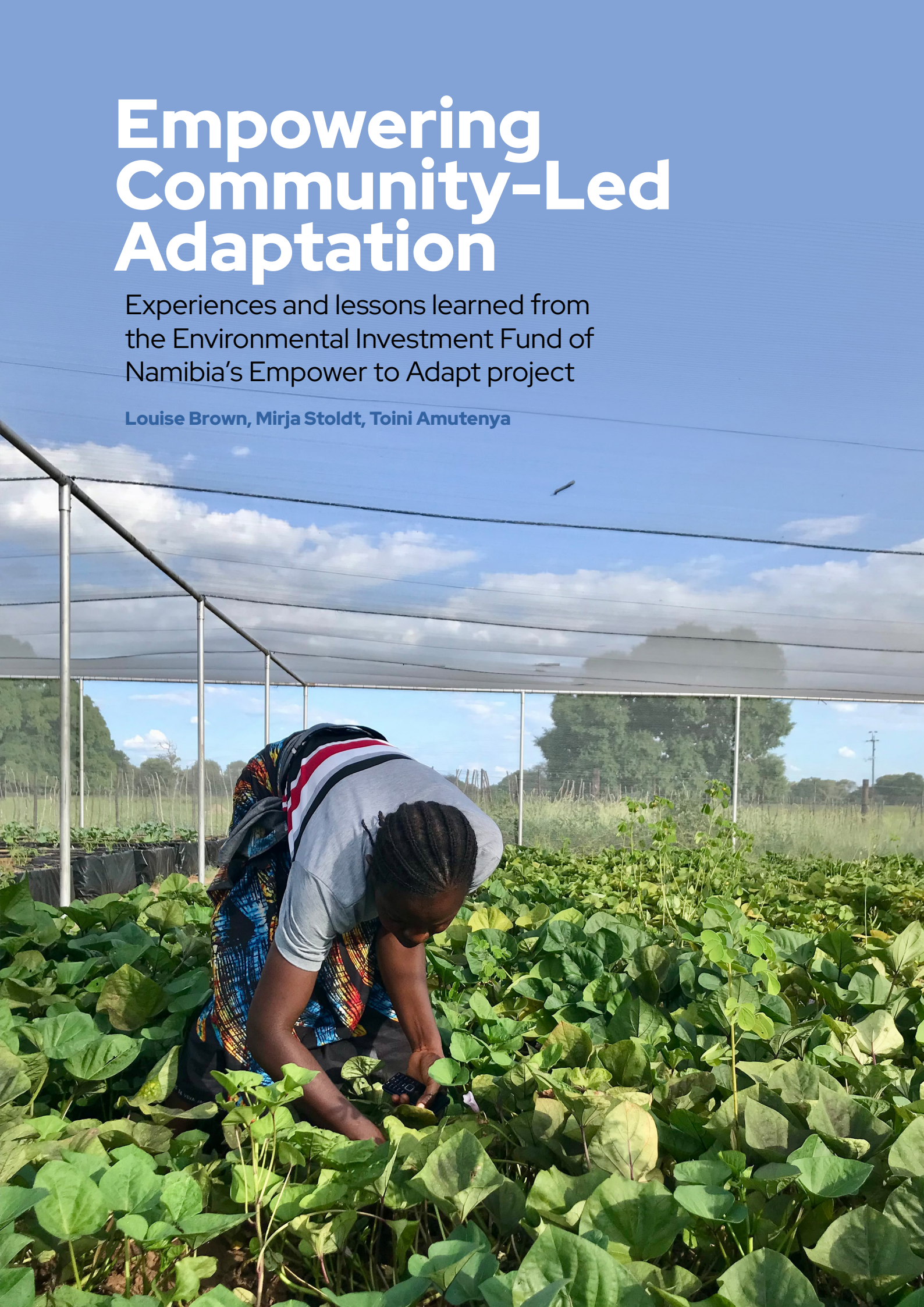
Empowering Community-Led Adaptation

Experiences and lessons learned from the Environmental Investment Fund of Namibia's Empower to Adapt project

Louise Brown, Mirja Stoldt, Toini Amutenya



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March 2024

TRIPLE CAPITAL

Environmental **Investment** Fund of **Namibia** | ensuring sustainability

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Executive Summary

The Empower to Adapt project was implemented by the Environmental Investment Fund of Namibia from 2017 – 2022 with a grant of USD10 million from the Green Climate Fund. The project, which aimed to strengthen climate resilience through community-based natural resource management, was the first in Namibia to provide funding directly to community-based organisations through a small grants programme. This approach represents a paradigm shift in financing climate change adaptation and resilience, as it put the communities most vulnerable to climate change impacts in the driver's seat of defining and implementing the interventions needed to build their resilience. It was also the first project globally to pilot the GCF's enhanced direct access modality, which aimed to devolve decision-making to the national and sub-national levels.

This report presents the experiences and lessons learned from the implementation of the EIF's Empower to Adapt project, and sets out recommendations for the GCF and other funders looking to support locally-led adaptation interventions, as well as recommendations for the EIF and other developing country institutions looking to implement similar projects. It draws on information provided through interviews with project beneficiaries and a range of other project stakeholders, as well as project documentation that was provided by the EIF.

Some of the key recommendations for the GCF and other climate funders are as follows:

- **Invest in building capacity and governance systems at the local level.** One of the major challenges that the project faced was limited capacity within CBOs to manage their small grant projects, combined with weak governance systems at the local level. These capacities and systems are a pre-requisite for a project to have a lasting impact.

- **Provide patient, predictable funding over long periods.** The five-year time frame of the project was not well suited to the needs of the communities, as it did not provide adequate time for learning and investing in long-term adaptation solutions. Communities require modest but consistent and predictable funding over time frames of 10 years or more.

- **Be willing to take risk and have the flexibility to learn and adapt.** The project represented a new approach for Namibia, for the EIF and for the GCF. As a result, there were some things that didn't work as planned, and there was a lot of learning along the way. It is important for funders like the GCF to take risks in piloting new approaches, to view failures as learning opportunities, and to adopt adaptable approaches that allow such learning to be integrated into the design of the project during implementation.

- **Review the approach to environmental and social safeguards to enhance impact.** A more pragmatic approach to the application of environmental and social safeguards would allow small grant projects to have more impact, while still minimising risk, while also enabling the EIF to build its experience in managing medium risk projects.

- **Provide for higher management fees that are proportionate with costs.** The implementation of the small grants programme required much more time and resources to manage than a regular project, and the EIF projects management fee of 8% and monitoring and evaluation fee of 3% were insufficient to cover the full costs of managing and monitoring the project.

- **Consider innovative approaches to building resilience in conflict settings.** Conflict was a factor that reduced the success of small grant projects, however climate change can exacerbate conflict in resource-poor settings, and vice versa. Integrating peace-building elements into projects in conflict-affected communities may offer a means of addressing interlinked challenges in a judicious manner.
- **Review the design of the EDA modality.** In light of the experiences and findings, the EDA modality should be redesigned to better align it to the needs of local communities, drawing on the principles for locally led adaptation as a guide.

Some recommendations for the EIF and other developing country entities looking to design locally-led adaptation programmes are as follows:

- **Provide guidance to CBOs in format and language that is accessible to them, and ensure there is clarity on roles and responsibilities.** This would help to minimise misunderstandings that may arise during project implementation.

- **Vet agreements between CBOs and third parties.** In the majority of cases, the CBOs are less experienced in contractual matters than their partners, and are at risk of being manipulated. Vetting any agreements related to the project would ensure that they are in the best interest of the CBO and that the CBO understands the terms of the agreement.

- **Provide project development funding where it could enhance proposal quality,** especially for convening communities to agree on priority needs and to come up with project ideas.

- **Support revenue generating activities for longer term sustainability.** Ultimately, adaptation interventions will only achieve long term sustainability if they enable communities to establish revenue-generating activities from their natural resources. To maintain these, CBOs may need support to identify and nurture win-win partnerships with private sector or other partners to scale up income generation.

- **Ensure strong checks and balances to protect against misuse of funds.** The EIF project had a number of important measures for ensuring good financial management and identifying any possible challenges at an early stage, including a tranched disbursement approach with the release of each tranche linked to submission of reports and verification of satisfactory utilisation of the previous tranche.

- **Enhance the exit process for improved sustainability, and include a contingency budget.** This would strengthen the impact of interventions beyond the timeline of the project.

- **Broaden the eligible grantees and consider incentives for good project management.** This would allow more innovation in the design and implementation of projects as well as a more meritocratic approach to allocating funds, thereby incentivising improvements in governance and project management and enhancing accountability.

1 Introduction and context

1.1. Adaptation to climate change in Namibia

Namibia is the most arid country in sub-Saharan Africa, with an economy heavily reliant on climate sensitive sectors including agriculture, fisheries and tourism. Approximately 70% of Namibians depend on natural resources directly or indirectly for their livelihoods. Despite being an upper-middle income country, Namibia has high levels of income inequality. Climate change impacts are already being felt in the form of increased frequency of drought, heavy rainfall events, and decreased predictability of seasons. The impacts of climate change are disproportionately borne by the most vulnerable Namibians, including subsistence farmers, and low-income communities in rural and urban areas. As a country with low greenhouse gas emissions and high vulnerability to the negative impacts of climate change, adaptation is the key priority for climate change action in Namibia's commitment under the global Paris Agreement.

1.2. Overview of the EIF

The Environmental Investment Fund of Namibia (EIF) is a government-owned entity established in 2001 by an Act of Parliament and operationalised in 2012, with the aim to *"promote the sustainable economic development of Namibia through investment in and promotion of activities and projects that protect and maintain the natural and environmental resources of the country"*. The EIF receives funding to advance Namibia's sustainable development through government budget allocations and environmental fees and levies, and mobilises external funding from international donors.

The EIF works to advance the sustainable management and use of natural resources, including biodiversity-based business development, community-based natural resource management (CBNRM), sustainable land use management, sustainable agriculture and value addition. In addition, the EIF supports sustainable tourism development, climate change mitigation and adaptation and green technologies, and provides funds towards research, training and capacity building in sustainable sectors. In recent years, the EIF has supported a diversity of projects to advance climate change adaptation and resilience in Namibia, including four projects funded by the Green Climate Fund.

His Excellency, President Hage Geingob, speaking at the grant awards ceremony for the Empower to Adapt project in June 2019

1.3. Overview of the GCF

The GCF was created in 2010 in Cancún under the United Nations Framework Convention on Climate Change (UNFCCC) to provide funding to developing countries to support their shift towards a low carbon development pathway and to enhance their resilience to climate change. It is funded predominantly by contributions from developed countries, and has to date mobilised approximately USD33 billion for climate change action. It currently has a portfolio of USD 12.7 billion across 129 developing countries (GCF 2023). It is governed by a board with equal representation of developing and developed countries and administered by a Secretariat headquartered in Songdo, South Korea.

Recognising that the majority of climate finance globally flows towards climate change mitigation (CPI, 2023), the GCF aims to ensure that 50% of its funding supports adaptation and resilience to climate change and that at least 50% of adaptation finance goes to the most vulnerable countries, notably least developed countries (LDCs), small island developing states (SIDS) and African countries.

