

**GLOBAL ENVIRONMENT FACILITY
PROPOSAL FOR PROJECT DEVELOPMENT FUNDS (PDF) - BLOCK B
GRANT**

Country:	Namibia
GEF Focal Area:	Biodiversity
Operational Program:	Arid and Semi-Arid Ecosystems (OP1) / Coastal and Marine Ecosystems (OP 2)
Program Title:	Namib Coast Biodiversity Conservation and Management Project (NCBCMP)
Total Program Cost:	US\$ 9.1 million
Financing Plan:	GEF: US\$ 2.8 million DANCED: US\$ 0.8 Million GRN: US\$ 1.5 million Others (EU, WB,...): US\$ 4 million
Requesting Agency:	The World Bank
Executing Agencies:	Ministry of Environment and Tourism (MET) and the Ministry of Regional and Local Government and Housing (MRLGH) through the Integrated Coastal Zone Management Committee (ICZMC)
Planned Duration:	4-5 Years
PDF Block A Funds:	US\$25 000
PDF-B Funds Requested:	GEF US\$ 210 000
PDF Co-Financing:	DANCED US\$ 50 000 GRN US\$ 45 000 EU US\$ 50 000 WB US\$ 60 000
Block B Duration:	November 2001 – April 2003 (fifteen months)

I - BACKGROUND

1.1 Brief overview of the Namib Coast

The Namibian coast is about 1500 km long, and is a hyper-arid ecosystem along its entire length. The country's northern border is formed by the Kunene River in the north and the Orange River in the south (Figure 1 in Annex 2). The Namib Desert runs along the entire length of the coast, extending beyond the Orange River into the north-western corner of South Africa, known as the Richtersveld 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 significant lagoons, estuaries and riverbeds. The Namibian coastal habitats together with the succulent Karoo biome of the southern Namib desert carry significant and unique biodiversity.

Human settlement within the 4 coastal regions is primarily confined to five main towns, namely Oranjemund and Luderitz in the Karas Region, and Walvis Bay, Swakopmund and Henties Bay in the Erongo Region. The latter region is by far the more accessible with established road and rail links and other infrastructure such as a harbour, and within easy reach of the capital city of Windhoek and other urban centres. Around 100 000 (roughly 6% of the population) live along the coast although reliable counts are difficult to make in the informal settlements such as in Luderitz, Walvis Bay, and Swakopmund, and the figure is likely higher. The population is significantly higher in the holiday season. Walvis Bay, the largest town in the coastal region and has about 65% formal employment. With the current state of unemployment increased pressure may be brought to bear on the fishing industry and the fisheries resources. The town is growing by about 6.5% per annum which means it can double its size in about 12 years. While the coastal areas could justifiably be described as dynamic and resilient, most areas are still relatively inaccessible and contain low population densities. The coastal ecosystem is however extremely fragile and can easily be disturbed by minor human activities.

1.2 Global Importance of the Namib Coast

The cold Benguela Current has a strong influence on the coastal areas of the western side of South Africa, Namibia and southern Angola. Partly responsible for the dry nature of the coastal areas, the Benguela Current also provides life-bearing fog that sustains a great variety of uniquely adapted life forms. Parts of the Southern Namib is a transitional zone between the summer rainfall of Namibia and the winter rainfall of the of the Sperrgebiet (Namibia) and the Richtersveld (South Africa). The region's topography create a multitude of habitats so that the Southern Namib and the Richtersveld, immediately south of the Orange River, together contain the highest level of biodiversity of any desert region in the world. Large populations of sea birds populate the coastal areas, several of which are rare or endangered. The largest populations of the Cape Fur Seal also occur along this coast. Falling entirely in Namibia, the Red Dune Sea starts north of Luderitz. It contains many endemic taxa and unique habitats, including riverbeds, rocky outcrops and wetlands that form essential stopping over places for migratory birds. The !kuseb River forms a major part of the central Namib ecosystem as many species as well as the Topnaar community depend on it. The northern Namib again has unique habitats and biodiversity and is the last bastion of the desert elephants and rhino populations, a sizeable part of the remaining black-faced impala and numerous other species. Finally, the way of life of two groups of indigenous people living along the coast, namely the Topnaar Namas and the Owahimbas, are threatened. In both cases cultural survival is closely linked to the preservation of their environment.

Not surprisingly, a 'Big Picture' is now slowly emerging for the conservation of the coastal regions bordered by the Benguela Current¹. The picture involves the consolidation of a network of protected areas along the south-western coast of Africa stretching from the Richtersveld in South Africa, along the Namibia coast and northwards to include Iona National park in Southern Angola (see Figure 2 in Annex 2)². The network would consolidate existing protected areas, including the Skeleton Coast National Park, the National West Coast Tourist Recreational Area and the Namib-Naukluft National Park. Further protected areas will be created and added to the network by proclaiming pristine areas currently falling in mining territory that will soon be decommissioned, for instance the Sperrgebiet³ in the Karas Region of Southern Namibia. The Sperrgebiet is a transitional area between winter and summer rainfall and is part of the succulent karoo, considered one of the most important 'biodiversity hot spots' globally. It is thought that barely two-thirds of the species occurring there has been described. There are three Ramsar sites, namely the Orange River Mouth, the Walvis Bay lagoon and Sandwich Harbour, all of them highly significant stopping over and breeding areas for birds. The Orange River mouth is under threat from mining, water demand and other activities. The Walvis Bay lagoon suffers from pollution and poorly managed tourism activity can threaten Sandwich Harbour. The inclusion of private and community-based conservancies in the 'Big Picture' will further boost the lattice of protected areas. The land-based coastal protected areas obviously have profound transfrontier implications as well. For instance, a Trans- Frontier Cooperation Agreement was signed between the Government of Namibia and the South African Government on August 17th 2001 to initiate a Transfrontier Park on the southern Namibia/South African border⁴. The implementation of the 'Big Picture' will not only serve a global purpose of biodiversity conservation. In a country that is sparsely populated it can be an important creator of livelihoods based on the sustainable natural resource exploitation. To be successful, however, the implementation of the 'Big Picture' will require careful integration into other coastal processes. Without comprehensive support at the national level and the proper co-ordination at all levels of government as well as between government, stakeholders and communities the 'Big Picture' will be impossible to implement. It is important to remember that, while national level support is essential, the actual on-the-ground management and co-ordination may take place at the regional and local level. A mechanism(s) to accomplish this has to be urgently developed

1.3 Root Causes and Threats to Biodiversity Conservation

The Namibian coast is in a period of rapid transition. People are increasingly looking toward the coastal regions for their economic survival. Amongst others, activities along the coast include diamond mining, mining decommissioning and rehabilitation, the development of gas fields, mariculture, various other types of conservation, resettlement, fishing, and tourism activities, various types of industry, and limited agriculture.

¹ See: Report on the Integrated Coastal Zone Workshop, Swakopmund, Namibia, May 10 – 11, 2001, specifically the presentation by Peter Tarr.

² Figure 2 was constructed from maps and documents provided by Richtersveld IDP, Eco-Africa Environmental Consultants, the Ministry of Environment and Tourism (MET), the South African National Parks (SANPARKS), the Life Project and *newafrica.com*.

³ See: *The Sperrgebiet Land Use Plan (Second Draft)*. Walmsley Environmental Consultants, January, 2001.

⁴ See: Proceedings of the *Integrated Conservation and Development Workshop, 2-3 April 2001, Alexander Bay*. Eco-Africa Environmental Consultants.

The key feature is that significant changes with respect to land-use and coastal access are imminent. One reason is that the land-based diamond reserves are being depleted, particularly in the area south of Luderitz so that previously inaccessible coastal areas will become available for other uses. It is understood that some will be declared protected areas while others will become open to the public again. Industry is growing, particularly in the vicinity of Luderitz, Walvis Bay and Swakopmund. Coastal tourism in particular is growing fast in the Karas and Erongo regions. Harbouring a population subject to growing poverty, the Hardap Regional Council is eager to investigate the economic potential of its coastal areas. This could assist in removing the financial barriers to improved conservation that currently exist by providing much needed revenue to the authorities, communities and private sector. This scenario is found in the other three regions as well and a similar logic exists for finding ways of reducing financial barriers to improved conservation by generating an income stream. Therefore, the potential threats of economic growth and tourism need to be turned around as opportunities for generating income streams, and creating ecologically, financially and socially sustainable development.

