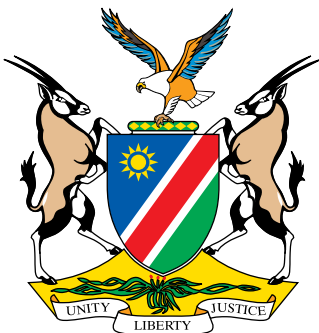


Towards a Coastal Policy for Namibia

❖ Green Paper | April 2009



Produced for the Ministry of Environment
and Tourism - Namibian Coast Conservation
and Management (NACOMA) project by
EcoAfrica Environmental Consultants Pty Ltd.

THE GREEN PAPER FOR THE COASTAL POLICY OF NAMIBIA



Ministry of Environment and Tourism
FGI Building, Private Bag 13346
Tel: 061-284-2111
<http://www.met.gov.na>

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Project Coordinator:



Namibian Coast Conservation and Management project (NACOMA)
Sam Nujoma Avenue, Standard Bank building, 1st floor, room 8
P.O. Box 7018, Swakopmund
Tel: 064-403-905
Fax: 064-403-906
<http://www.nacoma.org.na>

Written by:



EcoAfrica, Environmental Consultants Pty Ltd,
3 Bishop Road, Observatory 7925, South Africa.

Layout and design:



Afrikat Graphic Design Studio
The Loft, 65 Beach Road, Noordhoek, 7975, South Africa

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The Policy and Legal Working Group (PLWG) was established to facilitate the development process for the coastal vision with the end result being the Namibian Coastal Management White Paper (NACOWP) which, after the Green Paper, will be the next step in the process. The PLWG has provided important insights and guidance which are greatly appreciated. The following individuals were part of the Policy and Legal Working Group: Dr. Peter Tarr, Dr. Hannes Holtzhausen, Ms. Martha Mwangingi, Mr. Beau Tjizoo, Dr. Larry Oellermann, Ms. Heidi Currie, Dr. Joh Henschel, Ms. Bertchen Kohrs, Dr. Sindila Mwiya, Mr. Teo Nghitila, Mr. John Paterson, Dr. Jean Paul Roux, Mr. John Hazam, Mr. Willem Odendaal and Mr. Daniel Motinga.

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This Coastal Policy Green Paper is the product of an extensive process of public consultation and specialist studies undertaken since early 2006, spearheaded by the Government of Namibia through the Namibian Coast Conservation and Management (NACOMA) project. One of the key goals of NACOMA is to strengthen the process of evolving coastal governance in Namibia that begun many years ago, which includes discussions and consultations held during a number of different initiatives, such as: the Erongo region ICZM project (1997 - 1999 DANCED); Walvis Bay Agenda 21 initiative (2001 - 2005 DANCED/ DANIDA); and preparatory processes during the development of the NACOMA project in 2004-2005.

The document provides an outline of the key findings, the need for a Coastal Policy, a Vision for our coast, and principles, goals and objectives for coastal governance. The Green Paper also presents the options for institutional and legal arrangements towards implementing the emerging Namibian Coastal Policy options for coastal governance in Namibia. The contents of the Green Paper are not set in concrete. The primary aim of this document is to stimulate constructive debate which will inform the development of a Coastal Policy White Paper that will set out Namibia's future policy directions on coastal governance. The eventual Coastal Policy will then be implemented through appropriate institutional, legal and programmatic channels.

Comments on the Green Paper can be submitted before August 15, 2009 and addressed to:

Ministry of Environment and Tourism
Directorate of Environmental Affairs
Director
Capital Centre, Levinson Arcade
Independence Avenue
Private Bag 13306
Windhoek, Namibia
Tel: (00264) 061 284 2701
Fax: (00264) 061 240 339
Website: <http://www.met.gov.na>

NACOMA Project
Project Coordinator
Sam Nujoma Avenue
Standard Bank Building
1st floor, Room 8
PO Box 7018
Swakopmund, Namibia
Tel: (00264) 064-403-905
Fax: (00264) 064-403-906
Website: <http://www.nacoma.org.na>



The Namibian coast is one of our country's most important assets. It has sustained hundreds of thousands of our people through the centuries. In fact, today more and more people are looking to our coast for their livelihoods. The coastal areas, both seaward and landward of the

shoreline, have contributed and continue to contribute significantly to the national revenue. A number of industries along the coast are expanding, some of them potentially in conflict with one another. The pressures are mounting, and the time has come to take action to ensure balanced and sustainable use of our coastal areas. One response of the Namibian Government is a policy process in which Government and the people are coming together to plan the use of our coastal areas.

There are other reasons why a policy for the Namibian coast is long overdue. Many of the inequalities and skewed patterns that are part of Namibia's colonial legacy have persisted, even after Independence. These can now be rectified through a policy that will focus on both the environment and human development. In the old days, coastal management worldwide was left for the scientists to work out; those days are long over, however, and today we know that humans are as much part of the coastal environment as the waves, the sand, the fishes and the wonderful biodiversity that our coastal areas are blessed with. To ignore or under-emphasise any part of this holistic entity, that is our coastal environment, would be short-sighted and irresponsible.

Our coast is a diverse, valuable and critically important asset of our nation, not only because of its contribution to our economy but also because our people view the coast as a place of beauty where one can go to recover after a year's hard work. While it is easy

to imagine further growth in the areas of tourism, mining, fishing, real estate development and so forth, it is also clear that there are limitations to development in those sectors. Careful planning on how to make the best of the remaining resources, as well as how to develop further opportunities, is therefore necessary. Clearly, an integrated approach will be necessary, so that development of one resource will not jeopardise the potential of another.

It is important to point out that sustainable development is the paradigm in which the emerging coastal policy is rooted, which means that economic, social and environmental concerns must be carefully balanced and underpinned by good governance. Sustainable development refers to a situation in which the present generation can meet its needs without jeopardising the chances of future generations to do the same. This paradigm requires a shift in our thinking on how the coast and its resources should be used, and applied in the best interests of the nation. The coastal policy will provide the road map for this new thinking about our coast, with integrated coastal zone management as one of the key mechanisms that can be employed to achieve the peoples' vision for our coast. I am delighted about the human-centred approach which has been applied in the policy process thus far. This approach confirms Government of Namibia's dedication to our people, and its willingness to plan together with civil society. The way in which the Coastal Policy for Namibia is being developed underscores the democratic principles in our Constitution. A participatory approach in making decisions and developing laws is the hallmark of any truly democratic society. In the case of Namibia, the policy process is an outstanding example of Government planning with the people, for the people. Furthermore, the healthy representation of all stakeholders and sectors that we have seen throughout this process is a clear example of our country's unity through diversity.

I would like to thank the many people who have thus far participated in the policy development process. In particular, I would like to thank the Global Environmental Facility (GEF) for its generous support, through the World Bank, to the Ministry of Environment and Tourism in this initiative implemented by its Namibian Coast Conservation and Management project (NACOMA). I would also like to thank the regional and local politicians and the Integrated Coastal Zone Management Committee for their active participation and contributions to the process. In addition, I would like to thank the NACOMA project Team for supervising the coastal policy development process, the General Facilitation Team for facilitating the process, and the Policy and Legal Working Group for providing legal guidance and support. Finally, I would like to thank the numerous scientists, NGOs, interest groups, the general public and local communities that have contributed to the policy process. The Namibian people have spoken, and this is your policy.

I have a final word of caution. It is so, that the people have given their views, needs, aspirations and came up with a vision of how they want to see their coast in future. However, a policy is only as good as its implementation. The hard work thus far should continue in earnest so that a Coastal Policy for Namibia, based on the findings in this paper, will soon see the light. I will also advocate strongly for a multi-faceted and well-co-ordinated partnership of the Namibian Government with civil society, the private sector and all other stakeholders to ensure its effective implementation.



Hon. Netumbo Nandi-Ndaitwah
Minister of Environment and Tourism



How to Read this Document



This document, the Green Paper for the Coastal Policy in Namibia, outlines options for a new Policy that aims to achieve sustainable coastal development through integrated coastal management. The document is divided into three sections. It is important to read all three to get a good understanding of the policy process thus far.



SECTION A: What is the Green Paper for the Namibian Coast?

provides a background to the need for a Coastal Policy for Namibia and the policy development process, and the approach taken in developing this Green Paper. The section also introduces options for the delineation of the coastal zone for effective coastal governance.



SECTION B: The Namibian Coast and what the People want from it

provides a context for Namibia's coastal regions. The section discusses what the Namibian people want from their coast, as gathered from feedback during the extensive stakeholder engagement process leading up to the development of this Green Paper.

Chapter 1: provides a brief overview of Namibia's coastal zone and explains why there is a need for a coastal policy in Namibia today.

Chapter 2: provides a summary of the results of the visioning workshops; the issues raised and a National Coastal Vision for Namibia.



SECTION C: Foundation for the Coastal Policy introduces the vision, principles & goals for coastal management. The section suggests options for institutional arrangements for implementing the Policy.

Chapter 1: analyses the National Coastal Vision & the principles that could underpin the new Policy and key goals for coastal management.

Chapter 2: outlines Legal & Institutional Options for ensuring Integrated Coastal Zone Management.

Chapter 3: presents Synergy and Harmonization with Existing Policies & legislation.

Chapter 4: provides outline of a Coastal Policy.

Chapter 5: presents the process ahead.

The Sperrgebiet National Park including the Diamond Coast Tourist Recreation area was gazetted on 2nd December 2008 and the Namibian Islands' Marine Protected Area was gazetted on 16th February 2009.



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Section A: What is the Green Paper for Coastal Policy in Namibia?



A.1 What is the Green Paper for Coastal Policy in Namibia?

The Namibian coastal policy process has its roots in discussions that go back over a decade to the time when the need for coastal management at national, regional and local levels first became apparent. Considering the importance of the coastal areas for all of Namibia, there clearly was a need for a national policy to guide their management. The coastal policy process formally started in 2006, and the Coastal Policy Green Paper (hereafter referred to as the “Green Paper”) is a summary of the process thus far.

The Green Paper relies on the findings of a long consultative process with the Namibian people, which started long before the visioning workshops that have been held over the last two years. Specialist studies¹ have been done, to inform the coastal policy process so that decisions made on the use of the Namibian coastal areas can be based on good information as well as the needs, wishes and aspirations of the Namibian people. A Coastal Policy for Namibia that is guided by the input of our people, yet founded on science, will help to unlock the potential of our coast.

The Green Paper is a critical step in the policy process. It provides a basis for the development of the White Paper, by presenting the input of the Namibian people and through stimulating debate that can help to clarify ideas and options for the management of the coastal areas. The Green Paper should be read and commented on by all parties who feel that they have a stake in how the Namibian coastal areas are managed. Such comments will directly inform the White Paper, which will become the Coastal Policy for Namibia.

The policy will guide the use and management of our coastal areas in the short-medium and long-term. The intention is to bring lasting benefits to the people without jeopardising the chances of future generations to meet their own needs. This can only happen when human interaction with the environment is well managed, and resources are not exhausted. The Green Paper explores in broad strokes how this may be possible, based on the results of the process thus far, and provides the opportunity for further debate so that the end policy will be exactly what the country needs.



A.2 The start of the coastal policy process

Concern about the welfare of our coast and the use of coastal resources started a long time ago, even before the first coastal parks were established. The coastal policy process itself can be traced back to at least a decade ago when a series of activities that specifically focused on coastal management started. The Erongo Integrated Coastal Zone Management (ICZM) project, housed in the Ministry of Regional and local Government and Housing started in 1997 with support from DANCED (the Danish aid agency). Implemented by the Erongo Regional Council, it was designed to develop an integrated coastal zone management plan for the Erongo Region. Soon the other regions became interested in the process, but resources were not adequate to support this wish. Nonetheless, the Integrated Coastal Zone Management Committee (ICZMC), driven by the four coastal regional councils and consisting of high level regional politicians and government

¹ Such studies include strategic environmental assessments (SEA) for the coastal areas of Namibia by DHI Consultants, and a review of existing institutional mandates, policies and laws relating to coastal management and proposals for change by SAIEA

officials, as well as line ministry representatives, came into being. The ICZMC functioned with support of Government and, together with the Ministry of Environment and Tourism (MET) spearheaded the development of a proposal to the Global Environment Facility (GEF) through the World Bank (WB).

In May 2001, the watershed Integrated Coastal Zone Workshop² was held in Swakopmund to deliberate on directions for the future management of the Namibian coastal areas. In the same year, the Walvis Bay Local Agenda 21 project started, contributing to Walvis Bay becoming known as an example of good environmental management in a coastal town. Numerous meetings and consultations of the Integrated Coastal Zone Management Committee (ICZMC) helped to put in place the machinery to implement the present coastal policy process. Actions of various NGOs, the results of government-led workshops, and the Distance Learning Information Sharing Tool (a web-based platform, see: www.dlist-benguela.org) stimulated discussions on coastal issues in Namibia since 2002, while the Coastal Management Committee (CMC) advanced practical implementation and improved involvement of role-players in the dune belt area between Walvis Bay and Swakopmund since 2006. By and large, all of the above parties contributed to a higher awareness on coastal issues and the pervasive involvement in the current coastal policy process, as summarised in the Green Paper.

A.3 Where is the Namibian coastal zone?

A.3.1 Defining the coastal zone

Why do we need to define the coastal zone? It is important to agree on the extent of the coastal zone, as this will be the area where management systems must be applied to make sure that coastal activities do not damage the coast more than is absolutely necessary, and that most benefit can be derived from the coast and the resources found there. In this management area there is an exceptional need for proactive planning, for promoting economic development, for protecting ecosystems and their biodiversity, and for resolving conflicts among users, not to



Above: Littering along the coast concerns all Namibians (©N. Cadot)

mention issues of environmental health and public safety³. In order to do so, we at least have to agree on what we mean by the “coastal areas”, or the “coastal zone”. The Coastal Policy for Namibia will apply specifically to this area.

Why is the coastal zone wider than the shoreline? There are good reasons why the coastal zone has to be much wider than the narrow line where the land meets the sea, which is generally referred to as the beach or shoreline. Not only do the influences of the sea reach far inland from an ecological and economic point of view, but many towns and settlements that lie inland from the shoreline rely heavily on coastal resources for their survival. Also, there are many influences on the coastal areas that originate inland, often far away from the shoreline, as well as in the sea. Similarly, land-based activities along the coast influence the marine environment, and unfortunately these influences are often negative. We need a wide enough coastal zone to make sure that management systems applied to this area will be effective.

How do we define the coastal zone? While the need to define the coastal zone clearly exists, there is no standard definition for the spatial extent of the “coastal zone”, nor are there established rules for defining the coastal zone (or coastal areas). Therefore, rather than defining the coastal zone in an absolute way, a pragmatic approach is advocated in which the need for effective management is the guiding light. Options for the extent of the coastal zone need to be practical and realistic, functional within the existing political, legal and administrative frameworks, and must make sense from an ecological point of view. Considering that human needs and activities and the ecological characteristics of natural resources

² See: McGann, J., Odendaal, F. and Nakanuku, L. 2001. Report on the Integrated Coastal Zone Workshop. Held in Swakopmund, Namibia, May 10-11, 2001

³ Of course these issues require attention in all areas in the country; however, it is generally accepted that coastal areas have special needs because the mega-ecological systems of land and sea converge there, bringing special challenges, and because development pressures in coastal areas are often intense and varied



Section A: What is the Green Paper for Coastal Policy in Namibia?



Above: The red dune sea in the Hardap region. These sand dunes stretch all the way from the northern part of the Karas region to the southern part of the Erongo region. (©B. McMorrow)

both influence the type of management required, a definition based on a marriage between environmental and socio-economic aspects may be necessary.

Who defines the Coastal Zone? In the case of Namibia, the extent of the coastal zone was discussed in numerous meetings and a wide variety of parties became involved in defining the coastal zone. The Policy and Legal Working Group (PLWG) was created to advise on the policy process. It consists of an array of experts, including scientists, consultants, legal professionals and NGOs. Besides their input, various international experts and the Namibian public all contributed their views and participated in debates on the extent of the Namibian coastal areas.

A.3.2 Inland boundary

How far does the coastal zone extend inland from the shoreline? Four broad areas of consideration emerged that may provide the rationale for defining the landward boundary of the coastal zone, and they are all considered important. They are ecological processes that are linked to the coast, socio-economic concerns and opportunities that are linked to the coast, existing administratively defined areas in, or near the coastal areas; and finally, the geographic extent of influences and impacts that must be controlled or mitigated. These broad considerations were discussed at various platforms during the coastal policy process. Their respective strengths and weaknesses were debated, and specific geographic points in each region were discussed to clarify the debate on of how far inland the coastal areas extend.

1) Ecological boundary as defined by the escarpment and coastal fog

The fog belt and the escarpment are two highly visible and obvious bio-geographic or ecological phenomena that were proposed as ways to define the landward border. However, the escarpment alone cannot be used for landward delimitation due to the absence of a clearly defined escarpment in some regions. There was, however, strong support for an ecologically defined boundary. The fog-belt is regarded as the obvious one; after all, the presence of fog strongly affects the coastal biome, determining many of its unique characteristics including climate, biodiversity, and overall ecological functioning. The fog belt often extends inland as far as towns and settlements such as Arandis, Aus, Purros and Orupembe (see Figure 1). The fog belt is closely linked to the influence of the sea itself, as its origins lie in the interaction between the land and the sea. The fog belt greatly influences life along the coast, including special adaptations of plants and animals to utilise the water that it brings, and relief that it brings to all of us from hot days. There are of course other natural forces that influence the coast such as wind and rainfall. Yet the fog belt is a feature common to the entire Namibian coast, and one that carries "the influence of the sea" inland (Figure 2). It is therefore not surprising that the fog belt was a very popular option in visioning workshops in terms of determining the extent of the inland border of the coastal areas.

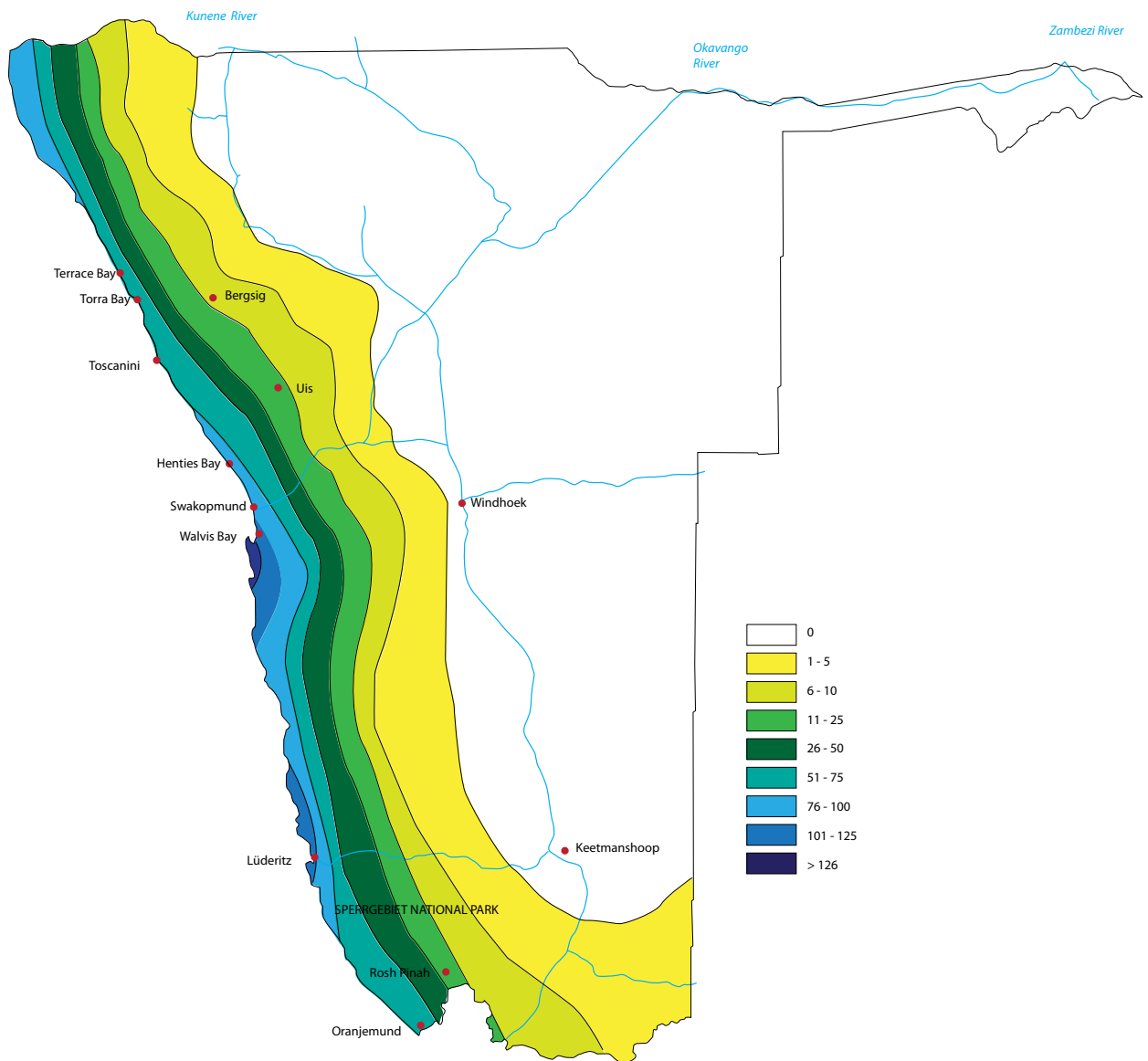


Above: Satellite photograph of fog bank along the Namibian coast (source: Earth Snapshot: <http://www.eosnap.com>)

2) Socio-economic boundary as defined by benefits to coastal town and settlements

Communities that live along the coast, or in the areas immediately inland from the coast, can benefit significantly from coastal resources and opportunities. All of the coastal settlements, including small communities and large towns (or parts of towns), suffer from some degree of economic depression.

Map 1: Map showing the number of days of fog along the Namibian coastline





Section A: What is the Green Paper for Coastal Policy in Namibia?



Above: The main port in Namibia, Walvis Bay Harbour in Erongo region (© N. Cadot)

Many of their inhabitants who have been employed in coastal industries at some point, such as diamond mining and fishing, and now find themselves unemployed. Examples include Lüderitz and Aus in Karas and Arandis in the Erongo region. However, the effect extends to towns as far inland as Khorixas, as one example. On the more positive side, towns and settlements in conservancies, such as are found in the Kunene region, can derive increasing benefit from having controlled access to the coast and the opportunities there, provided great care is taken to not damage the resources⁵. To only define the coastal zone in terms of socio-economic considerations may be problematic; however, as such a narrow definition may ignore some of the ecological attributes that make the coastal areas so special. This option nonetheless did receive wide support.

3) Administrative boundary as defined by the conservation areas

The Namibian coastal area contains a virtually unbroken lattice of protected areas that fall under the jurisdiction of the Ministry of Environment and Tourism (MET). They include the Skeleton Coast National Park, the National West Coast Tourist Recreational Park, the Namib-Naukluft National Park and the Sperrgebiet National Park in the Karas region. Recently, a new protected area was declared between Walvis Bay and Swakopmund. There are also proposals to have the entire Namibian Coast, except for town areas, incorporated into one long national park stretching from the Kunene River on the border with Angola, to the Orange River border with South Africa. However, it was considered not a good idea to place the coastal zone under the jurisdiction of one ministry when so many ministries as well as other administrative structures, including regional councils and local government, need to be involved in coastal management. Furthermore, the bulk of the impacts that need to be mitigated do not originate in the protected

areas which is where MET has its jurisdiction, but in towns or areas further inland. The option of simply using the eastward boundaries of the protected areas received virtually no popular support.

4) Where there are influences or impacts that must be controlled or mitigated

People living along the coast have a strong understanding of the need to conserve the environment and are very aware of negative influences on the coast from mining and other activities, including rampant development and certain types of unmanaged tourism. The suggestion was made that the coastal areas should be considered to extend as far inland as there may be influences and impacts that need to be mitigated. However, the geographic extent of such influences and impacts may be difficult to determine. Some influences also fluctuate seasonally or over shorter or longer time periods. Also, many of the impacts on the coast have their origins in the interior, water catchment management being a good example. Not surprisingly, there were strong calls for extending the influence of the policy to include all inland activities that affect the coastal zone, some examples being the management of the ephemeral rivers, and agricultural and mining activities that may affect their tributaries and their catchments. The option received some popular support, but it was generally conceded that using the geographic extent of influences and impacts to determine the inland border of the coastal zone would be very difficult to implement, and therefore is not a practical option.

