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Results and Impact Review of Namibian/Norwegian co-operation in the fisheries and maritime sectors

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Michael Fergus
Peter Manning
Harald Eide

LIST OF PRINCIPAL ACRONYMS

BCLME	Benguela Current Large Marine Eco-System
BENEFIT	Benguela Environment Fisheries Interaction and Training Programme
DMA	Directorate of Maritime Affairs
EEZ	Exclusive Economic Zone
FIOC	Fisheries Inspectors' and Observers' Courses
GMDSS	Global Maritime Distress and Safety System
IBCC	Interim Benguela Current Commission
ILO	International Labour Organisation
IMO	International Maritime Organisation
IMR	Institute for Marine Research, Bergen
INFOPECHE	Intergovernmental Organisation for Marketing Information and Cooperation service for Fish and Fisheries Products in Africa
INFOSA	Marketing and Technical Advisory Service for the Fisheries Industry in Southern Africa
ITCW	International
IUU	Illegal, Unreported and Unregulated Fisheries
LMTS	Lüderitz Maritime Training School
MCS	Monitoring Control and Surveillance
MFMR	Ministry of Fisheries and Marine Resources
NAMFI	Namibian Maritime and Fisheries Institute
NATMIRC	National Marine Information and Research Centre
NCFS	Norwegian College of Fisheries Science, Tromsø
NFDS	Nordenfjeldske Development Services
NMD	Norwegian Maritime Directorate
SADC	Southern African Development Community
SEAFO	South East Atlantic Fisheries Organisation
STCW	International Convention on Standards of Training, Certification and Watch-keeping for Seafarers
SWAPO	South-West African People´s Organisation
TAC	Total Allowable Catch
UNAM	University of Namibia
UNDP	United Nations Development Programme

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FOREWORD

This report is about Namibia and Norway and their cooperation in the fisheries and maritime sectors between 1990 and 2004.

In September 1988, eighteen months before Namibia became an independent nation, Sam Nujoma, then President of SWAPO wrote from his office in Luanda to the Norwegian Prime Minister, Gro Harlem Brundtland. He was seeking assistance in the fisheries sector for the new nation. The outcome of this approach can be seen 11 years later in a letter from the late Axel Ishitile, then Permanent Secretary in the Ministry of Fisheries and Marine Resources to President Nujoma. In it Ishitile says:

> "*I would like to emphasise on the assistance we got from foreign donors generally and especially from the Kingdom of Norway. I was personally leading the negotiation with these organisations and I am still admiring their sincere motivation and capability to assist us to develop our fisheries sector. Many of these colleagues will forever remain Namibian friends and we must always remember those nations that assisted us before and just after independence. Their effort was unselfish and never driven by commercial motives."*

Development cooperation involves interventions in often complex circumstances so that, very frequently, the intended objectives are not reached. In the case of Norway's cooperation with Namibia in the fisheries and maritime sectors, however, there was a high degree of success. Axel Ishitile´s letter is thus an eloquent testimonial to the successful cooperation between the two countries. It also gives a flavour of the majority of reactions and comments received by the Review team on their visit to Namibia.

Oslo, 23 September 2005

EXECUTIVE SUMMARY

- This report is a review of the results and impacts of cooperation between Namibia and Norway in the fisheries and maritime sectors. It was carried out by a three person Review team which visited Namibia in June 2005. It also carried out extensive consultations in Norway and elsewhere

- Namibia has some of the richest fish resources in the world because of the presence of the nutrient-rich Benguela Current. But before Independence in 1990 these resources had been over-exploited and become depleted because of unregulated fishing by many nations. The annual fish catch (all species) was as high as 1.5 million mt. in the 1970s and is about 600,000 mt. in 2003.

- On attaining Independence the new Government called upon Norway to assist in establishing an Exclusive Economic Zone (EEZ), a system of fisheries research, appropriate legislation and a Monitoring, Control and Surveillance (MCS) system

- In the 15 years since Independence Norway has contributed about N$ 450 million (about NOK 400 million) to the fisheries and maritime sectors. This assistance consists of 13 components including monitoring, control and surveillance, training, fisheries research, institutional development and management support.

- The Review adjudges the results and impacts of the cooperation to have been very successful and there is widespread satisfaction on both the donor and the recipient sides with the results of the cooperation. Namibia is recognised as having one of the best managed fisheries in the world and Norwegian cooperation can take considerable credit for this. Impact on poverty is not as great as it might have been but this is because of the nature of industrial fisheries and distributional aspects. On the other hand assistance on inland fisheries legislation and research has certainly contributed to poverty reduction in some inland communities.

- There are many reasons for the success i.e. Norwegian expertise is very relevant to the problems confronting Namibia. Its “hands-on” approach is very appropriate in the fisheries business. The use of institutional cooperation in resources research and management was fruitful. The Namibian Government was receptive and highly pro-active., and was quick to take necessary decisions. Norway had a good team in its Embassy in Namibia which allowed Norway to react quickly and flexibly to requests. This was backed up by appropriate support from Norad Oslo.

- The major lesson which can be learned from this cooperation is that substantial development impact can be achieved in cases like this where Norway has the relevant sectoral expertise, competence and experience arising from Norwegian fisheries, maritime administration, training and resource management

- The report recommends a series of measures designed to acquaint the public in Norway and Namibia with the concrete results and impacts of the programme of assistance.

Introduction

1. The document which follows is a Final Report outlining the findings and recommendations of a ***Results and Impact Review of Namibia/Norway Cooperation in the Fisheries and Maritime sectors***. The Final Report is based on a Draft Final Report submitted on 29 July 2005 to Norad, to the Royal Norwegian Embassy in South Africa, to the Ministry of Fisheries and Marine Resources (MFMR) and the Directorate of Maritime Affairs (DMA) of the Ministry of Works, Transport and Communication in Namibia. The Final Report takes account of comments made by these institutions on the Draft Final Report. The Terms of Reference for the Review are attached at Annex 1.

2. The contents of this Final Report are therefore known to, and have been discussed with, the responsible Namibian and Norwegian authorities. This Final Report was produced on 23 September 2005. For the sake of conciseness, the Review team has limited the length of the Report (excluding Annexes) to 35 pages.

3. The purpose of the review is to:

- Assess results and impacts obtained
- Document these results and impacts
- Assess the sustainability and institutional foundations of the cooperation
- Make appropriate recommendations

4. The Governments of Namibia and Norway are agreed that is it is important for the people of both countries to assess and document adequately the results and impacts of a co-operation which has lasted over 15 years. The results of the Review, therefore, are likely to be publicized widely in Namibia and in Norway.

5. The Review was carried out by a three person team of independent consultants consisting of Michael Fergus (team leader), Peter Manning (fisheries expert) and Harald Eide (maritime expert), fielded by Nordic Consulting Group AS of Oslo, Norway. In addition the team has received valuable assistance from Tone Slenes, Information Officer in NORAD who accompanied the Review team during part of its fieldwork in Namibia and who has assisted in the production of the Draft Final Report. The Review is an outcome of the Annual Meeting for 2004 between the MFMR and the Norwegian Government held on 2 November 2004. The Review was conducted in Namibia between Tuesday 14 June and Sunday 26 June 2005. The Team visited Windhoek, Swakopmund and Walvis Bay. In Namibia the team has had 37 different meetings and site visits. In addition team members conducted a further 15 meetings in Norway, South Africa and Botswana between 3 May and 27 June 2005. The programme of meetings and site visits held inside and outside of Namibia is set out in Annex 2 to this Report. A Draft Final Report was submitted to Norad on 29 July 2005, and on the basis of comments received this Final Report of the Review was completed and submitted to Norad on Friday 23 September 2005.

Structure of the Report

6. The subject of this Review is not a small one. It concerns the activities of hundreds and even thousands of actors over a period of 15 years or more at a cost of several hundred million kroner. It would therefore be tempting to produce a voluminous report. However priority has been given to making it short with a minimum of descriptive narrative. Priority has been given to setting out findings, recommendations and lessons learned rather than background material which can be gleaned from the literature. The structure of this Draft Report therefore follows the requirements of the Terms of Reference closely. However, because a great deal has happened over the past fifteen years, it has been considered necessary to draw up an initial review of the development and current status of the industry by which the different components can be assessed. The Draft Report is therefore structured as follows:

- The Development and Current Status of Fisheries in Namibia
- Norwegian Assistance to the Fisheries and Maritime Sectors in Namibia
- Assessment of the Individual Components
- The Sustainability Issue
- The Main Findings
- Recommendations
- Lessons Learned
- The Next Steps

The Development and Current Status of Fisheries and the Maritime Sector in Namibia

Marine Capture Fisheries

7. The pre-independence status of Namibia's fisheries was profoundly influenced by the complex array of political-legal issues arising from South Africa's illegal occupation of Namibia. As a result, there emerged at independence in March 1990 two distinct regimes governing fisheries, when Norwegian cooperation with the then new Government of Namibia began. The inshore fishery, over which South Africa exercised some measure of control, arose from South Africa's *de facto* jurisdiction over Namibia. The offshore fishery, over which neither South Africa, as the *de facto* authority for Namibia, nor the United Nations as the *de jure* authority, were able to exercise jurisdiction, was in effect an open access fishery. The significance for the Namibian fisheries sector of Independence was that the new state could assert jurisdiction over the rich off-shore fishing grounds, thus giving it the legal capacity to claim rights to the resources of the still to be proclaimed exclusive economic zone (EEZ).

8. In 1990, Namibia inherited a fisheries sector in which the most valuable commercial species had been over-fished and were in a depleted state. About 90% by mass of the total catch of commercially exploited species fall into three major resource groups. Pelagic shoaling species, pilchard and anchovy, are found inshore and are harvested by the purse seine fleet. Anchovy have virtually disappeared from Namibian waters and the pilchard stock has been in a severely depleted state for most of the period since the collapse of the stocks in the late 1960s. The semi-pelagic Cape horse mackerel are harvested mainly by mid-water trawlers (a portion of the catch are harvested as juveniles in the purse seine fishery). The hakes are the main species taken in the demersal fishery and are Namibia's most important commercial species. At independence a stock assessment undertaken by the " R/V Dr.Fridtjof Nansen" revealed that the stock was severely depleted and in 1991, the first year following independence when it was possible to limit the catch, a precautionary total allowable catch (TAC) of 60 000 mt was set.

The TAC for hake in 2005/6 is 180 000 mt. The monk fishery is also a significant demersal fishery and has a TAC for 2005/6 of 11 500 mt. A relatively small deepwater trawl fishery harvests mainly orange roughy and another targets tuna. The most important crustacean fisheries are those exploiting the deep sea red crab and the Cape rock lobster. The rock lobster stock, a long-lived species, was also severely depleted at the time of independence but has since made good progress to recovery, as a result of decisive action taken to conserve and rebuild the stock.

9. The total catch of all species has varied since independence at between about 500000 to 800000 mt per annum, about 98% of which is exported. The biomass, after rising initially after independence, reached a low point in the mid-1990s during a particularly severe Benguela Nino event. The total catch of all species was 631 119 mt in 2003 with a final value (ie value of the catch in the form exported) of N$3668 million.

10. Namibian Government policy for the fishing industry can be traced from its constitutional roots, through the evolution of those constitutional principles in the 1991 White Paper on fisheries policy, to its expression in the legislation which seeks to implement that policy.

11. A white paper, entitled "*Towards the Responsible Development of the Fisheries Sector*" [1], developed as an early part of Norwegian/Namibian co-operation, articulates the policy for the development of the fisheries sector. This was funded by the United Nations Development Programme (UNDP), making use of Norwegian expertise where required. The policy was reviewed and revised in 2003 to take account of changes in the sector and Namibia's international responsibilities arising from its ratification of or accession to international treaties and agreements. The new policy document is entitled: "*Towards Responsible Development and Management of the Marine Resources Sector*" [2].

12. The policy aims to encourage more involvement of Namibians in both the fishing and processing industries, and through the development of support and service industries, and of distribution and marketing networks.

13. The articulation of a coherent fisheries policy laid the foundation for reviewing the existing South African legislation, the Sea Fisheries Act (1973), which remained the applicable legislation in Namibia in the period following independence. The South African legislation was repealed and replaced by the Sea Fisheries Act (1992) [3], drafted with Norwegian assistance. The Namibian fisheries management system is now based on the Marine Resources Act (2000), which entered into force in August 2001 replacing the earlier post-independence legislation. The new Act maintains the system basically as it was under the Sea Fisheries Act (1992) but enhances it in certain respects.

14. There are two major areas of innovation in the new Act. Firstly, the 2000 Act extends the powers to regulate fishing to Namibian registered vessels fishing on the high seas in order to enable the Namibian Government to exercise its responsibilities under the UN Fish Stocks Agreement. The second major innovation is the creation of the Fisheries Observer Agency.

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[1] Ministry of Fisheries and Marine Resources, "*Towards the Responsible Development of the Fisheries Sector*", Windhoek, December 1991

[2] Ministry of Fisheries and Marine Resources, "*Namibia's Marine Resources Policy*", Windhoek, August 2004

[3] Government of Namibia, "*Sea Fisheries Regulations, Government Gazette, No.566, 4 January 1993*"

15. Despite Namibia's per capita fish consumption rising to about 10 kg by the end of the 1990s from about 4 kg per person at the beginning of the decade, about 98 % of the total marine catch of all species of fish is available for export. Fish and fish products contributed 27.6% of total export earnings and 7.8% to GDP in 2003. Fish and fish products are Namibia´s second biggest earner of foreign exchange after the mining sector.