Figure 2: The 'Big Picture' of protected areas along the Angolan, Namibian and South African coasts

In the Kunene region there are increasing calls to make the coast more accessible, and the conservancy cluster immediately inland of the Skeleton Coast National Park should be functionally integrated with coastal tourism development. The status of the entire Kunene coast as a protected area may have to be revised to allow increased access to the coast, both to the inhabitants of the region as well as tourists. In the fourth region, the Hardap Region, the coast is inaccessible but tourism is growing fast along the eastern perimeter of the dunes. Coastal towns are expanding, and with it immigration from impoverished inland regions is growing. Immediately inland from the coast, tourism is focussing increasingly on biological and cultural resources. In the case of certain key habitats natural resource management is lacking, as in the case of the !nara harvesting in the Kuiseb River, and for other resources little or no protective measures are in place⁵. The Topnaar community has an effective natural resource management strategy but this is generally side-tracked by incursions from urban populations. Although economic growth and the resultant pressures are, however, primarily concentrated in the Karas and Erongo regions, from a national perspective the entire Namibian coast and adjacent inland areas are in urgent need of consolidated and integrated planning, effective resource management and modification of certain land- and resource use practices.

Through a range of workshops, culminating in the one held at Swakopmund in May 2001, it has become clear that there is significant policy, legal and institutional failings which need to be remedied in order to reduce threats to biodiversity. The current problems at institutional level include lack of technical capacity, staff, information systems, policy, management plans, a coastal vision, legislation policy frameworks and measures for inter-agency and inter-governmental co-ordination and co-operation. Further, biodiversity conservation along the coast was not until recently considered a national or regional priority. It is therefore not surprising that these failings exist as no process has been put in place to date to achieve national consensus or address any of these issues other than more recently in the Erongo region.

⁵ Namibia has a national park system but the borders were drawn up in the colonial apartheid era with little regard to anything but large animals. Unfortunately many significant biodiversity 'hotspots' fall outside these protected areas.

1.4 Management of the Namib Ecosystems and Decentralisation in Namibia

Namibia is in the process of decentralisation. Decentralisation⁶ in Namibia aims to ensure economic, cultural and socio-economic development, and provide people at the grassroots level with the opportunity to participate in their own decision-making and extend democracy to them as a right based on national ideals and values. In a nutshell, decentralisation seeks to transfer political, administrative, legislative, financial and planning authority from the central government to regional and local authority councils. The decentralisation process has been slower than anticipated over the last number of years, but has been energised by new legislation and resource inputs over the last year. This has increased the possibilities for biodiversity conservation and coastal management. Building on a strong policy and legal base, recent amendments to legislation⁷ bring new commitment to decentralisation.

In the framework of the decentralisation process and the laws that control it the regional councils have emerged as the most suitable tier of government to undertake the necessary role of co-ordinating coastal management and conservation, and to monitor overall progress. Regional government has strong mandates in terms of planning, co-ordination, monitoring, and devolving power to the ground. Sustainable development, public sector management, communal areas, and conservation are listed as key responsibilities. The regional councils, through the development committees and other mechanisms are organizationally structured to effectively link development with planning, co-ordination and local governance. They are also well positioned to co-ordinate interdepartmental activities in which line ministries as well as other players, including NGOs, CBOs, and the private sector, participate. Therefore the root causes and threats to biodiversity and coastal conservation and management such as poor co-ordination, lack of a collaborative coastal vision and management plans and thinly spread capacity can be addressed by building synergetic relationships between local and regional government, the relevant line ministry officials and other stakeholders. However, it must be pointed out that regional governance is still at modest stage of development. Therefore, exactly how fast the regions will be capacitated to effectively perform their mandates and the extent to which resource allocations will permit this will be further identified during preparation phase. By supporting the decentralisation process through mainstreaming, institutional capacity building, and by infusing a strong biodiversity and coastal management component into the mandates, functions and activities of the regional councils, successful biodiversity conservation and management can be enhanced.

⁶ For a more complete explanation of the decentralisation process see: *Objectives of Decentralisation*, Ministry of Regional, Local Government and Housing, February, 1999. See also: *Decentralisation in Namibia. The policy, its development and implementation*. Ministry of Regional, Local Government and Housing. March 1998; and numerous other documents related to decentralisation in Namibia.

⁷ See: *A Decentralisation Policy for the Republic of Namibia – Decentralisation, Development and Democracy* – Ministry of Regional, Local Government and Housing, September 1997; also the Regional Councils Act, 1992 as amended, and the Local Authority Act, 1992 as amended.

1.5 Key Elements of the Process

1.5.1 The NCBCMP builds on pilot projects and on strategic thinking:

There are several initiatives that have supported and promoted the NCBCMP. The preparation of the National Biodiversity Strategy and Action Plan (NBSAP) started in September 1998 and is funded by the Namibian Government, the GEF through UNEP, and the German Government. It involves a range of Namibian organisations, structures and individuals. Most of the formal technical-level input has been via the technical working groups of the National Biodiversity Task Force while political guidance is being sought by members of the Task Force via meetings with senior leaders of the government ministries. As a work in progress, the national strategic plan is being fully integrated into the Second National Development Plan (NDP2). The process of developing Namibia's biodiversity strategic plan has been co-ordinated by the Ministry of Environment and Tourism (MET) on behalf of Government. Through this process the biodiversity-related expertise that already exists in Namibia can be effectively mustered and integrated into development plans and other processes. The NCBCMP will draw on the NBSAP to assist with the identification of the key biodiversity areas on the coast. The regional councils, through the NCBCMP, will play an important role in assisting the implementation of the NBSAP at the regional and local levels.

With support from DANCED, the Erongo Regional Council has identified specific implementation activities that will fall under the NCBCMP. They include the implementation of the protection of certain sensitive areas that were identified such as the lichen fields between Swakopmund and Henties Bay and certain bird breeding areas, specifically that of the Damara Tern and flamingos. The region is also interested in the activation of a financial sustainability mechanism involving a 'green levy' on quad biking, and support to develop and improve sustainable utilisation of the !nara plant, a keystone species in the lower !kuiseb River. The three other coastal regions have expressed their willingness in achieving the same level of activity as the Erongo Region. The DANCED pilot program has drawn to a conclusion and the NCBCMP will now build on key elements that emerged from that initiative. Another related output has been the identification of the Agenda 21 program for Walvis Bay, currently under implementation. It provides an opportunity to develop a working relationship between regional and local government in terms of coastal conservation, planning and implementation as well as between the lead funding agency, DANCED, and this initiative.

In the Karas Region one of the most notable priorities would be to build upon the *Sperrgebiet* land-use planning consultation. The findings of this initiative are summarized elsewhere⁸. The *Sperrgebiet* falls in a global 'hotspot' of biological diversity, and is internationally recognised for its extreme species richness and high endemism. Inaccessible so far because of the coastal mining, the inland part of the *Sperrgebiet* has been functioning as a type of buffer zone for the diamond rich coastal areas, thus providing *de facto* protection against unplanned and unwise coastal development. As part of the decommissioning process, the land use plan calls for the entire *Sperrgebiet* (the former Diamond Area 1) to be declared a Protected Area. This proclamation is now under consideration by the relevant ministries. It also proposes the zoning of the area based on the IUCN Management Categories and makes tentative, provisional judgements on which zones are the

⁸ *The Sperrgebiet Land Use Plan (Second Draft)*, January 2001. Walmsley Environmental Consultants.

most sensitive from a conservation perspective, and which areas are known to be already degraded or relatively insensitive. The Sperrgebiet has the potential to act as a magnet for conservation and tourism in southern Namibia and a strong emphasis is placed on collaboration with neighbouring areas, also across the border with South Africa. Various management and development scenarios and guidelines are presented as well as a first phase economic analysis of the land use recommendations in the report. The strong planning and co-ordination mandate of the regional councils, the vastness of the area (26 000 km²) area and the complexities accompanying the multiple uses, would call for the Karas Regional Council, the ICZMC and the MET to play a key role in the implementation of the land use plan. However, the precise role of the different actors in the implementation and elaboration of integrated conservation and development in the Sperrgebiet will need to be addressed as part of a participatory process between stakeholders during project implementation.