Although all four options were considered important, the first two (ecological and socio-economic) received by far the widest public support. There was also strong support to combine the ecological and socio-economic options. The view that conservation and development must go hand in hand, was expressed frequently. There are a number of settlements that experience coastal fog,



Above: Satellite photograph of sand storm (source: NASA: <http://www.nasa.gov>)



Above: Fishing stocks in the rich Benguela Current provide food for many bird species (© J. Paterson)

and that are near the escarpment, and they can be considered to be in the coastal zone. There are considerable distances between these settlements and those that lie further inland. Figure 1 shows that inland villages such as Aus, Arandis, Uis, Bergsig, Purros and Orupembe are inside or contiguous to the belt that experiences 11-25 fog day per year. During the Green Paper feedback workshop, a combination of the two factors – ecological and socio-economic – was again supported in terms of defining the inland boundary of the coastal zone, and the eastern edge of the red belt in Figure 1 (11-25 fog days per year) was generally accepted as the coastal zone's eastern border.

A.3.3 Seaward boundary

The inclusion of the marine realm in the coastal zone was supported in each of the workshops. The sea not only influences the land, economically, ecologically and otherwise, but what happens on land, in particular in the coastal areas, also has strong impacts on the marine environment. This would include effluents from towns, factories and mines, and other land-based activities. Options proposed for the seaward boundary included contour lines of the sea bed, distances determined by factors such as line of sight, and so forth. There was strong support that the seaward boundary should go as far as Namibia's territorial waters⁶; however, in the end it was decided that the entire Exclusive Economic Zone (EEZ) should be considered as part of the coastal zone. The rationale was that, under the Law of the Sea, an Exclusive

Economic Zone (EEZ) is a sea zone over which a state has special rights regarding the exploration and use of marine resources. Therefore this would be the area in which Namibia has activities in the marine environment that could impact on the environment, and hence it should be part of the coastal zone for management purposes.

It must be mentioned that an argument was put forth that there was no need for the demarcation of the coastal zone. The reasoning was that the environment in its totality is important. However, the delimitation of a coastal zone with boundaries both on the landward and seaward side, as an area where the Namibian Coastal Policy will have direct application, was strongly supported in workshops and is well founded in international 'best practice'.

A.4 Why Namibia needs a Coastal Policy

A.4.1 A coastal zone that sustains our people

The Namibian coastal areas provide enormous benefits to our people and offer opportunities for future economic⁷ and social development of our country. The rich Namibian coastal ecosystems are extremely fragile and vulnerable to human activities. If many of those impacts on the coast are allowed to remain unchecked, and coastal resource use continues in an unplanned manner, the result may be long term disturbance and impairment of ecological functioning. We may then experience a reduction of the economic potential of the coast itself, and Namibia needs all its resources to support the nation, now and into the future. The Namibian coast contains many different types of resources which need to be used wisely to avoid reducing the benefits offered by the coast as a whole. This means we need to plan how to use and manage our coastal resources sustainably. A coastal policy will help to ensure that factors that may influence the well-being of our coastal areas, and the people who live there, are managed as well as possible.

With a coastline as long as ours, which extends about 1,570 km,

⁵ Some coastal communities complained that private sector operators have access to restricted coastal areas while they should enjoy the same rights when it comes to taking tourists there. Others felt that access to living marine resources "should be opened up to the broader population and not only a few beneficiaries". At the same time care should be taken to not exaggerate benefits that access to coastal resources may bring. The BCLME Programme has shown that most of Namibia's coastal and marine resources are vulnerable and some under extreme stress. Coastal park management plans also make a point that these parks ought to be low volume, low impact destinations. Even so, a strong perception persists that allocation of resources has not been fair (see Chapter 3 for results of visioning workshops) and that benefits are unevenly distributed

⁶ Territorial waters, or a territorial sea, as defined by the 1982 United Nations Convention on the Law of the Sea, is a belt of coastal waters extending at most to twelve nautical miles from the baseline (usually the mean low-water mark) of a coastal state. The territorial sea is regarded as the sovereign territory of the state, although foreign ships (both military and civilian) are allowed innocent passage through it; this sovereignty also extends to the airspace over and seabed below. The term "territorial waters" is also sometimes used informally to describe any area of water over which a state has jurisdiction, including also internal waters, the contiguous zone, the exclusive economic zone and potentially the continental shelf

and considering the richness of our coastal resources and their increasing importance, it was argued in some workshops that Namibia can be considered a 'maritime nation' (which, in this sense, would mean a nation where the coastal and marine areas play a prominent role in the life of the nation). One only has to visit the coast over the end-of-year holidays to see how much, and how many, Namibians enjoy their coast. Aside from the aesthetic value of the Namibian coast and the benefits from conservation and the tourism industry, the coast brings in vast amounts of revenue through fishing, mining (which needs not reduce the value of the coast if managed in accordance with good mining practices⁸), salt production, filming, electricity and water generation.

The present and existing benefits of our coastal resources are not yet fully recognised by the Namibian people. One reason is that our coastal areas have long been out of the reach of many of our citizens. Over the past years, much of the coast has been restricted due to mining or conservation or has remained inaccessible simply because of the remoteness or inaccessibility of large sections of the coastal areas. While these restrictions have ensured that much of our coastline has kept its natural integrity, it has also prevented us from realising many of the benefits that could come from appropriate utilisation of these resources. With the rapidly changing situation along our coastal areas and the opening up of many of the previously restricted areas, our coast is subject to many pressures. The time is right for the development of a national policy to guide the way in which we deal with these pressures.



Above: *Coastline between Swakopmund and Walvis Bay in the Erongo Region (© G. Reitz)*

A.4.2 A coastal zone that is unique on a global scale

Namibia's coastal areas are highly rated in terms of their uniqueness. Despite the hyper-arid conditions, our coastal ecosystems are home to astonishing biodiversity and ecological systems. There are also high concentrations of migratory shore- and seabirds. Namibia's coastal zones are also considered a refuge for a number of endangered plant and animal species. Some describe our coastal zone as a treasure trove of biological diversity and ecosystems. Numerous unique succulent species occur in the Sperrgebiet which is the northern protrusion of the Succulent Karoo, a semi- to hyper-arid biome that contains more species than any other desert region in the world. Our coastal region supports extremely fragile ecosystems, many of which have been relatively inaccessible to date, either through geographic isolation or because of access restrictions. As a result, the density of human settlement along our coast is exceptionally low and distribution is highly concentrated in a few small areas. Apart from the land-based flora and fauna in the region, there is also the unique Benguela Current Large Marine Ecosystem (BCLME) which flanks the west coast of South Africa, Namibia and Angola. This system is distinguished by 'high biological productivity and cool surface waters' with seasonal variations across its geographic extent. The system is enclosed by warmer waters of the Angolan Current in the north and the retroflection zone of the Agulhas Current in the south, as well as the south Atlantic gyre on the west. The Benguela System is driven by the coastal, wind-induced upwelling that enables replacement in surface waters of inorganic nutrients from deeper waters which enhances phytoplankton growth in the upper layers. The rate of upwelling varies seasonally with variations in wind patterns and is affected by the topography of the sea bed and the seaward extent of the continental shelf. The most intense upwelling is where the shelf is narrowest and the wind strongest. The Benguela Current is prevalent along the Namibian Coastal Zone as indicated in Map 2. Apart from the unique biodiversity and the productivity of our coastal areas, the Namibia coast is also recognised as being one of exceptional beauty (Figure 4). The landscapes, rock formations, dune seas and all the other visible aspects of our coast has lured many people here, some of them over and over again, and there

7 For instance, the tourism industry both within and outside of protected areas has undergone rapid growth from the late 1980s. Protected areas cover a large part of Namibia (14%), much of which is situated on the coast. These areas are a considerable draw for ecotourism. The revenue generated by visitors adds direct value to the Namibian economy. The tourism industry includes 2,200 tourism-based businesses. Currently, 73% of the visitors are nature-based tourists who account for about 65-75% of all holiday expenditures. Tourism is estimated to contribute between 8% and 10% of Namibia's total national gross domestic product (GDP). Estimates in 2004 suggested a total turnover of N\$1.5 billion, and total value added of N\$1.2 billion, amounting to about 4% of the GDP

8 For instance, the Uramin Inc uranium mining company is building its own desalination plant north of Swakopmund

is no doubt that our precious coastal landscape has a place in the minds and hearts of all Namibians. We need a strong policy to protect it, and to use it right.

A.4.3 A coastal zone that is complicated

The more complex a place is, the more carefully will it need to be managed. Coastal zones are usually complex, and Namibia's coast is no exception. It is a place of unparalleled beauty, a naturally dynamic and complex system that has many aspects to it. The coast is a place where two very different mega-ecosystems meet, namely the land and the sea. Coastal ecosystems function according to a number of physical and chemical processes and generate a diverse array of goods (such as fish, seaweed, oil and gas and minerals) and services (for example, healthy coastal

ecosystems such as coastal wetlands which provide storm relief and pollution filtration; coastal waters also provide a medium for transportation). The goods and services provide us with both direct and indirect benefits that have real economic value and should be incorporated into the way that we govern our valuable resources.

The natural complexity of the coastal zone is compounded by human pressures along the coast that are increasing dramatically. This includes coastal real estate developments, tourism activities, mining and other industries, the influx of people coming to the coast for holidays or settling there 'informally', and even inland activities in the river catchments which can reduce the health of our rivers, and ultimately of our coast itself. There is an urgent need for sound coastal governance to ensure sustainable and optimal use of our coastal areas and resources for our future.

Namibia – a Treasure Trove of Biodiversity⁹

- A total of 205 seaweed species have been collected in Namibian waters.
- Just over 400 plant species occur in the Central Namib - representing almost 10% of the flora of the country. The Northern Namib supports approximately 100 to 200 plant species and the Southern Namib is home to well over 600 species of plants (as part of the Succulent Karoo biome, it is recognised globally as a biodiversity hotspot).
- About 410 species of bony fish and 83 species of cartilaginous fish are thought to occur in Namibian waters. Of these, 91 species and 30 species respectively have been recorded at depths of less than 30 metres.
- Of the 8 species of sea turtles worldwide, 5 occur in Namibia. Most are considered endangered and are protected under the Namibian Sea Fisheries Act and international agreements.
- About 80 species of birds are regularly recorded on the Namibian coast. Twelve species breed along the Namibian coast, in particular on offshore islands and man-made platforms. These include the endangered African Penguin, African Black Oystercatcher and the rare and endemic Damara Tern.
- Marine mammals represented in Namibian waters include cetaceans and seals. Of the 11 species of baleen whales worldwide, 8 occur off the coast of Namibia, while 23 species of dolphins and toothed whales can be found in our waters.

⁹ Source: NACOMA Website: <http://www.nacoma.org.na>



Section A: What is the Green Paper for Coastal Policy in Namibia?

Map 2 : The Benguela Current with upwelling cells and their regions of concentration¹⁰



Above: (left) The Benguela or Heaviside's Dolphin is endemic to the Benguela current (©Mola Mola) – (middle) The storm event of September 2008 in Swakopmund (© Quinton Liebenberg) – (Right) Big swells occur regularly along the Namibian Coast (© N. Cadot)

¹⁰ Source: BCLME Website: <http://www.bclme.org>



Above: A Leatherback Turtle, an internationally protected species, found strangled in the nets of a mariculture farm in the Karas region
(© J. Kemper)

A.4.4 Conflicting uses and multiple pressures

Our coast hosts a wide diversity of activities and users including large industry such as mining, tourism, recreation, extraction of living resources (fishing), transport, commercial filming, subsistence livelihood activities and conservation. Many of these activities can occur in harmony; and they can provide many short- and long term benefits to all Namibians, but only if managed wisely. Some of them, however, place conflicting and unsustainable demands on our coastal resources. These pressures include degradation of coastal habitats from destructive activities and improper coastal development, pollution from both land-based sources and from human activities in the marine environment, over-utilisation of resources, and invasive alien plant and animal species, to name but a few. In addition to these pressures, coastal ecosystems and the people depending on them for their livelihood might also be subjected to the impacts of climate change and environmental variability. These may also lead to an increase in the impacts of traditional stressors (such as pollution or habitat destruction) on ecosystems. By applying adaptive coastal management approaches through strong policy guidance, these stressors and the impacts of our activities can be reduced.

A.4.5 Lack of Management Frameworks and Instruments

Namibia's current set of legal and institutional tools for governing the management of our coasts are inadequate and fragmented and often in conflict with one another. Institutional responsibilities also present a complex picture and

sometimes are simply inadequate (see Appendix 1). While Namibia has a comprehensive draft set of environmental laws applicable to the entire country, no comprehensive specific coastal legislation or national policy for the coastal areas currently exists. Laws dealing with coastal management issues are outdated and are inadequate for supporting the integrated approach that is needed in coastal area management. From a planning perspective, the current legislation relevant to the coast in Namibia is both divided and uncoordinated vertically (between national Line Ministries, Regional Councils and Local Authorities) and horizontally (between Line Ministries at the national level). A lack of integration also exists between policy planning and legislative planning. More specifically, these laws do not conform to modern day needs and trends, particularly the ecological and social dimensions of ICZM. In addition, our environmental laws and policies tend to be reactive rather than proactive. Namibia's governance framework is therefore unable to address the changing nature of human activity on our coasts and the growing pressure on these areas.

A lack of appropriate planning is resulting in increasing conflict between the different users of our coastal resources, leading to increased inequality in the distribution of benefits from the use of the coastal resources. Therefore, there exists an urgent need for an overarching framework to improve governance of our coastal areas. The Coastal Policy for Namibia will aim to provide such a framework for legal and institutional development that will guide our coastal areas toward a more sustainable future.



A.4.6 Imperative for Transformation

Monumental and fundamental strides have been made in terms of environmental sustainability and delivery of rights to the people since Namibia achieved Independence in 1990. Yet the legacy of the past still weighs heavily on us, particularly in the rural areas, and this is also very much the case in the coastal areas. Many pre-Independence patterns persist in land ownership, business ownership, opportunity and wealth distribution. It is therefore not surprising that, during the workshops, Namibians from different segments of society have made strong appeals for transformation in terms of equitable access to opportunities and resources, equitable ownership in economic sectors and the way that land is distributed. Many are painfully aware of the need for transformation in the fisheries and mining sectors while others point out that the lucrative coastal tourism industry lies in the hands of few. Namibians feel the need for urgent redress of the lack of transparency, in terms of processes that affect peoples' lives, and for transformation of patterns that linger on from the past. Many people raised the question of why the coastal inhabitants are so poor, given that the coastal resources are so rich. Some reviewers of the Green Paper viewed such expressions as political statements, yet the perceptions of all people and their right to convey their views by way of the Green Paper has to be

respected. These questions, concerns and issues again stress the imperative for transformation that can be addressed at the highest level through the development of the Coastal Policy for Namibia.

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A.5 How the Namibian Government addresses coastal issues

The Namibian Government has through the years initiated a number of coastal management initiatives, but none of them were at a national level. Through the Namibian Coast Conservation and Management project (NACOMA), the Government of Namibia initiated a number of activities supporting the coastal policy process. NACOMA's key activity areas can be viewed on the project's website (see www.nacoma.org.na). The unfolding coastal policy process means that we now have the opportunity to decide on the best use of our valuable coastal assets, and on how we can maintain the health, productivity and diversity of our coastal ecosystems.

What is Policy?

Policy is a very elastic term that relates to a government plan or course of action that encompasses a set of decisions which are intended to influence and determine planning, decisions and actions relating to a specific aspect of governance. Such decisions by governments are often embodied in legislation and usually apply to a country as a whole. Given the complex and dynamic nature of coastal areas, and the fact that they host a number of diverse user groups, the development of a policy to guide governance

of coastal areas is essential. Good policy results from a dialogue between Government and civil society, with the aim of ensuring that policy is a statement of the needs and aspirations of the people endorsed by Government.

A Coastal Policy is a framework of decisions, selected by government, institutions, groups and/or individuals, for sound management of present and future activities within a coastal zone.

A policy for the coast should:

- Address issues of public concern pertaining to the coast (such as those reported in the Green Paper);
- Develop out of accepted, publicly held values on use and management of the coast;
- Define a vision, principles, goals and objectives for the future governance of the coast;
- Specify the institutional arrangements that are needed to achieve the desired outcome.

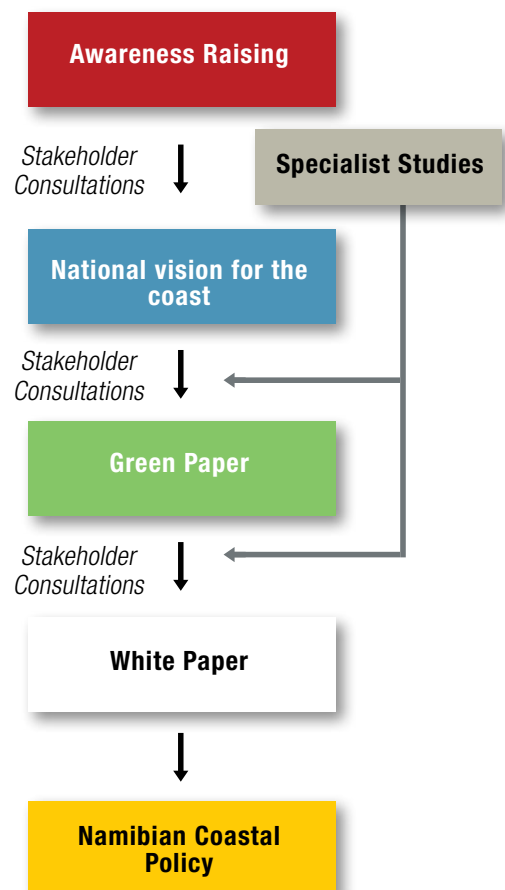
A.6 How the Namibian Coastal Policy Process works

How the Namibian people view their coast is central to the policy process. Therefore the development of a formal Coastal Policy for Namibia is based on a highly participatory approach that incorporates the input of all parties. During the national consultations, a common Vision was developed that will guide the development and implementation of our coastal policy.

As part of the policy process (Figure 1), specialist studies were commissioned to further inform the development of the policy. These studies will help to ensure that any decisions on the future of our coast are made from an informed position. Key specialist studies include, amongst others, Strategic Environmental Assessment (SEA) of the four coastal regions (Kunene, Erongo, Hardap and Karas), a review of existing policies and legislation, and a review of institutional roles and mandates.

Feedback from the national stakeholder consultation process and findings from the specialist studies were used to draft the Green Paper. The purpose of this precursor for the White paper is to outline these findings and stimulate debate on options for the future government framework for our coastal areas. Once further consultation has been undertaken on the options outlined in the Green Paper, a White Paper will be developed. The White Paper, once endorsed by Cabinet becomes the Coastal Policy, and can be considered to be the result of a protracted dialogue between Government and the people. It will be an official publication of the Government of Namibia stating a specific position for future governance of the coast and including proposals for enactment of enabling legislation to implement the policy.

Figure 1: Coastal Policy Process Diagram



Below: The coastline between Swakopmund and Walvis Bay hosts up to 770 birds per 1 km of beach in the summer time (© N. Cadot)





The Democratic Process: Green Paper, White Paper and Bill

In a democratic policy process, the people of a country will have substantial opportunity to give input. Usually, specialist studies will also be done to provide further input, and clarify issues and options. In a democratic society the needs, aspiration and views of the people must be fully taken into account, and specialist studies will help to keep policy directions realistic. Such studies may also examine the current status of governance, and find ways in which it can be improved. For the policy to be implemented there will have to be sound mechanisms in place. The more informed the people are, the better the quality of their input will be. Real participation and not merely attendance is what is required in good policy making.

The Green Paper is a discussion document that explains various options for addressing key coastal issues and summarises the policy process thus far. It is the most important stage of the process, because the Green Paper records and expresses the peoples' views on how they want to see their coast used in the future. The Green Paper also presents options that arose during the policy process as well as specialist studies on how the Vision, which is regarded as the 'guiding light' for coastal governance and resource utilisation, can be pursued. The Green Paper needs to be discussed by stakeholders as well as Government officials, in order to decide on options and mechanisms by which the aspirations and realities described in the Green Paper can be pursued. This dialogue will be necessary for continued ownership of the policy by the people as well as by Government.

The Green Paper provides the foundation for the development of a policy document known as a White Paper, which will be entitled the "Namibian Coastal Policy".

Whereas the purpose of the Green Paper is primarily to stimulate debate on the result of the policy process until that point, the White Paper formalises the outcome of such discussions, and builds on the results presented in the Green Paper by recording which of the various options discussed in the Green Paper have been chosen and sets out the coastal zone will be governed. The White Paper is a statement of official government policy which has been formulated on the basis of the Green Paper, which describes all the issues related to the coastal areas as well as the stakeholders' visions, expectations and aspirations with regard to their coast. The White Paper (Namibian Coastal Policy) sets out the national vision for the coast, the goals and objectives of coastal management and the principles, strategies, institutional arrangements and other means that will be used to attain those goals and objections. Specialist studies commissioned by NACOMA indicate that new coast-specific legislation will be required to provide the legal mechanisms necessary to implement the Namibian Coastal Policy effectively.

Accordingly, it is anticipated that the White Paper will recommend that a Bill (i.e. a draft Act of Parliament) be prepared for enactment by Parliament. The drafting of the Bill will be guided by the content of the White Paper.



Above: Although named after the anemone, a terrestrial flower, sea anemones are actually predatory animals that flourish in the rich waters of the Benguela Current (© C. Grobler)

A.7 How the Policy will be applied

Policy formulation is often simply a first step in a long process of strengthening governance of a designated area or of specific resources of a country. The Coastal Policy for the Namibian coast will be based on the National Vision for the coast and on guiding principles for managing and utilizing our coastal resources. The policy will be seen as a living document that is revised when necessary to ensure it remains relevant and is able to adapt to changing circumstances. The policy will contain measurable indicators by which implementation can be monitored to ensure progress.

Many countries which have developed coastal policies have experienced challenges in implementing their policies through enabling legislation. In the case of Namibia, a policy implementation plan will facilitate the enactment of enabling legislation to ensure that the journey towards our common Vision for our coast is initiated and maintained. This plan will include actions for institutional structuring and capacity building, financial allocations measurable indicators, detailed milestones with targets for achieving them and recommendations for financing Namibia's Coastal Policy process. It has, as its foundation, an integrated approach to coastal zone management.

A.7.1 Adopting an Integrated Coastal Zone Management Approach

Integrated Coastal Zone Management (ICZM) is an approach towards governance of the many different interests in both the land and marine components of the coast. ICZM is often used

as a tool for implementing sustainable development in coastal areas. In Namibia, as elsewhere, the land and sea ecosystems are interdependent, linked by complex economic as well as environmental, historical and cultural interactions. Many of the environmental problems in coastal areas therefore cannot be addressed in isolation. There is an increasing need for lasting solutions that can only be achieved through a comprehensive, systematic and co-ordinated approach to governance of the coastal areas.

Clearly, there is no single solution, or even a set of solutions, that can take care of all the 'burning issues' along the Namibian coast. What is necessary is an integrated approach to coastal management that focuses on the coastal system as a whole and seeks to reconcile the different policies that have an effect on the coast whilst bringing together stakeholders to inform, support and implement these policies. The aim of ICZM, as an ongoing process of coastal governance, is to promote sustainable coastal development by harmonising the interests of government and community, science and management, sectoral and public interests, for preparing and implementing an integrated plan for the protection and development of coastal systems and resources.

Lessons from elsewhere have shown that successful integrated coastal zone management involves an array of activities:

- Unlocking opportunities for sustainable coastal development;
- Understanding the interrelationships between the natural and human components of the coastal system;
- Resolving conflicting coastal uses; and
- Promoting co-ordination and integration of different activities and decision-making processes.



Below: Guano platform at Cape Cross in the Erongo region. Guano production is one of the sustainable activities along the Namibian coast (© N. Cadot)



Principles of Integrated Coastal Zone Management (ICZM)

The following set of principles¹¹, based both on agreed international norms for environment and development and on the special character of coasts and oceans, provide useful guidance for Namibia in its efforts towards sustainable coastal development:

1. Interrelationships and integration: We need to address the interrelationships among issues and sectors and between environment and development.

2. Inter- and intra-generational equity: We are obligated to take into account the needs of other users, including future generations and all sectors of society, especially regarding distribution of the benefits of development.

3. The right to develop: Every human being has the right to develop his or her potential so as to live in dignity.

4. Environmental safeguards: Environmental harm should be prevented through anticipatory measures rather than through efforts to repair or provide compensation for it.

