Project Document

Republic of Namibia
United Nations Development Programme

Global Environment Facility

Full Project – Strengthening the Protected Area Network (SPAN) Project

PIMS 3121

Brief Description: Namibia's dryland ecosystems are a globally significant repository of biodiversity, acclaimed for their species richness, habitat diversity and biological distinctiveness. The country has established an impressive System of Protected Areas, managed by the State, which constitutes a cornerstone of its conservation programme. This system comprises 20 protected areas, covering 13.8% of the terrestrial area (114,000 km^2). There is huge potential for these areas to be woven together to form a tight, cohesive and effective network of protected areas, providing an effective buffer against threats to biodiversity. However, a number of barriers are hindering movement toward improving PA management effectiveness. These include: a fragmented policy framework; weak institutional capacities, weak human capacities for PA operations, incomplete bio-geographic coverage, and the absence of tested mechanisms for public-private-community partnerships. Intervention is needed to lift these barriers in order to improve management effectiveness in the PA system as a whole. The project will address this need. It will specifically focus on State Protected Areas and on terrestrial ecosystems, as well as to complement other initiatives in production landscapes and in coastal and marine ecosystems. The project is divided into two phases, the first with a six-year duration. The first phase – which is the subject of this proposal – will focus on three broad areas of intervention: 1) strengthening systemic capacity, namely the enabling legal/policy environment and financial mechanisms for PA management; 2) strengthening the institutional capacity for PA management; and 3) demonstrating new ways and means of PA management, including partnerships with other government agencies, local communities and the private sector, to add to the range of options currently available. These interventions are critical to improve management effectiveness in the PA system as a whole. Activities under each component will focus on the removal of barriers hindering the management performance of the PA System. Building on the solid foundation achieved during Phase 1, and subject to satisfaction of agreed performance criteria being satisfied, the second phase will focus on the further consolidation and expansion of the PA network. This will include the operationalisation of new PA categories, as needed, to create PAs on non-State land and to strengthen private reserves. A strong emphasis is placed on the replication of best practices within Namibia and elsewhere through proactive knowledge management.

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List of Acronyms

APR	Annual Project Review
BCLME	Benguela Current Large Marine Ecosystem
BIOTA	Biodiversity Monitoring Transect Analysis
CBD	Convention on Biological Diversity
CBNRM	Community Based Natural Resource Management
CCD	Convention on Combat Desertification
CI	Conservation International
CITES	Convention on International Trade in Endangered Species of Wild Fauna and Flora
COP	Conference of Parties
CPD	Country Programme Document
CPP-SLM	Country Pilot Partnerships for Sustainable Land Management
DANIDA	Danish Agency for Development Assistance
DASS	Directorate of Administration and Support Services
DEA	Directorate of Environmental Affairs
DMP	Desert Margins Programme
DNRM	Department of Natural Resource Management
DoF	Directorate of Forestry
DoT	Directorate of Tourism
DPWM	Directorate of Parks and Wildlife Management
DRFN	Desert Research Foundation of Namibia
DSS	Directorate of Scientific Services
EIF	Environment Investment Fund
EOP	End of Project
EU	European Union
FENATA	Federation of Namibian Tourism Associations
GCF	Global Conservation Fund
GPTF	Game Product Trust Fund
GRN	Government of Republic of Namibia
GRTC	Gobabeb Research and Training Centre
HQ	Headquarters
HWCM	Human Wildlife Conflict Management
IBA	Important Bird Area
ICEMA	Integrated Community-based Ecosystem Management
ICZM	Integrated Coastal Zone Management
IRDNC	Integrated Rural Development and Nature Conservation
IUCN	World Conservation Union
KfW	Kreditanstalt für Wiederaufbau
LIFE	Living in a Finite Environment
M&E	Monitoring and Evaluation
MAWF	Ministry of Agriculture, Water and Forestry
MoE	Ministry of Education
MET	Ministry of Environment and Tourism
MFMR	Ministry of Fisheries and Marine Resources
MHA	Ministry of Home Affairs
MHSS	Ministry of Health and Social Services
MLR	Ministry of Lands and Resettlement
MME	Ministry of Mines and Energy
MoF	Ministry of Finance
MRLGHRD	Ministry of Regional and Local Government and Housing and Rural Development
NACOMA	Namib Coast Biodiversity Conservation and Management Project

NACSO	Namibian Association of CBNRM Support Organisations
NAMETT	Namibia Management Effectiveness Tracking Tool
NBRI	National Botanical Research Institute
NBSAP	National Biodiversity Strategy and Action Programme
NCSA	National Capacity Self Assessment
NDF	National Defence Force
NDP	National Development Plan
NGO	Non Governmental Organization
NNF	Namibia Nature Foundation
NNP	Namib-Naukluft Park
NPC	National Planning Commission
NTB	Namibia Tourism Board
NWR	Namibia Wildlife Resort
PAC	Project Advisory Committee
PCC	Park Consultative Committee
PDF	Project Development Facility
PESILUP	Promoting Environmental Sustainability through Improved Land Use Planning
PMG	Project Management Group
PMU	Project Management Unit
PPF	Peace Park Foundation
PRG	Project Reference Group
PS	Permanent Secretary
PSC	Project Steering Committee
SADC	Southern Africa Development Community
SCBD	Secretariat of the Convention on Biological Diversity
SCP	Skeleton Coast Park
SIDA	Swedish International Development Agency
SPAN	Strengthening the Protected Area Network
TFCA	Trans Frontier Conservation Areas
TPR	Tripartite Review
UNAM	University of Namibia
UNDAF	United Nations Development Assistance Framework
UNDP	United Nations Development Programme
UNEP	United Nations Environment Programme
UNFCCC	United Nations Framework Convention on Climate Change
USAID	United States Agency for International Development
WWF	World Wide Fund for Nature

SECTION I : ELABORATION OF THE NARRATIVE

PART 1-A: Situation Analysis

1A.1 Environmental Context

1. Namibia is bordered by Angola and Zambia to the north, Botswana to the east, South Africa to the south, and the Atlantic Ocean to the west. The total land area is 823,680 km^2. The country spans 1,320 km at its longest and 1,440 km at its widest points. It has 1,570 km of Atlantic coastline, which is mostly desert and characterised by vast sand dunes that cover an area larger than Switzerland. Namibia is one of the driest countries in sub-Saharan Africa, with half of its surface area receiving less than 250mm of precipitation per year. The country possesses a remarkable variety of habitats and ecosystems, ranging from deserts receiving less than 10 mm of rainfall per year to subtropical wetlands and savannas with over 600 mm of precipitation per annum. Namibia is composed of five major terrestrial biomes classified according to vegetation type and climate (Namib Desert, Nama Karoo, Succulent Karoo, tree and shrub savannah, and lakes and salt pans). The tree and shrub savannah biome is further divided into broadleaved tree and shrub savannah and acacia tree and shrub savannah. There are 29 vegetation types within these biomes[1] including wetlands such as pans and Caprivi Floodplains.

1A.2 Global Significance of Biodiversity

2. Namibia lies at the heart of the species-rich Namib-Karoo-Kaokeveld Deserts Ecoregion (WWF Global 200 Ecoregions). This ecoregion includes the semi-desert vegetation of the Nama and Succulent Karoo as well as the Namib and Kaokoveld deserts. The Namibian part of this Ecoregion includes the Sperrgebiet and Namib Escarpment, which are both considered globally significant "biodiversity hotspots." The Sperrgebiet is part of the Succulent Karoo biome, the world's only arid hotspot. The Sperrgebiet holds an extraordinary level of succulent plant diversity, sustained by the winter rainfall patterns and the sea fog characteristic of the southern Namib Desert. As its name Sperrgebiet (forbidden area) suggests, this area has been part of a large diamond mining concession for many decades and has been generally well protected from non-mining related anthropogenic threats. The Namib Escarpment runs up the spine of Namibia from south to north and is part of Africa's "great western escarpment." Its northern Kaoko section, in particular, is home to a vast array of endemic plants and animals. The north-eastern part of Namibia falls within the Zambezian Flooded Savannahs Ecoregion. This ecoregion forms part of the extensive chain of flooded grasslands connecting eight southern African countries; it also enjoys a high concentration of large vertebrates. In addition, five Ramsar sites have been designated in Namibia: Orange River Mouth, Sandwich Harbour, Etosha Pan, Lake Oponono & Cuvelai Drainage, and Walvis Bay. Finally, Birdlife International has identified 19 Important Bird Areas (IBAs) and four Endemic Bird Areas.

3. Namibia has remarkable species diversity and a high level of endemism due to its central position in Africa's arid southwest and its history as an evolutionary hub for certain groups of organisms like melons, succulent plants, solifuges, geckos and tortoises. There are around 4,350 species and subspecies of higher plants, of which 687 species or 17% are endemic. In addition, a further 275 species or more are Namib Desert endemics shared between northern Namibia and southern Angola and between southern Namibia and northwestern South Africa (Maggs. et. al, 1998). Six hundred forty-four avian species have been recorded, of which over 90 are endemic to southern African and 13 to Namibia (Robertson et. al, 1998). Furthermore, 217 species of mammals are found in Namibia, 26 of which are endemic. They include the Mountain Zebra, rodents and small carnivores, as well as unique desert-dwelling rhino and elephants. The country also hosts the world's largest population of cheetah (with a healthy gene pool). About 35% of the roughly 100,000 known southern African insect species occur in Namibia (Barnard, 1998). Twenty-four percent of the insect species are endemic. Among the arachnids, 11% of spiders, 47% of scorpions and 5 % of solifuge species are endemic. Finally, 28% of the 256 species of reptiles in Namibia are endemic.

[1] See Annex 1 for biome and vegetation type maps.

1A.3 Namibia's National Protected Areas (PA) System

4. There are 20 national PAs in Namibia, comprising approximately 13.8% of the country's land surface (114,000 km^2). These national PAs consist of 16 game parks, 2 nature reserves proclaimed under the Nature Conservation Ordinance (No 4 of 1975) and 2 tourist recreation areas proclaimed under the Accommodation Establishments and Tourism Ordinance (No 20, 1973). The Nature Conservation Ordinance establishes two types of national PAs: game parks and nature reserves.[2] Both are set aside "for the propagation, protection, study and preservation therein of wild animal life, wild plant life and objects of geological, ethnological, archaeological, historical and other scientific interest and for the benefit and enjoyment of the inhabitants of the Territories and other persons." There is no further delineation between the two categories in terms of protection status and management objectives. The Ordinance also provided for the creation of Private Reserves and over 140 such reserves have been established. Tourist recreation areas are created to offer recreational opportunities for the public, and despite the sensitivity of some areas (part of the West Coast Recreation Area), they are less intensively managed for biodiversity conservation.

5. Namibia has an extensive system of PAs in desert and semi desert areas. The biggest PA in Namibia (and fourth largest in the world) is the Namib-Naukluft Park, covering an area of 49,768 km^2. It attracts tens of thousands of tourists every year to admire the sea of towering red dunes and unique wildlife adapted to the Namib desert, generally acknowledged to be the world's oldest desert. The 16,390 km^2 Skeleton Coast Park that stretches along the northern Namibian coast line is renowned for its natural beauty, wilderness appeal and extraordinary wildlife including desert elephants. The 3,461 km^2 Ai-Ais Hot Spring Game Reserve is another desert park famous for the Fish River Canyon (the second largest Canyon in the world after the Grand Canyon); 34% of the PA falls within the species rich Succulent Karoo biome.[3] It also forms part of the Ai-Ais/Richtersveld Transfrontier PA, created jointly with South Africa in 2002.

6. Etosha National Park is Namibia's second largest PA. First proclaimed in 1907 under the German colonial administration, the park now covers an area of 22,270 km^2. Saline pans cover about 23% of the park's total area. Etosha, with 114 mammal, 340 bird and 110 reptile species, is Namibia's flagship park. It is critical for the generation of income from photo safaris, which are needed to cross subsidise other sites within the PA estate. Its large size means that wildlife can roam relatively freely, though fences along park boundaries have cut off traditional migration routes for some species, such as wildebeest. This has led to a reduction in their population size over the past decade. In addition, lion and elephant regularly leave the park, causing conflicts with humans.

7. The PAs in the north-east, such as Mahango, Caprivi, Mudumu, Mamili and Khaudum, are characterised by Kalahari woodlands, mopane forests and Caprivi floodplains. These areas receive the highest rainfall in Namibia, ranging from 500mm in the west to a peak of around 700mm in the extreme east. Substantial perennial rivers provide a reliable water source for wildlife and act as corridors, making the area important for the conservation of wildlife migrating across borders of Namibia, Botswana, Zambia, Zimbabwe and Angola. In 1999, the Cabinet approved the Conservation and Tourism Development Vision for the Caprivi. This vision calls for the creation of the Bwabwata National Park, which incorporates the Mahango Game Park and the Caprivi Game Park. The intention is to create a park zoned for multiple uses including community-based tourism, controlled trophy hunting and subsistence uses of wildlife.

8. In addition to these areas, the PA estate includes a number of small recreational areas, generally created to protect water catchments, or specifically for tourism, rather than biodiversity conservation. Table 1 provides summary information on PA's including vegetation types.

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[2] The categories applied to PAs in Namibia are not designed to correspond with the IUCN Protected Area Management Categories, as employed elsewhere.

[3] As they were gazetted separately, the Huns Mountains are occasionally counted separately to Ai-Ais, resulting in a total of 21 PAs.

Table 1 - Summary of Namibian State-owned Protected Areas

Name	PA type	Size (km^2)	Proclaimed	Vegetation type
Ai-Ais Hot Springs / Huns Mountains	Game Park	3,461	01/04/1968 (Ai-Ais) 15/03/1988 (Huns Mt.)	Desert/dwarf Shrub Transition, Succulent Steppe, Dwarf Shrub Savannah, Karas Dwarf Shrubland, Riverine Woodland
Cape Cross Seal Reserve	Game Park	60	16/06/1968	Central Desert
Caprivi Game Park	Game Park	6,000	01/04/1968	North-eastern Kalahari Woodlands, Riverine Woodlands and Islands, Okavango Valley
Daan Viljoen Game Park	Game Park	40	01/04/1968	Highland Shrubland
Etosha National Park	Game Park	22,270	20/06/1975	Karstveld, Pans, Western Kalahari, Mopane shrubland, Etosha grass and dwarf shrubland, North-eastern Kalahari Woodlands, Western Highlands, Cuvelai drainage
Gross Barmen Hot Springs	Game Park	1	01/04/1968	Highland Shrubland
Hardap Recreation Resort	Game Park	252	01/04/1968	Dwarf Shrub Savanna.
Khaudum Game Park	Game Park	3,842	01/02/1989	Eastern Drainage
Mahango Game Park	Game Park	225	01/02/1989	North-eastern Kalahari Woodlands, Riverine Woodlands and Islands Okavango Valley
Mamili National Park	Nature Reserve	320	01/03/1990	Caprivi Floodplain
Mudumu National Park	Nature Reserve	1,010	01/03/1990	Caprivi Mopane Woodland and Caprivi Floodplains
Namib-Naukluft Park	Game Park	49,768	01/08/1979	Southern Desert, Central Desert, Desert/dwarf Shrub Transition, Central-western Escarpment and Inselbergs, Succulent Steppe, Dwarf Shrub Savanna.
National Diamond Coast RA	Tourist Recreation Area	50	02/05/1977	Succulent Steppe
National West Coast RA	Tourist Recreation Area	7,800	21/08/1973	Central Desert
Naute Recreation Resort	Game Park	225	15/11/1988	Dwarf Shrub Savannah, Karas Dwarf Shrubland.
Popa Game Park	Game Park	0.25	01/02/1989	Okavango Valley
Skeleton Coast Park	Game Park	16,390	15/10/1971	Northern Desert, Central Desert, North-western Escarpment and Inselbergs.
South West Nature Park	Game Park	0.04	02/11/1970	Highland Shrubland
Von Bach Recreation Resort	Game Park	43	15/08/1972	Thornbush Shrubland, Highland Shrubland

Name	PA type	Size (km^2)	Proclaimed	Vegetation type
Waterberg Plateau Park	Game Park	405	15/07/1972	Northern Kalahari Thornbush Savannah.
Mangetti Game Camp [4]	N/A	422	Not proclaimed	North-eastern Kalahari Woodlands
Sperrgebiet [5]	N/A	26,000	Not proclaimed	Succulent Steppe, Southern Desert, Riverine Woodland.

9. Namibia has established a strong community-based natural resource programme outside State PAs. This framework has been undergoing systematic strengthening since 1996, when government amended the Nature Conservation Ordinance, granting rights to rural communities to utilise and manage natural resources. The units of management are called communal *conservancies*, of which 31 have already been registered covering an area of 79,032 km^2; an additional 30 sites are undergoing the process of registration.[6] In addition, 24 freehold conservancies have been established on private lands, comprising around 1000 commercial farms. Freehold conservancies are voluntary associations of commercial farms, aiming to promote conservation of natural resources. They do not, however, have any defined legal status. A registered communal Conservancy, on the other hand, acquires new rights and responsibilities with regard to the consumptive and non-consumptive use and management of wildlife. Consumptive uses include use of game for trophy hunting, human consumption, commercial sale of meat, or the capture of game for live sale. Non-consumptive uses include various tourism ventures.

10. Some 10-20% of Namibia's private land (freehold land) is variously estimated as being dedicated to wildlife management. The land use is propelled by the international demand for wildlife tourism and hunting, and local demand for venison. Some 75% of farmers hunt wildlife for their own consumption. In addition, most commercial game production occurs in combination with the husbandry of domestic livestock. There are approximately 400 registered commercial hunting farms, ranging in size from 3000-10,000ha. Approximately 140 registered private reserves cover an area of 760,000 ha and include mixed ranches. However, there are currently neither subsidiary regulations, contracts with the Government to govern resource use, nor a regular reporting mechanism to ensure sound conservation practices are applied in private reserves.

11. The three categories of conservation area are, State Protected Area, Communal Conservancy and Private Reserves. These represent different conservation management approaches. State PAs are purposely geared to satisfying biodiversity conservation objectives. With the exception of small recreational reserves, these areas provide the lynchpin of the conservation strategy for the following reasons: they protect larger blocks of habitat than is usually possible in a conservancy or private reserve, they enjoy higher long-term land tenure security, and they allow a more intensive management regimen to be employed than is generally possible in production landscapes. In particular, they provide a refuge for large or dangerous animals such as elephants, lions and buffalo, which are unable to survive in settled areas. They also provide refuge for predators, which may be extirpated from hunting areas to protect game and livestock numbers. Conservancies and most private reserves cater simultaneously to conservation and production uses of land, such as livestock husbandry and farming. As a result, on the whole, they cannot offer the same level of protection to flora and fauna. However, these areas act as buffers to the State PA system, providing a transition zone from more intensive to less intensive land uses across production landscapes, thus providing spillover areas for wildlife where movements are not hindered by fences. Taken together, the combination of State PAs and conservancies and private reserves offers some of the

[4] Mangetti Game Camp is an area set aside for conservation by the traditional authority. Although not formally proclaimed, the MET has been managing the area and is planning to proclaim it as a national park.

[5] Although not yet proclaimed, the Sperrgebiet is included in the table of PAs due to its critical nature of the area for biodiversity conservation (covering the majority of the Namibian portion of the Succulent Karoo, and due to the Cabinet's decision for proclamation that was taken in 2004.

[6] In order to be registered, a conservancy has to map clearly defined boundaries of the extent of the area, give a list of community members, neighbours, partners and donors, submit a constitution including benefit sharing mechanisms approved by all members, and provide a management and monitoring plan for the conservancy.

best prospects for protecting biodiversity in southern Africa. However, because these areas currently operate as a patchwork rather than as an integrated system, their conservation potential is undermined.

1A.4 Socio-Economic Context

12. Namibia gained independence on 21 March 1990 after over a century of colonization and some 40 years of Apartheid. The country has a population of approximately 1.8 million with a 2.6% annual growth rate. Although classified as a lower middle-income country, with a per capita GDP of approximately US$ 1,800 per annum, Namibia is characterised by one of the world's highest economic disparities with great spatial variance in income and economic welfare. The nation's Gini-coefficient is 0.70, compared to the average for the Southern African Development Community region (SADC) of 0.58.

13. There are three major categories of landowners: central government which owns 56%, local authorities which own 1% and private individuals and companies who own 43% of the land. The government-owned land includes state run PAs (13.8% of total land) and communal lands (37% of total land), which are mainly administered by traditional authorities, but will increasingly be run by newly-established regional land boards in the future. The remaining areas are resettlement farms, mining lands and research farms. Most of the communal and freehold land is used for farming. In the higher rainfall areas of the north and north-east, both crop cultivation and livestock farming are practised. In central, western and southern areas, extensive livestock ranching is practiced, with small-stock predominating in the more arid southern and western areas. More than 70% of the people are dependent on subsistence agriculture for their livelihoods and many pockets of poverty exist throughout the country, especially in the north/ north-eastern regions.

14. Since independence, the government has pursued free-market principles, promoting commercial development and job creation to bring previously disadvantaged Namibians into the economic mainstream. The main drivers of Namibia's economy are mining, fisheries, tourism and agriculture. Tourism is the fastest growing sector in Namibia, contributing 8.6% of the GDP. An estimated 757,201 foreign tourists visited the country in 2002, up from 461,300 visitors in 1996.[7] Tourism, with its high potential for growth, its widespread benefit distribution, and its potential for employment and business creation, is identified as one of the priority sectors for public investment and donor support in the National Poverty Reduction Action Program (NPRAP). The market research conducted by the Namibia Tourism Board (NTB) in 2004 confirmed that both domestic and international tourists consider the draw of Namibia to be its natural beauty, wide open spaces, pristine landscape and wildlife. The PA system, in theory, protects the core of this asset, and so has the potential to contribute greatly to the wider economy of Namibia. An estimated 214,000 to 382,000 tourists (lower and higher bound estimates)[8] visited Namibian PAs in 2003, 45% were domestic, 37% from over seas (mainly Europe), and the remainder from within southern Africa.

15. Namibia is currently experiencing an HIV/AIDS pandemic which is threatening the social and economic fabric of the country. Namibia is presently ranked fifth in the world in terms of HIV/AIDS prevalence, with an overall prevalence rate of over 20% among the adult population with much higher localized rates (UNDP, 2005). Average life expectancy between 1991 and 2001 dropped from 59 to 48 years for men, and 63 to 50 years for women due to the HIV/AIDS pandemic. The Ministry of Health and Social Services (MHSS) makes free condoms available to government organisations and operates 35 regional health care centres, the majority of which offer confidential testing, counselling and treatment including some free access to anti-retroviral medication. Government Ministries have appointed HIV/AIDS focal persons who attend regular information meetings organised by the MHSS. A number of NGOs and UN agencies also support HIV/AIDS mitigation and care services. The high mortality and morbidity associated with the illness threatens to undermine human and institutional capacity for environmental management, generating a need for succession planning within Government agencies in order to counter the knock-on effects.

[7] Calculated with N$2.8 billion as annual tourism revenue in Rukee Tjingaete, General Overview of Namibia's Tourism Sector, MET, March 2004.
[8] The variance is explained by assumptions concerning the average number of parks visited per visitor, which differs between domestic, regional and overseas visitors.

16. Naturally, poverty reduction and responding to the HIV/AIDS pandemic constitute the highest development priority for the government. The Government also fully recognises the fact that PAs can contribute significantly to the attainment of broader social and economic objectives. In recent years, the MET has placed a great emphasis on establishing sound park-neighbour relationships and ensuring that benefits are shared equitably with local communities. Once systems for collaborative management have been instituted, this is expected to ensure the greater participation on the part of park residents and neighbouring communities in park management and income generation ventures within the PAs. This, in turn, will provide more diverse, sustainable and conservation-compatible livelihoods for people in and around the parks. It will also ensure better nest conservation in development plans, strategies and programmes.

1A.5 Policy and Legislative Context

National Development Planning

17. The Government of Namibia (GRN) is committed to protecting biodiversity. Article 95 (1) of the Constitution sets the stage for the formulation of policies and legislation that aim to safeguard the country's natural resource heritage for the benefit of current and future generations. At the United Nations Conference on Environment and Development (UNCED) in 1992, a Green Plan was formally tabled by then President Sam Nujoma, which created a common national vision for sustainable development. The Green Plan subsequently led to the development of the 12 Points Plan for Integrated and Sustainable Environmental Management; this plan was adopted by Namibia's Parliament in 1993.

18. The major policy tool guiding national development in all sectors is the National Development Plan (NDP). NDP I covered the period from 1995/1996 to 1999/2000, and NDP II covers the period from 2001/2002 to 2005/2006. NDP II fully incorporates environment and sustainable development issues as both sectoral and cross-cutting themes. The policy sets clear goals in terms of biodiversity conservation, committing to formulate and implement the National Biodiversity Strategy and Action Plan (NBSAP). In addition, in 2004 the GRN finalised a 30-year planning framework known as Vision 2030. This framework aims to provide a sound structure for sustainable development planning, creating a long-term perspective within which the future 5-year rolling NDPs can be designed, implemented and monitored.