The GCF has identified eight impact areas for funding, four focused on mitigation and four on adaptation, as shown in Figure 1(a) below. It assesses projects against six investment criteria, which consider not just the potential impact of the project in terms of emissions reduction or enhanced resilience, but also the potential of the project to lead to a paradigm shift in a country's development trajectory, its potential to contribute to sustainable development more broadly, and the extent to which it responds to national needs, is country owned and offers value for money ***(Figure 1(b)).***

Impact Areas	
Mitigation	Low-emission energy access and power generation
	Low-emission transport
	Energy efficient buildings, cities and industries
	Sustainable land use and forest management
Adaptation	Enhanced livelihoods of the most vulnerable people, communities, and regions
	Increased health and well-being, and food and water security
	Resilient infrastructure and built environment
	Resilient ecosystems

Investment Criteria
Impact Potential
Paradigm Shift Potential
Sustainable Development Potential
Needs of the Recipient
Country Ownership
Efficiency and Effectiveness

Figure 1 (a) GCF impact areas and (b) investment criteria for assessing potential projects.

The GCF engages beneficiary countries through National Designated Authorities (NDAs), who are responsible for coordinating national processes for setting priorities for GCF funding in consultation with stakeholders, and for ensuring that projects and programmes funded by the GCF are consistent with national needs and priorities. In Namibia, the Ministry of Environment, Forestry and Tourism (MEFT) is the NDA to the GCF.

The GCF provides funding to developing countries through a network of partner institutions known as accredited entities, which apply for funding for projects and programmes following a rigorous accreditation process. Accredited entities may include public, private, and non-governmental organisations at sub-national, national, regional or international levels. The accreditation process reviews the institution's policies and track record to manage projects, ensure responsible fiduciary management of funds, and apply environmental and social safeguards. Institutions are accredited to undertake projects within one of four size categories, ranging from micro (projects of up to USD 10 million) to large (projects of above USD 250 million), and within one of three levels of environmental and social risk (category C: low to no risk; category B: medium risk; or category A: high risk).

1.4. Direct access and enhanced direct access

The adoption of the "direct access" approach, pioneered by the Adaptation Fund, is one of the elements that sets the GCF apart from other climate funds such as the Global Environment Facility (GEF) and the Climate Investment Funds, which channel their funding through international intermediaries. Direct access, whereby accredited developing country institutions can access GCF funding directly without intermediation by international entities, was intended to enhance country ownership by giving developing countries the right to choose the institutions they work with to deploy GCF funds, and enhance the alignment of funding with national needs and priorities. It has also been shown to strengthen national institutions (Caldwell & Larsen 2021). The GCF currently has 81 developing country national and regional institutions accredited as direct access entities (DAEs) in addition to 47 accredited international entities.

In addition to the direct access modality, the GCF launched a pilot call for proposals in 2015 to "enhance direct access" (EDA), with the objective to increase access by sub-national, national and regional entities, to devolve decision-making to the national and local level, and to promote stronger local multistakeholder engagement (GCF 2015). Under the EDA pilot, the GCF would approve a programme or financing vehicle, but the individual subprojects to be funded would be selected at a national or sub-national level based on a comprehensive and inclusive approach involving all relevant stakeholders (GCF 2020). The GCF allocated USD 200 million to this pilot which could only be accessed only by DAEs.

Conducting interviews at Kapinga Kamwalye Conservancy, Kavango East Region in February 2023

1.5. The EIF's engagement with the GCF

The EIF was accredited to the GCF in July 2015 to take on grant projects at the micro scale (up to USD10 million per project), and projects with low to no environmental and social risk (category C). Since its accreditation in 2015, the EIF has developed and implemented four projects, as described below. Its accreditation was renewed in 2022 with the same size and risk category limits.

- **FP023: The Climate Resilient Agriculture in the three Vulnerable Extreme Northern Crop Growing Regions (CRAVE)** project was approved in 2016, with a grant of USD 9.5 million from the GCF. It aimed to increase climate resilience and reduce food insecurity of subsistence farmers in the Zambezi, Kavango East and Kavango West regions of Namibia, and was implemented jointly with the Ministry of Agriculture, Water and Land Reform (MAWLR).

- **FP024: The Empower to Adapt - Creating Climate Change Resilient Livelihoods through Community Based Natural Resource Management in Namibia (Empower to Adapt)** project was approved in 2016 under the EDA pilot, with a grant of USD 10 million from the GCF. It aimed to support communal conservancies and community forests to build their resilience to climate change through a small grant facility.
- **SAP001: The Improving Rangeland and Ecosystem Management Practices of Smallholder Farmers Under Conditions of Climate Change in Sesfontein, Fransfontein, and Warmquelle Areas (IREMA)** project was approved in 2018, with a grant of USD 9.3 million from the GCF. It aimed to address the vulnerability of small scale farmers in Namibia's arid Kunene region, and is implemented jointly with the MAWLR.

- **SAP006: The Building Resilience of Communities Living in Landscapes Threatened by Climate Change through Ecosystem Based-Adaptation (EbA)** project was approved in 2019, with a grant of USD 8.9 million from the GCF. It aims to enhance resilience of productive landscapes in Namibia through ecosystem-based adaptation actions that sustain livelihoods at local level and facilitate value chains of natural resources.

Market place constructed at Ncamagoro Community Forest, Kavango West Region, under the Empower to Adapt project

Community members working in the garden at Ncamagoro Community Forest, established through the Empower to Adapt project

The EIF's experience in engaging with the GCF in the development and implementation of these four projects is discussed in detail in Brown et al. (2022). This report provides a deeper analysis of one of these four projects, the Empower to Adapt project, which was submitted in response to the GCF's call for proposals for EDA projects, and was the first project approved under this modality. The USD 10 million adaptation project represented a new and potentially transformational model for supporting local communities to respond to climate change, both for the GCF, and for the EIF. The project was implemented between May 2017 and November 2022 and offers many lessons both for the GCF, and for the EIF and other DAEs seeking to undertake similar projects.

1.6. Purpose of this report

The purpose of this report is to explore the experiences and lessons learned through the implementation of the Empower to Adapt project. It further aims to draw recommendations for the GCF that may inform its approach to enhancing direct access to better respond to the needs and vulnerabilities of local communities. It will also draw recommendations for the EIF and other entities seeking to empower local communities to adapt to climate change through devolved climate finance mechanisms.

2 Methodology

The data collection for this report involved conducting semi-structured focus group discussions and interviews with project beneficiaries and other key stakeholders, in addition to a thorough review of all the documentation available related to the project. The approach is described in more detail in the following sections.

2.1. Identifying the scope of the research

An initial discussion between the Namibia Nature Foundation (NNF), Triple Capital and the EIF was held in March 2022 to agree on the scope of the report and the research approach. The EIF agreed to support the research by making available all relevent documentation related to the project, and by facilitating introductions to the CBOs and advising on logistical arrangements for field visits. The EIF provided a full list of all projects funded under the small grants facility along with all other relevant documents.

An initial interview with the EIF Project Management Unit (PMU) of the Empower to Adapt project was held in May 2022 to gather preliminary information on the project, to get an overview of the portfolio of small grants awarded, and to understand some of the successes and challenges experienced in their implementation to date. The meeting informed the selection of small grant projects to be included in the analysis. Small grant projects[1] were selected to reflect a diverse scope of activities across the three thematic windows, to maximise geographic coverage across different regions of Namibia, to include a diversity of support entity partnership models, and to include both successful and challenging projects.

The authors, in consultation with the EIF PMU, identified a list of stakeholders to interview, a set of interview questions for each stakeholder group, and a field trip schedule to visit the project sites in order to conduct interviews with local communities and other stakeholders.

For each small grant project, the researchers sought to interview the following stakeholder groups:

- Conservancy Management Committee or Forest Management Committee
- Project Management Committee
- Female community members
- Male community members
- Traditional Authority representatives
- Support Entity
- Other stakeholders if relevant, such as MEFT regional officers, regional council representatives, or MAWLR extension officers.
- EIF PMU staff
- Project engineers

2.2. Organising site visits and conducting interviews

Site visits to meet with the beneficiary CBOs were conducted between October 2022 and April 2023. Interviews were conducted by a research team consisting of the authors and three field researchers. The EIF PMU facilitated introductions to the CBOs, either virtually, or in some cases accompanying the researchers to the project sites when the trip coincided with planned project monitoring visits. In these cases, the EIF covered all the costs of the PMU representatives' travel and the PMU team introduced the research team to the CBO, and then left the research team to conduct the interviews. In some cases an NNF field officer joined the research team to assist with logistics and translation. Interviews with each stakeholder group were conducted separately, and the information provided treated as confidential, and shared only with the research

1. Note on terminology: In order to avoid confusion between the Empower to Adapt project and the small grant projects that were awarded under the small grants facility that was a component of the Empower to Adapt project, we refer to the former as "the project" and to the latter as "small grant projects" or "subprojects"

team. Interviews were conducted in local languages in cases where interviewees were not comfortable in English, with translation by a member of the research team where possible, an NNF field staff or a member of the CBO. Minutes of interviews were taken by the research team and in most cases interviews were recorded, with the consent of the interviewees.

The interview questions covered the background of the small grant project including main activities, involved parties and their roles and the status of implementation; experiences including successes and challenges; the impact and contribution of the project to the resilience and development of the community; project sustainability as well as recommendations. In addition, interviews with the EIF included questions on the design of the project, selection and approval of subprojects and implementation. Interviews with CBO stakeholders were conducted in the field, either at their CBO offices, or at project sites. In most cases, the researchers also visited several project sites in order to view the infrastructure established through the project. Interviews with support entities and other stakeholders were in some cases conducted in the field, and in other cases conducted in Windhoek, or virtually. Interviews with the EIF and the project engineers were conducted in Windhoek.

2.3. Analysing the data

In total, 16 of 31 small grant projects were visited between October 2022 and April 2023 (Figure 2). 258 people were interviewed, 45% of whom were women. Interview recordings were transcribed by the research team and all interviews were analysed to identify common themes, and to extract lessons, good practices, and recommendations. The information from interviews was complemented with information contained in project documents including project quarterly reports, completion reports, memoranda of agreement between EIF and CBOs, disbursement tracking spreadsheets, among others.

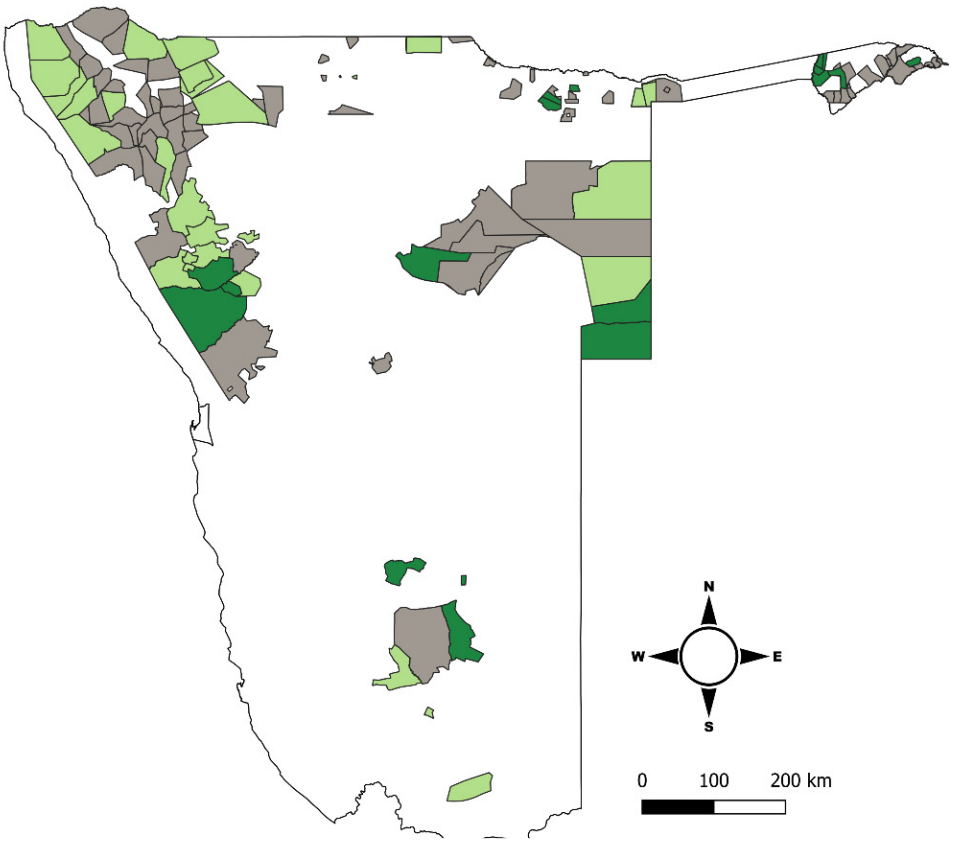


Fig. 1: All conservancies and community forests in Namibia (grey), sites funded by the EDA project (light green) and sites visited (dark green).