The Benguela Current Large Marine Ecosystem Programme (BCLME) was initiated in 1996 by the three states of the Benguela Current region, namely South Africa, Namibia and Angola. Developed with the support and assistance of UNDP (International Waters Programme) the BCLME was approved by the GEF Council in Fiscal Year 2000 (Implementing Agency is UNDP). This programme has a wide focus targeting transboundary LME management issues, institutional co-ordination and co-operation at the macro-regional level (South Africa, Angola, and Namibia). Key sectors that will be addressed are fisheries, marine diamond mining, offshore oil and gas exploration and production, socio-economic factors and governance. The proposed NCBCMP programme fits very well as a compliment at the national level to the BCLME that has a geographic focus mostly from the high water mark (HWM) seawards. The NCBCMP will compliment the BCLME – together they cover the coastal areas depicted in the ‘Big Picture’ map on Page 5. Together the programmes can strengthen and expand conservation networks linked to all levels of governments, share information resources and develop common information networks, and so on. Co-ordination has started early in the process between stakeholders and between the World Bank and UNDP.

The World Bank is currently supporting the Ministry of Regional and Local Government and Housing in preparing the “Namibia Sub-National Government Development Project”. This project consists of:

- (i) capacity building assessment at central and regional levels to implement Namibia’s decentralization policy;
- (ii) intergovernmental fiscal relations assessment; and
- (iii) regional government infrastructure policy and investment needs assessment.

The project supports regional councils to establish environmental capacity and thereby support coastal biodiversity conservation. The regional councils have a modest staff compliment in the area of planning, and this can assist with program development and implementation.

There are a variety of other processes and reports that serve as the foundations of the NCBCMP. One of them, the “COFAD report” of 1998 (*Advisory Assistance to the Ministry of Fisheries and Marine Resources Baseline Study of the Establishment of Marine Reserves in Namibia – Short Term Consultancy Report*) consists of over 200 pages of technical descriptions, recommendations and an executive summary. The report identifies and provides reasons for the establishment of fifteen possible Marine Protected Areas on the Namibian coastline.

1.5.2 The NCBCMP builds on an institutional process:

As an outflow of recent thinking both at the national and regional levels and the requirements imposed on regional councils by the decentralisation process in general, the four coastal regional councils have constituted an Integrated Coastal Zone Management Committee (ICZMC) to address issues of coastal conservation, management and planning. The ICZMC consists of the four Governors, the four Regional Executive Officers, a councillor from each region, representatives from line ministries as well as several members of national parliament that represent the four regions. The ICZMC is to report directly to the regional councils and accountable to the Permanent Secretaries of the MRLGH and of the MET. The Directorate of Resource Management of the MET is responsible for policy and its implementation in the protected areas and its involvement in this process is of course an essential element of project implementation.

Each region has also established its own regional coastal conservation and management committee, which consists of the ICZMC members from a particular region, relevant local government members, local and regional officials from line ministries. The ICZMC is therefore considered not only broad-based and firmly rooted in the ground, but is also linked into national government. The four councils, through their Governors and Regional Executive Officers, have officially endorsed the ICZMC to act on their behalf and be the executing organ for matters related to coastal biodiversity conservation.

A Terms of Reference (TOR) document was drawn up for the ICZMC⁹ and refined during several workshops. This TOR functions as a vision and missions statement for the ICZMC. It has been endorsed by the four Regional Councils and received approval from the Ministry of Regional, Local Government and Housing on May 3 2001 and the Ministry for Environment and Tourism on September 21, 2001. The TOR calls for establishing an integrated coastal conservation and management program. In order to support further preparation and, later, implementation of the Program, a Secretariat will be created to provide technical support in the form of a program office/ coordinator and an administrative/financial manager based in the Erongo R.C. office in Swakopmund. Emphasis would be on coordinating the roles of the different parties to support a strong integrated approach, to build on past initiatives and on finding linkages with developing processes to promote synergy and sustainability.

Over the last two years the ICZMC held several workshops and meetings, including in Keetmanshoop, Windhoek, Swakopmund, and Luderitz. The state of coastal management, or the lack thereof was discussed, and a very broad needs assessment was undertaken to assess institutional requirements to support coastal planning and management for sustainable conservation. A PDF Block A grant was provided to support consultative meetings with both local and regional government, and a workshop was funded at Keetmanshoop on 23 March, 2001, and one in Swakopmund, 10 -11 May, 2001. The purpose of the Keetmanshoop workshop was to review the work done thus far, and to further discuss the components of the NCBCMP. The workshop again endorsed the results of previous workshops refining the components of the NCBCMP. Amongst others, they include the coastal policy formulation in a collective and inclusive manner and the creation of a secretariat that will boost the ICZMC and assist it in fulfilling its functions. They also include the

⁹ For ICZMC documentation please contact the Secretary of the ICZMC, Mr !Gonteb at: iczmerc@iafrica.com.na or ditto@iway.na

boosting of integrated conservation and development opportunities for the poor, and the completion of the process that will institutionalise coastal zone management and the launching of a viable conservation and management process in the four regions. At the Swakopmund workshop a range of players contributed usefully in terms of how they view coastal conservation and management in Namibia bringing together the first pieces of the vision process. It is intended to develop this vision via consultation with communities and other role players (see component 1).

The decentralization process and the establishment of the ICZMC: The decentralisation process is now fully on stream and is being supported by the central government as well as donors. The Decentralisation Enabling Act of 2000 is the formal framework guiding the process and implementation is being spearheaded by the MRLGH. A companion piece of legislation, the Trust Fund for Regional Development and Equity Provisions Act of 2000, is designed to harness and make available the financial resources required for implementation of the decentralisation process. The new regional council structure has been approved by the Cabinet and the Office of the Prime Minister and is now fully budgeted as part of the GRN budget process. While the ICZMC has not been institutionalised in a formal manner as yet (will be done by Cabinet during preparation process), it nevertheless is fully part of the decentralization process and has the political and grassroots support required to act as the co-ordinating mechanism for planning and implementing coastal zone conservation and management activities. The two line ministries (MRLGH and MET) have endorsed the ICZM and much has already been done in building consensus and expressing a strong national commitment to see things happen under such a multi-stakeholder approach.

II - OVERALL GOAL, OBJECTIVES AND PROGRAM DESCRIPTION

2.1 Overall Goal of the NCBCMP Program

The overall goal of the NCBCMP is the prudent and effective conservation, management and utilisation of the vast and diverse biodiversity found within the Namib coast of Namibia. The program objective is to put in place a coastal zone management system that will lead to the sustainable use of resources and the protection of Namibia's biodiversity.

The NCBCMP aims to foster global benefits (with a focus on biodiversity conservation and the cross cutting themes of coastal management and land degradation in a highly arid context), and to improve livelihood and sustainable economic development through participatory, integrated and innovative management approaches. Good governance, (through the decentralisation process), and its relation to the above themes and actions lie at the heart of the NCBCMP. At the end of the project it is expected that the national co-ordination of coastal zone conservation and management will be fully embed within the regional council framework with the ICZM as the lead agency. A schematic outline of the NCBCMP program components and its activities is presented in Annex 1.