5. Precautionary Approach: Where there are threats of serious or irreversible damage, lack of full scientific certainty should not be used as a reason to avoid adopting mitigation measures.

6. Polluter Pays: The environmental costs of economic activities, including the costs of preventing potential harm, should be internalised and borne by the polluter.

7. Transparency: Decisions are to be made in an open, transparent manner, with full public involvement at least by all major groups.

8. The public nature of the oceans: Ocean resources are not to be exclusively owned or benefited from by any one group or person. Namibia should govern coastal resource use based on the interests of the whole community and the interests of intergenerational equity.

9. The biophysical nature of the coastal zone requires special care of rare and fragile ecosystems and endangered and threatened species to ensure that the biodiversity of the ecosystem is not lost: a. The coastal area is a distinct system characterised by a highly dynamic and interdependent marine resources and processes. It requires special management and planning approaches rather than traditional land-based management; b. Management of coastal resource systems require complex institutional arrangements; c. Strong interactions across the land-water interface require management of the whole system as an integral unit (including upland, shore land, intertidal area, and near-shore waters).

10. The use of coastal and ocean resources and space: Priority should be given to: a. protecting living resources and their habitats, over exploitation of non-living resources; b. non-exclusive uses, over exclusive uses; and c. reversible exclusive uses, over irreversible exclusive uses. Potential conflicts should be identified and mitigated using equitable processes and solutions. New developments that are coastal dependent should have priority over those that are not. Historically-based claims of indigenous peoples to ocean and coastal space and resources should be recognised. Negative effects of climate change (increased erosion, flooding, and saltwater intrusion), should be addressed within the framework of ICZM. Any adaptation efforts should consider provisions for new habitats for coastal resources (e.g., wetlands) and species that otherwise would be lost.



Levels of Integration

A number of different types of integration are needed for adequate coastal governance:

Geographic Integration - Recognising the interconnectedness between the land and sea ecosystems is of paramount importance to maintain ecological systems and their integrity. This would involve the alignment of different systems of property ownership and government administration of the land, coastal waters and ocean components of the coastal zone.

Integration across time scales – Cumulative impacts of many individual decisions and human activities over the short, medium and long term need to be considered.

Inter-sectoral Integration - Integration among different sectors involves both “horizontal” integration among different coastal and marine sectors (such as offshore minerals and mining exploitation, fisheries, coastal tourism, conservation, and port development) and integration between coastal sectors and land-based sectors that affect the coastal environment (such as agriculture, forestry, and mining).

Political and Institutional Integration - Coastal systems extend beyond local, regional and national areas of authority. “Vertical” integration is therefore needed among different levels of government from the local to international spheres as well as between government, civil society and the private sector, integration among different levels of government (national, regional, and local).

Science-management integration - Coastal ecosystems are multi-faceted dynamic and complex and the development of partnerships among natural science, social science and engineering disciplines is important for integrating different dimensions of understanding of these systems. Integration is also needed between policy, management, applied research and education.

International integration - Integration among nations is needed when there may be disputes with their neighbours over transboundary issues such as fishing, pollution, establishment of maritime boundaries, passage of ships, and harbours.

Below: *Sunset on the Walvis Bay Lagoon in the Erongo region (© C. Haller)*



11 Global Forum on Oceans Coasts and Islands: ICM. Web material: http://www.globaloceans.org/icm/resources/story/icm_princ.html. 15 September 200812 DEAT, 2000 Our coast our future: A new approach to coastal management in South Africa

One of the most important lessons learned from the history of ICZM is that horizontal and vertical integration is both the practice's foundation and its biggest challenge. Integration often requires a new commitment to power sharing, as well as a great effort towards co-ordination of disparate functions (planning, permit letting, budgeting, and development). Significant levels of co-operation are required both between leaders of narrowly focused sectoral agencies and among local, regional and national units of government which often exercise different levels of power over land use planning and regulation. This is particularly important in the Namibian context where the process of decentralisation is firmly underway and efforts towards horizontal and vertical integration among units of government who have a stake in coastal management, presents an opportunity to strengthen governance in all sectors. Furthermore, in a country such as Namibia which has a relatively small population and a strong dedication to sustainable and equitable development, integration among and between the different sectors and stakeholders is not only possible but can be undertaken in a very efficient manner.

A.8 Relevance to Other Important National Planning Frameworks

A.8.1 National Development Plan (NDP)

Namibia has embarked on a process of preparing and implementing five-year National Development Plans (NDP). The NDP3 which was developed in 2007 looks at the kinds of shifting environmental priorities that Namibia may be facing in the context of the laudable goals of reduced poverty and increasing industrialisation. Key environmental concerns identified in NDP3

Below: A fish factory in Walvis Bay in the Erongo region (© N. Cadot)



include sustainable management of scarce water resources, biodiversity conservation, pollution and waste management, sustainable energy development, capacity building, sustainable livelihood etcetera. The tenets of the Coastal Policy Green Paper fall within the framework of the environmental concerns above. The end product, the Namibian Coastal Policy White Paper will complement the NDP3 goals by addressing the environmental concerns identified.

A.8.2 National Biodiversity Strategy and Action Plan (NBSAP)



Above: *Welwitschia mirabilis* is a famous endemic plant that occurs in the Namibian coastal areas (© N. Cadot)

NBSAP is a ten-year strategic plan of action for biodiversity conservation. An inter-sectoral plan co-ordinated by the Ministry of Environment and Tourism, the NBSAP provides guidance for the implementation of article 95:1 of the Namibian and the international Convention on Biological Diversity (CBD) to which Namibia is a signatory state. The NBSAP also offers to MET the legal mechanisms for achieving the goal to develop management plans for the coastal parks. The plan outlines the country's priorities for biodiversity conservation. The Namibian Coastal Policy White Paper will complement the vision and objectives set out in the NBSAP. Key to the Coastal Policy White Paper in the NBSAP are Action Plan for Biodiversity Conservation Priorities (Chapter 1), the Action Plan for Sustainable Wetland Management (Chapter 5), the Action Plan for Sustainable Coastal and Marine Ecosystem Management (Chapter 6), the Action Plan for Integrated Planning for Biodiversity Conservation and Sustainable Management (Chapter 7) and the Action Plan for Capacity Building for Biodiversity Management in Support of Sustainable Development (Chapter 9).



Above: Careless and unregulated off-road driving degrades our coastal environment and has a negative visual impact (© G. Reitz)

A.8.3 Namibia's Action Plan to Combat Desertification (NAPCOD)

NAPCOD was launched in 1994. It is a partnership programme between government, public and private service organisations, the non-governmental organisation (NGO) sector, as well as community-based organisations (CBOs) and individuals. The programme is implemented by the Ministry of Environment and Tourism and the Ministry of Agriculture, Water and Forestry in partnership with NGOs and the private sector. The programme was set out to develop systems for tracking and monitoring desertification in Namibia, and strengthen the capacity of institutions with a mandate to combat desertification and manage natural resources sustainably. The Namibian Coastal Policy White Paper will contribute towards the achievement of goals and objectives set out in the NACOPD.

A.8.4 Vision 2030

Namibia has played a key role in the formulation of the Millennium Declaration which has been adopted by all United Nations member states and sets out, within a single framework, the key challenges facing humanity. The Millennium Declaration outlines eight Millennium Development Goals (MDGs) focusing on development, governance, peace, security and human rights. The Government of the Republic of Namibia (GRN) is implementing the Millennium Declaration and systematically monitoring the MDGs within the context of national and sectional development frameworks.

The MDG campaign forms part of the national process of strengthening policies that can mobilise all Namibians and the

international community behind the grand Vision for the year 2030 when Namibians will enjoy "Prosperity, Harmony, Peace and Political Stability" (Namibia 2004, Millennium Development Goals). Namibia's Vision 2030 was launched by His Excellency the Former President Sam Nujoma in June 2004. The vision 2030 is relevant to the coastal policy development process in that a priority under goal number 7 is the "Conservation and management of biological diversity along the coastal region of Namibia". To this end, the Vision aims to ensure open, diverse, stable, and productive wetlands and coastal and marine eco-systems by 2030.

A.8.5 Green Plan

Namibia's Green Plan aims to secure for present and future generations a safe and healthy environment and a prosperous economy¹³. Its adoption marks the first effort of the Namibian government to include environmental issues in its developmental strategies. Some of the key issues identified include managing hazardous wastes, sustaining renewable natural resources, wise use of water by promoting sustainable water management, to name but a few. In addition, the Green Plan focuses on promoting environmentally responsible decision-making. The objectives of the Green Plan include the promotion of sustainable development, the review and improvement of environmental legislation and enforcement, training and education in environmental issues and management. Strategically, the plans would provide the political platform necessary for definition of the role of the State in environmental management through the adoption of the instructions formulated in the Namibian Constitution. In implementing the Green Plan, programmes on biodiversity conservation as well as community-based schemes for the management of natural resources were launched. The coastal policy fits within this framework.

Below A breeding colony of African Penguins on Halifax Island in the Karas region (© J. Kemper)





Chapter 1: Overview of Our Coast

B.1.1 A Unique and Valuable Coast

Namibia has a long coastline extending some 1,570 km, from the mouth of the Orange River on the South African border, to the mouth of the Kunene River on the Angolan border. Four different major vegetation types occur along our coastal areas, namely the Northern, Central and Southern Namib, and the Desert and Succulent Steppe (also referred to as Succulent Karoo). With a high level of biological specialisation and endemism (see Table below), the Namib Desert is one of the oldest in the world and is listed by the International Union for the Conservation of Nature

(IUCN) as a habitat type that may have potential for World Heritage nomination¹⁴. In contrast to this arid terrestrial environment, the Benguela Current Large Marine Ecosystem (BCLME) off the Namibian coast has one of the highest primary production rates in the world and is one of the most important renewable natural resources of the country. Shared with Angola and South Africa, the BCLME supports vast populations of commercially exploitable fish species and the inshore marine environment provides migration and nursery habitats for numerous marine organisms.

Biodiversity hotspot	Biodiversity values / priority	Protection status
Kunene River Mouth	Remarkably high richness of avian species, including Damara Terns	Part of the future Iona / Skeleton Coast Transfrontier Park
Skeleton Coast National Park	Uniquely adapted plants and animals and unique wilderness area	National Park; MoU signed with Government of Angola to create the Skeleton Coast / Iona Transfrontier Park
Conservancies adjacent to the Skeleton Coast National Park	<ul style="list-style-type: none"> Considered by MET important for the purpose of biodiversity conservation Containing some important species, desert populations of large game 	Communal conservancies under the Nature Conservation Ordinance Amendment Act (5 of 1996)

¹⁴ IUCN, 2004. The World Heritage List: future priorities for a credible and complete list of natural and mixed sites. A Strategy Paper prepared by IUCN. April 2004, pp 1-19

Biodiversity hotspot	Biodiversity values / priority	Protection status
National West Coast Tourist Recreation Area	Considered to be a priority conservation area by MET	Tourist Recreation Area with lower protection status than national park; proclamation as protected area planned
Walvis Bay Wetland	<ul style="list-style-type: none"> • Rich estuarine fauna • Supports about 129,000 birds • Hosts Palaeartic and intra-African migrant birds • Hosts six rare bird species • Most important wetland bird habitat on Namib Coast • One of ten most important wetlands in Africa • Considered a priority conservation area by MET 	No protection status; Ramsar Site; re-declaration of the Walvis Bay Nature Reserve proposed
Cape Cross Seal Reserve	<ul style="list-style-type: none"> • Largest land-based seal breeding colony in the world • 19% of annual reproduction of species 	Nature Reserve
Walvis Bay / Swakopmund dunes and coast	<ul style="list-style-type: none"> • Host specially adapted desert organisms • Not considered an important habitat for conservation purposes – large dune areas are conserved in the Namib Naukluft Park • Has most important breeding area for Damara Terns, coastal section is Important Bird Area 	No protection status; management plan in place
Namib Naukluft National Park	Suite of uniquely adapted organisms, with low species density yet high endemism	National Park
Sandwich Harbour	<ul style="list-style-type: none"> • Supports 8 Red Data Book bird species including the Damara Tern • High densities of water birds 	Located within National Park; Ramsar Site



Section B: The Namibian Coast and What the People Want from it

Biodiversity hotspot	Biodiversity values / priority	Protection status
Lüderitz Lagoon	<ul style="list-style-type: none"> • Visited regularly by wetland birds • Sites in the vicinity provide suitable habitat for shorebirds 	No protection
Sperrgebiet National Park	<ul style="list-style-type: none"> • An epicentre of biodiversity in the Succulent Karoo biome • Key for protection of the Succulent Karoo because it has enjoyed <i>de facto</i> selective protection 	Proclaimed National Park, including 3 nautical miles into the sea
Islands (north and south of Lüderitz)	Excellent breeding habitat for a large number of seabirds	No protection; lost marine reserves status upon Namibia's independence; access to the islands still controlled
Orange River Mouth	<ul style="list-style-type: none"> • One of the top 6 most important wetlands in Southern Africa in terms of water bird usage • Breeding ground or migration stopover point • Supports 15 Red Data Book bird species • Flora demonstrates high rates of diversity and endemism 	No protection status; Ramsar site, but added to the Montreux Record in 1995; plans in progress to become a provincial park

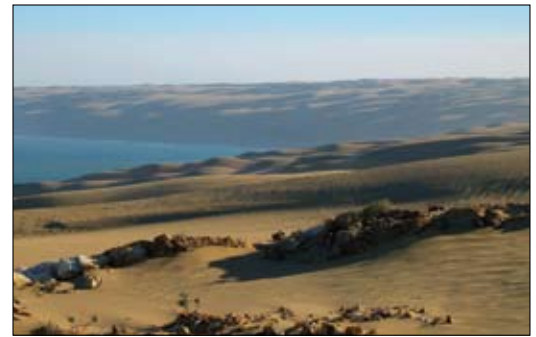
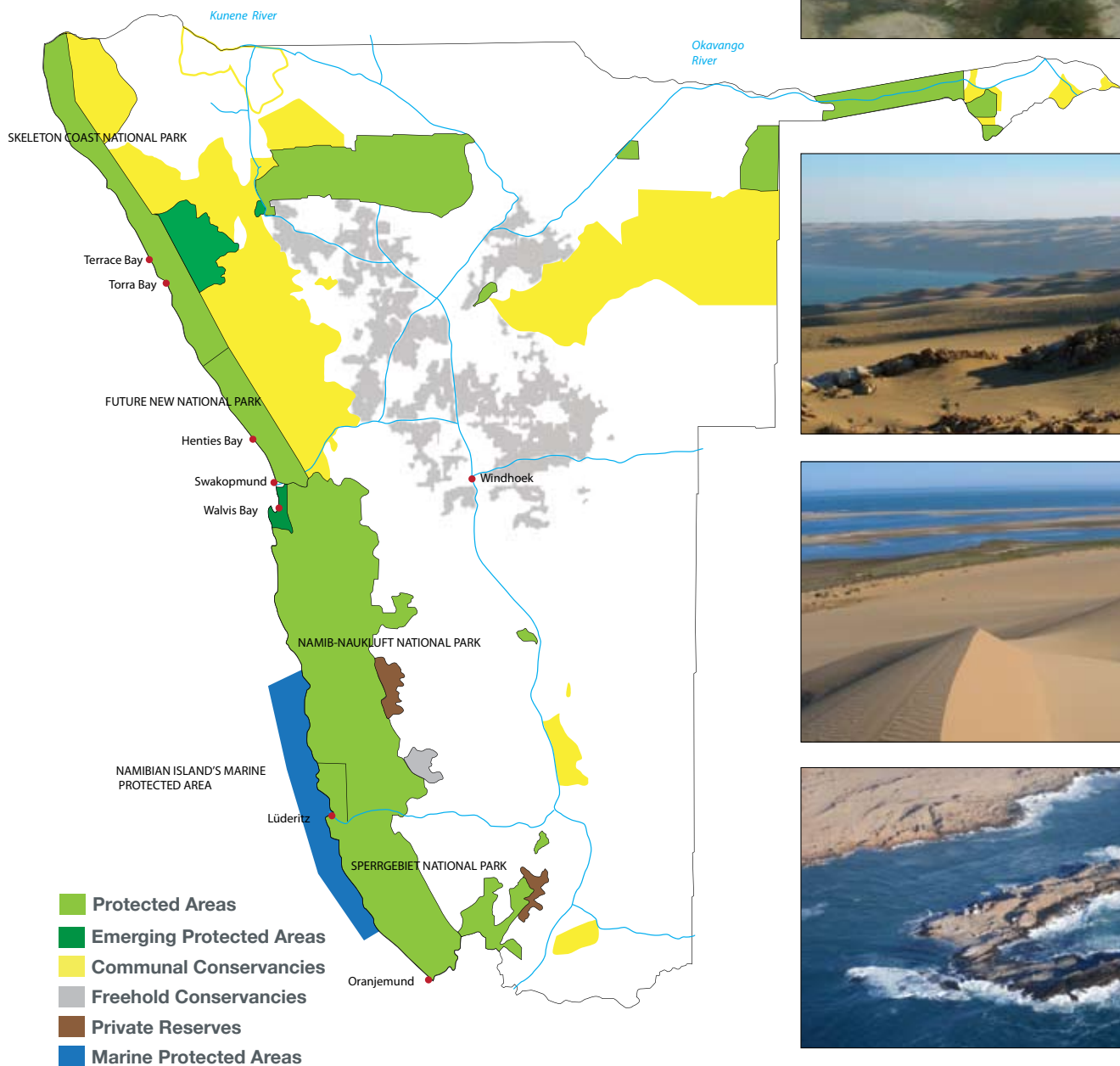
Almost the entire Namibian coastal area has some level of protection, recognition or restriction by virtue of parks, Ramsar sites and restricted mining areas (see Map 3, pg 22)¹⁵. The Skeleton Coast National Park stretches from the Kunene River to Ugab; the National West Coast Tourist Recreation Area lies between the Ugab River and Swakopmund; Walvis Bay Lagoon and Sandwich Harbour south of Walvis Bay are designated Ramsar sites; the Namib-Naukluft National Park lies between Sandwich Harbour and Hottentots Bay and encompasses the former Diamond Area No.2; the former National Diamond Coast Recreation Area on the Lüderitz Peninsula; the Sperrgebiet National Park (formerly known as Diamond Area No.1) lies between Hottentots Bay and the

Orange River; and the Orange River mouth or estuary, also a Ramsar site, is shared by Namibia and South Africa. The Walvis Bay lagoon and Sandwich Harbour are considered critical wetland areas as they provide refuge for over 200,000 shorebirds during peak migration periods¹⁶. The Sperrgebiet, a mining concession area, is currently a restricted area to the public and has been proclaimed as a National Park. The only portions of the coast that currently have no protected status include the municipal areas of Walvis Bay, Swakopmund, Oranjemund and Henties Bay, the village council area of Wlotzkasbaken, parts of the Kuiseb River south of Walvis Bay, and the town of Lüderitz. Namibia's coastal areas appear inhospitable at a glance. There are few sheltered bays and most of the shoreline is sandy beach (54%) or mixed sand and

15 The protected area network in the coastal areas, as in the rest of Namibia, is a work in progress. Significant changes have already occurred since the first draft of the Green Paper was put out for review; more will take place before the Green Paper is in print. Please contact the Ministry of Environment and Tourism (MET) for the current status in the coastal areas protected areas network

16 Barnard P. (ed.) Biological diversity in Namibia: a country study. Windhoek: Namibian National Biodiversity Task Force 332pp (1998)

Map 3 Map of conservation or protected areas along the Namibian coastal areas¹⁷



Photos top to bottom:

1. The mouth of the Kunene River (© N. Cadot) / 2. High dunes meet the cold ocean in the Hardap region (© N. Cadot) / 3. Sandwich Harbour in the Erongo Region has been declared a Ramsar site, which means it is recognized as a 'wetland of international importance' (© N. Cadot) / 4. Pomona Island in the Karas region (© JP. Roux)

17 Source: Strengthening the Protected Areas System of Namibia (SPAN) Project of the United Nations Development Programme in conjunction with the Ministry of Environment and Tourism (MET)



Section B: The Namibian Coast and What the People Want from it



Above: *The town of Swakopmund in the Erongo region (© N. Cadot)*

rock (28%). Rocky shores constitute only 16% of the total length. The coastal plains comprise dune fields, gravel plains which, in places, are densely populated by lichens, and scattered salt pans. Vegetated dune-hummock areas are also common near the coast. Our coast is an extremely arid area, interspersed with several ephemeral westward flowing rivers which drain the hinterland and dissect the coastal landscape.

All fresh water sources supplying coastal settlements and industries originate from the ephemeral rivers, such as the Koichab, Kuiseb, Omaruru and other seaward flowing rivers (Sechomib, Khumib, Hoarusib, Hoanib, Uniab, Koichab, Huab, Ugab, Khan and Swakop). Temperatures are low or moderated near the sea while the annual mean rainfall ranges between 20-50 mm at the coast and 250 mm at the escarpment - a phenomenon that is highly influenced by the topography. Fog is a common occurrence in the coastal areas of Namibia (see Map 1 pg24) and a source of moisture for the vegetation types of the Northern Namib, Central Namib, Southern Namib and the Succulent Karoo. The fog belt stretches 60 km inland, though 'fog days' occur far deeper inland. Moisture content is highest within the first 20-30 km¹⁸, and then decreases to the interior with the rising topographical gradient.

Along the Skeleton Coast National Park in the North, extensive dune fields may block the flow of some of these rivers for several years, resulting in the formation of spectacular ephemeral ponds. Several wetlands provide critical feeding grounds to a large number of migratory shore and seabirds. Coastal wetlands include the Kunene River Mouth, Cape Cross Lagoons, Mile 4 Salt Works, Walvis Bay Wetlands, Sandwich Harbour, Lüderitz Lagoon, coastal municipal sewerage works and the Orange River Mouth.

The coast is also host to sixteen islands, most of which are smaller than 10 hectare and are bare or sparsely vegetated rocky outcrops. Despite their inhospitable nature, these islands support a wealth of intertidal and subtidal plant and animal species. Important seabird breeding islands which are of international importance include the islands of Mercury, Ichaboe, Halifax, Possession, Plumpudding and Sinclair Islands. These islands are true jewels that adorn our coastal waters.

B.1.2 The Coastal Regions in Context

Namibia has thirteen (13) administrative regions. Four of them extend to the coast: Kunene, Erongo, Hardap and Karas. The Namib Desert extends across all of the Namibian coastal regions, and beyond the Orange River into the north-western corner of South Africa and beyond the Kunene River into the south-western corner of Angola. Much of the coast consists of sandy beaches with isolated outcrops, although there are also significant lagoons, estuaries and riverbeds. Compared to other countries, the settlement density of the Namibian coastal population is exceptionally low and geographically concentrated. The coastal population is confined to five principal coastal nodes: Walvis Bay, Swakopmund, and Henties Bay in the Erongo Region; Luderitz and Oranjemund in the Karas Region. In the Hardap Region, there are no people living along the coast, and in Kunene there is a relatively small human presence and this is mainly related to nature conservation and tourism activity. Mining occurs in the protected areas and has attracted increasing pressure directed towards curbing destructive activity. Erongo is by far the most accessible of the four regions, with established road and rail links and other infrastructure such as a harbour, and is within easier reach of the capital city of Windhoek than other coastal regions.

Below: *Construction of the first desalination plant for the uranium mine of Trekkopje in the Erongo region (© N. Cadot)*



¹⁸ Lancaster, J., Lancaster, N., and M.K. Seely. 1984. Climate of the central Namib Desert. *Madoqua* 14: 5-61

The economic activities in Namibia's coastal areas are largely confined to the fishing, mining and tourism sectors (brief regional profiles are provided in the following section). Mining is by far the most significant sector of the Namibian economy and has historically provided the primary stimulus for infrastructural development and growth in the country. The fishing sector, supported by two harbours in Walvis Bay and Lüderitz, is an important foreign exchange earner and significant employment generator for Namibia. The tourism industry is largely based on the country's parks and community conservancies. Growing economic development and

human activities along coastal areas have brought unprecedented migration, accompanied by uncontrolled urban development that results in overuse and pollution of freshwater resources, an increase in industrial coastal and marine pollution, and the degradation of important wetland and marine habitats. The increasing pressures on the fragile coastal ecosystems over the past decades have highlighted the urgent need for sound coastal zone planning and management to ensure sustainable optimal use of coastal areas and their resources in the future.

