

Icelandic International Development Agency



An evaluation of the NAMFI/ICEIDA COOPERATION PROJECT 2002-2004



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EXECUTIVE SUMMARY

Fisheries are one of the economic foundations in Namibia. The fishing grounds are productive because of upwelling caused by the Benguela Current, and sustainable yield is estimated at 760 000-940 000 t annually. Fisheries account for around 5-8% of the GDP and about a quarter of the export earnings. The fishing fleet is modern and the fishing industry has more in common with fisheries in the North East Atlantic than with the rest of Africa. There are no artisanal fisheries, access is controlled and catches are regulated based on scientific advice.

The fish stocks off the Namibian coast have traditionally been exploited by foreign fleets. The Namib desert effectively cuts off the inland population from the sea and the only two harbours along the entire coast and the settlements there in Walvis Bay and Lüderitz were built up by seafarers from other countries, mainly South Africa, England and Germany. At independence, fisheries were identified as one of the main foundations for future development of the new nation. It has always been a fundamental policy of the Namibian government to Namibianise the fisheries, i.e. to secure Namibian involvement in the sector and reduce foreign ownership and influence.

Maritime training has been seen as a major strategy to implement Namibianisation of the fisheries. Before independence, the fishing industry established a Seaman's Training Centre in Walvis Bay in 1986. At independence in 1990, maritime training was offered at a general vocational training centre that the Rössing foundation had established in Lüderitz in 1987. Both training centres offered maritime training to the lowest level of certification according to the South African maritime training and certification system.

The Icelandic International Development Agency (ICEIDA) has supported maritime training in Namibia since 1992 through technical assistance and material support. Initially one instructor was provided to teach basic seamanship in Lüderitz, but after the South African handover of Walvis Bay in 1994, most of the training moved to Walvis Bay, with the creation of the Namibian Maritime and Fisheries Institute (NAMFI). ICEIDA's commitment to maritime training grew. From 1995 until the end of 2002, there were six to seven full time Icelandic instructors at NAMFI. After an evaluation in 1998, the involvement of ICEIDA moved gradually from gap-filling to institutional capacity building.

For various reasons, progress was slow. It was only after an internal evaluation in 2002 that capacity building at NAMFI came to the forefront. A new cooperative agreement based on a detailed project document was signed in October 2002. Staff development is a key issue in the project and related to that, the operational structure and financial foundation of NAMFI.

Until 2002, ICEIDA was the main cooperative partner of NAMFI, although other development agencies have also provided support. NORAD has supported NAMFI for many years and over the past two years NORAD has funded two Norwegian instructors in the navigation department and supplied a simulator. Since late 2002 the EU has funded major infrastructure developments and the Spanish AECI has provided technical assistance and training of Namibian staff.

The inputs of ICEIDA to the project were technical assistance, both short and longer term, training of Namibian instructors abroad and contribution to the improvement of training facilities. NAMFI was to hire a deputy director to be a counterpart to the ICEIDA project manager, provide counterpart instructors, take measures to retain trained staff and the MFMR was to set NAMFI on a viable financial footing. The ICEIDA input was in part flexible so that the project could complement the inputs and activities of other development partners.

The main outputs envisaged were:

- The operation of NAMFI should develop towards increased sustainability and improved service to the maritime sector
- improved indigenous administrative and managerial capacity of NAMFI
- improved indigenous teaching capacity at NAMFI and improved ability of the institute to retain qualified staff
- improved facilities for practical training and instructional materials

This project agreement comes to an end at the end of this year and is the subject of the present evaluation.

The evaluation was prepared in late 2003 and early 2004. Field work was undertaken in Namibia in March and April. A feedback meeting was held in Walvis Bay on 15 April and a draft report submitted in early May. After receiving feedback the report was finalized and presented to ICEIDA in May.

Conditions at NAMFI were difficult during most of the project period. The NAMFI director blatantly used the institute to further his private interests and his suspension and eventual dismissal was unsettling and caused problems and delays. The Board of Trustees of NAMFI was also largely ineffective for several months. A new board has been appointed. An administrative manager appointed in November 2003 is now acting director and a new accountant and deputy director were appointed in April this year. The management team is thus considerably strengthened, but new to their posts. A new director still needs to be appointed.

There has been a high turnover of staff, in particular of instructors. Since the beginning of 2003 seven instructors have left and 15 have been hired. The MFMR has committed substantially increased funds to the operation of NAMFI and a new salary structure for NAMFI staff was implemented as from 1 April 2004.

The output at NAMFI has increased considerably over the last few years. At the same time the training has been in accordance with the STCW conventions of the IMO. Before 2001 the training followed an old South African system. Those who graduated with the lowest degrees cannot be awarded officer certification according to the new system. This affects over 100 NAMFI graduates out of a total of about 400-500. Many NAMFI graduates work for the government or government organisations, such as MFMR, NAMPORT and fourteen are instructors at NAMFI. There are about 300 NAMFI graduates among the estimated 900 Namibian officers on the fishing fleet. There are still about 600-800 foreign officers, mainly from Spain and South Africa, working on the Namibian fleet.

The graduates from NAMFI who are employed by the fishing industry appear mainly to be officers on small vessels or at lower grades on the larger vessels. Most of the officer training at NAMFI is at the lowest classes and there are some indications that NAMFI graduates do not find ready jobs. It is proposed that NAMFI should carry out a survey of the human resource situation in the industry and assess the training needs. A scholarship scheme or even a study loan system should be considered to replace or complement the cadets scheme to enable officers to study to higher levels of certification.

It is proposed that ICEIDA continues its support to NAMFI, but that full time technical support should be reduced and eventually withdrawn altogether. Full time technical support should in the first instance be considered until mid-2005, with possible extensions until the

end of the year or mid-2006. Increased emphasis should be placed on capacity building, training of instructors and short term consultancies. The details of further support should be worked out after a needs assessment for trained officers has been carried out and in consultations with NAMFI, the MFMR and their other development cooperation partners. An improved coordination and cooperation of the external partners is required.

1. INTRODUCTION

1.1 Background to the evaluation

The Icelandic International Development Agency (ICEIDA) has been involved in development cooperation with Namibia since Namibia gained independence in 1990. At first fisheries research and the operation of a research vessel was the focus of the assistance. At the time, this was the largest project ICEIDA had undertaken and Namibia became ICEIDA's main cooperative partner and remained so throughout the 1990s. In 1992, ICEIDA started to support maritime training in a small way when it provided one instructor to teach general seamanship and basic safety-at-sea courses at a training centre in Lüderitz.

When South Africa finally handed over Walvis Bay to Namibia in 1994, most of the maritime training moved there and the Namibian Fisheries and Maritime Institute (NAMFI) was formally established in 1996. NAMFI has received development assistance from several partners, including NORAD (Norway), CIM (Germany), AECI (Spain) and the EU, with the main involvement of the latter two being since late 2002. Until that time, ICEIDA had provided most development assistance and it is fair to say that no other partner has contributed more to the development of Namibian maritime training than ICEIDA. ICEIDA provided 6-7 full time instructors from 1995-2002, built several classrooms, provided equipment, supported training of Namibian instructors abroad and has throughout been responsive to the needs and requests of NAMFI and the Namibian authorities.

In 2001, ICEIDA had decided to reduce its support to Namibia and was planning to withdraw by the end of 2002. An internal evaluation of the development cooperation with NAMFI was carried out in early 2002 to guide ICEIDA and the Namibian authorities when the general agreement for development cooperation came up for review later in the year. The evaluation recommended continuing cooperation and also provided guidance for a formal cooperation project between the Ministry of Fisheries and Marine Resources (MFMR), NAMFI and ICEIDA. In the project document from October 2002, a formal evaluation in early 2004 was planned to study the activities undertaken and the results obtained. It was envisaged that ICEIDA's support to Namibia might come to an end at the end of 2004, and the evaluation was to take cognizance of this fact. It has been decided however that ICEIDA will extend its cooperation with Namibia beyond 2004, but would like to shift the emphasis of the cooperation towards community-based development projects. The current evaluation should be viewed against this background. The full terms of reference are given in Appendix 1.

1.2 Brief description of the project

There are only two harbours along the entire Namibian coast. The Namib Desert effectively separates the coast from the inland areas where most of the Namibian population live. Historically, the fish stocks in Namibian waters have thus been exploited by other nations, notably South Africa, and later other foreign fleets as well. Since independence, the Namibian government has made it a priority to Namibianise the fisheries sector. Consequently, the main objective of ICEIDA's assistance has from the beginning been to

provide training to enable Namibians to fill officers' posts on fishing vessels, both on deck and in the engine room.

During the early years, the main emphasis of the ICEIDA support was to train future officers for the fleet, but the emphasis shifted gradually to include general capacity building at NAMFI itself. As both NAMFI and the fisheries sector have developed, new goals have been set and the responsibility of NAMFI and the MFMR in the cooperation has increased. In the current project from 2002-2004, the cooperative nature of the development project is more explicit than previously. The project document provides a detailed rationale for the project and an explicit account of the commitment and responsibilities of each of the three partners. While the objective of the current project continues to be to provide the maritime sector with trained Namibian staff, it is emphasized that this should be done through the development of indigenous capacity at NAMFI. Specifically the objectives are as follows:

Development objective:

To provide the Namibian maritime sector with sufficient number of skilled work force to meet increased demands in conformity with international accepted standards.

Operational objective:

To develop and strengthen the effectiveness of NAMFI based on an indigenous sound financial and professional foundation.

The inputs of ICEIDA to the project were technical assistance, both short and longer term, training of Namibian instructors abroad and contribution to the improvement of training facilities. NAMFI was to hire a deputy director to be a counterpart to the ICEIDA project manager, provide counterpart instructors, take measures to retain trained staff and the MFMR was to set NAMFI on a viable financial footing. The ICEIDA input was in part flexible so that the project could complement the inputs and activities of other development partners. The main outputs envisaged were:

- the operation of NAMFI should develop towards increased sustainability and improved service to the maritime sector
- improved indigenous administrative and managerial capacity of NAMFI
- improved indigenous teaching capacity at NAMFI and improved ability of the institute to retain qualified staff
- improved facilities for practical training and instructional materials

The Logical Framework Approach (LFA) elements of the project are set forth in a project matrix in the project document and presented here in Appendix 2.

1.3 Methodology of the evaluation

Preparations for the evaluation began in late 2003 with the formulation of the terms of reference and assembling of documents. The team leader appointed by ICEIDA received some documents in Iceland in February 2004. He arrived in Namibia on 22 March 2004 and was briefed by the ICEIDA Country Director and received further documentation.

After initial meetings with the coordinator of the AECI, the MFMR and the National Planning Commission, the team leader was joined by an evaluator appointed by the MFMR. After consultations, further meetings in Windhoek ensued, first at the EU office and the following day with some members of the NAMFI Board of Trustees, lead by the Permanent Secretary of the MFMR. In addition to information gathered in meetings, data were also obtained from available data bases in the ministry and from ministry staff, and further documentation was collected.

This was followed by an 11 day visit to Walvis Bay where interviews were held with members of staff of NAMFI, including expatriate staff, NAMFI students, additional members of the NAMFI Trust, several representatives of the fishing industry and the Department of Maritime Affairs (DMA). Further documentation was assembled and data provided by various parties, especially the administrative staff at NAMFI. Concurrently data were analysed and parts of the report written, which often led to follow-up meetings, clarifications and requests for further information.

The evaluators worked separately from 5-12 of April, but met again on the 13th for consultations and preparation of a presentation of the evaluation to the NAMFI Board of Trustees and other stakeholders on 15 April. A draft report was completed and distributed to key stakeholders in early May and presented to the Board of ICEIDA. After receiving comments, the final report was completed in Iceland in May 2004.

The evaluation schedule is presented in Appendix 3, list of key informants in Appendix 4 and a list of the main documents consulted in Appendix 5. General background information is taken from the evaluation report from 2002, where further sources of information are also listed.

1.4 Acknowledgements

The evaluation was a learning process for the evaluators and we hope it will also be of benefit to ICEIDA and its partners in Namibia. We would like to thank the ICEIDA office in Walvis Bay, the Country Director and his assistant for their help and thoughtfulness. The acting director and staff at NAMFI were most helpful and provided upon request different types of information and organised interviews with staff and students. We are also grateful to the Board of Trustees of NAMFI, representatives of NAMFI's cooperative partners, the fishing industry and government agencies in Namibia for being both accommodating and frank in their discussions with us.

This evaluation benefited greatly from discussions and advice from Allyson Macdonald who was evaluating ICEIDA's community based projects in NAMIBIA during the same period.