3 The Empower to Adapt project

3.1. Project design and approval

The Empower to Adapt project was developed by the EIF over a period of 6 months in consultation with national, regional and local government, traditional authorities, CBOs, national and local NGOs, as well as development partners, in total around 200 stakeholders. The project was also presented to Namibia's Sustainable Development Advisory Council (SDAC), whose primary function is to ensure collaboration and coordination between and amongst entities pursuing sustainable development in Namibia.

The project was designed to build on the existing Community-Based Natural Resources Management (CBNRM) Programme (see Box 1), by integrating climate resilience into the programme and empowering community-based organisations (CBOs) to design and implement climate adaptation projects through a small grants facility. The CBOs, which included registered conservancies and community forests, would work closely with existing support structures including the MEFT and non-governmental organisation (NGO) partners with long-standing experience in CBNRM support, organised under the umbrella of Namibian Association of CBNRM Support Organisations (NACSO).

BOX 1: CBNRM in Namibia

Namibia's Community-Based Natural Resources Management (CBNRM) Programme is an approach to devolving collective rights over natural resources to communities. Communal Conservancies (with rights over wildlife) and Community Forests (with rights over forest resources) are legally recognised self-governing entities with a constitution and elected management committee. They conserve and protect the environment and earn revenue from the sustainable use of natural resources. Community conservation in Namibia covers 182,384 km^2 which is 22% of the total land area and 58.8% of all communal land with 86 registered conservancies, 46 community forests and 20 fish reserves (in 7 conservancies). An estimated 244,587 people benefit directly from the CBNRM programme. Communal Conservancies and Community Forests are supported by a diversity of NGO partners who are convened and coordinated under the banner of the Namibian Association of CBNRM Support Organisations (NACSO) (MEFT & NACSO 2023).

The CBNRM programme has seen considerable success in enhancing conservation outcomes in Namibia, with significant increases in wildlife populations and improved management of natural resources. However, the programme has faced a number of challenges, including the vulnerability of CBOs to climate change, and their limited knowledge of and integration of climate change adaptation into programming. It also faced weaknesses in governance of CBOs, weak technical capacity for project management and financial management, and overreliance on NGO partners, in addition to limited access to funding (Chapeyama 2020, Mbidzo 2022).

Community game guard at Nyae Nyae Conservancy

3.2. Project components

The Empower to Adapt project had two main components. Component 1 of the project focused on capacity building and community support, and included two activities:

1. Raising awareness on climate change among all CBOs in Namibia's CBNRM programme. It included the development and dissemination of training and awareness materials, several regional training workshops on climate change, and an introduction to designing adaptation projects and applying for grants under the small grants facility.

2. Establishing a local climate monitoring system. This aimed to build on the existing grassroots system for monitoring natural resource health, the event book system, to integrate climate change monitoring using locally-relevant data and indicators.

In its initial design as submitted by the EIF to the GCF, Component 1 was much broader in scope, including activities to strengthen the governance of CBOs and to provide training on climate adaptation project development. However these elements were removed by the GCF (see box 2).

BOX 2: Changes to the initial project design

In the design of the Empower to Adapt project, the EIF recognised that while the project would build on the successes of the CBNRM programme, there were some challenges within the CBNRM programme that could limit the success of the project if not addressed. The initial project design thus included a strong element of capacity building and community support to strengthen the foundation for empowering communities to develop and implement climate adaptation projects. Component 1 of the project included the following activities:

1. Climate change awareness creation: This aimed at developing and disseminating climate change awareness raising materials nationally, as well as conducting training workshops for CBOs and their NACSO support organisations on climate change and designing adaptive responses to climate change.
2. Establishing local climate monitoring systems (as described above) and training on their use
3. Strengthening CBNRM governance: This aimed at strengthening community governance for effective and equitable resource management, benefit capture and distribution. It proposed to provide targeted support to CBOs based on a capacity assessment of their compliance with the national guidelines on conservancy management (MET 2013), as well as to encourage active engagement between CBO management committees and their membership and develop mechanisms to enhance accountability.
4. Capacity-building for community-led initiatives: this aimed to provide training for CBOs on climate change adaptation measures (including on identifying local climate vulnerabilities and needs, integrating climate considerations into community planning, and developing project proposals for climate adaptation projects) so as to strengthen their capacity to submit quality proposals under the grant award component of the project.

In addition to responding to the identified needs of CBOs, this project design was also thoughtfully considered to include a strong role for CBNRM support NGOs under the NACSO umbrella while strengthening their awareness of climate change issues, and their capacity to integrate climate resilience into the support they provide for CBOs.

However, in its review of the project, the GCF's Independent Technical Advisory Panel (ITAP) recommended the removal of the governance and capacity building components of the project, arguing that the were not sufficiently climate relevant. Despite the EIF's objections (Brown et al. 2022), the GCF board upheld the ITAP's recommendations, requiring the EIF to remove activities 3 and 4 and to cut back the budget for Component 1 from USD 900,000 to under USD300,000, with the funds re-allocated to Component 2 of the project. As a result, only activities 1 and 2 were implemented under Component 1 of the project, and their scope had to be reduced from that proposed in the original project design.

Component 2 consisted of a small grant facility aimed at enhancing the climate resilience of CBOs in registered Communal Conservancies and Community Forests around Namibia.

The grant facility had three main investment windows:

1. Climate-resilient agriculture
2. Climate-proof infrastructure
3. Ecosystem based adaptation

3.3. Project implementation

Project implementation commenced with the establishment of the project management unit (PMU) within the EIF, consisting of a project manager, a monitoring and evaluation (M&E) officer, a grants officer and a project accountant. The capacity building component of the project was the first to be implemented, which provided training to all Communal Conservancies and Community Forests on climate change and proposal writing and introduced the three funding windows and examples of potential eligible activities. A national training workshop on climate change was held in Windhoek in addition to four regional training workshops, and informational materials were shared through social media, print media, television and radio including in local languages. The training was a prerequisite for applying for the small grant facility.

The local climate change monitoring system was developed by integrating climate change indicators into an existing community monitoring system for biodiversity, the Event Book System. The local climate change monitoring system was piloted in 33 CBOs.

The EIF embarked on a country-wide outreach and awareness-raising initiative in advance of launching the first call for proposals under the small grants programme. The first call for proposals was launched on 30 July 2018 and closed on 3 November 2018. Only Communal Conservancies and Community Forests were eligible to submit proposals, but they were given the option to partner with "support entities", which could include NGOs such as NACSO members , or small businesses or consultancy companies, to provide support in proposal development, financial management and project reporting. A second call for proposals was launched in May 2019 and closed in July 2019.

A community member at Oskop Conservancy, Hardap Region, shows the produce at his garden supported through the Empower to Adapt project

1	Eligibility check	Review of proposals by the PMU to check eligibility of the proponent and proposed activities
2	Review	Review of eligible proposals by the EIF's internal Fund Management Committee, and feedback to the proponents on any improvementsor budget changes needed
3	Recommend	Review of revised proposals by the Technical Advisory Panel, comprised of independent experts, and recommendations to the Project Steering Committee
4	Approve	Approval of projects by the Project Steering Committee, composed of members of the Board of EIF, a representative of the NDA, a representative of NACSO, and other external partners

Fig.2: The review and approval process for small grant projects under the Empower to Adapt

Once approved, the EIF entered into a Memorandum of Agreement (MOA) with the CBO. As a condition to first disbursement, the CBO was required to establish a project management committee (PMC) to oversee the implementation of the project, to submit a project workplan, a procurement plan, to submit a service agreement between the CBO and the support entity, if relevant, as well as between the CBO and any major service provider identified in the grant proposal, and to open a dedicated project bank account. MOAs also included a disbursement schedule which set out the tranches of funds to be disbursed, how the funds would be channelled, and the conditions to be met before disbursement.

In two calls, a total of 31 grants were approved for projects worth NAD110 million (USD 8.5 million) across Namibia. A detailed list of subprojects is provided in Annex 1.

Viewing the animal feed produced through the bush-to-feed project in Ozonahi Conservancy, Otjozondjupa Region, February 2023

4 Experiences and lessons learned from the small grants facility

4.1. Outreach and awareness

Prior to the first call for proposals, outreach and training events were held in Rundu, Katima Mulilo, Ongwediva, Opuwo, Windhoek and Keetmanshoop between December 2017 and July 2018 and convened a wide range of stakeholders including Conservancy and Forest Management Committee members, traditional authorities, regional council officers, ministries, CBNRM support NGOs and private sector actors. The workshops provided an overview of the EDA project, the windows of support available under the small grants facility, and the proposal development process and deadlines. They also provided a short training to CBOs on project development in order to familiarise them with the proposal template and set out the types of projects that would be eligible, and the expectations for a quality proposal. The majority of CBOs interviewed learned about the small grants facility through the outreach workshops. The strong and early outreach meant that CBOs were aware of the upcoming opportunity well in advance and had enough time to think about project ideas and consult with their members, and build partnerships with support entities.

4.2. Proposal development

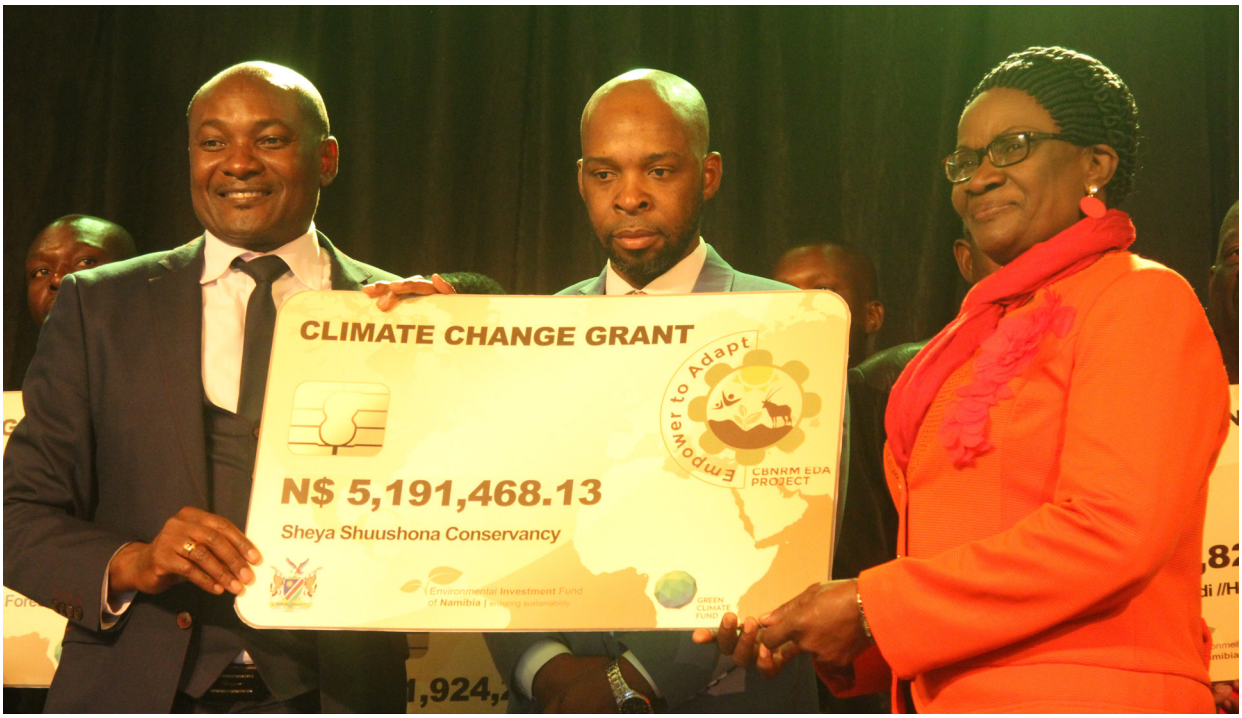
The intention of the EDA small grants programme was to grant funds for projects that were developed by CBOs and responded to challenges that they identified in ways that were appropriate for their specific contexts and needs. In practice, the extent to which proposals were developed by the CBOs differed depending on a number of factors including the capacity of their management committees to conceive and articulate project ideas, levels of cohesion in the community, and the nature of the engagement with external actors that offered their services as support entities. In some cases interviewed, the relationship with the support entity was established because the support entity approached the CBO with a proposal to work together. In other cases, the CBO had a longstanding relationship with the support entity.