19. The Government embarked on a major decentralisation drive in 1996, when a policy to this effect was adopted. This aims to transfer certain political, administrative, legislative, financial and planning authorities from the central government to regional councils and local governments. Policy implementation is coordinated by the Directorate of Decentralisation Coordination of the Ministry of Regional and Local Government and Housing and Rural Development (MRLGHRD). To this end Government agencies are required to prepare decentralisation plans indicating what line functions will be decentralised to regional councils and local authorities.[9]

20. Namibia completed its Biodiversity Country Study in 1998 and finalized its NBSAP in 2002. The following strategies outlined in the NBSAP are of critical importance to the planned project interventions:

- identify and fill gaps in PA network
- strengthen conservation measures in PAs, including strengthening in-situ biodiversity protection
- address the conservation needs of endemic and threatened species
- review and strengthen policy and legal frameworks for conservation
- strengthen government's decentralisation process
- foster partnerships between government, NGOs, private and public sectors

The NBSAP provides a strong basis for strategic planning to harmonise the targets of Vision 2030, NDP II and

[9] The MET is currently formulating a decentralization plan to be submitted to the MRLGHRD. There is a possibility of devolving specific wildlife management functions in communal and commercial areas to regional and local authorities, however, PA management will remain under the control of the MET.

NDP III with the sustainable development of the country's natural resource base. Both the NBSAP and the NDP II identify the national protected area network as the key for biodiversity conservation.

Policy/Legislative Framework for PA Management

21. In 1997 ex-President Sam Nujoma announced the conservation vision of Namibia known as the President's Vision. This far-sighted Vision advocates, amongst other activities, the creation of a link between Etosha National Park and the Skeleton Coast Park to restore wildlife migration corridors. This Vision was well received by a range of stakeholders including communities, NGOs and the private sector; MET has since been working toward implementing this Vision.

22. Namibia's twenty PAs were proclaimed under the Nature Conservation Ordinance of 1975, enacted by the previous South African administration. This ordinance set a framework for establishing state protected areas, and for regulating hunting and other wildlife uses both within and outside conservation areas. This Ordinance covers all aspects of park and wildlife management, although the Inland Fisheries Resources Act repealed the section concerning the protection of inland fisheries. The Nature Conservation Ordinance of 1975 was amended in 1996 (Act 5 of 1996) to provide for the utilisation of wildlife in communal areas through the establishment of conservancies and wildlife councils. This change effectively provides registered conservancy committees with rights and obligations regarding sustainable consumptive and non-consumptive use and management of wildlife in conservancy areas. It also enables conservancy members to benefit from such use and management. Despite these changes, the current legislation suffers from a number of shortcomings including, among others: a weak classification framework for parks that is not guided by clear management objectives; a weak framework for the management of tourism and hunting concessions in PAs; and inadequate basis for assuring cooperative and harmonised management of PAs and adjacent land units. Prompted by these shortfalls, the MET is in the process of preparing a new Parks and Wildlife Management Bill to strengthen the legislative framework.

23. There is a strong policy commitment on the part of the Government to the management of PAs. However, the policies are not fully comprehensive, and are rarely streamlined or aligned. In addition, implementation of individual policies remains a major challenge. Also, many policies are in draft form, while others exist only as concepts in the institutional memory of key persons within the Ministry.

24. The following policies relevant to PAs exist in a draft form or are in the process of being finalised:

- Policy Framework for Concessions in Proclaimed Protected Areas: articulates a framework for tourism concessions in PAs and standardises procedures for concession planning and management.
- Policy on Prospecting and Mining in Protected Areas: sets out application and approval procedures for mining and prospecting activities in PAs and National Monuments.
- Policy on Measures to Restrict Offtakes from Wild Populations to Sustainable Levels: aims to promote sustainable management and utilisation of wildlife resources in both public and private land, providing framework for regulating wildlife offtakes.
- Policy on the Management and Disposal of Seized and Confiscated Specimens of Wildlife: aims to combat illegal possession and trade in wildlife, specifying mechanisms for the disposal of dead and live specimens and regulating sales of animal parts according to the CITES.
- Policy on Trophy Hunting in Namibia: provides framework for regulating trophy hunting on private land.
- Policy on Delegations to Approve Permits, Registrations and Licences: aims to simplify system of processing applications for permits, licences and registrations, through delegation of approval authorities to appropriate sections and ranks of the MET.
- Policy on the Registration and Management of Conservancies: details MET's role in the registration and management of communal conservancies, including its role in assisting in management planning, species relocation and hunting quotas.

1A.6 Institutional Context

25. The Ministry of Environment and Tourism (MET) is the government agency charged with principal

responsibility for safeguarding Namibia's environmental resources. The MET also has overall responsibility for the management of national PAs and wildlife both within and outside the PA estate. The Department of Natural Resources oversees the Directorate of Parks and Wildlife Management (DPWM) and the Directorate of Scientific Services (DSS). This Department is intended to ensure integrated operation of the two directorates. However, due to limited staffing, this function is proving difficult. (Refer to Figure 1 for an abbreviated organisational chart.)

26. DPWM manages twenty protected areas throughout Namibia as well as three government concession areas located in the Kunene Region. DPWM has two divisions headed by deputy directors; the Parks Division with approximately 835 staff and the Wildlife Management Division with around 295 staff. The staff include about 500 ex-combatants, absorbed by the Directorate over the last five years as part of the programme to decommission the armed services. The two divisions have clearly demarcated mandates in geographical terms: the former is responsible for affairs *inside* PAs and the latter deals with management issues *outside* PAs.[10] DSS supports PA management by undertaking research and monitoring activities in the PAs. DPWM prepares annual work plans and financial plans for parks, consulting with DSS on wildlife management and wildlife monitoring issues. The Directorate of Administration and Support Services (DASS) provides administrative services for personnel and financial management services for the entire Ministry. It is also responsible for maintenance of equipment and assets for PAs including vehicles and boreholes. Within this Directorate, there is also a training section, staffed by only one individual. The Directorate of Tourism (DoT) is responsible for promoting environmentally sustainable tourism, including tourism within the PAs. At present, the parallel structure at headquarters level restricts coordination between the Directorates on the ground, and limits effective management.[11]

27. Other government agencies such as the MFMR, MME, MAWF, MoF and MLR have critical roles to play concerning particular issues in the parks. For example, MFMR is responsible for freshwater and marine resources and is in charge of controlling the marine environment up to the high water mark. Thus MFMR will be the principal agency responsible for the establishment and management of marine PAs (MPAs), with MET responsible for terrestrial PAs.[12] MME is in charge of regulating mining and energy development activities including those in PAs.[13]

28. Several NGO's are active in the conservation arena, although few dedicate resources directly to State PAs. The Namibia Nature Foundation (NNF) has a number of projects and activities which support PA management and biodiversity conservation across the PAs and surrounding landscapes. It manages a small amount of extra-budgetary funding for some PAs such as the Namib-Naukluft and the Skeleton Coast. It manages small grants schemes (funded by GEF/SGP, DANIDA, SIDA and Commercial Bank) in support of environment and development on the local level. It has supported several wildlife management projects including the transboundary mammals project and wild dog conservation project (both research initiatives). Several transboundary river basin projects such as the Every River Has Its People and Sharing Water Project, which the NNF supports, concern PAs in the Kavango and Caprivi Region.

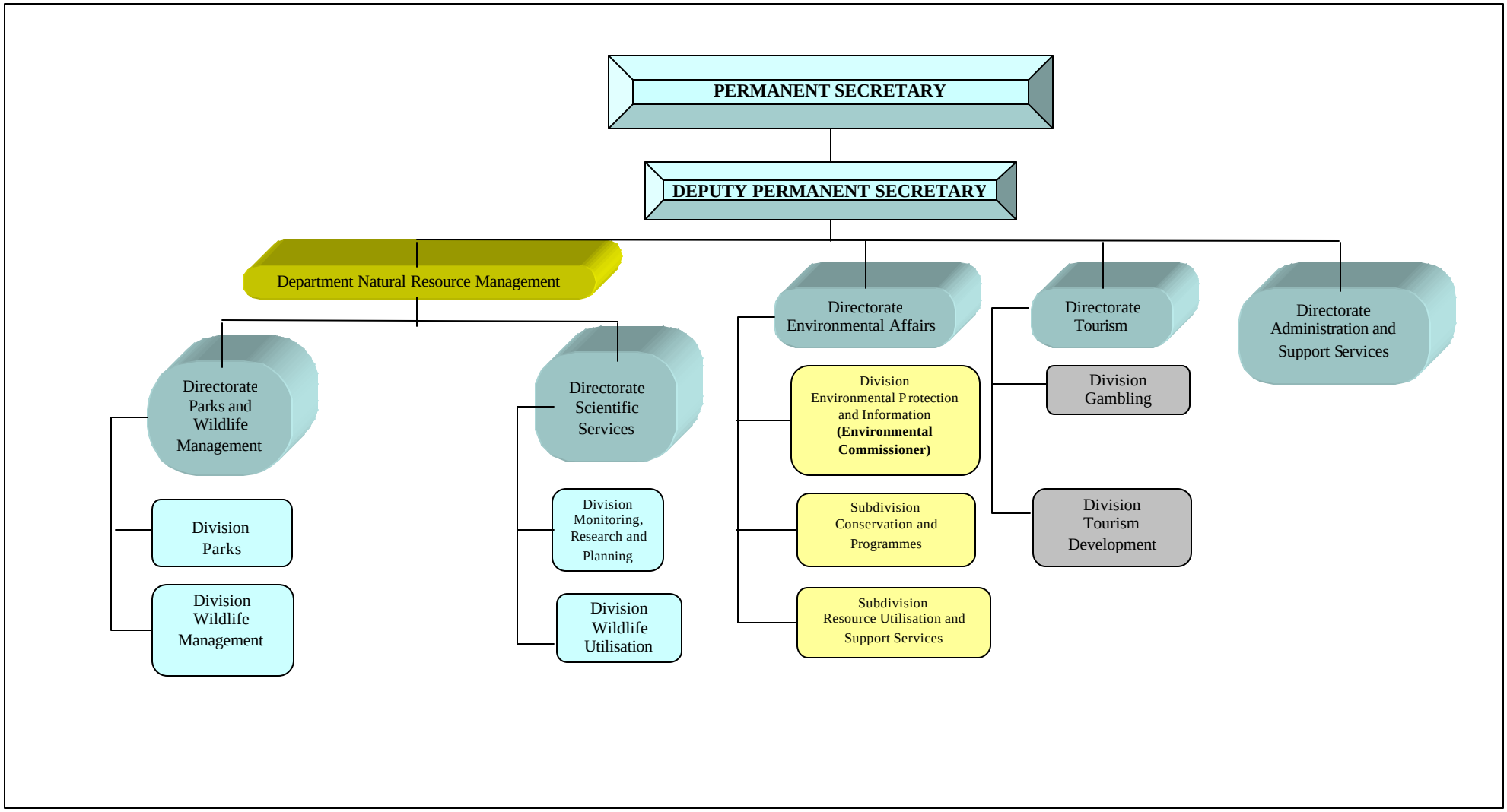
[10] The Institutional Capacity Assessment conducted during the PDF-B identified major constraints from this parallel set-up, resulting in territoriality and consequent sub-optimal efficiency of management. This is because increasingly PA management needs to include PA-neighbour issues, as in the case of integration with regional development planning.

[11] Within limits determined by the Ministry of Finance (MoF), budgetary allocations are derived from a rolling three year budget framework. Individual parks submit budget requests based on priorities and needs. These requests are then amalgamated within the overall MET budget submission to the MoF.

[12] Although some islands are protected by the Marine Resource Act and Namibia has designated 3 coastal Ramsar Sites, currently there are no proclaimed MPAs in the country. The WB/GEF-supported NACOMA Project will assist the MFMR, MET and coastal regional and local authorities to work together for the creation of MPAs. SPAN will complement the effort by including MPAs in the scope of project's activities such as the formulation of the Strategic PA network plan and park management planning for the Sperrgebiet, which will extend to three miles into the ocean.

[13] The Stakeholder Involvement Plan in Part 4, and the Stakeholder Participation Plan (Annex 3) present more detail on the exact nature of these interests and interactions.

Figure 1 - Abbreviated Organisational Chart for MET



29. There are several NGOs that support communal conservancies. WWF-US has financed the Living in a Finite Environment (LIFE) project since 1993, concentrating on building the capacity of service providers for communal conservancies. The Namibia Association of CBNRM Support Organisations (NACSO) is an association of 12 CBNRM service organizations (11 NGOs and the University of Namibia). It aims to provide quality services to communal area communities that seek to manage and utilize their natural resources in an equitable and sustainable manner. The Integrated Rural Development and Nature Conservation group (IRDNC) works extensively in the Caprivi and Kunene regions rendering direct support to communal conservancies (assisting communities to form a conservancy, to negotiate joint venture initiatives between conservancies and the private sector, and to formulate integrated management plans). The Desert Research Foundation of Namibia (DRFN) also provides support for communal conservancies in the Kunene region and in southern Namibia. It also runs the Gobabeb Research and Training Centre (GRTC) located in the Namib-Naukluft Park. The GRTC is a MET-DRFN joint venture and conducts research into drylands ecology. The Save the Rhino Trust (SRT) works in the Palmwag government concession area on research and monitoring of the endangered black rhino.

PART 1-B: Baseline Course of Action

1B.1 Threats to Biodiversity Pertaining to the PAs

30. The following section describes the baseline scenario for State Protected Areas, which are the subject of this intervention. An analysis of baseline investments is provided in the incremental cost analysis.

Sound natural resource management, including biodiversity conservation, is emphasised as a key cross-cutting issue in mainstream development planning in Namibia. However, a number of threats to biodiversity still exist, all with different magnitudes and determinants and in different parts of the country. The predominant threats to biodiversity in Namibia are alteration of habitat and unsustainable wild harvesting of natural resources. Secondary threats include mineral exploration and mining and visitor impacts in fragile ecosystems. These threats stem from a combination of many factors, including an inadequate and unharmonized legislative framework, absence/inadequacy of management plans and bio-regional scale conservation strategies, uncoordinated land development planning and a financial and human resource deficit for effective mitigation activities on the part of different parties including central and local governments and communities. One root cause for these factors is an undervaluation of the natural resource base both within and outside the PAs, combined with the failure to accommodate the externalities of threats as part of a total accounting framework in the business case for financial investment. The immediate cost-benefit calculation of land use responsible for threats are often more favourable than conservation compatible land use, which tends to generate diffuse long term returns.

31. Annex 2 analyses the threats and root causes of biodiversity loss pertaining to Namibia's PAs. The eight major threats are[14]:

1) negative visitor impacts on fragile ecosystems (i.e. off road driving);
2) small size and isolation of some PAs – leading to the fragmentation of wildlife populations;
3) poaching of animals for food and animal parts;
4) alien species invasion;
5) uncontrolled bush fires in the dry season (fires are set by adjacent communities to release nutrients to the soil).
6) uncontrolled mining and prospecting activities;
7) illegal harvesting of plants (for subsistence, and for the export market); and

[14] This ranking was finalised by MET staff at the inception workshop. It is based on the total of ratings for each threat, rather than the intensity of impact: thus mining does not top the list because although it has a great impact locally, it is presents no threat at all in just under half of the PAs.

8) over-extraction of water– the availability of water tends to restrict animal distributions, concentrating populations of water dependent species in areas adjacent to waterholes. This can lead to land degradation.

32. The root causes underpinning these threats define the challenges MET faces in the pursuit of its conservation mandate. With unlimited resources, and seamless communication and cooperation with other government agencies engaged in development interventions, MET would be able to directly address these causes. However, there are many other issues, which are outlined below as 'barriers', which constrict the ability of MET to effectively address the root causes. The project will seek to remove these barriers, in order to enable MET to focus on the critical issues at the root of the problems. One root cause for poaching, for example, is poverty. A number of anti poverty programs are underway across the country in areas neighbouring PAs. While these may improve economic welfare, they are unlikely to address threats without parallel conservation interventions, for instance to strengthen enforcement, to effectively deal with problem animal issues, and to integrate conservation objectives into regional planning. It is this lack of capacity which the project will seek to address, and in so doing will improve MET's capacity to address the root causes of the threats to biodiversity. The links between barriers and root causes for each category of threat listed above are further defined in annex 2.

33. The severity of the threats to each PA was rated by PA field staff using a Delphi approach:

Table 2 - Threats rated by park (out of 10)

Protected Area	1	2	3	4	5	6	7	8
Ai-Ais Hot Springs Game Park	4	4	4	6	2	8	2	7
Bwabwata NP	6	7	9	6	8	0	6	5
Cape Cross Seal Reserve	7	7	0	0	0	5	5	0
Caprivi GP	6	7	9	6	8	0	6	6
Daan Viljoen GP	6	8	9	6	6	2	2	8
Etosha NP	8	5	7	6	7	5	3	4
Hardap Recreation Resort	7	5	3	3	1	2	1	2
Khaudum GP	2	3	8	2	8	6	4	2
Mahango GR	6	7	9	6	8	0	6	5
Mamili NP	5	8	10	6	5	0	0	2
Mudumu NP	4	5	9	6	8	0	6	4
Namib Naukluft Park	5	1	2	3	0	8	3	3
National Diamond Coast Recreation Area	8	1	3	1	0	5	2	2
National West Coast Recreation Area	10	5	2	6	0	7	4	1
Naute Recreation Resort	1	4	2	4	0	1	2	1
Popa GP	8	9	3	3	1	0	0	1
Skeleton Coast Park	8	5	0	8	0	10	4	1
Sperrgebiet	1	1	1	7	0	5	1	2
von Bach Recreation Resort	6	6	5	3	3	0	0	3
Waterberg Plateau Park	2	4	6	2	3	0	5	1

Key to threats: *1) negative visitor impacts; 2) small size and isolation of some PAs; 3) poaching of animals; 4) alien species invasion; 5) uncontrolled bush fires; 6) uncontrolled mining and prospecting activities; 7) illegal harvesting of plants; 8) over-extraction of water.*

34. Analysis of this matrix shows that threat rankings vary depending on the threshold of severity selected; some threats affect more parks at lower intensities and some affect fewer parks at higher intensity. Table 3 (below) summarises the results, recording the number of times each threat was rated over a certain threshold. It should be noted that some threats are biome specific. For example poaching and uncontrolled bush burning is more of a threat in the tree and shrub savannah biomes while invasive alien species are threats in PAs contained within sub-biomes with ephemeral and perennial rivers,[15] and uncontrolled mineral prospecting and mining is a threat mainly associated with the Namib Desert biome.

[15] Skeleton Coast Park encloses parts of the Ugab, Hoanib, Huab and Uniab ephemeral rivers that are good carriers of invasive alien seed from the farms around Otavi highlands during the rainy season. Similarly the perennial Okavango, Kwando and Zambezi rivers act as media for seed dispersal in the north-eastern parks.

Table 3 - Analysis of threats by intensity

Threat	Low intensity (4 or above)	Medium intensity (6 or above)	High intensity (8 or above)	Highest intensity (9 or above)
1. Tourism	14	10	5	1
2. Size	14	8	3	1
3. Poaching	8	6	5	4
4. Alien species	10	9	1	0
5. Burning	6	5	3	0
6. Prospecting	9	5	3	1
7. Water	7	2	0	0
8. Harvest	5	2	1	0

1B.2 Current Management Effectiveness of PA Estate

35. In general the scale of threats within PAs is considerably lower than in surrounding production landscapes. Nonetheless, a number of barriers exist to addressing these remaining threats. A rapid assessment of management effectiveness at 16 PAs, including the Sperrgebiet and Mangetti Game Camp,[16] was conducted from September to November 2004 as part of the PDF-B activities. This assessment helped to establish the baseline situation using the Namibia Management Effectiveness Tracking Tool (NAMETT). NAMETT is based on the World Bank/WWF Management Effectiveness Tracking Tool (METT), with refined question and answer options to reflect the specific Namibian context. This helped to improve the accuracy and value of the METT.[17] These assessments were based on field interviews with Park Wardens, and supplemented by discussions with Rangers, Chief Wardens and Chief Control Wardens. The Project also conducted a parallel exercise to assess capacity gaps and shortcomings, with a wide range of stakeholders spanning government and civil society. This allowed information to be cross-referenced and verified based on input from other sources.

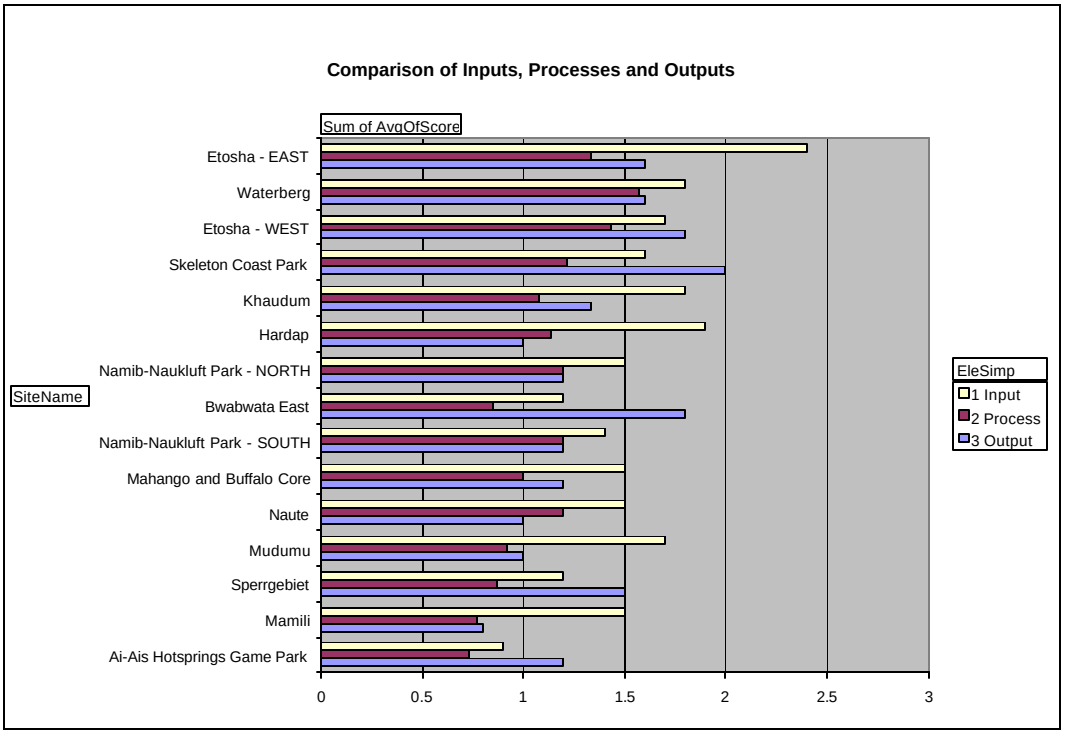
Table 4 - PA management effectiveness categories

Site Name	Score	Category
Etosha - EAST	52	*High*
Waterberg	50	
Etosha - WEST	48	*Medium*
Cape Cross Seal Reserve	48	
Skeleton Coast Park	44	
Khaudum	43	
Hardap	42	
Naute	42	
Namib-Naukluft Park - NORTH	43	
Namib-Naukluft Park - SOUTH	41	
Mudumu	36	*Low*
Mahango and Buffalo Core	36	
Sperrgebiet	35	
Bwabwata East	34	
Daan Viljoen Game Park	34	
Von Bach Game Park	34	
Mamili	31	
Ai-Ais Hotsprings Game Park	28	

[16] Four PAs were not assessed because they are small recreational resorts and have minimal biodiversity significance.
[17] The METT is available from www.panda.org or www.worldbank.org. The modifications were designed to harmonise terminology and narrow the scope of questions concerning equipment– by focusing on a few key requirements such as vehicles, accommodation, communications, etc.

36. Figure 2 provides an analysis of inputs vs. outcomes (using MET categories), taken as averages.[18]

Figure 2 - Comparison of Inputs to NAMETT Scores



37. The majority of parks are performing below their potential. Some are performing well *despite* system constraints, but none are close to reaching the optimal level of effectiveness required for the continued adequate protection of biodiversity; nor is the system close to meeting the potential that already exists in Namibia. While the situation is not yet desperate, rapid and substantial action must be taken to prevent the system from slipping further. A key challenge is to link the dedicated, skilled people in the field with the support they need to perform better, thus enabling the PAs to move closer to their potential.

1B.3 Barriers to Effective PA Management for Biodiversity Conservation

38. Namibia has made great strides in securing PAs and enhancing PA management for biodiversity conservation, achieving 13.8% coverage of land surface within its PA system. The MET has been very proactive in its efforts to secure additional resources to improve PA management. However, the baseline is characterised by sub-optimal levels of management stemming from a number of barriers to sound PA administration.

Inadequate Enabling Policy / Planning Framework

39. In order to conserve all vegetation types adequately, while fostering appropriate livelihoods and sustainable development, creative national policies and strategies must be developed in a highly participatory manner.

[18] Management effectiveness is not necessarily correlated with the level of inputs. When the scores are ranked, Etosha - EAST appears as the best performing park. However, this is strongly influenced by its status as the principal tourist destination, causing it to receive more attention than it requires, including higher levels of funding (often at the expense of smaller parks). The figure shows that Etosha – EAST has the greatest level of inputs, while its average output score is equalled or exceeded by four other PAs. For example, Skeleton Coast scores highest on average level of outputs, while receiving only the 6th highest level of inputs.

Current institutional and policy frameworks governing PAs do not provide:

a) a sufficient basis for the classification of parks;
b) a standard approach towards management and development planning;
c) a monitoring regime for parks;
d) a framework for the management of concessions concerning tourism, hunting and other services;
e) a sustainable financing mechanism;
f) adequate measures to prevent impacts from prospecting and mining;
g) cooperative and harmonized management with adjacent land units;
h) a system to address issues concerning resident communities and illegal settlements in PAs.

