCPT base documents and other studies and surveys analysed	- Existence of consultation procedures and previous technical studies	- In-depth interviews - Project documents, minutes - Focus groups and interviews
Have the training programs been appropriated to the needs of the NFCPT personnel?	- Analyses of diagnosis reports, documented procedures and/or key-actors points of view.		- In-depth interviews - Project documents, minutes, medium terms reports, studies reports
Are the new facilities and equipment appropriate and adequate for the fish demand and the NFCPT's capacity?		- Interviews and focus groups results	- In-depth interviews - Medium term reports - Focus groups and interviews
Was the Promotion Plan appropriate for the NFCPT and its personnel?			
Efficiency ⁽¹⁾			
What was the degree of the achievement of results relative to the resources used (tender processes, adequate salaries, use of existing structures and resources...)?	- Project documents analysis complemented with actors points of view	- Project indicators, budget and calendar - Degree of awareness and respect of procedures	- Project technical and financial reports, minutes, medium term reports, financial documentation
Have the time lines, deadlines and budget been respected?		- Interview results	- In-depth interviews
Has the Spanish Cooperation (AECID) added value and adequate technical expertise to the project?			
Effectiveness			
Have the specific objectives of the project and the results been obtained? What have been the factors related to their achievement or non-achievement?	- Project indicators analysis, where available, and key-actors points of view	- Project indicators - Technical Assistance outputs - Interviews and group discussions results	- Project technical and financial reports, minutes, medium term reports, financial documentation - Technical assistance reports - In-depth interviews, group discussions
What is the current status of equipment and shops, staff capacity, plans and training outputs?			
What have been the main implementation difficulties?			
-Is the system of monitoring and reporting adequate?			
Has the co-ordination mechanism been effective?			
What is the cost-effectiveness of the project in comparison with alternative approaches?			

(¹) A list of outputs produced to date and their cost is incorporated as an Annex

.../...

Criteria and evaluation questions	Comments	Evidences/ Indicators	Likely data sources and techniques
Impact			
Has the project contributed positively or negatively to the fish consumption and food security rates?	- Qualitative and, when possible, quantitative information	- Interviews results and available data analysis	<ul style="list-style-type: none"> - In-depth interviews - Sector analysis studies - Medium term reports - Environmental impact analyses - In-depth interviews and group discussions
Have the NFCPT employees experienced capacity benefits?		<ul style="list-style-type: none"> - Interviews and group discussions - Project indicators - Direct observation 	
Are the fish products more affordable in the frame of the areas covered by the Projects?			
Were there any non-envisaged positive or negative impacts on beneficiaries?			
To which extend have gender aspects and equity issues been adequately addressed?			
What, if any, are the potential environmental impacts of the project?			
Sustainability			
Will the NFCPT be willing and/or able to operate and maintain the facilities renovated / installed by the project?	<ul style="list-style-type: none"> - Analysis of strategic plans, procedures and points of view of NFCPT / MFMR / AECID complemented with indirect information from other stakeholders 	<ul style="list-style-type: none"> - Interviews results - Government budget - Objectives and budgets of strategic plans (NFCPT/MFMR) - Interviews results - Transfer procedures - Existence of continuity strategies 	<ul style="list-style-type: none"> - Medium term reports - In-depth interviews - Group discussions - NFCPT strategic plan - MFMR program - Steering Committee Minutes
To which extend have the project outputs been utilized by the Institution and how will they be used in the future?			
Have the MFMR and the NFCPT got the capacity to carry out the programs, activities, manage the resources and maintain the knowledge created within the institution?			
What is the situation of reports, websites, training materials and infrastructure provided by the project with respect to the relevance of practical components?			
To what extent are the techniques and methods used by the project appropriate and transferable to the project's beneficiaries?			
To what extent are the capacities of the human resources developed within the project being used effectively?			
Ownership			
Are the staff members well trained to distribute the fish and have they taken ownership of the infrastructure delivered by the project?	Evidences of real ownership from design to evaluation.	<ul style="list-style-type: none"> - Existence of participation and consultation procedures - Assistance and active participation in meetings - Diagnostic studies results 	<ul style="list-style-type: none"> - Interviews and group discussions
Is additional staff training necessary to build-up capacity?			
To what degree did the NFCPT take part in the design, implementation, monitoring and evaluation of the intervention?			
Alignment			
Have the suggestions from relevant stakeholders been well incorporated during all phases of the intervention?		- Evidences of suggestions incorporation	<ul style="list-style-type: none"> - In-depth interviews and group discussions - Project documents and medium term reports
Was the intervention adapted to the NFCPT and local strategies and programmes?		<ul style="list-style-type: none"> - Degree of adaptation and complementarities - Interviews and group discussions 	<ul style="list-style-type: none"> - National and sector strategies - International standards requirements - In-depth interviews and group discussions - Project documents and medium term reports
Has the intervention been aligned with the AECID's standards and requirements?		- Degree of incorporation of standards	<ul style="list-style-type: none"> - Technical studies / standards - Interviews
Visibility			
Is there any mechanism to ensure the visibility of the Spanish Cooperation?	Visibility both in Namibia and in Spain	<ul style="list-style-type: none"> - Existence of a mechanism to ensure visibility - Number and impact of visibility activities 	<ul style="list-style-type: none"> - Project documents - Medium term reports - Visibility events and documents produced, logos and sponsorship. - In-depth interviews
Is the visibility considered appropriate for the total amount of funds provided by the donor?			

2. Summarized description of the evaluated intervention

2.1. Intervention context

The Republic of Namibia has a population of 2.18 million (2013 est.), and a surface of 825,418 km², bordering Angola, Zambia, Zimbabwe, Botswana and South Africa.

In terms of human development ranking (HDI), the country occupied the position number 128 in 2012 (medium), with a Gross Domestic Product (GDP) per capita (PPP ²) of US\$ 7,800. Primary sector accounts for about 8% of GDP, industry for 34% and services for 58%.

2.1.1. Fish consumption in Namibia

According to FAO (last available information), in 2009 the estimated consumption of fish was of 12.9 kg /hab/year. This figure has not significantly changed since the beginning of the past decade:

	Food supply quantity (kgs./capita/year)									
	2000	2001	2002	2003	2004	2005	2006	2007	2008	2009
Pelagic Fish	7.2	6	8.1	9.2	8	8.5	4.1	5.4	5.3	5.2
Demersal fish	1.3	2.8	1.5	1	3	2.2	3.8	2	2	1.9
Crustaceans	0.6	0.7	0.8	0.5	0.3	0.6	1	1.8	1.7	1.7
Marine fish, other	2.3	1.8	0.4	0.9	0.8	0.6	2.8	1.7	1.7	1.7
Molluscs	0.1	0.2	0.3	0.2	0.2	0.2	0.1	0.4	0.4	0.4
Freshwater fish	1.4	1	0.8	1.2	1.1	1.2	1.4	1.4	1.4	1.3
Others	0.2	0.4	0.2	0.3	0.1	0.1	0.2	0.7	0.6	0.7
Total fish and seafood	13.1	12.9	12.1	13.3	13.5	13.4	13.4	13.4	13.1	12.9

Source: FAO

Even though the methodology employed by FAO has important limitations, mainly because it is based on "apparent consumption" ³ and it is focused almost exclusively on the "formal commerce", the political priority given to this situation is well justified.

On the other hand, the survey elaborated in the frame of the Project by the company "Labour Resource and Research Institute (LaRRI)" in October 2011 (*"Nature and Extent of Fish Consumption in Namibia: an Impact and Baseline Assessment for the NFCPT"*) is mainly focused on qualitative information and no figures about consumption were obtained.

Compared to other countries in the region, Namibian fish market is much reduced. In general terms, there is not a long tradition of eating pelagic species, like Horse mackerel, and other fish captured by the industrial fleet.

Consumption of Horse mackerel in the Northern regions (especially the smaller sizes from 16+ to 25) has been favoured by the NFCPT activities and by the fact that this specie can be dried.

² Purchasing Power Parity

³ Production plus imports minus exports +/- changes in inventories

2.1.2. The Namibia Fish Consumption Promotion Trust

The NFCPT was established by the MFMR in 2001 as per Cabinet decision and started operations in 2001 with the mandate to promote local fish consumption by making fish available among Namibians at affordable prices. Activities are focused on the distribution, promotion and sale of fish products at prices regulated by the MFMR.

In accordance with the scientific advice, the MFMR set the Total Allowable Catches (TAC's) for eight species, including Horse mackerel and Hake. Part of this quantity is then distributed among companies with "fishing rights" and another part is retained by the Government to use it in the implementation of the National Fisheries Strategy.

As one of the priorities of the MFMR is to increase national consumption of fish products, the Government, on an annual basis and from the retained quantity, allocates quotas of Horse Mackerel and Hake to the NFCPT that are then sold to fishing companies that pay either in fish or with money or both. Between 2008 and 2013, the allocated quotas of Horse Mackerel, which is the main marketed specie, have ranged from 10,000 to 15,000 tons (13,000 tons in 2013). The quota for hake is much reduced: 800 tons in 2011.

As fishing companies have to cover production costs, when the payment is provided in fish they only give to the NFCPT a percentage of the quota, which in the last years has ranged from 10% (2009) to 25% (2012). This means, that for 2012 the NFCPT received 3,250 tons from the assigned quota of Horse mackerel. Concerning the quota of hake that is sold to the companies, the total amount (N\$7.470 million in 2011) is received in cash, hake and by-catches.

The fishing industry also supports NFCPT activities by providing cold storage space.

The fish is then transported in the 6 refrigerated vehicles (two 24-ton, two 8-ton and two 3.5-ton) and sold to consumers through several fish outlets owned by NFCPT. The selling price is regulated by the Ministry of Fisheries and it is well below (about half) the market price. Each client is limited to a maximum of 10 kg of fish per day.

The main specie distributed by the NFCPT is horse mackerel (H/M) in sizes 16+ (most appreciated), 18+ and 20+, followed at a long distance by different species of white fish, such as hake, snoek, reds, etc.

Distributed fish (from quotas) (tons)			
Product	2010	2011	2012
H/M 25+	3.10	15.75	87,82
H/M 20+	308.43	372.72	796,19
H/M 18+	1,303.23	964.89	781,31
H/M 16+	525.61	761.55	1697,91
H/M 16M	70.80	63.87	202,18
H/M 14M	4.11	0.00	6,48
Mackerel	3.78	7.18	0,92
Hake W/R	4.10	2.67	8,33
Snoek	0.34	1.84	21,31
J/Dory	0.24	0.53	3,85
Reds	0.00	0.97	7,26
Gurnet	0.49	0.35	0,00
Angel	2.38	3.81	1,98
Others	3.83	0.32	0,01
Total	2,230.44	2,196.45	3,615.55

Source: NFCPT

Regarding prices, horse mackerel ranges between N\$7.4 and 9 per kg., depending on the size. This price is about 25% less than in 2009; however prices for white fish have been substantially increased but remained below local market price:

Prices 2009 -2013 (N\$/kg.)		
Product	2009	2013
H/Mackerel 16+	10.00	7.40
H/Mackerel 18+	10.30	7.60
H/Mackerel 20+	11.30	9.05
Hake H&G	11.33	18.70
Hake W/R (9 kg)	5.40	8.20
Hake Head	1.50	1.50
Snoek (9 kg)	10.00	11.30
Silver Angel	10.00	15.60
Jacopever	6.70	6.70
Dentex	6.70	15.90

Source: NFCPT

Communication and promotional activities of the NFCPT include: media coverage and advertising, participation in trade shows, fairs and festivals, direct promotion (road shows, concerts, special market days, etc), marketing materials and promotional items, etc.

As it will be explained in the chapter of the evaluation findings, the work of the NFCPT has been very successful in the promotion of fish consumption, but it faces some weaknesses in making fish more available to the population as shops often run out of stock, clients have to queue up for hours to buy the fish and sometimes they must come from remote villages incurring in high transport costs. At the current prices, cold storage capacity of the shops is just enough to satisfy the demand of two or three days and the six available trucks must serve all the shops of the country.

2.1.3. An overview of the Namibian fisheries sector

Namibia's marine fisheries are almost exclusively industrial and their contribution to the GDP in the last years is, on average, of 4.6%. The productivity of the fishing ground is assured by the Benguela Current System, which is one of the richest upwelling in the world.

Demersal (white fish) species, such as hake (90%), monkfish, sole, etc. are the most valuable fisheries and almost the entire catch is exported.