2. MARITIME TRAINING IN NAMIBIA

2.1 Development since 1990

Marine fisheries policy in Namibia is based on three key strategies,

- rebuilding of fish stocks based on scientific assessment of stocks and the implementation of appropriate management measures,
- Namibianisation to counter pre-independence foreign domination, and
- empowerment of previously disadvantaged Namibians by the preferential granting of fishing rights

In line with these strategies, ICEIDA initially offered assistance in the area of fisheries research, but as stocks improved the attention was increasingly focussed on training Namibians for positions of responsibility on board fishing vessels.

Because of the geographical situation, small scale or artisanal coastal fisheries have never developed in Namibia. The fleet has always been industrial and this has called for formal training of officers and crew. In 1987 a mining company, the Rössing Foundation, established a general vocational training centre in Lüderitz. After independence the centre started to offer training for fishermen and motormen, to the lowest level of certification offered by the South African maritime training and certification system. The South African system was used in Namibia until 2001, when teaching was changed to be compatible with the conventions of the International Maritime Organisation (IMO).

In Walvis Bay the local fishing industry established the Seaman's Training Centre in 1986, which also trained to the lowest level of certification. This centre was primarily at the initiative of the pelagic sector and training took place during the off-season, from September to January. In addition some engineers received basic training at the Institute of Mining and Technology in Arandis, some 80 km out of Walvis Bay. After independence in 1990, Walvis Bay remained under South African rule until 1994. After handing over, the MFMR acquired sites for training in Walvis Bay and started building up a maritime training institute. The Namibian Maritime and Fisheries Institute was formally established on 4 July 1996 with the foundation of the Namibian Trust for Maritime and Fisheries Training, which now is the party responsible for maritime training in Namibia and the operation of NAMFI.

To begin with, training took place both in Lüderitz and Walvis Bay, but from 1998 the Board of Trustees decided that most of the training should take place in Walvis Bay and the facilities in Lüderitz regarded as a satellite campus. Today, activities in Lüderitz are limited to basic compulsory courses in safety and seamanship.

Until the present project, the main objective of the development cooperation between ICEIDA and NAMFI and its predecessors has focussed on training Namibians to serve as officers on board fishing vessels. Fisheries form one of the back bones of the Namibian economy. The fleet is highly industrialised and at independence most officer positions were

held by foreigners. NAMFI however has also strived to cater for the needs of the mining industry (some 20 small vessels), three patrol boats of the MFMR, and harbour tugs of the Namibian Port Authority (NAMPORT). The first Namibian cargo vessel was registered earlier this year. The NORAD assistance to NAMFI has focussed almost exclusively on the training of officers for the patrol boats. The total number of fishing vessels now exceeds 300. The available positions for qualified deck officers and engineers is thus by far the greatest on board fishing vessels, where training requirements are considerably less than those for the merchant fleet.

NAMFI offers basically five types of training, i.e. courses for deck officers, courses for marine engineering officers, short safety courses for all crew members, short in-service type of courses and finally courses for fisheries inspectors and observers from the MFMR and the Fisheries Observers Agency.

2.2 Training of officers according to IMO standards

The qualifications and rights of officers depend on the level of formal education and the length of time and nature of their accumulated experience at sea. It is important to understand the system to be able to assess to what level students are being trained at NAMFI, in relation to the qualifications required for deck officers and engineers of different ranks.

At the start of his/her studies, a person with no sea experience needs to take a four week induction course in basic seamanship and safety-at-sea. This is ideally followed by six months sea time, after which the candidate should undergo a four to six week course which covers basic principles for deck officers (Efficient Deck Rating, EDR) or engineers (Efficient Engine Rating, EER). On the successful completion of these courses the candidates receive the title “Able seaman”. After a further 18 months of approved sea-time, candidates can take a Class 6 course, which is 5.5 months of formal school training. The candidates then submit a certificate from NAMFI and evidence of appropriate sea-time experience to the DMA which then issues a Class 6 ticket. To attain higher classes, more formal training is needed as well as more sea time. Increased demands for approved sea time, manifested in the size of the vessels, their operational area and the position filled by the candidates, are made for the attainment of higher classes. A general schematic representation of this process is presented in Appendix 6.

Experience at sea, or sea time, must meet certain conditions to count towards the qualification or “tickets” that officers are awarded. NAMFI is responsible for the training at the institute, but has no legal obligation to provide sea time. This is the responsibility of the students and the industry. NAMFI has however signed a number of formal training agreements with fishing companies, securing 89 places for the NAMFI cadet scheme. This is a scholarship scheme which annually has provided 20-30 students with scholarships to complete the lowest level of officer training, including sea time. It is paid for by part of the direct contributions from the MFMR, either from their own budget or from special funds that the ministry controls.

The Department of Maritime Affairs issues tickets based on proof of the successful completion of the formal courses at NAMFI, and approved sea-time. It is clear from the way the system is designed, that the industry should carry just as great a responsibility as NAMFI for the training of future engineers and deck officers. Some companies take this responsibility seriously, but others do not. Chief engineers or captains are supposed to keep track of the trainees, and confirm that the trainees have performed and mastered certain tasks with a signature in a training book issued by the DMA. This is however not always done. Sometimes the reason may be one of language difficulties (there are many Spanish and some Russian senior officers on the Namibian fleet), but students also feel that foreign officers are not always responsive to their needs and may even in some cases deliberately sabotage their training.

The demands for formal training and conditions for sea time in Namibia follow the conventions of the IMO, which Namibia is in the process of implementing. It is also the role of the DMA to inspect NAMFI and judge whether the training offered meets those standards.

There are two IMO conventions on the training and certification of officers, one for merchant vessels (STCW-78/95) which over one hundred countries have approved, and another one for fishing vessels (STCW-F), which has not entered into force yet. Only five countries have approved the fishing convention so far, but fifteen are needed for the convention to enter into force. The educational requirements are quite different for the two conventions, with considerably more formal coursework required for the merchant fleet which operates outside countries' EEZ. Class 6 is the lowest qualification for officers.

2.2.1 Training and qualifications of deck officers

The Government of Namibia has recently gazetted new regulations on the training, qualification and certification of Namibian seafarers. The new regulations are an important step towards the adoption of the STCW-78/95 and STCW-F conventions of the IMO. The required qualifications for different levels of certification for deck officers are summarized in Tables 1 (merchant fleet) and 2 (fishing fleet).

To be certified as deck officers on fishing vessels, formal training beyond Class 5 is not required and Class 6 gives rights on vessels up to and including 24 m. Of about 300 fishing vessels in Namibian waters, about 60% are longer than 24 m. The smaller vessels will generally only have one deck officer, the captain; while larger vessels commonly have up to five deck officers.

Table 1. Merchant fleet certificate limits of deck officers, in terms of the size of vessels (Gross registered tonnes, GRT) and operational area for three levels according to Namibian regulations. To qualify for a ticket of a certain class, the applicant must have completed the corresponding training (e.g. Class 6, 5 etc.) and the required sea time.

Deck officer class	Master	Chief mate	Officer in charge of navigational watch
Class 6	≤ 200 GRT Coastal waters	≤ 200 GRT Coastal waters	≤ 500 GRT Within EEZ
Class 5	≤ 500 GRT Within EEZ	≤ 500 GRT Within EEZ	≤ 500 GRT Within EEZ
Class 4	≤ 500 GRT Within EEZ	≤ 500 GRT Unlimited	Unlimited Unlimited
Class 3	≤ 3000 GRT Within EEZ	≤ 3000 GRT Unlimited	Unlimited Unlimited
Class 2	≤ 3000 GRT Unlimited	Unlimited Unlimited	Unlimited Unlimited
Class 1	Unlimited Unlimited	Unlimited Unlimited	Unlimited Unlimited

Table 2. Fishing fleet requirements for different levels as deck officers, according to a new regulation in line with the STCW-F convention. Note that the requirements for each level are progressive. To get certification as Skipper II-F, 12 months of sea time are required over and above what is required for Mate II-F, and to ascend to the next level, additional sea time and Class 5 are required.

Qualification	Required training		Certification to work according to	
	Formal training	Sea time	Vessel size	Area
Mate II-F	Class 6	24 months on deck on vessel ≥ 12 m, or 12 months w/training book	≤ 24 m	Within EEZ
Skipper II-F	Class 6	12 months as officer on navigational watch on fishing vessel ≥ 12 m in EEZ	≤ 24 m	Within EEZ
Mate I-F	Class 5	12 months as officer on navigational watch on fishing vessel ≥ 12 m in EEZ	Unlimited	Unlimited
Skipper I-F	Class 5	24 months as officer on navigational watch on fishing vessel ≥ 12 m in EEZ, or 12 months as skipper on vessel ≥ 12 m instead of 24 months on navigational watch	Unlimited	Unlimited

2.2.2 Training and qualifications of engineers

The new training regulations also stipulate the required qualifications engineers must have for different levels of certification. Again there is a distinction made between the merchant fleet and fishing vessels, in accordance with the STCW-78/95 and STCW-F conventions of the IMO (Tables 3 (merchant fleet) and 4 (fishing fleet)). As is the case for deck officers, the

formal requirements for engineers are much greater for the merchant fleet. A holder of a Class 5 ticket cannot be in charge of an engineering watch of a merchant vessel (Table 3), but he/she can become a chief engineer on a fishing vessel with a main engine less than 1200 kW (Table 4).

Table 3. Merchant fleet requirements for formal courses required for various levels of certification (size of engine) for engineering officers. Considerable sea time is also required (Appendix 7).

Formal courses	Chief engineer	Second engineer	Officer in charge of an engineering watch
Class 4	N/A	N/A	Unlimited
Class 3	≤ 1500 kW	≤ 3000 kW	Unlimited
Class 2	≤ 3000 kW	Unlimited	Unlimited
Class 1	Unlimited	Unlimited	Unlimited

Table 4. Formal courses required for various levels of certification (size of engine) for engineering officers in the Namibian fishing fleet. Considerable sea time is also required (Appendix 7).

Training and certification	Chief engineer	Second engineer
Class 6 – II – F	N/A	< 750 kW
Class 6 – I – F	< 750 kW	< 1200 kW
Class 5 – F	< 1200 kW	< 3000 kW
Class 4/3* – F	< 3000 kW	Unlimited
Class 2/1 – F	Unlimited	Unlimited

*Class 3 requires more sea time, but no more formal studies than Class 4. The difference between Class 2 and Class 1 is similarly one of experience.

With a Class 6, a person could become the second engineer of a vessel with an engine less than 750 kW, which applies to about 60% of the fishing fleet. Many and probably most of these vessels will not have a second engineer though. With a Class 5 one can become the chief engineer on about 75% of all fishing vessels in Namibian waters, and second engineer on all but 3%.

3. PROJECT RELEVANCE

3.1 Fisheries in Namibia

The fishing grounds off the Namibian coast are among the most productive in the world, and are characterized by relatively few species of commercial importance, but generally a great abundance of each stock. The Benguela current brings cold nutrient rich waters from down to 300 m depth to the surface along the entire coast, although some areas are more strongly influenced than others. The current is wind-driven and its strength depends on the strength and persistence of trade winds, which show considerable inter-annual variation. Changes in upwelling lead to changes in productivity and thus ultimately fish production. Such changes are first noticed in relatively short-lived pelagic species, but are ultimately felt in all stocks. Fluctuations are thus a natural feature of the fishery.

The Namibian fisheries can be divided into a few quite distinct categories. The main fisheries are those for hake (demersal), horse mackerel (midwater) and pilchard (pelagic), but in addition there are some small but lucrative fisheries for other species, such as some demersal fish species, tuna, crab and lobster. Total landings in 2000 were about 587 000 tonnes, including 163 000 t of hake, 344 000 t of horse mackerel and 25 000 t of pilchard. Maximum sustainable yield is estimated in the range of 760-940 000 t.

The export value of fish and fish products doubled from 1996-2000, reaching 2 833 million N\$ and accounting for approximately a quarter of the value of exported goods in 2000. Exports of ores and minerals accounted for 53%, which is mainly because of diamond exports (38%). Diamonds are in part mined from the seabed along the south coast and in Lüderitz there are about 20 small vessels (30-60 GRT) engaged in this business. In terms of GDP the contribution of fisheries fluctuated between 5.2% and 7.9% from 1993-2000.

At independence the fisheries were mainly in the hands of foreigners and the stocks were depleted. It became a priority for the newly independent nation to build up the stocks and to Namibianise the fisheries. There is a need to develop indigenous capacity and reduce the dependency on foreigners to exploit Namibia's marine resources.

3.2 Principles and priorities of ICEIDA

ICEIDA has a relatively short history and operates on the basis of a law from 1981. It is charged with the implementation of bilateral assistance. Cape Verde was the first country ICEIDA entered into cooperation with, but ICEIDA's formal involvement there ended in 2000. Malawi became a cooperation partner in 1988, Namibia in 1990, followed by Mozambique and most recently Uganda. The current country agreement with Namibia expires at the end of 2004, but a new country agreement is expected to be signed before the end of the year. At the same time the ICEIDA office will gain diplomatic status and be moved to Windhoek.