40. The new Parks and Wildlife Management Act is expected to address these issues, creating new PA categories, clarifying management objectives for different PA categories and clarifying MET's exact role. It will also clarify the roles and responsibilities of MET and other stakeholders where collaborative management is envisaged as a PA management strategy. There is an urgent need to develop and update policies and regulations to ensure concurrence with provisions of this Framework legislation. The Wildlife Management Act will make it mandatory to have a specific management plan for each national park that will be reviewed periodically. To date, no national parks have approved management plans with recognized legal status. Of the unapproved plans which do exist, most are outdated and lack a clear vision. The development of park management plans needs to be done in an integrated manner and plans should be harmonised with management plans for neighbouring conservancies. They should also be integrated into the evolving regional planning process. In light of support for decentralisation, extensive neighbouring populations around some PAs, and resident human populations within four PAs, it is important that regional and local governments, CBNRM NGOs, and communities are fully involved in planning efforts and have a voice in park management.

Weak Human and Institutional Capacity

41. The NAMETT and rapid capacity assessment commissioned as part of the PDF-B activities revealed that although there are individuals with good motivation and capacity at PA level, MET's human resource base is generally weak. From time to time this can result in the ineffective deployment of staff. This problem is compounded by the high mortality and morbidity rates of PA staff from suspected HIV/AIDS related illnesses. The number of staff in the PAs is sufficient (mainly due to recent absorption of 1000 ex-combatants by MET). However, there is a shortage of capable wardens and rangers in many PAs. In addition, a combined 31% of strategic-level planning positions (Director to Chief Warden) are currently vacant in DPWM and DSS.

42. In order to obtain a job as a Warden, a person needs to complete at least a three-year diploma in nature conservation from a polytechnic. This is intended to ensure a certain level of theoretical and practical knowledge regarding nature conservation. However, it also created a difficult situation, whereby a young graduate with little experience in park or game management could become a Warden with more experienced Rangers under him/her. These Rangers might have years of experience and accumulated knowledge but no prospects for promotion because of the academic qualification barrier. This often leads to discipline problems that can undermine work ethic. This situation, combined with the fact that MET has lost key experienced personnel in recent years, means that there is no effective mentorship at the field level for Rangers and Wardens. Moreover, training opportunities are virtually non-existent. Key skills gaps currently exist in the following areas: establishing collaborative management partnerships with neighbouring communities, business planning, problem animal control, trophy hunting and tourism concession management, and the negotiation and administration of transfrontier conservation initiatives.

43. Institutionally, the MET has been restructured several times, most recently in 2000. The latest restructuring created the Department of Natural Resources headed by an Under Secretary, to coordinate the activities of DPWM, DSS and DoF (the three directorates associated with biodiversity conservation). The DoF has however recently been relocated to the Ministry of Agriculture, Water and Forestry. With present staffing constraints, this department cannot fulfil its function. The parallel structure of the directorates means that the daily routine at the PA level is not as streamlined as it should be. This lack of streamlining is aggravated by other parallel key players within MET and outside, such as the DOT – responsible for tourism, the DASS – responsible for finance,

personnel and maintenance, and the Namibia Wildlife Resorts (NWR) – responsible for tourist accommodation facilities within many PAs.

44. The decision-making system is another impeding factor for effective management. Currently the MET has a highly centralized system. Many decisions which are best taken quickly at field level, such as those concerning human-wildlife conflicts, are taken in headquarters at the Director level leading to a longer waiting period. Between Directors and Wardens, there are three additional levels of authority: the deputy director, the Chief Control Warden (CCW) and the Chief Warden (CW). Financial management is also centralized and all decisions concerning the issuance of purchase orders and payments are made by the DASS; this results in an extremely long procurement process.[19] Moreover, the institution-wide budgeting system currently in place does not guarantee that an amount allocated to a specific park for a specific purpose will be available when needed. This has detrimental impacts on all planning processes in PAs.

45. MET provides scholarships for up to eight Rangers per year to attend the Polytechnic of Namibia's diploma course in Nature Conservation to help overcome the educational barrier. This is the only formal training programme that is currently on-going. A limited number of PA staff, on an ad-hoc basis, have been able to make use of training in park management and related issues at the Southern African Wildlife College in South Africa (qualifying training and short courses) and Mweka Wildlife College in Tanzania (qualifying training). In 1994 and 2000, a comprehensive training needs assessment and training plans were compiled; however, the assessments were never implemented due to a lack of financial resources. There is a training unit within the DASS, however it is currently manned by only one person and the senior position is vacant. The training unit works closely with the Office of the Prime Minister, which has oversight for all civil service training activities.

46. In order to make better use of its existing resources, the MET is planning to strengthen its training system and incentive mechanism and to introduce a performance monitoring and evaluation system. In addition, the MET will look at further restructuring its organisation in order to increase efficiency and PA management effectiveness. A more decentralized system of management will be piloted at field demonstration sites in order to demonstrate its administrative and cost effectiveness. Being fully aware of the extent of HIV/AIDS problems within the system, the MET is planning to develop an institutional HIV/AIDS policy that includes educational and well-being programmes. However, given limited human and financial resources within MET, it requires outside assistance to achieve these goals.

47. Monitoring and research functions, both of which need to be systematic and continuous, are weak in Namibia. The Directorate of Scientific Services, with its 83 staff and N$14,800,000 annual budget, is chiefly responsible for monitoring, research, planning and wildlife utilisation; it also runs the Etosha Ecological Institute situated in the Etosha National Park. In its research and monitoring activities, the DSS collaborates closely with the National Botanical Research Institute (NBRI). The DSS's major constraint has been the number of vacancies at senior level; the majority of the Chief Conservation Scientist and Principal Conservation Scientist posts are vacant. This is partly because of delays in the processing of applications, but it is also because of a scarcity of suitably qualified Namibians. As a counter measure, the DSS fills Warden posts with BSc graduates from the University of Namibia, and then sends these staff members to post-graduate training institutes in order to fulfil the entry requirements for Conservation Scientist posts. However, the capacity issue remains a constraint to conservation, as good scientific know-how exists in only a limited number of individuals. While scientific institutions undertake biological studies, there is a lack of applied research geared to site management. Monitoring and evaluation functions need to be improved and firmly embedded in planning methodology, in order to ensure that adaptive management takes place as pressures change. Finally, there is a need to set priorities and coordinate research and monitoring activities to better optimise the use of scarce financial resources.

[19] All procurement from all directorates are subject to approval by the Economizing Committee, which meets every week. The Committee is chaired by the deputy PS and consists of all directors. This was instituted in response to over-expenditure and fraud at both HQ and field levels in the past. The current system can lead to time and efficiency loss for high-ranking officials and PA staff due to delays in procurement.

Park Infrastructure and Equipment

48. Most of the infrastructure in national parks was developed in the 1970s and 80s and much of it is rapidly deteriorating. The existing tourism resorts in PAs are managed by the state-owned NWR, which was created in 1998. The objective in creating the NWR was to offer competitive hospitality services for both domestic and overseas visitors. There have been good developments, as in the booking system and corporate branding. However, maintenance of tourism facilities and services needs to be improved. In addition, there is a definite need for closer coordination between NWR and the MET at both national and local levels in order to improve services and provide better information for visitors.

49. Infrastructure required for basic PA operations is also inadequate. Basic equipment for management activities like patrols is lacking. This equipment includes vehicles, camping equipment, cameras, GPS and binoculars. In many Parks, a lack of basic infrastructure, like housing, reduces staff morale considerably and makes staff retention problematic. As a result, there is an urgent need to invest in staff housing, fencing, water reticulation and other basic infrastructure to support essential management functions. There is also great potential to explore public-private partnerships in some parks; i.e. private sector financing for up-keep of infrastructure as a condition for operations in PAs.

Poor Integration of PAs and Landscape Management

50. Nearly 85% of Namibia's land is zoned for agricultural or other productive uses. Current land uses in neighbouring plots or areas may not be not naturally compatible, which often leads to conflict – for example due to over-extraction of ground-water, or habitat degradation reducing dispersal capacity of plant and animal populations. Furthermore, incompatible land use and settlement in the immediate vicinity of PAs may lead to increased human-wildlife conflicts. There is a need to reconcile land uses in PAs and neighbouring support zones, so as to reduce these pressures. As the government is in the process of implementing its decentralisation policy many government functions, including land use planning, will be delegated to regional and local authorities. This will provide a major opportunity for linking PAs to surrounding landscapes. There is a need to coordinate PA management plans with regional development plans and strategies, to reduce threats to biodiversity, and to optimise the local economic benefits that may accrue from PAs. The Government is in the process of developing an Integrated Coastal Zone Management Framework, with support from the GEF through the WB NACOMA project. This will, *inter alia*, provide a framework for linking PA Management Plans for the coastal PAs with the development plans of four Regional authorities. However, there is an unmet need to ensure regional planning assimilation for other PAs.

51. State PAs have tended historically to be managed by the State with limited public involvement. The Government has signalled its intention to change this approach in favour of more collaborative management approaches, whereby neighbouring communities, represented through conservancies or traditional authorities, local governments, and, where pertinent, the private sector, are involved in certain PA management activities. This would include: the establishment of joint decision making structures at the PA level with representation from a cross section of local stakeholders; the establishment of measures to ensure active stakeholder participation in certain PA management activities, such as planning and monitoring; and the establishment of measures to optimise the local economic benefits of PAs (through concessioning). These activities are designed to address the undervaluation of natural resources which results from the ineffective linking up of different areas.

52. The Government has an ongoing programme to strengthen management of Communal conservancies, to which the GEF has extended financial support through the World Bank (ICEMA project). Seventeen conservancies are either adjacent to PAs or located in corridors between them. As a result, they have an essential role in harbouring, conserving and managing biodiversity of global and local importance. However, coordination between activities in State PAs and neighbouring conservancies is very weak. If conservancies are to fulfil their function as buffers and corridors protecting and linking PAs, then cooperative management systems will need to be put in place. This includes provision for joint performance of certain PA functions such as planning, monitoring and routine surveillance. The functions and responsibilities of MET and the partner conservancy

need to be defined, procedures for decision-making and enforcing decisions need to be agreed, and capacities on both sides to implement agreements need to be enhanced.[20]

53. A number of PAs straddle the international boundary with neighbouring countries; the conservation status of these areas is closely tied to land uses and the effectiveness of conservation management across the border (i.e. effective control of poaching, allowance for free wildlife movements between countries). These include Ai Ais Hotsprings adjoining the Richtersveld National Park in South Africa, Skeleton Coast adjacent to the Iona National Park in Angola, Khaudum PA adjacent to the border with Botswana, and reserves in the Caprivi adjacent to communal lands and reserves in Botswana, Zambia and Angola. The SADC has established a Trans Frontier Conservation Area programme, as part of its regional programme to promote regional cooperation and economic development across southern Africa. A Transfrontier PA is an area comprising at least two PAs, which border each other across international boundaries. Responsible PA authorities from each country formally agree to manage the areas as an integrated unit, and to remove barriers to the free movement of wildlife. While the Government has plans to establish several Transfrontier PAs, to date only one area has been established. The Ai Ais/Richtersveld Transfrontier Conservation Park covers an area of 6,222 km^2, 69% of which is in Namibia. The capacity to plan and operationalise transfrontier areas remains weak in Namibia, hampering efforts to establish more transboundary parks.

Incomplete PA Network Coverage

54. The current national protected area system in Namibia covers only two out of the six major land biomes and sub-biomes; the desert biome with over 69% representation and lakes and salt pans with over 95% representation.[21] Four biomes, Nama Karoo, Succulent Karoo, acacia tree and shrub savanna, and broadleaved tree and wood savanna—are not properly covered under the protected area network.[22] This is because many parks were not established with representative coverage of biodiversity in mind. Instead, they were established for other purposes such as recreational uses or veterinary and mining control. Furthermore, the PA network does not adequately cover at least 16 out of the 29 terrestrial vegetation types.[23] The NBSAP stipulates the target of at least 15% coverage in the protected area network for all biomes. A conservation needs assessment, undertaken during project preparation, allowed for a finer scale level of planning. This has generated new area targets to be reached in order to protect each vegetation type. This is presented in Annex 3 and summarised in Table 5 below. The patchy coverage of state PAs consequently means that many endemic rich areas for plants and vertebrates fall outside state PAs. At present, the Succulent Karoo biome is largely under-represented in the PA network. In addition, the Kunene Escarpment and Dolomite Karstveld are seriously under-represented endemic rich areas. Furthermore, with the exception of the two biggest parks—the Namib-Naukluft and Etosha—the PA system is comprised of many small isolated patches of protected areas. This prevents a more comprehensive approach to biome conservation and limits the free movement of wildlife between PAs.

Table 5 - Current and estimated required levels of coverage by vegetation type [24]

Vegetation type	Current % coverage	Further area (km^2) required for 'adequate coverage'	Status
Central Kalahari	0.0	3,041	*Poor*
Karas dwarf shrubland	0.6	2,226	
Northern Kalahari	0.6	2,015	
Southern Kalahari	0.0	1,733	

[20] This will be particularly important with respect to the creation of the proposed Bwabwata National Park, and the Etosha-Skeleton Coast wildlife corridor, both of which will require establishment of collaborative management compacts.
[21] This consists almost entirely of Etosha pan in Etosha National Park.
[22] Percentage representation of the four biomes are: Nama Karoo (5.03%), Succulent Karoo (11%), acacia tree and shrub savanna (4.5%) and broadleaved tree and wood savanna (7.79%).
[23] See Annex 1, page 8, for a map of the 29 vegetation types.
[24] The estimates assume that the Sperrgebiet as providing adequate protection (90.3% coverage) of the *Succulent Karoo*.

Thornbush shrubland	0.1	1,212	
Cuvelai drainage	0.4	687	
Highland shrubland	0.2	429	
Dwarf shrub/southern Kalahari transition	0.0	314	
Dwarf shrub savannah	1.8	1,450	*Medium*
Okavango valley	4.0	45	
Karstveld	18.6	872	*Good*
Riverine woodlands and islands	39.0	17	
North-eastern Kalahari woodlands; Caprivi mopane woodland; Central desert; Pans; North-western escarpment and inselbergs; Omatako drainage; Southern desert; Etosha grass and dwarf shrubland; Western Kalahari; Northern desert; Succulent steppe; Eastern drainage; Desert/dwarf shrub transition; Mopane shrubland; Western highlands; Central-western escarpment and inselbergs; Caprivi floodplains	39.1 *(average)*	N/A	*Adequate*

55. Namibia is striving to increase PA coverage in order to ensure better representation of vegetation types following recommendations spelled out in the NBSAP. Over the short-medium term (6 years), these efforts include plans to establish functioning wildlife corridors between the Etosha and Skeleton Coast Park and strengthen protection of the Caprivi Game Reserve by establishing the Bwabwata Nature Reserve. This new nature reserve will be zoned for multiple use, including sustainable utilisation of wildlife. Namibia is also planning to proclaim the Sperrgebiet as a national park and establish connections between the Sperrgebiet and Ai-Ais/Richtersveld Transfrontier Park to the east and between the Sperrgebiet and the Namib-Naukluft National Park to the north, to protect the globally important Succulent Karoo biome. In order for these plans to be successful, there is a need to improve management capacity, strengthen the enabling environment (including policy and regulations) and forge collaborative management partnerships with local communities, the private sector and regional government. The know-how to initiate and successfully sustain such partnerships needs to be developed.

56. The prohibitive cost of land purchase and conflicting land demands makes it unlikely that further expansion of the Protected Area estate can be accommodated on state lands. Even with the full roll out of the medium term conservation plan, Namibia's vegetation types will remain under-represented in the State PA estate. In order to address conservation needs in these areas in the long term, the Government plans to gazette and operationalise new categories of PAs applicable to communal and private lands (i.e. Management Agreements, lease back arrangements) and to strengthen regulatory oversight and management within private reserves. Such areas would be managed more intensely for biodiversity conservation purposes than is the case for existing communal conservancies and private reserves. The Government recognises that it lacks the absorptive capacity, management tools and institutional framework to tackle this imperative in the medium term. Accordingly, a phased approach to strengthening the PA estate has been adopted, leading to progressive rationalisation, improved management effectiveness, enhanced coverage and ultimately sustainability of the national PA system.

Undervaluation of PAs and Insufficient PA System Financing

57. Despite enjoying high-level political support over a long period, particularly as spearheaded by ex-President Nujoma, Namibia's PAs are not receiving sufficient investment from Government to ensure their long-term survival and development. This is closely linked to the prioritisation of other issues such as health, education and poverty alleviation, which required increased attention in the post-Apartheid era. The Government allocates about 40.00% of the budget to the health and education sectors, while the MET as a whole receives only 1.18% the total government budget. Of the MET budget, around N$ 40 million (US$ 7 million) per year is invested in PA management. The allocation is determined independently of actual PA management requirements and there is no ear-marked fee system that allows the MET to directly reinvest a portion of PA revenue, from gate fees and concession fees. According to the detailed economic analysis commissioned during the PDF-B phase, the annual PA budget is significantly less than the estimated annual budget requirement of N$ 106 million (US$ 17 million). At its root, the reason for insufficient government funding for PAs is an inadequate understanding of the value of the PAs and the strong links between PAs and development objectives. Furthermore, these links will only be realised through further investment in the PA system including investment

in infrastructure and capacity development.

58. The economic analysis estimated that the PA system currently generates about N$19,000,000 for the Government in park fees, tourism and hunting concession fees, live game sales and filming fees. Further, the study showed that PA tourism contributed between 1.7 – 3.4 % to GDP in 2003 (based on lower and higher bound estimates and excluding multiplier effects), with a value of N$ 543 million and N$ 1,103 million respectively. The analysis showed that the economic case for increasing investment in the PA system is economically defensible over the long term, justifying increased public and private investment. Many of these benefits may be secured through a direct investment in tourism products and infrastructure; however, additional investment will be needed to ensure the PA system meets its conservation objectives.

59. A two-pronged strategy is needed to improve PA finances. First, it is necessary to establish new financial mechanisms for PA financing; and second it is necessary to further develop tangible links between PA investments and broader economic and social development objectives, in order to justify progressive increases in budget appropriations. The Government has established a Game Products Trust Fund (GPTF), which generates N$ 0.5 million per annum in revenues from the sale of hunting licenses. These funds are available for conservation activities. Other earmarked fee recuperation systems have hitherto been lacking. As part of its underlying policy commitments in support of this project, the Government has agreed to undertake the following: 1) introduction of a tiered pricing system to capture the consumer surplus associated with PA visits by international and regional visitors, while ensuring the affordability of visits by Namibians; 2) earmarking a portion of visitor gate proceeds for PA management; 3) maintaining current budgetary appropriations for the recurrent costs of PA administration, at current levels, adjusted for inflation; 4) introduction of other financing mechanisms, if proven to be viable, following additional feasibility studies. The second part of the strategy demands that the economic benefits accruing from the PA system are uncovered, in part through the removal of current barriers to investment in PA-related tourism by local communities and the private sector. Accompanying activities are needed to further demonstrate the tangible links between investment in PAs, tourism revenues and economic growth.

1B.4 Stakeholder Analysis

60. A comprehensive stakeholder analysis was undertaken during the preparation phase. The MET held two national workshops and several local level consultative sessions with the identified stakeholders to ensure that: 1) stakeholders are fully aware of project objectives and outputs; 2) stakeholders participate in project design and in the determination of implementation arrangements; and 3) project development is integrated with ongoing and future initiatives both at the national and site levels.

61. Stakeholders include, but are not limited to key government agencies like the MET, the Ministry of Finance, the Ministry of Fisheries and Marine Resources, Ministry of Mines and Energy, Ministry of Agriculture, Water and Forestry, regional government and traditional authorities (to provide support through their administrative functions), the NWR, PA residents and neighbours including conservancies adjacent to PAs and private investors in and adjacent to PAs. Although they may not have a smaller role, the Namibia Tourism Board, private sector tourism operators, NGOs, the National Monuments Council, the Federation of Namibian Tourism Association, and the Namibia Professional Hunters Association have a high stake in the success of the PAs. A complete list of all stakeholders and an accompanying participation plan is provided in Annex 5, Stakeholder Involvement Plan.

62. Project design reflects strong and effective 2-way dialogue between relevant stakeholders at all stages (see Annex 5, Stakeholder Involvement Plan, for a full list and more details). The full project will continue in this vein, and includes significant investment in a Knowledge Management system, for coordinating the collection, storage, analysis and dissemination of a wide range of information related to MET's conservation mandate, and particularly focused on the management of protected areas. In order to ensure the absolute best use is made of this resource, the project will endeavour to ensure that appropriate and sustainable lines of communication are established between communities, MET and other stakeholders.

PART 2: Strategy

2.1 Project Rationale and Policy Conformity

63. While Namibia's investment in its PA system is likely to remain stable, it is not sufficient to maintain, let alone improve, the level of effectiveness and protection offered, and the country lacks the essential institutional and human capacities to effectively mitigate the threats to PAs. Further on-site investment is needed to ensure the sustainability of conservation management. The conjunction of pressures described above promises to undermine the natural integrity of PAs and threaten their value in global conservation terms. Financial support is urgently needed from the international community to pilot conservation methods that are appropriate to the local context and specific management problems, to sensitise staff to these new approaches, to build their capacities to execute them and to strengthen the institutional framework for managing PAs. These needs represent the entry point for a GEF intervention.

64. The Strengthening the Protected Area Network (SPAN) Project will contribute towards the realisation of the Government's strategic vision for PAs. A two phase approach is proposed, each with distinct objectives. Phase 1 (6 years) will focus on improving management effectiveness of the existing PA network, through capacity building at the systemic, institutional and individual levels and testing various management and conservation approaches in 4 field demonstration sites. The capacity building will include implementation of a new legal and policy framework, restructuring of the PA management arms of the MET, exploration and development of collaborative PA management systems with local stakeholders, a PA category reclassification exercise, establishment of sustainable financial mechanisms and capacity building for senior managers and PA field staff. Three existing PA sites have been chosen as field demonstration sites where management approaches will be tested and refined. These sites are the Ai-Ais Hot Springs Game Park, the Bwabwata-Mudumu-Mamili (BMM) Complex,[25] and the Etosha-Skeleton Coast Link. The project will also support the establishment of the planned Sperrgebiet National Park (26,000 km^2) during this phase, thus addressing conservation needs in the Succulent Karoo biome.[26]

65. Phase 2 (5 years) will build on the expected successes of Phase 1 in the following three ways. First, it will *consolidate* the experience of Phase 1: ensuring that Protected Areas are systematically mainstreamed into regional and local development, building on the lessons learned and experience gained from the first phase. Second, it will seek to further reconfigure the PA System, building on the solid foundation built during Phase 1: this will include strengthening private reserves, including the State's capacity to regulate such areas, development of alternative PA management regimes (including new categories of PAs on private lands, to expand management options) and the further evolvement of the PA network through co-management. Third, it will *fill gaps* not possible to address during Phase 1: as the first phase progresses, it is likely that the policy environment will shift according to global and national events, and it is important that the project reacts dynamically to address these changing conditions.[27]

66. The project is designed so that Phase 1 on its own will generate sustainable global benefits, irrespective of a second phase. GEF funding for the second phase will be contingent on key triggers realised in Phase 1: principally, the attainment of envisaged outputs and impacts during Phase 1. Benchmarks for moving from Phase

[25] Proclamation of the Bwabwata National Park in Caprivi was approved by the Cabinet in 1999. The proposed Bwabwata National Park is a reconfiguration of the existing Caprivi Game Park. The proposed boundary will include the present Mahango Game Park and areas on the Kwando River known as the Kwando Triangle. Bwabwata has not been proclaimed to date due to insufficient funding and capacity of the MET to prepare the necessary grounds for proclamation, for example demarcation and fencing of two areas to be deproclaimed. A large portion of the PA will be a multiple use area where community-based tourism, and trophy hunting are allowed (the Park will also include a number of human settlements, where agriculture and livestock husbandry will be permissible).

[26] Immediate attention is needed in this area to expand PA coverage, and strengthen management owing to its exceptionally high levels of biodiversity, irreplaceability, and vulnerability to human-induced pressures. Accordingly, the proclamation of the Spergebbiet is being planned ahead of other expansions in the PA estate.

[27] For example, the design of PAs to ensure that areas likely to be resilient in the face of climate change are protected.

1 to Phase 2 are indicated in the logical framework in Section II. They include:

- A net improvement in management effectiveness for 50% of PA land. A total of 75,676 km^2 would be under more effective conservation management, over the baseline.
- The Parks and Wildlife Management Bill will be enacted, providing a solid legal framework for increasing management effectiveness; subsidiary policies will be developed.
- The budget amount for PA management will increase by 70% with additional revenue secured from park usage/concession fees.

67. An independent evaluation conducted in year 5 will establish whether these conditions have been satisfied, and whether further GEF funding for a second phase is justified. GEF funding for the second phase will also be conditional on the leverage of higher levels of co-financing for project interventions.

68. The SPAN project is a partnership between national and local governments, and the GEF through the UNDP, in collaboration with NGOs, donor agencies, the private sector and academic institutions. A detailed stakeholder participation plan has been prepared (see Annex 5) in order to ensure the productive and mutually beneficial involvement of key stakeholders. Non-GEF resources will be used to move the baseline situation to a sustainable level primarily to secure domestic benefits. For example, it will fund PA operations, maintenance of PA infrastructure, and development of tourism facilities, needed to improve the income generating potential of PAs. Funding has been secured from KfW to strengthen PA infrastructure in the Caprivi Strip, and from Conservation International, to support the establishment of the Sperrgebiet PA. The GEF increment will be used to strengthen capacities at the systemic and institutional levels, needed to enhance operational efficiencies, and create the enabling environment for new PA management approaches. A particular emphasis is placed on establishing new partnerships with a wide range of stakeholders, designed to strengthen capacity and inculcate a greater sense of ownership and accountability. A strong emphasis will also be placed on the progressive distillation and dissemination of lessons, both nationally and internationally, by presenting successful Namibia models through knowledge management.