2.2 Description of the Program

The NCBCMP is intended to provide support to Namibia to effectively co-ordinate and manage its biodiversity on the Namib coast in such a way as to ensure conservation and use for the present and future generations. There are four program

components and each one with its own set of specific activities. The participatory and consultative process adopted in the preparation of the program is time consuming and as yet incomplete. The large project area and the extensive list of stakeholders to be covered meant that the PDF-A resources provided were not sufficient to allow completion. The current situation therefore is that some components are not as well developed neither is their outputs as clearly defined. The PDF B resources will be utilised not only for preparation of the full program description, but to complete a number of assessments, the information from which will greatly enhance the final program document. Some capacity building and training will also be supported during the PDF B phase.

Component 1: Policy, Regulatory and Planning Frameworks for Sustainable Ecosystems Conservation and Management of the Namib Coast

This component will strengthen inter-ministerial exchange and co-operation on related cross-sectoral issues and support a national through local level collaboration process. A draft national coastal zone policy and possible legislative reforms, focusing on the mainstreaming of coastal biodiversity conservation would be developed and a Cabinet submission would be prepared for its approval as a national policy.

Activity 1: Development and Adoption of a Collaborative National Coastal Zone Vision and a Policy and Regulatory Framework

The need for a coastal zone vision has already been elaborated upon. Without it, coastal zone conservation and development cannot be steered in a coherent fashion. The NCBCMP will not only provide this sense of “destination” but also a road map and the machinery to get there.

A number of workshops and discussion sessions have so far been held, to help develop a common vision for the coastal areas of Namibia. At the Swakopmund workshop, the participating stakeholders have agreed to the way forward. As a direct result of that workshop as well as previous consultations, the following program of activities have been identified:

- First, there is a need to **build a collaborative national coastal zone vision** ensuring sustainable conservation and management of the coastal ecosystems. This vision must be developed and shared by NGOs, government agencies, private sector, academic institutions and other relevant stakeholders.
- Second, the project will provide assistance to **develop a national policy to guide the regional planning processes** in terms of principles, objectives, goals and substantive content relating to resource conservation, development planning, pollution control, socio economic issues, enforcement, etc. The program will also investigate and support the legislative reforms which are needed at all three levels of government to implement the policy. The policy will require approval of National Government.
- Third, there is no single institution or authority responsible for the coordination and implementation of a coastal zone conservation and management policy. The ICZMC, being broad-based and with political support, is expected to help fill the gap. **Institutional support will be provided to the ICZMC** to allow for effective co-ordination of coastal zone management policies and issues.

The proposed activities include the organization and implementation of inter-ministerial and broader stakeholder (including the public and communities) consultations and workshops. Technical assistance would be required to assist with the preparation of the vision and policy documents. Support activities, including training, will be based on a needs assessment and coordinated with the capacity building needs identified in component 2.

Activity 2: Development of Conservation and Management Plans for the Regions

Conservation and management plans for the Namibi coast will be implemented not by a single entity, but by a set of partnerships that include local government, regional government, key line ministries such as MET and MFMR, and other stakeholders. Areas of the Namib coast, because of their nature and the range of activities in their management, are generally multi-sectoral partnerships consisting of enforcement agencies, associated structures, and other partners. Policies and plans will be developed with the participation of a broad range of stakeholders including the communities. The regional councils with their full complement of staff (planners, community workers, development officers, and so on) in collaboration with the central government, the public and communities will be involved. The program will carefully assess the role of the different partners, take advantage of existing synergies, avoid overlaps and make the best use of existing capacities.

The project will seek to identify gaps in geographic coverage (using GIS maps and databases) in order to help in the development of a sustainable conservation and management strategy. Funds will be allocated to cover the costs of on the ground assessment and first mapping exercises in each region and integrate these into a national coastal zone database. Evaluation/assessment of alternative economic activities and the development of models using the ecological resources of the region would also be conducted. The information and data generated would be used to prepare the regional coastal management plans that should be integrated into existing regional development plans, and would also then be integrated into a national plan. Technical assistance will be required to develop management plans as this capability does not presently reside within the regional councils. The Erongo Region and to a certain extent the Karas Region are more advanced in terms of baseline data collection and assessment of resources than the other two regions. In both the Hardap and Kunene Regions there is a need to better determine the scope of the program and specific interventions. A scoping exercise will be conducted during program preparation and is intended to provide the preliminary baselines information need to identify and develop the program interventions and on the ground projects and activities for the Hardap and Kunene regions.

The generic content of the management plans will be developed using the coastal zone vision and policy. The initial support for the development of a conservation and management plan for the coastal region was focused on the Erongo Region as a pilot project funded by DANCED. With expansion of the coastal zone concept to national status and including the three other coastal regions, Kunene, Hardap and Karas, the level of effort required is far beyond what the government and its partners are presently able to meet. The project will provide support for the development of four regional conservation and management plans which will be integrated into the national coastal zone management plan. Three sub-activities will be undertaken to support this output.

The first component of this activity will be to expand on the existing baseline data during the PDF-B implementation phase. This will include natural resource assessment, identification of opportunities and threats related to development and socio-economic impacts, infrastructural situation, etc. A series of relevant maps and other documentation displaying the baseline data and proposed management response will be produced.

The second component of this activity will include the actual production of the management plans in utilising the baseline findings and the national vision and coastal policy. The regional plans will be sufficiently detailed to meet both national and regional objectives. Both components will be accompanied by relevant reports, which would include the other program components discussed below. The management plans will effectively spell out the regional implementation of the national policy and the means for achieving them at both more generic and action plan levels.

The plans will also be integrated with existing and proposed regional development plans and mainstreamed accordingly. They would also address management within as well as outside of protected areas.

The ICZMC, in collaboration with other stakeholders and the proposed secretariat would develop a program of activities and interventions required for developing these plans. Activities will include the preparation of TORS and competitively award contracts to qualified entities for the conduct of the specified activities.

Activity 3: Review Boundaries for Protected Area Management

During the baseline studies and the development of the management plans it will become clear whether the boundaries of the protected areas fit the policy goals for coastal biodiversity conservation or whether they need to be revisited. This process will take into account the proposal to develop 'the big picture' conservation initiative involving Angola, Namibia and South Africa, biodiversity issues, financial viability of the current boundaries as well as local socio – economic needs. The project will investigate the desirability of maintaining and/or changing the existing protected area boundaries. Recommendations will be made on the best legal mechanisms for accommodating changes if required.

Component 2: Capacity Building and Institutional Strengthening for Conservation and Management of the Namib coast

Activity 1: Capacity Building and Institutional Strengthening for the Integrated Coastal Zone Management Committee (ICZMC)

The ICZMC will spearhead coastal zone policy and legislative inputs, and ensure cohesiveness in the planning and implementation of coastal zone management and conservation activities. The ICZMC will be assisted in carrying out this mandate by a Secretariat to be based in the Erongo Regional Council.

The project will provide capacity building in policy and regulatory development processes as well as technical aspects relating to conservation and management. Target groups for capacity development will include senior decision-makers.

Activity 2: Capacity Building, Institutional Strengthening for other Institutions involved in the Program

The NCBCMP will assist the national, regional and local government agencies, NGOs, CBOs and private sector agencies with capacity building and training in their efforts to promote integrated use, conservation and management of resources on the coast. There is a need to build capacity at the technical level where policy and project implementation will take place. This activity will target a range of technical skills and organizations in the three levels of government as well as NGOs and other partners. Institutional development and capacity building will be needed to ensure that partners understand how to implement and update the regional management plans, apply legislation, apply the plans in the context of the network of protected areas on the coast as well as of municipal, tourism and private sector activities which impact on the environment. There will be a need to maintain, update and use decision support systems including GIS and to monitor key environmental parameters and understand and interpret trends. The requirement for capacity development in each region will only become clear once a capacity audit has been completed and agreements reached on how to deliver a particular program component. In some instances the form of capacity development could be through developing manuals and procedures, on the job training, attendance of formally accredited courses or simply through workshops and or study tours. Equipment and logistical needs will be identified as a part of this process and provided as needed.

Training can be provided for regional council staff outside the membership of the national ICZMC, but also for regional staff working with development and communities¹⁰ and for staff from MET based in the Regions.