In terms of volume, small pelagic (pilchard, horse mackerel and mackerel), found in the shallower onshore waters are the main species:

Production 2008-2010 (Tons)			
	2008	2009	2010
Inland waters	2,820	2822	2830
Marine areas	370,608	368,192	367,845
Aquatic plants	132	130	130
Crustaceans	2,296	50	50
Marine fishes	367,647	367,044	366,870
Molluscs	533	968	795
Total	373,428	371,014	370,675

Source: FAO

The value of landings was N\$ 3,749 billion in 2010, while the export value accounted for 13% of total export of goods:

Value of Fish and Fish products - 2006-2010/11 (N\$ billions)					
	2006	2007	2008	2009	2010
Landed Value	3146	3772	4290	5087	3749
Final Value	3985	4843	5084	4789	4060
Export value	3883	4711	4934	4637	3926
% of total export of goods	19%	17%	14%	15%	13%

Source: MFMR & NPC, 2011

Sector contribution to GDP was estimated in 2010 at 3.7%:

Fisheries contribution to GDP, 2006-2010, at current prices (N\$ billions)					
	2006	2007	2008	2009	2010
Fishing and fish processing on board	1948	2330	2411	2523	2177
Processing on shore	657	903	993	950	785
Total	2605	3232	3404	3473	2962
% of GDP	4.8%	5.3%	4.7%	4.6%	3.7%

Source: MFMR & NPC, 2011

Main fishing fleets are:

- *Demersal trawlers* (19-77m length) targeting hake (*Merluccius capensis* and *M. paradoxus*), caught in deeper waters (trawling is not permitted in less than 200 m. depth). Smaller trawlers fish inshore for monkfish (*Lophius spp.*), sole and kingklip.
- *Demersal long-liners* (19-55 m length range) also target hake, with smaller quantities of highly valuable kingklip and snoek.
- *Mid-water trawlers* in the 62-120m length range are licensed to fish for horse mackerel (*Trachurus capensis*).
- *Purse-seiners* (21-47 m length range) that target pilchard (*Sardinops ocellatus*) for canning.
- *Tuna vessels* from 6 to 79 m length using long-line and pole-and-line gear.
- *Industrial linefish vessels* operating offshore and catching kob, snoek and steenbras.

Spain is the main market for demersal fish. Sardine is mainly used in the canning industry for exports to South Africa and other pelagic fish is exported to the SADC region, especially Congo D.R.

The two major ports are Walvis Bay, with 18 authorized processing plants, and Luderitz with 7. Total employment in the fishing industry was estimated to be about 13,500 people in 2008 (5,575 on-board and 7,925 in onshore processing), and the number of people benefiting from fisheries to be 135,000.

2.1.4. National Development Strategy

The formulation of the third and fourth National Development Plans (NDP), covering the years 2007/08 - 2011/12 and 2012/13 - 2016/17, respectively, was coordinated by the National Planning Commission.

Concerning the priority "Sustainable Utilization of Natural Resources" (Chapter 5A of the NDP 3) the goal is the optimal and sustainable utilization of renewable and non-renewable resources. One of the targets for the fisheries Sub-Sector is to increase the contribution of fisheries to food security from 9 kg per head in 2006 to 14 kg by 2011 (based on study by University of Namibia).

2.1.5. Sector strategies and priorities

The MFMR devised a Fisheries Strategic Plan for the period 2009-2014 focused on twenty-four strategic objectives organized in five strategic themes: (i) Fisheries and Aquatic Resource Management; (ii) Policy and Legal Framework; (iii) Socio-Economic Development; (iv) Operational Efficiency and (v) Capacity Building), fifty measures and one hundred strategic initiatives/Projects.

One of the objectives concerned the promotion of fish consumption: *"Improve market share of mariculture and fresh water aquaculture products"* (13)

2.1.6. Spanish Development Framework in Namibia

In the course of the last twelve years, the Spanish development framework in Namibia has been guided by the Spanish Cooperation General Strategic Plans and the Joint Commissions between Namibia and Spain:

General Strategic Plans 2009-2012

Between 2009 and 2012 Namibia was included in the *Group C: "Association for the consolidation of development achievements: Countries where specific association strategies can be created to promote development through (i) The strengthening of inclusive public policies; (ii) Promotion of south-south cooperation; (iv) Triangular cooperation and (iv) provision of global public goods"*

One of the sector priorities was the rural development and fighting against hunger, with a general objective of helping to make the right to food effective and to improve the living conditions and food security of rural and urban populations. To these ends, Spanish Cooperation would (SO 1) "promote access to adequate and decent food for urban and rural populations in the most vulnerable situations, to guarantee food security".

In the Strategic Plan 2013-2016 Namibia is no longer considered as a priority country for the Spanish Cooperation, which will only focus 3 geographical areas and 23 countries. As a consequence, the country will have its Development Partnership Framework reviewed.

Joint Commissions 4th (2006-2008) and 5th (2011-2015)

One of the sector priorities agreed at the fourth Joint Commission was the increase of human capacities through improved coverage of basic social needs in the field, among others, of food sovereignty, understanding it in the broad sense of hunger, poverty and social and geographical inequalities reduction. In terms of geographical priorities, Erongo and the northern regions of Kunene, Omusati and Ohangwena were selected.

In the 5th Joint Commission, considering the priorities of the Third Namibian National Development Plan 2007/2008-2011/2012 which emphasizes "acceleration of economic growth and the deepening of rural development" as its main objective, both countries agreed to concentrate interventions of the Spanish Cooperation in the Spanish defined sector: "Economic Growth for Human Development". Taking into account the Spanish Cooperation's comparative advantage, the fisheries sector was considered to be a priority.

Spanish Cooperation is the main bilateral donor in the fisheries subsector (93% of the Official Development Assistance received in 2009). Some of the funded projects since 2003 are: i) the promotion and development of aquaculture in vulnerable communities; ii) technical support for the training of local human resources at NAMFI; iii) support for strengthening quality control systems; iv) strengthening the capacity of NatMIRC; v) research projects with Spanish Universities and vi) South-South cooperation with Vietnam.

2.2. Rationale and logic of the intervention

At the time of Project conception, in 2009, it was considered that local fish consumption was far lower than what could be expected from a fishing country and that the NFCPT, created in 2001 by the Namibian Government, was the institution that should lead all the initiatives aimed at promoting fish consumption in the country.

According to the results of the assessment implemented in 2009 by the Spanish cooperation in collaboration with the Namibian institutions, the NFCPT had some weaknesses that concerned both the internal organisation and the specific activities:

- Lack of a training plan and high personnel rotation levels due to low salaries and other social concerns.
- There were no promotion plans nor market research activities nor a distribution plan
- Lack of customer satisfaction or demand monitoring.
- Reduced variety of species or other products offered at sales points.
- Narrow assortment of the recipes featuring the Trust's fish products.
- Weak stock control on containers (turnover time, identification, temperatures, etc.).
- Unsuitable structures in terms of space or hygiene-sanitary standards.
- Inappropriate transport and distribution network.
- There was not a responsible person for quality control or clearly programmed action in this regard.

Therefore, the support of the Spanish cooperation to the NFCPT, through the Technical Office based in Windhoek, satisfies the needs and addresses the problems considered to be priorities at the time of project conception.

Concerning the intervention logic, activities and outputs are consistent with the overall objective and project purpose. In the next section a detailed description of objectives, with the respective indicators and assumptions, as well as the activities and expected results is provided.

However, considering the delay between the identification (August 2009) and the effective beginning of the operations, with the incorporation of the coordinator (July 2010), some activities had to be adapted to the real situation, that had dramatically improved since the removal of the then NFCPT General Manager and the contract of the new CEO.

2.3. Project appraisal: objectives, results and activities

Period: December 2009 to December 2012 (after a one-year extension)

Grant Resolution: 1959/09 (26/10/2009)

Beneficiary's Acceptance: 10/11/2009

Initial budget: €938,730 (N\$9,079,678)

DAC Code: 31310

Justification dead line: June 2013

	Indicators and sources	Risks and assumptions
Overall Objective To feed the neediest communities with high quality fish protein	<ul style="list-style-type: none"> · Fish consumption increased in all Namibian regions. · Official Statistics of Namibia Government or International Organisms (UN) 	-
Project purpose To improve NFCPT technical and human resources capacities	<ul style="list-style-type: none"> · Increase of NFCPT distribution capacity and quality. · Annual production report of NFCPT 	<ul style="list-style-type: none"> · MFMR continues supporting the NFCPT's activities and fish is available for distribution. · NFCPT's staff is involved in the project activities. · Increase of Fish consumption remains as a National objective
Results		
R1. NFCPT staff has appropriate knowledge of how to carry out their tasks and is able to transfer this knowledge to other colleagues and/or consumers	<ul style="list-style-type: none"> · Main NFCPT staff trained · Interim and final reports of the project (number of trained people and formation activities carried out) 	<ul style="list-style-type: none"> · The NFCPT's staff has the basic knowledge required for further training · Qualified staff engaged to NFCPT for a time which ensures the transfer of acquired knowledge
R2. Improved capacity and quality of the activities undertaken by the NFCPT	<ul style="list-style-type: none"> · NFCPT's structures and equipment updated and improved: new shops and equipments. · Interim and final reports of the project and direct visit to facilities 	<ul style="list-style-type: none"> · Appropriate locations for the building of structures exist (with licences and normal facilities) · NFCPT support the operating costs of the new staff, structures and equipments come from the project
R3. Promotion Plan Designed and implemented	<ul style="list-style-type: none"> · Develop a Promotional Plan and a website · Promotion material available 	<ul style="list-style-type: none"> · NFCPT's staff is involved in the project activities
Outputs		Activities
1.1. Training of NFCPT staff in financial and business management, marketing and promotion, fish handling and preparation / cooking of fish products.		Full time (outside Namibia) and on-the-spot training. Elaboration of a manual on good practices in fish handling
1.2. Direct promotion of fish consumption		Producing a recipe book focusing on the preparation of the main fish species available on the local market and practical demonstrations in Namibian communities.
2.1. Construction and improvement of the distribution facilities		Construction of 5 shops (Walvis Bay, Oshikoto, Omusati, Kunene and Ohangwena regions) and one repacking area at the Ongwediva Fish Centre
2.2..Increased equipments availability		Supply of: i) support vehicles to assist in fish distribution; ii) equipment for distribution points and iii) labelling and control material
3.1. NFCPT activities promotion		On-the-spot training - external technical assistance to marketing and promotion department staff in the drawing up of a Promotion Plan; elaboration of promotional material and creation of the NFCPT website

2.4. Project management

The initial budget considered the contract of an international Project coordinator. However, the Steering Committee decided that it would be better hiring the services of a local Project Manager. As a consequence, the funds initially allocated to accommodation (€48,000) and health insurance (€3,600) were used to cover professional fees such as architects for the design of fish shops, structural engineers for designing and inspections of foundations, roof structures, rainwater drainage systems and the supervision of construction activities.

The Project Manager has been responsible for producing all relevant reports, for the organization of activities undertaken by the experts and the supervision of all building and equipment supply. He has regularly reported to the Steering Committee and the AECID.

NFCPT has been actively involved in the project since the assessment and conception phase. The institution has offered office space, stationeries and all the required support to the Project Manager. The staff of NFCPT has handled and processed all required payments. Some expenses have also been paid by NFCPT, which also purchased the land where the three shops were built.

AECID personnel in Windhoek have been also highly involved in the day-to-day follow-up of the activities and in providing technical assistance to the NFCPT.

Without any doubt, the commitment of the members of the Steering Committee has been decisive for the success of the Project as they were totally involved in the decision making process and in the monitoring of all activities.

Training related activities were carried out by inviting and selecting services providers who presented training programs that matched the needs of NFCPT and were affordable. Specialized training courses were provided by institutions specializing in such areas. In this regard, the training on "Preparation and Cooking of Different Fish Species" was presented by professional chefs from Spain's *Centro Superior de Hostelería de Galicia* while the "Basic and Advanced Fish Handling (HACCP Course)" was presented to 75 participants all in the employment of NFCPT by Namibia Maritime Fisheries Institute (NamFi).