16. About 14000 people are employed in the fisheries sector in Namibia, approximately half of whom are employed in onshore processing. As a result of upstream and downstream linkages, further jobs have been created in associated industries.

The fisheries management system:

17. The essential elements of the Namibian fisheries management system are as follows:

18. A 'right of exploitation' is required to harvest each commercial species of fish or other living marine resource . Previously rights were granted for periods of ten, seven and four years but, in June 2001 when the new Marine Resources Act became applicable, the periods were changed to fifteen, ten and seven years and a new 20-year fishing right was added.

19. Total allowable catches (TACs), divisible into individual quotas, are set annually for seven [4] species: hake, horse mackerel, pilchard, orange roughy, red crab, monk and rock lobster. Quotas may only be allocated to the holder of a right of exploitation.

20. Licences are required for all vessels fishing in Namibian waters. Licences are used to limit fishing effort in fisheries not subject of a TAC and quota allocation (eg the tuna fishery).

21. The basis for the length of time a right is granted is as follows:

- A 20 year right may be granted to a company that employs at least 5000 Namibians on land on a permanent basis.
- A 15 year right is granted to a rights holder that is an enterprise at least 90% Namibian owned, with a significant investment in vessels or onshore processing facilities, where 50% ownership of these inputs is regarded as significant.
- Ten year rights are granted to all other majority Namibian owned enterprises with at least a 50% interest in a vessel or onshore processing facility in the relevant fishery.
- Seven year rights are granted to enterprises that are majority Namibian owned but which do not have a 50% or greater ownership of a vessel or onshore processing plant in the fishery concerned.
- Note: Variations on these conditions exist relating to the size of the enterprise, the number of Namibians employed and on innovations undertaken by companies. If a right granted to a seven or ten year rights holder later fulfills the conditions for a longer term right, then that right may be extended on review by the Ministry of Fisheries and Marine Resources (MFMR). Similarly, if an enterprise no longer fulfils the criteria for which the right is granted, the right may be withdrawn or shortened.
- The structure of quota fees was established to encourage Namibian registration and ownership of fishing vessels. Categories of fishing vessels are defined as follows:

[4] A TAC was set for an eighth species, *Alfonsino* in 1997

- A Namibian vessel is one registered in Namibia, permanently based in Namibian waters, flies the Namibian flag and in which Namibians enjoy at least 51% beneficial ownership and whose crew is at least 85% (80% before 2001 [5]) Namibian.
- A Namibian-based vessel is one registered in Namibia, permanently based in Namibian waters, flies the Namibian flag, has at least 51% beneficial Namibian ownership and a crew which includes Namibian citizens but of whom less than 85% are Namibian. It also includes foreign-flagged vessels with at least 85% Namibian crew [6].
- Foreign vessels are those that do not qualify as Namibian or Namibian based vessels.

22. The quota fees, charged per tonne, are based on these definitions of vessels. The quota fees charged tend to be at least double for "foreign vessels" than they are for "Namibian vessels" so as to encourage the development of a Namibian based fishing fleet. Quota fees are paid to the Ministry of Finance. Non-quota species are charged a fee based on the actual catch landed.

23. In addition, Marine Resources Fund levies are charged per tonne of fish landed. This Fund is used for research and training and is controlled by the MFMR[7]. Similarly, Observer Fees are charged and are paid into the Fisheries Observer Fund, also controlled by the Ministry. This fund is used to fund the Fisheries Observer Agency, established under the Marine Resources Act (2000) as a parastatal.

24. Bycatch fees are charged at a rate intended to be low enough to encourage the landing of bycatch but high enough to make it not attractive to target the species landed as bycatch. Fishing vessel licence fees are nominal and raise little revenue.

25. Management of the Namibian fishery should be considered a considerable success from the perspective that as sufficient resource rent is extracted to fully cover management costs and, in addition, make a net contribution to national treasury. On the other hand information on the **total** economic contribution to government revenue is not available Almost all fishing companies in Namibia are private limited companies (as opposed to public companies) and they are not obliged to publish their balance sheets and don't do so voluntarily. The Ministry of Finance regards tax payments by private limited, companies as confidential. Apart from company tax, there is also a contribution coming from income taxes, but that too is confidential information.

Full cost recovery

26. Namibia has succeeded in achieving full cost recovery for the management of its marine fisheries sector as the state raises more revenue from its fisheries than it spends on the full range of fisheries management activities. A recent review of the impacts of illegal, unreported and unregulated fisheries in Namibia [8] points out that in 1999 revenues to Government amounted to N$ 109 million whilst costs of the MCS system amounted to N$ 40 million (or a

[5] These definitions of vessels were different before 2001.
[6] Before 2001, a "Namibian-based vessel" could have less that 51% beneficial Namibian ownership and a crew of whom less than 80% were Namibian.
[7] Permanent Secretary of the MFMR is the responsible accounting officer.
[8] Marine Resources Assessment Group (MRAG), "*Review of Impacts of Illegal, Unreported and Unregulated Fishing in Developing Countries*", London, June 2005

mere 37% of revenues). It thus also makes a net contribution to the national treasury. This is an excellent achievement that very few other countries can match.

27. The Namibian Government has succeeded in recovering the costs of management for most of the period since independence. It is true that the Namibian fisheries resources are large in relation to population size[9], and the fisheries are relatively easy to monitor and control because there are only about 300 licensed fishing vessels in the whole of the Namibian fisheries sector and there are only two ports at which fish can be landed. However, although relatively easy to make a success of management, in all too few instances has this happened and the overall result is to the great credit of the Namibian Government and those that supported this endeavour.

Management costs:

28. The cost of management of Namibia's fisheries is summarised in Table 1. The figures include capital costs, which are spread over a ten-year period [10] (Wiium & Uulenga, 2002). The expenditure is financed from the central Government budget, the Marine Resources Fund and the Fisheries Observer Fund. (The fall in management costs in 1999 was due to the sale of the Ministry's helicopter and a patrol boat.)

Table 1: Cost of fisheries management in N$ '000s. (data from Wiium & Uulenga) and MFMR

	1994	1995	1996	1997	1998	1999	2000	2001	2002	2003	2004
Monitoring, control, surveillance	24571	31524	45213	43456	48754	34455					
Research	23026	17107	17201	23075	23623	22244					
Administrative and other costs	4481	5688	6877	7372	9992	9258					
Total	**52078**	**54319**	**69291**	**73903**	**82369**	**65957**					

Revenue from fisheries

29. Apart from normal company taxation[11], revenue is collected from the industry in the form of quota fees, bycatch fees, the Marine Resources Fund levies, the Fisheries Observer Fund levies and licence fees. The revenue collected is summarised in Table 2 below.

30. Throughout the post-independence period fisheries management has benefited from substantial donor funding. It is not clear what contribution donor funding has made to the normal, essential management expenditure of the Ministry, and to what extent it could be considered expenditure addressing the pre-independence failures to provide adequately for

[9] With a population of about 1.67 million (2000) about 370kg was harvested per person in 2000.

[10] Vijium V.H. and Uulenga A.S., "*Fishery Management Costs and Rent extraction: the case of Namibia for inclusion in Costs of Marine Fisheries Management*", ed. By W.E.Schrank, R.Hannesson and R.Arnason, London, 2002

[11] Data on company taxation is regarded as confidential.

education and training of a large part of the population and initial costs of establishing a Ministry. Much of the donor funding could be considered as falling into the latter category.

31. It becomes apparent that for most of the period since independence, Namibia has achieved full cost recovery relating to normal ongoing expenditure on fisheries management. This has been achieved by few countries around the world but it offers the best approach to achieving sustainability for the effective fisheries management. Credit goes to the Namibian Government first and foremost for achieving this and for acting on advice provided through fisheries management advisors provided by Norad.

Table 2 : Government Revenues from fisheries (In N$'000) data from Wiium & Uulenga), MFMR and Fishing Industry Handbook[12] (data awaited)

	1994	1995	1996	1997	1998	1999	2000	2001	2002	2003	2004
Quota fees	108600	90600	45500	72200	75200	91100	76125	69900	100011	74437	84629
Bycatch fees	9600	8000	14800	5000	6200	9001	10300	12800	15788	13561	16294
licence fees	30	162	162	158	160	172	185	172	286	187	110
Marine Resources Fund levies[1]	8600	7200	6100	8300	9900	13229	11027	9211	15794	12042	17663
Fisheries Observer Fund levies[1]	5000	5131	5438	5371	5799	6026					
Total	**131830**	**111093**	**72000**	**91029**	**97259**	**119598**	**97637**	**92083**	**131879**	**100227**	**118696**

Present crisis in the marine capture fisheries

32. The present economic crisis in the fishing industry can be attributed to a number of factors that have come together, resulting in costs exceeding revenues for some companies, particularly in the important hake sub-sector, which accounts for about half the final value of fisheries production in Namibia. However the rise in the value of the Namibian dollar and rising fuel prices have had an impact of the whole on the fisheries sector, not just the hake sub-sector.

33. It is now widely acknowledged that there is excess capacity in both vessels and processing capacity developed during earlier years[13]. Without providing any special incentives, it is well established in the literature - both in theory and from empirical observation - that there is a tendency in fisheries to develop overcapacity. The MFMR, however, created incentives during the 1990s to encourage the development of the industry in Namibia and to encourage investment in vessels and processing capacity. A dimension of the growth in vessel capacity was that old and inefficient vessels were purchased. A longer-term, more strategic vision would have lead to the investment targeting the development of a more modern, efficient fleet of fewer vessels. Incentives need to be created to limit the growth of capacity to that needed to

[12] Fishing Industry Handbook: South Africa, Namibia and Mozambique. 2004. George Warman Publications, Cape Town; and 1995 edition, published Marine Information CC, Stellenbosch.
[13] Abraham Iyambo, "*Address to the Fisheries and Marine Resources Sector* ", MFMR, Windhoek 13 April 2005.

most cost-effectively harvest the resource. The unintended impact of the MFMR's incentives was the development of considerable excess capacity in the industry. Excess capacity has to be financed and it inevitably has the impact of reducing the margin between costs and revenues.

34. Investments were undertaken during years when there were sharp rises in the Namibian dollar price of hake, in part as a result of a rise in hake prices in real terms in Namibia's main markets, and in part as a result of devaluation in the Namibian dollar against other currencies. However, during the last four years there has been a rise in the value of the Namibian dollar[14] against the currencies of its major fish trading partners. This has meant a decrease in the Namibia dollar value of the foreign exchange earnings for fish exports which has had a major impact on revenues. Evidence exists of significant transfer pricing taking place, particularly in the hake sub-sector.[15] This has increased the vulnerability of the industry to the difficult set of circumstances that have produced the present crisis in the industry.

35. A further complicating factor has been the increasing proportion of smaller fish caught in the hake fishery[16]. It is understood that there has been good recent recruitment to the fishable biomass but that there are few larger fish left because of years of poor recruitment prior to that. Thus the percentage of smaller fish making up the catch has increased. The per kilogram price paid for hake can be as much as 100% higher for larger fish than it is for smaller fish. Thus the size structure of the catch can have a dramatic impact on revenue. The size structure of the catch has thus also contributed to the decrease in the revenue of fishing companies.

36. The variability of Benguela ecosystem on which the Namibian fisheries depends means that the optimal capacity is likely to be lower than what is needed during the most productive years. All the factors mentioned above have combined to create a crisis within the industry.

Inland fisheries

37. The inland capture fisheries of Namibia are small relative to marine fisheries, but they play an important part in the food security of a significant part of Namibia's population, particularly in the north-eastern regions of the country. The MFMR estimates production "to be not less than 2,000 tonnes per annum for the Caprivi Region, 800-1000 tonnes for the Okavango Region, 250 tonnes for the Cuvelai system and minimal amounts for the Orange and Kunene Rivers" [17]. This could have a significant local impact on food security in some marginal regions and it appears to have considerable potential for increasing food production.

38. The need for a cost-effective inland fisheries management regime was identified in the *White Paper on the Responsible Management of the Inland Fisheries of Namibia*", [18] in order to

[14] The Namibian dollar is pegged at parity to the South African Rand.

[15] Eide, Manning and Steinshamn "Assessment of the economic benefits African countries received from their marine resources: three case studies" SNF-Report No 05/03, Bergen

[16] Ministry of Fisheries and Marine Resources, "*The State of the Marine Environment and Commercially Used Living Marine resources*", November 2003

[17] No accurate data exists. Estimates of potential inland production of 150 004 mt (GRN 1995) and various estimates of actual inland catch (http://earthtrends.wri.org/pdf_library/country_profiles/wat_cou_516.pdf) need to be treated with some caution.

[18] Government of Namibia", "*White Paper on the Responsible Management of the Inland Fisheries of Namibia*", Windhoek, 1995

protect the interests of the estimated 100 000 people who derive at least part of their food, income and informal employment from Namibia's inland fisheries resources.

39. The policy therefore aims at the optimal utilisation of fresh water fishery resources, and seeks to favour the use of these scarce resources for subsistence use rather than commercial fishing. It also seeks to establish local community management of these fisheries as part of an integrated watershed management system and to co-ordinate their management with other countries that share these resources.