69. All interventions will strictly follow the UNDP's policy on indigenous people and resettlement. It is critical to ensure the engagement of indigenous peoples and their organisations in project activities, in order to prevent and resolve potential conflicts, to enhance democratic governance, to reduce poverty and to increase sustainability of biodiversity conservation. In particular, there will be no involuntary resettlement of local communities in the current PA network nor within the new PAs to be established.

70. **Project Preparation:** Project development has been financed by UNDP/GEF through a PDF-B grant and by UNDP-TRAC. The project development process commenced in August 2004 with the establishment of a Project Management Unit (PMU) within the DPWM, staffed by a Project Coordinator, a Deputy Project Coordinator and a Project Development Assistant. The Director of the DPWM was appointed as the National Project Director and the Director of the DSS as his alternate, to work closely with the PMU on project preparation. The Project Management Group (PMG) was constituted from representatives of relevant directorates of the MET, UNDP, UNESCO and co-financiers USAID and Conservation International. This Group met monthly to steer project preparation. Three major subcontracts were awarded to consortiums of national and international experts: a) Economic Analysis, b) Capacity Assessment and c) Conservation Needs Assessment; their results are included in this document. The project development process was highly participatory. Two national stakeholder workshops were conducted with representatives from civil society, the private sector and government agencies. A wide range of inputs from PA staff have also been reflected in this document through their participation in the workshops, through a NAMETT assessment at almost all PAs, and through numerous informal discussions within MET. In addition, local level consultation sessions were conducted at the demonstration sites with local communities, in order to discuss opportunities and constraints pertinent to each demonstration. The subcontractors and the PMU have consulted a broad range of other stakeholders in the preparation process, including the coordination units of other GEF projects.

2.2 Project Goal, Objective, Outcomes and Outputs

71. **Project Goal**: The long term development goal of the full GEF project is: ***Sustainable management of renewable natural resources protects biodiversity while contributing to equitable economic and social development.*** Tourism is the third biggest industry in the country and shows the most promise for growth amongst the existing production sectors. With the right mechanisms, PA tourism benefits can be spread far and deep into the regional and national economy, and improved PA management systems could substantially contribute to poverty reduction, particularly in areas and communities adjacent to the PAs.

72. **Project Objective**: The immediate objective of the full project is: ***increased management effectiveness of the national PA network for biodiversity conservation***.

73. Three complementary outcomes have been set, under which a series of outputs are planned.

Outcome 1	**Outcome 2**	**Outcome 3**
Improved systemic capacity provides the enabling framework for enhancing PA management effectiveness.	Institutional capacities for PA management are strengthened, resulting in more effective use of financial and human resources.	PA management know-how is expanded and reinforced through innovative field management demonstrations

Outcome 1: Improved systemic capacity provides the enabling framework for enhancing PA management effectiveness.

74. Parks and Wildlife Management Act and associated New Regulations: MET, with assistance from the UNDP, will finalise the Parks and Wildlife Management Bill, providing an enabling framework for the following: a) new categories of PAs; b) a standardised approach towards PA management and development planning; c) a monitoring regime for PAs; d) a framework for the management of concessions, covering tourism, hunting and other activities, defined to be compatible with the Government's conservation objectives; e) a sustainable financing mechanism; f) adequate safeguards to prevent impacts from minerals prospecting and mining; g) development of a cooperative and harmonised management systems with adjacent land. The costs of developing the new policy will be borne by the GRN. GEF funding will be drawn on to finance technical assistance needed to draft new regulations, in particular regulations concerning PA categorisation, collaborative management, and human-wildlife conflict management.

75. Park Management Plans: The project will support the development of management and operational plans, using participatory methods for each of the 4 field demonstration sites. GEF funding will be used to develop an umbrella management and business plan for the Etosha-Skeleton Coast link.[28] Management plans for the remaining 4 field demonstration sites will be financed by the EU, KfW and CI. The GEF will dedicate resources for economic studies to inform the planning process in each of these sites. The management plans and subsidiary operations plans will be fully costed, based on sound economics; for example, the intensity of enforcement will be informed by evaluating the threats and inherent opportunity costs.

76. Sustainable PA Financing Mechanisms: The GEF, in conjunction with CI and local and international businesses will assist the MET to establish new financial mechanisms for PA management, to augment annual government budgetary appropriations. Based on pre-feasibility studies undertaken during the course of project preparation these may include: expansion of the ear-marked fee system, whereby a higher proportion of park entry and concession fees are returned directly to PAs; introduction of reward cards and lottery/raffles;

[28] Planning will begin with a participatory workshop on conservation planning and economic development in the broader area of the Etosha-Skeleton Coast link, to ensure stakeholder participation from the onset, and to ensure integration with adjacent land units and regional development process. This regional integration aspect will be addressed in close coordination with the World Bank/GEF supported NACOMA projects in coastal regions and ICEMA Project in communal conservancies.

increased/diversified filming rights sales; cause-related marketing; PA branding; the introduction of differential pricing structures, for local, regional and international visitors; and concessioning for PA related services. Activities include feasibility assessments, development of regulations, and installing financial oversight and reporting mechanisms. The intention will not be to make the PA system self-sufficient, but rather ensure that over the long-run there is sufficient financial support available to allow the PA agency to fulfil its mandates and in so doing, contribute significantly to the national economy.

77. Strategic PA Network Plan: GEF and GRN will co-finance the development of a strategic PA network plan, inclusive of communal conservancies, intended new concession areas, and private reserves (to be established in phase 2). In collaboration with the NACOMA project, this will encompass coastal and freshwater ecosystems in order to ensure full biogeographic representation. The plan will map and prioritise the PAs, and with stakeholder participation, analyse socio-economic situations in the areas. Legal support will be dedicated for the definition of new PA categories needed to allow PA designation on communal or private lands, and classification of the PA estate. The plan will take into consideration the implications of future climate change, in an effort to ensure that long-term conservation objectives are met with the plan. A fine-scale planning exercise will be undertaken for the establishment of PAs in the Otavi Mountain Karstveld and the Kunene escarpment.[29]

78. Systematic Biodiversity Monitoring Mechanism: GEF funds will be used to develop a framework and plans to ensure coordinated and targeted monitoring of biodiversity conservation activities in PAs. As per Outcome 2 (enhanced institutional capacity for improved PA management), institutional/human capacity interventions should closely correspond to this framework. Moreover, in conjunction with the WB/GEF supported ICEMA project and other CBNRM projects, the project will finance measures to ensure the integration of monitoring activities in PAs and adjacent land units, in particular communal conservancies. The framework will include strategies to source external scientists and researchers for monitoring activities and create a list of priority projects that need to be undertaken for each PA. It will include the development of disease profiling to mitigate the threats posed by certain diseases. A national database will be created to encompass all the data bases from each PA in order to help monitor the system as a whole. The recurrent costs of running the improved system will be met by the GRN, through the budget of the MET.

79. Knowledge Management System: In order to ensure the replicability of conservation outcomes and capture lessons needed to improve the sustainability of the PA system, the GEF will invest in the establishment of a permanent knowledge management system within the MET, which will include the National Database of PAs. The project will identify and train knowledge managers within the MET and develop an effective information dissemination strategy. This system will be innovative and proactive in order to go beyond traditional written lessons and document dissemination. It will include active networking between PAs, particularly through the 4 field demonstration sites, in order to exchange personal experiences of PA managers, communities and other stakeholders and best practices from the project and PA management and CBNRM work beyond the project. The knowledge management system will also include the use of e-mail communication and an entertaining and motivating PA newsletter. The project will catalyse active web-based and physical exchanges of experiences and lessons learnt between Namibia and other countries, as well as between regions within Namibia, through the establishment of international forums for knowledge management and through a warden-exchange scheme. Through this project, the MET will reinstate its annual research meeting, where progress, monitoring and research will be presented to all relevant stakeholders with carefully designed interactive sessions to optimise debate and discussion. Knowledge management activities will be instituted in close collaboration with the Environmental Information Unit of the Directorate of Environmental Affairs, which will partly cover the recurrent costs of sustaining the system, as well as with CBNRM projects that have already developed a high quality knowledge management database.

[29] These areas are identified as priorities in the NBSAP, a status confirmed by the conservation needs assessment undertaken during project preparation.

Outcome 2: Institutional capacities for PA management are strengthened, resulting in more effective use of financial and human resources.

80. This component addresses the capacity issues of park staff and the institutional organisation of parks management within the MET, including research and monitoring functions. It is also necessary to render capacity support for other key role players such as the NWR and regional and local governments.[30]

81. Structural Reorganisation: In conjunction with the ICEMA project, which will review the MET structure in terms of CBNRM support functions, the GEF would fund the creation of a strategic reorganisation plan under the SPAN project to improve operational and administrative efficiencies, and maximise cohesion among the MET divisions, particularly at the PA site level. This will include a review of post classification, minimum requirements and promotion mechanisms in order to create professional conservation officer posts that will attract talented and experienced personnel. The MET will supply funds to develop an ex-combatant deployment plan to review the profile of this group and to maximise their potential. Furthermore, given that the aforementioned structure is useless without suitable candidates, the plan will include a strategy to source high quality recruits in both the short and long term.

82. Devolution of the Decision Making and Financial Management System: In order to increase the accountability of PA managers, an internal devolution of decision-making (from the MET HQ to the officers in charge of individual PAs) and financial management systems will be tested at three demonstration sites. The devolution process will start with a thorough devolution plan which will specify the roles and accountabilities of managers, reporting mechanisms and exact financial management procedures. Such a plan will fully consider the on-going decentralisation process. In addition, the government's guidelines and rules for financial management will have to be fully taken into account.

83. Individual and Park-level Performance M&E: Devolution must come with clear responsibility and accountability. At the beginning of Phase 1, with GEF and MET funding, a system to monitor and evaluate individual and park-level performance will be devised and implemented. This system will be simple, yet able to clarify what the expected results of individuals and PAs are, thus enabling the MET to systematically track individual and PA performance. PA performance evaluation also needs to take into account the perception of key stakeholders, for example, tourists, tour operators, concessionaires and park neighbours. The project will also assist the MET in laying down PA staff rules and procedures in order to revive necessary standards of discipline, respect for rank and to establish a benchmark for work ethics.

84. Training and incentive mechanisms: In tandem with the performance-based M&E system, training and incentive mechanisms will be instituted. The GEF will finance *in situ* or in-service training. This in-service training will use a roving training team and a mentorship system. The project will place emphasis on training activities related to the management of the 4 field demonstration sites and on the institutionalisation of the in-service training programme. In addition, a range of monetary and non-monetary incentive mechanisms will be explored. These could include a merit system, medals for exceptional performance, supervisor training for encouraging and motivating staff, inclusion of overtime and Subsistence and Travel (S&T) allowances in the salary structure (to be funded by MET), use of e-mail and newsletter communication to recognise outstanding activities/performances, warden exchange schemes and additional training opportunities. The GEF will also finance short-term training courses for PA staff at existing regional institutions such as the Southern African Wildlife College or the Polytechnic of Namibia.

85. PA Economics and Business Planning Capacity: Through this project, the MET will enhance in-house capacity in order to improve recording/modelling of PA tourism statistics and pricing policy and in order to quantify as accurately as possible the value of the PA network. The project will also support the MET in enhancing its capacity to effectively negotiate and manage concessions within the PAs.

[30] Capacity development for communal conservancies and regional councils in the coastal areas will be the supported by the WB/GEF supported ICEMA and NACOMA projects respectively, and not with SPAN funds.

86. Partnership Building Capacity: Partnerships are identified as a major key for effective PA management and biodiversity conservation. The MET is in a uniquely strong position in that there are many local, national and international partners who are willing to assist in the achievement of its mission. These include communities on communal land adjacent to parks, private landowners, tourism operators, NGOs, academic institutions and individuals who are passionate about Namibia's natural heritage. Partnerships also provide a means to save management costs, and generate additional revenue. Moreover, partnerships are the key to promoting the participation of local community groups while ensuring that tangible benefits accrue from the PA system through tourism and other activities. GEF support will be directed to strengthen the capacity of the MET and other partners to forge effective and mutually beneficial partnerships to effect collaborative management. This will be achieved by ensuring effective stakeholder involvement in project activities, and through the establishment of various project steering and advisory bodies at both local and national levels, thus providing valuable hand-on experience for MET staff and partner groups alike. In addition, a civil society "Friends of Namibian Parks" organisation will be established with GEF support. The Friends of Parks will aim to generate awareness about the importance and attraction of the PAs and cultivate the material support of individuals and businesses in Namibia and worldwide. The possibility of creating park-level branches will also be explored.

87. HIV/AIDS succession planning capacity: UNDP will finance a study on the current impact of HIV/AIDS on PA management and the development of an HIV/AIDS succession plan for the PA service. The UN system interventions under this component also include the placement of a field health worker to serve the PA system (possibly using the services of the United Nations Volunteer Programme). The health worker will coordinate confidential counselling, testing and health care programmes at the individual park level. Finally, UNDP will support a staff sensitisation programme on HIV/AIDS, focused at the field level.

Outcome 3: PA management know-how is expanded and reinforced through innovative field management demonstration.

88. Under this outcome, targeted interventions will be made at 4 field demonstration sites. (See Annex 4, page 8, for details of each demonstration site.) These sites have been selected using the following criteria: biodiversity significance, potential for increasing conservation coverage, and demonstration value, in particular for the institution of public-private and park-neighbour partnerships for collaborative management. A number of planned interventions are common to all demonstration sites, namely instituting systems for devolving administrative functions to the site level; providing in-service training to rangers and other PA staff to perform basic PA management functions, including community outreach, enforcement, monitoring and reporting, and visitor management; developing the institutional structures, protocols, operational systems and capacities for collaborative management partnerships; and development of limited PA infrastructure needed to improve PA operations. Activities have been designed to enhance the effectiveness of management responses to threats, and thus to threat remediation. Site strategies reflect the socio-economic, ecological and institutional landscapes of the area.

89. Field Demonstration Site 1: Ai-Ais Hot Springs Game Park: This PA is on the southern border with South Africa and includes the Fish River Canyon (the world's second largest canyon after the Grand Canyon). Thirty-five percent of the PA falls within the Succulent Karoo Biome, the remainder within the Nama Karoo biome. The major threat at this site stems from the illegal harvesting of rare succulent plants, illegal panning activities along the Orange River and Fish River for diamonds, and illegal fishing in the Orange River (yellow fish, labeo and catfish species). In 2003, a treaty was signed between the Namibian and South African governments to connect the Ai-Ais and Richtersveld National Park[31] to form a transfrontier park. Although the transfrontier park has the potential to greatly enhance the conservation status of the area, it is not yet functional. The Joint Management Board and several working groups have been established. However, they are still in their infancy and thus far only limited interaction between the two countries' parks authorities has taken place and there is no day-to-day coordination of enforcement activities or joint monitoring. Further, there is no access point which

[31] Richtersveld National Park is a contractual park located in community owned land and managed by the South African National Parks (SANParks). The World Bank / GEF is financing a medium size project to strengthen community-based biodiversity conservation in the park.

would allow visitors to move freely between the two sections of the transfrontier park.

90. *Unique Elements to Demonstrate*: Effective functioning of a transfrontier park, providing economies of scale in the administration of PA management functions, and improved conservation status.

91. *Activities*: Following the guidelines in the transfrontier park treaty, the GEF will finance the following activities: 1) strengthening of the institutional framework for transfrontier park management; the MET will finance staffing costs and routine operations expenses, while the GEF will fund capacity building, including training and instalment of administrative systems; 2) development of administrative systems and capacities to allow the trial devolution of decision making authorities and financial management functions from MET headquarters to the PA,[32] 3) on-the-job training for joint law-enforcement and threat monitoring operations with South African National Parks (SANParks) (GEF support will be limited to the MET); 4) establishment of a monitoring system, to cover biological and socio-economic parameters, threats and management effectiveness; and 5) limited infrastructure construction including a visitor gate, staff accommodation and an interpretation centre.

92. Field Demonstration Site 2: Bwabwata-Mudumu-Mamili (BMM) Complex: The BMM complex, in the Caprivi Region, is an area of critical importance for biodiversity in Namibia. It includes perennial and transboundary rivers rare in Namibia, namely the Okavango, Kwando and Linyanti and their wetlands. In addition, the BMM complex acts as a link between PAs and as a path for wildlife migration connecting important wildlife habitats in Zimbabwe, Zambia, Angola and Botswana. The Caprivi region is also one of the most densely populated areas in Namibia; it also has high levels of poverty and HIV/AIDS. In 1999, the Cabinet approved the Conservation and Tourism Development Vision for Caprivi. This Vision identifies wildlife utilisation and tourism as a basis for sustainable development, and the attainment of conservation objectives and calls for the creation of the Bwabwata National Park. The Bwabwata National Park will consist of four areas, namely the Mahango Core Area (the present Mahango Game Reserve), the Buffalo Core Area, the Central Multiple-Use Area and the Kwando Core Area. Core areas will be allocated strictly for non consumptive use, while the Multiple-Use Area will be utilised for community-based tourism, and trophy hunting. The main threats facing PAs in Caprivi are poaching of wildlife and uncontrolled bush burning. In order to mitigate these threats and to realize the Vision, collaborative management systems involving PA residents and neighbouring communities need to be operationalised.

93. The MET has beenlpreparing the grounds for proclamation of the Bwabwata National Park, having started the planning process, and engaging in dialogue with local communities and traditional authorities. The German Government, through the KfW, has confirmed funding for infrastructure, and equipment. GEF funding is requested to develop collaborative management systems with local partners, whereby relevant stakeholders are involved in a substantial way in management activities, with clear agreement on functions, rights and responsibilities. GEF funding, in close collaboration with the IRDNC and the ICEMA project, will also support region-wide integrated management and monitoring mechanisms which encompass the BMM complex and four adjacent communal conservancies. Other potential partners include traditional authorities, and tourism lodges and operators.

94. *Unique Element to Demonstrate*: Development of collaborative management systems, and benefit sharing arrangements for park residents and neighbours

95. *Activities*: KfW funding will provide for infrastructure, equipment, and planning. The MET will finance staff salaries and recurrent operations costs. The GEF funding will co-finance the following intervention areas: 1) establishment of a local level consultative forum for integrated PA-conservancy management including a joint biodiversity-monitoring mechanism; 2) establishment of collaborative management systems including partner identification, clarification of rights and accountabilities, and capacity building for the MET and partners; 3)

[32] A thorough devolution plan will be completed at the onset of the project. This will determine the levels of authorities and accountability of the PA management unit of each demonstration site, reporting mechanism and exact financial management procedures.

establishment of benefit sharing mechanism for PA residents and neighbours; and 4) testing of the shared wildlife management responsibilities for shared resources.

96. Field Demonstration Site 3: Etosha / Skeleton Coast Link The Etosha National Park, renowned for the Etosha Pan, is by far the most visited PA in Namibia. Tourism is concentrated in the Eastern section of the PA, which is key for generating funds for PA system management. The Skeleton Coast National Park is an iconic destination for tourists owing to its desolate and extremely remote and wild characteristics. The most fundamental threat facing this area is the physical isolation of the Etosha National Park, which blocks traditional wildlife migration routes and also causes human wildlife conflict in the periphery of the PA. Other pressures stem from poorly managed tourism, including off-road driving, and water and waste management. The ex-President's vision, laid out in 1997, is to link Etosha and Skeleton Coast in order to restore traditional migration routes for wildlife and create continuous habitat for indigenous flora. The Cabinet recently approved proclamation of the three government tourism/hunting concession areas; Palmwag (5,891 km^2), Etendeka (507 km^2), and Hobatere (258 km^2). The Cabinet also gave approval for the new park to include unsettled state land connecting Hobatera and the remainder. These areas will form a corridor between the Etosha National Park and Skeleton Coast Park, and hold wildlife populations of high national and international importance, including more than 150 black rhinos. The area also represents an important part of the endemic rich Kunene escarpment zone. Six communal conservancies will form borders with this new PA, and it offers significant potential for increasing benefits to conservancies and local communities. The MET will conduct extensive stakeholder consultations, in order to effect an integrated conservation approach with neighbouring conservancies, to develop participation and benefit sharing mechanisms with adjacent communities, and to operationalise a sound conservation regime in the area. The PCC[33] for this region will broker partnerships key to realising the vision.

97. *Unique Element to Demonstrate*: Partial realignment of PAs to restore traditional wildlife migration routes through partnerships, human wildlife conflict management and innovative tourism development.

98. *Activities*: The GEF funding will accelerate the MET's efforts to link the two PAs and building appropriate capacity to manage the expanded PAs, by focusing on: 1) development of business and management plans for the expanded PAs: 2) development of human-wildlife conflict mitigation measures (with USAID co-financing); 3) staff training, and development of capacities within conservancies for collaborative management with the PA (including definition of the roles and functions of the different partners, development of enforcement mechanisms, joint management systems, and capacitation of community game rangers); and 4) provision of equipment (vehicles, communications infrastructure), development of limited infrastructure, including staff housing, and an interpretation centre to be co-managed by local communities. The GRN, through the NTB, will fund tourism marketing of the Etosha/Skeleton Coast Link. The core costs of PA staffing, and park operations for the expanded PA will be borne by the MET.

99. Field Demonstration Site 4: The Sperrgebiet: The Sperrgebiet is state land and is at present inaccessible to the public due to restrictions imposed by the Namibian Police and the Ministry of Mines and Energy (MME) to protect economically vital diamond resources. The Sperrgebiet, despite covering only 3% of the country's land surface, includes over 90% of the Namibian section of the Succulent Karoo biome. This area contains 15% of Namibia's plant diversity, and 10% of the species occurring in the area are endemic. In 2004, the Cabinet approved the proclamation of approximately 26,000 km^2 in the Sperrgebiet as a multiple-use national park. Some parts of the Sperrgebiet have been and are being mined, and prospecting activities are presently taking place in many areas. Restoration efforts have so far been limited and the integration of mining and prospecting activities in the future national park poses a great challenge.[34] In order to operationalise the Cabinet's proclamation decision, MET urgently needs to establish a presence and accompanying management capacity in the area. In particular, a partnership needs to be instituted with the mining companies and line ministries such as the MME. In collaboration with Conservation International (a co-financier) and the Namibia Nature Foundation

[33] The Park Consultative Committee (PCC) is a body designed to facilitate local stakeholder in PA management, to whatever degree appropriate. See Annex 5 – Stakeholder Involvement Plan for a full description.

[34] In more recent years, mining companies have adopted much improved environmental standards, and detailed environmental assessments, environmental action plans and rehabilitation plans now form part of all new mining initiatives.

(a national NGO), the MET will accelerate the proclamation process for the Park, prepare a zoning plan, build PA infrastructure, and operationalise PA management functions. GEF funding will be allocated to capacity building interventions.

100. *Unique Element to Demonstrate:* Creation and effective management of a PA through a multi-sectoral management system involving mining companies, the MME, regional council and NGOs.

101. Activities*:* MET will finance PA staffing, infrastructure and operations. CI will finance: the development of a biodiversity inventory, and establishment of a monitoring system; the purchase of land to create a corridor between the Spergebbiet and Ai Ais PAs, to protect conservation hotspots threatened with habitat conversion; and the development of a business/tourism development plan and accompanying regulations. The GEF will fund the establishment of a multisectoral management body for the PA; staff training, development of participatory management skills; and equipment, including vehicles and radios.

2.3 Project Indicators, Risks and Assumptions

102. The following key performance indicators have been identified for the project. The logical framework (Table 11, page 8 and the Results Measurement Table (Table , page 8) provide the full list of indicators, baselines and targets, and justifications for their selection.

- Improvement in management effectiveness for 50% of PA land using NAMETT measure.
- Increase in the percentage representation of each of the six biomes in the PA system.
- Enactment of the Parks and Wildlife Management Bill.
- Increase in the percentage of park entry and concession fees retained by the MET.
- Increase in the budget amount appropriated for PA management.
- Development of park management plans and associated regulations and their operationalisation in the 4 field demonstration sites.
- Institutionalisation of a functioning knowledge management system.
- Devolution of decision-making functions and financial management tested in priority PAs.
- Locally based multi-sectoral consultative forums developed for enhanced PA management.
- An expanded and enhanced range of available training opportunities.

The following table identifies key risks and mitigation measures.

Table 6 – Risk analysis

Risk	Risk Rating*	Risk Mitigation Measure
o External pressure on PAs increases significantly.	L	PA management plans will be integrated into regional development plans. Improved inter-agency coordination at the national and regional level, will ensure better alignment of development activities, to reduce this risk. The strengthened M&E system will provide an early warning of increasing pressure.
o The process of enacting the Parks and Wildlife Management Bill becomes delayed.	M	Continuous policy dialogue between UNDP CO and the MET to ensure that progress in finalising the draft is sustained. MET cannot enact the bill itself, and so is reliant on other arms of government. This risk will be mitigated through the PAC, which involves other government agencies, as well as the strategic use of lobbying and communications.
o Lung-disease/anthrax spreads at a devastating rate.	M	In addition to MAWF's existing inoculation programme for livestock, the MET will improve preparedness for an epidemic through compilation of disease profiles for PAs and training in response measures. An early warning system with neighbouring countries will also be instituted.