Map 4: Coastal Regions in Namibia



Photos top to bottom: 1. Coastline of the Skeleton Coast National Park (© N. Cadot) / 2. Coastline south of Swakopmund (© G. Reitz) / The old diamond mining town of Holsatia in the Hardap region (© N. Cadot) / 4. Town and harbour of Lüderitz (© JP. Roux)

B.1.3 Brief Regional Profiles



Above: The holiday resort of Terrace Bay in the Skeleton Coast National Park (© N. Cadot)

The **Kunene Region** is named after the Kunene River, which defines the north-western border of Namibia. The region's economy is largely driven by livestock farming and, to a lesser extent, tourism and manufacturing. Mining, particularly small-scale mining, has only limited potential for local economic development in the region. Mineral deposits include diamond, tantalite, alluvial gold, sodalite, marble, limestone, copper, lead, zinc, vanadium, iron, nickel, cobalt and fluorspar, in varying degrees of commercial viability. Conversely, the thriving tourism sector provides considerable positive spin-offs in terms of employment opportunities and local economic development. The Skeleton Coast National Park provides distinct advantages to the region, and is one of the last 'wild places' in the country. 'Wild places' are becoming more and more valuable to people throughout our fast developing world. The region is marked by poor road and railway infrastructure. The rural areas are characterised by few formal growth points or development centres, offering limited employment opportunities, and lack of security of tenure, which limits private sector involvement. The Himba or Ovahimba indigenous population is regarded as one of Namibia's marginalised groups. The Skeleton Coast National Park stretches from the Kunene to the Ugab River, and therefore includes the entire Kunene coast. The eastern border of this long, relatively narrow coastal park is flanked by community conservancies which, in turn, are bordered by further conservancies on their inland boundaries.

The **Erongo Region** has a strong, though seasonal, tourism industry and boasts Namibia's largest harbour; it is the only region that is experiencing significant economic growth in the coastal regions and consequently has the highest HDI. The regional economy is propelled by fishing, mining, agriculture and tourism.

63% of the population in the region is urbanised. Walvis Bay is one of the main centres for industrial development on the coast of Namibia, whereas Swakopmund and, to a lesser extent, Henties Bay are major tourism centres. There is a wide diversity of living situations and standards of living. The Topnaars living mostly along the banks of the Kuiseb River are considered marginalised. Among the coastal regions, the Erongo Region currently represents the largest tourism base. The Cape Cross Seal and the Namib-Naukluft National Park are only some of the many coastal conservation areas in this region, where approximately 31% of its area is covered by nature parks and recreational areas. Tourism is growing, but the resources are presently exploited by only a small section of the business community, thereby limiting the benefits that could accrue from tourism to the wider community of Erongo. Fishing, which is a significant employment provider, is being complemented by the recent surge of mariculture operations along the coast. The Port of Walvis Bay is an economic hub that facilitates large volumes of trade import and export products (mainly industrial), yet it is situated in a highly fragile environment that encompasses important wetlands, coastal deserts and rock lobster fishing grounds. Mining, especially uranium mining remains a significant foreign exchange earner for the region. Erongo's manufacturing base is relatively well-established, and includes fish processing and small-scale mining, amongst other products.

Below: The Langer Heinrich uranium mine in the Erongo region (© N. Cadot)



The **Hardap Region** is named after the Hardap Dam, which supplies Namibia's largest irrigation scheme, crop producing activities and water for human consumption. Agriculture, particularly small-stock and ostrich farming, is the major economic activity in the region. Fishing in this region is confined to fresh water. Hardap Region boasts a well-developed infrastructure base and tourism is a rising economic activity. Its extent includes two spectacular deserts, the Namib Desert in the west and the Kalahari Desert in the east. The



Above: *The wreck of the Eduard Bohlen that stranded in the Hardap region (© N. Cadot)*

tourism route from South Africa to other Namibian destinations runs through the Hardap Region, which is an advantage for local tourism development. Its strategic location establishes it as a gateway to the internationally renowned scenic areas such as the Namib-Naukluft National Park, Sossusvlei and Sesriem. The coastal areas represent some of the harshest parts of the Namib Desert, namely the red dune sea that consists of shifting sands running straight into the sea. Having no significant rocky shore, lacking fresh water, and possessing no infrastructure, this coastal area's greatest value lies in its wilderness qualities although there is much potential for cultural and heritage tourism¹⁹.

The **Karas Region** is named after the distinctive Karas Mountains. The region is diverse in terms of economic activities, consisting of mining, agriculture, fisheries and tourism, but the economy is largely primary sector propelled. The dualistic agriculture sector includes communal farming (occupying about 48% of total agriculture land) and commercial farming. One of the main tourist destinations in the Karas region is the Fish River Canyon, the second largest canyon in the world, and tourism is thriving in this and other parts of the region. The restricted diamond mining area of the Sperrgebiet has acted as a barrier between the Karas people and their coast. The Sperrgebiet contains the bulk of Namibia's share of the Succulent Karoo biome, which means that it is part of the richest desert in the world in terms of biological diversity. It also contains important wetlands and, along the coast, rock lobster fishing grounds and a string of islands that are unparalleled as breeding sites for sea birds. The fishing sector is a major employment provider, and mariculture farming activities are emerging along the Lüderitz coastline. Lüderitz is an important fishing port and one of the main centres for industrial development on the coast of Namibia.

Mining, which is a major foreign exchange earner, is dominated by diamond mining (both on- and off-shore) at Oranjemund and Lüderitz in the Sperrgebiet. Other minerals deposits are mined inland at Rosh Pinah and Haib, close to Noordoewer. The Karas Region is experiencing the effect of the down-scaling of activity in the diamond mining industry based along the coast, an effect that will become worse with increased down-scaling over the next decades. While the potential of mariculture is often touted as a remedy for the region's economic woes, fluctuating trends in the fishing industry remains an underlying concern. Lured by potential work in the fishing industry and Orange River based agriculture, people from all over Namibia have migrated to the South, only to be stranded in growing informal settlements. Although it has a comparatively high HDI, the general perception is that the mining and agricultural sectors have enriched relatively few people while poverty is rampant in the rural and communal areas.



Above: *Ichaboe Island in the Karas region (© R. Braby)*

B.1.4 A Coast in Rapid Transition

One very important characteristic of the Namibian coastal areas worth highlighting is that they are in a state of rapid transition. Environmental degradation in parts of our coastal areas is only too evident and worsening. New mines are commissioned, including in- and outside of protected areas. Inappropriate recreational activities (such as quad-biking in sensitive areas) are causing destruction and our fishing resources are at times vulnerable to overexploitation. Environmentally sensitive habitats and biodiversity hotspots which are defining characteristics of the Namibia coast are at significant risk of degradation. Although the coast has been relatively inaccessible

¹⁹ Hardap Region Tourism Development Plan. Hardap Regional Council. 2003

Section B: The Namibian Coast and What the People Want from it

to date and shows geographically very concentrated population densities, human pressures on the coast's natural resources has been increasing over the past several years, highlighting the urgent need for sound coastal planning and management. The slow decentralisation process has further complicated the situation,



Above: *The three photos clearly illustrate the dramatic degradation of the important wetland of Sandwich Harbour over scarcely three decades (from left to right, photographs were taken in 1975, 1992, and in 2008). (© H. Berry for 1975 & 1992 - © B. Nebe for 2008)*

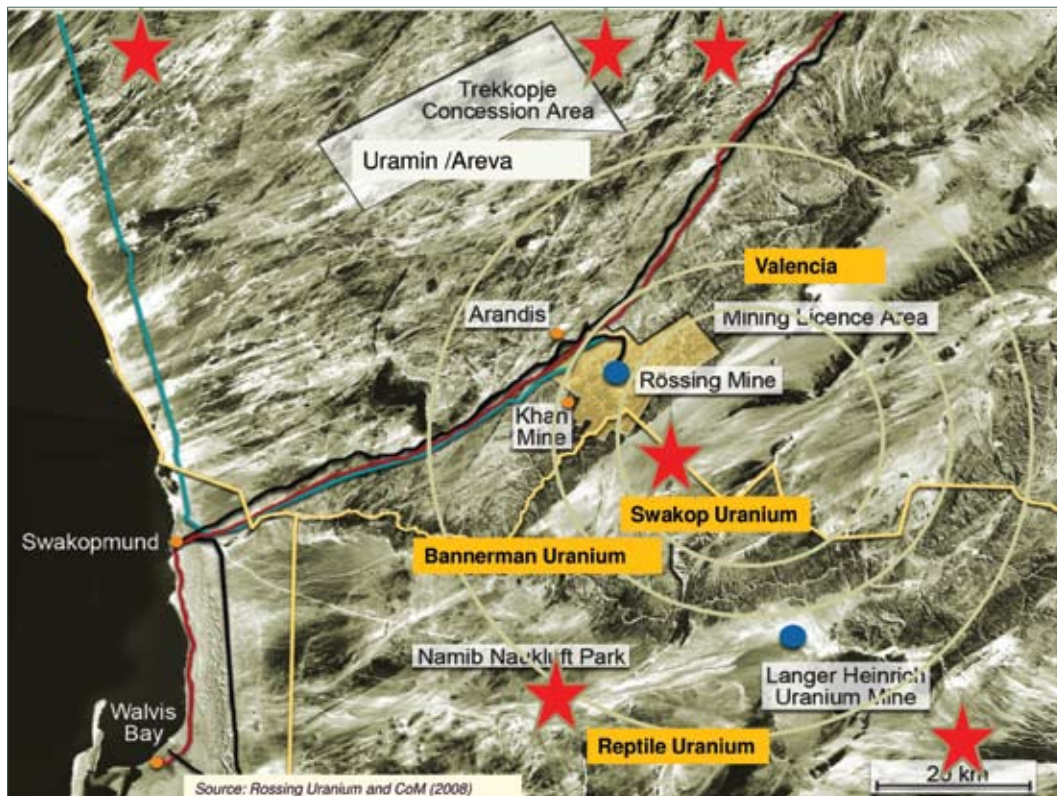
as regional and local authorities currently operate without a clear legal framework and with overlapping mandates and limited funds. Regional councils, local authorities and line ministries' field staff lack the human, technical and financial capacity to undertake their duties as currently defined.

The authorities are struggling to cope with these threats despite their good intentions and efforts. Vast areas that were previously restricted to mining activities will now undergo land use changes as the mines, that previously prohibited access to them, decommission. On the other hand, shore areas that were previously considered open access areas are rapidly becoming inaccessible to the public as a result of private developments. While they may not be as large in surface area as the mining areas, losing access to the coast in any manner is a growing aggravation to the Namibian people.

Water, never a plentiful resource in our country, is becoming painfully scarce in certain areas causing great inconvenience and suffering among traditional users. The global effects of climate change are becoming increasingly apparent, which in Namibia is most evident and can be observed along our fragile coastal areas. Coastal erosion is worsening through increasing intensity and occurrence of coastal storms and sea level rise is a rapidly growing threat to business and residences located close to the shoreline. Namibia will now have to increasingly recognise climate change effects, and act accordingly; the severity of coastal erosion has increased dramatically. However, no local statistics are available to indicate the real increase though the effects are easily observed in coastal towns and campsites. With the rise in sea level, coastal erosion will increase and this will impact seriously on our environment and consequently our economy²⁰.

More people than ever before are seeking a livelihood from our coastal areas, from business and industry to tourism and recreation. The magnitude, diversity and speed at which changes are occurring along our coast provide a tremendous management challenge. The involvement of all coastal users, Government and civil society is needed to ensure sustainable development and management of our coastal areas. There are many other examples of rapid change in our coastal areas. The gravel plains of the Namib, much of them in the Namib-Naukluft National Park, have seen unprecedented mining activity in the 'uranium rush', with more and more uranium mines proliferating north and south of the Swakop River (see pg 28).

Map 5: Map showing existing and proposed uranium mines in central Namibia



B.1.5 Root Causes of Environmental Degradation along our Coast

Environmental degradation is a common feature of coastal areas the world over, and Namibia is no exception. The main objective of Namibia's coastal policy is to address key problems relating to the management and utilisation of coastal and marine resources. To address these problems effectively, one has to take careful note of problems, their root causes and interrelationships (Figure 2) and propose measures to counter them. Stakeholder consultations over the years, including the visioning workshops covered in the next section, have shown that the main environmental problems along the coast are:

1. Landscape alteration and habitat destruction, resulting in biodiversity loss and diminished 'sense of place', which in turn results in lower amenity value and reduced future options.
2. Pollution.
3. Declining biomass and biodiversity of coastal and marine organisms.

Three immediate causes of the three key environmental problems identified above are:

1. Inappropriate development in certain areas along the coast, especially mining, urban expansion and uncontrolled or poorly planned tourism, which often occur in environmentally important or ecologically sensitive areas.
2. Unsustainable resource exploitation, in particular commercial and recreational fishing.
3. Natural causes, namely changes in climatic and oceanic conditions.

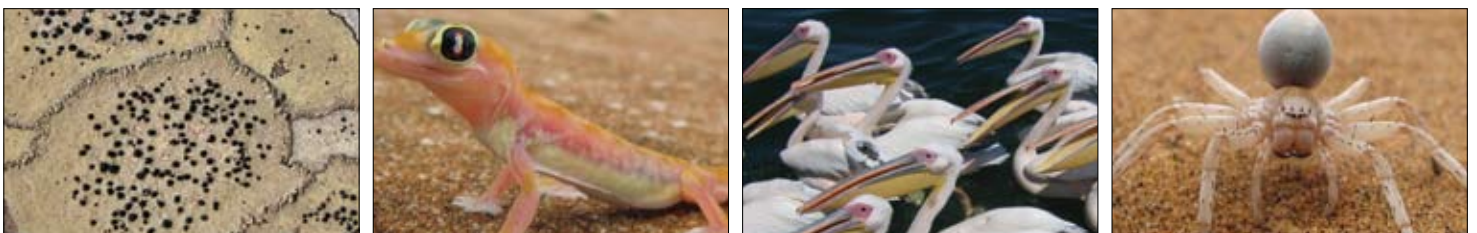
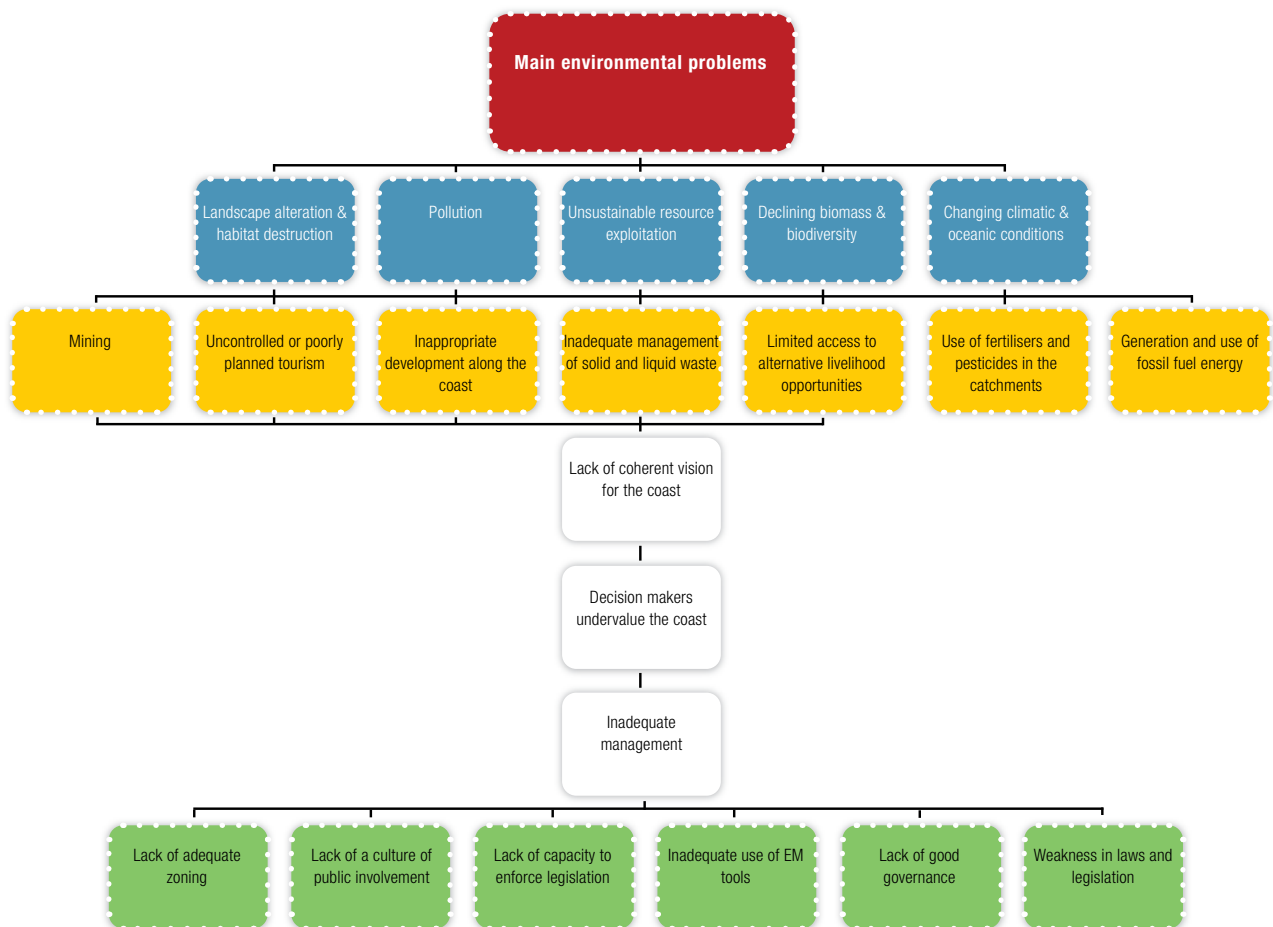
Root causes analysis of environmental degradation is highly recommended as an effective integrated coastal planning and management tool, and should be incorporated as a prominent discussion point in high level government workshops and retreats. The policy process and specialists studies have thus far revealed a myriad of causes that lead to environmental degradation and problems. The dynamic and sometimes changing relationship between them should be discussed in government and stakeholder workshops whenever the opportunity presents itself.



Section B: The Namibian Coast and What the People Want from it



Figure 2: Root Causes leading to main environmental problems experienced in the coastal areas of Namibia



Top - Left to Right: Namib Desert Gerbil (© P. Tarr), A Dollar Bush (© R. Braby), Desert adapted elephants in the Kunene region (© D. Risser), Brown Hyena (© C. Grobler) **Bottom – Left to right:** Lichens (© P. Tarr), The Web Footed or Palmato Gecko (© N. Cadot), Great White Pelican (© N. Cadot), Wheeling Spider, also known as the Dancing White Lady (© C. Nel)

Chapter 2: What the Namibian People want of their Coast

B.2.1 A Human-centred Coastal Policy

The development process for the Namibian coastal white paper has followed a human-centred approach. Long gone are the days when people believed that the natural world could be divided up into neat administrative units and that each of those units could be managed by a team of experts. Instead, over the last decade or two, it became clear that socio-economic and governance aspects are as important as a sound understanding of natural systems when it comes to effective coastal management. Furthermore, whether it is the people living in and using the coastal areas, or the major industries (many of which are controlled from afar), people are still the primary influences on how coastal resources are used, and it is people and their activities that need to be managed in order to maintain a healthy coastal environment and utilise the coastal resources in a sustainable manner. It is also people who are the main beneficiaries of a properly managed coast. Therefore stakeholders' views, needs, concerns and aspirations in terms of how they want to see their coast used in the future will form the core of the Coastal Policy.

The Namibian coastal policy process has other important characteristics that predestine it to have a successful outcome in terms of a successfully managed coastal zone. Just as a pure resource-centred approach would have its limitations, so too would a 'top-down' approach where Government merely tells the people how things should be. This may have worked in the old days but not in a democratic Namibia. People are simply too large a part of the process of coastal management. This is not to say that a 'bottom up' approach alone would meet the challenges. Well directed actions

Below: Coastal Policy Visioning workshops in Walvis Bay in November 2007 (© G. Reitz)



at a national level, driven by strong political will, what is needed to overcome the obstacles to achieving sustainable use of our coastal areas. This policy process is combining both approaches in what can be referred to as a 'top down, bottom up' approach, where Government and civil society join hands in confronting the difficulties preventing optimal use of our coastal areas. It is from this dialogue between Government and the people that a successful and highly implementable policy will be born.

.....

B.2.2 Methodology

The methodology first and foremost recognised the diversity of users in terms of their demography, the sectors in which they are involved, the biophysical settings that determine settlement patterns, and the resource base that provide livelihood; all of them intertwined in a lattice of interlinked factors. The human-centred approach to the development of this policy aspires to respond to this diversity and to ensure the inclusion of all stakeholders that have a stake in the coastal zone, including the nation at large, as the coast is an asset that belongs to all the people of Namibia.

The visioning process used in the development of the coastal policy was inclusive, responsive and comprehensive. It comprised a series of streamlined phases that included ample opportunity for inputs, while being fully cognisant of the results of many decades of scientific endeavour that helps to form public opinion and informs decision making at the same time. A phase of awareness raising preceded the consultative participatory workshops in the four coastal regions; this contributed to the objective of creating an enabling environment for informed and meaningful participation, as opposed to mere attendance at public meetings.

The consultative workshops were designed to solicit extensive inputs from all coastal stakeholders including the general public, remote rural communities, CBOs, NGOs and minority groups, governmental institutions, special interest groups, and the private sector, as well as experts groups including scientists. Other inputs into the process came from specialist studies, a long series of meetings and programmes that came before and led up to the coastal policy process. The detailed approaches used to source these inputs are discussed briefly in the pages that follow.



Above: Coastal Policy Visioning workshops in Orupembe (Kunene Region) in November 2007 (© F. Odendaal)

B.2.2.1 Visioning and Draft Green Paper Workshops

Three rounds of coastal policy visioning workshops (in the periods August to December 2007, and March to July 2008), were held in towns and settlements of the four coastal regions (Kunene, Erongo, Hardap and Karas), particularly those near the coast but also the main administrative centres of the interior. Participants came from various segments of society, resulting in good demographic and sectoral representation. Translators were available during meetings and, in some meetings, two-way translations in up to four languages were provided.

By the end of the second round of workshops, a total number of 49 visioning workshops had been conducted in 20 towns and settlements. A total number of 1554 people attended the workshops. In addition, targeted consultative meetings were conducted with the regional councils, local authorities and key line ministries of the coastal regions. Informal one-on-one interactions with interest groups also occurred when requested. In the second round of workshops, an amalgamated vision, developed from the draft visions from each community, was presented as a draft national vision that was discussed and in some cases modified, by each community.

A final round of workshops was organised and conducted during October 2008. The objective of the third round of workshops was to gather comments, discuss management options presented in the draft Green Paper, and solicit more inputs from the coastal stakeholders. In total 178 people attended, which brings the overall total of participants in the visioning workshops to 1732.

B.2.2.2 Questionnaires

In addition to the visioning workshops, 1000 questionnaires were completed in the Erongo and Karas Regions where, unlike the Kunene region, on-site translation of all major indigenous languages was provided during visioning workshops.

B.2.3 Summary of key outcomes of stakeholder consultations

A wide range of issues emerged from the Visioning workshops which can readily be grouped into seventeen (17) categories. However, some of these issues featured more prominently than others. Figure 12 shows how frequently the respective issues were raised in the workshops.