40. With Norwegian support, a management system consistent with this policy was devised by the Ministry and a legislative framework was developed to give effect to it in the form of the Inland Fisheries Resources Act (2003). The Act provides for the conservation and protection of aquatic ecosystems, the sustainable development of inland fisheries resources, and for the control and regulation of inland fishing. It came into force on 6 June 2003. The Norwegian Institute for Nature Research (NINA) has been assisting MFMR on research on inland fisheries since 1993.

Aquaculture

41. Aquaculture in Namibia has been very limited but it is set to become a more significant contributor to Namibia's fish production both for domestic consumption and exports. The government envisages considerable growth of the sector, predicting that it will become a "thriving industry" (Vision 2030[19]). The Government foresees marine aquaculture producing "various types of high-value finfish and shellfish, destined mainly for the export market". It also sees inland aquaculture providing "food, income and employment of rural communities" (ibid.).

42. The policy for the aquaculture sector is found in the 2001 policy paper: "*Towards the Responsible Development of Aquaculture (2001)*" [20]. It provides for the promotion and operation of sustainable aquaculture, and the management, conservation and protection of the marine and inland aquatic ecosystems. It also seeks to promote a co-management approach to the management of aquaculture by involving regional and local councils and traditional leaders.

43. The Aquaculture Act (No.18 of 2002) and the Aquaculture (Licensing) Regulations (2002) were gazetted at the end of 2002 and took effect in 2003 and provide for a comprehensive management system for aquaculture. Control of aquaculture is based on a system of site-specific licences to which conditions may be attached regarding such matters as water quality and the use of drugs or hormones (sec. 14). The Act makes provision for aquaculture production to generally meet the sanitary conditions for exports to major markets such as those of the EU and USA.

44. Mariculture is export oriented producing mainly oysters, abalone and marine algae [21]. Current production figures are not yet available.

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[19] Office of the President, "*Namibia Vision 2030. Policy Framework for Long-Term National Development*" August 2003. see also: http://www.npc.gov.na/vision/vision2030.htm

[20] Ministry of Fisheries and Marine Resources, "*Towards the Responsible Development of Aquaculture*", Windhoek, 2001

[21] Ministry of Fisheries and Marine Resources, "*Annual Report, 2004*", Windhoek, 2005

45. Inland aquaculture is focused at present on the culture of tilapia, catfish and freshwater crayfish. Three community-based fish farms in each of the Caprivi and Kavango regions have been established to facilitate fish production in the north-east of Namibia. Fingerlings are being produced and 72 subsistence fish farmers in the north east of Namibia were supplied with fingerlings in 2004 (MFMR Report 2004).

46. The feasibility of mariculture development, the policy and the legislation were developed with support of Norway development assistance. At the time of writing (August 2005), a feasibility of developing the aquaculture industry in Namibia is being undertaken with assistance from Norway.

King Mandume Muatunga, the Mayor of Walvis Bay

Walvis Bay, as Namibia's main port, was host to many activities resulting from the development cooperation between Norway and Namibia in establishing a system of fisheries management and a fisheries patrol service.

The Mayor says: "The cooperation has created workplaces in the town, and many fisheries companies provide social services in the area. However, things are not easy. The coast of Namibia is a desert so that it is difficult to provide water and shelter to all of these who want to live here."

Although the fisheries industry has created thousands of jobs the unemployment rate is still 37% in Walvis Bay. Young people are particularly vulnerable. In Namibia as a whole, 65% of the population live below the poverty line and 20% are infected with HIV/AIDS. The figures for Walvis Bay reflect these numbers. "The fisheries industry is now experiencing a downturn as there are too many small fish in the sea, and the prices we get for these are not high. In addition an unfavourable exchange rate is making things difficult for the fishing industry. This affects the health services we can provide in the town which are often supported by the factories and other fisheries interests. Another problem is that many workers are getting out of the fisheries industry and moving over to the private sector and the mines".

Norwegian Assistance to the Fisheries and Maritime Sectors in Namibia

47. In total, Norwegian bilateral assistance to Namibia since Independence has amounted to almost N$ 1,000 million. Namibia has been receiving assistance from Norway in the fisheries

sector since 1990, but this was formalised in an agreement in 1991, and in the maritime sector since 1996. However it is understood that as early as 1986 Norwegian experts were studying the fish resources of the country[22]. Assistance has been channelled through three main projects i.e. the Fisheries Sector Programme (NAM 0001), the Nansen Programme (GLO 0001) and the Maritime Programme (NAM 0016). Four main agreements were signed in relation to the fisheries sector in 1991, 1993, 1997 and 2000. One agreement was signed for the maritime sector in 1996. The total amount received in these two sectors has been about N$ 450 million. Of this the Nansen Programme research and resources monitoring and management component took about one third. The highest annual expenditure of about N$ 40 million occurred in 1997. The programme of Norwegian assistance to the fisheries sector in Namibia has been reviewed on three occasions previously i.e. in 1993[23], 1996[24] and 2001[25]. In addition to these sums should be added the cost of refurbishing the fisheries patrol vessels, "Oryx" in 1993 which was about N$ 5 million, and the financing of the building of the "*Nathanael Maxuilili*" under a mixed credits agreement from Norway amounting to NOK 32 million (including a grant element).

48. Norway´s principal partner on the Namibian side has been the Ministry of Fisheries and Marine Resources (MFMR) which has a staff of about 400 persons and is divided into four directorates i.e. Operations, Resource Management and Policy, Planning and Economics and Aquaculture. It also includes Inland Fisheries at Hardap, NAMFI at Walvis Bay and NATMIRC in Swakopmund. It is also important to be aware that although Norway is an important donor to the fisheries and maritime sectors (and frequently the most important) it is by no means the only one. DFID (UK), ICEIDA (Iceland), the Governments of Spain, France, Germany, China, Japan and the European Union (EU) have also made important contributions. A good example of this is at the Namibian Maritime and Fisheries Institute (NAMFI) where Norway together with the European Union (EU), Iceland and Spain is providing coordinated and complementary assistance.

49. As a coastal state with extensive maritime and marine resources, it was important for Namibia at independence in 1991 to establish laws, regulations and institutions which would enable it to manage these resources. It was also essential that Namibia established an effective fisheries management system consistent with international conventions.

50. The Directorate of Maritime Affairs (DMA) was established in 1995 with the primary objective of having an instrument to control Namibian shipping, primarily fishing vessels and vessels from other countries entering Namibian harbours. This was accentuated when Walvis Bay was formally acknowledged as being part of Namibia in 1994 (until then it was a disputed territory over which South Africa exercised de facto control) The ruling maritime legislation at that time was the South African "The Merchant Shipping Act No 57 of 1951, as amended". This was out of date and was not consistent with international conventions. It was also essential that Namibia adopted a maritime policy which was in accordance with the International Maritime Organisation (IMO) and International Labour Organisation (ILO) standards. The

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[22] United Nations Institute for Namibia, "*Namibia: Perspectives for National Reconstruction and Development*", Lusaka, 1986

[23] R.B.Rist, Arnfinn Stuhaug, W.G.Wilson and Richard Moorsom, "*Review of Norwegian Assistance to Fisheries Surveillance in Namibia*", Windhoek, 15 December 1993

[24] R.B.Rist, L.Engval, C.Goosen and L.Shapwa, "*Review of the Norwegian assistance to the Fisheries Sector in Namibia*", Windhoek, February 1996

[25] R.B.Rist, E.thomas and H.Staniland, "*Review of Norwegian Assistance to the Country Programme: Development in the Fisheries Sector in Namibia (NAM 001)*", Windhoek, September 2001

principal purpose of the agreements signed in 1996 between Norway and Namibia and referred to above was: "*to assist Namibia in the establishment of an institution which will regulate and enforce maritime safety requirements and prevent pollution at sea by ships*".

51. The purpose of the project was to enable Namibia to

- Draw up a maritime policy, in line with IMO and ILO standards,
- Register and certify mariners,
- Approve and certify mariners training schemes,
- Carry out search and rescue operations by sea,
- Prevent pollution at sea by ships,
- Investigate accidents and violations,
- Perform port state control,
- Control the working conditions of mariners

52. It appears there were 13 major components in the fisheries and maritime programme as follows:

- Manning of Patrol Vessels (NAM 0001)
- Maritime Training (NAM 0001)
- Observer Programme (NAM 0001)
- Fisheries Inspector and Observer Course (NAM 0001)
- Management Support (NAM 0001)
- Nansen Programme: Fisheries Research, Resources Monitoring and Management (GLO 0001)
- Nansen Programme: Institutional Development (GLO 0001)
- Regional Aspects (Various)
- Maritime policy and legislation (NAM 0016)
- Vessels Registration, Inspection and Surveys (NAM 0016)
- Issue of certificates (NAM 0016)
- Hydrographic research (NAM 0016)
- Equipment for combating oil pollution (NAM 0016)

53. It should be kept in mind that in 1990, the new Namibian government inherited a very small "Department of Fisheries" from the previous pre-independence administration which had no involvement with the valuable off-shore fisheries. Namibia did not yet have an internationally recognised exclusive economic zone (EEZ), enforceable limits on fishing were not yet in place, and the new Government had little or no experience in fisheries management. There was also an urgent need for reliable scientific knowledge of the state of the fisheries resources, which needed to come from a source that did not have a vested interest in the decisions based on that knowledge. The provision of appropriate expert advice was a vital contribution, therefore, to the establishment of a viable, credible and effective fisheries management system.

54. Important sub-components of the Management Support were inland fisheries and fisheries legislation. In addition, Norwegian assistance included support to regional and international organizations like the Southern African Development Community (SADC), the South East Atlantic Fisheries Organization (SEAFO) and the Benguela Environment Fisheries Interaction and Training Programme (BENEFIT) and these are dealt with separately below.

Another important element of support outside the fisheries sector programme has been support to the University of Namibia´s B.Sc. in Fisheries (NAM 0015) which has also benefited from institutional cooperation from the University of Tromsø.

55. In the brief period available it has been difficult to produce accurate financial data disaggregated by project. The Annual Reports submitted by the Ministry to the Annual Meetings between the Government set out aggregated figures, but finding comprehensive expenditure details on each component back to 1991 would require a great deal of detailed research in the files in Windhoek and Pretoria.

56. Inevitably, with a programme encompassing three major different multiple component projects spanning 15 years, the volume of documentation concerning the programme is vast. Most of this is available in hard copy in the Embassy files in Pretoria and Oslo which were examined by the consultants. Additional documentation has also been made available by the Ministry of Fisheries and Marine Resources after the Review team´s visit to Namibia. The findings in this Report are therefore based on the documentation and on interviews with the many individuals met in Norway, Botswana and Namibia.

57. The team has set out below its findings on each of the 13 components, based on their interviews with individuals in Norway, Botswana, South Africa and Namibia and on the documentation **studied to date**. It should be emphasized that these findings have been discussed thoroughly with the Namibian authorities.

Assessment of the Individual Components

Manning of Patrol Vessels

58. This component of the programme has had the dual purpose of enabling Namibia to maintain effective patrols of Namibia's fisheries and to provide at-sea training to Namibian cadets training as deck officers and engineers. The successful establishment and operation of a series of six patrol vessels is at the heart of Namibia's Monitoring, Control and Surveillance (MCS) system. The whole system consists of patrol vessels, aircraft, fisheries inspectors, observers and management in Walvis Bay, Luderitz and Windhoek. The total number of persons engaged in the MCS system is about 350 including patrol vessel crews of 50 [26].

59. Prior to Namibia's Independence in 1990, there was a large multi-national fleet exploiting Namibia's fisheries resources without any form of effective limitation on fishing. It rapidly became apparent that, without credible enforcement capacity, Namibia would not be able to assert control over its valuable fishery resource. There was an added urgency in meeting this need as most of Namibia's most important commercial stocks had been depleted and there was an urgent need to begin the process of rebuilding the stocks.

60. Several persons consulted by the team pointed out that there was a great need in 1991 to show foreign fishing fleets that Namibia "*had the muscle*" to assert effective control over its EEZ. Norwegian assistance in maintaining fisheries patrols, which started in June 1991, with the appointment of a Norwegian commodore has, in the long run, been effective, but inevitably expensive, because of its dependence on Norwegian crews. On the other hand the 1996 Review

[26] Sumaila, Boyer, Skoken and Steinshamn, "*Namibia's Fisheries: Ecological, Economic and Social Aspects*", Delft, 2004

referred to above pointed out that the total yearly costs of the surveillance system (set up with Norwegian support) was N$ 20 million which was 20% of the quota fees paid by the industry and 1.5% of the fish export value, although it did not cite a source for this information. However the study by Sumaila et al [25] referred to below showed that regular patrols by the patrol vessels reduced violations very considerably, and they estimated that the cost of the MCS was 41% of what the Government collected in revenue, which amounted to over N$ 100 million in 2002. In addition the study says:

"*It is evident that, against all the odds, in a period of 12 years, Namibia has taken control of its EEZ. Poachers have been removed and licensed fishing is managed through a combination of catch limits and technical measures ……. It can be said that Namibia not only deserves the international reputation it has gained for MCS, but that it is also ready to operate, sustain and develop the MCS system without external assistance*".

61. There were a number of personnel problems in the beginning which resulted in the dismissal of one Norwegian company providing the services. From 1995 Nordenfjeldske Development Services (NFDS) took over responsibility and the provision of personnel since then appears to have been well managed. There has been a successful, gradual transfer of responsibility for manning the vessels from Norwegian crews to Namibian officers. This process is now expected to be completed during 2006 with the handover by the last Norwegian engineer to a Namibian engineer. Foreign crews were financed by Namibia from January 2005.