The extent to which community members were consulted in the process of identifying project ideas and activities appears to have differed across CBOs depending on various factors including the strength of the relationship between the management committee and the community, the dispersion of community members, and the availability of funds to enable convening. Since the Empower to Adapt project did not provide any funds for proposal development, the convening of community members required the CBO management committee or support entity to allocate funds from other activities to cover transport and catering costs. This was done in some CBOs such as !Khob !Naub, Otjimboyo, Sikanjabuka and Tsiseb, but in some others there was no consultation of community members until the small grant projects were awarded and project funds became available to convene the community. As a result, some subprojects had higher levels of community understanding and buy-in than others.

Herding cattle at Likwatera Community Forest

4.3. Grant award process

The grant award process provided some flexibility to improve the quality of proposals prior to project approval, and to assess the capacity of the proponent to implement the subproject. This was deemed necessary as a means of enhancing the quality at entry of project proposals, given that the majority of CBOs had no prior experience in developing projects. In some cases, the EIF's internal Fund Management Committee (FMC) or the independent Technical Advisory Panel (TAP) required field visits to be conducted before recommending a subproject for approval, in order to determine the feasibility of proposed activities and to assess the capacity of the proponent. In several cases, proponents were requested to make revisions to their project proposals in order to remove ineligible activities or costs, or to increase or reduce the budget based on the FMC or TAP's assessment of realistic costs. The FMC and TAP also made recommendations to the Project Steering Committee (PSC), on any conditions to be attached to project approval.



Honourable Pohamba Shifeta, Minister of Environment, and CEO of the EIF, Benedict Libanda, award a grant to Sheya Shuushona Conservancy, represented by Chairperson Hilda Namwenyo Haipinge

4.4. Legal agreements

Following project approval, the EIF entered into a memorandum of agreement (MOA) for each small grant project awarded with the respective CBO or group of CBOs. The MOAs were signed between the EIF and a representative of the management committee on behalf of each CBO. They emphasize the ownership of the CBO over the subproject, stating that "subject to the express terms of this agreement, the Grant Recipient shall have exclusive control over the administration and implementation of the Project". The MOAs require the CBO to establish a project management committee (PMC) which "shall be responsible for spearheading and decision-making on all procurements of the project" and for "all discussions and resolutions required to be taken in terms of the Project", with decisions to be taken "on a majority basis". They further emphasise the responsibility of the CBO to "maintain clear, accurate and complete records of the funds received" and state that the EIF "will only release any funds upon receipt of a written request from the Grant Recipient".

Conducting interviews at Otjimboyo Conservancy, Erongo Region in October 2022

The MOA does not make mention of the role of the support entity, with the exception of the annex containing the disbursement schedule, which in some cases includes a requirement "to clearly articulate the role of [...] the support entity through a binding contract" as a condition prior to first disbursement. However this condition is not present in all MOAs. The EIF reviewed the contracts signed between CBOs and support entities, but was not prescriptive on the terms of the agreement, leaving a significant amount of flexibility for CBOs and support entities to define the terms of their relationship. In some cases the agreement was set out in the form of a letter or minutes of a meeting. While in principle this arrangement gave strong ownership to CBOs to define the terms of their partnership with support entities, in practice it left room for manipulation since in the majority of cases, support entities had more experience in contractual matters than the CBOs.

4.5. Support entities

The EIF introduced the option for CBOs to work with support entities in the development and implementation of their small grant projects as a means to address the capacity limitations of CBOs while still enabling them to take the lead in designing and overseeing implementation of their subprojects. Support entities were primarily intended to assist the CBO with proposal writing, with financial management, facilitating M&E visits, and with reporting. CBOs were free to choose their support entities, and to define the scope of the partnership based on their needs. Where a CBO chose to work with a support entity, the 15% administration fee for project implementation was split between the CBO and the support entity. The precise role that support entities played differed across subprojects, and in some cases they played more than one role, for example taking on roles of project manager, contractor in the delivery of services, or joint venture partner in an enterprise. This flexibility allowed CBOs and support entities to define the relationship based on the unique needs of each CBO and the skills of the support entity, while allowing the EIF to test different models of partnership. However, it also created some confusion and potential for conflicts of interest to arise.

Furthermore, the role of support entities was not formalised in any of the documentation for the project. Support entities were not mentioned in the call for proposals or provided for in the project proposal template, however most CBOs interviewed recalled being encouraged by the EIF during the training workshops to work with support entities. In some cases, they chose to work with partners that they had existing relationships with;

Solar water pump and borehole rehabilitation at Uukolokadhi Conservancy, Omusati Region, funded through the Empower to Adapt project

in other cases they were approached by individuals or institutions they had no prior experience of working with. Although the MOA between the EIF and the CBOs clearly places full ownership of the small grant project in the hands of the CBO, the results of the interviews suggest that for the majority of subprojects, the CBO did not take full ownership of the project and the support entity played a more prominent role in driving (or in some cases, failing to drive) the project implementation than provided for in the project documentation.

In addition, in some cases the support entity became the de facto main point of contact for the EIF's PMU, due to difficulties in staying in contact with the PMC in cases where the project manager or PMC chairperson had limited access to phone network or email. As a result, support entities often yielded more de facto authority over a project than they had on paper.

The effectiveness of the partnerships with support entities differed significantly from one small grant project to another. In some cases, the partnership worked well, a strong relationship was established and the support entity provided a lot of value to the CBO and delivered on its responsibilities, for example in Ozonahi, Otjimboyo, Ncamagoro and Mbeyo, and Tsiseb. In some cases, there were some tensions or challenges in communication between the support entity and the CBO, but the support entity ultimately delivered on its responsibilities under the subproject, such as in Likwaterera, Omuramba Ua Mbinda and Otjombinde. In some cases the support entity was largely absent and did not adequately play its role, for example in Huibes where the support entity rarely visited the project site due to lack of transport. In a few cases, such as Maurus Nekaro and Kapinga Kamwalye, Mudumu North and South, and Lusese, the support entity lacked the competence to manage the subproject and/or deliberately took advantage of poor governance within the CBO for its own benefit, and failed to deliver on its responsibilities satisfactorily. A few CBOs chose to implement the grant without a support entity, for example Sikanjabuka, in which the subproject was managed effectively by the CBO management committee, with additional support from the EIF PMU.

4.6. Engineers

Early in the implementation of small grant projects under the first call for proposals, the EIF identified the need for quality control of infrastructure subprojects in order to ensure that suppliers and service providers were providing equipment and services of adequate quality to CBOs. The EIF procured an engineering company, which was given the responsibility to conduct site visits to assess the feasibility of planned infrastructure projects in advance, to assess the bill of quantities for goods and equipment to be procured, and to verify the quality of work done prior to final payments of service providers. At completion of each subproject, the engineers conducted a completion assessment to ensure all mistakes or outstanding issues had been rectified to trigger the final disbursement and handover.

The inclusion of the engineers was an important quality control measure which enhanced value-for-money for the EIF and the CBOs, and safeguarded CBOs against being overcharged or defrauded. It also provided an opportunity to identify and address potential problems arising in project execution relatively early, as the engineers were able to engage the service providers and CBOs on site, and to recommend the EIF to withhold payments until an issue was resolved, if necessary. However, it came at a cost, since the engineers had to conduct multiple site visits to every subproject, the costs of which were carved out of the subproject budgets. In addition it sometimes led to payment delays, as the engineers were not always available to visit a site at short notice.

4.7. Project implementation

The implementation of small grant projects was led by the PMCs established by the CBOs. These were usually comprised of representatives of the CBO management committee, other community members in some cases, and some external stakeholders such as representatives of the MEFT regional office, MAWLR (especially for subprojects that involved water infrastructure rehabilitation or agriculture), regional councils, and NACSO members. The support entities engaged closely with the PMC in the implementation of the subprojects. From the interviews conducted, it appeared that in many subprojects, the support entity played a more prominent role in project implementation than the MOA would suggest, and the PMC a less prominent role, with the CBO management committee taking over some of the roles of the PMC. This may have been in part a pragmatic response to the challenge and cost of convening the PMC, whose members were often dispersed many kilometres apart and lacked access to transport. The support entity in most cases had a number of practical advantages that the CBO management committee did not, including having a vehicle to facilitate transport to project sites, being based in a town and having access to cell phone network and internet.

Rehabilitated borehole with solar water pump at Sorris Sorris Conservancy in the Kunene Region, funded by the Empower to Adapt project

4.8. Procurement and disbursement

CBOs were responsible for carrying out their own procurement of goods and services in line with their approved workplans and procurement plans, and with the EIF's procurement rules. CBOs initially set up procurement committees to oversee selection processes, but this was found be to administratively impractical for many CBOs who resorted to having procurement overseen by the PMC. For the procurement of equipment, CBOs had to obtain three quotes and submit a request to EIF, who procured the equipment on their behalf. The disbursement schedule for each small grant project was clearly set out in the MOA, and set out the portion of funding allocated to each role player or activity under the project, the tranches of funding to be paid, and the specific milestones or conditions to be met prior to disbursement.

All payments had to be authorised by the CBO in the form of a written payment request signed by the authorised signatory. Furthermore, payments were linked to the submission of narrative and financial progress reports, as well as other conditions, so as to require CBOs and their support entities to stay up to date on reporting. For payments to service providers and contractors, the EIF paid directly to the contracted party upon receipt of invoice, and approval from the CBO (and in the cases of equipment, upon receiving the verification report of the engineers confirming that conditions for payment had been met to their satisfaction). Payments of the administrative fee to the CBO were made to the CBO's bank account, and required financial reports showing how previous tranches of payment had been used. CBO administrative fees were primarily used to fund transport and sitting allowances, while some used the funds to buy office equipment. Payments of the administrative fee to support entities were made directly to the support entity, upon receipt of an invoice, and approval by the CBO.