ICEIDA has concentrated its assistance in areas where Iceland has a comparative advantage, and where special knowledge and experience can be brought to the implementation of projects through capacity building, both at the institutional and individual levels. Originally, the majority of bilateral projects revolved around fish and fisheries. Over the last decade or so, there has been a gradual shift in emphasis to community based projects where ICEIDA tries to bring about sustainable improvement in the living conditions of the poorest people.

Today, only a fraction of ICEIDA's budget goes towards fisheries related projects. The present NAMFI project, although substantially reduced from earlier assistance to NAMFI, is one of the largest of the fisheries related projects in which ICEIDA is currently engaged.

4. EFFICIENCY

In this chapter we look at the individual outputs of the project in terms of inputs and activities.

4.1 Inputs and activities

ICEIDA provided six instructors until the end of 2002. Since then there have been three full time Icelandic instructors.

- One instructor has considerable experience in managing a maritime training institute in Iceland. He is the ICEIDA project manager, and apart from administrative duties he also teaches in the navigation department. He started at NAMFI in June 2000 and in 2002 he had been serving as a deputy director of NAMFI for some time. It was the intention that he would become a counterpart to a Namibian deputy director NAMFI would hire. A new deputy director assumed his post in April 2004.
- The second ICEIDA instructor is currently acting as head of the engine department, while the Namibian head of department is away on study leave in South Africa. He started at NAMFI in April 1999 and has been instrumental in designing and refurbishing workshops and installing various types of equipment for practical training.
- The third ICEIDA instructor started at the beginning of this year and teaches in the navigation department. He does not have a counterpart.

ICEIDA has provided short-term consultancies (4-6 months) equivalent to one full time position. So far there have been three consultancies.

- A consultancy to develop a business plan for NAMFI, which took place during the first half of 2003.
- A consultancy to assess the safety department and advise on its development, which took place during the second half of 2003.
- The third consultancy started earlier this year. The aim is to consolidate notes and review training materials in radio communication (GMDSS), working with a Namibian counterpart. This subject is taught in the deck officer classes, but it is also offered as a 4-6 week specialist course for captains and senior deck officers.

ICEIDA has provided training for NAMFI instructors abroad.

- One instructor has recently returned from a nine month study visit to Iceland where he specialised in fishing technology.
- Two engineering instructors are currently studying to the management level in Cape Town, South Africa. They are expected to return from their 15 month training at the end of this year.
- A new head of the safety department undertook a one month study tour to England and Iceland in March/April. The tour was organised and paid for by ICEIDA.

ICEIDA has contributed substantially to the upgrading of teaching facilities.

- With delays in the EU project there has been a dire need for making the new facilities operational. With a relatively light teaching load in the engine department, the ICEIDA engineer has devoted much of his time to improving the facilities. He has worked with his Namibian colleagues as much as their time has permitted.

4.2 Outputs

Below is a summary of progress for each of the outputs, as presented in the project document:

4.2.1 *Improved and sustainable foundation of NAMFI*

The ICEIDA economic adviser to the MFMR looked into various options to secure and increase long-term national financing, and an ICEIDA business consultant developed a business plan for NAMFI. This was done with the participation of the managerial staff and the MFMR. There is no doubt that this work was carried out in the spirit of institutional capacity building and it has had a considerable effect on the way the Board and staff at NAMFI view their responsibilities and act on them.

The MFMR has increased its contributions to NAMFI substantially, both through contributions from the budget and the Marine Resources Fund (MRF) which the ministry manages. Funding is now committed two to three years in advance, providing a good basis for planning at NAMFI.

4.2.2 *An improved indigenous administrative and management capacity at NAMFI*

The ICEIDA project manager was also deputy director at NAMFI before the present project started. A Namibian deputy director was to be hired from 1 April 2003, but this did not happen. The director was suspended from his post in July and the ICEIDA project manager stayed on as a deputy director and for a while as acting director.

An administrative manager was hired and started working at NAMFI in November 2003 and has been acting director since December. A Namibian deputy director was employed and started working in April 2004. Instead of acting as counterpart to managerial staff at NAMFI, in particular to a deputy director, the role of the project manager has been one of gap-filling until now. The NAMFI director was finally dismissed in April 2004, and it may take some time to recruit a new director.

4.2.3 *Improved ability to retain qualified instructors*

For most of its life, NAMFI has been dependent on expatriate instructors for the planning and teaching of courses. Over the last two years the number of Namibian instructors has almost doubled, from 12 to 23. During the project period, seven instructors have left NAMFI and 15 new instructors have been hired. Turnover of instructors is still high. Most of the new instructors have limited experience and qualifications for the job. NAMFI has only a handful of relatively experienced and well qualified staff and most of them are away on training.

The ICEIDA business consultant proposed substantial changes in the salary structure at NAMFI. A new salary structure, similar to the proposed one has been adopted and put into effect as from 1 April 2004. It is too soon to evaluate the effect this might have on the retention of staff, but the management of NAMFI and the Board should not regard the measures taken so far to be a final solution. The terms of employment at NAMFI should be evaluated and revised regularly. They need to evolve with changes in the fishing industry and society in general.

4.2.4 Improved indigenous teaching capacity at NAMFI

Teaching capacity depends on the number of instructors and their skills, experience and academic qualifications. With the large number of new and fairly inexperienced instructors, there is a considerable need to offer them training opportunities. This has been done by offering training abroad and through counterpart training, both by ICEIDA and the AECI. One instructor in the navigation department has recently returned from nine months training in Iceland and the recently appointed head of the safety department has just returned from a month-long study visit organised and funded by ICEIDA. Both felt they had benefited greatly.

The Icelandic instructors have not always had Namibian counterparts. Out of seventeen instructors in the navigation and engine departments, five have been away for training abroad, four have been counterparts to Spanish instructors and one or two counterparts to Icelandic instructors. In addition the ICEIDA instructor in the engine department has had instructors working with him on the improvement of the workshops. It is clear that it is difficult for NAMFI to fulfil all its obligations in this regard. Expatriate instructors, counterparts and students alike expressed reservations about this system of training the trainers. Counterpart training would be more successful if the counterparts had more experience and theoretical knowledge. Counterpart training needs to be complemented with formal training, as has in some cases indeed been done.

4.2.5 Up-to-date teaching and instructional materials at the institute.

All expatriate instructors are required to make comprehensive and accessible lecture notes and the making of teaching materials is an integral part of counterpart training when that takes place. It is clear though that the Namibian instructors must have enough experience and knowledge to modify the materials to the approach they themselves decide to take in their teaching. One must be careful to promote and not stifle professional development of instructors when preparing training materials.

4.2.6 Improved facilities for practical training

ICEIDA has always been responsive to the needs of NAMFI and has throughout contributed considerably to the facilities. For this project, the emphasis has been on equipping the workshops for practical training in the engine department. Delays in the implementation of the EU project meant that this work only started in earnest in mid-2003. It has however

progressed well, both because of limited teaching in the department and also because it has been decided to channel some of the funds that had been earmarked for technical assistance into this part. Main and auxiliary engines have been installed and are now used for practical training, workshops have been refurbished and equipped. The ICEIDA instructor has been resourceful, innovative and practical in his work and has managed to create excellent training facilities with relatively limited funding. This approach and attitude is a good example to counterparts and students alike.

Although much has been accomplished, much remains to be done. This includes the renovation of the Monodon, a small trawler donated by ICEIDA to be used for practical training for both deck and engineering officers, and the installation of a wheelhouse in the new facilities. It is clear that the envisaged work on the facilities will not be completed by the end of the project period, even if progress has been good.

4.2.7 Trained personnel for the marine sector

The output of NAMFI has doubled in the last few years, even if the total number of expatriate instructors has remained constant. Most of the training is at Class 6 and Class 5 level. There has been limited demand beyond Class 5 in the navigation department and Class 6 in the engine department. Demand for training beyond Class 5 is almost exclusively from other government institutions. The fishing industry has complained about the fees, the length of training and the timing of the courses. NAMFI must be sensitive to the needs and nature of the fishing industry.

5. EFFECTIVENESS

In this chapter we focus on the institutional developments at NAMFI which relate to the operational objective of the project. The focus will be on institutional capacity, including managerial, financial and professional aspects, and the involvement of ICEIDA. It must be kept in mind that NAMFI and the MFMR have during the project period been taking on increased responsibilities as regards staffing and financing. NAMFI and the MFMR have also had other development partners during the project period. These include the EU which is providing infrastructure and equipment, the AECI which is contributing four instructor posts and providing training for Namibian instructors in Spain and counterpart training at NAMFI, and NORAD which has contributed two instructors in the navigation department, mainly to provide teaching up to Class 2 level for the training of deck officers for the three MFMR patrol boats. The final withdrawal of NORAD support will be at the end of 2004.

5.1 Management at NAMFI

The NAMFI Board of Trustees is appointed for a three year term, and a new Board was appointed in May 2003. Three members were re-appointed, including the chairman who was a former Permanent Secretary of the MFMR, and the current Permanent Secretary. The old board had not been very active and no meetings were held over a six month period from 18 November 2002 until the new Board met on 24 May 2003. In late July, the director of NAMFI was suspended from his post, suspected of fraudulent practices and the ICEIDA project manager took over as acting director. At a Board meeting on 17 September 2003 it was decided that the chairman of the Board should step in and assume the responsibilities of a director. The intention was that he would be three days a week at NAMFI, but in reality, his presence fell well short of this. A new and well qualified administrative manager was appointed on 1 November 2003. He had a steep learning curve. The chairman had only half a day with him at NAMFI and was not seen there again before his untimely death in late November. The administrative manager has since been acting director.

It is clear that the trust the Board of NAMFI put in its director was misplaced, and at a Board meeting on 15 April 2004 it was finally decided to dismiss the director. The new Board decided to restructure the operation of NAMFI. New job descriptions were made for all posts at NAMFI and a revised salary structure approved. Existing staff were given the option of applying for the new posts. As a result, three staff, including one general instructor, was not re-employed.

From this account it can be seen that 2003 was a turbulent and trying year for NAMFI. In spite of this, considerable progress has been made. The new administrative manager and present acting director has proven to be well suited for the job, and has with the backing of the NAMFI Board taken action to improve the operation of NAMFI.

NAMFI is headed by a director, assisted by a deputy director. At the outset of the present project it was quite evident that the director was giving much of his time and energy to private interests, at the expense of his job. Most of the institutional responsibilities were on the deputy director, who was also the ICEIDA project manager. The administrative staff was newly employed and in need of guidance, but got little support from the director. At that time there were, apart from the director, six other administrative staff and seven maintenance and temporary staff. When the 2002 evaluation was carried out, it was almost impossible to get numerical information on staff, students or finance. It was clear that the institute was then poorly managed.

New instructors and administrative staff were then employed, but management was not strengthened, and NAMFI continued to rely heavily on the ICEIDA project manager. Promises from the NAMFI Board of Trustees to hire a new deputy director to become a counterpart to the ICEIDA project manager did not materialise, till recently. The coordination necessary to take maximum advantage of four externally funded development projects was not there. An EU funded project on the development of infrastructure at NAMFI had been in preparation since the mid-nineties and finally got underway in March 2002. A project funded by the AECI was strongly linked to the EU project and started in late 2002 with the arrival of a project manager and one instructor. Since the beginning of 2003, there have been three Spanish instructors in addition to the project manager. By late 2002 there were already delays in the implementation of the EU project which caused untold problems, for staff and students alike. Had it not been for the commitment and resourcefulness of the ICEIDA and Spanish staff, little teaching would have taken place at NAMFI in 2003.

There has been more than a doubling of Namibian staff at NAMFI over the past two years, but unfortunately the hiring of new staff appears not always to have been based on merit. This may apply both to the teaching and non-teaching staff, and accusations of nepotism were levelled against the previous director.

The former director was to nominate four instructors to go for further training in Spain, as part of the cooperation agreement with the AECI. After several delays, three were sent, including a newly hired and inexperienced instructor, who also happens to be a close relative of the former director. This instructor was subsequently sent back home as he had neither the experience nor the academic background required.

Similar examples can be found on the administrative side. A young woman from Walvis Bay claimed to have completed the first two years of studies at UNAM in electrical engineering. The director of NAMFI assisted her in applying for a scholarship to ICEIDA, and she was willing to come back to teach at NAMFI on the completion of her studies. The application was approved by the Board of ICEIDA in March 2001. She accepted a total of N\$ 23 444 in 2001 and 2002. Only when a newly appointed ICEIDA country director started making inquiries did it come to light that the bursary holder had failed her university studies in 1999 and 2000, and had not even been registered in 2001 and 2002. To add insult to injury, the

NAMFI director then hired her to work in the office, claiming that this way he could deduct some of her debt from her salary each month!