62. At-sea training appears to have been successful. There is some concern that technical problems have reduced the numbers of days at sea well below the optimum. However, it is expected that the two new patrol vessels (one built in Spain and one built in Norway) now in service will produce better results in 2005.

63. The Norwegian crews have been effective in giving Namibian cadets and trainees adequate hands-on experience. It should also be noted that the Namibian patrol vessels have recently been employed to provide at-sea training in fisheries inspection to Namibia´s counterparts in the Ministry of Fisheries in Angola.

64. The 1996 Review said of the Surveillance Programme which consisted largely of the support to the Patrol Vessels that it: *"……. is considered one of the most successful assistance programmes to Namibia since independence*". Nine years on this view was also widely expressed by those interviewed by the present review team and the team agrees with this assessment of result and impact. . It was recently observed that "*there is now little or no IUU fishing in Namibian waters, thanks to a very high profile MCS and observer system coupled with a foreign fleet licensing scheme.*"[27]

Maritime Training

65. The principal objective of the maritime training component was to Namibianise the crewing of the patrol vessels and generally to train competent Namibian seafaring officers. This has been successful.

66. The training of deck and engineering cadets began in 1992 at the Rossing Foundation Maritime Training School in Lüderitz. This facility was acquired by the Ministry of Fisheries

[27] MRAG 2005. Review of IUU fishing and developing countries: Draft Final Report.

and Marine Resources from the Rossing Foundation in 1995 and became known as the Lüderitz Maritime Training School (LMTS). It was initially proposed that 60 deck officers and 20 engineers should be trained. The Walvis Bay Maritime School was established in 1995 to train fishermen. The Namibian Maritime and Fisheries Institute (NAMFI) was subsequently established in 1997 when maritime training was transferred from Lüderitz[28] with the amalgamation of the Lüderitz and Walvis Bay schools.

67 Over 50 Namibians have received officer training as deck and engineering officers through Norwegian support. There is a problem of retention of well-trained personnel, however, and some trained officers have been "poached" by the private sector offering better pay and conditions. This is particularly true for engineering officers whose skills are at a greater premium. The MFMR has not yet experienced significant difficulties in retaining a proper complement of Namibian deck officers. for purposes of manning the patrol vessels, which was the original objective. It is aware, nevertheless, that more attractive packages need to be offered to its trained deck and engineering officers, and the Ministry is in discussion with the Public Service Commission regarding ways of addressing it. The Programme Review of 1999 referred to above states that the maritime training programme *"…has been a complete success. The officers are today sought after in other maritime areas such as NAMPORT and Safmarine, which can serve as a good indicator of the quality of the educated officers*." This conclusion was confirmed during several of the interviews held by the team.

68. Norway also provided the services of expatriate instructors to NAMFI in Walvis Bay to complement Icelandic and Spanish support. Navigational and GMDSS simulators were provided to NAMFI as part of the Programme. These are good basic systems which fulfil the requirements for the training of deck officers. An aspect that needs future attention is the updates in software and the hardware as the technology develops so that the training received on the simulators remains relevant.

[28] Ole Angell, "*Final report on the cadet education programme 1992-1999*" , Oslo, June 1999.

From students to instructors in navigation

"Nobody that studied at NAMFI with support from Norad has failed to get a job", says Polli Andima, the Principal of the School.

Justy Moses and Tobias Nambala were both students at NAMFI and now they are both instructors, and so a complete product of NAMFI. Both are employed on the navigation courses and use the simulators financed by Norad, on a daily basis.

"I love my work in navigation and I'll stay here for the foreseeable future", says Tobias Nambala. "Previously I was a journalist up-country but what I really wanted was a career in fisheries. I served as chief officer and captain on a boat and then studied at NAMFI for three years before I started as an instructor at this school. I have been here now for four years."

Justy has worked at NAMFI for two years. Here he is seen demonstrating a radio simulator.

Tobias demonstrates one of the Norwegian simulators. He uses it on a daily basis in his teachings.

Observer Programme

69. This programme was introduced shortly after independence, but it was soon realized that it was not entirely satisfactory. The observers were not formally employed by the Ministry and their employment and payment was too closely identified with the vessel whose fishing activities they were observing. There was also a clear need to improve the training and status of observers. The Fisheries Inspectors and Observers Course were developed to meet this need (see below). Since 1995 courses for observers have been developed in basic biological sampling techniques with a view to observers collecting data that can be used by the scientific community through the establishment of the Commercial Sampling Programme. Observers, who at that time did not receive any form on income when not at sea, were provided with an

allowance to participate in the course. This was cited as an example of how the Norwegian assistance was sufficiently flexible to quickly respond to emerging practical needs.

70. It was also recognised that institutional reform of the observer programme was needed. The concept of the Fisheries Observers' Agency as a parastatal was then developed. This allowed greater autonomy, and broke the direct link between the vessels and the observers. Career paths coupled with observer training have provided greater motivation to the staff. Observers are now also properly employed and receive a retainer while not at sea.

Fisheries Inspectors' and Observers' Courses (FIOC)

71. The Fisheries Inspector and Observer Course (FIOC) was first delivered in 1993 and consists of a three month full-time course on the basics of monitoring control and surveillance (MCS) and six months of in-service training. This is a comprehensive system covering inspection at sea, inspection of landings and coastal fishing which has proved indispensable in the monitoring control and surveillance (MCS) system. There are now over 80 qualified inspectors of whom 25% are women. All 210 observers have received some basic training while 74 have benefited so far from the full FIOC training programme. Norway supported both the development and delivery of this course for over 10 years.

Rebecca Ndaitwa: a Fisheries Inspector with Ambitions

Rebecca Ndaitwa is employed as a fisheries inspector at the fish processing plants in Walvis Bay. The factory employs 220 persons who clean, fillet and pack the fish for export. First of all Rebecca studied to be an observer in 1995, under the Norad-funded FIOC programme, before proceeding to become an inspector in 1998. Her job as inspector is to check that the weight of the fish packed corresponds to the recorded catch and to submit this information to the Ministry to check whether it is covered by a quota allocation.

"I am happy with my job", says Rebecca. "But I want to go even further. At the moment I am studying in order to be able to get myself a position in the Personnel Department of the head office".

Management Support

72. This is a relatively wide-ranging component covering advisers to MFMR and DMA, assistance on policy and legislation, individual consultancies, workshops and other management support and it is not easy to assess it as a whole. This wide range of advice was absolutely essential to the development of a fisheries and maritime management system for Namibia. The constructive cooperation between the two countries and the rapid and flexible way things were decided jointly is a major reason for success particularly in the early stages.

73. An important sub-component was the provision of advisors to the Minister, the Permanent Secretary and the SADC Fisheries Sector Unit[29]. An economics advisor was also

[29] SADC has since restructured and the sector units no longer exist.

provided for a nine month period during 1990/1 and a Norwegian planning advisor was assigned between 1994 and 1997. Advisory services and communications equipment was provided for the development of the of the Ministry's operations centre.

74. The provision of advisors was critically important for the development of the Ministry, particularly in the early 1990s when a Ministry of Fisheries and Marine Resources needed to be built up from almost nothing by inexperienced government officials who collectively had little knowledge of fisheries management. The provision of experienced and competent, and in some instances, inspirational advisors by Norad, involving both long-term appointments and shorter-term consultancies, coupled with the new Government's capacity to use the advice it received well, led to the rapid development of the Ministry and an effective fisheries management system. The EEZ was declared in June 1990[30], the third Act of the new Parliament. Systematically a fisheries policy was developed and given further expression in a new Sea Fisheries Act (No. 29 of 1992) and accompanying regulations. These have been reviewed and revised since then and institutions have been developed that serve to implement the fisheries management system. All this was done on the basis of close and trusting working relationship between competent advisors and the Ministry.

75. The overall result of this co-operative effort has been the development of a fisheries management system that is working effectively and of which the Governments of Norway and Namibia should be proud. However, like any other fundamentally effective fisheries management system, mistakes were made and elements of advice may not always be the best or the advice provided may not always be acted upon. It is not possible, however, within the time and financial limitations of this review, to unravel what advice was given and how it was acted on over a period of 15 years. This acknowledgement that there were problematic elements in the practice of fisheries management should not detract from the fact that the overall result is an effective management system that has the impact of providing Namibia with a fishing industry that contributes substantially to GDP, to foreign exchange earnings and to the general development of the country and the welfare of its people.

76. A complex area of decision-making related the unintended impacts of putting in place incentives that encouraged the development of processing plants and the purchase of vessel. The incentives were created in order to encourage the development of a Namibian based fishing industry and the creation of jobs. However, they had the impact stimulating excessive investment in vessels and on-shore processing facilities so that the industry now carries considerable overcapacity and consequently excessive costs. This has led to the industry not being sufficiently robust to withstand adverse conditions such as those described above.

77. A prominent fisheries economist, brought in as a consultant to advise the Ministry in 1992, strongly advocated scrapping the incentives that had been put in place, but this advice was not acted upon.

78. Assistance was also provided to support the development, and later the revision, of the fisheries policy, legislation and regulations for the marine capture fisheries. Norwegian legal experts were instrumental in drafting the required legislation as early as 1991. At that time the Namibian Government considered it very important, immediately after independence, that Namibia was viewed as a "land of law" and that its wishes in matters of the disposal of its natural resources had to be respected by outside powers. Norwegian experience in legislating

[30] Territorial Sea and Exclusive Economic Zone of Namibia Act 3, 1990.

for resource management was very important. This later was also the case for the inland capture fisheries and for the aquaculture sub-sector. These have provided a solid and practical basis for the development and management of the fisheries sector in Namibia. It has to be emphasised that Norwegian assistance on legislation was provided in close cooperation and consultation with the United Nations Food and Agriculture Organisation (FAO) and the United Nations Development Programme (UNDP).

79. The management support component also covered an array of other activities such as workshops, training and study tours, provision of a fishing master for the R/V Welwitschia, and other "contingencies". Most senior officials from the Ministry, whose services could not be dispensed with for a longer period, benefited from a three-month course on Fisheries Management funded by Norway for SADC fisheries officials. The course was delivered at the University of Namibia and, as mentioned by several key people, provided them with important basic concepts on which they were later able to build their capacity in the field. It should be noted that this was supported by the Norwegian College of Fisheries Science (NCFS) at the University of Tromsø which has developed a long-last relationship with UNAM. Some of the early work on identifying the responsibilities and streamlining the functions of the then Maritime Division of the Ministry of Works, Transport and Communications was also funded under NAM 001. Another interesting aspect of the Management Support was support to a human resource development plan for MFMR 2001-2003 whereby ten staff members were funded to take MBAs at Henley Management College, UK, by distance learning.

80. The flexibility and responsiveness of this Norad funded programme was identified by several of those the team interviewed as being invaluable as it was possible to quickly address needs as they arose and respond to opportunities for progress.

81. Namibianisation was also an issue which came under the management support element. Namibianisation in the fisheries and maritime sectors has always been an important goal for the Government of Namibia and for Norwegian assistance. This is hardly surprising given the pre-eminence of foreign interests in these sectors when Namibia became independent in 1990. The White Paper of 1991 (referred to above), the new White Paper of August 2004[31] and the Ministry´s Strategic Plan 2004-2008 [32] all make specific reference to the goal of enhanced participation for Namibians.

82. The Ministry´s Annual Report of 2002[33], reports progress towards Namibianisation of the sector. The share of Namibians crewing fishing vessels increased from 42% in 1994 to 65% in 2000. If the mid-water trawl fishery is excluded[34], the percentage would be far higher at about 87%, based on 1998 figures[35]. This has been achieved through levy rebates dependent on vessel categories, which in turn are based on criteria that includes the percentage of Namibians employed on the vessels. It should be noted that captains and engineers tend not to be Namibian as there are still too few Namibians trained for these positions. Namibianisation of the crewing of fishing vessels has been very successful, considering the shortage of Namibians trained for senior positions on fishing vessels, and the particular difficulties relating to employment of Namibians on the mid-water trawlers.

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31 Ministry of Fisheries and Marine Resources, "*Namibia´s Marine Resources Policy*", Windhoek, August 2004

32 Ministry of Fisheries and Marine Resources, "*Strategic Plan 2004-2008*", Windhoek, 2004

33 Ministry of Fisheries and Marine Resources, "*Annual Report 2002*", Windhoek, 2002

34 The mid-water trawl targeting horse mackerel are mostly ex-Soviet vessels and employ Russians on terms and conditions that are not attractive to Namibians.

35 See http://www.mfmr.gov.na/

83. The share of the quota in the hands of Namibians is often cited as indicative of the extent of Namibianisation. In 1991, for example, Namibians had 17% of the hake quota whereas in 2002 they had 80%, according to the 2002 Annual Report of the MFMR. However, while Namibians have certainly made considerable gains, such figures mask the real distribution of benefit from the sector. Close examination of the share-holdings, use of nominee shareholders, and the complex nature of corporate arrangements within joint ventures, reveals that the change - from the perspective of genuine ownership and control of the industry - has not been nearly as significant as these figures suggest[36].

84. Similarly, in 1991 50% of fishing vessels were Namibian whilst in 2000 85% were Namibian[37] but again complex ownership arrangements often obscure the identity of the real beneficial owners.