2.5. Project funding

Total financial contribution allocated by the AECID to this intervention is €938,730 (N\$9,079,678, 100% of the budget included in the Project Document). In October 2012 the NFCPT requested a budget modification which was approved in November and, as result, €90,136 from the current expenditure component (chap. 496) were shifted to the investment component (chap. 796). Revised budget for Chapter 4 was of €463,730 and for Chapter 7, €565,136. Finally, N\$933,000 were added from VAT refunds and N\$118,000 from accrued interests.

At the time of the evaluation the expenditures were €1,009,608 (107.55% of the initial budget).

Initial budget (Euros)

Activities	Initial budget
1. Training of NFCPT personnel and direct promotion of fish consumption	
<i>Module 1.1. Financial Management Training</i>	
Activity 1.1.1. Full time training outside Namibia.	12,300
Activity 1.1.2. On-the-spot training External technical assistance to financial department staff in drawing up of a Financial Plan.	23,850
<i>Module 1.2. Business Management Training</i>	
Activity 1.2.1. Full time training outside Namibia..	12,300
Activity 1.2.2. On-the-spot training - External technical assistance to financial department staff in the drawing up of a Management Plan	23,850
<i>Module 1.3. Marketing and Promotion Training.</i>	
Activity 1.3.1. Full time training outside Namibia.	12,300
<i>Module 1.4. Fish Handling Training.</i>	
Activity 1.4.1. The design and implementation of a training course focussing on food handling (fish in particular) for NFCPT workers.	16,300
Activity 1.4.2. Preparation of a good practices manual for NFCPT workers.	3,000
<i>Module 1.5. Training in the preparation and cooking of fish.</i>	
Activity 1.5.1. Full time training outside Namibia..	12,300
Activity 1.5.2. Producing a recipe book focussing on the preparation of the main fish species of the local market.	15,000
Activity 1.5.3. Practical demonstrations in various Namibian communities on how to prepare fish.	15,250
Total training	146,450
2. Improve the capacity and quality of the activities undertaken by the NFCPT	
<i>Module. 2.1. Construction of facilities</i>	
Activity 2.1.1. Building of a repackaging area at the Ongwediva Fish Centre	40,000
Activity 2.1.2. Building of a fish shop in Walvis Bay	100,000
Activity 2.1.3. Building of a fish shop in Oshikoto	27,500
Activity 2.1.4. Building of a fish shop in Omusati	27,500
Activity 2.1.5. Building of a fish shop in Kunene	27,500
Activity 2.1.6. Building of a fish shop in Ohangwena	27,500
<i>Module 2.2. Supply of equipment.</i>	
Activity 2.2.1. Supply of support vehicles to assist in fish distribution.	120,000
Activity 2.2.2. Supply of equipment to distribution points.	50,000
Activity 2.2.3. Supply of labelling and control material.	30,000
Total capacity improvement	450,000
3. NFCPT activities promotion	
Activity 3.1.1 On-the-spot training - external technical assistance to marketing and promotion department staff in the drawing up of a Promotion Plan.	23,850
Activity 3.2. Elaborating promotional material.	20,000
Activity 3.3. Creating a NFCPT website	11,250
Total NFCPT activities promotion	55,100
4. Project Support	
Resident Project Coordinator	154,800
Project overheads	67,380
Total project support	222,180
5. Audit and external evaluation (provision)	30,000
6. Contingences / unforeseen expenses	35,000
TOTAL	938,730

3. Evaluation Methodology

3.1. Scope and limiting factors

The evaluation covers the intervention of the Spanish Cooperation in the period December 2009 - December 2012 in Namibia in the framework of the program “*Increasing the Namibian population’s access levels to fish consumption through the support to the Namibia Fish Consumption Promotion Trust (NFCPT)*”

There are not methodological limitations that could eventually limit the use of certain conclusions. Time and budget allocated have been sufficient to reach the evaluation objectives.

3.2. Evaluation design and applied techniques

Data collection, analysis and validation of results has been based on an active participation of all stakeholders, both in the information gathering phase and in the analysis of learned lessons and proposition of recommendations. As a consequence, the evaluation results are very practical.

a) Analysis of project and strategic development framework documents:

- Project Document and approved budget
- Technical and financial reports
- Medium-term report
- Spanish Development Framework in Namibia and Strategic Documents of the Spanish Cooperation
- NFCPT's Strategic Plans
- NFCPT's Promotion and Communication Plans
- Steering Committee Minutes
- Documents related to activities developed: programmes, reports, list of attendance
- List of equipment acquired
- “*Nature and Extent of Fish Consumption in Namibia: an Impact and Baseline Assessment for the NFCPT*” (LaRRI)

b) In-depth interviews

Open-ended questions following a semi-structured format including most of the evaluation questions addressed to key project stakeholders. Participants list was previously agreed with NFCPT/AECID and included:

- Project staff and technicians at NFCPT
- AECID's technical office in Windhoek
- National Administration involved (MFMR/NPC)
- Municipalities
- Beneficiaries: Population from the villages with project interventions
- Private sector

c) Focus groups discussions

Considering the interest of gathering as much information as possible from key actors and beneficiaries, during the field work discussion groups with NFCPT personnel and clients of the fish shops were organised in Ongwediva, Outapi, Opuwo and Eenhana.

4. Main findings

4.1. Relevance and coherence

a) Participation of NFCPT, AECID and MFMR in the design, implementation, monitoring and evaluation of the intervention

In 2009 the MFMR requested the support of the Spanish Cooperation to the NFCPT in order to improve its effectiveness by increasing and strengthening the capacity of the NFCPT to reach more people.

In the same year, in July, the AECID, through the Windhoek Technical Office, contracted an external assessment study to identify the problems and, eventually, to conceive a project. The acting General Manager of NFCPT, Mr Steven Ambabi, worked in close contact with the hired consultant.

According to the information from the interviews, 2009 was a "transition" year for the NFCPT that brought important changes in the management staff and structure that gave a boost to the institution.

Concerning project implementation, the project was led and monitored by a Steering Committee composed of representatives of the MFMR, the NPC, the NFCPT and the AECID. A Project Manager, external to the organization, was appointed by the SC.

All member of the SC were highly involved in the project implementation and monitoring and they contributed actively to the present evaluation.

b) Pertinence regarding the AECID cooperation strategies and priorities

At the time of project conception, Namibia was one of the countries included in the Group C as defined in the **Strategic Plan 2009-2012**. Concerning sector priorities, the promotion of access to adequate and decent food for urban and rural populations in the most vulnerable situations, in order to guarantee food security, was one of the specific objectives of the Spanish Cooperation.

The **Fourth Namibian-Spanish Joint Commission** (2006) gave priority to the increase of human capacities through improved coverage of basic social needs in the field, among others, of food sovereignty. In terms of geographical priorities, Erongo and the northern regions of Kunene, Omusafi, Oshana and Oshana were selected.

Finally, in the **Fifth Joint Commission** (2011) both countries agreed to concentrate interventions in the field of "Economic Growth for Human Development" and considering the Spanish Cooperation's experience, the fisheries sector was a priority.

c) Pertinence regarding national and international strategies and the priorities of the NFCPT and the MFMR

The mandate of the NFCPT is to promote local fish consumption by making fish available among Namibians at affordable prices and the MFMR is clearly supporting this institution through the transfer of part of the Horse Mackerel and Hake fishing quotas. The Minister of Fisheries and Marine Resources is the shareholder of the NFCPT.

Concerning national strategies, the Third National Development Plan (2007/08 – 2011/12) gives priority to the sustainable utilization of natural resources and one of the targets for the fisheries Sub-Sector was to increase the contribution of fisheries to food security from 9 kg per head in 2006 to 14 kg by 2011.

d) NFCPT's program relevance to the needs of the Namibian population, mainly in rural areas

According to the latest available data (FAO, 2009), the per capita fish consumption in Namibia is estimated at 12.9 kg per year. This figure is much reduced considering that Namibia's EEZ is one of the most productive fishing grounds of Africa.

Most of the Namibian population is living in the Northern Regions, especially in the rural areas. It is in this part of the country where the lowest levels of marine fish consumption are seen. This fact is due to cultural reasons but above all to the difficulties in finding good quality fish at affordable prices.

Consumption of fresh water fish, especially cat fish, is very popular in the North, but the lack of rains in 2012/13 had as a result a shortage in cat fish supply that has favoured the consumption of subsidised marine fish.

According to the customers that took part in the discussion groups, the promotion of fish consumption in the Northern region and the sale of marine fish at low prices are very relevant to their needs because they now have access to an alternative source of protein that fits their consumption needs and priorities and that can compensate the lack of traditional fresh water species in years with few rains.

e) Adequacy of training programs to the needs of the NFCPT personnel

All training programs have been conceived by the NFCPT taking into account the real needs of the institution. In general terms, participants are satisfied with the quality of the received courses.

The Namibian Marine and Fisheries Institute (NAMFI) has been actively involved in the organization of some of the courses and they were previously designed with the support of the Spanish Cooperation (AECID intervention "*Technical assistance for the improvement of the maritime and fisheries training levels at NAMFI*", 2002-2010).

However the Institute has failed in providing the NFCPT with the engaged good practices manual for NFCPT workers.

f) Adequacy of the new facilities and equipment to the fish demand and the NFCPT's capacity

Constructions design and equipments specifications, based in technical reports, have been discussed and agreed in the Steering Committee quarterly meetings.

According to the interviews and the direct observation during the evaluator field visits, the NFCPT's capacity to operate the new facilities and equipments is considered to be satisfying.

In any case, at the current price levels, demand exceeds clearly the available offer and, as a consequence both, transport means from Walvis Bay and cold storage capacity in the new shops, are well below what is required.

In the interviews, customers and NFCPT staff have also complained about the inadequate conditions and small dimension of the area destined to the customers, that must wait, sometimes for hours, under the sun.

g) Adequacy of the Promotion Plan to the NFCPT and its personnel

Communication and Promotion Plans are defined every year by the NFCPT Marketing and Communications Department taking into account the technical and human capacities founded in the institution.

4.2. Efficiency

a) Results achievement in relation with the allocated resources

Only 4 out of the 21 activities, organized in three results, have not been executed or have been partially executed.

Result 1. Training of NFCPT personnel and direct promotion of fish consumption

In the Project Document provisions were made for the participation of heads of departments in short-term training workshops (less than one month) outside Namibia. However, it was considered that sending heads of departments outside the country did not address well the needs of the NFCPT due to a number of constraints: time involved in locating suitable institutions that could offer such training; making travelling arrangements, securing entry visas as well as language and possibly different financial and accounting methods.

The members of the SC decided that it would benefit NFCPT more if funds allocated under such activities were used to train all employees of NFCPT. If an employee chooses to terminate his/her employment with NFCPT after having attended such an expensive training abroad, NFCPT had no way of recouping the expenses.

Consequently, all employees were trained in various programs aligned to their areas of responsibilities. These training programs have improved the knowledge base and skills level of the personnel.

Overall 156 people have received training under the Project. A Market Survey to establish the current level of fish consumption in Namibia was conducted by a research organisation and the findings presented to NFCPT Management and shared with the Fishing Industry. However this study did not provide quantitative information.

A recipe book was elaborated and culinary training was provided with the participation of the *Centro Superior de Hostelería de Galicia*.

The **Activity 1.4.2.** ("Preparation of a good practices manual for NFCPT workers") has not been executed. Although one basic course and one advanced course in fish handling were implemented, the manual was not delivered by the NAMFI.

Result 2. Improvement of the capacity and quality of the activities undertaken by the NFCPT

Instead of hiring the services of different consultants to draw up separate individual departmental plans (Finance Plan, Distribution and Management Plan, Marketing and Promotion Plan), a Five Year Strategic Plan for NFCPT, covering the period 2011 – 2015, was produced and is currently being implemented by NFCPT Management.

Regarding the construction of facilities (five fish shops and one repacking area), it was considered that the estimated budget (€27,500 per shop) was inadequate to meet the minimum standards required by Health regulations in the country. The building costs in Namibia are very high, largely because almost all building materials used in the construction are imported into the country.

As a consequence, the SC resolved to build only three new fish shops in Omusati (Outapi), Kunene (Opuwo) and Ohangwena (Eenhana) and to expand the Ongwediva Fish Centre with a repacking area. The new facilities are fully equipped with modern equipment and accessories. The cost for the new fish shop in Walvis Bay would be assumed by NFCPT.

Two refrigerated trucks with payloads of 3.5 MT and 8 MT were procured through the project and are extensively used in the delivery and distribution of fish to the outlets. All five drivers were trained in "Fleet Management and Defensive Driving Practice".