Community garden, beehives and rehabilitated borehole with water tank at Sikanjabuka Community Forest in the Zambezi Region, established through the Empower to Adapt project

Interviewing women community members at Sorris Sorris Conservancy in October 2022

Several of the stakeholders interviewed noted the layers of verification required prior to each disbursement created delays in the release of funds, which sometimes led to delays in project implementation. Nonetheless, this approach enabled the EIF to keep a close check on the status of project implementation and to identify and respond to any issues that arose in a timely manner. It also created an important safeguard against financial mismanagement, as the EIF could block or delay disbursement until an issue was resolved or use the withholding of funds as a lever to ensure timely and quality reporting. The EIF also retained a portion of funds (usually 10% of the contract amount) from the contracts of support entities and major service providers until six months after the project completion in order to ensure that there were no deficiencies that might arise later.

4.9. Integrating lessons learned into project implementation

In the roll out of the second call for proposals, lessons from the first call were taken into account. These included ringfencing a proportion of project costs to cover the fees of the engineers (in the first call, the costs of the engineers were initially overlooked and the grantees were requested to carve out some funds from their budget after project approval), strengthening sections of the MOA, including disbursement conditions and requirements for procuring equipment, and extending the retention fee period after project completion to ensure any infrastructure installations were of an adequate quality before making the final payment to contractors. In the second call, the EIF carried out more careful due diligence on project proponents and made more systematic use of the engineering company to assess the feasibility of proposed activities. In addition, the first set of small grant projects offered insight into value-for money considerations, and allowed the EIF to better assess and provide guidance on subproject budgets, benchmarking against activities already funded under the first call.

4.10. Monitoring, evaluation and reporting

Monitoring and evaluation (M&E) was carried out by the PMU, with input on technical considerations from the engineers. M&E was guided by EIF's M&E framework. Most M&E indicators were in line with GCF's fund-level and project level indicators and defined at the project development stage. Some indicators were developed together with communities and support the achievement of the fund-level indicators. The PMU carried out

due diligence visits before the start of project implementation, several monitoring visits to the small grant projects during implementation, and a project completion visit at the end of each subproject. In some cases the frequency of monitoring visits was increased when there were issues flagged. The vast distances between projects and in some regions, rugged roads made site visits an expensive and time-consuming undertaking. Initially, the GCF refused to fund project vehicles, but following a visit by the GCF Secretariat to Namibia in early 2020, the latter came to appreciate the challenges and costs of reaching remote project sites, and authorised the purchase of project vehicles for the PMU.

CBOs were required to submit quarterly narrative progress reports and monthly financial reports, allowing the PMU to keep a close eye on the progress of each subproject. The PMU conducted two field visits per quarter to verify the reports. Where possible these field trips would combine visits to multiple subprojects. At the end of each subproject the CBO submitted a project completion report. The EIF provided reporting templates to guide CBOs and ensure standardisation of information provided. The PMU team submitted quarterly reports on the overall progress of the Empower to Adapt project to the EIF management and the Empower to Adapt Project Steering Committee, and biannual reports to the GCF in addition to the Annual Performance Reports (APRs) required by the GCF.

4.11. Risk management

Risks arising during the implementation of small grant projects were usually detected during monitoring missions or raised in subproject progress reports, or in some cases the EIF was alerted to a potential risk through a letter or call from a project stakeholder. In these cases, the EIF's risk management department would conduct a site visit and hold an in-person meeting with the CBO and support entity to better understand the problem and explore solutions. In many cases, risks were flagged as a result of governance disputes within

Beehives at Mudumu North and South Complex in the Zambezi Region, provided through the Empower to Adapt project

the CBO following changes in CBO management committees. In some cases there were conflicts between the CBO and the support entity. In the majority of cases, the EIF was able to support the CBO to find a way forward through dialogue. Several of the CBOs interviewed noted that the EIF PMU staff were responsive, professional and solution-oriented in addressing any issues that arose. Some also noted that when the need arose, issues were elevated to EIF management and that senior management were approachable and constructive in their engagement. In some cases, the EIF requested MEFT regional staff to assist in mediating conflicts, when they had longstanding relationships with the CBOs and were viewed as trusted actors. In some cases, such as in Maurus Nekaro and Kapinga Kamwalye, the CBO decided to end the relationship with a support entity due to the latter's failure to deliver on its responsibilities under the subproject. In cases where the risk was related to the installation of equipment, the EIF requested the engineers to conduct site visits and advise. If there were concerns about the quality of work or equipment delivered by a contractor, the EIF would withhold payment on the advice of the engineers until the problem was rectified.

The COVID pandemic created additional risks for the small grant projects, since it disrupted supply chains, delaying the procurement of equipment, and restricted travel, making it difficult for support entities and engineers to go to project sites, for CBOs to hold meetings, or for the EIF to conduct monitoring visits. All of the small grant projects faced some delays in the execution of project activities as a result. In addition, in the wake of COVID and the disruption to cross-border transportation that it triggered, there was a general increase in the price of equipment which affected project budgets. In some cases, project activities had to be revised in light of these disturbances, such as in Maurus Nekaro and Kapinga Kamwalye where the original plan to install hydroponics systems was revised to developing community gardens. There was one case in Sorris Sorris in which a supplier of hydroponic units went bankrupt during COVID after receiving a first tranche of payment from the EIF. The last resort in the risk management process, if dialogue and withholding payment did not succeed in resolving an issue, was to take legal action.

4.12. Project completion and sustainability

Each small grant project included in the proposal a section on the sustainability of the project and exit strategy once the project funds were used up. In some cases this involved communities investing in the maintenance of project infrastructure (eg boreholes, by redirecting the savings from buying diesel for diesel water pumps), or entering into joint venture agreements with private sector operators to manage agricultural subprojects for community benefit. CBOs were also required to submit a sustainability plan outlining how they would maintain the impacts of the subproject. In several of the projects visited, the sustainability of project activities was a challenge due to limited capacity of CBOs to maintain the project benefits, and governance challenges and associated conflicts within CBOs regarding how the project activities would be sustained and how benefits would be shared. Small grant projects that established revenue-generating activities, such as the moringa plantation in Likwaterera, and the beehives and garden in Sikanjabuka had much greater potential for sustainable impact beyond the life of the project. The short time frames of the small grant projects meant that there was limited time for CBOs to put in place measures for ensuring the sustainability of project impacts.

The short time frame of the Empower to Adapt project meant that the EIF was under pressure to close off the project in 2022, following an initial extension of the project timeline. As a result, the completion and handover of several of the subprojects was rushed, with projects being handed over to CBOs who still had limited capacity and systems in place to manage them. In some cases the infrastructure developed through the subprojects was not yet fully operational, or was not being used by the CBO due to uncertain governance arrangements or joint venture partnerships that were still to be finalised. There were also a few incidents of theft of project infrastructure or stock which had impacted sustainability. At the time of writing, the EIF was making arrangements to provide some additional support to these CBOs in order to bridge any funding gaps that were preventing full utilisation of infrastructure and resources provided through the small grant projects.

5 Recommendations

5.1. Recommendations for the GCF and other climate funders looking to support locally-led adaptation

5.1.1. Invest in building capacity

The major constraint that was raised by almost all interviewees was the issue of limited capacity of CBOs to design, implement, and take ownership of their small grant projects. The EIF anticipated this challenge in the design of the Empower to Adapt project, incorporating a significant component of capacity building and strengthening of governance of CBOs into the initial project design. However, these elements were removed by the GCF (see box 2).

The majority of donor-funded projects in Namibia aimed at supporting CBOs have channelled funds through NACSO support organisations or other intermediaries, with the intermediary taking responsibility for all aspects of project management. The Empower to Adapt project introduced a paradigm shift in the model of funding sustainable development of rural communities, by empowering the CBOs to take ownership of the design and implementation of their small grant projects. However, the majority of CBOs visited had never managed a project before and thus faced a steep learning curve on all aspects of project management, from conceptualising and writing a project proposal, to understanding the terms of legal agreements, running procurement processes, financial management and reporting, and risk management. With the project budget for training significantly reduced and reallocated, the CBOs had to learn by doing, and there was an over-reliance on support entities. All stakeholders interviewed for this report agreed that there was a need for a much greater investment in building the capacity of CBOs to design and implement projects and to manage funds.

5.1.2. Invest in strengthening governance, which is the foundation for lasting impact

Another important factor that affected the projects visited, closely linked to the challenge of CBO capacity, was the quality of governance within the CBO. The challenge of governance within the CBNRM programme is not new, and not unique to this project, but it had a significant impact on the implementation of subprojects. Issues such as poor communication and lack of accountability of elected committees to their members, poor financial management and record-keeping, changes in CBO management committees and the absence of handovers between outgoing and incoming committees were common challenges encountered in the CBOs visited. Under the CBNRM programme, CBOs are required to hold elections every 5 years for the management committee, and it is not uncommon for this to result in an entirely new committee taking over the management of the CBO. The MOAs for the small grant projects provide for the establishment of a PMC that is separate from the CBO management committee and that would remain in place for the duration of the subproject. However, in the majority of cases most of the members of the PMC were also the CBO management committee members, and when a new CBO management committee was elected, the incoming members viewed it as their right to take over the PMC roles too.

In several of the projects interviewed, including Lusese, Sorris Sorris, Maurus Nekaro and Kapinga Kamwalye this turnover had consequences for the project implementation, since there was no handover of information and documents, and the incoming PMC had very little understanding of the project, leading to delays and misunderstandings in subproject implementation. This phenomenon may have been the result of a lack of understanding of project management, but was also driven by a financial incentive as the PMC would in most cases receive per diems (sitting fees) for meetings. Lack of communication and consultation of communities, and lack of transparency on matters related to the project activities and finances, were also reported in several CBOs, including in Huibes, Eiseb, Maurus Nekaro and Kapinga Kamwalye, and Lusese.

As with the capacity limitations, the EIF was familiar with the context of the CBNRM programme and had foreseen these challenges. In the initial project proposal, the EIF included an element of strengthening governance that would have supported CBOs to identify the areas of weakness in their governance systems, using the MEFT's conservancy management guidelines as a good practice reference, and to strengthen them as a prerequisite to small grant project implementation. It is the view of the authors that the impact and sustainability of the Empower to Adapt project would have been enhanced had this element been retained.

5.1.3. Importance of patient, predictable funding over long periods

Building capacity and experience at the local level takes time and a modest but consistent investment over time to build the systems, institutions, experience and capacity that will eventually allow CBOs to manage larger and more complex subprojects efficiently and effectively. This requires a different approach to the traditional short-term project funding approach that the GCF and other climate funders typically use. Instead, it requires sustained and predictable investments over time frames that are measured in decades, not years. The five-year timeframe of the Empower to Adapt project was too short to allow for a meaningful transfer of knowledge and ownership to CBOs. The time frame of individual small grant projects of 1-2 years meant that project activities were rushed and the focus was on implementing project activities rather than transferring skills and building competences that would underpin the paradigm shift that is core to the GCF's raison d'etre.

5.1.4. Importance of taking risk and learning from successes and failures when implementing a new approach

In testing a new and potentially game-changing approach to financing adaptation at the local level, there is inevitably more learning required than when implementing a business-as-usual approach. The enhanced direct access modality represented a new approach for the GCF, and the EIF was the first accredited entity to pilot it. Some of the small grant projects that were funded through the project were successful in achieving their intended objectives, while others were less successful. All encountered various challenges, and required some flexibility and adaptive management on the part of the EIF and other stakeholders to find solutions. Ultimately, every subproject funded through the small grants facility offered an opportunity for learning and making improvements to the funding model, both for EIF and the GCF. For the CBOs, the subprojects offered a first opportunity to manage a grant themselves and there were many mistakes made and many opportunities for learning.