The top management team has also been considerably strengthened. A qualified chief accountant and a new deputy director have recently been hired and started in their new posts at the end of March and in early April 2004. Apart from the new management team there are eleven other administrative staff and nine maintenance, cleaning and temporary staff. It now remains to be seen how soon a new director will be appointed. Most of the current managerial and administrative staff are recent in their posts and will need support and guidance. In an interview, the new deputy director claimed that he would rely on guidance from the ICEIDA project manager. Recent decisions concerning a study visit to Cape Town indicate a different set of priorities that ICEIDA would have chosen. Even so, the managerial and administrative capacity has probably never been better and one can expect the institutional structures of NAMFI to continue to improve.

5.2 NAMFI finances

The financial year of NAMFI is from 1 April to 31 March. The main income of NAMFI is from course fees and contributions from the MFMR (Table 5). It should be noted that these direct contributions are expected to cover amongst others, the cost of the NAMFI cadet scheme, but the MFMR pays fees for those of its own staff sent to NAMFI for training, such as officers on research vessels and patrol boats. The MFMR also pays fees for the training of fisheries inspectors and observers.

For many years the budget of NAMFI was very modest. Even if it has increased substantially much of the costs are still borne by others. Until recently, most of the teaching was done by expatriates paid for by various development agencies, who also contributed to infrastructure, equipment and costs of training staff. Income remained at a similar level from 1998/9 – 2001/2 (Table 5), but was in fact reduced when inflation is taken into account. At the same time, expenditure increased considerably. Instead of having substantial surplus year after year, NAMFI used up its accumulated reserves to cover deficits in 2000/1 and 2001/2. Increased costs over the past four years are to a large extent due to increased number of staff. Even so, salaries only constitute about 45% of the total expenditure. It is not clear if some benefits payable to staff are classified as operating expenses, as these seem quite high. Salary expenses are likely to continue to increase, not so much because of further staff increases, but because staff salaries will have to be competitive.

Table 5. A summary of audited accounts of NAMFI and preliminary results for 2003/4. All figures are in 1000 N\$. The contribution from MFMR in 1998/9 and 1999/0 is probably overestimated and mainly made up of training fees for MFMR staff.

Income	1998/9	1999/0	2000/1	2001/2	2002/3	2003/4
MFMR	2 663	3 016	2 000	984	2 571	4 300
Course fees	1 140	672	1 898	3 696	4 959	4 140
Donations	29	25	170	94	20	59
Interest on capital	200	259	295	77	9	10
Other income	110	214	29	34	107	210
<i>Total income</i>	<i>4 142</i>	<i>4 186</i>	<i>4 392</i>	<i>4 885</i>	<i>7 666</i>	<i>8 719</i>
Expenditures						
Salaries	741	1 009	1 557	2 398	3 272	3 043
Operating expenses	2 219	2 519	3 456	4 045	3 863	3 272
Capital expenses	207	259	143	1 743	316	611
<i>Total expenses</i>	<i>3 168</i>	<i>3 788</i>	<i>5 156</i>	<i>8 186</i>	<i>7 451</i>	<i>6 926</i>
<i>Surplus/deficit</i>	<i>974</i>	<i>398</i>	<i>-764</i>	<i>-3 300</i>	<i>215</i>	<i>1 794</i>

Although it is nominally the responsibility of the Board of Trustees of NAMFI to secure funding and guarantee the efficient running of the institute, the final responsibility is assumed by the MFMR. The Permanent Secretary of the ministry is also the chairman of the Trust. During the beginning of the project period, the finances were one of the main issues, and a short term consultancy ICEIDA provided during the first six months of 2003 was to develop a business plan. This plan addressed the need for NAMFI to have increased contributions from the MFMR, and that such contributions be committed three years in advance. It also analysed the need for increased staff salaries, but above all it contributed to the professional development of the administrative and academic staff at NAMFI. It has led to a new way of thinking and has provided a working tool for the Board of Trustees and NAMFI management. The importance of the short term business consultancy was highlighted in several interviews, by Namibian and expatriate staff alike. As the situation is now though, none of the top management staff at NAMFI were in their posts when the consultancy took place.

The MFMR contribution is from two sources, i.e. the regular budget of the ministry and from the Marine Resources Fund (MRF), which comes from levies on fish caught. The income of the MRF is thus dependent on the catches, but it has increased steadily, mostly as a result of a better recovery of levies, rather than increased catches. The MFMR has decided to commit 15% of the income of the MRF to NAMFI, as compared to 10% previously, an increase of 50%. In addition, the direct contribution from the budgetary contributions to the MFMR has also been increased. The contributions from the MFMR are shown in Table 6, including the planned contribution for the next two years.

It is evident that the MFMR has shown a considerable commitment towards a financially viable NAMFI. As donor support to NAMFI is likely to continue to decrease, the MFMR must be prepared to play a leading role in securing increased income for the institute. The future needs of NAMFI will largely depend on training needs and the development of salaries in the maritime sectors.

Table 6. Contributions from MFMR to NAMFI for the past two year and projections for the next two years. The contribution from the MRF depends on landings and is therefore subject to fluctuations. All figures are in 1000 N\$.

Financial year	2002/03	2003/04	2004/05	2005/06
From the MFMR budget	700	700	1 100	1 100
From the MRF	1 800	3 600	4 100	4 900
<i>Total</i>	<i>2 500</i>	<i>4 300</i>	<i>5 200</i>	<i>6 000</i>

5.3 Staffing in the teaching departments

As is the case in the administrative part of NAMFI, there has also been a large increase in the number of Namibian teaching staff. The number of expatriate instructors has remained the same during the project period, but the number of Namibian instructors has doubled (Table 7). Most of the expatriate instructors are in the navigation department.

Table 7. Number of instructors at NAMFI in March 2002 and April 2004. Not included in the table are Icelandic short term consultants, which would bring the number of expatriates to 10.

Department	2002		2004	
	Namibian	Expatriate	Namibian	Expatriate
Deck dept.	4	5	7	6
Engine dept.	4	3	10	3
Safety dept.	3	1	5	0
General	1	0	1	0
<i>Total</i>	<i>12</i>	<i>9</i>	<i>23</i>	<i>9</i>

5.3.1 Navigation department

Of the seven Namibian instructors in the navigation department, four have come through the NAMFI cadet scheme and another two were MFMR staff who trained at NAMFI (referred to as ministry cadets). Three were employed in 2003, less than a year after completing their studies at NAMFI. The two most senior instructors, including the head of department, have completed Class 4, and are thus at the operational level according to IMO standards. One of them is presently on maternity leave. Of the others, three have completed Class 5 and two Class 6 or equivalent, the lowest level of certification under the current system. There are at present 7-8 expatriate teachers in the department.

It is difficult to envisage how the department is to function without expatriate instructors in the near future. No Namibian staff is away on training at the moment, but three serve as counterparts to expatriate instructors. Students find that junior and trainee instructors generally lack the knowledge, experience and skills to teach. The expatriate teachers also find that their counterparts progress slowly. The trainee instructors themselves want to be given the opportunity to receive further formal training and certification.

5.3.2 *Engine department*

Of the 10 Namibian instructors in the engine department, eight were employed in 2003. Of the eight, seven have come through a cadet scheme, and completed their training in recent years, and one is a fitter and turner. At least five of the cadets had been employed as second engineers on fishing vessels before joining NAMFI.

Four instructors from the engine department are currently abroad. Two of them will complete 15 months of study in South Africa at the end of 2004, sponsored by ICEIDA, and two will return from training in Spain at the end of 2005. All of them should by the end of their training be at the management level according to IMO standards, but will still require more sea experience. Two Namibian instructors serve as counterparts to Spanish instructors, and most Namibian instructors work with the Icelandic acting head of department on improving facilities for practical training. Of the six Namibian instructors now teaching in the department, two have Class 4, two Class 5, one Class 6 and one is a fitter and turner.

The formal education level is much higher among the instructors in the engine department than on the navigation side. Most of the Namibian instructors are however very recent in their posts. The four who will return from their studies in South Africa and Spain at the end of this year and in the latter half of 2005 will still need further sea time to reach the highest level of qualification.

5.3.3 *Safety department*

There are five Namibian instructors in the safety department. Three of them, including the head of department, were employed earlier this year. In addition to the instructors, the liaison officer doubles up as an instructor and they are assisted by two handymen. One instructor and one handyman are located in Lüderitz. Two instructors resigned last year and one in 2002. A recent ICEIDA consultancy revealed that the department had neither the facilities, equipment nor qualified staff to train at an acceptable standard the Namibian seafarers required to undergo basic safety training. Yet, this department has for the past three years held courses for 1300-1400 Namibian seafarers each year and course fees generated are a major source of income for NAMFI. The courses are in high demand as they are obligatory for every one of the estimated 8000-9000 Namibian seafarers.

The new head of department has a naval background and 5 years formal training to the BSc level at a naval academy in Brazil. Although new to the job, he is already planning improvements in the department, based on the recommendations set forth in a report by the ICEIDA consultant. Like other departments, the safety department now has a separate budget which makes planning possible. The department still needs considerable support in the training of instructors and preparation of suitable training materials. A follow-up consultancy with a broader mandate to provide further support is appropriate.

5.3.4 Salary structure and retention of qualified staff

A large proportion of instructors leave NAMFI because of poor conditions of service, especially salaries. Seven instructors left NAMFI in 2003 and the first four months of 2004 and fifteen have been hired during the same period. No training institution can develop normally under these circumstances. This highlights the importance of good management and competitive terms of employment, both of which have been absent during the past two years. Although there has been a considerable increase in the number of Namibian instructors over the past two years, it should be noted that most of these are inexperienced and will also need further formal training.

New instructors have in most cases limited experience and have been promoted or seen possibilities for advancement on board vessels. All but two in the engine and deck departments have come through cadet schemes which means that they generally do not have a maritime background before they start their studies. Many appear to seek employment at NAMFI in the hope of receiving further training and better formal qualifications. Most hold a position of junior or trainee instructor. They are not ideal counterparts to more experienced expatriate instructors and students feel that the Namibian instructors are generally not up to the task of teaching.

A considerable effort was made during the ICEIDA consultancy to figure out what might constitute competitive salaries. As part of the restructuring at NAMFI, all posts have been graded according to a scheme that is commonly used in Namibia and a new salary structure approved. This has led to up to 50% increases in salaries as from 1 April this year. Yet the salaries are still below the market average for the same grading (Table 8), and much lower than can be obtained out at sea if officers manage to advance beyond the lowest positions.

The AECI funded project at NAMFI attempted to recruit an experienced and well qualified Namibian instructor, offering a monthly salary of N\$ 23 000. Only a handful applied and none of them were found to be suitable for the job. Even so, it is recommended that NAMFI should in future try to hire instructors with better qualifications and more experience than has generally been the case during the last couple of years. The effect of the new salary structure should be evaluated after a year or so. It is doubtful whether the improved salary structure is enough to retain the best instructors.

Table 8. Current monthly salaries for instructors at NAMFI as compared to the salaries proposed by the ICEIDA business consultant and positions of comparable grades in the job market. All figures are in N\$. The market averages are obtained from the 2004 Annual Salary Survey, conducted by Jobs Unlimited and endorsed by the Namibian Chamber of Commerce.

NAMFI position	Grade	NAMFI salary	Proposed by consultant	Market average
Head of department	D2	14 146	12 537	16 322
Instructor	C5	10 983	10 951	11 762*
Junior instructor	C3	8 595	9 565	10 087
Trainee instructor	C2	7 489	7 971	8 824

*This is the average for C4, average for C5 was not available.

5.4 Courses offered and NAMFI output

The output from NAMFI is dependent on both the capacity of the institute to offer courses, but also on the demand. In recent years, courses for the training of officers have been held mainly for Class 6 and 5, even if courses for higher classes have been advertised.

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

5.4.1 Navigation department

Since the beginning of 2001, NAMFI has advertised courses for the full range of Classes, i.e. Class 6, 5, 4/3 and 2/1. Class 6 has been run in two groups every semester except the first semester of 2001 when teaching only took place in one classroom. Class 5 has been taught as one group per semester, except for the second semester of 2001 when there were not enough applications. Class 4 was only taught during the first semester in 2001 and again a year later. Although on offer each term, the only intake for Class 2/1 was in the second semester of 2003. The students in this course are mainly the same as those who took Class 4/3 earlier and are being trained to man the MFMR patrol vessels.