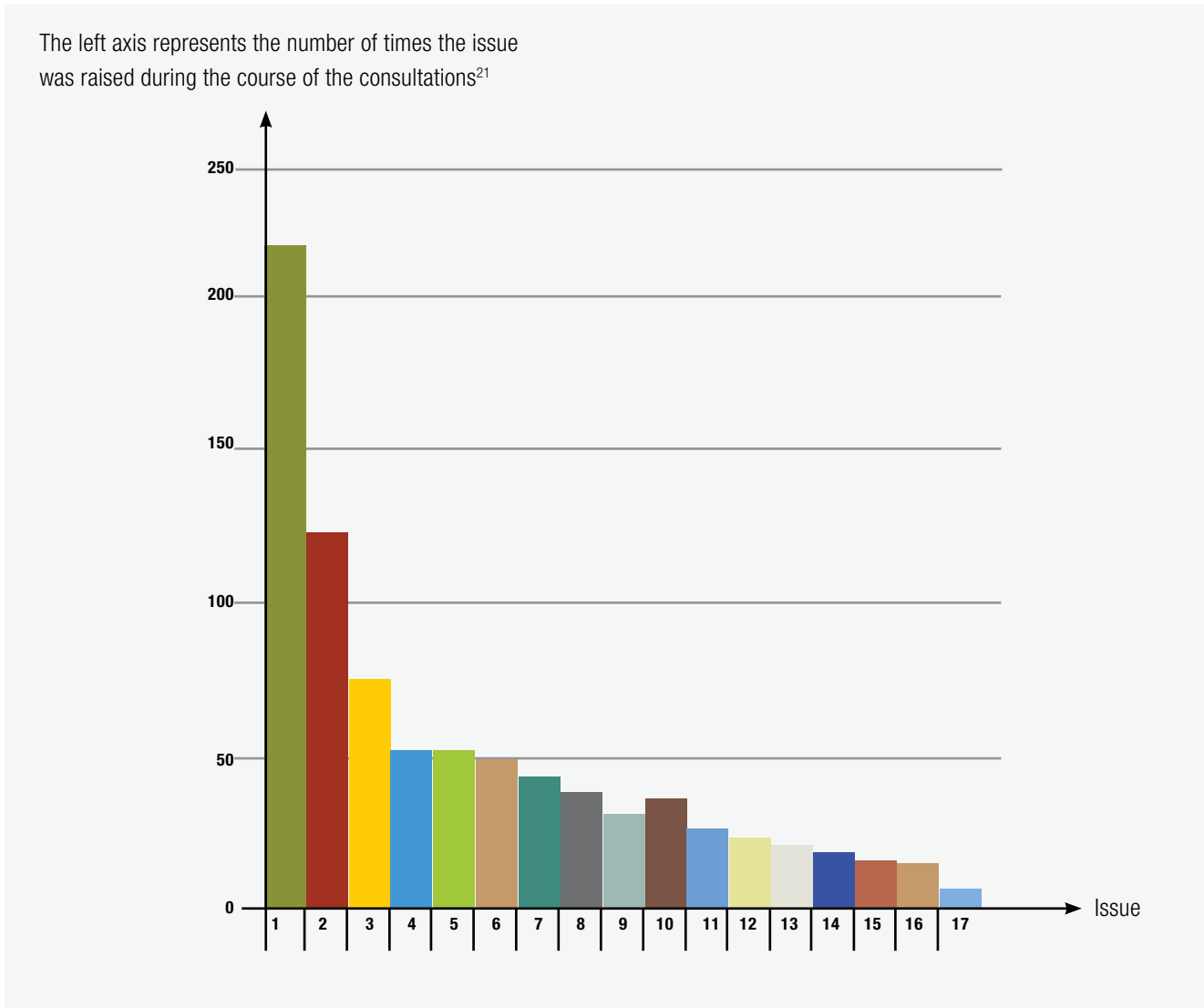
1. Specific Management Issues, Management Authority Systems

One major issue that surfaced in all the meetings was the matter of who manages, or should manage the coast. By and large, the coast was considered to be poorly managed. Participants expressed concerns about lack of clarity on the roles and responsibilities of different authorities that have mandates for coastal management. Examples were given that pointed to a low level of efficiency, and sometimes a total lack of response, from MET, MFMR and even local authorities when a report on an environmental threat was made. In all meetings there were strong calls for the establishment of a coastal authority that could function as a one-stop “coastal management agency or authority”, one that will be able to act swiftly and could be responsible for the effective implementation of Namibia’s Coastal Policy. Little confidence was expressed in a multi-ministry approach to addressing coastal management issues.

2. Education, Awareness and Capacity Building

Strong concerns were voiced over lack of awareness and lack of environmental education opportunities for coastal inhabitants. Emphasis was placed on sensitising the coastal population on coastal environmental issues, introducing relevant subjects through the school curriculum by involving the Ministry of Education in coastal management, as well as capacity building especially for office bearers for effective implementation of the policies and activities. Communities expressed the need for training facilities,

Figure 3 Results of Visioning Workshop.



- Management issues and systems
- Education, awareness, capacity building
- Multiple use, planning, zoning, conservation
- Economic opportunities
- Mining
- Land ownership and access to coastal area
- Strategies and approaches
- Tourism issues
- Infrastructure and basic services
- Community and public involvement, grassroots
- Complaints, disillusionment
- Transparency and simplicity
- Social responsibility including youth development
- Environmental health
- Sustainable options for future needs
- Cultural concerns
- Policy must cover land and sea

²¹ Note that the frequency does not reflect priority (or ranking) of an issue, but only is a measure of the number of times it was mentioned. All of the above issues were considered important. The figure merely reflects the frequency that an issue was raised during consultation. For instance, in every meeting, the opinion was raised that the policy should cover both the land and the sea but usually one or two mentions were enough to get the point across since everyone agreed with it. Other issues, particularly those relating to management, were expressed in many different ways using different examples, so that the frequency by which the issue was mentioned was higher



Above: *Dimension Stone Mine close to Walvis Bay (© N. Cadot)*

including tertiary institutions, as well as research centres along the coast. Coastal communities felt that it is difficult to obtain tertiary education because of the financial status of many families and that distance learning should be promoted. Most of all, people felt that, if they are to benefit from coastal resources, there should be pervasive capacity building programmes in tourism, mariculture and other emerging opportunities. Positive input was received from Ministry of Education officials, particularly during and after the Green Paper workshops, who indicated their eagerness to be involved in the design of environmental education courses, and the incorporation of coastal concerns in the school curriculum.

3. Multiple Use, Planning and Zoning; Conservation

The visioning workshops showed very clearly that the Namibian people care about their coast. There was general agreement that parts of the coast must be conserved, and that some parts, especially those with “unique and fragile qualities” should be left untouched. At the same time the need was expressed to accommodate current resources users as far as possible, and zoning was seen as the answer for development and conservation to go hand in hand. It was pointed out that the zoning of private and public spaces and the rationale behind this is not clear. Frustration was expressed over MET decisions regarding zoning when reasons were not clear to the public who nonetheless were expected to respect such zoning. Areas of ecological importance should be clearly defined as such, and the reasons made known, before it is demarcated for conservation purposes.

4. Economic Opportunities

Economic opportunities came up prominently in all meetings. This is not surprising, as most people depend on the coastal resources for their livelihoods. People from different segments of society complained that allocation of economic opportunities is not transparent. Key references were made to fishing quotas, tourism and mining concessions. The concession system was considered to be complicated and not transparent. Participants called for clear guidelines and procedures of the processes towards acquiring fishing quotas, mining and tourism concessions so that they can also take advantage of them. There were strong calls for programmes that would assist previously disadvantaged communities to get preferential treatment when it comes to economic opportunities from which they have been historically excluded.

5. Mining

Alarm and strong opinions were voiced on the damage inflicted on the coastal environment by mining activities. Mining activities should be far better controlled, and monitored and should not be allowed in protected areas. In some areas, traditional authorities expressed resentment towards National Government for approving licenses to mining companies, without consulting them first. The issue of marine diamond mining is also a cause for concern which the Coastal Policy should address in order to control irreversible environmental impacts. Tools such as Environmental Impact Assessment (EIA) should be conducted before mining activities commence, and local communities should be properly involved in decision-making. Proper rehabilitation should be done after mining companies leave the mining areas, and this should be monitored. Mining companies should be compelled to put funds aside for rehabilitation before commencing with their operations.

6. Land Ownership and Access to the Coast

Access to the coast was a central concern in all workshops. The workshops' participants called for equitable distribution of coastal resources and opportunities. People felt excluded from their coast by mines and in some cases even national parks, such as the Skeleton Coast National Park, as well as by private developments that are making it increasingly difficult for urban poor communities to enjoy their coastline. It transpired that most of the inhabitants of the Kunene and Hardap Regions have never been to their coast, and this is also true for the other two regions to some extent. People felt

that they cannot become actively involved in the implementation of a policy for their coast, nor support it, if they do not even have physical access to the coast. There were strong feelings against ongoing attempts at privatising sections of the coast.



Above: *The Swakopmund beach during the summer holidays*
(© N. Cadot)

7. Strategies for Sustainability

The policy should put strategies in place for the sustainable use of natural resources, particularly water and electricity that may become scarcer with time. People called for immediate government action before irreversible situations may arise. Industries (such as mining) should be encouraged to explore and invest in technologies that can minimise the current and future shortages of water and energy. Coastal inhabitants, particularly of the Kuiseb River, felt strongly that their rights of access to water have been compromised by NAMWATER who is asking them to pay for water. At the same time it has become increasingly difficult for them to extract water from the Kuiseb River, and the perception is that this is the fault of upstream dams and the surrounding uranium mines.

8. Tourism

Tourism is hailed as a future livelihood provider for many coastal communities. Yet many people viewed the tourism industry as being closed to them, as an industry that lies in the hands of a few who were advantaged through concessions and other assistance, while the majority of people benefit little or nothing from this industry. Local communities in particular considered allocation of rights to be unfair, and felt they were not consulted when tourism concessions were allocated. A number of examples were given,

including lucrative concessions in the north, on land traditionally used by communities, as well as the Namib-Naukluft National Park. Fears were expressed that the same will happen in the Sperrgebiet. Questions were also raised in terms of environmental damage caused by recreational tourism, specifically quad-bike activities in the dune belt between Walvis Bay and Swakopmund. It was felt that the tourism industry should be promoted but without inflicting negative effects on the immediate environment and local culture, and that increased effort should be made to make it beneficial to local communities. Participants from the Kunene Region in particular felt that at least a portion of tourism revenue accrued in Kunene should be made available for the purpose of developing the region.

9. The need to have Infrastructure and Basic Services

The government should ensure access to basic services such as water, medical facilities and energy in coastal areas. Infrastructural development should also be promoted, especially for the remote communities.

10. Community and Public Participation

Active and meaningful community participation should be central in decision-making. Many communities felt that they were either not informed or informed too late, and never in a way that promoted active participation. They felt that 'rubber stamping' was common when public participation was required, but that real involvement was not encouraged. Communities should also be consulted during planning, and at the outset, of any developmental projects, and sufficient and correct information should be made available to them beforehand so that participation is meaningful.

11. Complaints and Disillusionment

People expressed concerns that their views expressed during the workshops will not be taken into account. They felt that many workshops happen but that there was never any feedback on the results of workshops, and that their concerns will not be reported. The General Facilitator assured them that their concerns will be reported comprehensively in the limited space of the Green Paper. There were strong calls for better communication and feedback mechanisms regarding coastal issues, processes and decision making that affects peoples' lives. Communities should not be



approached only when the law requires consultation, and there needs to be mechanisms for constant feedback.

12. Transparency and Simplicity

The process of acquiring mining and tourism concessions and fishing quotas should be transparent and simple enough for all people who are interested to apply and benefit from such opportunities. By and large, the allocation of concessions was considered to be not transparent and benefiting only a few people, and generally those who are already privileged or have land or other opportunities. In some meetings it was suggested that information pertaining to quotas and concessions should be circulated at regional level and quotas or concessions should be allocated per region. It was highlighted that transparency is a pre-requisite for the development of good governance in the coastal regions.

13. Social Responsibility, Youth Development

Industries such as mining should empower local communities through sharing of earnings for capacity building, etc. Efforts should also be made to develop capacity for the youth to start up self-help projects for empowerment and livelihood creation. While there was acknowledgement of assistance from the mining and tourism industries, the contributions were considered to be nothing but a “drop in the bucket”. Previously disadvantaged people felt particularly left out, and many complained that, although they live along the coast or near the coast, they have scant opportunity to learn more about their coast or to develop skills that will allow them to benefit from coastal resources and opportunities. Responsibility should not only rest with industry. It was highlighted that donor programmes could do more to introduce youth to the coast. After all, “youth are the future custodians of the coastal areas”.

14. Environmental Health

Concerns were expressed on environmental health issues. In Terrace Bay for instance, this was clearly a ‘burning issue’ of the highest order in which people live in very poor conditions, including open sanitation drains, lack of sufficient toilet facilities, lack of livable accommodation. This community also lives in constant fear that they may be relocated at the whim of Namibia Wildlife Resorts (NWR). To this community, as well as others it appears as if the ills of the past have not been addressed.

15. Sustainable Options for Fulfilling Essential Future Energy and Water Needs

The government should promote the use of available renewable resources, that is solar and wind, for the development of infrastructure to fulfill future energy demand. Potable water should also be generated through desalination as opposed to damaging the ecology of the Kuseb River, as one example, or bringing hardship upon local people. Scarce water resources should also be used in a sustainable and appropriate manner.

16. Culture and Heritage

Cultural assets along the coast should be protected and awareness should be raised concerning the cultural diversity as well as historical and heritage-related assets that are ignored when developments take place. Cultural landscape mapping needs to be undertaken to determine where known heritage assets are, so that they can be protected. Industries such as mining and tourism should take into consideration cultural heritage in their operations, and areas of cultural importance should be left intact. It was pointed out that heritage is not only ‘tangible’, such as graves, shipwrecks and special places, but also ‘intangible’, namely habits and customs that can be damaged through uncontrolled access by tourists. These points came up prominently especially in the Kunene and Karas Regions. It was highlighted that, while the coastal areas are rich in biodiversity, they are also rich in cultural heritage but that the latter is often ignored.

17. Geographic reach of the Policy (must cover land and sea)

In all of the meetings, people strongly felt that the Coastal Policy should cover both the land and sea, taking into account the islands along the Namibian coast, considering that they are inextricably linked in terms of resources and impacts.

B.2.4 Presentation and explanation of the Vision

B.2.4.1 Development of the vision

In all the visioning workshops participants identified key issues, problems and concerns along the coastal areas. Participants were asked to express their views on what kind of coast they want to see, and what kind of resource uses they want to see there. The discussions were steered towards finding agreement on how Namibians see their coast and want its values and uses to evolve over the medium-term to long-term. The process was designed to foster a sense of collective involvement, ownership and engagement and guide the mainstreaming of coastal biodiversity efforts at regional and local levels. Each meeting came up with a draft Vision. Subsequent meetings identified further key tenets of what should be in the Vision. The different versions were moulded into a complete Vision that became the Draft National Vision. The Draft National Vision was presented during the second round of workshops, with minor adjustments. The inputs from the various workshops were aggregated to form the National Vision which was presented in the Draft Green Paper feedback meetings.

B.2.4.2 The National Coastal Vision for Namibia

The articulated vision recognises that the coast is a significant area with high ecological, social and economic functions and features which contribute to economic growth and an improved quality of life when managed sustainably. The National Coastal Vision for Namibia reads as follows:

“ We, the Namibian people want our coastal areas used in a wise manner, so that social, cultural, environmental and economic concerns are carefully balanced with the overall aim of sustainability in mind, and conservation and economic progress going hand in hand in an integrated manner. All our resources should be developed to their full, including our natural and human resources, with fair and transparent access to opportunities for all, now and into the future. ”



Top to bottom: 1. The Nara! Melon is endemic to the Namib and used by the Topnaar communities (© N. Cadot) / 2. Guided quadbiking tours are popular among some tourists (© Desert Explorers) / 3. Diamond mining around Oranjemund in the Karas region (© JP. Roux)

Chapter 1: Using the Visioning process to develop Principles and Goals

This section draws from the reports provided in Section B and applies the findings to developing the foundation of the policy. It outlines the key principles and goals that will guide the development and implementation of the coastal policy for Namibia.

C.1.1 The National Vision for the Namibian Coast

As the guiding light for drafting the Coastal Policy for Namibia, the vision statement that emerged through the visioning process as National Coastal Vision must be analyzed carefully. The Vision provides strong guidance in terms of the future use of the coastal areas. The Vision can be unpacked to elucidate key principles and goals for tackling the large task of governing the country's extensive coastal area. The key words and phrases in the Vision are highlighted below.

“We, the Namibian people want our coastal areas used in a wise manner, so that social, cultural, environmental and economic concerns are carefully balanced with the overall aim of sustainability in mind, and conservation and economic progress going hand in hand in an integrated manner. All our resources should be developed to their full, including our natural and human resources, with fair and transparent access to opportunities for all, now and into the future”.

We notice that the key word ‘**wise**’ infers that our people want to utilise the coastal areas, but not use them up. From the key words ‘**carefully balanced**’ we notice that balance is highly desired in how we treat social, cultural, environmental and economic concerns in the development of our coastal areas. “**Sustainability**” is not just a good idea but in fact it is the overall aim of how we want to see our coast used. Here we must bear in mind that “sustainable development” is development that meets the needs of the present without compromising the ability of future generations to meet their own needs. In other words, we need to look after the coastal

zone so that it does not degrade. The reference to “**integrated manner**” means that management must be done in such a way that no component is treated on its own or in isolation in the way that it is managed but also in terms of how it relates to other management components. In other words, management of the coast must proceed in a holistic manner. The words “**natural and human**” indicate that both the natural environment and humans are important; in a holistic approach they will be viewed as being part of the same system. Finally, the words “**fair and transparent**” speak for themselves; they refer to the imperative for the coast

to be managed in a way that is equitable, fair and transparent, and participatory, including activities that relate to allocation or access to opportunities. Finally, **“now and into the future”** means that management must consider long-term implications and opportunities, and this applies not only to the present but also to decisions that are made in the present that cause something to happen in the future.

From the Vision emerges the set of principles listed below, and eight clear goals. It is these goals that the policy must aspire to pursue through a set of policy tenets proposed in the White Paper, in a manner that concurs with the principles set out below.

C.1.2 Namibian Coastal Policy Principles

Drawing on stakeholders’ inputs from the participatory workshops, the examination of the National Vision, the specialist studies, and from ‘best practice’ case studies in coastal management elsewhere in the world, the following seven key principles emerge and are suggested for guiding the development and implementation of a Coastal Policy for Namibia.

NAMIBIAN COASTAL POLICY PRINCIPLES	
1. Sustainable development of our National asset	Namibia’s coast must be recognised and governed as a national asset so that all Namibians have the right to access and benefit from the opportunities provided by our coastal resources in an equitable and sustainable manner. This means that coastal resources must be used equitably by the present generation in a manner that will not jeopardise the opportunities of the future generations to also use and enjoy them.
2. Integrated governance	An integrated, co-ordinated and informed governance approach to managing our coastal and ocean areas must be developed and implemented in a holistic manner that recognises the distinctive and indivisible nature of the coast as a dynamic and complex system, as well as recognising the interdependence among issues and sectors and between environment and development.
3. Co-operation, participation and accountability	Effective and efficient coastal governance will require the creation of meaningful partnerships between government, the private sector and civil society that will promote values of equity, participation, transparency and accountability and will empower stakeholders to participate effectively.
4. Economic and social development	Coastal economic and social development opportunities must be optimised to meet the broader needs of society and balanced to reduce conflicts over resources, to maintain the integrity of the natural ecosystem and to promote the health and wellbeing of all Namibians over the long term. Management and allocation of opportunities must also be fair and transparent.
5. Ecological integrity	The biological diversity, health and productivity of coastal ecosystems and the processes that sustain them must be protected, maintained and, where feasible, rehabilitated. To this end, the following priorities should apply: (i) protection of the living coastal and marine resources and their habitats, over the exploitation of non-living resources and, (ii) managing for non-exclusive or reversible uses of the resources, over exclusive, irreversible uses.



NAMIBIAN COASTAL POLICY PRINCIPLES CONTINUED

6. Pre-emption, risk aversion and precaution

Coastal management efforts must adopt a pre-emptive, risk-averse and precautionary approach in situations where there is uncertainty. Where there are threats of serious or irreversible damage, coastal management efforts must adopt prioritised alternative actions to avoid damage entirely or, when unavoidable, must adopt all reasonable mitigation measures.

7. Responsibility and duty of care

All people and organisations must act with due care to avoid negative impacts on the coastal environment and coastal resources and must be held responsible for the consequences of their actions should the actions result in negative impacts to our valuable coastal heritage.

C.1.3 The Goals of the Namibian Coastal Policy

The main goals of the Coastal Policy outlined below emerged from the visioning workshops and the specialist studies commissioned during the policy process. The following eight core goals support the principles above and are proposed to

guide efforts towards ensuring a healthy and productive coast for all Namibians. They are constructed as future statements of the achieved goal.

NAMIBIAN COASTAL POLICY GOALS

1. Sustainable Economic, Social and Cultural Opportunities

People and communities are enabled to provide for their social, economic, and cultural wellbeing through the use, development and protection of natural and physical resources and processes in the coastal environment, now and into the future.

2. Multiple Use, Planning and Zoning

The coastal areas are and will continue to be subject to multiple uses; however, development and utilisation are appropriately managed to ensure that they occur in geographic locations delimited through zoning and planning. All development and utilisation falls within the limits of the capacity for the land and resources to withstand its impact without suffering an unacceptable level of change or irreversible damage.

3. Protection of Ecological Integrity

The natural character of the coastal environment is preserved, through the protection, maintenance or restoration of natural and physical landscapes, features, processes and biological diversity.

NAMIBIAN COASTAL POLICY GOALS CONTINUED

<p>4. Access to the Coast</p>	<p>The value of the coast as public open space is recognised, and its cultural and recreational values are protected. Public access to and along the coastal, near-shore marine area and coastal wetlands is maintained and enhanced as long as it does not compromise the ecological integrity of the coastal areas. Designation of restricted access areas is undertaken through a participatory and equitable process.</p>
<p>5. Sustainable Options for using Scarce Resources</p>	<p>Scarce resources in the coastal environment, such as water and energy, are used sparingly, and in ways that will not exhaust them. The development of innovative and sustainable alternatives, such as new ways of conserving or obtaining such resources, is promoted.</p>
<p>6. Adaptation, Risk Aversion and Precaution</p>	<p>The increasing risk of coastal hazards is recognised and managed to pre-empt disaster and prioritise precaution through appropriate planning, relocating development away from high risk areas, protecting or restoring natural coastal defences, discouraging recourse to hard or heavily engineered protection structures, and adaptation through innovation.</p>
<p>7. Co-operative Governance, Transparency and Simplicity</p>	<p>Partnerships between government, the private sector and civil society are effective in ensuring co-responsibility and accountability for coastal management, and in empowering stakeholders to participate effectively in management of their resources. Decisions on rights allocation and access are fair and transparent.</p>
<p>8. Education and Capacity Building</p>	<p>Development and strengthening of capacity for informed decision-making by all stakeholders is prioritised. Research and education needs for improving coastal management are identified and addressed in a systematic and holistic way.</p>



Above: Coastal development of holiday homes and resorts south of Long Beach in the Erongo region (© N. Cadot)



Chapter 2: Legal and Institutional Options for Ensuring Integrated Coastal Zone Management

This chapter explores several possible institutional and legal arrangements for implementing the Coastal Policy. Four key options are presented in section C.2.2 and summarised in Table 6. Consideration of additional options or variations combining elements from the different options presented might be needed, depending on feedback on the draft Green Paper. The reader is requested to consider the practical implications of these arrangements and what might work best in each region as well as nationally.

C.2.1 Governance Considerations

C.2.1.1 Introduction

The information presented thus far, including the results of specialist studies, input through the visioning workshops and from what is generally known to be happening in the coastal areas, clearly point to the need for establishing effective management of the Namibian coastal areas. The question arises, how this can be accomplished? Decisions have to be made about the organisation of appropriate institutional arrangements and the associated enabling legal tools and financing for the implementation of the Coastal Policy. To make such strategic decisions, clarification is needed on the coastal governance mandates and responsibilities of different sectors and spheres of Government, (national, regional and local) and the degree of devolution of powers and functions.

Currently the responsibility for governance in Namibia's coastal areas is spread among several ministries and directorates (see Appendix). While no single ministry is currently responsible for planning or co-ordinating coastal management, a number of ministries (such as the Ministry of Environment and Tourism, Ministry of Fisheries and Marine Resources etcetera) have specific sectoral interests in the coastal region. Also, since coastal management encompasses functions that involve national, regional and local responsibilities, devolution of powers and functions is a key issue.

Namibia's legislative framework has its roots in three main sources:

- i) legislation enacted by the South African Parliament during the South African occupation of the then South West Africa (these Acts will remain in force until they are repealed or amended by new legislation or are declared unconstitutional by a competent court);
- ii) legislation enacted by the South West African legislature; and
- iii) Namibian legislation that has been passed since independence in 1990.

From the perspective of ICZM, Namibia's legislation has significant gaps and is inadequate for the effective implementation of the Coastal Policy. The following section outlines some of the key challenges and opportunities identified for the strengthening of the governance framework for our coastal areas and resources.

C.2.1.2 Coastal governance challenges and opportunities in Namibia

A number of issues concerning Namibia's current institutional mandates, policies and laws relating to the coast were identified from the specialist studies, an examination from the status quo, and from the input given during the visioning workshops. It is useful to identify opportunities within the emerging issues and challenges outlined, and then to consider what can be learned from lessons in coastal management elsewhere in the world, in order to choose the best options for ensuring effective integrated coastal zone management.