Conducting interviews at Otjimbinde Conservancy, Omaheke Region in February 2023

While the GCF's focus on measuring results is understandable, it is important to recognise the value of learning-by-doing, and the improved capacities, knowledge and systems that come from testing new approaches, learning from both successes and failures, and adapting the model in light of this learning. Ultimately, the impact and sustainability of the GCF's financing, especially for adaptation, will be determined by the transformations that are sustained beyond the lifetime of a project, and this can only occur when the beneficiaries of financing have the ownership, conviction and capacity to sustain new, climate resilient approaches. While soft factors like capacity, knowledge acquisition and quality of governance and institutions are much more difficult to measure than traditional metrics of adaptation, they are no less important.

In light of the concessional nature of its financing and its purpose, the GCF is uniquely positioned to take risk in piloting new approaches. It should recognise the value of learning, and put in place more systematic approaches to gather lessons from both successes and failures at project level, and seek metrics to measure the value of learning. This could include allocating some funding towards gathering lessons during and at the end of each EDA project, for example in the form of a multistakeholder dialogue that brings together key stakeholders in the project to dissect the experience and draw out insights on successes, failures, and lessons for future projects. It could also include integrating an element of lesson-learning into the design of EDA projects, for example a budget for exchange visits between CBOs so that they can learn from each other's experiences, or a budget for capturing lessons from small grant projects in video format and disseminating them to other CBOs.

5.1.5. Safeguards should safeguard but should not hinder: Give DAEs the chance to enhance their capacities on a higher risk level

Several of the small grant projects funded were restricted in the scope of activities and thus the impact they could achieve by the EIF's accreditation category, that limited it to funding subprojects with no to low environmental and social risks. For example, in Lusese, the quality of flood management infrastructure installed was limited, and the cost inflated, by the requirement to use pre-fabricated or pre-cast materials, which were not available locally, rather than building a new structure. Several subprojects were affected by the restriction on drilling new boreholes, which would have been considered a medium risk activity, and had to instead rehabilitate existing boreholes. In Otjimboyo, the only suitable existing borehole had saline water which limited the choice of crops that could be grown, and the suitability of water for human consumption. In !Khob !Naub, the project sites for the orchard and the feedlot were separated by more than 50km due to limited borehole availability, posing a challenge for project management given that the project did not provide

Visiting the site of the feedlot under construction in !Khob !Naub Conservancy, /Karas Region, October 2022

Flood relief centre built at Lusese Conservancy, Zambezi region.

a vehicle. In Otjombinde, the existing borehole was not deep enough, and the water level had receded, so even once rehabilitated with a solar pump, it did not provide adequate water to the community. Similarly in Sikanjabuka, the only suitable existing borehole that could provide water for the community garden was already in use by a nearby village, and did not always provide enough water for both the village and the garden, leading to tensions between stakeholders and limiting the sustainability of the small grant project.

While GCF environmental and social safeguards play an important role in ensuring that accredited entities do not take on projects for which they lack the capacity to manage potential risks, a rigid application of safeguards can limit the positive impact of projects. A more flexible approach, in which an accredited entity can undertake certain higher risk activities with prior approval for example, would enable adequate risk management, while still allowing projects to be designed in ways that are pragmatic and impactful. It would also provide an opportunity for DAEs to gain experience in managing higher environmental and social risk in a structured manner. Furthermore, it is recommended that the GCF should allow accredited entities to use the experience they gain in the implementation of a GCF project to graduate towards accreditation at a higher environmental and social risk level.

5.1.6. Management fees must be proportionate with costs

A key challenge that the EIF faced in the implementation of the Empower to Adapt project was the high administrative costs of executing a project that required a lot of site visits to do due diligence on project proposals and proponents, to conduct monitoring and evaluation missions, to engage stakeholders when problems or conflicts arose, and investigate and manage potential risks. The project management fee of 8% for the project only covered the costs of three PMU staff members (a project manager, M&E officer and accountant) which was not sufficient for the staffing needs of the project. The M&E fee of 3% was insufficient to cover the costs of conducting M&E for 31 subprojects. The EIF had to subsidise the costs of managing the project from its own resources, including funding for the additional PMU staff roles and for conducting M&E and other field site visits.

An EDA modality requires a significantly higher investment in project management and oversight than a regular project, as each of the 31 small grant projects required due diligence missions, supervision and monitoring visits by the PMU and by the engineers, risk management visits, and project completion visits. In a country like Namibia, where the distances between projects are vast (the researchers for this report travelled over 5000km by road over four weeks to visit less than half of the subprojects), this requires project staff to be constantly on the road conducting field visits. In addition, a significant amount of PMU staff time goes into reviewing reports, following up with CBOs and support entities, compiling reports for the GCF, engaging stakeholders, monitoring projects funds, reviewing disbursement requests, handling disbursements, etc. Finding the requisite time for both the field work and the office work was a challenge for the PMU. It is recommended that for small grant facility projects, the project management fee should be not less than 15% of the grant amount, with additional funding for M&E depending on the scope of the project and the country context.

5.1.7. Dealing with conflict

One insight that came from the interviews held was the corrosive role that conflict played in the advancement of small grant projects. Where there was pre-existing conflict between different stakeholders within a CBO, the small grant project became an additional point of contention between conflicting parties, significantly hampering the achievement of project objectives. In Huibes, pre-existing conflict between overlapping traditional authorities as well as between members of the conservancy management committee made it difficult to reach consensus on project activities, implementation approaches and benefit sharing arrangements. The subproject encountered some challenges in implementation, and the lack of trust between parties made problem resolution particularly challenging. While the simple response to this scenario might be to avoid providing funds to CBOs that have unresolved pre-existing conflicts, this would neglect the fact that these communities are highly vulnerable to climate change impacts, and that their climate vulnerability may be a factor that exacerbates conflict over scarce resources, locking them into a vicious cycle of poverty, climate vulnerability and conflict. Rather, there is a need to understand the role that conflict plays in exacerbating climate vulnerability and vice versa, and integrate funding for conflict resolution and peacebuilding approaches into climate adaptation grants, so as to tackle these two interlinked challenges in a way that is mutually beneficial. This may require collaboration with other partner organisations that bring in expertise in conflict resolution and peacebuilding, or facilitating exchange visits with other CBOs that have successfully resolved conflicts over resources.

5.1.8. Review the EDA modality

The Independent Evaluation Unit of the GCF noted in its 2023 evaluation of the EDA modality that "the potential role for EDA in supporting locally led climate action is gaining new momentum" (IEU 2023). Indeed, the GCF's EDA approach could be an important pillar in its contribution to expanding finance for adaptation, especially in the most vulnerable countries, and doing so in a way that puts vulnerable communities in the driver's seat of their own climate-resilient development. However, in its current form, the design of the EDA pilot does not offer any innovation and does not "enhance" the options that are already available for DAEs. In fact, the EIF's fourth GCF project, the Ecosystem-based Adaptation project (SAP006), uses the same small grant facility approach as the Empower to Adapt project, but was not submitted as an EDA project.

We recommend revisiting the EDA modality, using the Principles for Locally-led Adaptation (Soanes et al. 2021) as a guide, to redesign it so as to better respond to the needs of climate-vulnerable communities. In particular, EDA should:

i. Retain the exclusivity of the EDA modality for DAEs, whose understanding of the local context makes them uniquely placed to implement locally-led adaptation.

ii. Focus on piloting facilities or approaches that empower local actors (including, for example, communities, farmers, cooperatives, local businesses, local governments) to take ownership of their own climate resilient development.
iii. Provide predictable funding over the long term, with project lengths of 10 -20 years, that integrate flexibility to learn-by-doing and adapt funding models on the basis of lessons learned.
iv. Place a strong emphasis on building the capacities, governance and institutional arrangements, and financial management systems of CBOs by incorporating significant elements of capacity building in the early stages of the programme, and gradually phasing them out after 5-10 years as experience is gained.
v. In line with point (iii) above, allow a significant proportion of programme funds to be invested in building capacity, systems, institutions and governance processes at local level (up to 50% in the first 5 years and up to 25% over the duration of the project).
vi. Focus on supporting the establishment of income-generating activities (using grant funding, with the possibility of reimbursable grants or revolving fund models) so that at the project exit, the target communities have viable economic opportunities to sustain their climate resilient livelihoods for the foreseeable future.
vii. Allow adequate administrative fees of at least 15% of the programme amount, with the possibility of front-loading them in the first five years when the amount of hands-on management needed by the DAE is higher.

5.2. Recommendations for the EIF and other direct access entities looking to design locally-led adaptation programmes

The above recommendations in Section 5.1 are directed to the GCF because currently the policies and decisions of the funder are the main impediment to their application. However, they apply to DAEs too, and should be incorporated into project design. In addition to these recommendations, the following recommendations can be extracted from the EIF's experience with the Empower to Adapt project to guide DAEs, including the EIF, in future projects.

5.2.1. Provide guidance to CBOs in format and language that is accessible to them, and ensure there is clarity on roles and responsibilities

The new and unfamiliar approach adopted in the small grants facility of the Empower to Adapt project, combined with the many different stakeholders involved and pilot nature of the project, resulted in some degree of confusion around roles and responsibilities of different stakeholders within the project. This was particularly notable with respect to the role of support entities, which was not well defined in the project documentation. It also came up in some cases with respect to the roles of MEFT regional officers, NACSO support organisations, MAWLR extension officers, regional councils and traditional authorities. While these roles and responsibilities don't need to be fixed across all small grant projects, it is important that for each subproject, all stakeholders are on the same page. It is also important for CBOs to understand the rights and responsibilities they have as owners of their small grant projects.

One area in which this could be enhanced is in the understanding of legal agreements. While a written MOA between the GCF and the CBO, in English, is a necessity to comply with Namibian laws and GCF requirements, it became apparent during interviews that not all CBOs had a comprehensive understanding of the terms of the agreement they had signed. Future projects may consider complementing a written MOA with additional resources that might be more accessible, such as a video explanation of the terms of the MOA in local languages. The EIF could make time in advance of the signature of MOAs to hold an in-person session with

A community member at the rehabilitated borehole in Tsiseb Conservancy, Erongo Region

CBO, the support entity and other relevant stakeholders to discuss the terms of the agreement, the roles and responsibilities of different actors in the small grant project, and any questions and concerns, and to capture in a suitable format (eg meeting minutes, posters, flip-chart summaries, video recordings etc) the agreed way forward, which could be annexed to the MOA.

5.2.2. Vet agreements with support entities and contractors

Furthermore, in order to avoid a situation in which CBOs enter into agreements with support entities that are disadvantageous to them, or that they don't fully understand, the EIF should provide template agreements or guidance notes that can be adapted to each case as needed, and should vet the final agreement between the CBO and the support entity or contractor, and offtake agreements with third parties. The EIF should also have a discussion with the CBO to ensure that they understand the terms of the agreement that they are entering into with a third party, as in the majority of cases, the CBO is less informed than their counterpart, and thus vulnerable to being exploited. This agreement should be referenced in the MOA between the EIF and CBO and annexed to it. Furthermore, CBOs could benefit from guidance from the EIF on what experience, qualifications and references to look for in a support entity, so that they can be better placed to vet potential candidates. Based on the experiences of the Empower to Adapt project, the EIF should develop a database of support entities or contractors and their experiences with them, and should retain the right to veto or blacklist support entities that have failed to deliver in past projects. The EIF has drawn on the lessons learned in this regard to inform the Ecosystem-based Adaptation (SAP006) project and is now applying this approach.