The fish shop in Walvis Bay was built with NFCPT funds together with the construction of its head office. The cost for the fish shop is about €280,000 and the inauguration is programmed for May 2013.

The construction of the fish shop in the Oshikoto Region (**Activity 2.1.3**) has not been implemented due to limited funds.

Finally, the **Activity 2.2.3** "Supply of labelling and control materials", intended to improve the quality of the service, has not been implemented and funds were used in the construction of the facilities.

Result 3. NFCPT promotion activities

Promotion materials were procured and are being extensively used in the activities conducted by NFCPT throughout the country. A CD featuring local artists promoting the health benefits of eating fish and was also produced and the website (www.nfcpt.com.na) is fully operational

The **Activity 3.1.** (On the-spot-training : an external technical assistance to Marketing and Communication Department staff in the drawing up of a Promotion Plan) was only partially executed because the NFCPT contracted a well trained and experimented Marketing and Communications Manager that since then has elaborated the annual plans.

Project support

Because a local project coordinator (Project Manager) was hired, a resolution was made by the SC to aggregate the funds that would have been paid to an external consultant for accommodation (€48,000) and health insurance (€3,600) into one project item titled "technical services". These funds were used to cover professional fees such as architects for the design of fish shops, structural engineers for designing and inspections of foundations, roof structures, rainwater drainage systems and the supervision of construction activities.

The Project Manager was exclusively dedicated to the project and as a consequence the cost efficiency levels were very satisfactory.

b) Time lines, deadlines and budget respect

In October 2011 the NFCPT requested a one-year extension, which was eventually approved in November. This request was based on the following circumstances:

- a) The contract for the design of the fish shops was placed on an open tender, which resulted in longer administrative procedures.
- b) Changes and amendments made to the prototype design presented by the architect.
- c) Negotiations to secure land from local authorities took longer than expected.
- d) Some training workshops were cancelled by the service providers at relatively short notice.
- e) The hiring process for the Project manager was only concluded in July 2010.

In November 2012, as a consequence of the request of the NFCPT to the Spanish Cooperation, €90,136 were shifted from the current expenditure component (Chap. 496) to the investment component (Chap. 796). The reasons underlying this modification were:

- a) Enlargement and increased quality of the Eenhana and Ongwediva shop buildings
- b) Increased estimated costs of Outapi shop
- c) Walvis Bay and Omuthiya shops were to be built with NFCPT funds
- d) The three vehicles acquired were more expensive than budgeted
- e) Acquisition of new and larger equipments for the shops
- f) Some activities were below budget, especially the training and promotion components, because these services were contracted to local companies and also because new employees were qualified thus no further training was required.

Finally, the final budget has been increased due to the interest accrued in the bank account opened in Spain (NPC/AECID), estimated in N\$118,000, and the VAT refunds.

In April 2013 expenditures accounted for about 107% of the initial budget, mainly due to improvements in the design and capacity of several constructions. The budget gap has been saved thanks to the cost reduction in other activities, VAT refunds not considered initially, bank interests and, finally, the contributions of the NFCPT.

Expenditures / Initial Budget

1. Training of NFCPT personnel and direct promotion of fish consumption	
Financial Management Training	44.85%
Business Management Training	81.96%
Marketing and Promotion Training	102.98%
Fish Handling Training	134.04%
Training in the preparation and cooking of fish	81.70%
Total training	81.35%
2. Improve the capacity and quality of the activities undertaken by the NFCPT	
Construction of facilities	182.19%
Supply of equipment	85.57%
Total capacity improvement	141.03%
3. NFCPT activities promotion	
Promotion Plan	71.21%
Elaborating promotional material	115.75%
Creating a NFCPT website	38.62%
Total NFCPT activities promotion	80.72%
4. Project Support	
Resident Project Coordinator	71.84%
Project overheads	145.47%
Total project support	94.17%
TOTAL	107.55%

Some of the budgetary modifications are due to the delay between the elaboration of the initial assessment and the beginning of the activities and by the underestimation of the budget for the construction of the shops.

The project budget has been executed in a transparent manner following the standard procedures and guidelines of NFCPT as well as the rules of AECID as they relate to the procurement of goods and services. All major expenses were submitted to and approved by the Steering Committee.

Equipment for promotions, fish shops, distribution trucks, etc were procured by sourcing a minimum of three quotations from three different suppliers whilst the construction of facilities was made through the public tender system. Each expense made was backed with an activity of the project and is justified with corresponding invoices and proof of payment.

c) Spanish Cooperation added value and technical expertise to the project

The involvement of the AECID technical Office staff in Windhoek has been very satisfactory. They have actively participated in the Steering Committee meetings and provided the NFCPT with technical assistance regarding administrative issues.

During the evaluation field work, the excellent communication and accessibility has been remarked by all stakeholders.

4.3. Effectiveness

a) Specific Objective and results achievement

Indicators used to measure progress towards goals at the Specific Objective and Results levels are specific, measurable, achievable, realistic and time-bound.

Concerning the **Specific Objective**, NFCPT technical and human resources capacities have been clearly improved since the beginning of the Project. On average 600 tons of fish are distributed per month compared to 120 tons before the implementation of the Project. The three new shops are making quality fish available in three regions with a combined population of 574,000 people (national census of Nov 2011) which is over a quarter of the Namibian population.

The main factors related to the achievement of the Project Purpose are:

- 1. Direct participation of the NFCPT in the Project conception: At that time (2009), the Trust's acting General Manager worked together with the consultant hired by the Spanish Cooperation.*
- 2. Flexibility: Due to some reasons (delay between project conception and beginning of the activities, changes in the NFCPT management, underestimation of some costs, etc.) certain activities had to be reviewed and the Spanish Cooperation provided technical assistance regarding the administrative procedures required and approved the requested modifications.*
- 3. Commitment of all member of the Steering Committee, which was very efficient in the monitoring and in the adoption of measures to solve problems.*
- 4. Institutional support from the MFMR (free quota allocation), the Municipalities (permits and land) and the NPC.*
- 5. Cooperation from the industry (cold storage).*

The three expected **Results** have also been successfully achieved:

R1. NFCPT staff has appropriate knowledge of how to carry out their tasks and is able to transfer this knowledge to other colleagues and/or consumers: the main NFCPT staff has received training and is able to improve NFCPT's sustainability

R2. Improved capacity and quality of the activities undertaken by the Trust: NFCPT's technical capacity has been upgraded with new shops and equipments.

R3. Promotion Plan Designed and implemented: the Trust regularly produces and follows Promotional Plans; promotion material is available and the website is fully functional.

b) Current status of equipment and shops, staff capacity, plans and training outputs

The three shops (Eenhana, Ongwediva and Opuwo) and the repacking area at the Ongwediva Fish Centre are fully functional.

Equipment and support vehicles supplied are also in good conditions, although transport capacity is still insufficient to meet the demand of the shops, which usually run out of stock two or three days after the arrival of the 24-ton truck from Walvis Bay. More trucks are required and the outsourcing of the transport should be considered.

According to the interviews and discussion groups organized during the field work, the new facilities are considered to be adequate to the customer's needs, but in order to reduce the long lines and to improve the quality of the service, more space and personnel should be allocated to the shops and some shelter from the sun would also be very appreciated by customers.

The Strategic Plan is being implemented and every year the financial, communication and promotion plans are elaborated by the concerned departments.

Concerning the results of training activities, NFCPT staff capacities have been clearly improved and there is an organisational culture of continuous training.

However, the results in terms of human capacities reinforcement, although remarkable, have been in some cases lower than expected due to the high employee turnover levels, mainly at the middle management level: since the beginning of the project, at least four of the management staff has left the NFCPT.

According to the information obtained from interviews and discussion groups, the reasons of this high level off staff rotation were linked to the reduced career perspectives (short-term contracts), the social benefits and the alternatives for trained people in the private sector. However, in general terms, labour conditions have been improved in the last years.

Finally, some of the staff working in the new shops has not yet received training in food handling. Most of them have only attended the "induction training" in other shops.

The interviewed employees have also shown interest in courses such as safety at work, fish elaboration and cooking, management and, finally, applied Information Technology to solve the daily problems with hardware and sales software.

c) Implementation difficulties

Most of the difficulties arisen throughout the implementation phase have been solved thanks to the active role of the Steering Committee and the flexibility of the Spanish Cooperation.

The actual beginning of the project was delayed because of the problem in finding the Project Manager (contracted in July 2010). Construction of facilities was also delayed due to administrative procedures and the modifications required for adapting the underestimated budget.

d) Monitoring and reporting system and coordination mechanism

Monitoring and reporting system performance can be assessed as very satisfactory. The Steering Committee held quarterly meeting and produced very detailed minutes containing all the remarkable information.

Project manager provided the SC with good quality information and all budgets were analyzed and eventually approved. Additionally, an interim Technical and Financial Report was presented by the project Manager to the SC in July 2011.

Finally, communication between participants has been very regular and effective.

e) Cost-effectiveness of the project in comparison with alternative approaches

Project objectives could hardly been achieved in a more efficient way by alternative approaches. The NFCPT is the recognized organization for increasing fish consumption in the country and has the support of the Administration and private companies. Since the beginning, the Project has been in line with the Trust's programmed activities and the institution has contributed with their own funds to complement the initially allocated budget.

4.4. Impact

a) Project contribution to fish consumption and food security rates

The indicator for the Overall Objective ("*Fish consumption increased in all Namibian regions*") is not adequate because the baseline information was estimated taking into account old estimations not very reliable.

Even though a Survey ("*Nature and Extent of Fish Consumption in Namibia: an Impact and Baseline Assessment for the NFCPT*") was implemented in the frame of the Project by the company "Labour Resource and Research Institute (LaRRI)", the results did not provide quantitative information about per capita consumption.

In any case, quantities distributed by the NFCPT since the beginning of the project have been dramatically increased: from 1,425 tons in 2009 to 3,615 tons in 2012 (250% increase) and other companies are still selling similar quantities of fish, so that it is evident that fish consumption and food security levels have been improved.

About 1,132 tons of fish have been distributed in the new shops, since their openings:

- Eenhana (since March 2012): 778.5 tons, with an average of 278 customers visiting the shop each day;

- Outapi (since November 2012): 267.2 tons, with an average 222 customers per day;
- Opuwo: since November 2012, 85.9 tons, with of 71 customers per day.

However, it remains to be determined what percentage of this increase is structural (i.e. due to the NFCPT promotional activities) and what is just temporary and related to other factors like the reduced price (about half the normal market price), the shortage of freshwater fish (mainly catfish, as a result of the 2012/13 lack of rain) or others undetermined reasons.

Finally, population from the most isolated villages still have limited access to fish because for many people, the transport cost to the shops is very high (in some cases higher than the price of a 10-kilo line, which is the amount normally bought) and even if they get to the shop they may find that fish is not available. Furthermore, in these remote villages, electricity is often a problem so that population normally buy only mackerel, as it can be dried.

One possibility that could be analysed and, eventually, considered is that, in order to improve fish availability in some areas, the NFCPT shops could partly become wholesalers that would sell to authorised small retailers or distributors that will then sell fish at controlled prices. Obviously, strong monitoring measures must be enforced.

b) Impact on NFCPT human resources capacities

Most of the NFCPT staff has taken part in the training programs developed since 2009 and, although some of the trainees have left the institution, especially at the middle management level, the situation as described in the Project Document has been clearly improved: training, distribution, communication and promotion plans are regularly elaborated by the corresponding departments.

There is an organisational culture of continuous training, with on the job-training and additional courses being regularly organized. Interviewed trainees are in general satisfied with the received courses.

c) Are the fish products more affordable in the frame of the areas covered by the Projects?

Current prices of Horse mackerel, which accounts for 99% of the distributed fish, are 25% lower than in 2009. However, prices of white fish have been substantially increased due to the limited supply. Fish prices are regulated by the MFMR and are the same in all regions.

Currently, the main challenge faced by the NFCPT in the Northern Region is to ensure enough stock levels in the shops as they run out of fish quite often.

d) Were there any non-envisaged positive or negative impacts on beneficiaries?

As a consequence of the increased availability, some employment has been created locally in the informal sectors of transformation (fried and dried Horse mackerel) and distribution. As it will be exposed in next sections, a better access to the remotest village will contribute to the dynamisation of local economies.