The number of students completing deck officer training at NAMFI since 1994 is detailed in Table 9. Prior to 2001, the qualifications received from NAMFI were according to the old South African system. The majority of students in 1994-2000 trained to Grade 4, the lowest level of the South African system. Those do not meet the minimum requirement under the new system and Grade 4 from the old system does not give a “ticket” under the new system. One 3.5 month long bridging course was held with 12 students in 2001. After that it was decided that those with Grade 4 would have to take the full Class 6 course. It is estimated that since 1994, NAMFI has produced over 200 deck officers to various levels of competency according to today’s standards. Of those almost $\frac{3}{4}$ have gained their certification over the past three years. About half continue their studies beyond the minimum level of requirement.

During the first term of 2004, a total of 29 started Class 6 in the deck department, of which 3 have dropped out, 15 in Class 5 with two dropouts so far and six in Class 2 who are continuing their studies which started in mid 2003.

Table 9. Number of passes at different levels for deck officer training at NAMFI 1994-2003.

Level according to old system (1994-2000)		Grade 1	Grade 2	Grade 3	Grade 4	Total passes
Level according to STCW standards (2001-)	Class 2/1	Class 4/3	Class 5-F	Class 6-F		
1994-98			30	26	79	135
1999				11	27	38
2000				15	28	43
2001		11	10	46	-	67
2002		7	23	51	-	81
2003	6*	-	24	46	-	70
Total	6	18	87	195	134	440

* Teaching for Class 2/1 started in January 2003 and will be completed by mid-2004.

Apart from training to the officer level, the navigation department has held a number of short courses. A total of 43 students completed a 4 week EDR course in 1998-2000, and in 2003 two such courses were held for a total of 9 students. In 2001 a four week course in radio communication (GMDSS) was held for 6 students, and this course was held 8 times in 2002-3, when one of the ICEIDA instructors had specialist knowledge in this field. A total of 27 students completed four week courses in 2002 and 63 students completed six week courses in 2003.

With Class 5 a deck officer can become a skipper of fishing vessels of any size. The requirements are much stricter for the merchant fleet, including harbour tugs and patrol vessels. There appears to be limited demand for training past Class 5. The total output has for the past three years been 70-80, up from 30-40 previously.

5.4.2 Engine department

Since the beginning of 2001, NAMFI has advertised courses for Classes 6, 5 and 4 each term. The demand has been less than supply. Class 6 has four times been taught in two groups and three times the demand has only been enough to fill one class. Class 5 has only been taught twice, in the first semesters of 2001 and 2003, and demand for training at Class 4 level has not been enough to warrant NAMFI to run a course.

The department has not offered training at Class 2/1, and at present there are eight Namibians, six MFMR engineering officers from the patrol boats, and two NAMFI instructors, studying for Class 2/1 in South Africa. The output of the engine department has increased over time, from about 30 per year to about 40-50 in recent years (Table 10). It appears that the capacity is considerably greater, but that the demand for training is limiting output.

Table 10. Number of passes at different levels for engine officer training at NAMFI 1994-2003

Level according to old system (1994-2000)	Super 1 Class 4	Grade 1	Grade 2	Grade 3	Total passes
Level according to new system (STCW standards, 2001-)	Class 3/4	Class 5-F	Class 6-F		
1994-98	17	36	84	10	147
1999	10	6	13	0	29
2000	11	4	25	-	40
2001	-	9	34	-	43
2002	-	-	54	-	54
2003	-	9	35	-	44
Total	38	64	245	10	357

In the first semester of 2004 the demand for Class 5 was below the required minimum of six students. 31 started in Class 6, with two dropouts so far. The engine department ran EER courses in 1999 and 2000 for a total of 32 students, and a two week course in basic workshop skills for 8 students in 2002.

Of about 250 who have trained to the lowest level of certification, about 100 have continued to train at higher levels. Considering the qualifications needed for different size engines and the composition of the fleet, it is clear that a larger proportion has to be trained to a higher level if Namibians are to qualify for positions of responsibility on the larger fishing vessels. It is important for NAMFI and the MFMR to find out why the demand for engineering training is so low. One of the reasons given by students was the lack of financial assistance for further studies.

5.4.3 Safety department

The safety department offers a ten day course in basic seamanship that all seafarers in Namibia are required to complete. The course is made up of four shorter courses, but is usually taught over a period of two weeks. This course is also a part of the induction course for new students. The four sub-courses are Personal safety and social responsibilities, Basic first aid, Personal survival techniques and Basic fire fighting. In addition the department offers four specialized courses, intended as in-service courses for officers. These courses are Advanced first aid (5 days), Advanced fire fighting (4 days), Medical care (5 days) and Proficiency in a survival craft (4 days).

The number of students completing these courses increased dramatically in 2001, as the MFMR announced that vessels were not going to be given exemption to sail if the crew had not completed the basic course (Table 11). The demand is thus high, but the department has been operating at full capacity for the past three years. Even so, less than 1000 seamen complete the compulsory basic course per year and it is clear that it will take several years before demand will be reduced. Because of the high demand, it is difficult to meet the needs of individual companies, who like to send their crew for training when vessels are in dry dock

or not fishing for some other reason. It is imperative that the quality of the courses be upgraded.

Table 11. Number of students completing short courses in the safety department in recent years.

Name of course	1997	1998	1999	2000	2001	2002	2003
Basic safety and familiarisation				73	779	838	858
Short basic courses				5	60	147	-
Advanced courses				408	448	411	405
Total	95	568	226	486	1287	1396	1263

5.5 Summary

Instead of providing support and guidance, the ICEIDA project manager was mainly in the role of gap-filling for most of the project period until the evaluation. Namibian managerial staff was recruited in late 2003 (administrative manager and now acting director) and in April 2004 (chief accountant and deputy director). It is still too early to judge how professional the new management team is going to be and how effective any guidance ICEIDA provides is going to be. Early actions by the new deputy director are a cause of concern.

Following the recommendations of the ICEIDA business consultant who worked at NAMFI during the first half of 2003, the financial foundation of NAMFI has been strengthened considerably.

Instructors have been sent for training in Iceland and in South Africa, with the former returning to duties in late March 2004. It is thus too early to judge the effectiveness of the training provided. Counterpart training at NAMFI has not always been in place. Limited qualifications and experience of most of the Namibian instructors may limit the usefulness of counterpart training. New Namibian instructors have been recruited and the total number of instructors has risen from 12 to 23 during the project period. Staff turnover is still high, but a new salary structure in line with recommendations made by the ICEIDA business consultant was implemented as from 1 April 2004. There is some doubt that this will be enough to retain highly qualified instructors, but certainly it is a step in the right direction.

Over the last few years, NAMFI has offered and advertised the full range of courses for officer training according to the IMO standards in the navigation department and all but the highest level course in the engine department. Demand beyond the second lowest class for deck officer training and anything but the lowest class for engineers has been limited. Total number of graduates has almost doubled in recent years, but indications are that lack of demand is limiting output.

All Namibian seafarers are required to take short courses in safety and seamanship. NAMFI is not able to meet the current demand and the quality of the training is deficient and does, according to the evaluation of an ICEIDA consultant, in most cases not meet the IMO standards.

6. IMPACT

The impact of the project relates the effectiveness discussed in chapter 5 to the developmental goal. The impact of the training NAMFI provides can be measured in different ways. In this evaluation we have chosen to look at two aspects, i.e. where the NAMFI students come from and where they are now. This information should be indicative of the impact the training has on society in general and on the fleet in particular.

It is difficult to gather accurate numerical data within the time-frame of the evaluation so much of what we have done comes from extrapolation and inference. It would be of interest to NAMFI and the Namibian authorities to carry out a comprehensive survey, but such a survey is outside the scope of this evaluation.

6.1 Origin of NAMFI students

Students that come for officer training at NAMFI can be divided into two main categories, those who are sponsored by the government (cadets) and those who are sponsored by companies or through private means. The cadets are divided into two groups, the NAMFI cadets who apply for a scholarship on a competitive basis, and the MFMR cadets who are ministry staff to be trained in their posts.

So far nine groups have been admitted to the NAMFI cadet scheme, one per year, with the exception of 1996 and 2004. Cadets must have completed grade 12 and passed an entrance exam in English, mathematics and science before being admitted to a four week induction course. Hundreds of candidates apply each year, out of which 17-32 are selected. The average intake since 2000 has been 30, but was around 20 before that (Table 12). A majority (usually 75-85%) of cadets come from inland communities and have no prior experience of the sea.

Most of the students entering NAMFI through the cadet scheme are male. Two women have completed navigation Class 6 since 2001, and at least three have completed Class 5. During the same period eight women entered Class 6 in the engine department and three Class 5, including two who completed Class 6 during the same period.

After a 3-4 week induction course, the cadets are placed onboard fishing vessels to gain sea time. NAMFI has in recent years made agreements with several fishing companies and has today secured 89 sites for their cadets. At the moment, 63 of these are used, and all would have been used if there had been an intake in 2004. It may take the cadets more than two years to accumulate the required 24 months of sea time, before they return to NAMFI for their Class 6 course. The cadets have generally better educational background than other students and are usually taught in separate classes.

The MFMR has sent few of their staff for training at NAMFI in recent years (Table 13). At the same time the number of students sponsored by companies or through private means has

increased substantially. Until 1999 more than half of those receiving officer training at NAMFI were cadets, but during the last three to four years their proportion is down to about one-third.

Table 12. Intake into the NAMFI cadet programme in 1994-2003. Most of those entering the programme in 2001 are currently taking Class 6. Intakes from 2002 and 2003 have taken induction courses and are out at sea.

Year	1994	1995	1997	1998	1999	2000	Sub-total	2001	2002	2003	Total
Deck	12	4	10	11	10	16	62	15	15	13	105
Engine	10	13	12	7	11	11	64	17	15	17	113
Total	22	17	22	18	21	27	126	32	30	30	218

Table 13. The division of students undergoing officer training at NAMFI since 2001 according to groups, based on financing of the studies.

Year of study	NAMFI cadets	MFMR cadets	Company sponsored	Private students
1 st semester 2001	20	1	16	24
2 nd semester 2001	35	2	16	6
1 st semester 2002	13	2	31	26
2 nd semester 2002	26	4	42	5
1 st semester 2003	12	1	30	23
2 nd semester 2003	0	6	44	11
1 st semester 2004	35	6	13	18
Total	141	22	192	113

There has been a noticeable change in the attitude of fishing companies towards training of Namibian staff during the last two years. Now most of the companies appear to have an active HRD policy and send their staff for training. They are rewarded through reduced fees and levies when they Namibianise, but many have bad experience of employing cadets, who they claim often lack practical skills and general understanding of seamanship. Sometimes they find that their best staff does poorly at NAMFI and their path to promotion is hampered because of poor basic education and study skills.

Few companies also offer general scholarships, but do not commit themselves to giving scholarship students work and training on board their vessels. With an increased number of private students as well, several students are now finding it difficult to secure places to gain sea time. The Spanish instructors at NAMFI are now actively assisting such students to find training places on board vessels, an initiative that appears to have met with some success.

6.2 NAMFI graduates in the marine sector

The total number of people who have completed one or more levels of officer training at NAMFI is estimated around 500, about half as engineers and half as deck officers. The only information available on current employment of NAMFI graduates is for those who have

completed the NAMFI cadet scheme. By now those who entered the cadet scheme in 1994-2000 have completed the programme, a total of 126 (Table 12). The ones who entered in 2001 are currently doing coursework at NAMFI and those admitted in 2002 and 2003 are at sea.

The only available records of NAMFI graduates are the ones the liaison officer keeps on the NAMFI cadets. About a quarter of the cadets either dropped out before completing their training, or took up a different profession later (Table 14). Of the remaining 100 cadets, 11 are presently hired as instructors at NAMFI, and 15 are continuing their studies at NAMFI. There are two skippers and three chief engineers, mainly working on relatively small vessels. Others are 2nd or 3rd in command.

The proportion of NAMFI cadets working and staying within the profession is fairly high and it is likely that an even higher proportion of other NAMFI graduates is still employed as marine officers. Some of the NAMFI graduates, especially the MFMR cadets, are working on patrol boats, harbour tugs or research vessels, while others are working on vessels used by the mining industry. It is difficult to estimate with any certainty how many are now holding officers' positions on fishing vessels, but they might be in the region of 300.

Table 14. Current positions of cadets who entered the programme in 1994-2000.