Risk	Risk Rating*	Risk Mitigation Measure
o Qualified and dedicated people are not available within the MET or for outside recruitment.	M	Institutionalisation of training and incentive mechanisms, coupled with a stringent performance evaluation system will capacitate existing staff members. PA branding and reclassification of certain posts will also attract qualified and experienced people to work for the PAs.
o Mortality and morbidity rates from HIV/AIDS related illnesses increases among the PA staff.	S	Development of institutional HIV/AIDS policy, and education and well-being programme will improve the welfare of infected staff and decrease infection rates over a long term. HIV/AIDS succession planning based on the thorough investigation of the current situation will minimise the impact on PA management of staff mortality and morbidity.
Overall Risk Rating	**M**	

*Risk rating – H (High Risk), S (Substantial Risk), M (Modest Risk), and L (Low Risk). Risks refer to the possibility that assumptions, defined in the logical framework in Part 3, may not hold.

2.4 Expected Global, National and Local Benefits

103. The project works on the premise that, in the absence of sustained global financial transfer schemes to compensate for global benefits that do not accrue to the country, the PA system is likely only to reach sustainability if sufficient tangible domestic benefits can be realised to compensate for PA management costs. The project is designed to generate global benefits through protecting globally important ecosystems. This will protect the existence values, option values and future use values enjoyed by the global community that might otherwise be forfeited, should the PA estate fail to provide an effective buffer against anthropogenic threats prevalent at the landscape level. The comprehensive and systemic approach to improving management effectiveness of the Namibian PA network and the management innovations that will be tested and adapted through the project, at both national and individual PA levels, have application to other PA management systems in Africa and elsewhere. The knowledge management component will ensure that lessons and good practices are disseminated, to generate global benefits beyond Namibia. Further, exploration of partnership modalities involving a variety of stakeholders, and active integration efforts between PAs and adjacent land units such as conservancies should serve to dramatically increase the coverage of the PA estate, enabling it to better fulfil its mission to protect a representative repository of biodiversity. These benefits are clearly correlated with the provisions of Article 8 of the CBD.

104. 1) The GEF will also finance demonstration activities at 4 sites, intended to 1) expand the PA network to includes sites of high biodiversity significance; and 2) establish the know how to apply new management methods (trans-boundary PA management with neighbouring countries and co-management, involving the PA authority, local communities and businesses). GEF interventions focus on sites that currently do not receive significant numbers of visitors and which accordingly generate mainly intangible benefits. This type of benefit is most likely to be experienced at global and regional, rather than national, levels.

105. The project is also expected to have certain global benefits pertaining to the land degradation and international water focal areas of the GEF. The integrated approach of the project promotes harmonised land use between PAs and adjacent land units, thereby promoting integrated and sustainable land management. This in turn mitigates the causes and negative impacts of land degradation on the structure and functional integrity of ecosystems and contributes to improving people's livelihoods. As three of the four field demonstration sites are bordered by international rivers, improved PA management capacity and partnerships with adjacent land managers, including those in neighbouring countries, would greatly enhance Namibia's ability to participate in international water management fora and to ensure integrated use of land and water resources, thereby promoting sustainable development.

106. At the national level, the principle beneficiary of the project will be the MET, as project resources will be used to strengthen institutional capacity and management effectiveness. Policy, legal and institutional reforms assisted by the project will benefit local communities within the PAs or adjacent to them. In the medium-longer

term, these are expected to significantly improve livelihood opportunities in the form of employment, and business development. In addition, the creation of collaborative management forums will give communities a direct role in decisions concerning PA management.

107. In summary: the principal Global Benefits associated with the project include:

- Improved utility of the PA network in buffering globally important biodiversity from threat (measured by the net improvement in PA management effectiveness over baseline values);
- Expansion of the PA estate from 13.8% of the land area to over 20% of the land area, to incorporate globally important areas currently unrepresented in the PA estate e.g. the succulent karoo (measured by an increase in area included in the PA estate and a needs weighted index of vegetation type coverage);
- Improved enabling environment (policies, plans and financial mechanisms) to sustain the generation of global benefits provided by the PAs (measured by financing indicators and policy enactment);
- Global Benefits derived from the replication of good practices in other PA systems.

2.5 Country Ownership: Country Eligibility and Country Drivenness

Country Eligibility and Drivenness

108. The priority accorded by the Government of Namibia to biodiversity conservation, and broader natural resource management is underscribed through the Constitution, Vision 2030 and National Development Plans. The National Biodiversity Strategy and Action Plan (NBSAP) places a high priority on strengthening the protected area network. Namibia ratified the Convention on Biological Diversity in 1997. In addition, Namibia has ratified a number of other environmental conventions such as the Convention to Combat Desertification, the Convention on International Trade in Endangered Species of Wild Fauna and Flora (CITES), the Ramsar Convention and the World Heritage Convention.

109. The Country has taken a number of significant steps toward realizing its commitments under the Convention on Biological Diversity, including strengthening the institutional framework for conservation and passing necessary enabling legislation. The proposed project will fulfil a number of the objectives of the Convention, including the *in situ* conservation of biodiversity and the enhancement of national capacities to manage natural ecosystems. More precisely, the Project addresses elements 3 and 4 of the CBD COP VII decision on Protected Areas and the accompanying work programme (UNEP/CBD/COP/7/L.32). Specifically, the project will: 1) provide an enabling policy, institutional and socio-economic environment for PAs; 2) build capacity for the planning, establishment and management of PAs; 3) ensure financial sustainability of PAs and national and regional systems of PAs; 4) evaluate and improve the effectiveness of PA management; 5) assess and monitor PA status and trends. Furthermore, the project is fully in line with national policies and strategies to protect biodiversity, including those recently articulated within the NBSAP. The project is strongly supported by the Namibian authorities and has been endorsed by the GEF Operational Focal Point (see attached letter of support).

110. This project falls under the GEF Operational Programme 1 (Arid and Semi-Arid Zone Ecosystems) and responds to GEF Strategic Priority 1 in the Biodiversity Focal Area (Catalyzing Sustainability of Protected Areas). The Project will comprehensively address the following four types of operational activities suggested under this priority: 1) Demonstration and implementation of innovative financial mechanisms; b) Capacity building for long-term sustainability; c) Catalyzing community- public- private partnerships; and d) Removing barriers to facilitate public-private partnerships. The project addresses capacity gaps and management shortcomings affecting the PA system as a whole, with the aim of improving its management effectiveness. Accordingly, the project pays particular attention to strengthening capacity at the systemic and institutional levels, and improving conditions and capacities needed to forge durable management partnerships with local government, communities and the private sector. Such partnerships are needed as part of efforts to strengthen capacity, noting that top down administration of PAs is unlikely to be sustainable. A replication strategy has

been developed, to codify good practices and ensure they are systematically replicated across the PA system, while also documented for application in other countries (in the Southern African sub-continent and elsewhere). Furthermore, the project will institutionalise the use of the METT[35] to track management effectiveness, taking steps to tie operational activities to improving management effectiveness. These steps are expected to make a major contribution to improving the overall sustainability of the PA system.

111. This project is fully aligned with the existing six programmes of the MET, in particular with the Protected Area Management Programme, the Protection and Management of Key Species and Natural Resources Programme and the Improving the Economic Value of Natural Resources and Protected Areas in the MET Jurisdiction Programme. The MET is committing over US$ 30,000,000 in co-financing to this project (phase 1). In order to avoid having the Project Management Unit (PMU) work independently from the MET, as is a common situation in donor funded projects, the MET is internalising the project functions into its existing structure, ensuring full involvement of key personnel in relevant directorates as well as amending terms of reference for relevant staff members engaged in core project activities.

2.6 Linkages with the UNDP Country Programme

112. The United Nations System in Namibia, in conjunction with the Government, has recently finalised the new United National Development Assistance Framework (UNDAF) for 2006-2010. There will be three overall UNDAF outcomes: 1) HIV/AIDS prevention and mitigation; 2) Improvement of livelihoods and food security; 3) Capacity building of the government and civil society institutions. Within the UNDAF framework, the Third Country Programme Document (CPD) has been developed for 2006-2010 which coincides with the first phase of this project. The overall objective of the Country Programme is: attainment of Vision 2030 by providing upstream policy advice, providing technical assistance, building strategic partnerships and strengthening individual, institutional and systemic capacities at a national level. The Programme has three components: 1) achieving MDGs and reducing human poverty; 2) energy and environment for sustainable development; 3) responding to HIV/AIDS.

113. This project is an integral part of the UNDP Country Programme. It assists the Government in achieving MDGs. In particular it supports the achievement of Goal 7, the indicators for which include the coverage of PAs. Namibia's 2004 MDG Report identified the PA network as one of its priorities for development assistance. Under the Country Programme's second component, corresponding to UNDAF Outcome 2, this Project forms an output of the component's Outcome 2—promoting biodiversity conservation and renewable energy technologies, and environmental education. All interventions, including improvement of institutional capacity, policy and legal framework, and partnership development, fit squarely with the above objectives of the country programmes. In order to seek maximum alignment with the third Country Programme outcome—responding to HIV/AIDS—the UNDP will co-finance activities under the project intended to address the impacts of HIV/AIDS in the workplace. Furthermore, UNDP/WB supported preparation of Namibia's Poverty Reduction Action Plan which emphasises community-based natural resource management and tourism as critical areas for further development. As part of component 1 of the Country Programme, the project will promote PA tourism development, foster partnership between PA management and adjacent land units in particular communities and conservancies, and increase PA tourism contribution to the national and local economy.

2.7 Linkages with UNDP/GEF Financed Projects

114. UNDP/GEF financed the National Capacity Self Assessment (NCSA) project, executed by the MET, to examine Namibia's institutional, systemic and individual level capacity to achieve global environmental goals under three conventions—UNFCCC, CBD and CCD. A number of recommendations pertinent to SPAN came out of the NCSA exercise. At the national level, priority areas for capacity building pertinent to this project identified in the NCSA include: Institutional level: 1) Building technical and scientific capacity within the government (the MET Directorate of Parks and Wildlife Management and the Directorate of Scientific Services

[35] WB/WWF developed "Management Effectiveness Tracking Tool."

are identified as priorities in this regard); 2) Strengthening data management systems; Systemic Level: 3) Simplifying and harmonizing laws, so that they are understood by all levels of society; 4) Strengthening the policy framework, pertaining to the CBD; 5) Improving enforcement of legislation, and stiffening fines; 6) Monitoring policy impacts; Individual Level: 7) Strengthening the capacity of MET staff to work with different stakeholders, agencies and communities and to handle conflicts appropriately. Local level assessments were conducted at three regions; Hardap, Oshikoto and Erongo. The Oshikoto region includes a part of Etosha NP.[36] Key recommendations pertinent to this project concerning the PAs include: 1) Fostering the partnerships between Etosha PA authorities and northern communities; 2) Formulating a park-neighbour policy, and developing joint park-neighbour activities; 3) Developing tourism attractions in communal areas adjacent to the PA; 4) Training of the Anti-Poaching Unit (APU), park wardens and rangers in public relations and conflict resolution skills; and 5) Consolidating the infrastructure base and equipment inventory to facilitate service delivery.

115. UNDP/GEF is financing preparation of the Country Pilot Partnerships for Sustainable Land Management (SLM) Programme. The programme seeks to address the systemic, institutional and individual capacity constraints to devising and implementing an integrated ecosystem approach to combat land degradation. It will do this through the development and coordinated execution of a package of strategic interventions. The overall goal is to reduce and reverse the process of land degradation in Namibia, thus delivering significant benefits to local communities. The immediate objectives are to adopt a national integrated SLM approach ensuring coordination of SLM activities and to pilot and adapt models for sustainable land management. The programme will be operative outside Protected Areas, focusing on communal lands. There is thus no direct geographic overlap between the initiatives. Four regions in the north central part of the country have so far identified as pilot sites for the programme. As three of the four regions form the parts of Etosha, there is great potential for achieving synergetic impact. GEF support is intended to strengthen capacities at the national and local government levels for SLM, and strengthen know-how through field demonstrations. This is expected over time to improve the condition of land in areas adjacent to PAs.

2.8 Linkages to Other GEF Financed Projects in Namibia

116. There are several past and ongoing GEF projects involving Namibia that have particular relevance to this proposed initiative. The Enabling Activities (both UNEP/GEF financed) include the preparation of the Biodiversity Country Study and National Biodiversity Strategy and Action Plan. These efforts have contributed to priority setting for conservation, thus informing the development of this initiative.

117. World Bank/GEF is currently financing two projects in Namibia which are of relevance to the National Protected Area Project. The Government of Namibia has ensured close coordination between the PA initiative and these projects, with the aim of optimizing complementarities and respective impacts.

118. The Namib Coast Biodiversity Conservation and Management Project (NACOMA), aims to mainstream biodiversity conservation into sustainable economic development through integrated coastal management in line with the GEF Strategic Priority "Mainstreaming biodiversity conservation in the production landscape". Coastal management will be by a coastal zone-planning framework. The project's geographical scope includes the Namibian coastline from the Orange River in the south to the Kunene River in the north. Interventions have been scheduled to complement and add value to those spearheaded under SPAN. In particular, NACOMA will provide support for the establishment and management of Marine Protected Areas (MPAs), including in the immediate coastal zone, which lie outside of the geographic scope of SPAN. However, data on MPAs collected through NACOMA, will be incorporated into the data management systems and Strategic PA Network Plan being established through the SPAN. In addition, NACOMA will support the integration of PA Management Plans for the Namib-Naukluft National Park, Spergebbiet NP, and Skeleton Coast Park developed through SPAN into the ICZM framework (regional development and land use plans). This is essential for the achievement of bio-regional level conservation objectives and well complements the SPAN project's support for

[36] The three areas targeted by the local studies were expressly selected to be representative of socio-economic and institutional conditions across the country. The findings from these studies have bearing elsewhere in the country.

park management planning. The NACOMA project will further support capacity building for both regional councils and key MET staff, for integrated coastal zone management. This support will complement the activities of SPAN at these sites, which will focus on capacity building for PA specific management operations. Close coordination and collaboration will be effected between the two projects at all stages, through regular communications between project coordinators and between UNDP and WB, and through steering/advisory committees.

119. The Integrated Community Based Ecosystem Management Project (ICEMA), part funded by WB-GEF aims at strengthening community based natural resource management within communal conservancies. This includes support for the development of 15 integrated conservancy management plans. The project is also providing strategic support to the MET to improve its planning, implementation, monitoring and replication capacity in order to promote, develop and implement the National CBNRM Programme. As this is expected to directly or indirectly improve management in the 17 conservancies adjacent to State PAs, the initiative is highly complementary to SPAN. The project includes a number of demonstration sites two of which, Kwandu and Ehirovipuka are within the Bwabwata-Mudumu-Mamili Complex and Etosha –Skeleton Coast corridor respectively. Close attention will be paid to synergising conservancy and PA management in these areas through the operationalisation of collaborative management agreements.

120. Close coordination among the above projects has already started with regular meetings and frequent e-mail/telephone exchanges between the various coordinators and GEF Implementing Agencies. MET has assumed responsibility for ensuring the activities of the various initiatives are tightly coordinated. During the full phase coordination will be further facilitated through frequent contact, the Project Management Group (PMG), the Project Advisory Committee (PAC) and information dissemination.

121. In South Africa, the WB/GEF is financing a medium size project, the Richtersveld Community Biodiversity Conservation Project (RCBCP). This project aims to put in place a strong system of community-based biodiversity conservation to protect globally significant biodiversity in the Richtersveld National Park, which accounts for 31% of the Ai-Ais/Richtersveld Transfrontier Park. The project will support, *inter alia*, formulation of the integrated development plan and environmental management plan, development of community conservancy and biodiversity-based businesses. Close collaboration with this project will be maintained with respect to the Ai-Ais field demonstration site.

122. UNEP/GEF has been financing the regional Desert Margins Programme (DMP) since 2002, involving 9 countries including Namibia. The objective of the programme is to arrest land degradation in Africa's desert margins and to address issues of global environmental importance as well as issues of national economic and environmental importance. Although the programme has come to an end, the 2-year 2nd phase is currently being planned. In the 2nd phase, in Namibia, it is envisaged that the interventions will focus on building local capacity of communities to organize, plan and manage the use of their own natural resources as well as improving governments' extension services to farmers. The geographical focus of the project is the edge of the Kalahari Desert in Eastern Namibia. The project does not focus on state protected areas nor communities neighbouring protected areas. The DMP and SPAN project approach biodiversity conservation from different angles and at different locations, and therefore complement each other well.

2.9 Sustainability

123. The project has been designed to ensure the financial, institutional and social sustainability of its conservation outcomes. The long-term economic fundamentals for the PA system are good (in terms of the expected growth in PA visitation), but conditional on improvements in PA management and tourism services. Financial sustainability will be improved through the development of new financial mechanisms, revision of fee schedules, and through realisation of operational efficiencies, that will improve the cost effectiveness of PA operations (and consequently returns on investments). The Government of Namibia will continue to shoulder the recurrent costs of managing the PA system. However, the project will take measures to offset this cost burden. The economic study undertaken during project preparation confirmed that the MET generated

approximately N$ 21 million in 2003 in direct fees from parks, less than half of the current budgetary appropriation to PAs (excluding tourism related expenditures). The study projected that with greater control over park pricing (including introduction of a tiered pricing system), and improvements in tourism and hunting concessions, the direct revenue generated could rise to as much as N$ 63 million per annum. This would make a major contribution towards offsetting the desired recurrent costs of managing the PA system of about N$ 106 million per year[37]. Third, the project will also expand linkages between management authorities, the private sector, international conservation agencies and donor bodies. This will help to generate new investments in PAs. Further growth in the tourism sector is expected to improve the fundamentals for achieving financial sustainability over the longer-term.

124. Institutional sustainability will be addressed directly through Outcome 2, which will seek to rationalise institutional arrangements, including administrative and operational management systems within the MET. This is expected to improve the effectiveness of DPWM and DSS in discharging their functions. Training offered through the project will enhance the skills base of these Departments, and other reforms, including the introduction of a performance-based evaluation system for staff, PA branding, and the reclassification of certain posts, are all expected to improve the attractiveness of careers in the PA service. More broadly, support for policy and regulatory reform will create a better enabling environment for encouraging private and community participation in PA management. The civil society based Friends of Namibia PAs association, in particular, is expected to play a major role in championing the cause of PAs, and providing direct and indirect support to the parks services. This is expected to make a major contribution to operational performance in the medium-longer term. Social sustainability is addressed through the execution of a comprehensive Stakeholder Involvement Plan, which identifies stakeholder interests and possible conflicts and responsive mitigation measures, to assure strong and effective stakeholder participation. The new partnerships and collaborative management arrangements being fostered will improve the stake of communities and the private sector in PA management, building a sense of ownership.

2.10 Replicability

125. The project has been designed based on an analysis of the barriers to effective PA management. Strategies for overcoming these barriers have been developed. Between parks, the levels of management effectiveness vary, ranging from low to high. SPAN seeks to raise the mean management effectiveness standard across the PA system. A key thrust of the project is to ensure that good practices are replicated across the Namibian PA system, while also informing PA management systems elsewhere in Africa. Interventions will support capacity building at the systemic and institutional levels, by *inter alia* strengthening policies, increasing staff skills in the PA Service, and improving operational efficiency. This will enhance the potential for replicating good management practices systems wide. In tandem, the project will seek to upgrade management systems at 4 demonstration sites. In each, new management approaches will be tested with a view to enhancing management options. Key foci for the demonstrations include: collaborative management between MET, local government and local communities, public-private partnerships for conservation, establishment of corridors between PAs, and transboundary cooperation for PA management. Each of these approaches constitute important additions to the management toolbox for PAs across Namibia. In effect, the demonstration sites will provide laboratories for testing new approaches, with the intention that practices can then be replicated wherever feasible.

126. Project design has been informed by lessons learned from PA management systems across southern Africa (see Annex 7 for a summary of lessons learned, and design responses). Accordingly, the project adopts good practices that have been tried and tested, while testing a number of management innovations building on these practices.

[37] While this does not suggest a financial self-sufficient PA system, it is felt that financial sustainability is more likely to depend more on demonstrating: i) the return on investment in the PA system – including the significant contribution to GDP attributable to the PAs, and ii) the potential for an increase in management effectiveness to improve both conservation, and the rate of return on the investment. These two principles will be augmented by the new Parks and Wildlife Management Bill which makes it easier for government to engage with the private sector in the PAs.

127. Attention will be paid to strengthening the enabling environment to replicate good management practices. This includes developing the policy framework for PAs, strengthening institutional capacities and governance systems, and strengthening the capacity of businesses and civil society to engage in PA management. Attention will be paid to addressing constraints to replication: including providing information on the costs and benefits of different management approaches, improving information exchange, and providing training to PA staff (through site secondments or short courses).

128. Although the Project will focus field activities at 4 sites, management effectiveness baselines have been established for the PA system as a whole. This will allow the project to track implementation of good practices established at the demonstration sites, and assess changes in management effectiveness for the PA system as a whole. There will be regular fora both electronically and in person through which the experiences of the 4 field demonstration sites can be shared and replicated.

129. The Project Management Group will assume responsibility for actively ensuring the replication of good practices across the PA network. The PMG includes representation from Government agencies, NGOs and donor groups, which finance and administer conservation initiatives elsewhere in Namibia (i.e in conservancies). The Project Management Units will assume day-to-day responsibility for monitoring roll-out of the replication strategy. Achievements will be documented in Project Implementation Reviews.

Table 7 – Replication strategy matrix

	Strategy	**Anticipated Results and impacts**	**Anticipated Replication strategy/roll out**
1.	**Outcome 1:** *Improved systemic capacity provides the enabling framework for enhancing PA management effectiveness*		
	Drafting and updating policies and regulations as well as developing management plans.	➢ Improved policies and legal frameworks will provide enabling mechanism for adopting and sustaining new management practices. ➢ Operationalisation of management planning, gearing operations to threat remediation.	➢ Enabling policies and regulations in place to facilitate adoption of new management practices. ➢ Management planning capacities will be developed, allowing PA managers across the system to adapt good practices to suit local social, economic and ecological specificities. ➢ New fora established to allow PA authorities and stakeholders to discuss PA management needs, and cultivate stakeholder support for replication. ➢ Development of new financial mechanisms, to improve the financial situation of MET, and achievement of cost efficiencies will provide financing for replication. ➢ Economic evaluations and business plans to be used to leverage budgetary resources for PAs (including allowances for earmarked fees).
	Creation of innovative and proactive knowledge management system.	➢ The mechanisms to facilitate research as well as development of appropriate indicators, standards and methodologies for assessing aspects of PA management. ➢ Development of a national database of PAs, encompassing all the databases from each PA to help in monitoring the system as a whole. ➢ Active networking between PAs and neighbours, particularly through field demonstration sites, to exchange experiences and lessons within and beyond the project using means such as e-mail communication and a PA newsletter.	➢ A replicable monitoring and evaluation plan manual will be developed to provide information regarding the monitoring and evaluation activities. ➢ The outcomes of the PA management effectiveness evaluation will be made available to all relevant stakeholders. ➢ Research work and findings to be documented and published. ➢ A centre for knowledge management, including the PA database, website, course materials for PA staff training facilities, research papers will be established, and will be accessible to all interest groups in order to ensure replicability of the SPAN results. ➢ Web-based and physical exchanges between countries and regions through the establishment of region-level fora for knowledge management.
2.	**Outcome 2:** *Institutional capacities for PA management are strengthened, resulting in more effective use of financial and human resources*		
	Development of MET capacity to	➢ Establishment of a Friends of Namibian PAs Society, to canvass support for PAs	➢ The Society can provide a forum for sharing lessons and good practices with a wider constituency.

	Strategy	Anticipated Results and impacts	Anticipated Replication strategy/roll out
	forge partnerships with stakeholders at the national level.	from private citizens and Namibian businesses. ➢ Establishment of the Project Management Group (PMG) including donor agencies and civil society representatives. ➢ Establishment of the Project Advisory Committee (PAC), including other government agencies and civil society organizations.	➢ By encouraging neighbouring countries to establish similar bodies, the Society can create additional mechanisms for experience sharing with other countries. ➢ PMG and PAC will act as mechanisms for information dissemination and stakeholder coordination.
	Development of MET capacity for PA economics and business planning.	➢ Namibian parks will be using business planning as a standard tool for PA management planning.	➢ Training provided to PA managers in business planning.
	Staff training	➢ Skilled staff, improved performance and increased work ethics as well as staff morale.	➢ Trained staff will be assigned responsible for the priority activities and will be encouraged to train and motivate the untrained staff in order to ensure effective management.
	HIV/AIDS prevention and mitigation. SPAN places high importance in addressing HIV/AIDS issue in PA management, given the critically high prevalence rate of HIV/AIDS in Namibia.	➢ Increase in staff morale. ➢ Access to health care centers by all staff. ➢ Awareness and availability of good health information to all staff. ➢ Co-operation between MOHSS and MET. ➢ Healthier staff.	➢ The project will have established a model for government institutions with proactive HIV/AIDS prevention and mitigation measures, which should have replication value for other sectors in the public service.
3.	**Outcome 3:** *PA management know-how is expanded and reinforced through innovative field management demonstration*		
	Field management demonstration.	➢ Improved public participation in PA management (collaborative management systems in place). ➢ Know-how to integrate PA management into development activities in production landscapes. ➢ Partial realignment of PA network through management partnerships with conservancies and other adjacent land managers. ➢ Know-how to manage transboundary PAs with neighboring countries. ➢ PA M&E system designed to generate information on the success and utility of management methods piloted under the project, and define the pre-conditions needed to ensure successful replication in other PAs.	➢ Determination of the cost/benefit calculus for management practices. ➢ Training to staff cadres (in service training/ secondments) for representatives from all Namibian PAs. ➢ Detailed accounts of experiences will be documented and disseminated through the knowledge management system to be established. ➢ Demonstrations are geared to Namibian conditions across the socio-economic landscape, and are therefore as replicable as possible. ➢ International conference to be hosted by the MET on PA management during the project life-span, disseminating information on SPAN's achievements, in particular the field demonstration site experiences, to an international audience, whilst simultaneously enabling the exchange of best practices. ➢ PA M&E system will provide a tool for adaptive management, enabling PA operations to be fine-tuned to improve their efficacy. The results of the evaluation will be made readily available throughout the PA network and to neighbouring countries, in order to ensure best practices are understood and readily available for replication.