85. Although Namibians are extensively employed in the industry, few are *operationally* engaged in management. This is because many non-Namibians have tended to cling to positions of responsibility and are unwilling to give them up. There is an urgent need to support initiatives that aim to build a greater operational engagement in the fisheries among Namibians.

86. The foundations for greater Namibian participation in the sector were laid in the formulation of policy and the legislation which gives expression to policy. Thus Norway has contributed to the gains that have been made overall in Namibianising the industry by supporting key policy and legal advisers to the Minister and to the Permanent Secretary for a period of some 12 years.

The Nansen Programme: Fisheries Research

87. The "Dr.Fridtjof Nansen" research vessel started surveys in Namibian waters in January 1990, about two months prior to Independence. The research undertaken under the bilateral programme from 1990 to 1999 and under regional programmes thereafter has probably conferred upon the Namibian fisheries administration a universal credibility with all actors in the fishing industry in Namibia. The research provided critical advice at Independence enabling the new Government to negotiate with foreign fishing interests with confidence regarding the status of stocks. The research results and the management measures emerging from the research have ensured that Namibia has established a sustainable fisheries.

88. Without any effective control of the fisheries, the commercially valuable stocks had been overfished in 1990. The government-elect sought assistance from Norway to quickly enable it to assert control over the fisheries and establish a management system for Namibia's fisheries sector. There was a prompt and positive response from Norway to this request. An important aspect of this assistance was to send the research vessel, the "Dr Fridtjof Nansen", to Namibian waters for purposes of assessing the state of stocks. This lead to a recommendation to drastically limit the catch particularly of the commercially important hake stocks. However, the pressure on the Namibian Government to conclude fisheries agreements and provide for substantial quotas for foreign vessels was enormous. The survey undertaken and the recommendations arising from the analysis of the data generated, proved absolutely critical to Namibia being able to resist the pressure for higher TACs and to resist fisheries access

[36] Manning, P., "*Review of the Distributive Aspects of Namibia's Fisheries Policy*". Nepru Research Report, Namibia Economic Policy Research Unit, 2001, Windhoek.
[37] Ministry of Fisheries and Marine Resources, "*Annual Report 2002*", Windhoek, 2002

agreements in the years just after independence. It enabled Namibia to confidently assert the need for limiting the catch in the interest of rebuilding stocks.

89 These research services continued because of weaknesses in the capacity of the National Marine Information and Research Centre (NATMIRC) to supply the management advice needed. These services enabled the new Government to negotiate with foreign fishing interests with confidence regarding the status of stocks and successfully resist considerable pressure for fisheries access agreements. The research results and the management measures emerging from the research have ensured that Namibia has established a sustainable fisheries. NATMIRC has also been able to develop its own research and monitoring capacity in the form of the RV Welwitschia. Although the "Dr Fridtjof Nansen" is no longer used in the stock assessment work in Namibia, the Nansen Programme has continued to provide support to the research surveys and other related activities. Individual scientists were assigned to advise on various hake and horse mackerel surveys until 2004. The Nansen Programme has also supported the development and testing of selection grids for the trawl fisheries targeting hake and monk. Earlier environmental research has continued through BENEFIT and BCLME

90. It is very important to note that while the "Dr.Fridtjof Nansen" provided stock assessments for 10 years between 1990 and 1999, there are few other African fisheries nations that have succeeded in developing this level of competence in fisheries research. This situation has been achieved by a judicious combination practical training and academic courses (see below).

Nansen Programme: Institutional Development

91. The presence of the "Dr Fridtjof Nansen" research vessel has enabled Namibian fisheries scientists to obtain unique hands-on experience of fisheries research relevant to the country´s needs, particularly in stock assessment and the use of facilities on research vessels. The country is now basically self-supporting in fisheries scientists. The majority of Namibia's fisheries scientists have been trained with Norwegian support, and this has been possible because of the close institutional links between the Institute of Marine Research (IMR) in Bergen and the MFMR and the NATMIRC. The University of Bergen´s M.Sc. course in Fisheries Biology, under the Norad Fellowship scheme, has been operating since 1983 with Norad support and has been crucial to the development of NATMRIC´s staff. In addition the M.Sc. course in International Fisheries Management at the University of Tromsø has also trained many Namibians. Of course NATMIRC researchers have also been trained elsewhere e.g. Australia and South Africa. It is a paradox that, because Namibia is no longer a partner country of Norway, Namibian fisheries scientists and managers who have gained so much from the Norwegian connection, are no longer eligible even to apply for Norad Fellowships in fisheries biology or management.. It is also a matter of concern that NATMIRC has been unable to retain a significant number of trained scientists who have been lost to other agencies. Discussions with NATMIRC showed that at least 20 Namibian fisheries scientists had trained on the Norad Fellowship M.Sc. in Fisheries Biology course at the University of Bergen, but that less than half these were still employed at NATMIRC. The MFMR says it is aware of this problem and is being proactive in seeking a solution.

92. This situation nevertheless places NATMIRC in a precarious position where it could either address the problems successfully or lose more key personnel and become incapable of supplying adequate management advice. This underlines the importance of continuing with the institutional cooperation between NATMIRC and IMR as this could provide the level of

support that would underwrite the future relevance of NATMIRC and safeguard the investment made in capacity building.

93. The development objective regarding research of the Nansen programme was articulated in the Memorandum of Understanding as follows: "*The MFMR has the needed human resources and technological ability to gather and interpret applicable freshwater and marine fisheries data for the management of commercially exploited resources, as well as the maintenance of biodiversity of freshwater and marine biological life*."

94. Overall NATMIRC has developed and matured as an institution, and its research capacity has developed to a point where it should be able to meet the development objectives of the Nansen Programme, providing it retains the human capacity that has been developed.

95. The Institute of Marine Research (IMR) in Bergen can, in some ways, be described as the institutional memory of Namibian fisheries. The Institute has had a critical institutional link with the Ministry and with NATMIRC for over 15 years and many of staff have had a personal link with IMR. IMR maintain that there is still an important "mentoring" role for the Institute in Namibia.

96. The review team is of the opinion that the complementary combination of fisheries research, through the research vessel and the IMR connection and the academic training at the Universities of Bergen and Tromsø goes far to explain why Namibia now has one of the best fisheries management systems in Africa.

Heite Antoinette – a programme beneficiary from NATMIRC

Heite Antoinette is one of those who received support from Norad through the Ministry of Fisheries and Marine Resources. First of all she worked as a technical assistant with NATMIRC, before going to study for her BSc in 2001 at the University of Namibia for 4 years. Her professors have described her as "a very good student".

Heite came back to NATMIRC in 2005 and now works there as a technician. This means more responsibility helping the biologists to collect fish samples and to log and check the quality of statistics and to convert them to graphs. "I love my job, and think it is great that we get the chance to grow with our work. I want to work here in the future, but want to study for one more year in South Africa to become a fisheries biologist. Then I'll get even more responsibility and potentials out of my job", says Heite.

Support to Regional Cooperation

97. Apart from providing bilateral assistance on fisheries and maritime affairs, Norway has also provided assistance to the fisheries sector on a regional basis. Four separate regional aspects have been supported. These are:

- The SADC Fisheries Unit, which was headquartered in Windhoek until 2002, but abolished in SADC's reorganisation. Fisheries now comes under SADC Department Food, Agriculture and Natural Resources, in Gaborone, Botswana.
- The BENEFIT Programme, headquartered in Swakopmund
- The SEAFO headquartered in Walvis Bay
- INFOSA, a regional service of the INFOPECHE Programme, headquartered in Windhoek

98. Norway supported the Southern African Development Community's (SADC) Fisheries and Marine Sector Coordinating Unit in Windhoek from 1995 to 2002, when all the SADC sector units were abolished. The unit provided regional fisheries cooperation services to the eight coastal states i.e. Namibia, Angola, Democratic Republic of Congo, Seychelles, Tanzania, Mauritius, South Africa and Mozambique. When the Unit was closed it had a portfolio of approximately US$50 million committed in projects and was providing a valuable coordinating function for the SADC countries. Since 1997 Norway also supported the development and delivery of the B.Sc. course in Fisheries and Marine Sciences at the University of Namibia, and provided bursaries and training for local staff to deliver the course. It was also intended for students from SADC countries, for whom Norway also provided some bursaries.

99. The Benguela Environment Fisheries Interaction and Training (BENEFIT) Programme is a 10 year programme started in 1999 to coordinate the fisheries and oceanographic research activities of Angola, Namibia and South Africa whose fisheries depend on the productivity of the Benguela Current large marine ecosystem. The BENEFIT programme's two main components are capacity building and research activities in the three countries. Gaining a better understanding of the dynamics of the Benguela system as a whole and the coordinated management of the system's resources is key to the effective management of fisheries in all three countries. Norway and Germany have supported BENEFIT since its inception. The project has strengthened cooperation between these three SADC countries which have decided to establish an Interim Benguela Current Commission (IBCC) with the aim of harmonising research and management of the Benguela system. This body is expected to closely coordinate the work of BENEFIT and the Benguela Current Large Marine Ecosystem (BCLME). It is envisaged that BENEFIT and BCLME will be absorbed into the functions of the IBCC. The team understood that the three member countries had recommended support for BENEFIT after the end of 2005 for the remainder of the present phase of the Programme. In view of the valuable work being undertaken by BENEFIT and the need for it to be sustained in anticipation of its function becoming part of the work of the BCC, the team recommend that funding should be granted for a further two years. It is understood that this proposal is now under consideration by the Norwegian Embassy in South Africa.

100. SEAFO (the South-East Atlantic Fisheries Organisation) was established in April 2001 under the Convention on the Conservation and Management of Fishery Resources in the South-East Atlantic Ocean. Parties to the Convention are Angola, the European Community, Iceland, Namibia, Norway, Republic of Korea, South Africa, United Kingdom (on behalf of St. Helena and its dependencies of Tristan da Cunha and Ascension Islands) and the United States of

America. Namibia, the EU and Norway have ratified the Convention whose purpose is to conserve and manage the fisheries in the South-East Atlantic Ocean, outside the national EEZs. Norway and the Norwegian Directorate of Fisheries has provided support for the establishment of the Organisation's Secretariat which is only now under establishment in Walvis Bay.

101. INFOSA (the Marketing and Technical Advisory Service for the Fisheries Industry in Southern Africa) was established by INFOPECHE (the Intergovernmental Organisation for Marketing Information and Cooperation service for Fish and Fisheries Products in Africa) in Windhoek in 2003 to serve the SADC region. Its principal objective is to promote trade opportunities in fish and fish products within the SADC region, and within and outside of Africa. INFOSA also provides market studies, technical advice, training courses and consulting services. This organisation is a sub-office of INFOPECHE in Abidjan. The secretariat has been established in Windhoek with Norwegian assistance and also with financial support from the Government of Namibia.

Maritime policy and legislation

102. Through Norwegian support Namibia has installed a national maritime policy which takes account of:

- The restructuring of DMA
- The development of the maritime industry in Namibia
- Development within the SADC region
- Development of international legislation
- Development within the international maritime industry

103. The Government of Norway provided significant technical assistance to the Directorate of Maritime Affairs in the form of three experienced advisers in maritime affairs. These were recruited through an institutional cooperation with the Norwegian Maritime Directorate (NMD) over a period of 7 years. Both in terms of achievements on the ground and the opinions of those interviewed in Walvis Bay and Windhoek, the provision of this technical assistance was very successful, and there is a need to maintain this institutional cooperation.

104. One of the programme's most important contributions has been the development of an up-to-date and relevant body of legislation. Namibia has now ratified and implemented 20 IMO conventions into national law as a result of the support. No less than 14 of these have been ratified since 2001. These have also been incorporated into Namibian national legislation. This is very impressive in the light of the short time involved. Namibia now possesses a very modern legislation which provides the Namibian authorities with an instrument for meeting its obligations relating to safety for ships, individuals and the maritime environment. Of particular significance is safety for fishing vessels and their crews as fishing vessels comprise the bulk of the Namibian fleet. A list of the most important IMO conventions which have been ratified and the legislation within which they have been implemented is set out in Annex 4 to this Report. There is a question as to whether DMA can maintain the legislation in an updated form as regards the continuous changes in IMO conventions and codes, because of limited manpower.

105. Namibia is on IMO's "White List" which means that Namibian seamen are internationally recognized. This demonstrates to the Marine Safety Committee in IMO that the country complies completely with the requirements of STCW 78 as amended for the training

and certification of mariners. An important factor in this has been the development of NAMFI as an educational institution which meets the requirements of the STCW convention. This means that NAMFI can now provided a fully-recognised maritime education for students not only from Namibia but also fro overseas. This opens up interesting new markets for NAMFI. This result would have been almost impossible for Namibia to achieve without Norwegian assistance.

106. Namibia lacks a modern Seaman's Act which secures working conditions for Namibian seamen, and this has to be rectified. This can only be achieved by using local expertise in Namibia, supported where necessary by the Norwegian Maritime Directorate (NMD). One of the objectives of the original agreement between Norway and Namibia was to enable the country to check and control working conditions for seafarers.