As in so many other countries, governance in Namibia is divided between different ministries that address concerns in a sector by sector approach; there are also three different tiers of government that have a bearing on coastal management. Such a governance situation makes integration difficult. Patterns of ownership, access to opportunities and large inequalities in the social structure all provide significant challenges for ensuring equitable and sustainable coastal development for Namibia.

The following challenges and opportunities for strengthening coastal governance in Namibia were identified in the specialist studies²³.

23 In particular, the specialist study undertaken by The Southern African Institute for Environmental Assessment entitled: Review of the existing institutional mandates, policies and laws relating to coastal management and proposals for change. May 2008



Above High dunes falling into the sea on the way to Sandwich Harbour (© N. Cadot)

C.2.1.2.1 Rights and duties with respect of the coast

The precise legal status of the seashore (that is, the area between the high-water and low water marks) needs to be more clearly defined in Namibia's legislation. Although section 100 of the Constitution suggests that the seashore is owned by the State, given the adoption of South Africa common law in Namibia, it is likely that a court would regard the seashore in Namibia as a public asset, with the state being vested as custodian (that is, as *res publicae*).

The rights of the public to access the seashore and coastal waters and to freely move along it need further specification in legislation. As it stands, the public appear to have a common law right to use and enjoy the seashore. These rights are, however, not clear in terms of the rights of the public to gain access to the seashore over public or private land situated inland of the high water mark or to move along the seashore inland of the high water mark.

The responsibilities of the state to conserve and protect the seashore and coastal waters on behalf of the inhabitants of Namibia need to be defined in legislation. Legislation is needed to enable any Namibian to institute legal proceedings to ensure that the seashore and coastal waters are protected and to prevent the on-going degradation of these areas.

Additional legislation is needed to enable the leasing of land or the granting of concessions to use land within the seashore or coastal waters, other than for the purposes of aquaculture or mining. Enabling legislation is needed for the appropriate zonation or demarcation of the coastal areas to protect environmental quality, maintain the natural character of the coast and promote sustain-

able coastal development. There is a need to establish a shoreline protection zone, set-back lines for buildings and infrastructure, and other measures to establish an effective buffer zone inland of the high-water mark, both for the purposes of restricting activities in order to ensure that the seashore can be properly managed and for the protection of human life and property. Existing public and private rights to own and build on land up to the high water mark should be restricted particularly in view of the increasing threats posed by climate change and the requirements of the United Nations Framework Convention on Climate Change (UNFCCC) to develop national response strategies.

C.2.1.2.2 Coastal planning

There is a need to establish or strengthen a body that has a legal mandate to develop coastal management plans that include coastal management objectives, priorities and principles to guide all decision-makers on issues affecting the coastal environment. Such a body will need to ensure that any coastal management plans be closely aligned with park management plans made under the auspices of MET and MFMR to create new MPAs on the Namibian islands.

Provisions of an ICZM programme should fall within the scope of the Town Planning Ordinance and adequate powers should be vested with the authority responsible for enforcing it. This would require strengthening of existing statutory spatial plans (namely town planning schemes established under the Town Planning Ordinance) to provide an appropriate legal basis for implementing and enforcing ICZM plans. To this end, provisions are needed to address:



Above: The steepest dune slopes are ideal for sand boarding (© Alter Action)



Section C: Foundation for the Coastal Policy

- a. Application of town planning schemes below the high water mark;
- b. Strengthening the mandate of municipal town planning schemes to restrict activities on state land;
- c. Budgeting for compensation resulting from restrictions imposed in town planning schemes to protect the coastal environment;
- d. Development of a mechanism to ensure consistency between plans developed by both local authorities and regional councils.

C.2.1.2.3 Protection of the coastal environment

There are significant gaps in the legal framework for the protection of the coastal environment that need to be addressed. In addition, existing legislation needs to be strengthened to ensure that appropriate penalties are given for contravention and to promote alternative compliance incentives.

Existing draft legislation should be finalised such as the draft Pollution Control and Waste Management Bill and the draft Parks and Wildlife Bill. Enactment of these laws and development of regulations for implementation of these and existing legislation such as the recently enacted Environmental Management Act (2007), will go a long way towards providing effective mechanisms to protect biodiversity and ecosystems, ensure the undertaking of EIAs, and prevent and manage pollution and waste. Additional legislation would, however, be needed to establish an appropriate legal basis specifically for ICZM.

Strengthening of government institutions that currently have responsibility for various aspects of coastal management is also needed to ensure implementation of existing safeguard instruments to prevent improper development and utilisation of the coastal resources.

Greater effort is needed to ensure the adequate and consistent application of sustainable development tools such as Strategic Environmental Assessment (SEA) and the project level Environmental Impact Assessments (EIA). Considerable scope exists for SEA along the coast to ensure appropriate use and management of these areas (for example, the development of the Walvis Bay – Swakopmund strip, aquaculture development in the Lüderitz and Walvis Bay areas, uranium prospecting and development in the central Na-

mib, and tourism development in the northern, central and southern Namib).

The development of meaningful partnerships with civil society for protection of the coastal environment would go a long way towards addressing the huge collective burden on the various line ministries and the inadequate capacity within government to meet its obligations.



Above: *The Southern Right Whale, an internationally protected species, is slowly returning to the Namibian coast (© JP. Roux)*

C.2.1.2.4 Mechanisms to promote integrated coastal zone management

The establishment of an effective ICZM programme and institutions with the necessary legal mandates and capacity to implement the programme would facilitate the fulfilment by Namibia of its obligations and aspirations as reflected in various treaties and non-binding international instruments.

From a legal perspective coastal management could be better integrated if a range of functions currently performed by different ministries were co-ordinated by a 'coastal agency'. The capacity of the various Regional Councils would require significant strengthening to successfully undertake ICZM. Development of an overarching national coastal strategy could facilitate the co-ordination of coastal governance activities of the national, regional and local government spheres.

In addition to the need for the development of legislation specifically to facilitate the implementation of ICZM, existing legislation needs to be revised to clarify mandates and ensure adequate consultation and co-ordination between and among different public authorities

with a view to ensuring effective ICZM on an on-going basis. This will require inclusion of provisions for legally prescribed procedures and institutional mandates specifically for coastal governance. Some existing legislation such as the National Heritage Act (2004) and the Aquaculture Act (2002) could also be used to implement some aspects of an ICZM regime.

Statutory incentives are needed to promote involvement of civil society and the private sector in the attainment of ICZM objectives. The enforcement of the Environmental Investment Fund of Namibia Act (13 of 2001) is one such mechanism that could serve to fund projects that are consistent with national or regional coastal management objectives.

C.2.1.3 Ensuring effective integration: Lessons from elsewhere

One of the most important lessons learned from the history of ICZM is that integration is both the foundation of the practice and at the same time, its largest challenge. Institutional integration, whether vertically or horizontally, usually requires for some form of power sharing. It also requires efficient co-ordination between often disparate government functions. Narrowly focused sectoral functions such as planning, permitting, budgeting, development, etcetera, must be co-ordinated and streamlined. Similarly, the different levels of government (local,

regional and national) which exercise the power of land use planning and regulation will need strong co-ordination to ensure integration between them for effective coastal zone management. Perhaps most significant of all, is the need for the allocation of adequate financial, technical and human resources over the long term to ensure a sustained effort towards improved coastal governance. Namibia will need to ensure that sufficient resources are made available to whichever body or mechanism is allocated the challenging task of managing the country's coastal resources.

In addition to the activities undertaken by the co-ordinating mechanism, an institutional home is needed for supervisory and support activities relating to coastal governance such as zonation of coastal areas, development of coastal management programmes, training and human resources development, oversight of EIA processes within the coastal zone, etcetera. This administrative role could be combined with the activities of the co-ordinating mechanism in a single organisational unit, or they could be assigned to a separate unit such as an existing agency or department that is already involved in such activities.

Several different models have been used thus far to establish co-ordinating mechanisms and coastal management administrative offices in other countries. Some of the most common approaches are described below²⁵.



Factors Contributing to the Success of ICZM

International experience highlights three key factors essential to enhancing the effectiveness of the ICZM process:

- The coastal management entity and process should be at a higher bureaucratic level than those of the sectoral agencies so that it has the necessary power to harmonise sectoral actions.
- Planning aspects of ICZM should be integrated into national development planning and all efforts should be adequately financed and separately staffed.
- Co-ordinating mechanisms are needed to ensure the efficient co-operation between the multiple organisations and agencies that are involved in ocean and coastal issues.

25 Cicin-Sain and Knecht, 1998. Integrated Coastal and Ocean Management: Concepts and Practices. Island Press: Washington D.C.



Characteristics of an Effective ICZM Co-ordinating Mechanism

The proper functioning of institutional or procedural co-ordinating mechanisms lies at the heart of any successful ICZM process. For such mechanisms to be effective, they should be:

- Authoritative - the mechanism must have appropriate legal/legislative authority;
- Able to affect the activities of all agencies and levels of government that have decision-making authority relevant to the coastal zone;
- Seen as a legitimate and appropriate part of the process; and
- Capable of making “informed” decisions – the mechanism must have access to appropriate scientific and technical capacity and data.

1. Establishment of an inter-ministerial coastal co-ordinating council or commission.

This option can be successful provided that enough political will can be generated to create, staff, and fund a new government entity of this kind. Once it is created, funding sources will need to be earmarked or identified to ensure the proper functioning of such a body, which can come for instance from the national treasury, from income from coastal industries such as levies or from penalties for transgression of coastal laws and regulations. This body could be mandated to act purely as a high-level co-ordinating mechanism or could be combined with an administrative entity or coastal management office as a single organisational coastal management unit.

2. Assignment of ICZM to an existing planning, budget, or co-ordination office.

This option yields positive results provided the designated office is established at a level above that of the line ministries or departments, ensuring adequate legal authority and appropriate legitimacy. Such a high-level office should however, also ensure that performance of coastal management functions is not hindered by core priority goals and activities of the planning, co-ordination or budget office (for example, development planning, monitoring or controlling the national budget).

3. Designation of an existing line ministry to act as lead ministry.

This option requires that the designated lead ministry is bestowed with sufficient authority to effect control over the activities of sister ministries with regard to ICZM planning and decision making, as well as funding to create, staff and fund a unit (for instance a directorate tasked with coastal management).

4. Creation of strategic alliances with a national lead agency.

This option requires that the designated lead ministry is bestowed with sufficient authority and capacity to ensure co-ordination and integration of coastal management functions and efficient implementation of policy mandates among a range of different line ministries. Strategic alliances are necessary not only between line ministries and other bodies, but can extend to the non-governmental and private sector as well.

Experience has also shown that strengthening of existing institutions wherever possible (and where they exist already) rather than developing new structures can be more effective²⁶. This is especially true of developing nations or countries in transition where strengthening capacity to adopt additional roles and responsibilities is more cost-effective than establishing new

26 DEAT 1998: Coastal Policy Green paper: Towards Sustainable Coastal Development in South Africa.

structures and only where absolutely necessary have additional structures and procedures been established. The inter-sectoral nature of coastal management means that improving co-ordination between actors, and fostering strategic alliances between relevant Government agencies, the private sector and civil society, is of central importance.

C. 2.1.4 Factors influencing the choice of Institutional and legal arrangements for Namibia

The following factors need to be considered when deliberating over the options for developing the institutional and legislative framework for implementing Namibia's Coastal Policy.

FRAMEWORK FOR IMPLEMENTING NAMIBIA'S COASTAL POLICY:

The Namibian coast is a remote and largely under-populated area, most of which is designated for conservation and mining and where large areas have long been inaccessible to the general public.

Use of the coastal areas and resources is in a state of change. Extractive industries, the primary economic drivers of the regions (such as mining) are slowly giving way to less consumptive uses such as tourism, recreation and conservation.

There is a trend towards integrated ocean governance which recognises both the differences and linkages between coastal and marine management and the need to manage them in an integrated and holistic manner.

There is a need for adaptive, ecosystem-based governance, to anticipate and respond to the changing context of the coast and emerging issues such as climate change.

There is an established national process towards decentralisation of powers and functions vested in various ministries to the regional councils and local authority levels, although it is happening at a slower pace than initially anticipated.

Capacity and resources for management are limited in all spheres of Government, and this is particularly true for remote rural areas.

There is a call by Namibian citizens for more participatory and incentive-based approaches to governance and a move away from the traditional top-down style of coastal management.

A multi-faceted, phased approach is needed for the implementation of the Coastal Policy.

Greater co-ordination and co-operation is needed among all spheres of Government (national, regional and local) involved in coastal governance, both vertically and horizontally.

There is a need to identify responsibilities and assign clear mandates and accountability to the various spheres of Government for integrated coastal zone management.



FRAMEWORK FOR IMPLEMENTING NAMIBIA'S COASTAL POLICY CONTINUED:

There is a need to strengthen existing institutions rather than to create new ones. However, whether an existing institution can in fact take on the task of coastal management needs to be assessed; to a large extent political decision-making will be required here.

Careful consideration should be given to the draft and pending legislative initiatives that are currently underway and which provide opportunities or challenges for implementing the Coastal Policy.

There is a need to consult and build strategic alliances with key organs of State which could facilitate implementation of the coastal policy or which have jurisdiction in the coast.

There is a need to acknowledge the varied conditions in different coastal areas that may require different management approaches and the fact that different functions may lend themselves to different institutional arrangements.

There is a need for effective and ongoing communication with all stakeholders; including local communities that may be difficult to reach but will likely increasingly depend on coastal resources for their livelihood.

There is a need for a 'one stop shop' so that reporting of problems can be quick and easy, and immediate actions can be taken, where responsibility will lie very clearly with this structure as opposed to being spread over various institutions and structures.



Above: *Greater Flamingos add colour and splendour to the coast at Walvis Bay (© D. Bachelet)*

C.2.2 Options for Institutional Arrangements

The following section provides an overview of the current institutional arrangements with respect to coastal management in Namibia to provide the reader with background to the current situation. The section goes on to outline four distinct institutional arrangements to stimulate discussion on strengthening the institutional framework for co-ordinated and integrated coastal governance in Namibia. Identification of the most appropriate configuration and sphere of Government within which decisions on coastal governance should be made is critical to the successful implementation of the coastal policy. The different institutional options outline: suggestions for the arrangement of a co-ordinating mechanism for the coastal policy implementation; additional options for all three spheres of Government (national, regional and local); and options for Government-civil society partnerships for local level management.

C.2.2.1 Current Institutional Responsibilities for Coastal Management in Namibia

Responsibility for coastal management in Namibia is currently spread among several Ministries and directorates and no single directorate is responsible for planning or co-ordinating coastal management (See Appendix). Diamond mining (including marine diamond mining) and commercial fishing are the two most important sectors of the Namibian economy. Consequently both the Ministry of Mines and Energy (MME), and the Ministry of Fisheries and Marine Resources (MFMR) play a prominent role in national affairs. The Ministry of Environment and Tourism (MET) has primary responsibility for terrestrial environmental conservation but has a limited role in the marine environment. MET is also responsible for leadership of Namibia's fast-growing tourism industry, much of which is taking place in the coastal areas. The MME, the MET and the Ministry of Agriculture, Water and Forestry (MAWF) share responsibility for regulating the environmental impacts of mining and petroleum exploration, and production activities, on the marine environment. The Department of Water Affairs (DWA) in MAWF is enabled by the current Water Act to control pollution of the land and marine environments from land-based sources²⁷.

When deciding on the best possible institutional arrangement for coastal management in Namibia, it is essential to consider



Above: Over the last 3 years numerous dead Leatherback Turtles have been washed up on the coast between Walvis Bay and Henties Bay without any clear explanation (© N. Cadot)

the ongoing process of decentralisation involving the delegation of necessary functions to the Regional Councils to deal with the implications of participatory democracy at regional level. The process of decentralisation underway in Namibia aims to transfer political, administrative, legislative, financial and planning authority from the centre to regional and local authority councils. It promotes participatory democracy and empowerment of the local population to participate in decisions that directly affect them. It also aims to improve public sector management to show clear linkages between taxes paid and the quality of services provided. The process has reportedly reached a point where six regional councils are found to be ready to receive decentralised functions while others were found to be at various levels of readiness.

C.2.2.2 Institutional Arrangement Options for Strengthening Coastal Governance in Namibia: Preliminary Suggestions

It is important to note here that the following four suggested options are simply a starting point for discussion and further debate. The options do not in any way represent final institutional arrangements for coastal management in Namibia. Alternative arrangements to those presented, or a combination of the various elements of these models may also be possible, and the reader is encouraged to provide alternative suggestions for further consideration. A high level political retreat will also be held to discuss the options, and inter-departmental workshops may be necessary to clarify certain aspects.

27 Southern African Institute for Environmental Assessment (SAIEA). Review of the existing institutional mandates, policies and laws relating to coastal management and proposals for change. May 2008



Option A - Namibian Coastal Co-ordinating Commission

This option involves the creation of a Coastal Co-ordinating Commission at the national level of Government to act as a co-ordinating mechanism for coastal management in Namibia. Names mean different things to different people. Until now such a body has been referred to as a “coastal co-ordinating commission”, “coastal management agency”, and a “coastal management authority”. For the sake of consistency we refer to it hereafter as the “Agency”. It should be pointed out right at outset that the establishment of an Agency does not diminish the need for the strengthening and formalising coastal management administrative structures, which is suggested for all spheres of Government. The following characteristics are suggested for such a body:

❖ The Agency would be established at a level above the Line Ministries. It must be firmly supported by the highest levels of government and would be chaired by an appointee of the president who is of a higher seat than the rest of the commission members.

❖ The Agency would have to have a clear and legally supported mandate and sufficient resources and capacity to do its job.

❖ The Agency should be comprised of appropriate administrative heads of relevant agencies. Representation from the regional and local levels provides a critical link to decision-making at the national level and local goals and objectives for coastal management. Representation by experts and non-governmental organisations is also necessary.

❖ Key functions of the Agency would be to promote the national vision, goals and objectives for coastal governance, to strengthen inter-agency and inter-sectoral collaboration, to reduce conflict and provide a forum for conflict resolution among sectors and coastal and ocean users.

❖ Additional administrative activities could also be undertaken if the body is mandated with an administrative and approval role such as zonation of the coastal zone, development of coastal management plans, monitoring the compliance of sectoral departments’ activities with the coastal policy, reviewing proposals affecting areas of strategic importance, and monitoring and evaluation of the progress of the policy implementation.

❖ Creation of this Agency could be achieved through promulgating a Coastal Management Act or by amending existing legislation to allow for coastal management provisions. Sub-structures of this Agency would be established in the regional and local Government spheres to ensure broad compliance with the Coastal Policy.

❖ The Agency could be established in a phased approach: Initially, the various ministries could, for instance collaborate in a formally constituted ‘Coastal Agency Forum’ – perhaps chaired by one of the Regional Governors. This interim measure could last a few years, during which time the structure, functions and enabling instruments of the Agency could be established.

❖ The Agency would do well to align itself with the proposed three-nation Benguela Current Commission (BCC). Co-ordination with this commission could raise the profile of coastal management within the realm of integrated ocean governance. Collaboration and pooling of efforts could also mitigate the current lack of resources and capacity for coastal management in all three nations and could reduce duplication of effort and mandates relating to coastal and ocean resource management.



Above: Coastal Policy Visioning workshops at Terrace Bay in the Kunene Region, held in November 2007 (© F. Odendaal)

1. At National level, the relevant government agency such as Ministry of Environment and Tourism (MET), the National Planning Commission (NPC) or the Ministry of Fisheries and Marine Resources (MFMR) could be strengthened to take on some of the administrative activities in association with the Agency. A distinct Directorate could be created within the relevant ministry or agency to take responsibility with the Agency for integrated coastal zone management. Key functions in the national sphere would include formulating policies and guidelines, setting norms and standards, ensuring inter-departmental co-ordination, protection of the coastal heritage and fulfilment of Namibia's international obligations with respect to the oceans and coasts.

2. At Regional level, the four coastal regions should each co-ordinate relevant activities within their area of jurisdiction, with technical services provided by the respective Line Ministries and contracted NGOs and consultants. However, every region must act in accordance with a National Coastal Management Strategy or Programme which is yet to be created. A dedicated coastal office or unit could also be created within the Regional Councils to integrate their environment and planning functions. Functions of the Regional Councils coastal office or unit could include: the preparation of coastal management plans, management of coastal development outside of the purview of the Local Authorities, review of environmental assessments of specified coastal development activities and of programmes and plans of sectoral departments, and development and implementation of coastal awareness programmes.

3. At Local level, to adopt more sustainable and appropriate town planning approaches that are consistent with the principles of ICZM. Structures responsible for coastal management activities could be established as a local coastal commission office, or existing local authority offices could be strengthened. These would vary according to the size, location and capacity of local authority structures. Meaningful formal partnerships should be established between government (the 'Agency') and all sectors of civil society (that is, private sector, resource users, recreational users, community groups and traditional leaders) to assist in overcoming capacity constraints. Formal partnerships can be developed with the conservancies to ensure equitable access to coastal resources and opportunities. There is much goodwill within the public to assist the authorities to conserve the coastline and significant opportunities exist for volunteerism such as the designation of 'Honorary Coastal Wardens'. Responsibilities could vary from assisting the authorities with monitoring, data collection, reporting of transgressions and conducting inspections to full responsibility under mandated guidelines.

The strengths and weaknesses of Option A - Namibian Coastal Co-ordinating Commission area analysed on the following page.



STRENGTHS	WEAKNESSES
<ol style="list-style-type: none"><li data-bbox="145 472 778 613">1. The body could significantly raise the profile of coastal governance and accentuate the importance of the coast if there is a designated co-ordinating authority at a high level of government<li data-bbox="145 658 778 837">2. Such significant display of political will for coastal governance could also serve to attract external financing for establishment of the body and for coastal management projects to facilitate implementation of the policy objectives<li data-bbox="145 882 778 1023">3. Such a configuration might avoid existing sectoral tensions and disagreements among line ministries, and the body could function as a platform for conflict management<li data-bbox="145 1068 778 1247">4. With close collaboration or dove-tailing with the Namibian office of the proposed Benguela Current Commission, the Coastal Management Agency could mitigate the current lack of capacity and resources for coastal governance<li data-bbox="145 1292 778 1431">5. Such a body could also facilitate the efficient and adequate co-ordination between coastal and marine governance towards a more holistic integrated ocean governance approach<li data-bbox="145 1476 778 1655">6. This role will be particularly important once the conservation areas are designated along the coast. The Agency can facilitate a holistic ecosystem approach that includes land-based protected areas, marine protected areas and the areas in between	<ol style="list-style-type: none"><li data-bbox="858 472 1465 575">1. A new government structure will be costly to establish and maintain and may require significant time to operationalise<li data-bbox="858 620 1465 723">2. Complete government and civil society buy-in would be necessary to ensure that this option is effective<li data-bbox="858 768 1465 835">3. The perception of reduced powers of existing authorities would need to be overcome<li data-bbox="858 880 1465 983">4. Establishment and operation of the Agency would require intensive capacity development and resource allocation on a sustainable basis

OPTION B: Assignment to an Existing Planning, Budget or Co-ordinating Office

This option would involve bestowing authority on an existing high-level office (for instance, the National Planning Commission, or the Ministry of Finance) to incorporate coastal management activities within their responsibilities. The following characteristics are suggested for such a body:

❖ This option operates in a similar way to Option A above, but would use an existing office as an institutional home for the co-ordinating mechanism rather than creating a new entity.

❖ The level of such an office would be above that of the line ministries or departments, ensuring adequate legal authority and appropriate legitimacy.

❖ Overarching functions of the office would include formulating policies and guidelines, setting norms and standards, ensuring inter-departmental co-ordination and inter-governmental integration, conflict resolution, and fulfilment of Namibia's international obligations with respect to the ocean and coasts.

❖ Allocation of authority for coastal governance could be achieved through promulgating a Coastal Management Act or by amending existing legislation to allow for coastal management provisions.

❖ Administrative responsibilities for coastal management could be undertaken by a lower-level line ministry office.

❖ Alliance could be established in the regional and local Government spheres and civil society to ensure broad compliance with the Coastal Policy.

1. At National level, certain government bodies such as the Ministry of Environment and Tourism (MET) or the Ministry of Fisheries and Marine Resources (MFMR) could be strengthened to take on some of the administrative activities in association with the high-level office. Once again, a targeted directorate could be created within the relevant ministry or agency to take responsibility for ICZM. Key functions at the national level would include administrative activities such as zonation of coastal areas, development of coastal management programmes, and protection of the coastal heritage, training and human resource development and oversight of EIA processes within the coastal zone.