PART 3: Management Arrangements

3.1 Execution and Implementation Arrangement

130. The first phase of the Project will be implemented over a period of six years beginning in early 2006. Project activities will be executed by the MET with the support of UNDP as the GEF Implementing Agency. As the Government executing agency, the MET will be responsible for project coordination and management, and monitoring adherence to the work plan, which forms the basis for project execution. Coordination among various Directorates, Government agencies and relevant stakeholders will be achieved through creation of a Project Management Group (PMG) and Project Advisory Committee (PAC). The PMG will include the directors of the five Directorates of MET—Parks and Wildlife Management, Scientific Services, Environmental Affairs, Administration Support Services and Tourism—UNDP, a donor representative and two NGO representatives. The PMG will be chaired by the Permanent Secretary of MET and will meet bi-monthly. Its role will be:

- To supervise and approve the appointment of technical staff
- To supervise project activities that are coordinated by the Project Management Unit (PMU) through monitoring its progress and analyzing reports
- To review and approve workplans and financial plans/reports
- To provide direction for project implementation

131. The PAC will be the principal consultative body and will meet at least semi-annually for the first two years and annually thereafter during the project. The proposed composition of the PAC is as follows: MET's PS will chair, in addition to PMU/MET, UNDP, MME, MLR, MAWF, MRLGHRD, NPC, MoF, MFMR, MoE, Namibia Nature Foundation (NNF), World Wide Fund for Nature (WWF), Integrated Rural Development and Nature Conservation (IRDNC), NWR, NTB, FENATA, ICEMA and NACOMA Coordinators.

132. The PAC will have the following roles:

- Provide strategic advice to the PMU/MET on the implementation of project activities to ensure the integration of activities with poverty alleviation and sustainable development objectives
- Ensure coordination/complementarities between the Project and other ongoing activities in the country
- Ensure inter-agency coordination
- Ensure full participation of stakeholders in project activities
- Provide technical backstopping to the project

Project Management Unit (PMU)

133. The Project Management Unit (PMU), which will be located within the DPWM of the MET, will be responsible for day-to-day implementation of all project activities, including direct supervision of those activities contracted to consultants. The PMU will be headed by the Project Coordinator, assisted by a MET-seconded Deputy Project Coordinator. An administrator will be hired to handle office management and a project accountant to be in charge of financial management. A communication and partnership development officer will also be recruited. In order to provide professional job opportunities for young Namibian graduates, young professional interns will be recruited to gain experiences in project management, PA management and communication and resource mobilisation. At the Permanent Secretary's Office, an UNV Special Assistant will be placed to provide day-to-day support on PA issues. A PA Policy and Economic Advisor will also be placed within the DPWM/DSS to provide support to the Directors and PMU in producing some of the systemic outputs. A group of experts will be identified to provide part-time support for some key outputs such as sustainable PA financing mechanism, business planning and fie ld training.

134. Day-to-day activities at demonstration sites will be coordinated by three regional PMUs— Etosha – Skeleton Coast Unit, Southern Park Unit (Sperrgebiet, Ai-Ais), North East Park Unit. These PMUs will consist of three full-time field coordinators, CCW, CW and Wardens who will drive the process at local level. The regional PMUs will work closely with the HQ PMU.

135. In order to ensure close coordination among relevant GEF projects and co-financing projects, the PMG will include all of the co-financiers and project coordinators from other GEF projects. In particular managers of the GEF/WB supported NACOMA and ICEMA projects will be invited to all workshops and PAC meetings. The PMU will also share progress reports and all other relevant documents with other GEF projects. Furthermore, it will participate actively in the activities of other projects where applicable.

136. UNDP will be accountable to GEF for project delivery and will have ultimate responsibility for supervising project development, guiding PDF activities and contracting staff if requested by the MET. UNDP will provide technical backstopping and it will monitor adherence to the work plan. UNDP will participate in project design and consultations as well as contribute to the preparation of the project brief and the project document.

PART 4: Monitoring and Evaluation Plan and Budget

137. Project monitoring and evaluation will be conducted in accordance with established UNDP and GEF procedures and will be provided by the PMU and the UNDP Country Office (UNDP-CO) with support from UNDP/GEF. The logical framework matrix in Section II provides *performance* and *impact* indicators for project implementation along with their corresponding *means of verification*. These will form the basis on which the project's Monitoring and Evaluation system will be built.

138. Following the UNDP and GEF procedures, quarterly progress and financial reports will be prepared by the PMU and presented to the PMG at its bi-monthly meetings. Annual Project Review (APR) will be completed yearly and jointly by the PMU/MET and UNDP-CO. This will then be followed by annual Tripartite Review (TPR). In addition, an independent evaluation will be undertaken at the mid-term and towards the end of the project to identify strengths and weaknesses, to reinforce what works well and to make necessary corrections. The main mechanism for project steering is the PMG. Responsibilities for monitoring the specific indicators in the logical framework will be divided between the PMU and MET. Emphasis is placed on harmonising, to the fullest extent possible, the project's M&E activities with routine M&E activities of the MET. Adaptive management will be an essential ingredient in PA management plans as well as in the PA and individual performance evaluation systems that will be instituted through the project. This will increase the chance of M&E results being fed back and implemented on the ground. The full M&E plan is presented in Annex 6.

Budget and Cost Effectiveness

139. The total cost of the project is estimated to be US$ 41,877,000, with GEF co-funding to be US$ 8,200,000, excluding preparatory assistance. Co-financing of US$ 33,677,000 has been secured from the Government of Republic of Namibia [38], UNDP, KfW, GTZ, USAID, International NGOs (Conservation International and WWF-UK) and private sector (NAMDEB). The breakdown of co-finances and outcome/output budget are provided in the following tables.

[38] Just over 6.8%, or US$ 2,300,000 from the Government co-financing is estimated to be "in kind" with the remainder of the co-financing represented "in cash". The contribution of the co-financing "in kind" is:
1. Cost senior staff of the Ministry of Environment and Tourism (MET) and a portion of the HQ staff cost of Directorate of Parks and Wildlife and Directorate of Scientific Services, which are geared towards the MET's Programme 1: Protected Area Management. In particular the in-kind co-financing will provide the time of key personnel for developing park management plans, research and monitoring planning, improving infrastructure and logistical support, and harmonizing the management of adjacent land units to improve the effectiveness of the PA network. (US$ 1,600,000)
2. The Ministry will make available office space for the PMU and second one personnel to the PMU. (US$ 700,000).

Table 8 – Detailed Description of Estimated Co-financing Sources (6 years)

Co-financing Sources				
Name of Co-financier (source)	**Classification**	**Type**	**Amount(US$)**	**Status**
GRN	Government	Government funds	26,802,000	Confirmed
UNDP	Implementing Agency	Grant	300,000	Confirmed
KfW/GTZ	Bilateral donor	Grant	3,600,000	Confirmed
USAID	Bilateral donor	Grant	175,000	Confirmed
International NGOs	International NGOs	NGO funds	2,400,000	Confirmed
Private Sector	Private Sector	Private sector funds	400,000	Confirmed
Sub-Total Co-Financing			**33,677,000**	

Table 9 - Outcome /Output Budget (6 years)

Outcome	Output	GEF	GRN	UNDP	KfW/GTZ	USAID	Inter-national NGOs	Private Sector	Total
1. Improved systemic capacity for enhancing PA management effectiveness	1.1 Parks and Wildlife Management Act and Regulations	104,500	800,000	0	0	0	0	0	904,500
	1.2 Park Management Plans	180,000	972,000	0	0	0	0	0	1,152,000
	1.3 Sustainable PA Financing Mechanism	240,000	1,328,000	0	0	0	0	0	1,568,000
	1.4 Strategic PA Network Plan	80,000	150,000	0	0	0	0	0	230,000
	1.5 Systematic Biodiversity Monitoring Mechanism	180,000	1,000,000	0	0	0	0	0	1,180,000
	1.6 Knowledge Management System	310,000	750,000	0	0	0	0	0	1,060,000
	Subtotal	**1,094,500**	**5,000,000**	**0**	**0**	**0**	**0**	**0**	**6,094,500**
2. Strengthened institutional capacity for PA management	2.1 Structural Reorganisation	300,000	600,000	0	0	0	0	0	900,000
	2.2 Devolution of Decision making and Financial Management	350,000	600,000	0	0	0	0	0	950,000
	2.3 Individual and Park-Level Performance M&E	412,564	700,000	0	0	0	0	0	1,112,564
	2.4 Training and Incentive Mechanisms	1,000,000	400,000	0	0	0	0	0	1,400,000

	2.5 PA Economics and Business Planning Capacity	500,000	400,000	0	0	0	0	0	900,000
	2.6 Partnership Building Capacity	500,000	400,000	0	0	0	0	0	975,000
	2.7 HIV/AIDS Succession Planning Capacity	0	300,000	300,000	0	0	0	0	600,000
	Subtotal	**3,062,564**	**3,400,000**	**300000**	**0**	**0**	**0**	**0**	**6,837,564**
3 Expansion of PA management know-how through field management demonstra-tions	3.1 Field Demonstration Site 1: Ai-Ais Hotsprings Game Park	800,000	2,400,000	0	0	0	200,000	0	3,400,000
	3.2 Field Demonstration Site 2: Bwabwata-Mudumu-Mamili Complex	1,020,000	5,100,000	0	3,500,000	0	1,200,000	0	10,820,000
	3.2 Field Demonstration Site 2: Etosha/Skeleton Coast Link	1,322,936	8,302,000	0	0	175,000	700,000	0	10,424,936
	3.4 Field Demonstration Site 4: Sperrgebiet National Park	900,000	2,600,000	0	0	0	300,000	400,000	4,200,000
	Subtotal	**4,042,936**	**18,402,000**	**0**	**100,000**	**175,000**	**2,400,000**	**400,000**	**29,307,000**
GRAND TOTAL		**8,200,000**	**26,802,000**	**300,000**	**3,600,000**	**175,000**	**2,400,000**	**400,000**	**41,877,000**

140. The economic analysis undertaken during project preparation reviewed a number of PA cost scenarios. The study showed that under improved management, the annual recurrent expenditure needed to manage the expanded PA system is N$ 106 million (for an area of 138,000 km^2), equating to US$ 128 per km^2. This figure is modest compared with the cost co-efficient for PA management in other countries in the region. However, this cost co-efficient will only be realized with an improvement in institutional performance and operational efficiency. Project activities are geared expressly towards enhancing management effectiveness and thus catalyzing operational and cost-efficiencies. Also, the strong focus on management partnerships will help to spread the cost of interventions. Partnerships can also be expected to ensure lower management cost in the future once the one-time costs of institution building, investments and learning are covered.

PART 5: Legal Context

141. This Project Document shall be the instrument referred to as such in Article I of the Standard Basic Assistance Agreement between the Government of Republic of Namibia and the United Nations Development Programme, signed by the parties on the 22nd of March, 1990. The host country implementing agency shall, for the purpose of the Standard Basic Assistance Agreement, refer to the government co-operating agency described in that Agreement.

The UNDP Resident Representative in Windhoek is authorized to effect in writing the following types of revision to this Project Document, provided that he has verified the agreement thereto by the UNDP-GEF Unit and is assured that the other signatories to the Project Document have no objection to the proposed changes:

1. Revision of, or addition to, any of the annexes to the Project Document;
2. Revisions which do not involve significant changes in the immediate objectives, outputs or activities of the project, but are caused by the rearrangement of the inputs already agreed to or by cost increases due to inflation;
3. Mandatory annual revisions which re-phase the delivery of agreed project inputs or increased expert or other costs due to inflation or take into account agency expenditure flexibility; and
4. Inclusion of additional annexes and attachments only as set out here in this Project Document

SECTION II: STRATEGIC RESULTS FRAMEWORK AND GEF INCREMENT

PART 1: Incremental Cost Analysis

5.1 NATIONAL DEVELOPMENT OBJECTIVES

142. Namibia has framed a 30-year Development Vision and constructed a National Development Plan (NDP II) to guide and ensure the coherence of development strategies across different sectors. Key development objectives stipulated in NDP II include ensuring sustainable economic development and food security, assuring good governance and controlling HIV/AIDS. The principle of sustainable development is underscored as an imperative in development strategies. This reflects the heavy dependency of the Namibian economy on natural resources. In this context, the country's System of National Protected Areas is seen as an important asset, as it provides a foundation for the tourism sector and a base for rural livelihoods. The Government places a high priority on strengthening the national system of PAs. However, while the Government will continue to appropriate sizable budgetary resources towards management of the PA estate, it lacks the financial wherewithal to fully cover the one-time costs of capacity building to manage the PA System effectively and to assure its long-term sustainability. The support of the global community will be critical to secure these outcomes.

5.2 GLOBAL ENVIRONMENTAL OBJECTIVES

143. Namibia's drylands are a rich and globally significant storehouse of biodiversity with high species richness, biological distinctiveness and habitat diversity. However, these drylands are extremely fragile. A number of human induced threats are evident across the landscape; if left unchecked, these pressures are likely to lead to the progressive loss of conservation values. While a number of strategies are being employed to address this situation, it is essential that a strong network of PAs is established and maintained to provide refuge for flora and fauna and to safeguard a representative sample of habitats from land conversion. Namibia has established an impressive network of PAs covering 13.8% of the total land area. However, this network is not currently representative of habitats, nor are some PAs correctly sited or large enough to maintain essential ecological processes. The effectiveness of management input into PAs also needs to be improved to ensure that the PA System serves as an effective bulwark against threats. This need provides the entry point for this project.

5.3 SYSTEM BOUNDARY

144. The system boundary of this project, which constitutes the planning framework, consists of the network of state PAs, including existing sites and planned additions. Costs are estimated over the time frame of seven years, including the one year preparatory phase (2004-2005) and intended six year time span of the full project (2006-2011). Incremental/baseline costs are estimated for each of the three anticipated project outcomes. In addition, baseline costs have been assessed for associated tourism developments that contribute to and benefit from conservation efforts in PAs.[39] While the Project has been designed as a two-phase initiative, GEF funding for Phase 2 would be contingent upon the success of Phase 1. A separate application for Phase 2 funding would be prepared following independent verification of outcomes. This proposal will include a dedicated incremental cost analysis. Costs for this analysis are estimated, in 2004 prices, at an N$/US$ exchange rate of 6.2/1.

5.4 BASELINE

145. The principal threats facing Namibia's network of State PAs are: 1) negative visitor impacts; 2) small size and isolation of some PAs; 3) poaching of animals; 4) alien species invasion; 5) uncontrolled bush fires; 6) uncontrolled mining and prospecting activities; 7) illegal harvesting of plants; and 8) over-extraction of water. A description of these threats and their determinants is provided in Annex 2 to this project document. In the baseline scenario, Namibia would finance a number of important interventions to address these threats. However, this would be initiated in a situation characterized by sub-optimal capacity and weak overall management effectiveness.

[39] Baseline cost associated with other GEF biodiversity projects in Namibia have been excluded from this analysis.

146. National Level PA Policy, Planning and Monitoring Functions: The total baseline appropriation for PA planning functions is projected US$ 7,790,000. The MET is investing US$ 1,150,000 at the HQ level for routine annual planning functions and policy level planning for PAs. The MET is committing and additional US$ 1,280,000 for monitoring activities for protected areas at the national level. In addition, the MET is investing US$ 1,000,000 for regional and national consultations concerning policy frameworks and research and drafting of policy and legal instruments. This includes the finalisation of the Environment Management and Assessment Bill, which reinforces the Environmental Impact Assessment Policy and planning for decentralisation. Furthermore, the MET will spend US$ 2,300,000 for national tourism planning including research and drafting of tourism related policy and legal instruments. The Ministry of Regional Local Government and Housing and Rural Development (MRLGHRD) is investing US$ 1,500,000 for coordination of the overall management of the decentralisation process. This will have a major bearing on environmental management at local level. The Royal Botanic Gardens, Kew, is supporting the National Botanical Research Institute (NBRI) of Namibia, with the funding of US$ 560,000 as part of the Millennium Seed Bank Project and to survey economic plants for arid and semi-arid lands.

147. Institutional Running Costs: The Government will spend US$ 12,750,000 for running PA management and its administrative support divisions of the MET, mainly at the HQ level. This includes staff costs, utilities and office accommodation at HQ and in the field. It also includes equipment and vehicle procurement and maintenance for HQ.

148. Site Based Investment Activities: The total cost of the baseline for site based investment is US$ 60,589,000. The MET will spend US$ 17,500,000 to cover personnel costs in PAs for routine management work. US$ 6,300,000 will be also invested in maintaining scientific services and PA staff for protection and management of key species and natural resources. US$ 19,670,000 is expected to be spent on the development and maintenance of infrastructure and procurement of equipment and materials. US$ 1,080,000 is earmarked for the purpose of law enforcement in the PAs (legal services and associated activities needed to prosecute malfeasance). US$ 2,779,000 will be budgeted for reintroduction of high value species into PAs, and other wildlife translocation. The Ministry of Mines and Energy will spend US$ 5,000,000 on minimizing the negative impacts of mineral/energy resource exploitation on the environment. SIDA, DANIDA and Commercial Bank of Namibia operate small environmental grants schemes for civil society groups through the Namibia Nature Foundation. The baseline cost attributable to this project is estimated at US$ 730,000; this will help to finance conservation-compatible rural livelihoods in conservancies adjacent to State PAs. A number of external researchers will be conducting biological and related researches in PAs, and their investment is estimated at approximately US$1,500,000. GTZ is providing US$900,000 as a part of recurrent and development costs of the Gobabeb Research and Training Centre, a joint venture of the MET and the Desert Research Foundation of Namibia (DRFN) located inside the Namib-Nukluft Park. The EU is providing US$ 130,000 to the NBRI for a succulent cultivation project, as part of its National Agricultural Support project. The Namibia Tourism Board is expected to spend US$ 5,000,000 on tourism promotion focused on Namibia's protected areas and their environs. The parastatal company: Namibia Wildlife Resorts will spend some US$50,400,000 as associated costs (not included in the total) over the accounting period to operate tourist facilities inside the PAs.

5.5 INCREMENTAL ACTIVITIES TO GENERATE GLOBAL BENEFITS

149. The GEF, Government of Namibia, UNDP and various bilateral donors and NGOs will provide financing to cover the incremental costs of efforts to ensure effective management of the National PA system. The immediate objective of the proposed project is: "increased management effectiveness in the national PA network and improved partnerships between the PA authority and other stakeholders is better safeguarding biodiversity from human-induced threats." This will be achieved in pursuit of a higher goal: "sustainable management of renewable natural resources protects biodiversity while contributing to equitable economic and social development." GEF funds will partially finance the incremental costs of interventions in order to achieve three complementary outcomes. Activities have been designed to lift barriers to PA management effectiveness.

150. Improved systemic capacity provides the enabling framework for enhancing PA management effectiveness: Total incremental funding for systemic capacity improvement is US$ 7,482,000. GEF would provide US$ 900,000 in support of the improved legal and policy framework, monitoring mechanisms and knowledge management. This would include support for: 1) development of subsidiary regulations under the Parks and Wildlife Management Bill; 2) establishment of sustainable financing mechanisms to ensure sustainability of all the three outcomes; 3) compilation of a strategic PA network plan and PA reclassification exercise. The GEF will also finance the development of a framework and plans to ensure coordinated and targeted monitoring of biodiversity in PAs in order to enhance effectiveness of current monitoring activities. Lastly, a functioning knowledge management system will be established within the MET for project result sustainability and replication. MET will make available US$ 1,150,000 in personnel costs for enacting the Parks and Wildlife Management Bill and developing associated regulations. US$ 2,500,000 will be invested by the MET for improving the efficiency of two statutory funds (GPTF and EIF), and US$ 1,750,000 will be invested for expansion of monitoring systems for protection and management of key species. The MET will also make available US$ 772,000 for developing park management plans. The EU will spend US$ 100,000 for assisting the MET in developing park management and tourism development plans for Etosha, Namib-Naukluft and Ai-Ais PAs. The German Government is also contributing US$ 310,000 to Namibia for the Biodiversity Monitoring Transect Analysis (BIOTA) Project, aiming to establish a baseline and a systematic biodiversity monitoring system for flora and small fauna in Africa.

151. Institutional capacities for PA management are strengthened, resulting in more effective use of financial and human resources: Total incremental funding for institutional capacity building is US$ 4,770,000. The GEF would provide funding of US$ 2,970,000 to support the restructuring of the MET needed to improve operational efficiencies. Devolution of decision making and financial management systems will be tested in the 4 field demonstration sites to devise the best system. Piloting new modalities will be accompanied by the institutionalization of individual and park-level performance monitoring and evaluation systems, as well as the institutionalization of training and incentive mechanisms. Development of the PA economic and business planning capacity and the partnership building capacity will also be supported by the GEF. The MET will invest US$ 1,150,000 to cover personnel and operational costs. In addition, UNDP co-financing of US$ 300,000 will support the HIV/AIDS succession planning component of the project. This will include both a quick study on the present situation regarding HIV/AIDS impact on PA management and the development of an HIV/AIDS succession plan including fielding of health workers, providing confidential counselling, testing, and health care programmes at the PA level. This programme will then be used as a model for the HIV/AIDS mainstreaming of a Government Agency. SIDA has allocated US$ 350,000 to strengthen the MET's capacity in environmental economics.

152. PA management know-how is expanded and reinforced through innovative field management demonstrations: Total incremental funding for site based investment activities is US$ 29,625,000. The GEF will provide US$ 4,330,000 of funding for activities at 4 field demonstration sites to cover the incremental cost of new management approaches needed to enhance management effectiveness. Interventions will include training activities, partnership building, the establishment of functional conservation links between PAs, PA tourism development, marketing and targeted infrastructure development. The MET will also spend US$18,720,000 for management activities at the demonstration sites, including upgrading PA infrastructure, and field operations. Conservation International (CI), through its Global Conservation Fund (GCF), will support infrastructure development at one of the demonstration sites, the Sperrgebiet National Park. It will also fund management planning, and establishment of biodiversity database at this site. Funding from the GCF is envisaged to be US$ 800,000. CI has also mobilised resources from the Swiss Agency for Development and Cooperation in support of two transfronier conservation areas, to strengthen the capacity of PA authorities to jointly manage transfrontier conservation areas with neighbouring countries. The assistance will target the Okavango/Upper Zambezi Transfrontier Conservation Area that includes the BMM complex demonstration site and the Namib Desert Transfrontier Conservation Area, including Ai-Ais demonstration site. Funding for these initiatives are US$ 570,000 and US$ 340,000 respectively. US$ 3,500,000 of KfW funding for infrastructure and management support for the Bwabwata-Mudumu-Mamili complex demonstration site in the north-east is included in the incremental cost. KfW/GTZ has committed around US$ 2,000,000 for Namibia's biodiversity projects, US$ 100,000 is included in this analysis as the portion supports the proclamation of the Sperrgebiet

153. WWF-UK will support the IRDNC's work in supporting PA buffer zone management activities in communal conservancies adjacent to the demonstration site PAs in the Caprivi and Kunene regions. US$ 1,490,000 is counted as co-financing to this project. NAMDEB will be providing US$ 400,000 as co-financing, in support for PA infrastructure development in Sperrgebiet and Ai-Ais PAs. USAID has also confirmed a co-financing of US$ 175,000 for planning expenses for the Etosha–Skeleton Coast Link corridor including human wildlife conflict mitigations, joint venture and concession planning.

5.6 INCREMENTAL COST AND BENEFITS

154. The baseline comprising activities that are undertaken primarily to produce domestic benefits, including tourism development, is estimated at US$ 81,129,000. The incremental cost of activities that yield global biodiversity conservation benefits is estimated at US$ 41,877,000. The total cost of the Alternative Strategy is estimated at US$ 123,006,000. GEF would fund incremental costs of US$ 8,200,000, amounting to a modest 6.7% of the total cost of the Alternative. The GEF funding has been committed for activities generating clear global benefits over the long term, associated with increasing PA management effectiveness and increasing conservation coverage. The incremental cost matrix provides a summary of the domestic and global benefits associated with each of the 3 project outcomes. As the incremental project interventions are expected to yield domestic indirect co-benefits over the long-term, significant co-financing has been leveraged, to complement GEF investments in capacity strengthening.