Increased support capacity within the regional councils will allow them to more effectively participate in the planning and coordination of the management and protection of the biodiversity falling within their geographic jurisdictions. Program preparation will therefore include the identification of gaps (needs and requirements) and support required to improve the capacity of the regional councils to effectively participate in the project implementation. The assessment will quantify and qualify the following aspects:

- (1) Ecological/global biodiversity importance and the monitoring requirements in each region;
- (2) Size of relevant socio-economic management units;
- (3) Capacity building needs of regional councils; and
- (4) Financial needs required to implement the recommendations and the portion of implementation cost to be borne by GEF and co-funding.

It is recognised that the individual needs of the four regions are different and that they may not all require the same level of assistance.

¹⁰ An example would be the successful CoastCare training program being undertaken along the coast of South Africa, including the transfrontier area in the Northern Cape.

Activity 3: Information Management and Decision Support System

Apart from the Erongo region, there is little or no electronic data available for use in decision support and planning interventions for protection and use of coastal resources within the regions. A central database linking all four regions and other key implementing agents would greatly enhance their capacities to share information, develop management plans, conduct economic and social interventions and ultimately protect the biodiversity along the coastal region of Namibia. In this regard, it is proposed to set up a database to collect and disseminate the relevant information for use by policy makers, technocrats and researchers to support the objectives of the program and to assist with national development. An assessment of the requirements for and potential users of coastal zone data will be carried out at project initiation. Depending on the findings, implementation of the database could be commenced during the first year of the project and will last for its duration. The International Waters Distance Learning and Information Sharing Tool (DLIST) can potentially be used as an information platform for this database, further linking the NCBCMP with related programmes such as the BCLME, BENEFIT and others.

Support will be needed (technical assistance from consultants only when required, the emphasis being on using existing capacity that already exists in Namibia) in the design and implementation of a data collection and dissemination strategy for the coastal zone program at the national and regional levels. Among information and communication tools could be the development of a periodic publication giving statistics and abstracts of data on the state of the coastal zone and its conservation and management in Namibia. This could become an important instrument allowing the GRN and donors to monitor the development and impacts of the implementation of coastal zone interventions over time, and to disseminate the experiences in the country and region. The programme funds will be used to produce the framework for the data collection and communication system, the first report and to develop a broader communication plan for the program (key issues and communication tools). Support will be required to produce the following outputs:

1. Initial assessment of needs to develop the operational framework;
2. Implementation strategy for the database design and the decision support system;
3. Updated database with linkage to data collection sites;
4. State of the coast report; and
5. Training of users and the system managers.

Depending on in-house capacity and routine demands it may be necessary to look at out-sourcing some of these functions.

Activity 4: Environmental Education, Awareness and Marketing

A targeted and practical education and awareness campaign will be supported to primarily assist inhabitants, tourists and businesses to understand their impacts on biodiversity and how to reduce these. The main aim will therefore be to encourage and show people how they can and should change their lifestyle whilst not suffering a reduction in quality of life. Therefore the activity should focus on pre-empting environmentally bad practises and in helping to identify alternative options of lower impact.

A media profile will also be developed for the program that will result in it being "branded" and recognisable to the public and in particular donors. The activity will also present the successes of the program and the value of coastal resources and

coastal management as the public and decision-makers will more easily identify with the value of biodiversity conservation if it delivers tangible social and economic benefits.

Component 3: Assisting the Implementation of the Conservation and Management Plans by Developing and Implementing Ecosystems Monitoring Systems

Monitoring is fundamental to ecosystem management, and deciding how and where to direct interventions over time. It must include not only discrete projects, activities or events but also assess the overall ecosystem health of the coast over the long-term. Exactly which institutions are best placed to provide cost effective and accurate monitoring must be decided during program preparation and implementation. The financial sustainability of the monitoring service, after program closure, will be taken into account during design. Funds will be used to design the monitoring system, cover the initial inventory and assessments costs, and thereafter, some of the expenses of monitoring and analysis. During the preparation phase the financial sustainability will need to be investigated. Towards the end of the project, monitoring has to be integrated into the budget for national government, regional councils and local government. A system that also uses local capacity, including existing local government personnel and communities, may prove to be cost effective. Funds will be used to identify and select sites, define the monitoring and evaluation systems and the initial biodiversity assessments and inventory support in each of the study sites. Where communities exist in close proximity to sites, monitoring systems will be linked to CBOs, NGOs, and community participation, along the principle of 'the local people see it first'.

Activity 1: Community Level Monitoring (over short time horizon):

The aim of this activity of the monitoring program is to engage communities –where it is possible and relevant - to identify violations of the resource management plans and legislation and to report these. In a sense this component of the monitoring program can be termed a law enforcement and monitoring program. It therefore combines community surveillance with law enforcement efforts i.e. coastal communities will be educated and empowered to identify short-term, easily visible impacts on the environment which require the intervention of the state or a community management response. The regions or whichever agency is selected to monitor such impacts will keep a record of these reports and investigations in order to direct pro-active responses. Clear indicators will be developed for monitoring the project itself during the preparation period. This should provide each region, the ICZMC and in line Ministries with the information required to assess the impacts of the interventions of the management plans on biodiversity conservation. This form of monitoring will be particularly important in regions such as Karas, where a range of developments are taking place both along the coast and the Orange River and Fish River Catchment Areas. This includes farming, small mining, unregulated tourism, etc. where community members will be the first, and sometimes only people witnessing environmental impacts.

Activity 2: Long Term Monitoring of Key Biodiversity Hotspots

Since it will be neither practical, nor cost effective to request each region to monitor ecosystems at the detailed level that is required to capture changes in biological diversity over a longer period of time. The project, in partnership with the Namibian National Biodiversity Program, the MET and the MFMR will identify selected key biodiversity issues, including 'hotspots' that can be developed and designated as long-term ecological monitoring (LTEN) sites. The sites will be chosen by scientific analysis, led by technical and scientific personnel in their respective areas of competence. In fact a national system has been developed (NALTER) and Namibia is recognized as the first African country to have developed such a system. Active monitoring sites within the coastal zone are at Walvis Bay, Sandwich Harbour and the Orange River mouth.

DANCED support has allowed the identification of selected areas of special interest, and other consultations like the COFAD report have identified further ones along the coast. Communities will be involved in these decisions and exercises, where appropriate (some special sites do not have human inhabitants), particularly when the land belongs to them. Based on detailed baseline biodiversity assessments undertaken in each of the selected sites a schedule of periodic monitoring will be developed. Monitoring will then take place based on the developed schedule. The MET and MFMR will be the key agencies required to develop and oversee the monitoring program. Data and reports generated from this monitoring program will be fed into the project database and decision support system (activity 3 of component 2) for dissemination and use by the competent authorities and other interested parties. Information will also inform the State of Environment Report.

Monitoring of the impacts of human settlements, economic activities and national policies on ecosystems is an important and essential aspect of biodiversity conservation. Long-term ecological monitoring sites will be supported and utilised to provide data and information on the impacts of the above activities on the ecosystems within the coastal regions. A periodic state of the coast report will be produced and used a planning and decision making tool for implementation of an effective coastal zone conservation and management plan for Namibia.

Activity 3: Co-ordination With Stakeholders

Monitoring on its own will not achieve sustainable coastal conservation and management. A system must be set up that will ensure that the results of monitoring will be acted upon. While there are many laws that can be used to enforce biodiversity conservation, they are often not adhered to, so that digressions remains unreported or are not acted upon. The regional councils are already tasked with setting up an environmental disaster management system and this can be linked to environmental monitoring on the ground. The project will promote the establishment of an information dissemination system through which the data and results obtained from monitoring activities are distributed to stakeholder and other interested parties.

Component 4: Targeted Activities for Biodiversity Conservation on the Ground

Activity 1: Support to on-site conservation of priority biodiversity “hot spots”

Support will be provided to promote the conservation of biodiversity and management of key areas.