2. At Regional level, alliance could be made with the four coastal regions, with each region co-ordinating activities within their area of jurisdiction. Technical services could still be provided by the respective line ministries and contracted NGOs and consultants; however, every region must act in accordance with a National Coastal Management Strategy or Programme to be developed

at the national level. A dedicated coastal management unit or working group could also be created within the Regional Councils to integrate their environment and planning functions. Functions of the Regional Councils' coastal offices or units could include: the preparation of regional coastal management plans, management of coastal development outside the sphere of influence of the local authorities, review of environmental assessments of specified coastal development activities and of programmes and plans of sectoral departments, and development and implementation of coastal awareness programmes.

3. At Local level, capacity should be strengthened within the relevant local authority offices to adopt more sustainable and appropriate town planning approaches that are consistent with the principles of ICZM. Structures responsible for coastal management activities could be established. These would vary according to the size, location and capacity of local authority structures. Provision could be made for range of civil society forums, working groups, or between the local authority and all sectors of civil society



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(that is, private sector, resource users, recreational users and traditional leaders), to assist in overcoming capacity constraints. The format of these local forums would depend on local circumstances and degree of national Government involvement at local levels. Formal partnerships can be developed with the conservancies to ensure equitable access to coastal resources and opportunities. The extensive goodwill within the public sphere to assist the authorities should be harnessed to conserve

and sustainably utilise the coastline. Once again responsibilities could vary from assisting the authorities with monitoring, data collection, reporting of transgressions and conducting inspections to full responsibility under mandated guidelines.

The strengths and weaknesses of Option B are analysed below.

STRENGTHS	WEAKNESSES
<ol style="list-style-type: none"> 1. Locating coastal management responsibilities at a government level that is higher than other line ministries might avoid existing sectoral tensions 2. A platform will be provided for conflict management and diffusing disagreements among line ministries 3. Such an office could also facilitate the efficient and adequate co-ordination between coastal and marine governance towards a more holistic integrated ocean governance approach. 4. Being placed in a finance office might result in recognition of the importance and benefits of sustainable coastal development 5. If the body is hosted in the National Planning Commission Secretariat (NPCS) it may help to ensure adequate provision for coastal management in RDPs, NDPs and other planning documents 	<ol style="list-style-type: none"> 1. Designating existing planning or finance offices with coastal management responsibilities might result in a lesser priority being given to the coastal management functions among the existing core office functions of planning and budgeting 2. Significant political will, capacity development and resource allocation will be required on a sustainable basis to ensure that coastal management functions are not overlooked 3. Much of the planning for management of the coastal areas is already completed and the core function of the office would therefore be co-ordination rather than planning, which may make the NPCS a less suitable host 4. Emphasis may be detracted from the coast itself; as such bodies would typically cover the entire country

OPTION C: Designation of an Existing Line Ministry to Act as Lead Ministry

Mandating an existing line ministry office (that is, Ministry of Environment and Tourism) to incorporate coastal governance co-ordination and administrative activities within their realm of responsibilities. The following characteristics are suggested for this institutional arrangement:

❖ This option would use an existing line ministry office as a lead for establishing an institutional home for coastal governance.

❖ The focus would be on enhancing existing capacity within the MET at the national level and either creating new structures at the regional level or strengthening existing structure. Particular attention would be given to improved co-ordination of coastal management activities.

❖ Once again emphasis would be on fostering partnerships between civil society and the Local Authorities.

❖ The lead ministry must be given sufficient authority to effect control over the activities of sister ministries with regard to ICZM planning and decision making.

❖ Overarching functions of the office would include those of the co-ordinating mechanism as well as administrative function.

❖ Designation of the authority for coastal governance could be ensured through promulgating a Coastal Management Act or by amending existing legislation to allow for coastal management provisions.

1. At National level, the relevant government agency such as Ministry of Environment and Tourism (MET) could be strengthened to take on both the co-ordination and administrative functions associated with coastal governance. The office would therefore be tasked with formulating policies and guidelines, setting norms and standards, ensuring inter-departmental co-ordination and inter-governmental integration, conflict resolution, and fulfilment of Namibia's international obligations with respect to the ocean and coasts as well as zonation of the coastal zone, development of coastal management plans, monitoring of compliance of sectoral departments' activities with the coastal policy, review of proposals affecting areas of strategic importance, and monitoring and evaluation of the progress of the policy implementation. The MET could facilitate national coastal management activities through a Coastal Management Committee (CMC) which would co-ordinate coastal management responsibilities among relevant line ministries (that is, and between national, regional and local spheres of government) to implement the policy.

2. At Regional level, the options are two-fold. The four coastal regional governments could be strengthened to co-ordinate activities within their area of jurisdiction, using regionally based line ministry officials. Alternatively a dedicated coastal management unit or working group could also be created within each Regional Council to integrate their environment and planning functions. These regional coastal units could be achieved through modification and strengthening of the former Integrated Coastal Zone Management Committee (ICZMC). Technical services could still be provided by the respective line ministries and contracted NGOs and consultants. Once again however, every coastal Regional Council must act in accordance with a National Coastal Management Strategy or Programme to be developed at the national level. Functions of the Regional Councils' coastal offices or units could include: the preparation of coastal management plans, management of coastal development outside of the purview of the local authorities, review of environmental assessments of specified coastal development activities and of programmes and plans of sectoral departments, and development and implementation of coastal awareness programmes.



3. At Local level, capacity should be strengthened within the relevant local authority offices to adopt more sustainable and appropriate town planning approaches that are consistent with the principles of ICZM. As in the first two options above, structures responsible for coastal management activities could be established which would vary according to the size, location and capacity of local authority structures. Provision could be made for a range of civil society forums, working groups, or between the local authority and all sectors of civil society (that is, private sector, resource users, recreational users, community groups and traditional leaders), to assist in overcoming capacity constraints. The format of these local forums

would depend on local circumstances and degree of national Government involvement at local levels. Formal partnerships can be developed with the conservancies to ensure equitable access to coastal resources and opportunities. The extensive goodwill within the public sphere to assist the authorities should be harnessed to conserve and sustainably utilise the coastline. Once again responsibilities could vary from assisting the authorities with monitoring, data collection, reporting of transgressions and conducting inspections to full responsibility under mandated guidelines.

STRENGTHS

1. The MET will have the largest presence of all sectoral ministries in the coastal region, at least in terms of surface area, considering the extent of protected areas that cover almost the entire coast, and will be the logical institutional home for coastal governance activities
2. As an existing body, MET could begin coastal management activities almost immediately using park management plans, resulting in relatively low start-up costs

WEAKNESSES

1. MET is not currently geographically well-represented in all of the coastal regions
2. There is a lack of confidence among other government agencies and stakeholders in the ability of MET to undertake the necessary complex and costly activities required of ICZM, and this perception will need to be rectified
3. There would also be a need to overcome existing negative perceptions about the ministry over apathy and lack of political will and capacity. Disputes would also have to be settled over existing mandates (that is, with respect to the maritime boundary of the coastal zone)
4. Co-ordination between other sectoral agencies and government spheres would require significant political will, capacity and resources
5. Some coastal areas fall outside of the park system, for example, towns, and many threats to the coastal zone have their origins outside the protected areas
6. The Ministry would require sufficient mandate to co-ordinate other ministries with an interest in the coastal zone, which may be difficult considering that each ministry is at the same level

OPTION D: Creation of Strategic Alliances with a National Lead Agency

This option involves fostering sufficient political will to ensure institutional co-ordination of coastal governance functions between the bodies and agencies which have an interest or responsibility in the coastal areas. The following characteristics are suggested for this institutional arrangement:

❖ This option seeks to achieve institutional co-ordination and, where possible, co-ordination and integration through fostering strategic alliances between the relevant line ministries rather than creating new institutions. Strategic alliances could be formed between the Ministry of Environment and Tourism as the lead agency and the Ministry of Fisheries and Marine Resources, Ministry of Works, Transport and Communications, Ministry of Mines and Energy, Ministry of Water Affairs, and the Ministry of Finance. Alliances could also be formed between relevant stakeholders at the regional and local level depending on the local context.

❖ The alliances could take the form of inter-departmental structures (committees or working groups) that are comprised of relevant specialists, authorities and civil society, allocated with specific tasks in relation to different aspects of coastal governance, that is: core technical administration and co-ordination, policy and legislation development, science, research and education. Issue-specific structures could be developed on an as-needed basis, drawing from relevant expertise to deal with issues such as climate change, mariculture, tourism and so on.

❖ The inter-departmental structures would provide assistance to regional coastal management authorities as well as local authorities and civil society stakeholders.

❖ New legislation could be enacted through a new Coastal Act, or inclusion of key principles into other relevant pending legislation. If new legislation is deemed unnecessary, mechanisms are needed for improved co-ordination across sectors and integration of the Coastal Policy into various governmental planning processes and development initiatives.

❖ It would make sense to expand the alliances to include civil society groups, businesses and other players, including individual members of the public.

1. At National level, the lead department, MET, could facilitate national coastal management activities through a Coastal Management Committee (CMC) which would co-ordinate relevant inter-departmental structures (committees or working groups) in carrying out their coastal management responsibilities, such as: formulating policy, developing guidelines (including guidelines for monitoring and evaluation), setting standards, norms and coastal performance indicators, commissioning relevant research and developing and maintaining national information systems relevant to the coast. While the CMC would be responsible for developing a national coastal management strategy, and would take

responsibility for international obligations, the inter-departmental structures would provide assistance to Regional Councils or coastal working groups.

2. At Regional level, strategic alliances would be built between the national inter-departmental structures (committees or working groups) and relevant bodies in the four coastal regions. These could be the relevant sectoral environmental or planning departments at the regional level, or a dedicated coastal management unit or working group created within each Regional Council. As in the previous options, these Regional Coastal Units



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could be achieved through modification and strengthening of the former Integrated Coastal Zone Management Committee (ICZMC). Regional coastal authorities would act in accordance with a National Coastal Management Strategy or Programme and Regional coastal management plans or guidelines could be prepared on the basis of national policies and guidelines and could dovetail with guidelines and plans developed at the local authority level. Procedures would be established for the co-ordination of coastal matters and for conflict resolution.

3. At Local level, the options would be similar to those outlined in Options A, B and C above. Capacity should be strengthened within the relevant local authority offices to adopt more sustainable and appropriate town planning approaches that are consistent with the principles of ICZM. Structures responsible for coastal management activities could be established depending on the local authority structures and

capacity. Provision could be made for a range of civil society forums, working groups, or between the local authority and all sectors of civil society (that is, private sector, resource users, recreational users, community groups and traditional leaders), to assist in overcoming capacity constraints. Partnerships could be developed with civil society to assist the authorities to conserve and sustainably utilise the coastline. Formal partnerships can be developed with the conservancies to ensure equitable access to coastal resources and opportunities. Responsibilities could vary from assisting the authorities with monitoring, data collection, reporting of transgressions and conducting inspections to full responsibility under mandated guidelines.

The strengths and weaknesses of Option D are analysed in the table below.

STRENGTHS	WEAKNESSES
<ol style="list-style-type: none"> 1. Sharing mandates for coastal governance among ministries could mitigate issues of understaffing and lack of capacity and resources 2. MET will have the largest presence of all sectoral ministries in the coastal region considering the extent of the protected areas and will be the logical institutional home for coastal governance activities. Hence, while multiple alliances will be necessary, the challenges associated with of multiple alliances are alleviated by the presence of a single major body playing a major role 3. As an existing body, MET could begin coastal management activities almost immediately resulting in relatively low start-up costs 	<ol style="list-style-type: none"> 1. Significant political will, capacity and resources among all stakeholders would be needed to ensure efficient co-ordination between other sectoral agencies and government spheres 2. Alliances could become overwhelmingly complicated, and planning, establishing and maintaining them could be challenging and costly (especially those that cannot be legislated for, such as volunteering groups, etcetera) 3. Failure could be too easily blamed on alliances not working properly while in fact accountability by a single agency or ministry may have lapsed

C.2.2.3 Choosing an Option

Each of the four options have both strengths and shortcomings as listed above, and summarised in Table 6. Communication of the options to the public and other stakeholders, including government departments, revealed strong opinions on the

desirability of the different options and their perceived chances of bringing about effective coastal zone management. Option A and Option C emerged as well supported options early in the process, already during the first and second rounds of visioning workshops, whilst elements of Option B and Option D were also raised as having benefits.

	OPTION A	OPTION B	OPTION C	OPTION D
Lead national government agency	Establishment of a new Coastal Management Agency (CMA)	National Planning Commission, Ministry of Finance	Ministry of Environment and Tourism. Establishment of a Coastal Management Committee (CMC)	Ministry of Environment and Tourism, through a CMC in alliance with other relevant ministries
Requirements for success	Sufficient political will to create, staff and fund a new government entity	Level must be above that of the line ministries or departments ensuring adequate legal authority and appropriate legitimacy	Lead ministry must be given sufficient authority to effect control over the activities of others for ICZM decision making	Sufficient political will to ensure co-ordination of functions and efficient implementation of policy mandates
National government functions	Oversee implementation of national Coastal Policy, development of standards and regulations. Develop and implement a national coastal strategy or programme Ensure that all national departments comply with Coastal Policy Manage and regulate coastal management activities	Oversee implementation of national Coastal Policy, development of standards and regulations. Develop and implement a national coastal strategy or programme Ensure that all national departments comply with Coastal Policy Manage and regulate coastal management activities	MET to co-ordinate and facilitate national coastal management activities through the CMC which would provide national Coastal Policy, standards and regulations. Develop and implement a national coastal strategy or programme	Provide national Coastal Policy, standards, regulations. Develop and implement a national coastal strategy or programme. MET to co-ordinate national coastal management activities through CMC and/or in partnership with lead agencies



Section C: Foundation for the Coastal Policy

	OPTION A	OPTION B	OPTION C	OPTION D
Institutional arrangement at Regional government level	Creation of Regional Coastal Commission Offices and strengthen existing structures such as the Integrated Coastal Zone Management Committee (ICZMC)	Alliance within regional offices Create regional coastal working groups / units to link with regional offices	Identify and strengthen regional departments Create regional coastal units to link with regional offices through strengthening the ICZMC	Identify and strengthen regional departments Create regional coastal units to link with regional offices through strengthening the ICZMC
Institutional arrangement at Local government level	Create Local Coastal Commission Offices. Make provision for a range of local forums, working groups, or public-private partnerships, depending on local circumstances	Make provision for a range of local forums, working groups, or public-private partnerships, depending on local circumstances	Make provision for a range of local forums, working groups, or public-private partnerships, depending on local circumstances	Make provision for a range of local forums, working groups, or public-private partnerships, depending on local circumstances

During the Draft Green Paper feedback workshops the following points were emphasised in the consideration of the Institutional Options:

1. Costs should not be an overriding concern considering the billions of dollars that are generated in the coastal areas, and the losses that will result from poor management in the future;
2. Considerable costs will be involved, whether through establishing an agency or creating a new directorate or sub-directorate in MET. In both cases there will be set up costs, capacity building costs and maintenance costs;
3. Responsibilities should not be spread over too many parties, diluted through complicated alliances or by giving them to bodies that already have other responsibilities that may extend beyond the coastal zone. These considerations being the strong disadvantages associated with Option B and Option D;
4. Multiple alliances and 'management partnerships' will need to be established anyway, regardless of which option is decided on; and
5. Capacity building of all parties that may be involved in coastal management, from government entities at all tiers and levels to civil society entities, should receive the highest priority level and should begin immediately, starting now.

Two options were by far the most popular, namely Option A, which is the creation of a "coastal management agency" and Option C, namely using MET as the ministry in which to position a coastal management directorate or sub-directorate. After much debate Option A emerged as the most popular amongst workshop participants, in terms of standing the best chance of bringing about effective coastal zone management.

Option A would represent a new start that would elevate coastal management to the level of importance that is necessary, yet it does not preclude an active or important role for any other party, or components of the other options.

C.2.3 Incentives – Identifying Opportunities for Sectoral Integration and Coastal Policy Implementation

As discussed in previous sections, finalisation and ongoing implementation of the coastal policy will require significant effort, resources and capacity by all stakeholders. It may not be necessary or possible to embark on a comprehensive 'rolling out' of the policy from the very beginning, as this would require full integration among sectoral agencies; rather, a phased approach may be preferable and more practical. This could begin with institutional establishment or strengthening at the different government levels depending on the institutional arrangement option chosen. It may also involve targeting coastal and ocean areas which are in need of better integrated management or which have already embarked on efforts towards ICZM and have a basis on which to build in a systematic way. Such factors can be built into an implementation plan at the White Paper stage.

It is however, useful at the initial stage of embarking on policy formulation and implementation, to try to identify innovative options for encouraging interagency and inter-governmental co-operation and co-ordination (horizontal and vertical integration), as well as harmonisation of policies and legislation and roles and responsibilities for ICZM. Lessons from elsewhere have proved that provision of such incentives go a long way to establishing political will and ensuring comprehensive buy-in for the process on an ongoing basis. Such incentives could include either one or a combination of the following²⁸.

- Financial or service provision incentives – Funding of provision of services or assistance for coastal management are tied to inter-agency co-operation. For instance, development of coastal management plans at the local level could result in funding and assistance for implementation once the plan is approved by the national level.
- Perception of a shared problem – If an issue is viewed as a joint problem or has a solution that requires co-operation from a number of agencies or stakeholders, the policy would be easier to implement.

- Legal mandate – If it is believed that responsibility for coastal management tasks are clearly legally mandated to specific agencies or offices, the policy will be easier to implement. This is a distinct opportunity in light of the decentralisation process for Namibia, which mandates lower-level government offices with specific functions.
- Shared professional values - Co-operative action is easier to effect on specific issues if the issue is seen as a professional or technical problem or solution rather than as a function of the mission or mandate of specific agencies.
- Political advantage – Co-operation is greatly improved if there is an active political champion, that is, if the political leaders that are guiding the relevant agencies state their concerns and political will for coastal management; co-operation among agencies is thereby stimulated.
- Desire to reduce critical uncertainties – Joint efforts among agencies often help to reduce uncertainties relating to specific problems or issues.
- Availability of forums for co-operation – Co-ordination can be greatly improved if there are regular opportunities for discussion, information sharing and co-operation on a non-confrontational and neutral basis, that is, through regular meetings of coastal management co-ordination committees by representatives from different agencies.

A number of these incentives may be appropriate for the Namibian context and could contribute towards the implementation of other national initiatives and processes (such as the ongoing decentralisation process).



Above: Coastal town of Henties Bay in the Erongo region (© G. Reitz)

²⁸ Cicin-Sain and Knecht, 1998. Integrated Coastal and Ocean Management: Concepts and Practices. Island Press: Washington D.C

Chapter 3: Synergy and Harmonisation with Existing Policies and Legislation

There is ample evidence, in the Namibian Constitution, policies, long term developmental plans and visions, that Namibia is concerned about the protection of the marine environment and possible impacts of economic activities in coastal areas like tourism, mining, dredging and offshore petroleum exploration on the marine environment. However, the existing legal framework has significant gaps from the perspective of ICZM and does not provide an adequate basis for the effective implementation of ICZM. There is no specific legislation that directly deals with the preservation of the coastal environment²⁹. Several provisions on coastal zone management are contained in sectoral legislations such as mining and petroleum, fisheries and tourism. However, these are not offering sufficient practical protection to the marine environment and there are significant gaps that need to be bridged for effective implementation.

To effectively implement integrated coastal zone management, there is a need to enhance and harmonise existing resources based legislation, such as the Marine Resources Act (27 of 2000), the Water Resource Management Act (2004), the Environmental Investment Fund of Namibia Act (2001), the Environmental Assessment Policy (2001), and the Environmental Management Act (2007), with coastal management needs. To prohibit activities that are particularly harmful to the coast, the Environmental Assessment Policy should be effectively applied on projects that may have significant adverse impacts on the coast. The Environmental Management Act, for instance, does not focus primarily on coastal management but it is clear that it will have important implications for coastal management in the long run. The draft Pollution Control and Waste Management Bill, the draft Parks and Wildlife Bill (2002), and the Environmental Education Policy (2002) should also be enacted to bridge the existing gaps in legislations pertaining to coastal management.

Equally important in terms of harmonising legislation is human development based legislation. It is no doubt that the fishing sector



Above: *The Namibian coast is not severely affected by coastal pollution... except for litter after the holiday season, in particular after a festive New Year's Eve (© N. Cadot)*

plays a central role in Namibia's economy and livelihoods; hence the need to enhance and enforce the Aquaculture Policy as a strategic legislation to improve food security in the coastal areas. The objective of the aquaculture policy is "the responsible and sustainable development of aquaculture to achieve socio-economic benefits for all Namibians and to secure environmental sustainability". The national aquaculture policy of Namibia make a distinction between freshwater aquaculture, which is seen as a potential source of food security, and marine aquaculture (mariculture) which is capital and technology intensive, and is seen as a potential source of high value fishery products for export.

This distinction is reflected in the existing and proposed public sector support measures for aquaculture, which in freshwater environments are largely targeted at rural communities, and in coastal areas aimed at facilitating access to industry and capital investment³⁰. This policy should be harmonised with other legislation, such as the rural development policy, through the inclusion of a clause on livelihoods improvements to achieve maximum benefits.

29 The Southern African Institute for Environmental Assessment (SAIEA): Issues and Options for Institutional Mandates, Policies and Laws Relating to Coastal Management. (2007)

30 The Benguela Current Large Marine Ecosystem (BCLME): A review of aquaculture policy and Institutional Capacity in the BCLME region with recommended regional policy options (2006)

31 A strategic document that sets out the most important areas that need to be developed to place Namibia on a sustainable development path

Namibia is also a signatory to a significant number of international legal frameworks that address environmental management. International and regional agreements concerning the protection of the environment, including oceans, set minimum standards to be adhered to by countries which are party to them. These agreements to some extent guide international best practice. The adoption of Agenda 21 in 1992 had significant impacts on the development of environmental legislation in Namibia. Namibia's response to the United Nations Conference on Environment (UNCED) was the Green Plan, which was drafted by the Ministry of Environment and Tourism (MET) in 1992. The Green Plan notes the need for new comprehensive legislation to address effluent treatment and disposal methods and standards. Following on from the Green Plan and largely in response to Agenda 21, MET formulated Namibia's 12 Point Plan for Integrated and Sustainable Environmental Management³¹.

Namibia is party to the Convention of the International Maritime Organisation, Convention on the Territorial Sea and the Contiguous Zone, International Convention for the Prevention of Pollution from Ships (MARPOL 73/78), Convention for the prevention of Marine Pollution from land-based sources, United Nations Convention on the Law of the Sea, the FAO Code of Conduct for Responsible Fisheries, Agenda 21 and the Rio declaration on Environment and Development, Convention for the Co-operation in the Protection and Development of the Marine and Coastal Environment of the West and Central African Region and Protocol, The Basel Convention and the Protocol on Shared Watercourse System in the SADC Region.

With all the sectoral legislations in place, the Namibian Coastal White Paper Policy will seek to integrate and harmonise different legislation for effective planning and implementation in coastal areas, taking into account both the ecological factors and human development needs. In particular, Namibia's policies on corrective action for past inequalities in terms of opportunities for Historically Disadvantaged Individuals speak strongly to the needs identified during the visioning workshops in terms of enhancing access to economic opportunities. Such policies include the Black Economic Empowerment Policy (BEE, 2006), that aims to address the issues of redistribution of the country's wealth among previously disadvantaged Namibians. The policy promotes capacity development and aims to change the ownership patterns, the economic structure and social classes in Namibia. Such matters also ought to be harmonised in specific ways in the Coastal White Paper.



Above: *The Halifax Island Penguin colony in the 1930s (© Lüderitz Museum)*
Halifax Island in 2004: after scraping off the guano layer for selling, the Penguin colony virtually disappeared (© J. Kemper).



Above: *Mariculture farms in Lüderitz Bay (© R. Braby)*



Chapter 4: Outline for a Coastal Policy White Paper

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Chapter 5: The Process Ahead

5.1 From Green Paper to Policy to Law

The Green Paper invites debate and comment that will be incorporated in a Draft White Paper, which itself will be made available for final comment before it goes to Parliament to be promulgated as the Coastal Policy for Namibia. The White Paper is itself a government position paper, and once it has been endorsed, it will function as the Coastal Policy for Namibia and be known as such. This “White Paper Coastal Policy” will then form the basis on which Government can legislate in the pursuit of the Vision that guides the policy.