Table 10 – Incremental Cost Matrix

Outcome	Cost	Cost (US$)		Domestic Benefit	Global Benefit
Outcome 1. Improved systemic capacity for enhancing PA management effectiveness	*Baseline*	MET MRLGHRD RBG Kew **Total**	5,730,000 1,500,000 560,000 **7,790,000**	- Improved environmental governance, through progressive devolution of environmental functions to local Government. - Strengthened Environmental Impact Assessment Framework, better assures the environmental sustainability of development.	- Enhanced environmental awareness among policy makers creates more conducive environment for spearheading biodiversity conservation.
	Increment	MET GEF EU German Gov. **Total**	6,172,000 900,000 100,000 310,000 **7,482,000**	- Improved legal, policy and governance framework provides incentives and mechanisms for PA partners (communities, conservancies, private sector) to invest in and benefit from PA management. - A sustainable financing mechanism provides improved financial base for PA management.	- Strengthened legal and policy framework for PA management provides added legal protection for biodiversity within PAs, tying management objectives and strategies to threat reduction imperatives and reducing the risk that flora and fauna will be extirpated. - New PA categories codified in a Strategic PA Network Plan and management options, founded on public-private- community partnerships provide a basis for enhancing the bio-geographic coverage of the PA network - Sustainable financing mechanism will increase available financial resources for biodiversity conservation. - Improved knowledge management system contributes to the induction of good biodiversity management practices across Pas.
	Alternative	**Total**	**15,272,000**		
Outcome 2. Strengthened institutional capacity for improved PA management	*Baseline*	**MET**	**12,750,000**	- Existing institutional Framework for PA administration	- Existence of PAs contributes to biodiversity conservation objectives.
	Increment	MET GEF UNDP SIDA **Total**	1,150,000 2,970,000 300,000 350,000 **4,770,000**	-Improved and streamlined institutional setup and business planning system ensures that budgetary appropriations are used more effectively. - PA staff motivation improves due to devolution of certain decision making, training opportunities and incentive mechanisms, coupled with institutionalized performance M&E system. - HIV/AIDS issues truly mainstreamed in PA management, resulting in better staff welfare and increased awareness.	- Improved institutional functioning enhances management effectiveness per unit effort and leads to more optimal use of limited financial and human resources for biodiversity conservation. This improves the institutional and financial sustainability of conservation outcomes. - Improved monitoring of wildlife and ecosystem health provides early warning of threats and provides basis for adapting PA management. - Business planning makes for more optimum use of scarce funding.
	Alternative		**17,520,000**	.	.
Outcome 3. Expansion of PA management know-how through field management demonstra-tion sites	*Baseline*	MET MME External Researchers NTB GTZ EU SIDA DANIDA Commercial Bank **Total**	47,329,000 5,000,000 1,500,000 5,000,000 900,000 130,000 300,000 230,000 200,000 **60,589,000**	- Basic PA Infrastructure maintained in 20 field demonstration sites. - Promotion of nature tourism contributes to economic development and poverty alleviation by diversifying rural livelihoods, creating employment and enabling economic development. - Negative impact of mining and prospecting in PAs reduced. - Economic opportunities from sustainable harvest of succulent plants increased, leading to diversification of livelihoods in some communities.	PA estate provides the cornerstone of efforts to protect biodiversity, and sustain global benefits (existence values and option values).

	Increment	MET GEF CI KfW WWF (UK) Private Sector USAID GTZ **Total**	18,720,000 4,330,000 910,000 3,500,000 1,490,000 400,000 175,000 100,000 **29,625,000**	- New management arrangements provide for greater participation of PA stakeholders, in particular neighbouring communities in PA management. - Mechanisms are in place to ensure a more equitable sharing of benefits with neighbouring communities. - Income generation and business development opportunities for resident and adjacent communities are increased.	- Innovative conservation methods are tried and adapted; they add to the bundle of available PA management options. - Investments in PA management and infrastructure attract more visitors and private investors. This contributes to PA revenue generation and increases the financial base for biodiversity conservation. - Restoration of wildlife migration routes and inclusion of crucial biodiversity areas in the PA network will significantly enhance biodiversity conservation. - Targeted investment in biodiversity hot-spots (Succulent Karoo and Namib Escarpment) ensure conservation of numerous endemic species and habitats. - Pilot activities provide grounds for testing, improving and replicating partnerships and tools for effective biodiversity conservation.
	Alternative	**Total**	**90,214,000**		
TOTAL	***Baseline***		**81,129,000**		
	Increment		**41,877,000**		
		GEF	**8,200,000**		
		Non-GEF	**33,677,000**		
	Total Cost		**123,006,000**		
Associated Financing		**NWR***	**50,400,000**		

* NWR is expected to spend US$ 50,400,000 to operate and maintain tourism facilities in PAs. However this amount is not directly for conservation, therefore the figure is described as the associated financing.

PART 2: Logical Framework Analysis

Table 11 – Logical framework

Project Strategy	Objectively verifiable indicators
Goal	Sustainable management of renewable natural resources protects biodiversity while contributing to equitable economic and social development.

	Indicator	*Baseline*	*Target (EOP)*	Sources of verification	Risks and Assumptions
Objective of the project Increased management effectiveness of the national PA network for biodiversity conservation.	1. Net improvement in management effectiveness for PA land. These PAs will move to a higher category of management effectiveness using the following definition of NAMETT (Namibia METT) categories: *> 50..... High* *40 - 49..... Intermediate* *Less than 40.... Low*	• Baseline NAMETT results are as follows: **Total land area** / **Category** 14,675 km^2 (13%) / High 57,769 km^2 (53%) / Medium 37,655 km^2 (34%) / Low	Net improvement in management effectiveness for 50% of PA land. All newly created PAs will have at least an *intermediate* ranking. *Mid-term*: 35% of land managed as PA will have moved to a higher NAMETT category.	• NAMETT at mid-term and EOP.	• External pressure on national parks and protected areas does not significantly increase. • MET remains committed to enactment of the Parks and Wildlife Management Bill. • No widespread occurrence of lung-disease/anthrax.

<table>
<tr><th></th><th>Indicator</th><th><u>Baseline</u></th><th><u>Target (EOP)</u></th><th>Sources of verification</th><th>Risks and Assumptions</th></tr>
<tr><td></td><td>2. Percentage representation of the 6 biomes in the PA system.</td><td>• See table below:
<table><tr><th>Biome</th><th>Baseline</th><th>Mid-Term</th><th>EOP</th></tr><tr><td>Namib Desert</td><td>69.43</td><td>75</td><td>76</td></tr><tr><td>Nama Karoo</td><td>5.03</td><td>7</td><td>10</td></tr><tr><td>Lakes and Salt pans</td><td>95.76</td><td>95.76</td><td>95.76</td></tr><tr><td>Acacia tree and shrub Savanna</td><td>4.5</td><td>5</td><td>10</td></tr><tr><td>Broadleaved tree and wood Savanna</td><td>7.79</td><td>18</td><td>20</td></tr><tr><td>Succulent Karoo</td><td>11.01</td><td>90</td><td>91</td></tr></table></td><td>• Unit = % covered by PA system</td><td>• MET data</td><td>• See above</td></tr>
<tr><td rowspan="2">Outcome 1
Improved systemic capacity provides the enabling framework for enhancing PA management effectiveness.</td><td>1. Needs-weighted average level of vegetation type coverage.</td><td>• Needs-weighted average 0.28</td><td>• 0.46
• Mid-term: 0.36</td><td>• NBSAP progress reports.
• NBRI reports.</td><td>• External pressure on national parks and protected areas does not significantly increase.</td></tr>
<tr><td>2. Enactment of the Parks and Wildlife Management Bill, and development of subsidiary policies.</td><td>• The Parks and Wildlife Management Bill is under discussion.</td><td>• The Bill is enacted, and subsidiary policies developed.
• Mid-term: The Parks and Wildlife Management Bill is enacted.</td><td>• The Parks and Wildlife Management Act.
• Subsidiary regulations.
• Improvement recorded in monthly and annual park reports.
• NAMETT assessment.</td><td>• Timely approval/ enactment of legal and regulatory framework.</td></tr>
</table>

	Indicator	*Baseline*	*Target (EOP)*	**Sources of verification**	**Risks and Assumptions**
	3. Budget amount appropriated for PA management.	• The current available budget for PA management is about N$ 40 million per year as opposed to projected N$106 million per year to realise adequate management.	• Increased by 70% with additional revenue secured from park usage/concession fees. • *Mid-Term:* New sustainable financing mechanisms developed, resulting in budget amount increasing by 40%.	• MET budget documents. • MoF records and reports.	• Tourism numbers remain constant or increase. Sufficient scientific/ contextual data is obtainable to develop viable management plans.
	4. Functioning knowledge management system will have been institutionalised and made accessible to a wide range of conservation partners including MET staff, line ministries, communities, and local and international NGOs and individuals, to ensure sustainability and replicability of the achievements and lessons learned.	• There is no knowledge management system.	• Functioning system institutionalised. • *Mid-term*: A framework for the knowledge management system is developed and an awareness raising exercise undertaken to promote the value of the system.	• Existence of knowledge management system and institutional set-up to update and utilise the system. • Number of users.	• MET responds well to innovative management measures.
Outcome 2 Institutional capacities for PA management are strengthened, resulting in	1. Average length of procurement process.	• Average length of procurement process is 62 days.	• Average length of the procurement process 14 days. • *Mid-term*: Average length of procurement process 30 days.	• Internal and independent review at mid-term and EOP. • NAMETT assessment at mid-term and EOP.	• Institutional reorganisation is supported by MET staff at all levels.

	Indicator	*Baseline*	*Target (EOP)*	**Sources of verification**	**Risks and Assumptions**
more effective use of financial and human resources	2. Staff skill level.	• Training and M&E system do no exist.	• Average staff skill level has risen to 60% of potential effectiveness. • *Mid-term:* Average staff skill level is 30% of potential effectiveness.	• A stratified sample (across ranks) of supervisor-led skills rating. • Existence of individual performance M&E system and incentive mechanism. • Availability of training opportunities and their quality.	• Staff turnover can be slowed down with the introduction of the M&E system, an incentive mechanisms, and institutionalisation of in-service training system. • Qualified and dedicated people are available within the system and for recruitment.
	3. Use of business methods at individual park level, and existence of a PA performance monitoring system.	There is no business planning at individual PA level and no institutionalised PA performance monitoring system.	• Business planning will have become an integral part of PA management, supported by an M&E system at the individual park level. Both adopted in 4 field demonstration sites. • *Mid-term*: PA performance monitoring system and business planning approach adopted in two parks.	• Existence of park business plans. • Existence of an M&E system for assessing parks.	• Institutional reorganisation is supported by MET staff at all levels.

<table>
<tr><th></th><th>Indicator</th><th><u>Baseline</u></th><th><u>Target (EOP)</u></th><th>Sources of verification</th><th>Risks and Assumptions</th></tr>
<tr><td></td><td>4. Prevalence of career development planning for staff within MET.</td><td>Formalised career planning does not take place.</td><td>• 70% of staff have agreed MET career development plans, involving training opportunities and incentive mechanisms.
• Mid-term: 30% of staff have agreed MET career development plans.</td><td>• Annual MET human resources reporting.</td><td>• Adequate number of staff are suitably interested and capable to advance their professional career in conservation.</td></tr>
<tr><td>Outcome 3
PA management know-how is expanded and reinforced through innovative field management demonstration</td><td>1. Management effectiveness of PAs.</td><td>• See table below.
<table><tr><th>Sites</th><th>Baseline</th><th>Mid-Term</th><th>EOP</th></tr><tr><td>Ai-Ais</td><td>28</td><td>34</td><td>40</td></tr><tr><td>Bwabwata (Caprivi, Mahango)</td><td>35</td><td>42</td><td>48</td></tr><tr><td>Etosha (average of E & W scores)</td><td>50</td><td>56</td><td>60</td></tr><tr><td>Mamili</td><td>31</td><td>39</td><td>45</td></tr><tr><td>Mudmu</td><td>36</td><td>45</td><td>51</td></tr><tr><td>Skeleton Coast</td><td>44</td><td>50</td><td>55</td></tr><tr><td>Sperrgebiet</td><td>35</td><td>43</td><td>60</td></tr></table></td><td>• Management effectiveness index of all field demonstration site PAs will have increased as below with a minimum ranking of intermediate for all sites:</td><td>• NAMETT assessment.</td><td>• Good cooperation with NAMDEB continues.
• Local level political support for conservation can be maintained.
• Local level stability, law and order are maintained.
• Elasticity of demand is such that as prices increase so does revenue
• Park accommodation and services will be well maintained</td></tr>
</table>

SECTION III: TOTAL BUDGET AND WORKPLAN

Award: To be determined
Award Title: To be determined
Project ID: To be determined
PIM No: 3121
Project Objective (Atlas Output/Project): Full Size - Strengthening the Protected Area Network (SPAN) Project

Project Outcomes /Atlas Activity	Respon-sible Party	Source of Funds	PLANNED BUDGET & WORKPLAN								
			ERP / Atlas Budget Code	ERP/Atlas Budget Description	2006 US$	2007 US $	2008 US$	2009 US$	2010 US$	2011 US$	Total Amount
1. Improved systemic capacity provides the enabling framework for enhancing PA management effectiveness	MET	GEF	71200	International Consultants	40,000	150,000	150,000	150,000	80,000	40,000	610,000
			71300	Local Consultants	5,000	22,500	22,500	20,000	20,000	20,000	110,000
			71600	Travel	7,500	10,000	10,000	8,000	4,000	3,000	42,500
			72200	Equipment and Furniture	45,000	5,000	3,000	3,000	3,000	0	59,000
			72400	Communication and Audio Visual Equipment	20,000	15,000	15,000	15,000	15,000	10,000	90,000
			72800	Information Technology Equipment	5,000	20,000	10,000	5,000	5,000	0	45,000
			73400	Rental and Maintenance of Equipment	9,000	11,500	11,500	11,500	13,000	13,000	69,500
			74200	Audio Visual and Printing Production Costs	5,000	10,000	10,000	10,000	4,000	2,000	41,000
			74500	Miscellaneous Expenses	4,500	5,500	7,000	7,000	3,000	2,000	29000
				TOTAL OUTCOME COST	**141,000**	**249,500**	**239,000**	**229,500**	**147,000**	**90,000**	**1,096,000**
2. Institutional capacities for PA management are strengthened, resulting in	MET	GEF	71200	International Consultants	20,000	50,000	50,000	45,000	45,000	40,000	250,000
			71300	Local Consultants	10,000	20,000	25,000	20,000	20,000	20,000	115,000
			71400	Contractual Services - Individual	160,000	230,000	230,000	240,000	190,000	176,564	1,226,564
			71500	UN Volunteers	30,000	35,000	35,000	35,000	35,000	35,000	205,000
			71600	Travel	25,000	50,000	55,000	55,000	45,000	40,000	270,000
			72200	Equipment and Furniture	100,000	10,000	10,000	5,000	5,000	3,000	133,000

more effective use of financial and human resources			72400	Communication and Audio Visual Equipment	10,000	15,000	15,000	15,000	15,000	10,000	80,000
			72500	Supplies	8,000	5,000	5,000	5,000	5,000	4,000	32,000
			72800	Information Technology Equipment	10,000	7,000	7,000	7,000	5,000	5,000	41,000
			73400	Rental and Maintenance of Equipment	24,000	28,750	28,750	30,000	30,000	30,000	171,500
			74100	Professional Services	5,000	10,000	10,000	10,000	5,000	50,000	90,000
			74200	Audio Visual and Printing Production Costs	35,000	50,000	50,000	50,000	50,000	50,000	285,000
			74500	Miscellaneous Expenses	10,000	32,000	32,000	32,000	32,000	25,500	163,500
				TOTAL OUTCOME COST	**447,000**	**542,750**	**552,750**	**549,000**	**482,000**	**489,064**	**3,062,564**
3 PA management know-how is expanded and reinforced through innovative field management demonstration	MET	GEF	71300	Local Consultants	30,000	45,000	45,000	45,000	45,000	10,860	220,860
			71400	Contractual Services - Individual	110,000	170,000	170,000	175,000	175,000	170,076.40	970,076
			72100	Contractual Services - Companies	30,000	110,000	110,000	110,000	110,000	40,000	510,000
			71600	Travel	30,000	45,000	45,000	45,000	45,000	34,000	244,000
			72200	Equipment and Furniture	280,000	40,000	40,000	40,000	30,000	20,000	450,000
			72300	Materials and Goods	50,000	130,000	130,000	130,000	80,000	50,000	570,000
			72400	Communication and Audio Visual Equipment	30,000	50,000	50,000	50,000	25,000	25,000	230,000
			72500	Supplies	10,000	8,000	8,000	8,000	8,000	8,000	50,000
			72800	Information Technology Equipment	15,000	12,000	12,000	12,000	8,000	5,000	64,000
			73400	Rental and Maintenance of Equipment	25,000	74,750	74,750	75,000	75,000	75,000	399,500
			74200	Audio Visual and Printing Production Costs	20,000	30,000	30,000	30,000	20,000	20,000	150,000
			74500	Miscellaneous Expenses	13,000	35,000	35,000	35,000	35,000	30,000	183,000
				TOTAL OUTCOME COST	**643,000**	**749,750**	**749,750**	**755,000**	**656,000**	**487,936**	**4,041,436**
TOTAL by Source of Fund/Donor				**GEF**	**1,231,000**	**1,542,000**	**1,541,500**	**1,533,500**	**1,285,000**	**1,067,000**	**8,200,000**
				other							**33,677,000**
GRAND TOTAL											**41,877,000**

SECTION IV: ADDITIONAL INFORMATION

PART 1: Endorsement and Co-financing Letters

14-1/0015

REPUBLIC OF NAMIBIA

MINISTRY OF ENVIRONMENT AND TOURISM

Tel: 061 249 015
Fax: 061 240339
Enq: T. Nghitila

Capital Center, 6th floor
Levinson Arcade
P/Bag 13306
Windhoek

March 11, 2005

Mr. Leonard Good
Chief Executive Officer
GEF Secretariat
1818 H. Street, NW
Washington, DC 20433 USA

Subject: Endorsement for GEF Work Programme Entry: Strengthening the Protected Area Network (SPAN) Project Namibia

Dear Mr. Good,

1) As GEF Focal Point in Namibia, I hereby wish to inform you that the aims and objectives of the abovementioned GEF project meet the priorities and requirements of the Namibian Government in terms of biodiversity conservation and economic potential of protected areas. The Government is therefore committed to the implementation of the proposed project.

2) Effective management of Namibia's network of national protected areas (PA) is a high priority for the Government of the Republic of Namibia, as this will enhance the role played by the State PAs in national, regional and international biodiversity conservation.

3) PAs currently make a significant contribution to national economic development and this project will have a positive effect in this area.

4) Strengthening the PA system is also a core activity in the National Biodiversity Strategy and Action Plan and the national Millennium Development targets for the expansion of the PA network. The project will assist the Government to dramatically improve systemic and institutional capacity for PA management for enhanced biodiversity conservation, while maximising the economic potential of the PAs.

All official correspondence must be addressed to the Permanent Secretary

5) The project will also assist the Ministry of Environment and Tourism (MET) in formulating its decentralisation plan, in line with Government policy on decentralisation.

6) In my capacity as the GEF Operational Focal Point in Namibia, I fully endorse this proposal, which has been developed within MET with a significant amount of stakeholder input at both local and national levels. During the PDF-B process, the MET embarked upon an active partnership building and resource mobilization drive. As a result, the MET has successfully secured a considerable amount of co-financing totaling *US$ 33,677,000* for the project's first phase duration of 6 years, including the government co-financing of *US$ 26,802,000*. Other co-financiers are: KfW/GTZ (*US$ 3,600,000* for their support for the Bwabwata-Mamili-Mudumu Complex and support for management planning of the new Sperrgebiet National Park), UNDP (*US$ 300,000* for the HIV/AIDS component), USAID (*US$ 175,000* for park-neighbour relationship and partnership building component), international NGOs (*US$ 2,400,000* for support for the Sperrgebiet and neighbouring conservancies in Kunene and Caprivi regions), and the private sector (*US$ 400,000* for investment in demonstration PAs).

I sincerely hope that you will consider this proposal favourably.

Yours faithfully,

MINISTRY OF ENVIRONMENT AND TOURISM
DIRECTORATE ENVIRONMENTAL AFFAIRS
11 MAR 2005
Private Bag 13306
WINDHOEK / NAMIBIA

Mr. Teofilus Nghitila
DIRECTOR: Environmental Affairs
GEF Operational Focal Point: NAMIBIA

cc. Mr. Simon R Nhongo, Resident Representative, UNDP Namibia

Fax +264 (61) 229936

Ministry of Environment and Tourism
Permanent Secretary - Malan Lindeque
FGI Building - 1st Floor
Private Bag 13346
Windhoek / Namibia

Telefax
Bertold LICHÉ
Our ref.: Lic
Phone: +49 69 7431-3620
E-Mail: bertold.liche@kfw.de
Date: 27 April 2005
No. of pages: 1

L II a/3 - German Financial Cooperation with Namibia
Bwabwata, Mudumu, Mamili National Parks
(BMZ no 2004 65 013)
Confirmation of funding for submission to GEF

We herewith confirm that the German Financial Cooperation through KfW has granted a financial contribution to the Republic of Namibia for the Bwabwata, Mudumu and Mamili National Parks. The following Programme activities shall be financed or co-financed from the German Financial Contribution:

- procurement of equipment for the park management
- construction of park infrastructure
- support to park adjacent communities
- consulting services for the advice of the Programme Executing Agency in the Programme implementation, the participatory park management and the transboundary cooperation in nature conservation and tourism.

The financial contribution amounts to 2,556,459 EUR. It shall be disbursed in accordance with the progress of the Programme. Financing of any infrastructure or equipment for the Bwabwata National Park (only this Park) is linked to some conditionalities, among others the official proclamation of that Park.

KfW

(Dr. Kessler) (Liché)

CONSERVATION INTERNATIONAL

30 May, 2005

The Permanent Secretary,
Ministry of Environment and Tourism
Private Bag 13306
Windhoek
Namibia

Dear Dr Lindeque,

Re: Match funding for the Strengthening the National Protected Area Network (SPAN) project

This letter is to confirm funding from Conservation International (mobilised through donor funding from various sources) for two Transfrontier Conservation Area (TFCA) programmes involving Namibia – The Three Nations Namib Desert TFCA and the Kavango-Zambezi TFCA. Both programmes will be highly complementary to the UNDP/GEF project 'Strengthening the Protected Area Network', as the areas worked in by CI include a number of the field demonstration sites of the SPAN (e.g. |Ai-|Ais Hot Springs, the proposed Sperrgebiet National Park, the proposed Bwabwata National Park, Mudumu and Mamili National Parks).

Both projects can be considered match funding (all amounts mentioned in this letter contractually committed), and are outlined briefly below:

(a) **The Three Nations Namib Desert TFCA** – SA Rand 3.75million (May 2005–May 2008). In this programme, Conservation International will work with governments and communities to establish a viable and sustainable Three Nations Namib Desert TFCA, the purpose of which is to enable holistic, landscape-level land use planning to improve biodiversity conservation, and to contribute to local economic development by providing opportunities for well-planned natural resource based enterprises (including tourism) amongst TFCA residents. The programme will aim to develop collaborations between the different layers of society (government, private sector and civil society). To achieve this overall goal the programme has been divided into three components, which will work together in a coordinated manner – 1)to facilitate the establishment of the Three Nations Namib Desert TFCA; 2) to provide capacity building, technical assistance and strengthening of community structures in the Richtersveld and Greater !Gariep TFCA (the southern-most portion of the Three Nations Namib Desert TFCA, shared between Namibia and South Africa centred around the |Ai-|Ais/Richtersveld Transfrontier Park); and 3) to conduct research on the impacts of TFCAs on local and regional economies, disseminate and share findings with interested parties.

PostNet Suite No 292, Private Bag X15, Somerset West, 7129, South Africa
Tel: +27 (0) 21 851-4665 Fax: +27 (0) 21 851-4669 Cell: 082 779 1114
E-mail: hanks@nbiot.nbi.ac.za http://www.conservation.org

(b) **Kavango-Zambezi TFCA** – An initial amount of SA Rand 2,2 million over a one-year period (January – December 2005) but with additional amounts to become available from January 2006. This is also a broad-based programme of activities aimed at facilitating the partner governments to achieve the establishment and objectives of the proposed Kaza TFCA, and include community assistance in establishing conservancies and revenue-generating opportunities, biodiversity conservation by way of various projects including elephant research and monitoring, removal of landmines from areas targetted for conservation and ecotourism development, capacity building, and also socio-economic surveys to test assumptions regarding the benefits of TFCAs. All these actvities are conducted within a transboundary framework to promote conservation linkages and benefit flows across international political boundaries, and Namibian protected areas form critical components of our approach and work.

Please don't hesitate to contact me if you require any further information about Conservation International's planned activities in the region.

Yours sincerely

Dr Leo Braack
Director
Transfrontier Conservation Area Initiatives

USAID | NAMIBIA
FROM THE AMERICAN PEOPLE

26 July 2005

Dr. Malan Lindeque
Permanent Secretary
Ministry of Environment and Tourism
FGI Building, 1st Floor
Post Street Mall
Windhoek

Dear Dr. Lindeque,

Confirmation of USAID funding to the Strengthening the Protected Area Network (SPAN) Program

This letter is to confirm that USAID Namibia is contributing US$175,000 to the SPAN Program through a Grant Agreement with United Nations Development Program No. 690-A-00-04-00274-00. The Grant Agreement started in September 28, 2004 and the estimated completion date is September 27, 2007.

USAID has undertaken to support SPAN Program activities that link protected areas with local communities economically and improve relationships between parks and local communities. The USAID-funded activities will support the efforts of the Ministry of Environment and Tourism to a) improve its own capacity and that of the conservancies to deal with problem animals on the borders of Etosha National Park; b) develop frameworks and identify options for creating partnerships between government, local communities and the private sector for the establishment of tourism joint ventures and concessions; c) support economic analysis of the potential for Etosha National Park to contribute to the local economy; and, d) provide limited support for project management.

USAID is committed to the SPAN Program and we look forward to our continued good working relationship.