5.2.3. Provide project development funding where it could enhance proposal quality

Access to funding for project feasibility work and stakeholder consultations differed across CBOs. While some CBOs have access to funds as a result of other revenue generating activities, such as tourism joint ventures with private sector (for example, Mashi in Mudumu North), most do not have any source of income. Some CBOs such as !Khob !Naub, Sikanjabuka and Ozonahi were able to convene community members based on goodwill and with limited funds to discuss the funding opportunity and come up with project ideas. In some cases, such as in Tsiseb, and Otjimboyo, the support entity funded convening of the community in the hope of recuperating their investments if the proposal was successful. Many of the CBOs and support entities

interviewed noted the lack of project development funding as an impediment to developing well planned projects and consulting community members on project activities. For several of the subprojects interviewed, community consultation was only undertaken after project approval.

While CBOs and support entities should be encouraged to invest some of their own funds in project preparation in order to ensure strong ownership and commitment, this was a real constraint in some cases. The EIF may consider establishing a modest project preparation window that could support project development and community consultation processes on a case-by-case basis where needed to ensure more robust proposals. A brief report justifying how project preparation funds were used could be submitted along with the proposal, and would contribute to the due diligence process.

5.2.4. Support revenue generating activities for longer term sustainability

The small grant projects that invested in establishing facilities for revenue-generating activities have much greater potential to bring about transformational impact in the lives of beneficiaries than those that are primarily focused on subsistence activities. The moringa processing facility at Likwaterera, for example, aims to export moringa produced by the community forest to Germany, which would bring in revenue to the community as a scale significantly greater than what they could earn through subproject salaries. The community gardens at Otjimboyo, Ncamagoro and Mbeyo, and the orchard and livestock farming scheme at !Khob !Naub are also intended to produce vegetables, fruit and meat products for sale to markets, which would ensure a source of revenue that would significantly uplift the living standards of the community. The solar photovoltaic investment at an upmarket lodge in Sorris Sorris is designed as a joint venture with the tourism operator which would pay a commission to the community for the use of the electricity. This potential was not always fully realised by the time the interviews were carried out, and in the case of the joint venture at Sorris Sorris, the payments had been delayed by COVID which affected occupancy at the lodge, and not yet fully recovered. However, these projects would appear to offer significant promise in terms of long-term impact for the communities.

Produce in the community garden established through the Empower to Adapt project at Otjimboyo Conservancy

A community member preparing food at King Nehale Conservancy

Subsistence projects – such as borehole rehabilitation, backyard gardens, household poultry, offer some value to the beneficiaries, but the scale of their impact is more modest, and depends in large part on the extent to which the beneficiaries can use these micro investments to build a small businesses. For example, a chicken may offer a household increased protein, but if the beneficiary can start selling eggs and gradually develop a poultry business, the impact is more meaningful and lasting. Furthermore, subsistence projects are often less sustainable, as there is no income to maintain infrastructure or inputs in the event of theft or death of an animal or damage to infrastructure.

5.2.5. Support CBOs to identify and nurture win-win partnerships

In order to establish the revenue-generating activities discussed above, CBOs will need to establish partnerships with private sector actors who can manage operations efficiently and bring in funds for the community, for a fee. In the majority of CBOs, the education, expertise and experience to manage a commercial project was lacking. However, CBOs need some guidance and training in identifying the right partners, to recognise what competences and qualities to seek in a partner, set out the terms of an agreement that is mutually beneficial, and understand their roles and responsibilities as shareholders of the operation. Such a partnership could include a strong element of skills development for the community, and could include an exit for the private sector partner after a fixed period of time, once the CBO has developed the skills and systems to take over, if desired. Alternatively, it could be a long term arrangement whereby the CBO owns the project and outsources the running of it to a more qualified company indefinitely, using the income generated to invest in other community development projects.

In several of the small grant projects visited, the communities did not fully understand the business model of the project, which limited the buy-in of the community. In Likwaterera for example, the moringa project was designed as an investment that would be owned by the community, with the role of the support entity to support the CBO in setting up the moringa plantation and facilities, to provide training to the community,

and once fully operational, to facilitate access to local and export markets for a commission. The support entity viewed the CBO as the owner of the subproject and expected them to invest their time to ensure the success of the project, for example by clearing the ground for the plantation and harvesting the moringa. However, the CBO members viewed the support entity as the owner of the subproject, and wanted to be paid salaries. In Ncamagoro and Mbeyo, the support entity envisaged a business model beyond the life of the EDA grant whereby the support entity would manage the infrastructure, incurring the costs of salaries to CBO employees, input materials and maintenance, with a 60:40 revenue sharing arrangement with the CBO. However some members of the PMC felt that the CBO could manage the infrastructure themselves. In Sorris-Sorris, some community members expressed that they would have preferred to have the solar PV installed in their own community for their own use, rather than at the lodge. While this model may have offered a possibility for access to electricity to present opportunities for revenue-generating activities, the scale of revenue generation would have likely been significantly lower than that offered by the joint venture with the lodge.

CBOs may need further support to understand and buy into the concept of making an upfront investment in a project that may generate returns later, as this represents a shift away from the model they are accustomed to, in which projects bring immediate but very modest and often temporary benefits. In addition, investing in a long term development project requires trust within the CBO and between the CBO and its funding and implementation partners, combined with a bold vision for the future. Communal conservancies and community forests in Namibia are home to some of the most marginalised and economically disadvantaged communities in Namibia, who have suffered generations of disempowerment that has undermined traditional structures of governance and eroded trust. Rebuilding a sense of ownership, empowerment and confidence to engage in long-term planning and to make investments in the short term that will reap benefits in an uncertain future is a process that will take time and requires investment in trust-building, learning, and piloting radically new approaches.

Conducting interviews with the Traditional Authorities of Ncamagoro and Mbeyo Community Forests, February 2023

5.2.6. Maintain the checks and balances which played an important role in safeguarding against misuse of funds

The EIF introduced a number of mechanisms to ensure quality control of project outputs and to safeguard the CBOs against being defrauded or overcharged. This included the role of the engineering firm, which reviewed quotations and bills of quantity for goods and equipment, verified the quality of goods and equipment delivered, and assessed the quality of infrastructure installations before giving a recommendation to the EIF to proceed with payments. The tranched approach to making payments for all payees in the small grant projects, combined with conditions attached to each disbursement, was also an important way of keeping projects on track, forcing contractors to deliver quality work and materials, and ensuring that reports were submitted, while allowing risks to be flagged in a timely manner. Although several interviewees noted that the EIF's due diligence process led to some delays in making payments, it is likely that this approach was instrumental in preventing the misuse of funds. The frequent monitoring visits by the PMU team, as well as the open-door policy by EIF management and constructive, dialogue-oriented approach to addressing disputes, also contributed to minimising the cases of abuse of project funds.

5.2.7. Enhance the exit process for improved sustainability, and include a contingency budget

The short time frame of the Empower to Adapt project and even shorter time frame for implementation of subprojects under the small grant facility meant that the completion of the subprojects was often rushed, and the sustainability of project activities was not adequately secured by the time projects were completed and handed over to the CBOs. A longer time frame for EIF exit and project handover, combined with some activities designed specifically to enhance sustainability, might help to improve the sustainability of future projects. This could include for example, consultations within the CBO towards the end of the subproject to discuss what has been achieved so far and what the next steps are beyond the completion of the grant; or the EIF convening CBOs with similar project activities at workshop to discuss sustainability; or facilitating exchange visits between CBOs with similar subproject types to learn from each others experiences. Furthermore, it would be worth including a modest contingency budget in the small grants facility to support activities that were not initially planned, but that would help projects overcome any unforeseen challenges or address any gaps towards long term sustainability at exit, at the discretion of the EIF.

A rehabilitated borehole with solar water pump funded by the Empower to Adapt project at Tsiseb Conservancy

Visiting the site identified for a community orchard in !Khob !Naub conservancy in October 2022

For example, in !Khob !Naub, the service provider who was contracted to rehabilitate the boreholes and install infrastructure for the feedlot and orchard failed to complete the services after receiving a second tranche of payment. At the time of visiting the site in late 2022, the ground was prepared, the trees had been purchased and were being kept in Windhoek, funds had been released to buy the small stock, but the project was stalled due to the failure of the contractor to finalise his work. In Mbeyo, the theft of a water pump after the rehabilitation of a borehole had left the community garden without a supply of water. In cases like these, a modest contribution of funds from a contingency budget would allow the project activities to be completed to ensure an operational project at exit, thereby enhancing the sustainability of the supported activities.

5.2.8. Broaden the eligible grantees to include households, cooperatives and individuals within CBOs and create incentives for good project management

The eligible beneficiaries for the small grants facility were limited to conservancies and community forests, through their CBO management committees. This worked well in some cases, but in cases where CBO management committees were weak or unaccountable to their members, such as in Lusese, Maurus Nekaro and Kapinga Kamwalye, and Huibes, these failures in governance affected the implementation of the project. A broader criterion for eligibility, that allows projects to be submitted by CBO members individually or as households or cooperatives (eg a women's group, youth group or farmers' group), might have the advantage of supporting and encouraging pockets of leadership and entrepreneurship that exist in the communities beyond the management committee. Any subproject, whether led by the CBO management committee or another CBO stakeholder, would need to demonstrate how it would benefit the climate resilient development of the CBO beyond the grantee.

The EIF might also consider using an incentive-based approach to encourage good governance in CBOs and good project management practices by grantees. For example, the small grants programme might include a window of funds for performance-based payments that would be kept aside to provide top-up funding to grantees who perform well on agreed governance, financial management and community engagement indicators, to implement additional activities. These additional activities could be identified from the outset, but not allocated funding in the initial grant award, such that the grantee has an incentive to perform well in project execution, and the beneficiary community has an incentive to hold them to account. Other incentives mechanisms, such as prizes or awards to the best performing CBOs, might also be considered.

6 Conclusions

The EIF's Empower to Adapt project piloted a new approach to supporting climate resilient development in marginalised rural communities in Namibia. This approach represents a departure from the traditional model of intermediation of local development projects by NGO and other support organisations, and involved a steep learning curve for the CBOs who, for the most part, had no prior experience of managing a grant. It was also the first GCF project to pilot the EDA modality.

The project was successful in achieving its goals, seeing 31 small grant projects implemented that delivered direct benefits to over 31,000 people in some of the most marginalised communities in Namibia, building the climate resilience of these communities through the provision of clean water using solar pumps, developing vegetable gardens, orchards and livestock feedlots, enhancing flood protection, and creating revenue generating opportunities such as moringa production, horticultural production and tourism joint ventures. It also successfully implemented a local climate monitoring system in 33 CBOs, and enhanced the capacity of CBOs in Namibia's communal conservancies and community forests to design, implement and financially manage a grant. It was ranked as "satisfactory to highly satisfactory" in the final evaluation report.

Notwithstanding its successes, the Empower to Adapt project encountered plenty of challenges along the way, which offer lessons for future projects. The EIF did a commendable job of steering the project towards a successful completion, despite having no prior experience of managing a project of this nature, and despite limited resources for project management. The sustainability of project impacts would have been greater had the initial project design, which included a significant component of capacity building and enhancing the governance of CBOs, been retained. Nonetheless, the project demonstrated a successful model of empowering locally-led adaptation, and it is expected that the lessons learned through this experience will inform the design of future projects, which will build on and improve the approach. The EIF is already integrating lessons learned from the project into its subsequent GCF-funded Ecosystem-based Adaptation project.

Finally, the experiences of the Empower to Adapt project offer insights that can inform the review and improvement of the GCF's EDA modality, with a view to ensuring that it is effective in responding to the needs and priorities of local communities who are on the frontlines of the climate change crisis.