Vessels Registration Inspection and Surveys

107. DMA carries out Flag State Control using recognized surveyors. Control of other states' vessels in Namibian ports is only sporadic, based on tip-offs from pilots and crews. Namibia must establish Port State Control within the regional Memorandum of Understanding (MoU). It has not been possible to recruit qualified surveyors for the DMA offices in Walvis Bay and Luderitz. It is important that DMA acquires this sort of competence, by offering adequate conditions of service. The DMA is aware of the problem and is proposing a solution in the form of a proposal, now at an advanced stage of development, to re-organise the DMA as a parastatal. This would enable easier determination of terms and conditions of service, which are not tied to public service, pay rates and are more responsive to market conditions.

108. A database has been establishment of a register of Namibian merchant and fishing vessels. This has taken the place of the old manual system, which depended on large registers. The system has been developed using local competence supported by a Norwegian adviser. DMA can operate the database. Namibia has a long term goal of establishing a "quality" international ships' register.

Issue of certificates

109. Through the support DMA has developed its own database for the issue of certificates of competence and a register of certificates in accordance with the STCW convention. The data base and the system has been developed in cooperation with local companies, IT competence in the Ministries and with the assistance of a Norwegian expert. The system also meets the requirements of the register of certificates in the STCW convention. DMA has the ability to operate the system.

Hydrographic research

110. Hydrographic recording stations are installed in Luderitz and Walvis Bay. The stations are operated from a base at NAMPORT in Walvis Bay. The system makes it possible for Namibia to meet its obligations to deliver hydrographic data within SADC. This system is based on a hydrographic office in Walvis Bay where one person is being trained by the South African authorities.

Checking marine conditions at Walvis Bay

Mark L. Eiman demonstrates the hydrographic equipment supplied to the Norad programme. It helps the Directorate of Maritime Affairs to measure temperature, water levels and other hydrographic parameters in the sea. Mark was one of 300 applicants for the job which is being financed by NAMPORT for studies with the South African Navy. He is working for a year with NAMPORT and looks forward to returning to his home town of Walvis Bay on completion of his studies, when he can help set up the Namibian hydrographic services.

Jan Sesonius and Mark L. Eiman demonstrate the equipment provided to monitor marine conditions in Walvis Bay.

Equipment for Combating Oil Pollution

111. With Norwegian support DMA has provided equipment for combating oil spills at sea. The equipment is stored in Walvis Bay and is operated by NAMPORT. Regular drills are held and the response time is between 20 minutes and 2 hours. The equipment is best suited for collecting spills in sheltered waters and is critical in protecting the important waterfowl reserve at Walvis Bay. Walvis Bay has limited capacity to receive slop, sludge and waste from ships which use the harbour. It is important that this capacity be increased if the commercial traffic in the harbour should increase.

Equipment for pollution control

NAMPORT staff were on hand for the Review team to demonstrate pollution control equipment provided to the port authority through the programme.

"It is extremely important to prevent any oil spills and pollution of the sea. We have a world-class natural environment here with pelicans, flamingos, many other species of bird, seals and dolphins. These are particularly vulnerable in case of accident or pollution. We are therefore very grateful for the equipment. We conduct regular tests and checks and the equipment is exactly what we need" says Jan Sesonius.

The Sustainability Issue

112. The Review is required specifically to *"Assess the sustainability and institutional foundations of the cooperation ……."*

113. The Namibian fishing industry is perceived at present to be in crisis, due to a complex array of inter-related factors. These include the structure of the fishing industry, the existence of over-capacity, the composition of the hake catch and high fuel costs and unfavourable exchange rates. The long-term prospects, however, appear reasonable, because adequate foundations have

been laid. More attention, however, needs to be given to the economic dynamics and efficiency the sector.

114. The sustainability of institutions depends on building appropriate human capacity, being able to retain that capacity and insuring that the institutions remain relevant for the purpose for which they were established. The capacity of the institutions to retain the appropriate human skills is vital to sustainability.

115. A recurring problem that the team encountered (and one that is common to most developing countries) was the loss of trained people, who are offered better opportunities elsewhere. Although the skills are not necessarily lost to the country, the loss of staff trained specifically to provide skills to a particular institution, means that the institution is no better off when they leave than it was before that person was trained.

116. An important aspect of governance is the ability to maintain institutions, to nurture them and develop them so that they are appropriate and responsive to the tasks they are intended to undertake. This requires inspired institutional leadership and well motivated staff. To achieve the latter, there is a need to development clear and attractive career paths, and offer terms and conditions that are sensitive to what is offered in the labour market.

117. This can be difficult to achieve at times within the constraints under which civil services operate. However, in most instances where the team identified this problem of retention of key personnel, the relevant government officials where acutely aware of it and were engaged in discussion with the Public Service Commission (the Government body responsible for terms and conditions within the Public Service) with a view to resolving the problem. Thus, although problems exist with regard to staff retention, and failure would pose a risk to the sustainability of these institutions, the team found no particular reason to believe that solutions will not be found to address these problems.

The Main Review Findings

118. One objective of this Review is to "document" results and impacts of a cooperation which has extended over 15 years. Because of the size of the programme and its diffuse nature and goals, this is no easy task. It is difficult to quantify the specific impact, although it can safely be claimed that Norwegian support to the fisheries and maritime sectors in Namibia has been of critical importance in conserving the country´s fisheries resources, and in establishing an effective fisheries management system which optimises the sustainable utilisation of fisheries resources. Generally there is widespread satisfaction with the results and impacts of Norwegian development assistance to the fisheries and maritime sectors in Namibia. It can be reasonably claimed that Norwegian support has played a major role in establishing a sustainable system of fisheries management in Namibia. A senior former advisor interviewed for this review expressed the opinion that, in the 35 years that he has worked in development assistance in fisheries, Norway's assistance to Namibia was the most effective he has ever seen.

119. There are numerous reasons for the satisfaction and for the positive results and impacts obtained. Firstly it is recognized that Namibia has one of the best managed fisheries in the world. Secondly Namibia proved to be a proactive and decisive recipient in the form of engaged Ministers of Fisheries and their subordinate staffs. Thirdly Norway´s support was in an area, i.e. marine fisheries management, where Norway has world-class expertise be it in policy development, legislation, monitoring, control and surveillance, research, training, inspection

etc. Fourthly Norway was represented in Namibia by motivated and objective ambassadors and diplomats. Fifthly the cooperation between the MFMR, NORAD and NFDS provided a good example of a successful partnership between government institutions and a private company. NFDS was contracted to provide a range of project components during the last decade. Finally Norway and Norad provided efficient, flexible and timely support.

120. Norwegian assistance, because it was not linked to commercial interests, was widely perceived to be objective and credible. This helped to convince the Government of Namibia that they should take a strong line in conserving and rebuilding their fisheries resources and to inform the political leadership on what was possible.

121. There is a broadly held assessment, with which the Review Team concurs, that the Norwegian approach to development assistance in Namibia was flexible and responsive, but worked within clearly defined broad strategic objectives. Activities were targeted at achieving those objectives. Norad officials ensured that the strategic aspects were properly addressed and that the administrative and financial requirements were met.

Satisfied, but looks forward to further cooperation

The Minister of Fisheries and Marine Resources, Dr.Abraham Iyambo, first joined the Ministry as Deputy Minister in 1995 and was then appointed Minister in 1997. He has been closely involved, therefore, in the cooperation between Norway and Namibia.

The Minister says "The Norwegian-Namibian cooperation has been of a genuine and lasting nature. Norway's approach has been to listen to what Namibians express as their needs and ideas and to adapt its assistance to these. Norwegians have a practical approach to their work and Norwegian fisheries expertise has not been "top-down", but has focussed on building up capacity and on respect for the Namibian recipient."

"We are of the view that the cooperation should continue, but Norway has done what it can with sound results. But we would have gotten even greater value out of our cooperation if we had managed to get the right market values for the fish we export from Namibia. We also look forward to cooperation within aquaculture", says the Minister.

"When Norway closed its Embassy in Namibia and moved activities to the Embassy in Pretoria in South Africa, we lost the close contact we had with Norway. I think Norway really should have retained its Embassy in Namibia", says Dr. Iyambo.

122. One of the most important reasons for the success of the cooperation was the **combination** of measures used in the programme. Fisheries research was combined with higher education, workshops, on-the-job training and institutional cooperation so that the combined impact was greater than the impacts of individual measures. Similarly the combination of formal courses for the training of sea-going crew, observers and inspectors together with the provision of at-sea training by technical assistance personnel assigned to crewing the Patrol Vessels was another example of complementary measures.

123. Norwegian academics often have a very "hands-on" approach and respect for empirical methods. This means that Norwegian trainers and academics are not afraid to get their "hands wet" and this certainly worked in Namibia where there was a highly practical "hands-on" approach which is essential in a field like fisheries.

124. Norwegian support has contributed substantially to measurable impacts in terms of increases in employment, increases in the share of fisheries in the Gross Domestic Product (GDP) and increases in the share of exports.

125. The poverty reduction impact of Norwegian assistance to the fisheries and maritime sectors in Namibia is limited in relation to the value of output. Fisheries in Namibia is of an industrial nature and profits tend to accrue to large companies. The industry supports about 14,000 jobs directly and creates livelihoods for others through upstream and downstream economic linkages. According to the Minister of Fisheries and Marine Resources, the industry had donated some N$ 34 million over 11 years for socio-economic development i.e. schools, clinics and civic facilities.[38] In fact the review team are of the opinion that, although welcome this is a very limited contribution as revenues from the fishing industry in 2002 were in excess of N$ 3 billion, so that the industry probably contributed less than 0.1% of annual revenue to socio-economic development.[39] There may well be scope for poverty reduction in inland fisheries and aquaculture which Norway has also supported.

126. Institutional cooperation between Norwegian and Namibian organizations has been very important in producing tangible results and impacts. For example the cooperation between the Institute of Marine Research in Bergen and NATMIRC in Swakopmund has been very important, benefiting both Namibia, through much need scientific support and the Norwegian scientists who gained valuable experience from working in Namibia. The involvement of the University of Bergen's M.Sc. course in Fisheries Biology has also been an important complement. As many as 20 Namibian marine scientists have received advanced training at the University of Bergen and elsewhere, with Norwegian support.

127. Norway is a small, relatively remote country with a difficult natural environment but extensive, natural resources e.g. fish, oil and gas, minerals and hydropower resources. Its independence from other countries is also of relatively recent origin. Norway has always been aware of the need to defend and manage the integrity of its natural resources. Namibia is in a remarkably similar situation, and it is hardly surprising really that the two countries have found each other. Under the fisheries and maritime programme under review here, Norway has been able to contribute a great deal to Namibia in the way of defending and managing its natural

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[38] Dr.Abraham Iyambo, "*Annual Statement on the status of the Namibian fisheries sector*", Windhoek, January 2002

[39] A more comprehensive analysis of the contribution to poverty alleviation can be found in: P.R. Manning 2001. *Review of the Distributive Aspects of Namibia's Fisheries Policy*, NEPRU Research Report 21, NEPRU, Windhoek.

resources. It has been able to provide very appropriate policy advice, legal advice and appropriate technologies based on Norwegian experience. In particular Norwegian advice and experience on negotiating with foreigners (e.g. on oil exploration and development licences) on the management and exploitation of national resources was highly relevant.

128. The Programme has enabled the Directorate of Maritime Affairs to develop into a thoroughly modern and up-to-date administration. But it does face a problem in recruiting and retaining key personnel.

129. Namibia has now established a thoroughly up-to-date and modern maritime legislation. The challenge for the future will be to keep it up to date in keeping with changes in international maritime law.

Recommendations

130. It is **recommended** that funds be set aside in order to provide periodic advice and/or technical assistance to the Directorate of Maritime Affairs (DMA), particularly with regard to the drafting of a new Seaman's Act. A sum of NOK 300,000 per annum should be allocated.

131. It is **recommended** that consideration be given to continuing assistance to the BENEFIT programme in the form of services from the research vessel, "Dr.Fridtjof Nansen". Originally it was agreed that Norway would fund the BENEFIT programme over ten years with assistance from the "Nansen Programme". However because the operations of the vessel are likely to be transferred to FAO, the last two years of funding will disappear. This is fully explained in a memorandum from BENEFIT, dated 27 May 2005, to the Norwegian Embassy in Pretoria.

132 It is **recommended** that Norway continue to provide limited assistance to NAMFI to update software and hardware associated with the Navigational and GMDSS simulators provide under the programme.

133. It is **recommended** that Namibian students be permitted to apply for places on the NORAD Fellowship Programme. They are currently excluded as Namibia is no longer a Norwegian partner country. But this seems unfair because of Norway´s long involvement in several sectors in Namibia.

134. It is **recommended** that the institutional cooperation between the Institute of Marine research in Bergen and NATMIRC be maintained and developed with Norwegian support where required.

135. It is **recommended** that the Ministry of Fisheries and Marine Resources consider how greater attention could be paid to the economic and financial sustainability of the industry as a whole. This would include compiling more detailed information on the economic and financial benefits accruing to the country as a whole in the form of company and incomes taxes (some of which may currently be regarded as confidential). This would assist the industry in determining to what extent it was contributing to poverty reduction in the country as a whole.

136. It is **recommended** that the findings of this Review be disseminated widely both in Norway and Namibia in order to acquaint the public in both countries of the results and impacts

of the cooperation. A proposed programme of publicity is set out in the section below on "The Next Steps".