In the Erongo region, support will be provided for the conservation and management of ecologically sensitive sites such as the lichen fields and the breeding sites of the Damara Tern and the sites where flamingos occur. Although the sites have been identified, implementation has not taken place because of the lack of funds and inability to establish basic management that will regulate tourism and other land uses. Unregulated vehicular access on the dune belts not only leaves unsightly tracks but can also destroy the nests of the Damara Tern. The financing of continued protection for these sensitive sites will be investigated and could include imposing ‘green levies’ on destructive activity such as quad biking which can also be limited to smaller areas.

In the Karas region, support will be provided to address conservation and management issues of the Sperrgebiet, particularly in relation to establishment of the protected area, multiple land use, allocation and management of mining concessions, and access to the area. The entire *Sperrgebiet* falls in a global ‘hotspot’ of biological diversity, and is internationally recognised for its extreme species richness and unique biodiversity. Inaccessible so far because of the coastal mining, the inland part of the Sperrgebiet has been functioning as a type of buffer zone for the diamond rich coastal areas, thus providing *de facto* protection against unplanned and unwise coastal development. As part of the decommissioning process, the present land use plan calls for the entire Sperrgebiet (the former Diamond Area 1) to be declared a Protected Area. It also proposes the zoning of the area based on the IUCN Management Categories and makes tentative, provisional judgements on which zones are the most sensitive from a conservation perspective, and which areas are known to be already degraded or relatively insensitive. The management capacity is indeed very low for the Sperrgebiet with one dedicated MET field person covering a vast and largely inaccessible, yet extremely vulnerable area to 4X4 vehicles. The Sperrgebiet falls in a proposed Transfrontier Conservation area (TFCA) with two main roads opening across the Namibian/South African border. The area also contains resources other than tourism, including base minerals that would require destructive surface mining. It is essential to develop a clear policy on which activities can take place in the pristine inland area, how tourism will be managed, what guidelines would be used in allocating concessions, and how it will link into the overall management system of the proposed conservation areas.

The Kunene region is a coastal protected area in its entirety. However, special attention may need to be paid to protect biodiversity hotspots in spite of the overall protection as the area is large and pressures on it is increasing. The project will support the identification of biodiversity hotspots in the Kunene Region a decision taken on which ones require special intervention. Particular attention will be paid to the mouth and lower reaches of the Uchab River where a growing elephant population causes damage to the overall environment. The possibility also exists that the Kunene River mouth could at some time in the future be declared and managed as a Ramsar site.

The Hardap region is characterized by a wide band of protected dunes. However, the east side of this dune sea has much in common with a typical coastal area (highly sensitive to surface disturbances and unique biodiversity) in Namibia. There are several unique riverbeds and pans that are stopped by the dunes from reaching the sea. They include Koichab and Sossusvlei, both of them areas under increasing pressure from tourism. Management plans will be developed for the Koichab and Sossusvlei and action taken to protect this area. Furthermore, ways will be investigated for income and other opportunities derived from these sites to be spread more widely across the population of the coastal region. The potential of public private partnerships will be investigated during the preparation phase and, if found feasible, implemented during the full-size project.

As has been stated before, the Hardap Region has no direct access to the coast and very little is known about the biodiversity and other resources existing in most of the region. During the PDF B implementation phase, support will be provided to conduct an aerial and/or GIS survey/mapping of the region to determine the resources on the ground about which very little information is available at this time. The information generated from this exercise will be used to develop a plan/strategy for the full and effective participation of the Hardap Region.

Activity 2: Promote the Sustainable Use of Coastal Ecosystems and their Associated Biodiversity

The NCBCMP will assist design and implementation of pilot strategies to increase the flow of benefits from the sustainable use of coastal ecosystems to coastal communities. Support will focus on developing natural resource industries that create livelihoods while reducing pressure on key species and ecosystems. The conservation of coastal biological diversity in an environment of increasing population pressure, land use and other threats will be enhanced by the provision of suitable alternate economic and social activities for community participation. Pilot economic activities designed for sustainable resource use will be supported under the program. Joint venture operations involving the private sector and communities will be pursued.

In the Erongo Region, several potential initiatives have already been identified but further work will be needed during preparation. One activity would focus on the !nara plant and could potentially involve, and benefit the entire Topnaar community of the Kuiseb River. The plant is highly significant from an ecological point of view – it is a keystone species that tie together many of the ecological aspects of the lower Kuiseb River. The population appears to be decreasing in numbers, likely as a result of injudicious exploitation, and this can have disastrous effects on the overall ecology of the Lower Kuiseb River. The project will assist in establishing a sustainable venture for the harvesting and marketing of the !nara under natural resource management. Thus it will not only benefit the people but also the ecology of this unique system. The Erongo Regional Council, the regional administration of the MET and selected community members have expressed an interest in this activity and institutional arrangements, including traditional leadership, will need to be clarified during the preparation period.

The Topnaar community is also eager on developing community-based tourism that focuses on the biodiversity of the red dune system as well as the river. The Erongo Regional Council, the regional administration of the MET and the Topnaar community can collaborate to manage the tourism concession and put the emerging community

based tourism industry in this coastal park on an economically viable and sustainable footing. Institutional arrangements, ownership issues and distribution of benefits will need to be clarified during the preparation period. Support aimed at livelihood creation based on biodiversity conservation and/or sustainable resource utilisation, often fail because of the lack of entrepreneurial abilities in target beneficiaries.

There is presently a relatively low level of entrepreneurial drive in many communities within the coastal regions of Namibia. This is partly because of the historic “dependency” approach of the apartheid system and partly to the lack of exposure that most rural Namibians have had to entrepreneurship. Poor access to resources and uncertainties surrounding land ownership also negatively affected development. For these reasons the project seeks to develop micro enterprises which rely on the sustainable use of natural resources by:

- Assisting communities to identify appropriate natural resource use economic opportunities; exposure visits to selected places;
- Holding awareness and training workshops, and
- Working with institutions skilled in identifying and developing small enterprises and promoting entrepreneurial initiative.

The feasibility of conducting sustainable use activities in these areas will be further investigated during preparation and possibly the first year of implementation. The information generated will also be used for policy and decision making purposes. The implementation of specific activities would be contracted out to one or more supporting organisations with demonstrated competence and experience working in the development of enterprises based on the use of coastal and marine resources. The University of Namibia, a stakeholder in the NCBCMP, is currently working in Henties Bay, one of the coastal communities, on the development of such enterprises and may be approached to lead and/or co-ordinate this activity. A number of NGOs have also demonstrated competence in enterprise training and also be interested in supporting this activity.

The creation of policies to attract natural resource based private sector investment in selected coastal areas scattered over the Regions will be important. The project will seek to develop mechanisms to promote a more friendly investment environment for investors through joint ventures with communities and local and regional authorities. The creation of investment incentives for those private sector operators forming joint ventures might stimulate increased private sector investment in what are some of Namibia’s least developed areas. Ultimately, increased investment will lead to increasing economic activity, a better standard of living and less direct dependence on the natural resource base for subsistence. It is not expected that the GEF would fund this activity, but co-funding will be sought for this purpose.

2.3 Expected Outcomes

The expected outcomes will be more effective conservation of biological diversity and management of coastal areas in Namibia. This will be the result of the following outcomes of the NCBCMP:

- Government, NGOs, CBOs, other stakeholders, the public and communities will be united to a common Vision for the Namib coast, national policy and legislative reform which lays the foundation for collaborative coastal conservation and management plans.

- Management plans, drawn up with the collaboration of all stakeholders will have a strong emphasis on biodiversity conservation, and will be implemented during the course of the NCBCMP.
- Capacity for implementation and co-ordination will be built in the national government, regional councils, local authorities, and other partners.
- Successful on the ground biodiversity conservation and sustainable resource utilisation will be implemented and biodiversity hot spots will be protected.
- There will be a higher level of awareness of the importance of coastal conservation and management among all role players, including the public and communities.