Deck cadets			Engine cadets		
Position	Number	%	Position	Number	%
Skipper	1	2	Chief engineer	9	14
Chief mate	5	8	2nd engineer	29	45
2 nd and 3 rd Mate	31	50	3rd engineer	4	6
Bosun	4	6	Greaser/motorman	4	6
NAMFI instructor	4	6	NAMFI instructor	6	9
NAMFI student	2	3	NAMFI student	0	0
Out of work	3	5	Out of work	2	3
Left field or dropout	12	19	Left field or dropout	10	16
Total	62	100	Total	64	100

6.3 Namibianisation of the fishing fleet

The fishing fleet counts over 300 vessels, but it is difficult to get accurate data. The vessel register of the DMA is not kept up-to-date and includes a number of vessels that have either been scrapped or sold. Some of the vessels used are also on short-term hire. To estimate the size and composition of the fishing fleet, the licence register of the MFMR for 2003 was used (Table 15) as it was considered to be the most reliable data available. It is though known that some vessels that are actively engaged in fishing are missing from this register. The total number of vessels might be 10-20% higher than indicated in Table 15.

The number of crew and officers on each vessel depends on its size and the nature of the fishery. The factory vessels, like those engaged in fishery for Orange roughy, the hake freezer

trawlers and the Soviet made large factory trawlers engaged in the horse mackerel fishery have a relatively large number of crew and officers.

Table 15. Number of vessels licensed for different types of fisheries in 2003. Many vessels are licensed for more than one type of fishery, but in the table only the main type of fishery a vessel is engaged in is counted.

Type of fishery	Number of vessels	Average length of vessels (m)	Minimum length (m)	Maximum length (m)
Skiboats	2	8	5	10
Handline	12	13	5	21
Lobster	36	18	6	53
Tuna	57	24	15	60
Hake longline	15	26	19	35
Monk	24	27	19	38
Sharks	1	29	29	29
Hake (wetfish trawlers)	76	39	23	62
Orange roughy	10	41	27	57
Pilchard	14	44	37	51
Experimental	7	46	9	102
Crab	2	53	49	56
Hake (freezer trawlers)	22	66	41	90
Horse mackerel	20	93	55	120
Total	298			

Information about the number and nationality of crew is registered in the so-called ECO database of the MFMR which is now being established with the assistance of an ICEIDA consultant. This database currently has information of about 134 vessels. By combining information from the licence register and the ECO database, an estimate of the number of officers and the level of Namibianisation has been derived.

Although the vessels above 1000 GRT are only about 15% of the fleet, they employ about 30% of the number of officers (Table 16). Most of the foreign officers are from Spain and South Africa and in most cases they occupy the top positions. It should be noted though that a number of foreign officers, especially those holding South African passports, have earned the right to permanent residence or Namibian citizenship.

Assuming that 10-20% of fishing vessels are missing from the licence register, the total number of engineers employed on the fleet can be estimated around 850 and the number of deck officers around 1150. About half of the engineers and a third of the deck officers are foreign or 400-500 in each category. The number of Namibian engineers accordingly is about 400-500 and the number of Namibian deck officers 500-600.

The estimated number of Namibian officers on the fishing fleet is in the region of 900, and about a third of them NAMFI graduates. They appear at present mainly to hold lower officer

positions, but it is to be expected that it will take some time before they will move up through the ranks.

Table 16. Estimated number of crew in the Namibian fishing fleet and the number of officers according to nationality, based on register of fishing licences in 2003 and data on the crew of 134 vessels in the ECO database. This estimate is a first approximation. Most of the foreign officers are Spanish (55% deck, 37% engine) and South African (37% deck, 49% engine).

GRT Classes	# Vessels	All Employees	Engineers					Deck Officers				
			Ave per vessel	Est. %Nam	Total	Nam	Foreign	Ave per vessel	Est. %Nam	Total	Nam	Foreign
<20	9	79	-	100%	-	-	-	1	100%	9	9	-
21-50	21	252	1	100%	21	21	-	2	100%	35	35	-
51-200	115	1,950	2	76%	230	175	55	3	89%	345	307	38
201-500	64	1,281	2	59%	128	76	52	3	68%	192	131	61
501-1000	47	1,068	2	47%	94	44	50	4	52%	188	98	90
>1000	42	2,644	6	20%	267	53	214	5	18%	212	38	174
Total	298	7,274			740	369	371			981	618	363

Almost all deckhands are Namibian, as are the officers on the smallest vessels. With increasing vessel size, the number and proportion of foreign officers increases, and is up to 80% on the largest vessels (Figure 1).

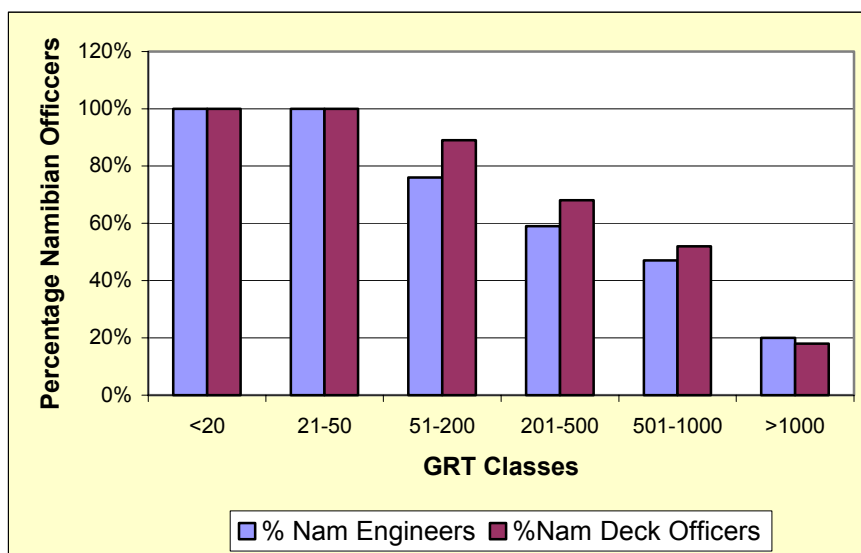


Figure 1. The proportion of Namibian deck and engine officers according to size of fishing vessels. Based on data on 134 vessels in the MFMR ECO database.

The output of NAMFI has more than doubled in the last 3-4 years, and the impact should therefore be felt increasingly. The limited demand for training beyond the lowest one or two classes is however a cause for concern.

6.4 Summary

In the early years, majority of those undergoing officer training at NAMFI were sponsored by government, either through the NAMFI cadet scheme or through sponsoring of ministry staff (ministry cadets). Most of the cadets are from communities that have previously not been involved in marine fisheries or the maritime sectors in general. Although the NAMFI cadet scheme expanded considerably at the beginning of the century, the majority of students undergoing officer training are now either sponsored by fishing companies or funded privately.

The total number of officers trained at NAMFI so far is about 500. Many of those are government employees or working for parastatal companies. It is estimated that about 300 of around 900 Namibian officers in the fishing fleet are NAMFI graduates. Most of these are on small vessels or hold lower positions on larger vessels. There are still an estimated 700-800 foreign officers in the Namibian fisheries, most of them Spanish and South African, holding the top positions on the larger vessels. It will take some time before Namibians will be able to take over these positions. The question is to what extent is the limited training beyond Class 6 and Class 5 at NAMFI slowing down the Namibianisation of the fishing fleet?

7. CONCLUSIONS AND RECOMMENDATIONS

ICEIDA has had development cooperation with Namibian fisheries authorities since independence in 1990, and has been involved with maritime training since 1992. The present ICEIDA/NAMFI project under evaluation started in October 2002 and will come to an end at the end of 2004. This project was seen as a decisive step towards reducing and eventually withdrawing ICEIDA's support, with NAMFI and the MFMR assuming increased responsibilities for the financial and professional sustainability of the institute.

Even if the project still has some seven months to run, it is clear that good progress has been made during the project period and this progress is perhaps more visible than for earlier periods during ICEIDA's involvement. This is in part because the project was well defined, but also that the context was more favourable than before which in itself is also a testimony to the progress made up until that time. Difficulties arising from the corrupt management and subsequent suspension and eventual dismissal of the NAMFI director certainly had adverse effects. The way the matter was handled, the restructuring of NAMFI and increased financial responsibilities of the MFMR provides evidence for increased commitment on behalf of the Namibian authorities.

The high turnover of staff and lack of experience and expertise evidenced in many of the staff means that NAMFI will be dependent on outside technical support for some years to come. NAMFI will in all likelihood continue to receive technical assistance from AECI and possibly other partners. The body of knowledge and good relationship that has been built up over the years between ICEIDA and the Namibian authorities suggests that continued ICEIDA support will be well received and efficiently used.

It is therefore recommended that ICEIDA continue its support for NAMFI beyond 2004, and this cooperation be based on similar premises as the current project, i.e. clearly identified needs and considerable commitment by NAMFI.

It is evident that there has not been a consistent demand for training of officers except at the lowest level. At the same time there are some indications that it may not be that straightforward for NAMFI graduates to get a job. Part of the problem, at least for the relatively seasonal pelagic fishery, is the timing of the semesters at NAMFI. The fees may also have to be revised. One possibility the MFMR and NAMFI should consider is to offer scholarships for Class 5 or Class 4 training, instead of or to complement the existing cadet scheme, at least every second or third year. The feasibility of establishing a fund to grant study loans could also be considered. It was also recommended at the feedback meeting of this evaluation that NAMFI carry out a needs assessment in the industry. A survey which should be a part of such assessment should collect reliable information on the number of officers in the fishing fleet, their nationality, education and experience. How are NAMFI graduates faring in competition with others and what could be changed in their training to prepare them better for their jobs? At the feedback meeting the ICEIDA Country Director

offered to support such an assessment already this year. The offer was however later withdrawn. The new deputy director has led this work and the level of professionalism was questioned by ICEIDA staff. This type of information will however be needed to determine the extent and exact nature of some the continued cooperation.

It is recommended that a well planned study be carried out to assess the need for trained officers and evaluate different strategies to promote further Namibianisation of the fishing fleet.

Most of the staff at NAMFI is recent in their jobs and many have limited qualifications and experience. A new director is still to be appointed, the administrative manager and acting director has been on the job for 6 months, and the deputy director and chief accountant for less than two months. Several of the administrative staff is also newly recruited. The management is still in need of guidance. The ICEIDA project manager has more experience than any of the current staff of managing NAMFI, apart from his several years of experience in Iceland in an equivalent post. He will be a key resource person for the institute in the months to come, and a formal counterpart to the new deputy director.

It is proposed that he remain in his post until mid-2005 and that an extension of up to one year should be considered. It is not advisable to hire a new Icelandic expert for this job. His departure should mark the termination of the presence of full time ICEIDA staff at NAMFI.

The business consultancy provided by ICEIDA during the first half of 2003 was very successful. Not only did it highlight critical issues in the management of the institute, but it also brought in a new way of analysing and planning that has benefited both NAMFI and the Board. With a largely new Board and considering that none of the present management team at NAMFI were in their posts when the consultancy took place, a decision to provide a follow-up consultancy is endorsed.

It is recommended that the follow-up consultancy should be implemented as soon as possible. The assumptions made about income, staffing and salary structures should be revised in the light of experience and the outcome of the needs assessment.

NAMFI will for some time be dependent on expatriate instructors. It is anticipated that the Spanish instructors will remain after the end of the current AECI project in late 2005. The Two Norwegian instructors will leave at the end of this year. Out of 17 instructors in the navigation and engine departments, 14 have come through a cadet scheme. Most cadets have no maritime background before commencing their studies. Of seven instructors in the navigation department, three were hired last year, three have completed Class 5 and two Class 6. Only two have completed Class 4. An instructor to teach Class 5 should have a minimum certification of Class 4. Training of counterparts with Class 6 and Class 5 certification is not likely to meet its objectives unless the counterparts are also able to continue further formal studies and gain further experience at sea.

To speed up the building up of indigenous capacity in the department, NAMFI should hire instructors with more experience and qualifications than until now. It is

suggested that NAMFI teachers should get more experience at sea, and perhaps work at sea for every second or third term. ICEIDA should continue to offer fellowships for studies abroad.

In the engine department, eight out of the ten instructors were employed in 2003 and seven of those are former cadets. Four are currently studying in South Africa and Spain, and will return at the end of this year and in mid 2005 with certification at the management level (Class 2/1). During their absence, major building, renovation and equipping of facilities for practical training has taken place. This work is still in progress and has been led by the ICEIDA engineer, who is currently the acting head of department. When the instructors return they will still need more sea time and also will need to get used to the new facilities and realise the possibilities they offer. The EU project is behind schedule, but later this year the project should provide equipment that will have to be installed and tested. It is important during this transition that ICEIDA continues to provide technical support.

It is proposed that the contract with the current ICEIDA engineer be extended for 6 months, until mid-2005, with a possibility of a further 6 month extension.