Lessons Learned

137. The results and impacts of this Programme demonstrate that Norwegian development assistance can be successful in resource conservation, development and management --- in this case in fisheries. Norway is very similar to Namibia in that it is a resource based country. In Norway´s case it is oil and gas, fish and minerals. In Namibia´s case it is fish, minerals and dryland pasture. Norway has had extensive experience in conserving, developing and managing its natural resources, often having to contend with potential foreign exploitation. Since Independence Namibia has been in a very similar situation. Norwegian development assistance to the fisheries sector in countries like Namibia is therefore very relevant.

138. Norway should provide development assistance in fields like fisheries where Norway has a high level and degree of competence in Norway. Norway has little difficulty in mobilising experienced research scientists, academic experts in fisheries biology and management, master fishermen, policy advisers, legal draftsmen, patrol vessel crews, training staff, pollution experts etc with relevant experience of international fisheries of the type found in Namibia.

139. Norwegian expertise often has a very "hands-on" approach and this is essential in a practical field like fisheries. The Norwegian "hands-on" approach helps gain immediate acceptance from learners and students.

140. Norwegian development assistance will only produce results and impact --- as in this case ---- if the recipient institutions and Ministries are proactive and have a clear vision of what they wish to achieve. This does not necessarily have to take the form of a detailed plan or project document. However it does require commitment from Government and a willingness to match donor assistance with funds and personnel.

141. The manner in which contact between partners is maintained can have an important impact on the effectiveness of development cooperation. This was well illustrated during most of the 15 years of Namibian/Norwegian cooperation in the fisheries sector. The level and nature of engagement of Norad personnel with officials of the MFMR was significant. Contact was frequent and detailed and conveyed a spirit of partnership. The team found that there was a distinct appreciation of this on the part of the Namibian MFMR officials. This close engagement was no longer possible when the Norwegian Embassy in Windhoek was closed.

142. Norwegian development assistance is likely to produce most results and impact where there is a local Norad office and/or presence. The Namibian officials interviewed maintained that it was the presence of a senior Norad official in Windhoek which ensured that things were kept on track during the most intensive period of cooperation. They maintained that similar results could never be achieved by depending on an Norwegian Embassy in another country.

143. On large programmes of development assistance like this, attention must be paid to the retention issue. It was frequently pointed out that staff specially trained for a specific purpose e.g. fisheries biologists or ships' engineers were frequently "poached" by other agencies thus depriving the sector of vital manpower. One example where this was taken into account was the funding of a small daily allowance for fisheries observers to attend training courses as they

would receive no other income when not at sea[40] and, therefore, would otherwise have found it difficult to attend the training course for two weeks.

The Next Steps

144. Norwegian bilateral assistance to Namibia concluded in 2003. In the fisheries and maritime sectors alone this assistance amounted to over NOK 400 million. This Review team concludes that the results and impacts of this cooperation and expenditure were largely successful. Both the Norwegian and Namibian parties appear to agree on this conclusion.

145. The Review team therefore think it is desirable that both the Norwegian and the Namibian public be made aware of this successful cooperation over a period of 15 years. It is important to inform the Norwegian public that development cooperation funded by the Norwegian tax-payer can produce concrete results and impacts for the intended beneficiaries in an African country. Similarly it is important that the Namibian public be made aware that funding made available by a donor has been put to visibly good use in the country, and that development assistance can achieve substantial benefits for the recipient.

146. The Review team therefore propose the following series of next steps in order to publicise the findings of this Review:

- Prepare an illustrated two page press release (1,000 words) in English and Norwegian summarising the results and impacts of the cooperation in the fisheries and maritime sectors

- Distribute the press release to leading Norwegian and Namibian newspapers e.g. "Aftenposten", "Bergens Tidende", "Addressavisa", "The Namibian"

- Organise a press conference in Trondheim or Tromsø for the editors of, say 20 smaller Norwegian coastal newspapers e.g. "Fiskaren", "Fiskeribladet", "Sør-Varanger Avisa", "Nordlys" etc to acquaint them with the findings of this Review and of Norway's development assistance in general to the fisheries and maritime sectors. This would assist in acquainting the coastal population of Norway with *their* contribution to Norway's development assistance programme

- Organise a press conference in Windhoek to acquaint Namibian newspaper editors with the findings of this Review

- Consider holding a joint two-day seminar together with the Namibia Association of Norway (NAMAS) in Norway on "Norwegian cooperation with Namibia: A Review of Results and Impacts" covering the fisheries, maritime, education and energy sectors. This would involve bringing about 10 participants from Namibia and about 30 from Norway.

[40] See a reference to this in section on the Observer Programme

ANNEX 1: THE REVIEW TERMS OF REFERENCE

Terms of Reference

for

RESULTS AND IMPACT REVIEW OF NAMIBIA/NORWAY COOPERATION IN THE FISHERIES SECTOR AND THE MARITIME SECTOR

1. BACKGROUND

FISHERIES

Since 1990 Norway has supported the fisheries sector in Namibia through a number of different areas starting with the deployment of the fisheries research vessel " Dr. Fridtjof Nansen" and the Nansen Programme of fish stock monitoring. After Namibia gained independence in 1990, Norway agreed to provide bilateral assistance to the fisheries sector on a broader basis. As Namibia declared its 200 nautical mile EEZ, fisheries surveillance and control (MCS) and associated training programs, and legal assistance in formulating the Sea Fisheries Act, formed a major component of this assistance. During 1991 to the present date the programme has expanded to include institutional development of MFMR and the establishment and further strengthening of NAMFI. Assistance in inland fisheries research and inland fisheries legislation was added to the cooperation programme. During most of this period capacity building and education on university level has been a major part of the cooperation, both at the University of Namibia, and at universities in Norway.

From 2004 the two countries do no longer have bilateral cooperation activities in the fisheries sector, although some cooperation still will continue through regional programmes or industry development initiatives or projects.

MARITIME AFFAIRS

The Directorate of Maritime Affairs, DMA, was established in 1995 with Norwegian support. The main goal of this support was to assist Namibia in creating an official institution to regulate and enforce maritime safety requirements and to prevent marine pollution. The assistance has focused on the following tasks: creation of a national maritime policy, registration and certification of seafarers, approval of training schemes, safety inspection of vessels, search and rescue operations, pollution prevention, accident investigations, port state control and control of working conditions of seafarers. The cooperation has been based on support and advice from the Norwegian Maritime Directorate mainly through capacity building, training and human resource development.

On the request of the Annual Meetings between Namibia and Norway in 2004, a team of consultants to the two countries is asked to carry out a review highlighting the results achieved during the cooperation in the abovementioned sectors.

2. OBJECTIVE.

To provide an assessment of the

- results and impact obtained during the period of development cooperation between Namibia and Norway, in two of the cooperating sectors, i.e. fisheries and maritime sectors, against development goal and project based goals set for the cooperation, and
- to document these results and impact;
- sustainability and institutional foundation of the cooperation in developing the sectors; and
- It is also envisaged that the consultant team may make recommendations as to whether and/or how to make sure that the cooperation areas are sustainably founded in the Namibian institutions. .

3. SCOPE OF WORK

The work shall be carried out by a specially appointed team, and all assessments shall be performed on the basis of a thorough knowledge of the cooperation goals, activities implemented, and the achieved results. The work shall comprise, but not necessarily be limited to the following tasks:

3.1. General

3.1.1. Study and analyse the documentation prepared annually by the cooperating partners, as well as any reviews carried out, and review these on the basis of what results has been achieved and impact gained;

3.1.2. Assess the development of the institutions participating in the cooperation.

3.1.3. Assess the roles and functions of all and each of the institutions involved, and assess the present set up for the purpose of efficient sector performance.

3.1.4. Review the sustainability of each of the institutional aspects of cooperation, and if needed, make recommendations as to whether any obvious needs should be catered for in a

3.2. Assess results in the following parts of the **Fisheries** sector and of the development and capacity building of the central institutions of these areas:
Applied research, regional cooperation in research, monitoring of resources; control and surveillance, fresh water fisheries research and management incl. legislation; marine fisheries management incl. legislation and policy; education university level;

Assess results in the following areas of the **Maritime** sector: Recruitment, training and retention of staff, legislation on safety, and pollution control, training and certification of seafarers, ship inspections.

4. TEAM MEMBERS AND MODE OF WORK.

The team shall consist of:

- Mike Fergus, NCG, Norway, team leader
- Peter Manning, Fisheries Consultant, Namibia
- Harald Eide, Maritime Training College, Ålesund, Norway

The work shall be carried out in close cooperation with, and through interviewing, relevant authorities and personnel in Namibia, The Royal Norwegian Embassy, Pretoria, Norad/Oslo and Norwegian institutions, companies and personnel involved in the cooperation programme.

In particular, these institutions, companies and categories of personnel are important:

- In Namibia:

Ministry of Fisheries and Marine Resources, and subordinate agencies
Ministry of Works, Transport and Communication
NAMFI.
NATMIRC
NAMCO
NAMPORT
UNAM
Fishing companies/fishing industry

- In Norway

Institute of Marine Research(IMR), Bergen
Directorate of Fisheries, Bergen
NINA, Trondheim
Norwegian College of Fisheries Science, Tromsø
Norwegian Maritime Directorate, Oslo
NFDS, Stavanger
Barber Marine Consultants
Norad, Oslo

All relevant documents shall be made available by MFMR. IMR and Norad/Oslo on request.

Fieldwork shall be carried out during two weeks in Namibia starting 13 June 2005. Before this period the collection of necessary information and documents shall take place in Norway and in Namibia.

5. REPORTING

A 'draft summary report' shall be presented to MFMR and the Norwegian Embassy in Pretoria before the team breaks up, and shall be sent to Norad, Oslo. A draft final report shall be submitted to the same parties within two weeks after the field work. Any comments to this shall be forwarded to the team within two weeks after submission of the draft.

The final report shall be presented within two weeks after the above, to the same parties.

ANNEX 2: MEETINGS PROGRAMME

1. Meetings Outside Namibia

May 3:	Norad Oslo: Kirsten Bjøru, Erik Jacobsen, Mona Bergstøl, Harald Eide, Michael Fergus
May 19:	Norad Oslo: Vivian Opsvik, Michael Fergus
June 1:	Norad, Oslo: Kirsten Bjøru, Michael Fergus
June 2:	Institute for Marine Research, Bergen, Tore Strømme, Michael Fergus
June 2:	Institute for Marine Research, Bergen, Ingvar Huse, Michael Fergus
June 3:	Directorate of Fisheries, Bergen: Sigmund Engesæther, Michael Fergus
June 3:	Institute for Marine Research, Bergen: Jon Klepsvik, Michael Fergus
June 7:	Nordenfjeldske Development services (NFDS), Stavanger, Kjell Fløttum, Harald Eide
June 8:	NINA, Trondheim: Tor Næsje and Odd Sundlund, Michael Fergus: (telephone interview)
June 8:	Norad Oslo, Erik Jacobsen, Tone Slenes, Michael Fergus
June 8:	Directorate of Fisheries, Oslo: Arne Waage, Michael Fergus
June 9:	Maritime Directorate, Oslo: Per Meek, Harald Eide, Michael Fergus
June 11:	Gaborone, Botswana: Per Erik Bergh, Sandy Davies, Peter Manning
June 12:	Pretoria, South Africa: Inger Stoll, Michael Fergus
June 27:	Pretoria, South Africa: Ambassador Ove Thorsheim, Inger Stoll, Kjersti Hasfjord, Inger Stoll, Tone Slenes, Michael Fergus, Peter Manning

2. Meetings in Namibia

Tuesday 14 June:

09.30	Ministry of Fisheries and Marine Resources: Bonny Amutse, Paul Nichols, Anna Erastus, Henie Bock, Hilde Khoeses
10.30	Ministry of Fisheries and Marine Resources: Hilda Khoeses, SADC Adviser
11.00	Ministry of Fisheries and Marine Resources: Hilaria Shivolo, Chief Training Officer
12.30	Ministry of Fisheries and Marine resources: Bonny Amutse, Deputy Director of Operations (Acting Permanent Secretary)
14.00	Ministry of Fisheries and Marine Resources: Paul Nichols, Adviser to the Minister
15.00	Ministry of Fisheries and Marine Resources: Anna Erastus, Director of Policy and Planning
16.00	Ministry of Fisheries and Marine Resources: Clinton Hayes (Inland Fisheries). telephone interview

Wednesday 15 June 2005

10.00	Benguela Large Marine Ecosystems (BCLME), Dr.Michael O´Toole, Chief Adviser

14.00 Namibian Economic Planning Research Unit (NEPRU), Espen Villanger, Researcher
16.00 Icelandic Embassy, Gisli Palsson, Charge d ´Affaires

Thursday 16 June 2005

08.30 Directorate of Maritime Affairs (DMA), M.Nangolo, L.Rittmann, L, Uukule, D.Matengu, N.Teek
10.00 Ministry of Finance, Calle Schletwein, Permanent Secretary
11.30 Director of Maritime Affairs, Professor Staniland
14.30 University of Namibia, Professor J.Msangi

Friday 17 June 2004

09.00 Ministry of Fisheries and Marine Resources, H.Bok and J.Cloete, Finance Department
10.00 INFOSA
13.30 Minister of Fisheries and Marine Resources, Abraham Iyambo

Saturday 18 June 2005

Drove to Swakopmund from Windhoek via Walvis Bay (C28)