No negative impacts have been observed.

e) Gender aspects and equity issues

Practical and strategic gender interests have not been considered in the project strategy: the project has not been planned on the basis of a gender-differentiated beneficiaries' analysis and there is no impact on gender equality beyond project end.

Consequently, according to the OECD Gender Policy Marker, this project has a value of zero (gender equality not targeted).

f) Potential environmental impacts of the project

Design and building have received the required permits from the Municipalities and significant environmental impacts are not expected.

4.5. Sustainability

a) NFCPT commitment and capacity to operate and maintain the facilities

Facilities, equipments and training provided in the framework of the Project are included in the NFCPT Strategic Plan 2011-2015 that also envisages more distribution outlets in Hardap, Caprivi, Oshana and Otjozondjupa Regions. Other strategic issues considered are related to training, marketing and the improvement of the human resources policy.

NFCPT Management has taken part in the Project from the beginning through the involvement of its CEO, who has been the chairperson of the Steering Committee. All activities have been carried out with the approval of the members of SC and the CEO.

The Trust has contributed funds for the acquisition of the land and for the construction of some facilities that were under budgeted.

Even though the NFCPT commitment and capacity is remarkable, the sustainability of the institution depends on one critical issue: *the free allocation of quotas and the support of the MFMR to the sale of fish at reduced prices.*

The NFCPT would not be able to cover the current structural and operational costs if the institution had to buy Horse mackerel (HM) at the market price and if it did not receive the incomes from the sale of the allocated quota of hake.

According to the results of the discussion groups with costumers, high demand is mainly due to the reduced price, which is only possible thanks to the free allocated quota.

The current ex-factory price of HM (20+) in Walvis Bay ranges approximately between N\$13 – 15 /kg and final average price observed in shops in Oshakati, Ondangwa and Ongha is N\$17 - 18 /kg, which is about two times the price of the NFCPT. Once the free allocated quota is sold, the Trust must buy at factory prices and sell at the controlled price, so that incurring in loses.

In the long term it is not very unlikely that distribution companies selling frozen fish put pressure on the Government in order to participate in the distribution of subsidized fish or to reduce the difference with the open market prices.

Another risk for the promotion of marine fish is the introduction of low-cost fresh water species like *Pangasius spp.* or Nile Perch (*Lates niloticus*) that are being successfully sold at very low prices in other African countries markets.

b) Actual and future utilization of project outputs by the NFCPT

All Project outputs were utilized at the moment of the evaluation. At the current price level, and provided the continuous MFMR support to the Trust, the demand should be enough to ensure the satisfactory utilization of project outputs in the future.

c) Current status of reports, website, training materials and infrastructure provided by the project with respect to the relevance of practical components

All project outputs (equipments, infrastructure, training and promotional materials, etc.) are being fully utilized in the day to day activities. The website is regularly updated.

d) Appropriation and transferability of techniques and methods used by the project

Technical conception of the project is based on real needs and capacities as defined by the NFCPT and the MFMR.

e) Use effectiveness of the human resources capacities developed

As detailed in previous sections, even though some of the trained staff, especially at the middle management level has left the Trust, most of the beneficiaries are still working in the organization.

The Strategic Plan 2011-2015 includes certain measures aiming at the improvement of labour conditions, like conducting employee satisfaction surveys or reviewing human resources and procedures.

4.6. Ownership and Alignment

a) Training levels of NFCPT staff regarding fish distribution and ownership of the infrastructure delivered by the project

Infrastructure and equipments provided by the Project have been totally integrated in the NFCPT structure and the personnel, in general terms, have adequate training levels to manage and maintain them.

b) Is additional staff training necessary to build-up capacity?

The Trust regularly organizes courses and on-the-job training activities to keep and improve human capacities.

c) NFCPT's participation in design, implementation, monitoring and evaluation

The levels of ownership and alignment have been highly satisfactory due to the direct participation of the Trust in all the phases of the project. Involvement and collaboration in the present evaluation has also been very remarkable.

d) Other stakeholders' participation

As currently conceived, without the participation of fishing companies the activities of the Trust would not be possible, not only because the institution does not have fishing capacity (vessels and human resources) but also because of the reduced cold storage capacity.

In any case, the private sector is highly involved in the promotion of fish consumption in the country and supports the NFCPT activities.

The Namibia Maritime and Fisheries Institute (NamFi) has also participated in the project by providing training courses that were designed with the support of the Spanish Cooperation.

Finally, the municipalities have collaborated in the project implementation (land and construction permits).

e) Alignment of the intervention with the AECID's standards and requirements

The intervention has been designed and implemented in accordance with the Spanish Cooperation directives.

4.7. Visibility

The project vehicle, the two refrigerated trucks procured under the grant and the signs at the entrance of the shops in Opuwo, Outapi, Eenhana and Ongwediva are branded with logos of the AECID and the NFCPT.

Key project milestones such as the handing over of fish distribution trucks and the opening of the new shops were done during brief functions attended by the Minister of Fisheries and Marine Resources, the Ambassador of Spain, officials from the Namibia National Planning Commission and staff members from the AECID technical office in Windhoek.

Visibility of the Spanish Cooperation has been further enhanced through the distribution of caps and T-shirts branded with the AECID logo and/or with words such as "sponsored by AECID".

Although there has been wide media coverage of project public activities and the participation of the Spanish Cooperation is well known among the NFCPT staff and local authorities, according to the discussion groups organized during the fieldwork, it is not so much known among customers.

5. Conclusions

a) Relevance and coherence

Fish consumption in Namibia, especially in the rural areas of the Northern regions where most of the population is concentrated, is very low compared to other countries and this situation is paradoxical in a country with one of the most productive fishing grounds in Africa.

The project directly addresses this situation. It is highly relevant to the needs of the Namibian population and is in line with national and international policies, as well as with the priorities of the MFMR and the mandate of the NFCPT (*to promote local fish consumption by making fish available among Namibians at affordable prices*). It is also pertinent regarding the AECID intervention framework for the country as defined in 2009, when the project was approved.

Regarding the intervention logic, the strategy approaches the problem in a logical way: by providing the NFCPT with training, technical assistance, infrastructure and equipment, the Trust's technical and human resources capacities will be improved (Specific Objective) and this will eventually have an impact on the Overall Objective: *to feed the neediest communities with high quality fish protein*.

Active involvement of the NFCPT, as direct beneficiary of the grant, and the MFMR in the Project identification has been a key factor in the successful achievement of Project Purpose and Results. The intervention was based on a specific request from the Namibian institutions that subsequently participated in the design, with the Spanish Cooperation financing the initial technical assistance.

Regarding the reinforcement of human capacities, all training programs have been conceived by the NFCPT, taking into account the real needs of the institution and with the participation of national institutions, in particular of the Namibian Marine and Fisheries Institute (NAMFI) that, however, has failed in providing the NFCPT with the engaged manual on good practices for workers. This institution was previously supported by the Spanish Cooperation in the design of the courses. (*"Technical assistance for the improvement of the maritime and fisheries training levels at NAMFI", 2002-2010*).

The improvement of the technical capacities by the construction of new facilities and the supply of equipment has been planned and implemented in accordance with the fish demand and the NFCPT's capacity. The members of the SC were responsible for approving the construction design and equipment specifications, based on technical reports.

The NFCPT's capacity to operate the new facilities and equipment is considered satisfactory and the Promotion Plans are defined every year, taking into account the technical and human capacities found at the institution.

b) Efficiency

The project has been efficiently implemented following a continuous monitoring system (quarterly meetings of the SC) and the Spanish Cooperation standard procedures.

Human, technical and financial resources have been made available on time following a detailed work plan and activities were, in general, implemented and in accordance with the Logical Framework.

Only 4 out of the 21 activities, organized in three results, have not been implemented or have been only partially carried out. In some cases, this can be justified by the time lag between

the elaboration of the initial assessment and the start of the activities and by the underestimation of the initial budget.

Some of the activities were modified to better adapt the initial project to the current situation and needs of the NFCPT and also due to external factors:

- a) With regards to training, the option of local courses for all employees was selected instead of sending heads of departments on short-term training workshops outside of Namibia.
- b) Regarding the improvement of technical capacities, two changes were approved: i) instead of hiring the services of various consultants to draw up separate individual departmental plans, a Five Year Strategic Plan 2011-15 was produced and ii) construction of only three fish shops and expansion of the Ongwediva Fish Centre with a repacking area. The Walvis Bay shop was eventually built with funds from the NFCPT and the Omuhiya shop was not built due to budget limitations.
- c) Finally at project support level, a local coordinator was hired instead of the expatriate initially considered. This person was exclusively dedicated to the project and as a result the cost-efficiency relationship was very positive.

Two major modifications were requested by the NFCPT and approved by the SC and the AECID: a one-year extension and the shifting of €90,136 from the current expenditure to the investments component.

Finally, the final budget was increased due to the interest accrued in the bank account and the VAT refunds. This increase made it possible to afford the final expenditures that, in April 2013 accounted for about 107% of the initial budget.

Modifications are well justified and supported by relevant documents.

The AECID's technical office staff in Windhoek has been highly involved, has actively participated in the Steering Committee meetings and has provided the NFCPT with technical assistance regarding administrative issues.

c) Effectiveness

According to the selected indicators, which are specific, measurable, achievable, realistic and time-bound, the three expected Results and the Specific Objective have been successfully achieved.

With regard to the SO, technical and human resources capacities have been clearly improved since the start of the project and the quantity of distributed fish has been increased by 250%.

Thanks to the training received, the main staff members now have appropriate knowledge of how to carry out their tasks and are able to transfer this knowledge to other colleagues and/or consumers and are also able to improve NFCPT's sustainability. An organisational culture of continuous training has been developed.

However, the reinforcement of staff capacities has been lower than expected in some cases due to the high employee turnover rates, mainly at the middle management level and during the first months of the intervention.

The three shops (Eenhana, Outapi and Opuwo), the repacking area at the Ongwediva Fish Centre and the equipment acquired are fully functional and the NFCPT is supplying high quality fish at reduced prices.

The website is operational. Annual promotion and communication plans and promotion materials are regularly produced by the Marketing department.

The achievement of the goals has been favoured by: i) active involvement of the NFCPT in the project conception, with the support of technical external assistance provided by the AECID; ii) flexibility of the implementation mechanisms; iii) commitment of all members of the SC (NFCPT, MFMR, NPC and AECID), iv) institutional support from the MFMR, municipalities and the NPC and v) industry cooperation.

Monitoring and reporting system and coordination mechanism can be assessed as very satisfactory. The Steering Committee held quarterly meetings and produced very detailed minutes containing all the relevant information. Communication between participants has been very regular and effective.

Even though the new facilities are considered to be adequate for the customer's needs and in order to satisfy the high demand, more space and personnel should be allocated to the shops and some shelter from the sun would also be very appreciated by customers.

On the other hand, transport capacity is still insufficient to meet the demand and as a consequence the shops are often out of stock.

d) Impact

The NFCPT is well known in the Northern regions and, according to the amount of fish distributed (from 1,425 tons in 2006 to 3,615 in 2012, i.e. an increase of 250%), marine fish consumption among the Namibian population (final beneficiaries of the Project) has been clearly increased. Horse mackerel (99% of the distributed fish) is also more affordable: current prices are 25% lower than in 2009.

However, in the remote rural areas the impact on the local population is lower as a consequence of the difficulties in accessing the shops as transport costs are very high and, besides that, fish availability is not ensured. On the other hand, in these villages electricity is often a problem so that population normally buys only mackerel as it can be dried.

In any case, the real contribution of the Project to fish consumption and food security levels is very difficult to assess because:

a) The referential situation (baseline information) is not reliable as it was based in old estimations and, in any case, there is no quantitative information on current levels of fish consumption.

b) The increased demand may be also explained by temporary factors like the reduced price (about half the normal market price), the shortage of freshwater fish (mainly catfish, as a result of the 2012/13 lack of rain) or others undetermined reasons.

According to the OECD Gender Policy Marker, this project has a value of zero, as gender equality was not specifically targeted.

e) Sustainability

All Project outputs have been fully integrated into the NFCPT structure and are being utilized. Consequently, the continuation of the benefits after the project's finalization is ensured as long as the Trust pursues its mission of *"making fish accessible and affordable in all thirteen regions in Namibia"* and maintains its vision: *"to be a distributor of low cost fish in Namibia"* (Strategic Plan 2011-15).

The NFCPT is highly committed and has sufficient technical and human capacity to operate and maintain the facilities and equipment.