Recent losses of ships and lives at sea have highlighted the safety issues in Namibia. An ICEIDA consultancy in the second half of 2003 showed that most of the safety courses, which are obligatory for Namibian seafarers, do not meet international standards. The facilities were inadequate, the teaching material and methods outdated and the knowledge and skills of the instructors insufficient. The department provides basic courses for less than 1000 seafarers per year, and advanced courses for less than 400. There is a huge demand for courses, which can be expected to last for several more years. Since then a new head of department has been hired and one new instructor. NAMFI has budgeted about N\$ 270 000 for the department this year for renovations and running expenses. While this is a good start, it will not go far in improving facilities and securing adequate supplies and equipment needed for the courses. A major effort is needed to put the department right.

A follow-up consultancy for the safety department is recommended. The main objective of the consultancy should be to design a training programme for the instructors and assist them in preparing new training materials. The consultancy should also assist the head of department to draw up a project proposal for the renovation and equipping of the department, to be submitted to interested donors, such as the EU.

NAMFI plays a key strategic role in the Namibianisation of the fishing industry and the empowerment of previously disadvantaged groups in Namibia. The work at NAMFI thus not only affects the fisheries sector, it also affects other communities. NAMFI has received much foreign assistance from several cooperation partners ever since independence. Although there is generally good atmosphere and cooperation at a personal level in NAMFI, there is little or no formal cooperation and coordination of the involvement and activities of the different development partners.

Any further involvement of ICEIDA must be decided in close consultations with NAMFI's other cooperation partners and a formal forum for such consultations established for the project implementation period.

It has been proposed that ICEIDA should not provide full-time technical advisers after mid-2005, or mid-2006 at the latest. It is however foreseeable that NAMFI will continue to require training opportunities for its staff and possibly short term consultants.

ICEIDA should continue to offer such support, based on a demonstrated need at NAMFI and in response to well motivated requests. This might possibly be done through an agreement of cooperation between NAMFI and Stýrimannaskólinn, the equivalent institution in Iceland and/or other suitable partners.

APPENDICES

Appendix 1. Terms of reference for the evaluation.

Terms of Reference for an evaluation of the co-operation between the Ministry of Fisheries and Marine Resources (MFMR), the Namibian Maritime and Fisheries Institute (NAMFI) and the Icelandic International Development Agency (ICEIDA)

The evaluation will be carried out in March 2004.

1. Project background

The Namibian Maritime and Fisheries Institute (NAMFI) in Walvis Bay started operating in 1995. ICEIDA's involvement in the project began in 1994, and is intended for completion in 2004. ICEIDA has supplied five to seven Icelandic instructors each year (three 2003), constructed six temporary classrooms, purchased computers and software, and provided engines and engine parts, navigation and various other equipment, for instruction purposes.

The project was first evaluated in 1998. In the early years the emphasis of the assistance was on training and the main objectives were to produce qualified engineers and deck officers. For the past four years there has been an increased emphasis on institutional capacity building.

One of ICEIDA's priority is to assist those countries declared by the UN to be the least developed. In ICEIDA's Long-term Plan for the period 2000 – 2004, it is assumed (or planned) to reduce the co-operation with Namibia during that period and gradually withdraw ICEIDA's support, as Namibia is no longer estimated one of the least developed countries in accordance with the UNDP's Human development report.

Therefore the Board of ICEIDA commissioned in 2001 an internal evaluation of the ICEIDA support to NAMFI and it was carried out in early 2002.

The Board requested views on reducing and eventually withdrawing its support. The main findings were that ICEIDA should gradually reduce support to NAMFI while extend its commitments to the institute for some years to come. The evaluation's recommendations are that the extent and nature of further support should be decided after a review in 2004.

A Project Document incorporating all findings and recommendations of the internal evaluation was prepared during 2002 and approved by ICEIDA and the Ministry of Fisheries and Marine Resources (MFMR), as co-operation partners, with NAMFI being the main implementation party. One of the main objectives of the revised project at NAMFI is to respond constructively and methodically to the stated Namibianisation policy of the Government of Namibia.

2. Overall objective of ICEIDA's co-operation:

The main development objective of this project is to provide the Namibian maritime sector with sufficient numbers of skilled and adequate Namibian work force to meet increased demands in conformity with internationally accepted norms and procedures.

3. The specific and immediate objectives are:

- strengthen an already existing maritime training institute towards being capable of more effectively and efficiently meet the requirements and demands from the marine sector, also in conformity with internationally accepted norms, procedures and regulations.
- to build up a high quality indigenous knowledge base and create a sound financial foundation at the institute.
- to aim at assisting the Government in fulfilling its supporting role to the marine sector.

4. Expected outputs

- Sustainable financial foundation for NAMFI.
- An improved ability for NAMFI to retain trained qualified instructors.
- An improved indigenous administrative and managerial capacity at NAMFI.
- An improved indigenous teaching capacity at NAMFI.
- Trained personnel for the maritime sector.
- Up to date teaching and instructional materials.
- Improved facilities for practical training.
- Increased state capacity to support the maritime

5. Strategy:

ICEIDA provides assistance in the form of:

- a) technical advice;
- b) capacity building and institutional support through training and teaching and;
- c) provision of equipment and material,
- d) constructions of classrooms

Over last two years ICEIDA has carried out a reduction of Icelandic long term technical advisers from nine to three.

Starting date: October 2002

Estimated duration: Two years and three months

Estimated Budget: The Project will be financed by two different sources , own contribution from the Government of Namibia towards the operation of NAMFI, and grant financing from ICEIDA in the amount of US\$ 730.000.-

6. Reasons for the evaluation

The General Agreement between Iceland and Namibia was reviewed in 2002 and will be valid until the end of 2004 and it is envisaged that the ICEIDA 's support to Namibia will possibly come to an end at same time.

This external evaluation is undertaken in accordance with the Project Document approved by MFMR and ICEIDA and signed in October 2002. The purpose of the evaluation is to study the activities undertaken and the results obtained.

The results and recommendations of the evaluation are to guide the involved parties in their decision-making regarding the future of the co-operation: continuation/changes/termination.

7. Scope and focus of the evaluation

The evaluation will focus on providing information for decision-makers, ICEIDA and MFMR. The evaluation shall consider outcomes of the project and if the main results will indicate that ICEIDA should at the end of year 2004 withdraw its support as agreed upon in the Project Document in October 2002 by both parties, then the evaluator shall outline in the report a proposal for the project completion and a timetable for the phasing out of the project.

In general, the evaluation shall;

- consider the goal and purpose of the project, as well as inputs and outputs and financial management;
- consider unintended outcomes of the project;
- evaluate the impact for the beneficiaries or how it can be measured in the future if not obvious yet;
- provide a description of major constraints and risk factors for project implementation and sustainability;
- assess the degree of project sustainability;
- provide a description of lessons learned in relation to future projects implementation;
- give recommendations on future modifications and improvements within the duration of the existing Project Document in light of the above listed objectives.

8. Issues to be covered in the evaluation

Special attention shall be given to but not necessarily limited to, the following issues:

Efficiency:

Results achieved (inputs -outputs).

Have resources been effectively used in the project? What problems have arisen? Could they be avoided in similar projects?

- ✓ Review of the project organisation on all levels (including management, reporting and monitoring, human resources and technical backup);
- ✓ Assessment of financial management including disbursement of funds at the different levels and financial reporting;
- ✓ Assessment of staff development ;
- ✓ Assessment of the infrastructure facilities;

Effectiveness

Achievement of objectives.

Has the project achieved its objectives? What has facilitated or prevented the effectiveness of the project?

- ✓ Assessment of if and how ICEIDA and MFMR have fulfilled their objectives as planned in the agreed Project Document of 2004;

- ✓ Assess to which extent the project is progressing towards producing the anticipated outputs;

Impact

Other effects of the project. Technological and socio-cultural factors affecting project implementation shall be considered.

What are the positive and negative effects of the project? What are their causes?

- ✓ Assessment of the impact of the ICEIDA support (the project activities) to NAMFI (staff development, provision of equipment and material, technical assistance and expertise).

Relevance

The direction and usefulness of the project.

Are the objectives worthwhile?

- ✓ Assessment of the degrees and need for collaboration with other... in the sector, including the role of government institutions;
- ✓ Assessment of project relevance in relation to MFMR Policy and strategy;
- ✓ Assessment of project relevance in relation to other donor agencies activities in this field.

Sustainability

The long-term viability of the project.

Which benefits of the project continue beyond donor involvement?

- ✓ Assessment of the project potential to survive after termination of ICEIDA's financial and technical support
- ✓ Assessment of what kind of follow-up/exit strategy would be needed to secure the sustainability of the project.

The evaluation will be sensitive to unintended outcomes of the project.

9. Plan of work and Methodology

Information collected will be both qualitative and quantitative, involving:

- preparation
- observations of NAMFI's activities,
- interviews with key informants, including the Ministry, board members, representatives from the fisheries sector, staff and students,
- analysis of documents produced during the project period and/or by NAMFI and
- collection of other information pertinent to the training offered by NAMFI.

A draft report will be prepared on-site in order to facilitate discussions on sections of the report, thus increasing the reliability and validity of the information presented in the report.

The final draft will then be submitted to the ICEIDA Board of Governors and the Ministry of Fisheries and Marine Resources.

10. Evaluation Team and Cost

The team leader (appointed by ICEIDA and approved by MFMR) shall have relevant experience in developing countries, a University Degree in Fisheries Sciences and a good understanding of training and management issues in the fisheries sector. Fluency in the English language is required.

Team leader: Dr Tumi Tómasson, Director of the United Nations University Fisheries Training Programme in Iceland.

Other team member: (*Appointed by Namibia and approved by ICEIDA*):

The Namibian appointed team member should have University training and a good understanding of training and management issues in the fisheries sector.

Resource persons include:

Ms. Nangula Mbako, Permanent Secretary of MFMR

Mr Sighvatur Björgvinsson, Director of ICEIDA, Head Office in Iceland

Dr. Vilhjálmur Wium, former Economics Adviser at MFMR, ICEIDA

Mr. Vilmundur Víðir Sigurðsson, Project Manager at NAMFI, ICEIDA

Mr. Gisli Palsson, Country Director, ICEIDA Namibia

Other current and previous ICEIDA staff at NAMFI

Namibian and other expatriate staff at NAMFI

NAMFI students

National Planning Commission

Representatives of the fishing industry in Namibia

Board members of NAMFI

Members of ICEIDA's Board of Directors

The cost of the evaluation will be covered by ICEIDA.

11. Timetable and reporting

Preparation for the evaluation will be for 7 days in February. Fieldwork will be carried out for 14 days in Namibia, commencing on 22 March. A draft report will be prepared on-site.

The final report will be submitted in English to the ICEIDA Board of Directors and the Ministry of Fisheries and Marine Resources before end of April.

List of documents

English

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2001. Frásögn af ferð til Afríku 14.02.01-07.03.01. Árni Magnússon, Björn Dagbjartsson, Sighvatur Björgvinsson og Elín R. Sigurðardóttir.

Fréttabréf

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Vilmundur Víðir Sigurðsson og Eyjólfur V. Valtýsson.

Appendix 2. Project Matrix – NAMFI/ICEIDA Cooperation Project 2002-2004.

Development Objective	Indicators	Risks/External Factor
<ul style="list-style-type: none"> •To provide the Namibian maritime sector with sufficient number of skilled and adequate work force to meet increased demands in conformity with internationally accepted norms and procedures. 	<ul style="list-style-type: none"> •Increased number of Namibians in positions on board vessels. 	<ul style="list-style-type: none"> •General state of the Namibian Economy. •Natural conditions of the marine resources •Demand for training •Socio-economic factors such as Aids
Immediate Objective	Indicators	External Factor
<ul style="list-style-type: none"> •Develop and strengthen the effectiveness of the maritime training institute based on an indigenous sound financial and professional foundation 	<ul style="list-style-type: none"> •NAMFI capable to meet demands from marine sector •Increased operational funding. •Namibians in all management and instructional positions. 	<ul style="list-style-type: none"> •Sufficient funding for the development and running of the institute. •Other donor-funded projects at NAMFI meets set goals
Main Output	Indicators	External Factor
<ul style="list-style-type: none"> •An improved and sustainable foundation for NAMFI. •An improved ability for NAMFI to retain trained qualified instructors. •An improved indigenous administrative and managerial capacity at NAMFI. •An improved indigenous teaching capacity at NAMFI. •Trained personnel for the maritime sector. •Up to date teaching and instructional materials. •Improved facilities for practical training. •Increased state capacity to support the maritime sector 	<ul style="list-style-type: none"> •Cost and completion time compared to budget and plans •Increased funding •Low turnover of instructors. •Professional level of trained instructors •Recruitment of Namibian instructors •Professional level of graduates. •IMO accreditation of institute and instructors 	<ul style="list-style-type: none"> •NAMFI staff remains and utilises obtained skills.
Main Activities	MIN Inputs	External Factor
<ul style="list-style-type: none"> •Elaborate a plan for increased funding •Elaborate an improved employment package •Elaborate syllabi and teaching material. •Training of instructors •Teaching Student 	<ul style="list-style-type: none"> •Funding for the development and running of the institute •Funding for procurement of equipment •Three full-time Technical advisors •One position for short-term technical advisor •Training Opportunities for Namibian Instructors 	<ul style="list-style-type: none"> •External and Domestic Funds Available when needed •Candidates available for maritime training •Candidates available to be trained as instructors

Appendix 3. Schedule of evaluation activities.