2.4 Incremental reasoning

Without any GEF support, the coastal zone, its associated biodiversity and fragile arid ecosystems, will increasingly deteriorate and left to the threats and pressures described above. The development patterns on the coast including the decommissioning process, and the challenges facing the management of the existing coastal protected areas will be very difficult to reconcile with sustainable biodiversity conservation and ecosystem management. Any limited support - if confirmed even without GEF intervention - will be restricted to areas around one or two main coastal towns and possibly to a very few biodiversity sites under a piecemeal approach. Decentralization will be implemented but with little chance to be supported by capacity and resources to mainstream biodiversity conservation.

The GEF alternative is a 'Big Picture' map of protected areas that cannot be effectively conserved by an understaffed, although dedicated, MET only. Biodiversity is distributed and used in such a way that all role players will have to be on board to ensure its conservation. Development will have to be planned and implemented in such a manner as to mainstream as much as possible biodiversity conservation and uses. This will require the full involvement of government, not only one or two departments, and its success will in part rely on the extent by which the appropriate institutional capacity is built. The ICZMC and its partners at the local and national levels will provide the long missing link in the integrated conservation and development framework that will now bring impetus and sustainability to the process of biodiversity conservation and coastal management. Without it, the 'Big Picture' will remain a dream, or best a lattice of protected areas that incompletely conserve biodiversity, are inefficient, not sustainable, and lacks the resources and capacity that regional and local government can contribute to.

The GEF additional funding will bring value to national resources and co-funding, and will unlock further value to be applied to biodiversity conservation and local management. It will engage a critically important government department in terms of planning and conservation into the biodiversity conservation initiative in Namibia. Resources unlocked in this way will be calculated during the preparation phase. The Program will promote effective institutional arrangements and institutions to develop, manage and implement policy, legislation and management plans to conserve globally significant biodiversity.

Contribution will come from the GRN via the Ministry of Regional and Local Government and Housing (MRLGH) and the Ministry of Environment and Tourism. This will be in the form of operating costs, staff time (such as planners and Under

Secretaries – formerly known as CEOs), office space and contribution to some of the investments and studies. Other partners have shown strong interest in the NCBCMP, including for the preservation of 'hotspots' in the Succulent and Nama Karoo (Sperrgebiet) as well as transfrontier conservation areas (TFCAs) with Namibia (Karas Region) and Angola (Kunene Region). DANCED has introduced an AGENDA 21 programme being implemented by the Walvis Bay local authority. A logical extension would be to repeat this for Luderitz Bay. The World Bank will support Namibia through its Sub-National Government Development Project (currently at preparation stage). The Program will implement a capacity building component program to facilitate the decentralization of policy implementation, support intergovernmental fiscal relations and assist the MLRGH to implement a new strategy for sub-national government infrastructure policy and investments. This will be able to support the NCBCMP.

2.5 Stakeholder Involvement

Regional and local government is closely linked to a network of stakeholders, not only because of their administrative powers but also their strong mandate to develop the regions for the benefit of the people who live there. Through the Swakopmund workshop links were extended to, and taken up by stakeholders that until then have not been fully involved in the process.

The NCBCMP is a program that will protect and use biodiversity and coastal resources in a sustainable manner while building government capacity and creating an enabling framework for good governance, without which biodiversity conservation and coastal management will not materialise. It is essential that all role players are on board, in particular those government departments that are most closely involved with biodiversity conservation and coastal management. It is important to remember that the programme is very much focussed *on the role of government and the type and level of governance* that is needed for effective biodiversity conservation and management to occur on the Namib coast. The NCBCMP originated from the regional councils and therefore at a national level from the Ministry of Regional, Local Government and Housing as part of their decentralisation mandate.

2.6 Sustainability of the Program

At national as well as regional levels, sustainable long-term financing mechanisms for resource management and biodiversity conservation will be developed and put in place as part of developing the ICZMC framework. This will be a key component of program implementation to ensure financial sustainability. Additional sources of income to be investigated include user charges, green taxes, levies, concessions, fines and the national Environment Investment Fund for projects and line function allocations. Further, it is believed that cost-effective institutional design is possible as the management needs of the Namib coast zone are relatively modest in comparison to high density visitor coastal areas.

Institutional sustainability will be achieved by realistic institutional design which makes use of the strengths of the ICZMC, the three levels of government as well as other agencies. The program will assist the creation of viable institutions and co-operative agreements to ensure that the most appropriate institution perform each particular task. Institutional systems will be designed and staff trained to utilise, manage and update the policy, management plans, and information decision support systems. Social sustainability will be achieved by changing peoples' behaviour to accept the value of the coastal biodiversity program and the need to protect and use

resources on a sustainable basis. Perceptions of the value of the resource will also be changed through increasing the sustainable use of the coastal resource in order to provide a stream of economic and social benefits to poorer communities in particular. Ecological sustainability will be achieved through the above interventions as well as the targeted focus on biodiversity especially those that are globally significant. The focus on policy development and management plans in particular as well as on the ground projects are all intended to reduce the rate of current ecological and biodiversity losses and to support remediation and the re-growth of natural capital.

2.7 Replicability

Being thoroughly tied in with decentralisation policies and legislation, the NCBCMP has very high potential for replication in areas undergoing institutional, policy and legal reform. Mostly lower to middle income arid countries with some quality but thin institutional resources could benefit from this program. Countries may include those flanked by the Benguela Current, as well as certain Indian Ocean Islands states. As showcased in the International Water Program Study, (Benguela Current and the Namibian Coast were one of the site visits of the Study), it also offers a good example/model of synergetic articulation of GEF supported LME and Coastal biodiversity operations.

The program will also boost the capacity of the Government of Namibia to articulate further GEF projects. Whilst not directly replicable, aspects of project design and preparation and management will be replicated in subsequent Namibian GEF projects if needed.

2.8 Lessons Learned and experiences in Sub-Saharan Africa with regard to integrated coastal biodiversity conservation and management

Experience in Sub-Saharan Africa has shown that poverty remains to be one of the biggest threats for conservation and management of coastal biodiversity. There is an urgent need for management interventions to address rapidly growing coastal cities and settlements where unemployment rates are rising and pressures on the integrity of coastal ecosystems steadily growing. Several African states have expressed their demand for sound management and conservation of coastal habitats and associated biodiversity. Commitment has been demonstrated at several conferences and regional meetings. Examples are the Arusha Conference in 1993, the Seychelles Workshop in 1995, the Abidjan and Nairobi Conventions on ICZM, the Pan African conference on Sustainable Integrated Coastal Management in Maputo in 1998 and the ACOPS/UNEP Conference on Cooperation for Development and Protection of the Marine and Coastal Environment in Sub-Saharan Africa in Cape Town in 1998.

Although policy frameworks addressing coastal management have already been established by a number of African states, development of institutional and legal frameworks to support implementation of these policies has not yet been targeted in most countries of Africa's coastline. By strengthening human resource skills and institutional capacities the Bank and the GEF can play a significant role to facilitate the process towards sound management of African coastlines and conservation of its biodiversity.

With the NCBCMP, Namibia will embark on a comprehensive program for conservation, management and utilisation of biodiversity along its entire coastline. The project has carefully taken into account experiences within the region and adapted strategic directions recently provided in the “Integrated Coastal Management in SSA: Lessons Learned and Strategic Directions”¹¹.