It is anticipated that the policy (or White Paper) will lead to an Act

that will provide the framework for equitable and sustainable development along the coast.

5.2 Commenting on the Green Paper

The purpose of this Green Paper is to stimulate discussion and debate about the most appropriate approach for managing our coast. Your feedback is essential to the further development of the policy. In particular, feedback is needed on how these proposals address your particular circumstances and responsibilities. The following key questions are posed to guide your feedback on the document:

KEY QUESTIONS TO GUIDE FEEDBACK ON THE GREEN PAPER

Is the proposed human-centred policy approach, based on participation, informed decision-making and adaptive coastal management appropriate?

Is the proposed focus on sustainable coastal development, integrated ocean governance and an ecosystem approach realistic for the Namibian context?

Do the proposed vision, principles, goals and objectives provide appropriate direction for developing and implementing a new Coastal Policy?

How can capacity for coastal governance best be developed and allocated for efficient and sustainable policy implementation?

Is the proposed definition of the coastal zone an appropriate one?

Which option or combination of institutional arrangements (see options A, B C and D) is likely to be most appropriate, realistic and effective?

Should new coastal legislation be put in place to implement the policy, or should an attempt be made to modify existing or proposed policy and legislation?



KEY QUESTIONS TO GUIDE FEEDBACK ON THE GREEN PAPER CONTINUED

How can partnerships between government and civil society and meaningful public participation in coastal governance be promoted through the policy?

What is the most feasible and appropriate approach to funding coastal governance in Namibia? Is funding more likely to be allocated on a sustainable basis from the budgets of the different spheres of government (local, provincial and national government budgets), fees and levies, assistance from the private sector and/or donor support?

What mechanisms should be put in place for monitoring, evaluation, review and readjustment of the Coastal Policy and its implementation?

Are there additional priority issues that the new Coastal Policy should address?



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Acronyms

BCC	Benguela Current Commission	MLR	Ministry of Lands and Resettlement
BCLME	Benguela Current Large Marine Ecosystem	MME	Ministry of Mines and Energy
CBD	Convention on Biological Diversity	MoU	Memorandum of Understanding
CBO	Community Based Organisation	MRA	Marine Resources Act
CMC	Coastal Management Committee	MRLGHRD	Ministry of Regional, Local Government, Housing and Rural Development
CMC	Contingency Management Committee	MWTC	Ministry of Works, Transport and Communications
CS	Continental Shelf	NACOMA	Namibian Coast Conservation and Management project
DEA	Directorate of Environmental Affairs	NACOPD	Namibia's Programme to Combat Desertification
DEAT	Department of Environmental Affairs and Tourism (South Africa)	NACOWP	Namibian Coastal White Paper
DLIST	Distance Learning and Information Sharing Tool	NAMDEB	Namibia and De Beers Diamond Corporation (Pty) Ltd
DMA	Directorate of Maritime Affairs	NAMPAB	Namibia Planning Advisory Board
DWA	Department of Water Affairs	NBSAP	Namibia's Biodiversity Strategy and Action Plan
EEZ	Exclusive Economic Zone	NDP	National Development Plan
EIA	Environmental Impact Assessment	NGO	Non-Governmental Organisation
EMP	Environmental Management Plan	NHA	National Heritage Act
EPZ	Export Processing Zone	NPC	National Planning Commission
GDP	Growth Domestic Product	PLWG	Policy and Legal Working Group
GEF	Global Environmental Facility	Ramsar site	A "wetland of international importance" as designated under the Ramsar Convention on Wetlands
GRN	Government of the Republic of Namibia (sometimes referred to as "the Government of Namibia", or "Government" in the main text)	RDP	Regional Development Plan
HDI	Human Development Index	SADC	Southern African Development Community
ICAM	Integrated Coastal Areas Management	SAIEA	Southern African Institute for Environmental Assessment
ICZM	Integrated Coastal Zone Management	SEA	Strategic Environmental Assessment
MAWF	Ministry of Agriculture, Water and Forestry	TFCA	Transfrontier Conservation Area
MDG	Millennium Development Goals	UNCED	United Nations Conference on Environment
MET	Ministry of Environment and Tourism	WB	World Bank
MFMR	Ministry of Fisheries and Marine Resources		



Aesthetic value: Popularly used to refer to the visual quality that people award to a place or object, usually art or designed objects but also applicable to landscape.

Benguela system: The fast, cold oceanic current that forms part of the South Atlantic gyre and flows north along the west coast of southern Africa, flanking the west coast of South Africa, Namibia and Angola .

Bill: A new law put before a legislature but not yet promulgated as an Act.

Coastal biome: A major regional ecological community characterised by distinctive life forms and principal plant or animal species associated with the coast or subject to coastal influences.

Coastline / Seashore/ Shoreline: The place where land and sea meet (see also “shore” below).

Decommissioning: The formal process of closing down a process-orientated activity.

Ecotourism: A form of tourism that enables visitors to enjoy the ecological and cultural attractions of an unspoiled environment in a sustainable manner.

Environmental Impact Assessment / EIA: Estimation of the impacts that a proposed activity will have on the environment, most commonly measured in terms of the bio-physical environment but more comprehensive application includes the social and economic environment.

Ephemeral: Lasting only for a short time.

Global climate change: Changes in the earth's atmosphere, noticeable through more frequent and intense weather events such as storms and cyclones and, less noticeably, gradual changes in temperature of the air and sea, causing the ice caps to melt, sea level to rise, and dry regions to become deserts.

Harmonisation: The process by which different parties adopt the same principles.

Holistic: Emphasising the integration and functional relation of parts.

Integrated: Diverse elements linked or united and working together for the purpose of a common objective.

Intertidal: The part of the coast that is covered by the sea at high tide and exposed to the air at low tide.

Policy: A government plan, position or course of action that encompasses a set of decisions that are intended to influence and determine planning, decisions and actions relating to a specific aspect of governance.

Strategic Environmental Assessment / SEA: An estimation of the impacts that a proposed policy, programme or plan will have on the bio-physical environment, social and economic environment.

Subtidal: The part of the sea and sea bed that is just beyond the lowest tide mark, that is never exposed to the air.

Sustainable development: Development that meets the needs of the present without compromising the ability of future generations to meet their own needs.

Synergy: Working together to bring about a change that is greater than what would be achieved through equivalent individual effort

Topography: The 'lie of the land', the undulations of the surface of the earth.

Upwelling: Wind-induced circulation of ocean waters that brings nutrient-rich water from the ocean depths to replace shallow waters at the coast, usually only occurring on the western edge of a continent.



Institutional responsibility relating to or impacting on coastal management

Institution	Responsibility in the management of the coast	Issue of concern ³²
<p>Ministry of Environment and Tourism (MET)</p> <p>Mission:</p> <ol style="list-style-type: none"> 1. To maintain and rehabilitate essential ecological processes and life-support systems, 2. To conserve biological diversity, and 3. To ensure that the utilisation of natural resources is sustainable for the benefit of all Namibians, both present and future, as well as the international community, as provided for in the Constitution. 	<p>Directorate of Parks and Wildlife Management:</p> <ul style="list-style-type: none"> • Manage national parks and other declared conservation areas; • Administer Namibia’s environmental permitting system; and • Monitors and enforces compliance with laws, regulations and permits. 	<ul style="list-style-type: none"> • More environmental awareness needed. • Inadequate legislation. • Need stronger capacity to enforce legislation. • Jurisdictional overlaps between MET and MFMR (intertidal zone) and between MET, Local Authority and MWTC (WB enclave area). • Escalating habitat destruction from prospecting and mining. • Sensitive and ecologically important areas inadequately protected. • More capacity building needed to guide tourism development. • Inadequate allocations for regional budgets.
	<p>Directorate of Scientific Services:</p> <ul style="list-style-type: none"> • Assess and monitor the state and distribution of wildlife resources in Namibia. 	
	<p>Directorate of Environmental Affairs:</p> <ul style="list-style-type: none"> • Develop environmental policy and regulations; • Plan and co-ordinate natural resource management, waste management and pollution control, including all matters pertaining to implementation of international environmental conventions in Namibia; and • Co-ordinate the EIA process among relevant line ministries. 	
	<p>Directorate of Tourism:</p> <ul style="list-style-type: none"> • Develop Tourism policy and regulation; • Plan, and manage tourism activities; and • Oversee two parastatals: i) Namibia Tourism Board; and ii) Namibia Wildlife Resorts. 	

³² Issues of concern were gathered from a wide variety of sources. Although some may appear negative in tone, they should be viewed positively as challenges that can be met, inter alia through better coordination, gradually implemented legal and institutional review, capacity building and the support of all sectors of society

Institution	Responsibility in the management of the coast	Issue of concern ³²
<p>Ministry of Fisheries and Marine Resources (MFMR)</p> <p>Mission:</p> <ol style="list-style-type: none"> 1. To strengthen Namibia's position as a leading fish producing nation, and 2. To contribute towards the achievement of Namibia's economic, social and conservation goals for the benefit of all Namibians. 	<p>Directorate of Resource Management:</p> <ul style="list-style-type: none"> • Advise on the state and appropriate yields of commercially important marine fish stocks; • Manage species and fish size limitations, closed seasons, closed areas, and gear limitations; • Research and advise on conservation and management of inland fresh water fish resources; and • Manage offshore islands and the birds breeding sites there. 	<ul style="list-style-type: none"> • More capacity needed at all levels particularly in terms of law enforcement. • Inadequate conservation of fish stocks, leading to overexploitation and decline of commercially important species. • Jurisdictional overlaps between MET and MFMR (intertidal zone). • Jurisdictional overlaps between MFMR, DWA and MAWF (water quality). • Important marine areas and species inadequately protected. • Improved public information delivery needed.
	<p>Directorate of Operations and Surveillance:</p> <ul style="list-style-type: none"> • Regulate fishing operations within the Namibian Exclusive Economic Zone (EEZ); • Monitor and control surveillance activities both at sea and onshore through the operation of fisheries patrol vessels, cars for coastal inspection and fisheries patrol aircraft; and • Enforce fisheries legislation. 	
	<p>Directorate of Policy, Planning and Economics:</p> <ul style="list-style-type: none"> • Co-ordinate the formulation and implementation of fisheries policies and legislation; • Initiate continuous policy and economic research and analysis; • Manage the information services of the Ministry; • Administer fishing rights and quotas; • Collect fees; • Compile, analyze and publish fisheries statistics; and • Co-ordinate the Ministry's overall planning process. 	
<p>Directorate of Aquaculture:</p> <ul style="list-style-type: none"> • Ensure responsible and sustainable aquaculture development; • Facilitate the development of an efficient, coordinated institutional aquaculture framework; • Ensure maintenance of the genetic diversity and integrity of aquatic ecosystems; and • Promote responsible aquaculture production. 		

Institution	Responsibility in the management of the coast	Issue of concern ³²
<p>Ministry of Mines and Energy (MME)</p> <p>Mission: To facilitate and regulate the responsible development and sustainable utilisation of Namibia’s mineral, geological and energy resources for the benefit of all Namibians.</p>	<p>Geological Survey of Namibia or National institution for Earth Sciences and Geological Resources:</p> <ul style="list-style-type: none"> • Render services to mineral investors, government agencies and the general public; • Facilitate the search for mineral resources, geological engineering, and land-use planning and sustainable development; and • Monitor environmental management of Namibia’s active mining operations. 	<ul style="list-style-type: none"> • Sometimes injudicious allocation of prospecting and mining rights, lead to irresponsible practices in coastal protected areas. • Inadequate monitoring and enforcement, causing prospecting and mining proponents to ignore set environmental safeguards and thus cause negative impacts.
	<p>Directorate of Mines:</p> <ul style="list-style-type: none"> • Monitor mines to ensure operations meet statutory safety, health and environmental regulations; and • Ensure EIAs and Environmental Management Plans (EMPs) are conducted. 	
	<p>Directorate of Diamond Affairs:</p> <ul style="list-style-type: none"> • Control rough diamond handling and transportation, promote the growth and stability of the industry; and • Ensure compliance of Namibian diamond valuation and sale with internationally acceptable standards. 	
	<p>Directorate of Energy:</p> <ul style="list-style-type: none"> • Ensure adequate and affordable supply and equitable distribution of energy; • Facilitate the development of energy resources; and • Promote greater energy efficiency. 	

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<p>Ministry of Agriculture, Water and Forestry (MAWF)</p> <p>Mission:</p> <ol style="list-style-type: none"> 1. To promote and facilitate environmentally sustainable development; and 2. To manage agricultural resources and the utilisation of water resources to achieve sound socio-economic development together with all citizens. 	<p>Department of Water Affairs and Forestry (DWA):</p> <ul style="list-style-type: none"> • Control pollution of the land environment in Namibia. <p>- Directorate of Water Resource Management:</p> <ul style="list-style-type: none"> • Manage marine pollution that originates on land; • Promote and facilitate the environmentally sustainable development, management and utilization of water. <p>- Directorate of Rural water supply services:</p> <ul style="list-style-type: none"> • Implement rural water supply to rural communities on communal land. <p>- Directorate of Forestry:</p> <ul style="list-style-type: none"> • Practise and promote the sustainable management of forests and other woody vegetation with the involvement of local communities. • Maintain and enhance the other environmental and conservation functions of the resources. <p>Department of Agriculture(DA):</p> <p>- Directorate of Extension and Engineering Services:</p> <ul style="list-style-type: none"> • Promote the adoption of improved agricultural technologies and practises in order to increase agricultural production; and • More knowledge needed on permaculture for production of vegetables and fruits in desert climates. • Empower farmers and facilitate sustainable improvement in living conditions of rural communities. <p>- Directorate of Research and Training:</p> <ul style="list-style-type: none"> • Facilitate the development and management of MAWF human resources at all levels and in all disciplines. 	<ul style="list-style-type: none"> • Water quality standards should be improved. • Capacity building needed for DWA to carry out monitoring of pollution and enforcement of laws and regulations.

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	<ul style="list-style-type: none"> • Undertake well-balanced crop, livestock and natural resource research within the communal and commercial sectors, contributing to increased productivity and sustainable utilisation of natural resources thereby improving the living standards of the Namibian population. - Directorate of Veterinary Services: <ul style="list-style-type: none"> • Maintain and promote animal health, production and reproduction; and • Assure safe and orderly marketing of animals and animal products through animal disease control, import control, veterinary surveillance, epidemiology and extension, diagnostic services and veterinary public health services. - Directorate of Planning – Linked directly to Permanent Secretary’s Office: <ul style="list-style-type: none"> • Inform and advise decision makers and other role players in the private and public sectors on policy issues; and • Facilitate and implement some of the policies, programmes and activities in the fields of agriculture and co-operatives 	
<p>Ministry of Works, Transport and Communication (MWTC)</p> <p>Mission:</p> <ol style="list-style-type: none"> 1. Ensure the availability and quality of transport infrastructure and specialised services, as well as functional and assigned accommodation to the satisfaction of the customers and the Government. 2. Administrate all state land (other than communal land); and 3. Regulate maritime transport regarding safety aspects and marine pollution caused by ships. 	<p>Department of Transport and Communications</p> <ul style="list-style-type: none"> - Directorate of Maritime Affairs (DMA): <ul style="list-style-type: none"> • Manage and prevent pollution of the maritime environment, including marine oil pollution from shipping activities. <p>DMA consists of:</p> <ul style="list-style-type: none"> o Division of Surveys and Inspections; o Division of Pollution Control; o Division of Legal Affairs; o Sub-division of Administration. <p>Namibian Ports Authority (NAMPORT):</p> <ul style="list-style-type: none"> • Operate Namibia’s two ports – Walvis Bay and Lüderitz; and • Control and manage all environmental matters in relation to the ports including combating oil spills, handling solid waste disposal from ships and wastewater disposal from the fishing industry 	<ul style="list-style-type: none"> • DMA faces significant capacity constraints due to the competition for scarce professional resources in maritime affairs (in maritime technical, safety, marine environment and administration).

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<p>Ministry of Lands and Resettlement (MLR)</p> <p>Mission: To conscientiously administer Namibia's land policy and land resources to facilitate affordable access and efficient use of land and services to all stakeholders, citizens and residents.</p>	<p>Department of Land Reform and Resettlement Virtually no active role in the management of the coastal areas.</p>	<ul style="list-style-type: none"> Public concerns regarding land in coastal areas need to be addressed more effectively.
	<p>Department of Land Management and Administration:</p> <ul style="list-style-type: none"> Support the land management through land surveys, production of maps, aerial photos, valuation of land; and Administrate the land registration system. 	
<p>Ministry of Regional and Local Government, Housing and Rural Development (MR-LGHRD)</p> <p>Mission: To provide support to Regional Councils and Local Authorities to ensure effective and efficient provision of shelter, physical town planning and municipal services in order to improve social and living conditions in general and of low-income groups [in particular] within the concepts of sustainable human settlements development.</p>	<p>Directorate for Decentralisation Policy Co-ordination:</p> <ul style="list-style-type: none"> Implement the Decentralisation Policy and ensure decentralisation of functions for key ministries like MAWF and MET. 	<ul style="list-style-type: none"> Need to be more aware of coastal developmental and social issues for incorporation into land-use plans and social schemes Need more capacity and know-how with respect to ICZM in order to advise and assist Local Authorities, and promote good ICZM practises in outside town lands.
	<p>Directorate for Housing, Habitat, Planning and Technical Services Co-ordination:</p> <ul style="list-style-type: none"> Concretise developmental initiatives of the government with regard to housing; Facilitate the realisation of the provisions of the Habitat Convention; and Service and convene the Namibia Planning Advisory Board (NAMPAB) which operates at the national level, considering spatial / land use planning related to applications from RCs and LAs and makes recommendations thereon. 	
	<p>Directorate of Regional and Local Government and Traditional Authority:</p> <ul style="list-style-type: none"> Assist Local Authorities but not directly involved in coastal management issues. 	
	<p>Directorate for Rural Development Co-ordination: Not directly involved in coastal management issues.</p>	

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<p>Regional Councils (RCs) <i>The councils came into being in August 1992 through the enactment of the Regional Councils Act. The governing bodies became operational from December 1992.</i></p> <p>Mandate:</p> <ol style="list-style-type: none"> 1. To undertake the planning and development of the region with a view to the i) physical, social and economic characteristics of the region; ii) distribution, increase, movement and urbanisation of the population; iii) natural and other resources and the economic development potential of the region; iv) existing and planned infrastructure; v) general land utilisation pattern; and vi) the sensitivity of the natural environment. 2. To establish, manage and control settlement areas. 3. To assist any local authority in the exercise or performance of its powers, duties and functions. 4. To exercise any power assigned to regional council by the law governing land. 	<p>RCs main responsibility are:</p> <ul style="list-style-type: none"> • Draw up regional development plans • Administer formal settlements. <p>According to the Decentralisation Policy, regional councils should also deliver basic services, like rural water supply, primary healthcare, and primary education. These functions will gradually be handed over from the line ministries to the regional councils. This infers that RCs should accommodate coastal concerns in the regional development plans as well as in the administration of informal settlements, several which occur in the coastal areas.</p> <p>RCs are ideally positioned between national government and local authorities and hence form an important 'bridge' when it comes to the development and implementation of national policies at the regional and (in conjunction with local authorities) at ground level. Furthermore, as they administer areas outside the formal towns and settlements, they have jurisdiction over vast areas that include the coastal areas of the three regions – while MET has a strong mandate within the coastal parks. Then RCs can help to move coastal management along by paying attention to areas laying outside the parks that may influence the coastal areas significantly.</p> <p>RCs can play a very important co-ordinating role at a regional level (or supra-region level as has been shown by the ICZMC in which the RCs play a key role).</p>	<ul style="list-style-type: none"> • More technical and management capacity at central and all 13 RC levels to fulfill their challenging mandates. • Capacity building needed of bodies such as the ICZMC to put ICZM higher on the agenda. • More capacity and mechanisms needed to interact with civil society for the purposes of integration and co-ordination. • Approach to address coastal issues must be more unified and coordinated; there are coordination difficulties when four RCs each manages a component of a contiguous coastline where ecological systems require a unified management approach. • Regional development planning process has fallen short of achieving desired levels of integrated development at the regional level. Although RCs are mandated to undertake development planning and environmental management, in practice, development planning continues to be undertaken by line ministries from a national perspective with very little regional integration between sectoral master plans.

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<p>Coastal Local Authorities (LAs):</p> <p>Three types of local authority council:</p> <ul style="list-style-type: none"> o Municipality (Walvis Bay, Swakopmund); o Town (Lüderitz, Henties Bay); or o Village. <p>Mission:</p> <ol style="list-style-type: none"> 1. To prepare a Town Planning Scheme for their area of jurisdiction which involves a comprehensive policy; 2. To provide for efficient delivery of services 3. To ensure that the inhabitants have access to a healthy environment 4. To stimulate growth and development according to approved plans 	<p><i>To understand the existing and potential roles that local authorities can play, it is important to first note the status of the different municipalities, towns and settlements, and understand how they function</i></p> <p>Walvis Bay:</p> <p>As a grade 1 Municipality, Walvis Bay is fully self financing and is by far the best resourced coastal settlement. It is one of only three local authorities to employ qualified town planners and probably the only town outside Windhoek to employ dedicated environmental officers.</p> <p>It has the following tools:</p> <ul style="list-style-type: none"> • Town Planning Scheme; • Structure Plan; • Dune Belt Management Plan; • Coastal Area Strategy and Action Plan; and • Walvis Bay Nature Reserve Management Plan. <p>Considering the tools at its disposal, as well as its strengths, the municipality can play a strong role in localised coastal processes and issues.</p> <p>Swakopmund:</p> <p>A grade 1 Municipality with six departments (Corporate services, Human Resources, Finance, Health, Engineering and Community development), including the office of the CEO. There is no dedicated environmental officer.</p> <p>It has the following tools:</p> <ul style="list-style-type: none"> • Town Planning Scheme • Structure Plan which place special emphasis on the urban design of the beachfront. <p>No environmental management plans for the town have been developed.</p>	<ul style="list-style-type: none"> • Fast growing towns promote inappropriate and unsustainable development. • More training, planning and appropriate infrastructure are needed to cope with the annual influx of tourists. • Very little capacity exists in terms of environmental management except for Walvis Bay. • Some systems such as waste management insufficient.

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	<p>Henties Bay: A town with three departments - Corporate Services, Economic Development and Urban Management. It has the following planning tools:</p> <ul style="list-style-type: none"> • Town Planning Scheme; and • Structure Plan in preparation. <p>No environmental management plans for the town have been developed.</p> <p>Lüderitz: A town with three departments - Technical, Finance and Human Resources Corporate Affairs. Town planning outsourced. It has the following planning tools:</p> <ul style="list-style-type: none"> • Town Planning Scheme. <p>No Structure Plan and environmental management plans for the town have been developed.</p>	
<p>Settlement area of Wlotzkasbaken</p>	<p>Wlotzkasbaken is neither a municipality, town or village but a settlement area, managed by the Erongo Regional Council with advice from a local elected committee. Is reliant on Regional Council resources for any coastal planning and environmental management inputs. It has neither a Town Planning Scheme nor a Structure Plan. However, it can appeal to regional councils to make provision for better coastal management, as well as to lobby on their behalf to national government and line ministries.</p>	<ul style="list-style-type: none"> • Lack of Town Planning Scheme and Structure Plan may make it difficult to curb inappropriate growth and resource use patterns.
<p>Private town of Oranjemund</p>	<p>Oranjemund is a private town owned and operated by Namdeb. May be proclaimed a town in the coming years. Namdeb employs:</p> <ul style="list-style-type: none"> • One permanent Environmental Officer who oversees the environmental management aspects of the diamond mining operation as well as the urban areas occupied by the town. • One permanent officer who is a qualified town planner to manage transformation who will also be responsible for preparing tools for urban development control such as a Town Planning Scheme and Structure Plan. These do not exist at present. 	<ul style="list-style-type: none"> • Decommissioning of the mines and the transition status of the town must be managed very carefully in terms of impacts on the coastal environment. Clear directions and plans are needed for the town and coastal areas in the post-mining era that will address social and environmental concerns sufficiently.

i National Response Team (NRT) of the National Oil Spill Contingency Organisation (NOSCO) is responsible for managing and co-ordinating the national response to an oil spill in Namibia

For further information :



Ministry of Environment and Tourism
Namibian Coast Conservation and Management (NACOMA) project
PO Box 7018
Swakopmund, Namibia
Tel: (00264) 064-403-905
Fax: (00264) 064-403-906
<http://www.met.gov.na>
<http://www.nacoma.org.na>