January-March, 2004	Preparations in Iceland and Namibia, evaluators selected, TOR prepared and documents assembled.
22 March	Team leader arrives in Windhoek. Briefing by Gísli Pálsson, ICEIDA country programme manager in Namibia.
23 March	Discussions at the MFNR. Met with Baldvin Baldvinsson, ICEIDA consultant to the MFNR to get data on the fishing fleet, and Paul Nichols, adviser to the minister. Brief meeting with the Permanent Secretary, Ms Nangula Mbako. Meeting with the coordinator general of the Spanish International Development Agency.
24 March	Namibian evaluator joins the team, briefing and planning. Meeting at the office of the EU. Meeting with three members of the NAMFI board of trustees, led by the PS. Meeting with chief training officer and training officer of the MFMR. Meeting with the planning dept. Further documentation obtained. Meeting at the National Planning Commission.
25 March	Meeting with the chief accountant of the MFMR. Drive to Walvis Bay. Meeting with the Acting Director of NAMFI, requested information on finances, staff and students of NAMFI.
26 March	Meetings at NAMFI. Discussions with ICEIDA project manager, meetings with heads of departments, instructors and students from the deck department.
27-28 March	Reading of documents, compilation and primary analysis of data.
29 March – 1 April	Meetings teaching and administrative staff at NAMFI. Interviews with accountants, registration dept., liaison officer and personnel officer. Meeting with newly appointed deputy director, expatriate instructors, project manager of the Spanish dev. assistance project. Meeting with two board members of NAMFI. Meeting with students from the engineering department. Interviews with representatives of fishing companies and industry associations in Walvis Bay. Meeting at the DMA.
2-4 April	Data analysis and report writing in Walvis Bay.
5-13 April	Report writing.
15 April	Debriefing meeting with the Board of NAMFI, management of NAMFI, ICEIDA staff, project manager and representatives from the National Planning Commission
16 April – 9 May	Draft report completed and sent out for comments.
late May	Comments received and final report presented to the Board of ICEIDA

Appendix 4. List of key informants

NAMFI staff

Mr. Mekonjo Amagola, trainee instructor
Mr. Polli Andima, administrative manager and acting director
Mr. Bundje Cornelius, deputy director
Ms. Valda Davis, registration department
Mr. Pedro Riveiro Dominguez, instructor, navigation department, Spanish Dev. Cooperation
Mr. Balbino Duran, instructor, engine department, Spanish Dev. Cooperation
Mr. Geir Eilertsen, instructor deck department, NORAD
Ms. Mariam Kambinda, junior instructor, deck department
Mr. Clive Kambongarera, head of department, navigation department
Ms. Venetia Maletzky, personnel officer
Mr. Justy Moses, junior instructor, engine department
Mr. José Daniel López Munoz, instructor navigation department and Spanish Dev. Cooperation project coordinator
Mr. Phillemon Nendongo, welding instructor
Ms. Inger G. Naess, First Secretary, Royal Norwegian Embassy, Pretoria (by phone)
Mr. Elfar Óskarsson, acting head of engine department, ICEIDA
Mr. Vilbergur Magni Óskarsson, instructor, navigation department, ICEIDA
Mr. Haakan Pedersen, instructor, navigation department, NORAD
Mr. Leonard N. Shipuata, chief economist, National Planning Commission
Mr. Vilmundur Víðir Sigurðsson, instructor, ICEIDA project manager
Mr. Nigel Sinden, junior instructor, acting head of safety department
Capt. Hallvard M. Stenevik, instructor, navigation department, NORAD
Mr. Ignatius Thudinyane, accountant
Ms. Emily T.T. Tjongarero, accounts clerk
Mr. George van Straten, liaison officer
Mr. Antonio Vieites, instructor, engine department, Spanish Dev. Cooperation
Mr. Carl Williams, head of safety department

NAMFI students

Mr. Ruben Shilongo, deck officer class 6
Mr. Lukas Kaishumgu, deck officer class 6
Mr. Innocent Muzwahule, deck officer class 2
Mr. Simon Namunyekwa, deck officer class 2
Mr. Gideon Ndara, deck officer class 5
Mr. G. Kati Haimbodi, deck officer class 5
Mr. Lukas Djuulume, engineer class 6
Mr. Domingos Johannes, engineer class 6
Ms. Thariel Kaseraera, engineer class 6
Ms. Lina Nambahu, engineer class 6
Ms. Allie-Sella Kathindi, engineer class 6
Mr. Marlo Green, engineer class 6

Representatives of the fishing industry in Namibia

Ms. Rosalia N. Andreas, industrial relations officer, Oryx Fisheries
H. Roderick Augustus, human resources manager, Freddie Fish Processors
Mr. Frank Carter, Overberg Fishing Company
Dr. Gert Cloete, factory manager, Blue Ocean Products
Mr. Phillip Conradie, Etosha Fisheries Holding Co. Ltd.
Mr. Brendson Dennewill, general manager, Overberg Fishing Company
Mr. Werner Durenhage, administrative manager, NAMSOV and chairperson of the Namibian Midwater Trawl Association
Mr. Stephen Gertze, operations manager, Etale Fishing Company
Mr. Wayne Hart, director, Freddie Fish Processors
Mr. Selvounus Kathindi, managing director, Etale Fishing Company, chairperson, Hake Fishing Association of Namibia
Ms. R. Katjivikua, human resources manager, Oryx Fisheries
Mr. Herman Krauze, assistant manager, NovaNam Ltd.
Ms. Loisa Marec, general manager, Freddie Fish Processors
Mr. Felix Musukubili, Human Resources Dept., Etale Fishing Company
Mr. Quinto Ockhuizen, financial manager, Gendor Fishing Company
Mr. Dawid M. Pokolo, senior manager, human resources. NovaNam Ltd.
Mr. José M. Ruiz, financial manager, Overberg Fishing Company
Mr. Douglas Smith, manager, Human Resources Dept., Etale Fishing Company
Mr. Max Schwieger, human resources manager, Corvima Investments
Ms. Denise van Bergen, chairperson, Pelagic Fishing Association of Namibia

Board members of NAMFI

Mr. Clive Johannes, human resources manager, Blue Ocean Products
Ms. Nangula Mbako, Permanent Secretary of MFMR and chairman of the Trust
Mr. Phillip O'Connell, Human Resources Superintendent, De Beers Marine, Namibia
Ms. Aune Shipanga, Public Relations Manager, National Housing Enterprises.
Ms. Hilaria Shivolo, Chief Training Officer, MFMR
Capt. Mike van der Meer, Namibian Ports Authority

Others

Mr. Pinehas Natangwe Auene, chief control officer, operations, Directorate of Maritime Affairs
Mr. Sighvatur Björgvinsson, director, ICEIDA
Mr. Guillermo Caro, coordinator general, Spanish Development Cooperation, Embassy of the Kingdom of Spain in Namibia
Mr. Julian Engelbrecht, chief accountant, MFMR
Mr. George Howoseb, training officer, MFMR
Mr. Penda A. Kiiyala, director, Directorate of Development Cooperation, National Planning Commission Ssecretariat.
Mr. Erhard Loher, first counsellor, Delegation of the European Commission in Namibia
Mr. Fram Malan, counsellor, Delegation of the European Commission in Namibia
Mr. Merero Marenga, marine engineer, former NAMFI instructor, DeBeers Marine
Mr. Paul Nichols, special advisor to the minister, MFMR
Mr. Gísli Pálsson, country programme director, ICEIDA

Tumi Tómasson
Hafeni Mungungu

ICEIDA May 2004
An evaluation of NAMFI

Ms. Marlene Ritchie, control officer, Directorate of Maritime Affairs
Mr. Þórður Þórðarson, ICEIDA short term consultant to NAMFI

Appendix 5. List of documents consulted

Project documents

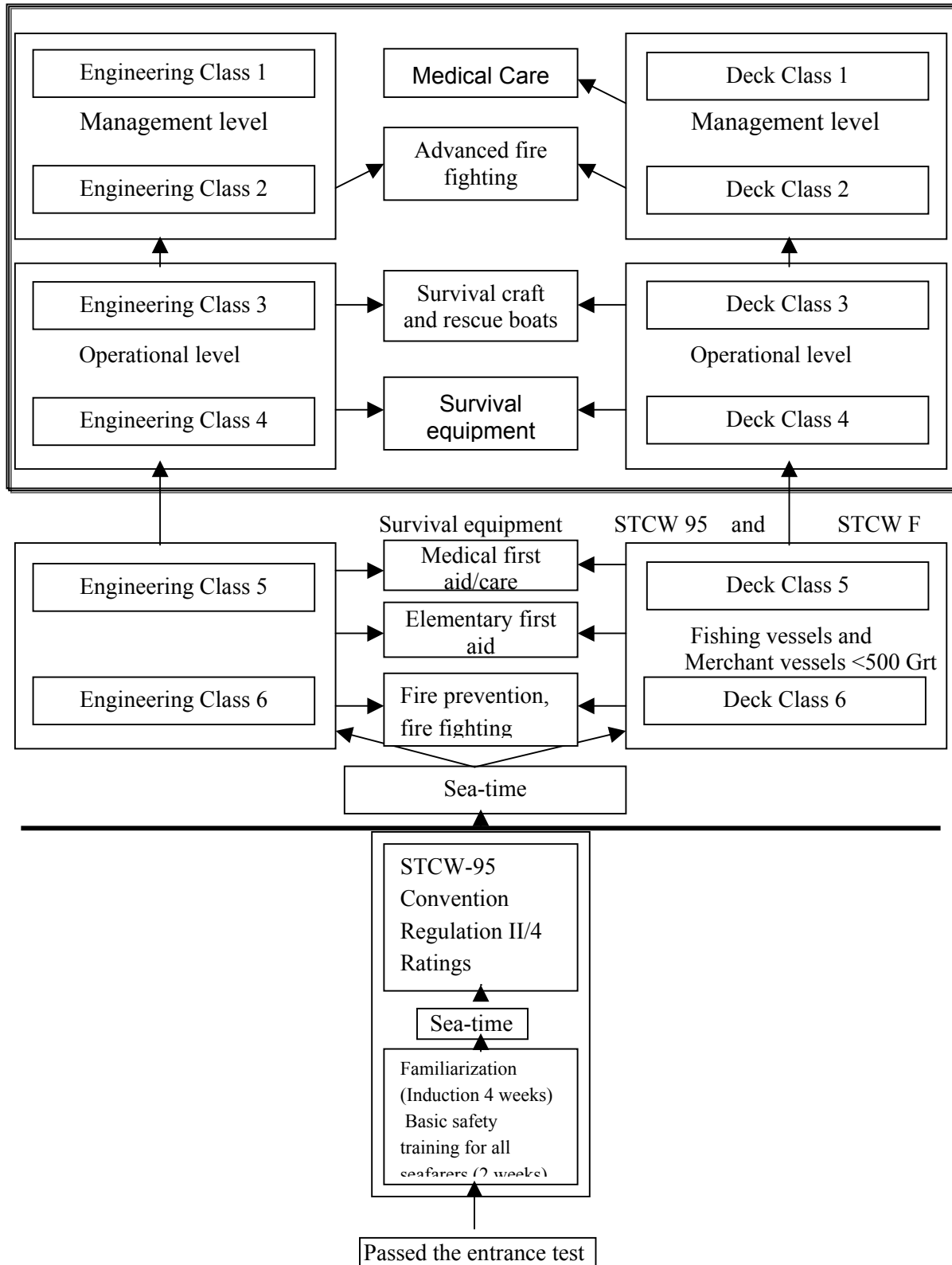
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2003. Report for the period January to June 2003. Vilmundur Víðir Sigurðsson, ICEIDA project manager at NAMFI.
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2004. Proposal of synthesis. Regarding the implementation at NAMFI. Report to the Spanish Agency for International Cooperation
2004. Rent capture in the Namibian fisheries. The case of hake. Andreas P. Ithindi. Final project at the United Nations University Fisheries Training Programme in Iceland. 44 p + appendices.

Appendix 6. Schematic representation of officers' training at NAMFI according to the standards of the IMO conventions
Produced by Vilmundur Vidir Sigurdsson, ICEIDA project manager



Appendix 7. A schematic representation of the training process at NAMFI to reach various levels of competency for engineers, according to the IMO standards.