However, the sustainability of the Trust depends on the free allocation of quotas (Horse mackerel and Hake), the support of the MFMR for the sale of fish at reduced price and the backing of fishing companies. Buying at market prices is not a feasible option as high demand is mainly due to the reduced price.

As a consequence of the increasing demand, it is not unlikely that private companies put pressure on the Government in order to participate in the distribution of subsidized fish or to reduce the difference with the open market prices.

Taking into account this possibility, the NFCPT should take important decisions to ensure its long-term sustainability. The possibility of a review of the institutional mission and vision statements should be considered in order to give priority to the promotion activities and the creation of added value products and services.

In chapter 7 of this report, some general recommendations are suggested.

f) Coordination, alignment and ownership

All stakeholders (NFCPT, MFMR, NPC and AECID) have participated in a proactive way throughout the Project cycle: identification, conception, implementation, monitoring and evaluation. Private companies have also been involved in the intervention.

The Namibian Maritime and Fisheries Institute (NamFi) has taken part in the project by providing training courses that were designed with the support of the Spanish Cooperation. However, the engaged Good Practices Manual was not delivered.

The intervention is clearly in line with the NFCPT and local strategies and programmes and with the AECID's standards and requirements.

As a result of the remarkable involvement and alignment and the reinforced technical and human capacities, the NFCPT has satisfactorily taken ownership of the knowledge, infrastructure and equipment delivered by the Project.

g) Visibility

There has been wide media coverage of the project and the visibility of the Spanish Cooperation can be considered as appropriate for the total amount of funds provided by the donor.

The participation of the Spanish Cooperation is well known among the NFCPT staff and local authorities, but not so much among customers.

6. Lessons learnt

- Leadership and active involvement of the beneficiary and national institutions from the project identification and conception is a crucial factor for the success of any Project.
- Another key element is a Steering Committee composed of highly committed members with monitoring, decision and budget supervision powers.
- When possible, the contract of a local Project manager external to the permanent staff of the beneficiary of the grant should be encouraged.
- Regarding administrative procedures, all participating institutions should have flexible procedures in order to adapt activities and budgets to the real situation, especially when there is a time lag between the conception and the actual start of the project.
- Importance of a regular communication between the donor agency and other stakeholders, the provision of technical support with regard to administrative procedures and a permanent monitoring with frequent field visits.

7. Recommendations

The NFCPT is satisfactorily contributing to the increase of marine fish consumption in the country. However, the sustainability of the Trust and, therefore of the Project results, remains uncertain, especially with regard to the direct distribution of low price fish to final consumers.

In order to ensure the future of the institution and the successful achievement of its mandate, several options can be proposed:

a) The NFCPT's vision statement "*To be a distributor of low cost fish in Namibia*" could be redefined; selling fish at low prices is only one of the promotional activities and there are important threats affecting the sustainability of the current approach.

b) Promotion must go with accessibility to the product. In order to increase the access in the remote rural villages, the NFCPT could become a wholesaler for local retailers that would eventually distribute the fish in the villages. Should this possibility be selected, supply contracts must be signed and prices monitored. This approach may also have a positive impact on local economies.

c) With the aim of avoiding situations of running out of stock, the outsourcing of transport services from Walvis Bay could be considered.

d) In order to improve the quality of the customer service, more space and personnel could be allocated to the shops and some shelter from the sun would also be much appreciated. When the fish stock is not enough to satisfy the demand, priority should be given to customers coming from the remotest villages.

e) Existing fish distribution companies and the NFCPT should develop a collaborative relationship so as to generate synergies and prevent conflicts.

f) The NFCPT has the technical and human means to offer added value products and services that will have a positive impact on fish consumption, such as:

- Providing training in product transformation and valorisation: fish drying, smoking, filleting, etc.
- Restaurants offering a wide variety of fish species and fish preparation.
- Courses for consumers on the cooking and conservation of fish.

g) Explore supply diversification: the shops should be able to offer various species, including fish from local aquaculture and freshwater species. These products should be properly packed for storage and transportation.

h) Comprehensive surveys on fish consumption (quantitative analysis) should be conducted on a regular basis. Consumer panels (sample group of consumers) is an affordable option to be considered.

i) The NFCPT has valuable "know-how" that can be applied to other African coastal countries with low levels of fish consumption.

Annex I

Terms of Reference

TERMS OF REFERENCE (TOR) FOR THE EVALUATION OF THE PROJECT
“INCREASING THE NAMIBIAN POPULATION’S ACCESS LEVELS TO FISH
CONSUMPTION THROUGH THE SUPPORT TO THE NAMIBIA FISH
CONSUMPTION PROMOTION TRUST (NFCPT)”

BACKGROUND

The validity of the cooperation between the Kingdom of Spain and the Republic of Namibia regarding development cooperation was confirmed through the signing of the 4th Joint Commission for Cooperation on the 9th June 2006. This project was planned and approved under the scope of this 4th Joint Commission, although later a new Joint Commission was signed (the 5th, on 6/10/2011) including in it all the former and current projects.

Among the programmes and activities planned, we can highlight the development collaboration for the Fisheries and Aquaculture Sector. This cooperation is based on the role this sector plays in food security, poverty reduction and employment creation. Along these lines, among the specific actions included is “INCREASING THE NAMIBIAN POPULATION’S ACCESS LEVELS TO FISH CONSUMPTION THROUGH THE SUPPORT TO THE NAMIBIA FISH CONSUMPTION PROMOTION TRUST (NFCPT)”

The principal aim of the Namibia Fish Consumption Promotion Trust (NFCPT) is to promote the local consumption of fish by making it available to Namibians at an affordable price. The main focus of activities is on the distribution, promotion and sale of fish products at prices set by the Ministry of Fisheries and Marine Resources (MFMR) and which are still within the possibilities of the poorest sectors of the population. The NFCPT is also responsible for educating communities as to how best to prepare and cook fish.

The NFCPT has the support of the MFMR through a subsidy and the transfer of part of the Horse Mackerel and Hake fishing quota, as well as the backing of the Namibian fishing industry which is collaborating in the sale of certain catches at a low price and assistance with the storage of frozen fish.

Namibia is a very important fish producing country. Its natural water resources and an appropriate management, favour a steady marine production of over 400.000 tons of fish per year (412.671 TN in 2007), without compromising the resources.

However, most of this production is intended for export, the domestic consumption thus reduced to levels below those expected for a country with this amount of production and in which access to animal protein is expensive for much of the population.

There is no complete market research which can confirm the current consumption level of fishery products by the local population. Old reports (from time of Independence) mention a per capita consumption of 4kg per inhabitant per year. This amount has been subsequently upgraded to 8 kg/inhabitant per year and is fixed at 12kg (2006) in the last Strategic Plan. Nevertheless, these amounts are mainly based on estimates without actual basis on statistical data.

This quantity (12kg) is very similar to the estimation of the fish consumption level through the analysis of supply of the internal market but it is higher than the same estimation on the basis of the expenditure survey available.

The Spanish Agency for International Development Cooperation has been funding several projects and programmes in the fisheries sector, supporting the fresh water Aquaculture sector in the MFMR, as well as support to NAMFI (Namibia Maritime Fisheries Institute) and NATMIRC (National Marine Information and Research Centre).

SUMMARISED DESCRIPTION OF THE PROJECT

Before starting the project, the main areas of weakness were identified within the NFCPT during the formulation phase of the project:

No training plan

No distribution plan (logistics and shop supply).

No promotion plan

No market research.

No variety of species or other products offered at points of sale.

No variety in the recipes featuring the Trust's fish products.

No strict stock control applied to containers (turnover time, identification, temperatures, etc.).

No customer satisfaction or demand monitoring.

No suitable structures in terms of space or hygiene-sanitary standards.

No suitable transport and distribution network.

No head of quality control or clearly programmed action in this regard.

No employee loyalty policy (low salaries, no benefits, no social security) with the Board seemingly far removed from Trust activities.

One of the aims of this project is to help the NFCPT to promote local fish consumption by taking it closer to the Namibian population with affordable prices through the training of staff, providing facilities and improving existing structures and creating a plan for promoting fish consumption. The project duration was 36 months.

Main Project Objective:

To support the Namibia Fish Consumption Promotion Trust (NFCPT) in its main mission: to feed the communities with high quality fish protein.

Specific Project Objectives:

O1 Training NFCPT personnel in aspects related to financial and production management, marketing and promotion, food handling and preparation of fish.

- O2 Increasing the NFCPT's capacity regarding the distribution of fish to the most populated regions.
- O3 Improving the quality of the fisheries products distributed and sold by the NFCPT.
- O4 Supporting the design and implementation of a Promotion Plan aimed at increasing fish consumption in Namibia.

Expected Project Results:

The key expected results relating to the aforementioned objectives include:

- R1 Training of NFCPT personnel: the NFCPT staff members have appropriate knowledge of how to carry out their tasks and are able to transfer this knowledge to other colleagues and/or consumers.
- R2 Improving the capacity and quality of the activities undertaken by the NFCPT. The products distributed and sold by the NFCPT meet appropriate quality control standards. People in Namibia's most populated regions have better access to high quality, affordable fish products than previously.
- R3 Assisting in the design and implementation of the Promotion Plan. The NFCPT has an approved Promotion Plan in place and has developed some of the activities included therein.

PURPOSE OF THE EVALUATION

This evaluation should allow the relevant actors to know whether the actions and objectives planned in the implementation documents have been achieved and the reasons for the differences between the plans and the final results. The final evaluation will focus on assessing the implementation of the project as set out in the approved project document.

The specific objectives of the final evaluation are to:

- Assess to what extent the project has contributed toward addressing the needs and challenges of the Trust as identified in the project objectives.
- Assess the project's extent of implementation of the objectives, efficiency and quality delivered on outputs and outcomes, in comparison to what was originally planned and or was officially revised.
- Assess to what extent the project has attained the desired results for NFCPT.

The criteria to be analyzed will be explained below in further detail. However, the following should be considered: whether the NFCPT's performance, especially regarding its principal aim has improved since the beginning of the Spanish Cooperation's intervention and additionally, whether the rural population's fish consumption has increased due to the results of this project.

ACTORS INVOLVED IN THE EVALUATION

It is a matter of great interest to carry out an external evaluation. All the parties involved in the intervention must take part, thus, they will become familiar with the process and play a significant role in the evaluation process in order to implement the results and

recommendations in the project management. Besides, they must play this role as they are key components in gathering the necessary information for the evaluation.

- The role of NFCPT and the AECID will be:
 - Facilitating the participation of those involved in the evaluation.
 - Providing inputs for the evaluation documents.
 - Providing inputs and participating in the drafting of the Terms of Reference.
 - Facilitating the evaluation team's access to all information and documentation relevant to the intervention, as well as to key actors and informants who should participate in interviews, focus groups or other information-gathering methods.
 - Monitoring the quality of the process and the documents and reports that are generated, so as to enrich these with their input and ensuring that these address their interests and needs for information regarding the intervention.
 - Disseminating the evaluation results, especially among the organizations and entities within their interest group.
- Beneficiaries – NFCPT personnel.
- Beneficiaries – rural population.
- MFMR.

SCOPE OF THE EVALUATION

To identify the programme's degree of effectiveness among its participants and its contribution to the objective of improving the NFCPT's capacity and quality through training programmes, equipment and building facilities via the Promotion Plan .

ISSUES TO BE STUDIED

The evaluation report, of a maximum of 40 pages, excluding annexes, must consider the following evaluation criteria:

RELEVANCE AND COHERENCE:

- To what degree did the NFCPT, the AECID and the MFMR take part in the design, implementation, monitoring and evaluation of the intervention?
- Was the action pertinent regarding the co-operation strategies and priorities of the AECID ?
- Was the action pertinent regarding the national and international strategies and priorities of the NFCPT and the Ministry of Fisheries and Marine Resources?
- Is the NFCPT's programme relevant to the needs of the Namibian population, mainly in rural areas?
- Have the training programmes been appropriated to the needs of the NFCPT personnel?
- Are the new facilities and equipment appropriate and adequate for the fish demand and the NFCPT's capacity?

- Was the Promotion Plan appropriate for the NFCPT and its personnel?

EFFICIENCY:

- What was the degree of the achievement of results relative to the resources used (tender processes, adequate salaries, use of existing structures and resources...)?
- Have the time lines, deadlines and budgets been respected?
- Has the Spanish Cooperation (AECID) added value and adequate technical expertise to the project?
- Project results, including a full and systematic assessment of outputs produced to date and their cost.