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About the authors:
Louise Brown is the Director of Triple Capital.
Contact: louisebrown@triplecapital.com.na

Mirja Stoldt was a senior project coordinator at the Namibia Nature Foundation. She now works at the United Nations Convention to Combat Desertification.

Toini Amutenya is a research and communications officer at Triple Capital.

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Annex 1: Small grant projects implemented under the Empower to Adapt project

#	Community-based organisation	Approved Grant Amount	Final grant amount	Duration	Approved project activities	Changes in project activities	Support Entity
Investment Window: Ecosystem-Based Adaptation (EbA)							
1	Mudumu North and South Complexes*	**N$ 4 430 000**	**N$ 4 407 018**	16.08.2019 – 26.08.2021 (around 2 years)	**1. Development of fire management plans 2. Rolling out fire management equipment 2. Beehives for honey production**	**No changes**	Melvin Lisao
2	Sikanjabuka Community Forest*	**N$ 4 956 000**	**N$ 4 954 211**	09.08.2019 – 31.08.2021 (around 2 years)	**1. Review of the Community Forestry Management Plan 2. Construction of one greenhouse 3. Twelve boreholes rehabilitated 4. Beekeeping for honey production 5. Training on appropriate land management techniques**	Changed activities **1. Only two boreholes rehabilitated and water distributed to households. 2. Procured ripper, tractor and planter for enhanced food security**	None
3	Nyae Nyae Conservancy and Community Forest*	**N$ 1 924 225**	**N$ 1 887 140**	02.09.2019 – 02.09.2020 (1 year)	**1. Overhauling of 36 boreholes with solar pumps and tanks 2. Fire management plans 3. Climate change awareness raising**	**No changes**	Nyae Nyae Development Foundation
4	Sheya Shuushona Conservancy*	**N$ 5 191 468**	**N$ 5 191 468**	09.08.2019 – 31.08.2020 (around 1 year)	**1. One solar power plant at 150KW peak**	**No changes**	Tortoise Environmental Consultants
5	Kunene Crocodile Cluster*	**N$ 3 575 465**	**N$ 3 335 878**	16.08.2019 – 16.08.2022 (3 years)	**1. Forty-two boreholes rehabilitated. 2. Review of zonation maps and development of land use plans**	**No changes**	Integrated Rural Development and Nature Conservation
6	Sorris Sorris Conservancy*	**N$ 5 191 468**	**N$ 5 191 471**	09.08.2019 – 31.08.2020 (around 1 year)	**1. One solar power plant at 150KW peak**	**No changes**	Tortoise Environmental Consultants
7	Omatendeka Conservancy*	**N$ 5 191 468**	**N$ 5 191 467**	09.08.2019 – 31.08.2020 (around 1 year)	**1. One solar power plant at 150KW peak**	**No changes**	Tortoise Environmental Consultants

8	Doro !Nawas, #Khoadi // Hoas & !Khoro !Goreb Conservancies*	**N$ 5 147 820**	**N$ 5 147 603**	15.05.2019 – 14.05.2021 (2 years)	**1. Twelve boreholes rehabilitated (4 per conservancy).** **2. One poultry farming system set up**	Added activities **1. Procure 55 small drip-irrigation system for backyard cash crop production in 3 conservancies.** **2. Procure 40 drought tolerant breeding small livestock**	Nirwana Trading Enterprise
9	Ncamagoro and Mbeyo Community Forests*	**N$ 5 522 700**	**N$ 5 486 265**	16.08.2019 – 16.08.2021 (2 years)	**1. Construction of two greenhouses** **2. Construction of a community open market** **3. Construction of one nursery** **Create climate change awareness**	Added activities **1. Provide 90 litre hippo water rollers** **2. Rehabilitation and equipping of two boreholes.** **3. Bush fire prevention and management systems** **4. Value addition of wild fruits processing & packaging.**	K.E.M.E Trading Enterprises
10	Likwaterera Community Forest*	**N$ 5 299 539**	**N$ 5 299 526**	02.09.2019 – 30.08.2021 (around 2 years)	**1. Establishment of 10ha Moringa plantation** **2. Rehabilitation of one borehole** **3. Establishment of 60 home Moringa Plantations**	Added activities **1. Provision of inputs (e.g seeds, hippo rollers) and agricultural equipment** **2. Establishment of Moringa drying facilities, storage facilities and packaging materials**	KOMEHO Namibia
11	George Mukoya and Muduva Nyangana Conservancies*	**N$ 5 337 907**	**N$ 5 337 907**	09.08.2019 – 31.08.2020 (around 1 year	**1. One solar power plant at 150KW peak**	**No changes**	Tortoise Environmental Consultants
12	Tsiseb Conservancy	**N$ 2 000 000**	**N$ 2 348 376**	18.12.2020 – 18.10.2021 (10 months)	**1. Five boreholes rehabilitated**	Added activity **Introduction of drought resilient small stock breeds**	Nirwana Trading Enterprise
13	Ozonahi Conservancy	**N$ 2 498 835**	**N$ 2 935 364**	14.12.2020 – 14.12.2021 (1 year)	**1. Setting up a bush to feed system**	Changed activity **1.Set-up three mobile production units for bush-based animal feeds**	Ndjoura Mentoring
14	Oskop Conservancy	**N$ 1 599 000**	**N$ 1 525 015**	09.12.2020 – 09.12.2021 (1 year)	**1.Five boreholes rehabilitated** **2. Establishment of 15 households' backyard gardens with fodder production drip irrigation systems.**	Changed activity **1. Establishment of 21 backyard gardens with fodder and horticulture production.**	Namibia Fundraising Institute
15	Ohungu Conservancy	**N$ 1 800 000**	**N$ 2 091 600**	18.12.2020 – 18.07.2021 (7 months)	**1. One borehole rehabilitated.** **2. One greenhouse, fodder unit and nursery established.** **3. Poultry farm established**	**No changes**	Eco-Room Environmental Services

16	Huibes Conservancy	**N$ 1 500 000**	**N$ 1 699 916**	09.12.2020 – 09.12.2021 (1 year)	**1. One horticulture production system (fodder, shade nets and drip irrigation systems) established 2. Poultry production system established Procurement of livestock.**	**No changes**	Namibia Development Trust (NDT)
17	Omuramba Ua Mbinda and Otjombinde Conservancies	**N$ 2 499 860**	**N$ 2 453 364**	11.12.2020 – 11.12.2021 (1 year)	**1.Four boreholes rehabilitated Supply of 24 bush milling machines and 2 tractors for animal feed production**	**No changes**	Tortoise Environmental Consultants
18	!Han /Awab Conservancy	**N$ 1 199 000**	**N$ 1 349 100**	07.12.2020 – 07.09.2021 (9 months)	**1. Ten boreholes rehabilitated 2. Establishment of 30 household backyard gardens and fodder production drip irrigation system.**	Removed activity **1. 30 household backyard gardens were not achieved**	SMU Trading Enterprise CC
19	Gamasab and Gawachab Conservancies	**N$ 3 000 000**	**N$ 3 000 000**	07.12.2020 – 07.12.2021 (1 year)	**1. Three boreholes rehabilitated 2. One greenhouse and a hydroponic unit with drip irrigation system**	**No changes**	Climate Dynamics
Investment Window: Climate Resilient Agriculture (CRA)							
20	Okongo Community Forest*	**N$ 3 052 907**	**N$ 2 974 934**	16.08.2019 – 16.08.2021 (2 years)	**1. Construction of three greenhouses and one nursery 2. One borehole rehabilitated 3. Training on hydroponic systems**	Added activities **1. Three irrigation units installed 2. Cooling room developed. 3. Solar water pump installed**	AJPV Aminence Analytics
21	Audi, Sorris Sorris and Uibasen Conservancies*	**N$ 4 860 717**	**N$ 4 805 080**	09.08.2019 – 31.08.2021 (around 2 years)	**1. Eight boreholes rehabilitated. 2. Establishment of two hydroponic units. 3. Operational livestock breeding scheme (with Boer goats).**	Changed activities **1. Hydroponic units were changed to a low-tech fodder production system with 5kw solar system to provide it electricity**	Nirwana Trading Enterprise
22	Ehi-rovipuka Conservancies*	**N$ 4 500 000**	**N$ 5 500 000**	15.05.2019 – 14.05.2021 (2 years)	**1. Two hydroponic units established. 2. Operational livestock breeding scheme (goats) established**	Added activities **1. Setting up a reverse osmosis system and repairing damaged infrastructure**	Omata Consulting CC, later replaced with Amarika Trading
23	Maurus Nekaro and Kapinga Kamwalye Conservancies*	**N$ 3 850 000**	**N$ 4 671 300**	16.08.2019 – 16.08.2021 (2 years)	**1. Construction of two hydroponic systems with a cold storage facilities 2. Two boreholes rehabilitated 3. Training on hydroponics systems**	Changed activities **1. Hydroponic systems replaced with fenced greenhouse schemes 2. Supply of four 10 m3 water tanks and tank stands for each site. Repairing damaged infrastructure**	WATS Investments CC
24	Eiseb Conservancy	**N$ 799 250**	**N$ 780 363**	11.12.2020 – 11.12.2021 (1 year)	**1. Setting up a bush to feed system**	**No changes**	Woman Communal Farmers Association

25	Otjimboyo Conservancy	**N$ 1 700 000**	**N$ 2 060 000**	18.12.2020 – 18.09.2021 (9 months)	**1. Setting up two crop tunnels, installation of solar powered pump and installation of storage tanks**	Added activities **1. Fencing of the crop tunnels.** **2. Water softening technologies to reduce salinity of the water**	Future Proof Productions
26	Huab Conservancy	**N$ 2 491 000**	**N$ 2 491 000**	18.12.2020 – 18.12.2021 (1 year)	**1. One borehole rehabilitated.** **2. One greenhouse, fodder unit and nursery established.** **3. Poultry farm established.**	Changes activity **1. Established a hydroponic system instead of greenhouse.**	Conservation Travel Foundation
27	!Khob !Naub Conservancy	**N$ 1 999 415**	**N$ 2 199 415**	07.12.2020 – 07.12.2021 (1 year)	**1. Two boreholes rehabilitated** **2. Livestock revolving fund established** **3. Poultry farming established** **4. One aquaponic system established** **5. One orchard established**	Removed activity **1. Aquaponic system removed, due to water quality issues.**	NDT
Investment Window: Climate-Proof Infrastructure (CPI)							
28	Lusese Conservancy*	**N$ 4 475 000**	**N$ 4 385 500**	16.08.2019 – 16.08.2021 (2 years)	**1.Construction of flood relief centre with ablution facilities** **2. One borehole rehabilitated** **3.Procurement of a boat** **4. Capacity building activities**	**No changes**	KMK Investments
29	Ohepi and Oshaampula Community Forests*	**N$ 5 192 999**	**N$ 5 192 851**	16.08.2019 – 16.11.2020 (1 year, 3 months	**1. Four earth dams rehabilitated with solar water pumps.**	**No changes**	Eco-Room Environmental Services
30	Uukolonkadi-Ruacana Conservancy and Community Forest*	**N$ 4 901 300**	**N$ 4 860 115**	16.08.2019 – 16.08.2020 (1 year)	**1. Twenty-four boreholes rehabilitated**	**No changes**	Tortoise Environmental Consultants
31	Uukwaluudhi Conservancy*	**N$ 4 033 300**	**N$ 4 018 185**	15.05.2019 – 14.04.2020 (11 months)	**1. Sixteen boreholes rehabilitated with solar water pumps**	**No changes**	Tortoise Environmental Consultants

* projects approved under the first call for proposals.