- Lack of enabling legal and regulatory frameworks together with significant constraints in human resource skills and institutional capacity have resulted in limited sustainability of operations targeting conservation and sustainable use of coastal biodiversity in SSA. Long-term effects have further been curtailed by ad-hoc approaches with narrow sectoral focus. Overlapping issues, jurisdictions and impacts of integrated coastal management require adequate institutions to guarantee the necessary interagency coordination and interaction. NCBCMP is addressing these critical needs by i) supporting development of policy, legal and regulatory frameworks, ii) promoting capacity building for key players and iii) strengthening inter-ministerial exchange and co-operation. The project is based on the strong initiative of the Regional Councils, which are playing a key role in the country’s current decentralization process.
- In SSA it has been indispensable to implement initiatives taking combined efforts to reduce poverty and to plan and manage coastal areas. Self-help programs managed by local communities have provided successful examples for sustainable management of coastal resources. The program will facilitate sustainable use of coastal biodiversity through assistance in the establishment of small-scale ventures, the development of micro-enterprises and facilitation of environmentally sustainable investments for regional development. Several initiatives in neighbouring South Africa provide valuable lessons that can be replicated in the scope of the program. Cases in line are the Poverty Relief Fund in the Northern Cape Area, the Working for Water project at the Orange River Mouth and the Gariep Strategic Development Initiative.
- Conservation operations targeting coastal resources in SSA have often found to be limited in scope, funding and commitment. Particularly in the light of scarce financing options, partnership building and networking has been found significant in promoting conservation operations. Incorporating this issue the NCBCMP has developed a project approach targeting the entire Namibian coastline. The project is co-ordinated with the Benguela Current Marine Ecosystem (BCLME) to complement macro-regional level objectives of the latter with activities at national and local level. Networking and coordination has further initiated with the proposed Transfrontier Park at the Namibian and South African boarder.
- Transparency in decision-making and public participation in program design has been critical for project success in SSA. Ownership and initiative by local stakeholders has been facilitated by public consultations and information dissemination. NCBCMP is cooperating with the distance learning and information sharing tool (DLIST), which offers the project an information platform for its database. DLIST also provides a vehicle for participative

¹¹ Indu Hewawasam, Draft Integrated Coastal Management in Sub-Saharan Africa: Lessons Learned and Strategic Directions, 2001

planning, priority setting and collaboration between local, provincial, national and regional level stakeholders.

- Reliance on local mechanisms has often proven to be an ideal way to effectively monitor local sources of pollution and other negative effects on the ecosystem and at the same time increasing and creating local knowledge on ICM. Adapting this lessons, the NCBCMP is initiating a community level monitoring program to engage communities in law enforcement efforts and ecosystem surveillance.
- Availability of scientific data and information on which to base policy frameworks and management plans have been a major challenge of most ICZM projects in SSA. With the COFAD report¹² on potential MPA on the Namibian coastline, the “Sperrgebiet”-Land Use Plan for the Karas Region and the DANCED pilot study for the Erongo Region, the project has already obtained a comprehensive set of information. Situational analysis and survey of the Hardap Region will be carried out as part of the PDF B activities.

2.9 GEF Implementing Agencies Co-ordination

Co-ordination of the GEF implementing agencies has taken place during identification at both headquarters and country level, especially with UNDP given the needed coordination between NCBCMP and BCLME. Meetings were set up during the identification phase and UNDP was part of the last stakeholder workshop held in Swakopmund last May. Co-ordination between the NCBCMP and BCLME Programs will be stepped up in the preparation phase as firm links have now been established. It is planned that meetings be held during the preparation phase to establish a protocol for co-operation. It is already clear that BCLME has very limited funding available for biodiversity conservation activities at the national level. The scope of this project is limited to some support to islands off the coast and to marine Biodiversity and these will be therefore excluded from NCBCMP). The GEF International Waters Program Study Team has highlighted the good co-operation between the two Implementing Agencies (WB and UNDP) and the strong rationale for it on the Namibian coast. Lastly, it can be added that no other GEF support is linked to the coast in Namibia.

2.10 Monitoring and Evaluation (M and E)

Strong M and E protocols will be put in place for the NCBCMP. Following the collaborative nature of the process thus far, M and E will be agreed upon during the planning phase of the preparation and will likely be the role of the proposed Reference Group (see also component 3 of the Program).

2.11 Country Driven Process

The initiative is highly country-driven. It originated out of the Regional Councils that fall under the Ministry of Regional and Local Government and Housing at a national level and fully supported by the MET. The ICZMC grew out of the mandate of the Regional Councils, the decentralisation process and the need to bring natural resource management closer to the ground. It also builds on the National Biodiversity Strategy and Action Plan. The relevant line ministries have offered national support

¹² Advisory Assistance to the Ministry of Fisheries and Marine Resources Baseline Study of the Establishment of Marine Reserves in Namibia – Short Term Consultancy Report, 1998

and a number of briefings have taken place with Ministers who have eagerly supported the program

III – PDF B REQUEST

3.1 Justification for the PDF Block B grant

For the NCBCMP to be successfully implemented there are a number of actions and activities that first have to take place during a preparation phase that needs to be supported through a PDF Block B Phase. The ICZMC role has to be fully mandated by national government as the body that will be key in the formulation of a Vision and co-ordinate the development of conservation and management plans for the Regions on the Namib coast. Partnership agreements will have to be worked out and mechanisms of co-operation put in place between different stakeholders. Other activities include capacity strengthening, clarification of program implementation mechanisms (administrative, financial and programmatic management), preparation of the logical framework, and the hiring of a Program Co-ordinator and Accountant/Administrator for the Secretariat. An assessment will also be required to determine the need for equipment such as computers to house databases and other physical infrastructure such as office space required to support the regional councils in the carrying out of their functions under the program. Clear indicators will have to be developed for monitoring the project itself during the preparation period. Projects have to be investigated in terms of practical and cost implications. Institutional arrangements, including traditional leadership will need to be clarified during the preparation period. Lastly, co-funding has to be organized with donors, the GRN and other role players. New stakeholders involved in important initiatives need to be brought on board the program.

The Swakopmund workshop minutes and presentations clearly illustrate the need for a PDF Block B phase leading to a full-blown GEF supported operation that will be complimentary and supportive of exiting initiatives as well as cover ground that is not taken care of by any other activity.

3.2 PDF Activities and Implementation Design

The PDF Block B phase will be a preparatory phase that consists of planning meetings, consultation with stakeholders and communities, capacity building, clarifying the funding scenario, the recruitment and installation of the Secretariat, and the consultative preparation of a full-size project brief that all stakeholders will feel comfortable with. It will also help to further determine the program elements for the Hardap and Kunene coastal regions. Table 1 below list activities and presents an approximate time line.

3.3 PDF Block B Budget

The PDF Block B is a typical preparatory phase that will require facilitation and technical assistance to assist to drive the PDF – B phase rapidly and effectively to its conclusion. The broad categories for expenses are proposed as follows:

No.	Expenditure Categories	GEF	MRLGH/ MET	Other ¹³
1	Meetings: venue, travel and accommodation	30 000	15 000	20 000
2	Capacity building	10 000	10 000	50 000
3	Additional Survey and situational analysis (Hardap Region, Kunene ...)	30 000		20 000
4	Co-ordination and facilitation	50 000		
5	Secretariat and decentralization process	20 000	20 000	60 000
6	Technical Support in preparation of full-size project	70 000		10 000
	Subtotal	210 000	45 000	160 000
	TOTAL			415 000 (US\$)

¹³This includes the Ministry of Environment and Tourism and DANCED.

Table 1: Activities and time line for the PDF Block B phase of the NCBCMP

No	Activity	Months After Grant Agreement Signed																
		1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17
1	Establish project management team with role players represented in a steering committee	█																
2	Finalise ICZMC and secretariat institutional arrangements with other role players		█	█														
3	Recruit and install the Secretariat, make office operational, identify operational needs for next phase			█	█	█	█	█										
4	Consultative/Planning meetings with stake-holders on PDF-B implementation and project preparation		█	█	█	█	█	█	█	█	█	█	█	█	█			
5	Sign memoranda of understanding with other programmes, projects and institutions						█	█	█									
6	Situational analysis and survey of the coastal areas in the Hardap Region								█	█	█							
7	Prepare planning process for regions								█	█	█	█	█	█	█	█	█	
8	Finalise pilot sites, project activities, roles of players (including government, communities, ICZMC, etc.)										█	█	█	█	█	█	█	
9	Project Administration	█	█	█	█	█	█	█	█	█	█	█	█	█	█	█	█	█
10	Establish and operate ecosystem monitoring												█	█	█	█	█	█
11	Final full-size GEF project overview, finalise matching funds and M & E systems														█	█	█	█
12	Finalise full-size GEF project														█	█	█	█