EFFECTIVENESS:

- Have the specific objectives of the project and the results been obtained? What have been the factors related to their achievement or non-achievement?
- What is the current status of equipment and shops, staff capacity, plans and training outputs?
- Implementation difficulties; adequacy of monitoring and reporting; the effectiveness of the co-ordination mechanism.
- The cost-effectiveness of the project in comparison with alternative approaches.

IMPACT:

- Has the project contributed positively or negatively to the fish consumption and food security rates?
- Have the NFCPT employees experienced capacity benefits since the intervention started?
- Are the fish products more affordable to the Namibians in the frame of the areas covered by the Projects?
- Were there any non-envisaged positive or negative impacts on the beneficiaries?
- To which extend have gender aspects and equity issues been adequately addressed?
- What, if any, are the potential environmental impacts of the project?

SUSTAINABILITY:

- Will the NFCPT be willing and/or able to operate and maintain the facilities renovated/installed by the project?
- To which extend have the project outputs been utilized by the Institution and how will they be used in the future?
- Have the MFMR and the NFCPT got the capacity to carry out the programmes, activities, manage the resources and maintain the knowledge created within the institution by the project?
- What is the situation of reports, websites, training materials and infrastructure provided by the project with respect to the relevance of practical components?

- To what extent are the techniques and methods used by the project appropriate and transferable to the project's beneficiaries?
- To what extent are the capacities of the human resources developed within the project being used effectively?

OWNERSHIP:

- Are the staff members well trained to distribute the fish and have they taken ownership of the infrastructure delivered by the project?
- Is additional staff training necessary to build-up capacity?
- To what degree did the NFCPT take part in the design, implementation, monitoring and evaluation of the intervention?

ALIGNMENT:

- Have the suggestions from relevant stakeholders been well incorporated during all phases of the intervention?
- Was the intervention adapted to the NFCPT and local strategies and programmes?
- Has the intervention been aligned with the AECID's standards and requirements?

VISIBILITY:

- Is there any mechanism to ensure the visibility of the Spanish Cooperation?
- Is this visibility considered appropriate for the total amount of funds provided by the donor?
- Recommendations for improving visibility in the future.

LESSONS LEARNT

CONCLUSION AND RECOMMENDATIONS

Additional criteria may also be added if necessary.

REQUESTED PROFILE

- Post-graduate in Fisheries, Economy or Social Science, or related discipline.
- Proven experience in developing countries with emphasis on food sector.
- Proven experience and knowledge in fish distribution sector (added advantage)
- Knowledge on Fisheries and/or food security
- Experience of development projects' evaluation techniques.
- Familiarity with logical framework or goal-oriented planning methods.
- Experience in the SADC Region or Africa.
- Fluent in English.

ETHICAL PRINCIPLES AND STANDARDS

The evaluation of the programme is to be carried out according to ethical principles and standards:

- **Anonymity and confidentiality.** The evaluation must respect the rights of individuals who provide information, ensuring their anonymity and confidentiality if requested.
- **Responsibility.** The report must mention any dispute or difference of opinion that may have arisen among the consultant and the AECID or the NFCPT in connection with the findings and/or recommendations. The team must corroborate all assertions, or disagreement with them.
- **Integrity.** The evaluator will be responsible for highlighting issues not specifically mentioned in the TOR, if these are needed to obtain a more complete analysis of the intervention.
- **Independence.** The consultant should ensure his or her independence from the intervention under review, and he or she must not be associated with management or any element thereof.
- **Incidents.** If problems arise during the fieldwork, or at any other stage of the evaluation, it must be reported immediately to the AECID and the NFCPT. If this is not done, the existence of such problems may in no case be used to justify the failure to obtain the results stipulated in these terms of reference.
- **Validation of information.** The consultant will be responsible for ensuring the accuracy of the information collected while preparing the reports and will be ultimately responsible for the information presented in the evaluation report.
- **Intellectual property.** In handling information sources, the consultant shall respect the intellectual property rights of the institutions and communities that are under review.
- **Delivery of reports.** If delivery of the reports is delayed, or in the event that the quality of the reports delivered is clearly lower than what was agreed, payment will be withheld.

METHODOLOGY

In all cases, the consultant is expected to analyse all relevant information sources, such as annual reports, programme documents, internal review reports, programme files, strategic country development documents and any other documents that may provide evidence on which to form opinions.

The consultant is also expected to use interviews as a means to collect relevant data for the evaluation.

The methodology and techniques to be used in the evaluation should be described in detail in the final evaluation report, and should contain, at minimum, information on the instruments used for data collection and analysis, whether these be documents, interviews, field visits, questionnaires or participatory techniques.

REPORTING REQUIREMENTS

All deliverables must be supplied as hard copy, as well as in electronic format, to the NFCPT and the AECID:

- Inception report.
- Evaluation matrix (information criteria/needs, evaluation questions, indicators and techniques), to be included in the Reports.
- Draft final report. (The report will be prepared by the consultant and the findings and recommendations will be fully discussed with all concerned parties)
- Final report.

The evaluation report must have the following structure:

0. Executive Summary

1. Introduction

1.1. Precedents and objective of the evaluation

1.2. Main questions and evaluation criteria

2. Summarised description for the evaluated intervention

3. Evaluation methodology used

3.1. Methodology and applied techniques

3.2. Determining and limiting factors of the study

4. Analysis and interpretation of the compiled information

5. Conclusions of the evaluation regarding the evaluation criteria

6. Lessons learnt

7. Recommendations derived from the evaluation according to the countries and components of the intervention

8. Annexes, which should at least include:

- Terms of reference

- Work plan

- Proposed methodology, techniques and resources used to compile the information: Revision of documents, interviews, list of interviewees, interviews' outlines, transcriptions and notes, types of surveys, compiled gross data, statistical analysis, etc.

- Statements and comments by the different actors in the inception report if considered appropriate.

All deliverables must be in English and supplied as hard copy as well as in electronic format.

TIME FRAME

The total time for the evaluation mission will be planned as follows:

Date	Task
22/3/2013	Closing date for the submission of proposals
27/3/2013	Selection of the best proposal and notification to the candidate.
29/3/2013 - 24/4/2013 (Inception Report: 3/4/2013)	Development of the Evaluation. The Inception Report to be presented in a briefing.
17/5/2013	Draft of the Evaluation Report
27/5/2013	Final Report

DOCUMENTS AND INFORMATION RESOURCES

The following documents will be handed over to the consultant at signature of the contract:

- Project Document, including the approved budget
- Available technical and financial reports
- Medium-term reports
- Spanish Development Framework in Namibia and Strategic Documents of the Spanish Cooperation
- Documents provided by the
NFCPT NFCPT's
Strategic Plans
NFCPT's Promotion
Plan
Steering Committee Minutes and Agreements
Documents related to activities developed: programmes, reports,
list of attendance, others
List of equipment acquired
Information related to fish consumption, in the frame of the Project
- Any other reports as may requested by the evaluator.

SUBMISSION OF INTEREST (PROPOSALS)

Interested candidates for this contract must submit the following:

- Motivation letter
- Samples related working experience
- Detailed CV
- Technical proposal
- Detailed budget including professional fees, travel and per diem cost and payment method.

The closing date for the submission is the 22nd of March, 2013, 17 h..

Annex II

Work Plan

The field work took place in Namibia, from April 9th to May 4th and the final report will be sent on May 20th:

Place	Date	Activity	Contacts
Windhoek	April, 9	Arrival of the consultant	-
	April, 10	Analysis of documents sent by NFCPT	-
	April, 11	Briefing at OTC	OTC, NFCPT
	April, 12	Interviews	Project manager, NPC
Walvis Bay	April, 14	Flight to Walvis Bay	-
	April, 15	Inception report	-
	April, 15 -17	Interviews	NFCPT, NAMFI, Private sector, MFMR
	April, 17	Flight to Windhoek	-
Windhoek	April, 18	Interviews	Project manager
		Flight to Ondangwa	-
Ondangwa, Onwwediva, Eenhana, Outapi and Opuwo	April, 18 - 26	Interviews and visits	NFCPT Staff, customers, local authorities, wholesalers and retailers
Windhoek	April 29 to May 2	Interviews and Draft Report	Project manager
	May, 3	Debriefing OTC	AECID
	May, 4	Flight to Spain	-
Las Palmas	May, 10	Final Report draft	-
	May, 20	Final Report (email and DHL)	-

Annex III

Project results: outputs produced to date and costs

Project Budget Breakdown

	Project Budget					
	Before Other Incomes			After Other Incomes & Adjustments		
	Budget Euro	Funds Spent Euro	% Spent	Budget Euro	Funds Spent Euro	% Spent
Component 1: Training of NFCPT Personnel						
Module 1.1: Financial management Training	36,150.00	16,211.49	44.85%	16,500.00	16,211.49	98.25%
Module 1.2: Business Management Training	36,150.00	29,629.56	81.96%	30,000.00	29,629.56	98.77%
Module 1.3: Marketing & Promotion Training	12,300.00	12,666.06	102.98%	12,700.00	12,666.06	99.73%
Module 1.4: Fish Handling Training	19,300.00	25,869.44	134.04%	25,900.00	25,869.44	99.88%
Module 1.5: Preparation & Cooking of Fish	42,550.00	34,765.29	81.70%	35,000.00	34,765.29	99.33%
Total for Component 1	146,450.00	119,141.83	81.35%	120,100.00	119,141.83	99.20%
Component 2 : Improve Capacity & Quality						
Module 2.1: Construction of Facilities	250,000.00	455,475.11	182.19%	250,000.00	455,475.11	182.19%
Module 2.2: Supply of Equipment	200,000.00	179,147.95	89.57%	200,000.00	179,147.95	89.57%
Total before other incomes	450,000.00	634,623.06	141.03%	450,000.00	634,623.06	141.03%
Other Project Incomes						
VAT receipts				93,429.00		
Accrued Interests				12,036.00		
Adjust from Current to Investment				90,136.00		
Total for Component 2 (after other Incomes)	450,000.00	634,623.06	141.03%	645,601.00	634,623.06	98.30%
Component 3 Design of a Promotion Plan						
Promotion Plan	23,850.00	16,983.51	71.21%	17,000.00	16,983.51	99.90%
Promotion Materials	20,000.00	23,150.50	115.75%	23,200.00	23,150.50	99.79%
Development of a new website	11,250.00	4,344.96	38.62%	4,500.00	4,344.96	96.55%
Total for Component 3	55,100.00	44,478.98	80.72%	44,700.00	44,478.98	99.51%
TOTAL FOR ALL COMPONENTS 1, 2 & 3	651,550.00	798,243.88	122.51%	810,401.00	798,243.88	98.50%
Project Support						
Resident Project Coordinator				195,601.00		
Fees	96,000.00	103,794.64	108.12%	96,000.00	103,794.64	108.12%
Accommodation	48,000.00	0.00	0.00%	0.00	0.00	
Health Insurance	3,600.00	0.00	0.00%	0.00	0.00	
Travelling	7,200.00	7,409.41	102.91%	7,200.00	7,409.41	102.91%
Total for Project Coordinator	154,800.00	111,204.05	71.84%	103,200.00	111,204.05	107.76%
Office equipment & materials	1,500.00	1,186.37	79.09%	1,500.00	1,186.37	79.09%
Project Vehicle	25,000.00	35,321.21	141.28%	25,000.00	35,321.21	141.28%
Fuel	8,000.00	6,784.91	84.81%	8,000.00	6,784.91	84.81%
Communication (tel/internet)	2,880.00	1,461.67	50.75%	2,880.00	1,461.67	50.75%
Management of the Project	30,000.00	23,597.19	78.66%	30,000.00	23,597.19	78.66%
Other - Technical (professional services)	0.00	29,664.49		51,600.00	29,664.49	57.49%
Total for Project Overheads	67,380.00	98,015.85	145.47%	118,980.00	98,015.85	82.38%
TOTAL PROJECT SUPPORT	222,180.00	209,219.90	94.17%	222,180.00	209,219.90	94.17%
Contingencies /unforeseen expenses	35,000.00	0.00	0.00%	35,000.00	0.00	0.00%
TOTAL PROJECT	908,730.00	1,007,463.78	110.87%	1,067,581.00	1,007,463.78	94.37%
Provision for Audit & External Evaluation	30,000.00	2,144.47	7.15%	27,855.53	2,144.47	7.70%
TOTAL PROJECT COST	938,730.00	1,009,608.25	107.55%	1,095,436.53	1,009,608.25	92.16%