Sunday 19 June 2005

In Swakopmund, reading and writing reports

Monday 20 June 2005

09.00 National Marine Institute Research Centre (NATMIRC), Swakopmund : Titus Ilende, Chris Bartolomeu, Rudi Cloete and Hannes Holtzhausen
14.00 Observers' Agency, Walvis Bay: Mathias Kashindi, Head Operations
16.00 Hake Association, Walvis Bay: Silvanus Kathindi, Chairman

Tuesday 21 June 2005

09.00 BENEFIT, Swakopmund, Dr.Neville Sweijd, Director
11.00 SEAFO, Walvis Bay, Dr.Hashali Hamukuayaa, Director
11.00 Ministry of Fisheries and Marine Resources, Fisheries Inspectorate, Walvis Bay Mr. Peter Shivulu, Chief Control Officer
12.00 Fisheries Observer Agency, Walvis Bay, Mr. Hafeni Mungungu, Chief Executive Officer
14.00 NAMPORT, Walvis Bay, Mr.Lumumba Kathindi, GM, Operations
15.00 NAMPORT, Walvis Bay, Jan Sesonius, Port Engineer: visit to hydrographic and pollution control equipment
16.00 Merlus Seafood Processors, Walvis Bay, Chris Pedersen, Managing Director
17.00 Visit to Sea Work Processing Plant to observe fisheries inspection work with

Wednesday 22 June 2005

08.00 Ministry of Fisheries and Marine Sciences, Windhoek, Dr.Abraham Iyambo, Minister of Fisheries and Marine Resources
14.00 Directorate of Maritime Resources (DMA), Walvis Bay, Mrs. Ritchie, Division of Surveys and Inspection
15.30 Ministry of Fisheries and Marine Resources, Walvis Bay, Mr. Kamburuka, Marine Superintendent´s Office

Thursday 23 June 2005

09.00 NAMFI, Walvis Bay, Mr.Andima, Director and Mr.Bundje, Deputy Director
14.00 Drove from Swakopmund to Windhoek

Friday 24 June 2005

11.30 Round-up meeting with Directorate of Maritime Affairs with M.Nangolo, DMA, Director M.Nangolo, D.Matengu and L.Uukule
14.00 Directorate of Maritime Affairs, Interview with M.Teek, Chief Clerk
14.30 Ministry of Works, Transport and Communications, Permanent Secretary, Mr.Njabu
16.00 Round up meeting with Ministry of Fisheries and Maritime Affairs , Permanent Secretary, Nangolo Mbako, Peter Matenya, Director of Operations, B.Amutse, Peter Nicholls etc

Saturday 25 June 2005

Working on Preliminary Report all day

Sunday 26 June 2005

Working on Preliminary Report all day

19.00 Erik Hempel, Director of INFOSA

ANNEX 3: LIST OF MAIN DOCUMENTS CONSULTED

	TITLE	PAGES	DATE	ISSUED BY
1.	Namibia: Perspectives for National Reconstruction and Development	450	1986	United Nations Institute for Namibia, Lusaka
2.	Towards Responsible Development of the Fisheries Sector	63	December 1991	Ministry of Fisheries and Marine Resources
3.	Review of Norwegian Assistance to Fisheries Surveillance in Namibia	60	December 1993	R.B.Rist, A.Stuhaug, W.G.Wilson, R.Moorsom
4.	Review of Norwegian Assistance to the Fisheries sector in Namibia	49	February 1996	R.B.Rist, L.Emgval, C.Goosen, L.Shapwa
5.	NAM 001 – Fisheries Sector Agreement: Progress Report and Financial Statement	32	September 1996	Ministry of Fisheries and Marine Resources,: Helge Oliversen
6	Agreement Norway/Namibia regarding development in the Fisheries sector	7	June 1997	Governments of Norway and Namibia
7.	Focus on Fisheries and Research	172	January 1998	In "Namibia Brief", published by the Namibia Foundation
8.	Fisheries Inspector and Observer Course: Review and Workshop Report	21	February 1998	Per-Erik Bergh, Ministry of Fisheries and Marine Resources
9.	Namibia and Norway Partners in Development	18	1999	Norad
10.	Project Document: Nambia/Norway Fisheries Sector Development Cooperation 2000-2002	22	April 1999	Ministry of Fisheries and Marine Resources
11.	Final Report on Cadet Education Programme	19	June 1999	NFDS Engineering AS – Ole Angell
12.	Opening Address by the Permanent Secretary of MFMR: A.Z.Ishitile	5	September 1999	Ministry of Fisheries and Marine Resources
13.	NAM 001 – Fisheries Sector Programme Annual Meeting: Agreed Minutes	10	September 1999	Ministry of Fisheries and Marine Resources/NORAD
14.	NAM 001 Fisheries Sector Agreement 2000	94	October 2000	Ministry of Fisheries and Marine Resources
15.	NAM 001 – Fisheries Sector Programme Annual Meeting 2000: Agreed Minutes	9	October 2000	Ministry of Fisheries and Marine Resources/NORAD
14	Opening Address by the Permanent Secretary of MFMR: Ms. N.Mbako	5	October 2000	Ministry of Fisheries and Marine Resources

15	Fish populations, gill net selectivity and artisanal fisheries in the Okavango River, Namibia	8	October 2000	Norwegian Institute for Nature Research (NINA)
16.	Review of the Distributive aspects Of Namibia's Fisheries Policy	57	2001	Peter Manning/NEPRU
17.	Review of Norwegian assistance: Development in the Fisheries sector in Namibia (NAM 001)	62	September 2001	Rudolf Ryst, Evan Thomas, Hilton Staniland
18.	NAM 001 – Fisheries Sector Programme Annual Meeting 2001: Agreed Minutes	13	October 2001	Ministry of Fisheries and Marine Resources/Norad
19.	Annual Report: NAM 001: Fisheries Sector Agreement	97	October 2001	Ministry of Fisheries and Marine Resources
20.	Annual Report 2002: NAM 001: Fisheries Sector Agreement	62	October 2002	Ministry of Fisheries and Marine Resources
21.	Report of second year of execution of Phase III (2001-2003) of the Nansen Programme (GLO 001)	132	June 2003	Institute of Marine research, Bergen
22.	Annual Report 2003: NAM 001: Fisheries Sector Agreement	90	October 2003	Ministry of Fisheries and Marine Resources
23.	Ministry of Fisheries and Marine Resources Annual Report for 2003	37	2003	Ministry of Fisheries and Marine Resources
24.	The State of the Marine Environment and Commercially Used Living Marine resources	81	November 2003	Ministry of Fisheries and Marine Resources
25	Annual Report for 2004	44	2004	Ministry of Fisheries and Marine Resources
26.	Namibia´s Fisheries: ecological, economic and social aspects	30	August 2004	Ussif Sumaila, David Boyer, Morten Skogen, S.Steinshamn
27.	Namibia's Marine Resources Policy	23	August 2004	Ministry of Fisheries and Marine Resources
28.	Seventh Annual Report: B.Sc. in Fisheries and Marine sciences Project	14	October 2004	University of Namibia, Faculty of Agriculture and Natural Resources
29.	Project Document: B.Sc. in Fisheries and Marine Science for the SADC Region	54	November 2004	University of Namibia and NCSF, Tromsø
30.	Review of Impacts of Illegal, Unreported and Unregulated Fishing in Developing Countries: Final Report	180	June 2005	Marine Resource Assessment Group, London,
31	Review of Impacts of Illegal, Unreported and Unregulated Fishing Developing Countries:Synthesis Report	14	June 2005	Marine Resource Assessment Group, London,

ANNEX 4: IMO CONVENTIONS AND MARITIME LEGISLATION IMPLEMENTED BY NAMIBIA

IMO conventions

Colreg convention, SOLAS convention, Tonnage convention, Load Line convention, Arrest of ships convention, MARPOL convention, FUND convention, CLC convention, STCW-78 convention as amended, Intervention convention, SAR convention, Torremolinos convention, STCW-F convention, Wreck and Salvage convention, Carriage of Goods convention.

National Laws and regulations

The Merchant Shipping (Radio Installations) Regulations Gov. Notice 19 of 1998 (54 pages);
The Merchant Shipping Fees Regulations Gov. Notice 80 of 1998 (20 pages);
The Examination Regulations for Certificates of Competency as Marine Motormen Gov. Notice 92 of 1998 (17 pages);
The Examination Regulations for Certificates of Competency for Fishermen Gov. Notice 93 of 1998 (26 pages);
The Manning of Ships Regulations Gov. Notice 94 of 1998 (17 pages);
The Certificates of Qualifications Regulations Gov. Notice 158 of 1998 (32 pages);
The Merchant Shipping (Radio Installations) Regulations Gov. Notice 60 of 2002 published in Gov. Gazette No. 2728 of 19 April 2002 (37 pages);
The Merchant Shipping Act, 1951: Construction and Equipment Regulations for Fishing Vessels Gov. Notice 61 of 2002 published in Gov. Gazette No. 2729 of 22 April 2002 (149 pages);
The Merchant Shipping Act, 1951:Manning of Ships Regulations Gov. Notice 240 of 2003 published in Gov. Gazette No. 3097 of 20 November 2003 (11 pages); and
The Merchant Shipping Act, 1951: Education, Training and Certification of Namibian Seafarers Regulations Gov. Notice 41 of 2004 published in Gov. Gazette No. 3164 of 5 March 2004 (30 pages);
The Wreck and Salvage Act, 2004 (21 pages);
The Carriage of Goods by Sea Bill, 2002 (9 pages);
The Merchant Shipping Bill, 2002 (150 pages);
The Prevention of Pollution from Ships Bill, 2002 (256 pages);
The Compensation for Oil Pollution Damage Bill, 2002 (pages);
The Marine Pollution Intervention Act, 2002 (35 pages);
The Admiralty Jurisdiction Bill (15 pages);
The Namibian Maritime Authority Bill 2004 (10 pages).

Norad Reports

Year	Nr	Title	Type
00	1	NORAD's Good Governance and Anti-Corruption Action Plan 2000-2001	Position
01	1	Coordination of Budget support programmes	Discussion
01	2	Poverty Reduction Strategy Processes in Partner Countries	Position
01	3	Aids handlingsplan	Standpunkt
01	4	Aids Action Plan	Position
02	1	Study on Private sector Development: Summaries	Discussion
02	2	Study on Private sector in Bangladesh	Discussion
02	3	Study on Private sector in Malawi	Discussion
02	4	Study on Private sector in Mosambique	Discussion
02	5	Study on Private sector in Sri Lanka	Discussion
02	6	Study on Private sector in Tanzania	Discussion
02	7	Study on Private sector in Uganda	Discussion
02	8	Study on Private sector in Zambia	Discussion
02	9	Ownership and partnership: Does the new rhetoric solve the incentive problems in aid?	Discussion
02	10	Study of Future Norwegian Support to Civil Society in Mozambique	Discussion
02	11	Report of a study on the civil society in Uganda	Discussion
02	12	Private Sector Development in Albania	Discussion
02	13	Private Sector Development in Bosnia and Herzegovina	Discussion
02	14	Review of Christian Relief Network in development co-operation	Discussion
02	15	Budsjettstøtte	Standpunkt
02	16	Direct budget support	Position
02	17	Fattigdom og urbanisering	Standpunkt
02	18	Urbanisation	Position
02	19	Information and Communication Technology (ICT)	Position
03	1	Helse i utviklingssamarbeidet	Standpunkt
03	2	Principles for Delegated Co-operation in NORAD	Position
03	3	Building demand-led and pro-poor financial systems	Position
03	4	Study on Private sector Development in Nicaragua	Discussion
03	5	Study on Private sector Development and Prospects for Norwegian trade and investment interests in Nepal	Discussion
03	6	Study on Private sector Development and Prospects for Norwegian trade and investment interests in Vietnam	Discussion
03	7	Study on Norwegian Support to Civil Society in Uganda	Discussion
03	8	Tanzania: New aid modalities and donor harmonisation	Discussion
04	1	SWAps and Civil Society – The roles of Civil Society Organisations in Sector Programmes – Synthesis Report	Discussion
04	2	SWAps and Civil Society – The roles of Civil Society Organisastions in Sector Programmes – Desk Study	Discussion
04	3	SWAps and Civil Society – The roles of Civil Society Organisastions in Malawi's Health Sector Programme	Discussion
04	4	SWAps and Civil Society – The roles of Civil Society Organisastions in Zambia's Basic Education Sub-Sector Investment Programme (BESSIP)	Discussion
04	5	SWAps and Civil Society – The roles of Civil Society Organisastions in Uganda's Health Sector Programme	Discussion
04	6	SWAps and Civil Society – The roles of Civil Society Organisastions in the Health Sector in Mozambique	Discussion
04	7	Private Sector Development Study Angola	Discussion
05	1	Making support to Higher Education and Resarch more Effective - Donor Policies and Modalities- The Norwegian Case	Discussion
05	2	Results and Impact Review of Namibian/Norwegian co-operation in the fisheries and maritime sectors	Discussion

Norad's list of publications comprises two categories: *Position* is Norad's official opinion, while *Discussion* is a forum for debate that not necessarily reflects Norad's policy.

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Norad
Norwegian Agency for
Development Cooperation

Postal address:
P.O. Box 8034 Dep, NO-0030 OSLO

Office address:
Ruseløkkvn 26, Oslo, Norway

Tel: +47 22 24 20 30
Fax: +47 22 24 20 31

postmottak@norad.no
www.norad.no

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