Funds Breakdown Into Current Expenditure & Investments						
Project Current Expenditure	462,230.00	338,477.60	73.23%	423,335.53	338,477.60	38.65%
Project Investment	476,500.00	671,130.65	140.85%	672,101.00	671,130.65	61.35%
	<u>938,730.00</u>	<u>1,009,608.25</u>		<u>1,095,436.53</u>		<u>100.00%</u>

Investments (Euros)

Canon Printer, Project Support	1,225.00
Laptop Toshiba	5,999.00
Professional Office, software	4,355.00
Auas Delta, Project Vehicle - Isuzu DC Manrico	344,735.00
International, open top fridges Pupkewitz	32,078.00
Catering, restaurant equipment Pupkewitz	33,211.67
Toyota, Refrigerated 8 Ton Truck Pupkewitz	795,577.64
Toyota, Refrigerated 3.5 Ton Truck Tona	432,998.92
Trade, building of Eenhana FS Megafreeze,	272,980.92
Freezer for Eenhana Fish Shop	143,664.90
Tona Trade, building of Eenhana Fish Shop	350,120.20
Manrico International, fridges Eenhana FS	74,300.00
Daviel Computers, computers for Eenhana FS	4,560.00
Daviel Computers, computers for Eenhana FS	6,895.00
Nored Electricity, connection to Eenhana FS	18,761.54
Master Cupboards, joinery for Eenhana FS	16,300.00
Ankerdata, sales data software for Eenhana FS	59,611.40
Joavani, Ongwediva FM - 50% of Certificate	346,896.81
LI Architects, design fees - 50% of Certificate	292,346.80
Joavani, Ongwediva FM - 50% of Certificate	229,853.84
Tona Trade, Eenhana Fish Shop construction	376,409.90
Megafreeze, airconditioning for Eenhana FS	40,088.43
Joavani, Ongwediva FM - 43.49% of Certificate	223,249.35
Waltons, office furnitures, cash safe, etc.	22,863.00
Retief Sales Promotion, shop hand baskets	3,244.73
Namibia Brand Activation, Mascot design	20,527.50
Tona Trade, additional work on Eenhana FS	517,634.33
The Sign Shop, wooden board engraving	6,716.00
Tona Trade, building Outapi FS (2nd payment)	389,246.61
Megafreeze, 50% down payment of freeze room	80,728.28
Tutungeni Precast, 50% payment Opuwo	156,802.50
Tona Trade, 3rd payment certificate	119,536.97
Tona Trade, 3rd payment certificate	500,000.00
Properties, site filling - Opuwo FS	5,775.00
Tona Trade, 4th payment certificate Cymot	446,825.74
Swakopmund, Opuwo shop goods	13,038.00
Together Electrical, electrical wiring Opuwo	6,500.00
Megafreeze, final payment for freezer room	80,728.27
Manrico International, fridges for Outapi FS	40,307.00
Tona Trade, final payment for Outapi FS	271,664.11
Together Electrical, plumbing & electricity	24,565.00
Manrico International, fridges, Opuwo FS	44,269.00
Cymot, production of white trays for EFS	3,950.00

Annex IV

Performance indicators

According to the State Grant Resolution, at the end of the project the NFCPT should be provided with:

1. Financial Plan

A Five Year Strategic Plan for NFCPT was formulated by a Consultant. The Document dealt with all aspects related to Financial, Distribution, Promotion & Marketing & Staffing requirements. The Strategic Plan covers the period 2011 to 2015 and is being implemented by the Management of NFCPT.

2. Distribution and management Plan

The distribution and associated logistics is covered in the Five Year Strategic Plan of NFCPT.

3. Promotion Plan and Promotion materials

No specific promotion plan was drawn up; however, NFCPT is on a regular basis producing annual Communication and Promotion Plans and distributing promotion material.

Promotion materials such as banners, T-shirts, caps, equipment, etc. were procured and used extensively in the road show promotions conducted by NFCPT throughout the country. A CD featuring local artists promoting the health benefits of eating fish was also produced under this component.

4. Manual of good practices

This activity was not completed by NAMFI, as engaged, but will be undertaken by NFCPT.

5. Recipe book

A Fish Recipe Book featuring recipes on different fish species encountered in Namibia was designed by two experts from Spain's Galicia Hotel School. The Recipe Book is being distributed to encourage the populace to prepare different fish cuisines.

6. Web page

Positive results were achieved – the address to the website is www.nfcpt.com.na. Management is able to check the number of hits the websites received.

7. More resources: equipment and structures

- a) Two light trucks with refrigerated bodies able to carry 8 MT and 3.5MT were procured instead of three trucks of 3.5MT.
- b) Promotional materials were procured.
- c) Several fridges, shop fitting & accessories were delivered to new shops.
- d) Three new fish shops were constructed in Ohangwena, Omusati and Kunene regions.
- e) Ongwediva Fish Market was upgraded with indoor freezer rooms, a bigger fish shop, a repacking room with reinforced concrete floors and office accommodation for staff.

8. Trained Staff and Committed Employees

Under the project, training opportunities were extended to each employee in all departments of NFCPT including Management. Employees are committed, dedicated, motivated and work more efficiently

9. Training programs in these areas were presented to staff:

- Basic & Advanced Pastel Accounting
- Stock Control & Store Management
- Fleet Control and Defensive Driving Techniques
- Senior Management Development Program
- Basic & Advanced HACCP, Hygiene & Fish Quality Course
- Preparation & Cooking of Different Fish Species
- Custom Care Management Skills

Under this program, training opportunities in various areas were extended to a total of one hundred fifty six (156) people. Nineteen (19) of these were young people working in the catering industry drawn from all thirteen (13) regions of Namibia who were trained on the Preparation and Cooking of different fish species. Participating in the same workshop course were also eight (8) students studying hospitality at the Hospitality School of the Polytechnic of Namibia and one (1) lecturer from the same institution.

Annex V

Interviews and discussion group guidelines and List of participants

From evaluation to stakeholders' questions (1) Other donors and institutions and private sector	Interviews				Group discussion
	AECID	NFCPT	National Adm.	Others (1)	
Relevance and coherence					
To what degree did the NFCPT, the AECID and the MFMR take part in the design, implementation, monitoring and evaluation of the intervention?	•	•	•		
Was the action pertinent regarding the AECID cooperation strategies and priorities?	•				
Was the action pertinent regarding the national and international strategies and priorities of the NFCPT and the MFMR?		•	•		
Is the NFCPT's program relevant to the needs of the Namibian population, mainly in rural areas?		•	•	•	•
Have the training programs been appropriated to the needs of the NFCPT personnel?		•			
Are the new facilities and equipment appropriate and adequate for the fish demand and the NFCPT's capacity?		•		•	•
Was the Promotion Plan appropriate for the NFCPT and its personnel?		•			
Efficiency					
What was the degree of the achievement of results relative to the resources used (tender processes, adequate salaries, use of existing structures and resources...)?	•	•			
Have the time lines, deadlines and budget been respected?	•	•			
Has the Spanish Cooperation (AECID) added value and adequate technical expertise to the project?	•	•			
Effectiveness					
Have the specific objective of the project and the results been obtained? What have been the factors related to their achievement or non-achievement?	•	•	•		
What is the current status of equipment and shops, staff capacity, plans and training outputs?		•			
What have been the main implementation difficulties?	•	•	•		
Is the system of monitoring and reporting adequate?	•	•	•		
Has the co-ordination mechanism been effective?	•	•	•		
What is the cost-effectiveness of the project in comparison with alternative approaches?	•	•			
Impact					
Has the project contributed positively or negatively to the fish consumption and food security rates?		•		•	•
Have the NFCPT employees experienced capacity benefits?		•			
Are the fish products more affordable in the frame of the areas covered by the Projects?		•		•	•
Were there any non-envisaged positive or negative impacts on beneficiaries?		•		•	•
To which extent have gender aspects and equity issues been adequately addressed?		•			
What, if any, are the potential environmental impacts of the project?		•			
Sustainability					
Will the NFCPT be willing and/or able to operate and maintain the facilities renovated / installed by the project?		•			
To which extent have the project outputs been utilized by the Institution and how will they be used in the future?		•			
Have the MFMR and the NFCPT got the capacity to carry out the programs, activities, manage the resources and maintain the knowledge created within the institution by the project?		•	•		
What is the situation of reports, websites, training materials and infrastructure provided by the project with respect to the relevance of practical components?		•			
To what extent are the techniques and methods used by the project appropriate and transferable to the project's beneficiaries?		•			
To what extent are the capacities of the human resources developed within the project being used effectively?		•			
Ownership					
Are the staff members well trained to distribute the fish and have they taken ownership of the infrastructure delivered by the project?		•	•		
Is additional staff training necessary to build-up capacity?		•			
To what degree did the NFCPT take part in the design, implementation, monitoring and evaluation of the intervention?	•	•			
Alignment					
Have the suggestions from relevant stakeholders been well incorporated during all phases of the intervention?	•	•	•	•	•
Was the intervention adapted to the NFCPT and local strategies and programmes?		•	•		
Has the intervention been aligned with the AECID's standards and requirements?	•				
Visibility					
Is there any mechanism to ensure the visibility of the Spanish Cooperation?	•	•			
Is the visibility considered appropriate for the total amount of funds provided by the donor?	•	•			
Lessons learnt, good practices and recommendations					

List of participants

11/04 Windhoek	Albertina Ngurare, (CEO, NFCPT)	Briefing
	Esteban López Plaza (AECID)	
	Joel Shafashike. (Project Manager)	
	Charlene Hartung (Marketing and Communications Manager, NFCPT)	
	Felix Shipepe. (Finance Manager, NFCPT)	
12/04 Windhoek	Esteban López	Interviews
	Joel Shafashike	
	Michael Mutonga (NPC)	
15/04 Walvis Bay	Charlene Hartung	
	Albertina Ngurare	
	Cornelius Bundje (NAMFI Acting Director)	
16/04 Walvis Bay	Ignacio Gutierrez, (Blue Sea)	
	Karolina Kandjimi (Production officer, NFCPT)	
	Jean Gunther Hübsch (Financial Accountant, NFCPT)	
17/04 - Walvis Bay	Jerome Mouton (Chief Executive Officer NAMSOV)	
18/04 - Windhoek	Joel Shafashike (Project Manager)	
19/04 Ongwediva	Eugene Diwanga (Northern Regional Administrator, NFCPT)	Discussion groups
	Kennedy Erastus Angala (Northern Regional Manager Assistant, NFCPT)	
	Hendrina liane (Assistant Accountant)	
	Samuel Kalenga (Branch Administrator)	
	Soiny Shiwela (Chef)	
	Eusebio Molongela, (Assistant)	
	Eugene Dwanga	
	Kennedy Erastus Angala	
Customers (6)		
22/04 Outapi	Foibe Kavandje (Cashier)	Interviews
	Malulu Johannes (Fish Processor)	
	Kaashi Aina, Cashier	
	Teopoline Negumbo (Cleaner)	
	Thomas Lyambo (Fish Processor)	
	Andreas Theteketa (Fish Processor)	
	Customers (6)	
Fenny Kuwale (Branch Administrator)		
23/04 Opuwo	Onesmus Tobias Amadhila	Discussion groups
	Tona Trade Holding (Constructor), Executive Chairman	
	Markus Matheus (Branch Administrator)	
	Monika Shaanika (Cashier)	
	Hauwanga Timoteus (Fish Processor)	
23/04 - Oshakati	Abraham Hamakali (Fish Processor)	Interviews
	Customers (6)	
	Markus Mathens (Sales Representative)	
24/04 Ondangwa / Eenhana	Mr. H. J. Blaanno (Oshakati Cold Storage, Director)	Interviews
	Uholenge N. Sweda (Branch Administrator)	
	Walde Natangwe Ndevashiya (CEO, Eenhana Town Council)	Discussion groups
	Jackson H. Erastus (Cleaner)	
	Rauna Nelao Shipulwa (Cashier)	
25/04 Ongha	Maria K. Gideon (Fish processor)	Interviews
	Junias Festus (Fish processor)	
03/05 Windhoek	Mweshipopya Petrus (Fish processor)	Debriefing
	Retailers and customers	
	OTC AECID	



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