Yours sincerely,

Tina Dooley-Jones, Ph.D.
Director of Technical Programs

U.S. Agency For International Development
2540 Windhoek Place
Washington, D.C. 20521-2540

International Postal Address:
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Windhoek, Namibia

Tel: +26461 273700
Fax +26461 227006
Website: http://www.usaid.org.na

RECEIVED

WWF for a living planet

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f: +44 (0)1483 426409
www.wwf.org.uk

The Permanent Secretary
Ministry of Environment and Tourism
Windhoek
Namibia

Reference: > reference <

Thursday 28 July 2005

Dear Dr Lindeque

I have great pleasure in confirming that WWF-UK is firmly committed to supporting the environmental sector in Namibia. This commitment is evidenced through our long-term financial support of work undertaken by Integrated Rural Development and Nature Conservation in Kunene and Caprivi. We have recently completed the preparation of a new 5-year phase and the agreed funding for this, from WWF-UK, will be as follows for the first year:

July 2005 – June 2006	£900,000

Contracts are still to be signed but the likely funding for the subsequent 2 years will be set at:

July 2006 – June 2007	£900,000
July 2007 – June 2008	£800,000

I have seen the GEF Strengthening the Protected Area Network (SPAN) proposal and believe it offers exciting possibilities for future continued close engagement between all the interested parties.

I wish you every success in its implementation.

Warm regards

M. Wright

Dr Mark Wright
Conservation Science Adviser
WWF-UK

Republic of Namibia

MINISTRY OF ENVIRONMENT AND TOURISM

Tel: (061) 2842333
Fax: (061) 229936

FGI Building, 1st Floor
Private Bag 13346
Windhoek

Mr Simon R. Nhongo
Resident Representative,
UNDP
Private Bag 13329
Windhoek, Namibia

August 10, 2005

Dear Mr Nhongo,

RE: Confirmation Letter of the Ministry of Environment and Tourism for the Strengthening the Protected Area Network (SPAN) Project

This is our pleasure to confirm that the Ministry of Environment and Tourism (MET), as the national executing agency of the SPAN Project, is allocating US$ 26,802,000 for the next 6 years as co-financing to the project. This includes funds allocated for some key personnel, planning, research and monitoring, improving infrastructure and logistical support, generation of new sources of revenues, and harmonizing the management of adjacent land units to improve the effectiveness of the PA network.

We would like to take this opportunity to thank the UNDP and GEF for supporting this initiative, both financially and technically. We look forward to further collaboration with UNDP in the implementation phase of the project.

Yours sincerely,

Malan Lindeque
Permanent Secretary

NAMDEB
ON DIAMONDS WE BUILD

FILE : GG-SG-03
REF : #68979

14 October 2005

The Permanent Secretary
Ministry of Environment and Tourism
Private Bag 13346
Windhoek
NAMIBIA

Dear Dr Lindeque

NAMDEB'S COMMITMENT TO ENVIRONMENTAL MANAGEMENT IN THE SPERRGEBIET

In response to your letter of 22 August 2005, Namdeb is pleased to confirm the following in support of your planned submission to the Global Environmental Facility.

Namdeb Diamond Corporation (Pty) Limited is committed to sound environmental management by designating the environment as a high corporate and operational priority. All of Namdeb's current land-based operations are located within the proposed Sperrgebiet National Park and therefore Namdeb sees its expenditure on environmental management as complementing the objectives of MET's Strengthening the Protected Areas Network (SPAN) Project. Principal among these is to improve management effectiveness of national protected areas.

The current budget (2005) for Namdeb environmental management is as follows:

Environmental Working Costs:	N$ 2 200 000
Environmental Sponsorship:	N$ 100 000

Based on this annual budget, Namdeb estimates that approximately N$13.8 million will be spent directly on environmental management over the SPAN project's six year period. In addition, our preliminary estimate of closure costs is approximately N$136 million

2/.....

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Registration number C/1971

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Of these estimated amounts, I would like to inform you that US$400,000 equivalent is considered as co-financing to the SPAN project and represents part of Namdeb's planned expenditure for mine closure and rehabilitation work, as well as biodiversity conservation related research and experimentation activities in the Sperrgebiet.

I understand that the SPAN Project has selected the Sperrgebiet as a field demonstration site. In particular, it seems to me that the creation and effective management of a protected area through a multi-sectoral management system involving mining companies, Ministry of Mines and Energy and other stakeholders provides opportunities for fruitful cooperation.

I further understand that one of the major initiatives of the proposed GEF funding is the establishment of a multi-sectoral body for the Sperrgebiet. Namdeb looks forward to being part of this initiative.

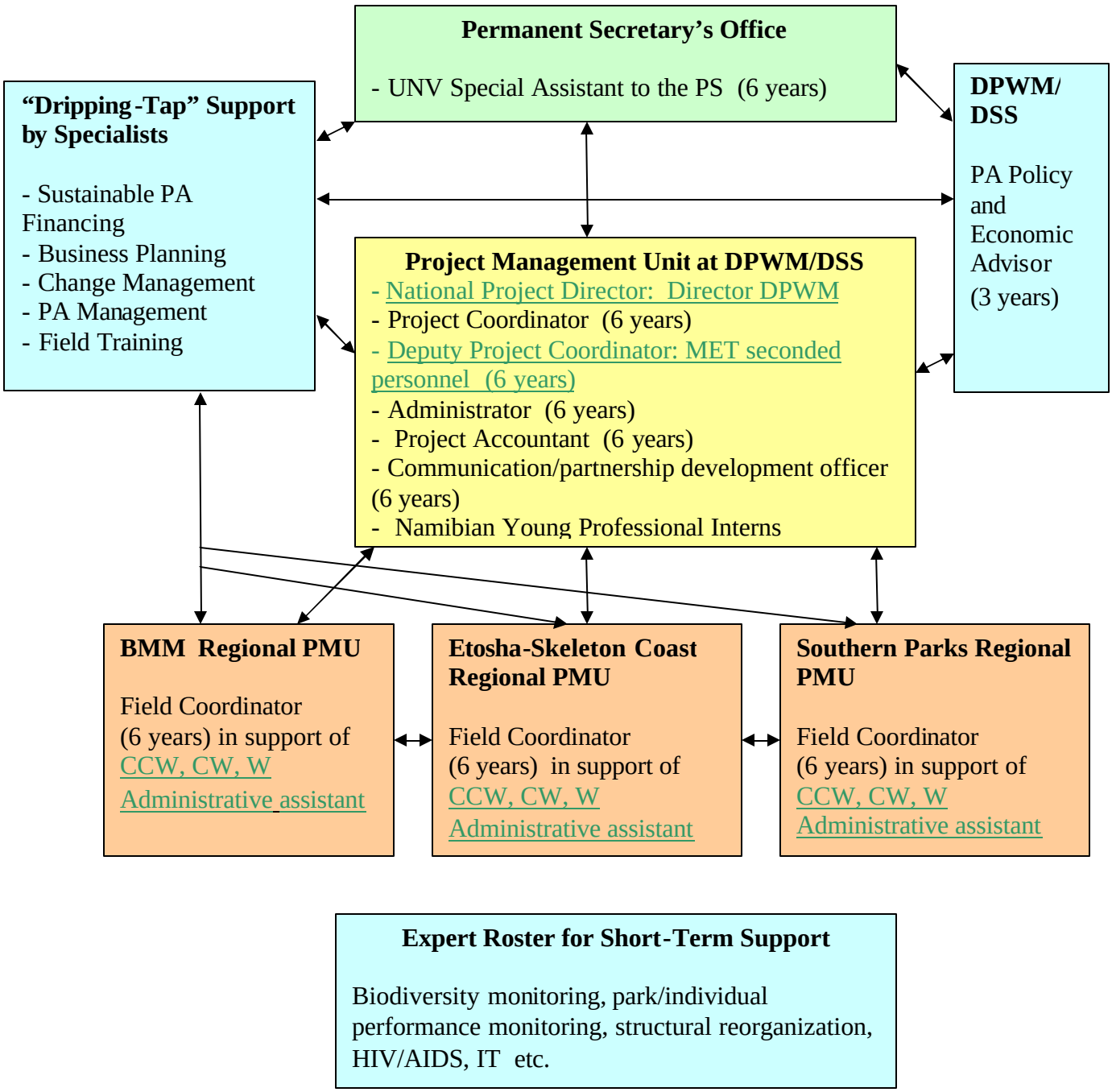
In order to engage effectively, we would welcome information on MET's proposals for this multi-sectoral body, as well as the planned management zoning. This will influence, *inter alia*, the standards that will need to be set in terms of rehabilitation. Namdeb believes that the pending cabinet submission for the proclamation of the Sperrgebiet contains provisions on these aspects. Namdeb would therefore be grateful to receive a copy of the Cabinet submission on the proclamation of the Sperrgebiet

Yours faithfully

LR Smart
GENERAL MANAGER - NAMDEB
FO/rb

PART 2 : Organigram of Project

Human Resource Needs
SPAN Project (Full Phase)



Note: Underlined positions indicate existing MET staff members.

PART 3: Terms of References for Key Project Staff and Main Sub-Contracts

Project Coordinator (PC)

For the project: Strengthening the Protected Areas Network (SPAN) in Namibia

The Project Coordinator (PC) shall be the head of the project management unit (PMU) and shall be responsible for the overall coordination of both technical and administrative aspects of the SPAN project management unit. The PC shall report directly to the Director of Parks and Wildlife Management (DPWM), as designated National Project Director. He/she shall liaise directly with designated officials of the Executing Agency (the Ministry of Environment and Tourism), UNDP Country Office, the GEF Operational Focal Point, the existing and potential additional project co-financiers and others as deemed appropriate and necessary by the PMU. The budget and associated work plan will provide guidance on the day-to-day implementation of the approved Project Document. He/she shall be responsible for delivery of all substantive, managerial and financial reports from and on behalf of the Project. He/she will provide overall supervision for all the PMU staff.

Duties and Responsibilities of the project coordinator

The Project Coordinator will have the following specific duties:

1. Lead, manage and coordinate the day to day management of the PMU to be established in Windhoek including administration, accounting, technical expertise, and actual project implementation and reporting;
2. Lead the development of detailed project implementation inputs including preparation of subcontractors terms of reference, identification and selection of national, regional and international subcontractors, cost estimation, time scheduling, contracting, and reporting;
3. Coordinate activities of consultants including contract management, direction and supervision of field operations, logistical support, review of technical outputs/reports, measurement /assessment of project achievements before submitting to stakeholders;
4. Supervise the field level coordinators at each demonstration site and provide substantive support and coaching to their work;
5. Plan and coordinate various workshops identified in this Project Document, including assistance in the design, supervision and where possible delivery of the training and outreach activities of the project;
6. Provide technical assistance in biodiversity and protected areas policy discussions and development;
7. Assist in developing policy frameworks to showcase and demonstrate direct benefits from ecosystem protection to human-well being in Namibia;
8. Mobilise additional resources for the project; and
9. Liaise with all MET directorates and various steering committees as needs be.

S/he will also have the following specific responsibilities:

10. Organise the project management group and project advisory committee meetings;
11. Prepare quarterly progress, technical and financial reports for submission to the project management group and to UNDP;
12. Manage quality control and timely delivery of project outputs;
13. Monitor the project progress in accordance with the project monitoring and evaluation plan; and
14. Undertake other management duties that contribute to the effective functioning of the project.

Key Qualifications of the project coordinator

The project coordinator will be a Senior Expert with considerable experience of at least 10 years in project management. He/she must have at least a Master's degree in biological sciences, ecology or any field related to biodiversity conservation. He/she will have extensive experience of not less than 7 years natural resources management and a good track record for having contacts with professionals, government institutions/agencies and the development partners based in Namibia. The PC will also possess strong applied biodiversity systems planning and management experience. The PC must have experience of working with government departments and NGOs as well as CBOs in Namibia.

In either case, candidates must also fulfil the following conditions:

1. Work experience within protected areas, in particular state-owned national parks;
2. At least seven (7) years natural resources management experience and working knowledge of the Namibian environment sector with extensive contact in the public and private sectors and civil society organizations;
3. At least five (5) years work experience at senior management level with demonstrable project level management skills and ability to coordinate activities involving a large contingent of professional consultants drawn around the country and/or internationally;
4. Strategic planning and results-oriented management with strong financial management;
5. Strong team building, interpersonal skills and willingness to work towards local capacity building;
6. Experience in donor-supported and international cooperation project;
7. Demonstrable skills in Information Technology, including use of Word Processing, Power Point, spread sheets, email and internet;
8. Fluent communication skills (oral & written) in English.

Field Coordinator (FC)

For the project: Strengthening the Protected Areas Network (SPAN) in Namibia

The Field Coordinator (FC) at each demonstration site shall supervise and implement the field level activities at the site and shall be responsible for the overall coordination of both technical and administrative aspects of the project activities. He/she shall work closely with the Chief Control Warden, Control Warden and Warden. The FC shall report directly to the Project Coordinator, based in the Directorate of Parks and Wildlife Management (DPWM). The budget and associated work plan for each demonstration site will provide guidance on the day-to-day implementation of the approved activities. The FC shall also be responsible for delivery of all substantive, managerial and financial reports from and on behalf of the Project at the site. He/she will provide overall supervision at the demonstration site.

Duties and Responsibilities of the field coordinator

The Field Coordinator will have the following specific duties and responsibilities:

1. Lead, manage and coordinate the day to day management of the project activities at the demonstration site level (i.e. AA, BMM, E/S and S) including administration, accounting, technical expertise, and actual project implementation and reporting;
2. Lead the development of detailed site-level implementation inputs including preparation of work plans, identification and selection of national, regional and international subcontractors, cost estimation, time scheduling, contracting, and reporting;
3. Coordinate site-based activities including contract management, direction and supervision of field operations, logistical support, review of technical outputs/reports, measurement /assessment of project achievements before submitting to stakeholders;
4. Prepare monthly progress, technical and financial reports for submission to the Project Coordinator;
5. Plan and organise meetings and workshops at site level, including assistance in the design, supervision and where possible delivery of the training and outreach activities within the demonstration area;
6. Manage quality control and timely delivery of project outputs;
7. Represent the site-level activities in the project management group meeting;
8. Liaise with all MET directorates and divisions, local stakeholders ensuring coordination, stakeholder participation and cultivating potential support as needs be.
9. Undertake other management duties that contribute to the effective functioning of the project.

Key Qualifications of the field coordinator

The field coordinator will be an Expert with experience of at least 5 years in project management. He/she must have at least an Advanced degree in biological sciences, ecology or any field related to biodiversity conservation. He/she will have extensive experience of not less than 6 years natural resources management and a good track record for having contacts with professionals, government institutions/agencies and local stakeholders at the site. The FC will also possess strong applied biodiversity systems planning and management experience. The FC must have experience of working with government departments and NGOs as well as CBOs in Namibia.

In either case, candidates must also fulfil the following conditions:

1. Experience with protected areas, in particular state-owned national parks;
2. At least six (6) years natural resources management experience and working knowledge of the Namibian environment sector with extensive contact in the public and private sectors and civil society organizations;
3. At least five (5) years work experience at management level with demonstrable project level management skills and ability to coordinate activities involving a wide range of stakeholders;
4. Strategic planning and results-oriented management with strong financial management;
5. Strong team building, interpersonal skills and willingness to work towards local capacity building;
6. Experience in donor-supported and international cooperation project;
7. Demonstrable skills in Information Technology, including use of Word Processing, Power Point, spread sheets, email and internet;
8. Fluent communication skills (oral & written) in English.

PART 4 : Stakeholder Involvement Plan

Please see paragraphs 61-63 on page 8. A comprehensive stakeholder involvement plan is attached as Annex 5.

ANNEX 1: MAPS

Figure 1 - Key elements of Namibia's PA network

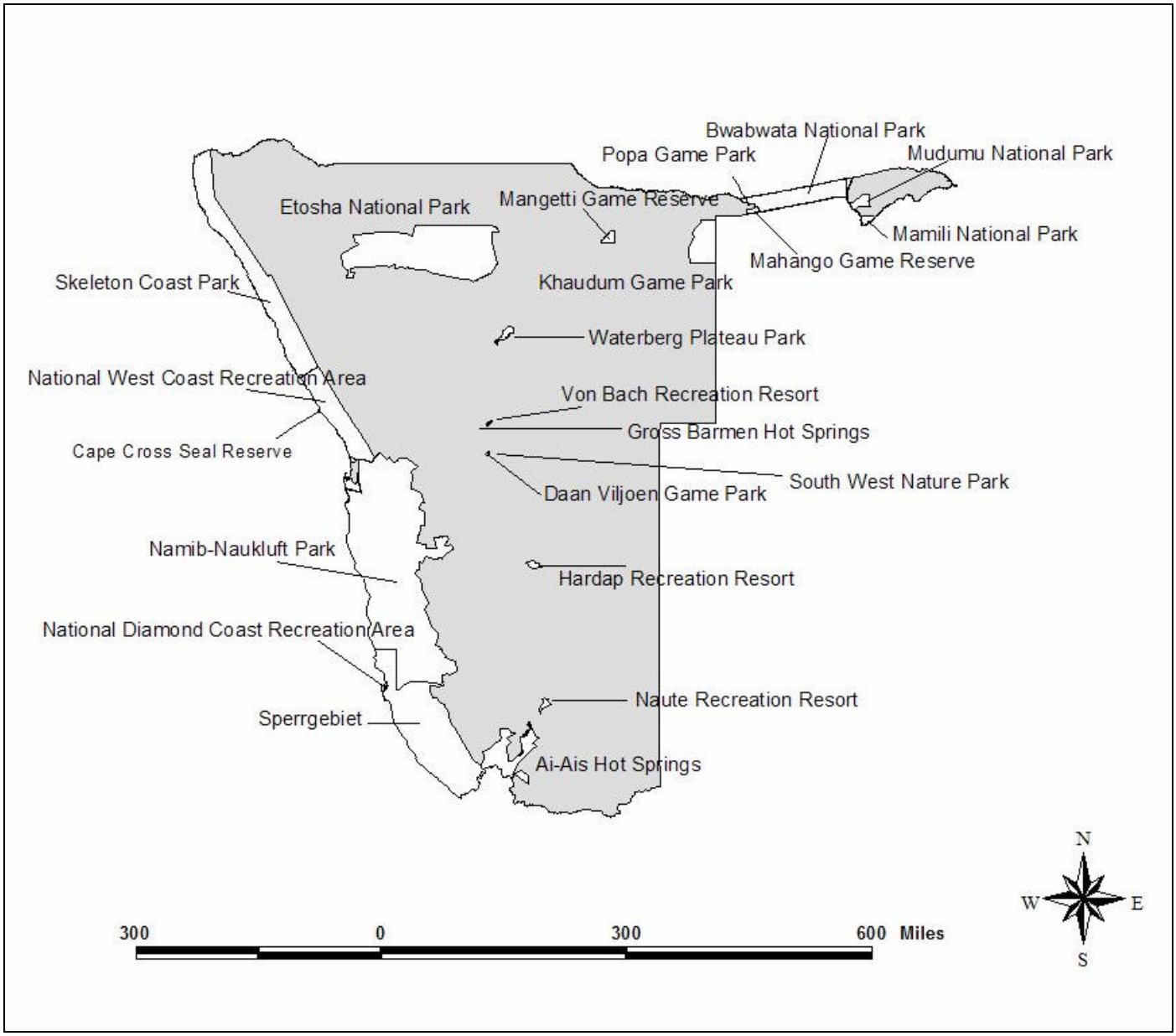


Figure 2 - Biomes within Namibia[40]

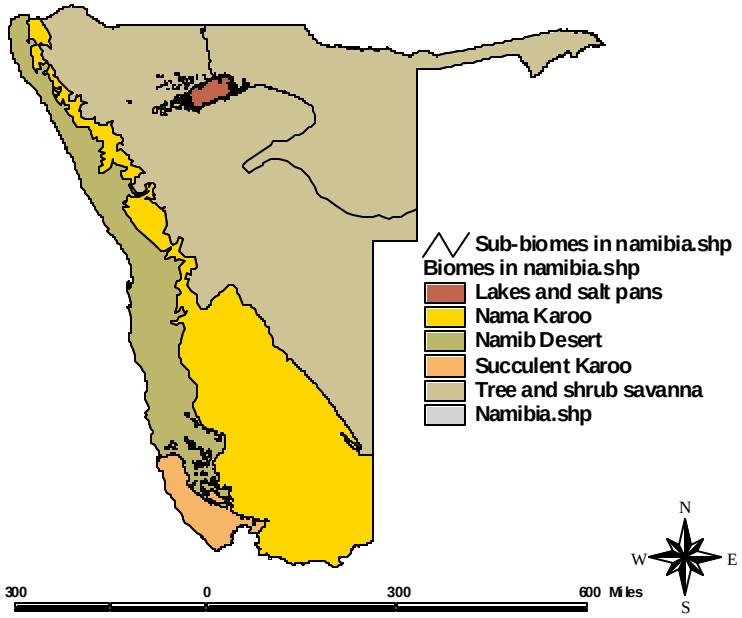
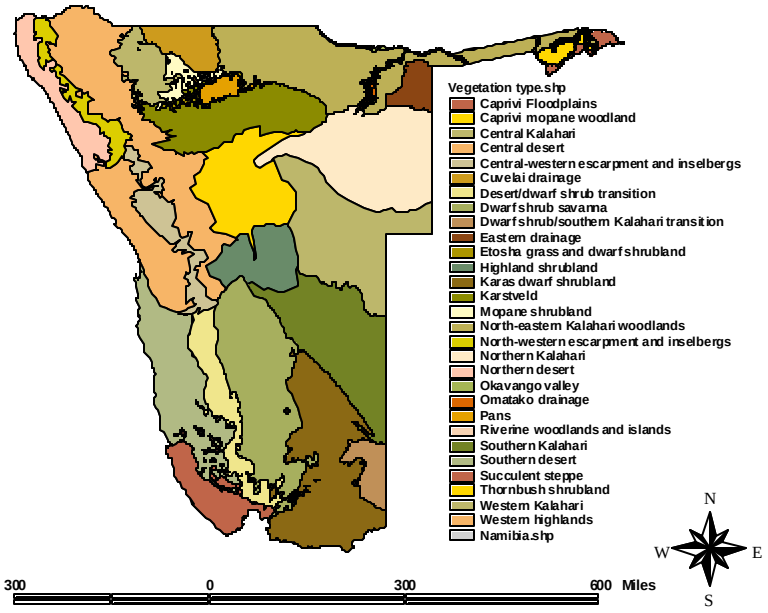


Figure 3 - Vegetation Types within Namibia



[40] A more comprehensible colour version of these maps is contained within the electronic copy of this document. Alternatively, the full GIS data-set, including colour image, may be downloaded from the MET Atlas online at www.dea.met.gov.na/met. Both are sourced from the *Atlas of Namibia*.

ANNEX 2: THREATS AND ROOT CAUSES MATRIX

For each of the following identified threats, a matrix details the impacts and root causes, and corresponding barriers and removal strategies, including complementary actions. A short narrative then explains how the barrier removal strategies will address the root causes.

Table 1 - Threats and root causes

Threat 1. Negative tourism impact: PAs provide a driver for the country's tourism which is one of the largest contributors to Namibia's GDP. However over-reliance on tourism may itself become a threat to the conservation status of some PAs. Uncontrolled off road driving and feeding of animals such as baboons are some of the examples.				
Biological Impact	**Root Causes**	**Management Challenge/Barrier**	**Barrier Removal Strategy / Demonstration**	**Complementary Action**
Disturbance of ecologically sensitive areas (i.e. from unregulated off road driving) Inappropriate siting of infrastructure development such as roads and fences can impact on animal migration or breeding routes	Tourism development is critical for Namibia's economic prosperity and poverty alleviation; PAs provide a locus for development of the industry. Tourism growth has outpaced visitor management capacity The need to intensify economic output of tourism by increasing roads	**Inadequate Capacity:** Inadequate enforcement capacity to manage tourists and plan and management infrastructure development **Undervaluation of PAs and Insufficient PA system Financing**: Pricing of park entry fees may not reflect externalities associated with tourism **Insufficient Park Infrastructure:** Insufficient tourist infrastructure (i.e. road network) and poor maintenance places undue pressures on few sites	Review and adjust the pricing system of PAs Diversify tourism products in PAs Improve information for tourists, signs in PAs and infrastructure in PAs Establish sustainable financing mechanism for the PAs to enhance benefit capture (earmarked gate fees, concession fees, loyalty scheme for frequent users)	Tourism industry-led actions: e.g. tourism certification system, infrastructure development etc. Development of concession manual for MET (EU/NTP) Improvement in tourism infrastructure (roads/ lodging etc)

Explanation: The strategy aims, through project interventions and complementary actions, to increase the flow of revenue from tourism, such that improvements can be made to infrastructure, visitor information, and staff capacity for dealing with tourists. In this way, the increasing pressure from rapidly expanding (and economically vital) tourism can be diffused. Establishment of a sustainable financing mechanism will ensure that future infrastructure and staffing developments are sufficient to keep track with increasing demand from tourism.

Threat 2. Small size and isolation of PAs from adjacent habitats: Many PAs are either too small or contain insufficient suitable habitat to sustain biologically viable populations of wildlife that demand large ranges for survival. Wildlife movement to adjacent lands is constrained by game proof fences. Given high variability in climate with great spatial and temporal variations in rainfall, PAs may not be sufficiently scaled to maintain biodiversity and ecological processes.				
Biological Impact	**Root Causes**	**Management Challenge/Barrier**	**Barrier Removal Strategy / Demonstration**	**Complementary Action**
Reduction in animal numbers over long term/ Loss of genetic viability of population Degradation of	Objectives of the creation of PAs were not necessarily biodiversity management oriented (recreation) Fencing of parks to contain wildlife in the reserve, to avoid people-	**Incomplete Coverage of the PA Network** : Under-representation of centres of endemism for plants and vertebrates in the PA network (Succulent and Nama Karoo,	Realignment of the PA network to assure full bio-geographic representation and where possible restore wildlife movement	Integration of park management plans with regional development planning allowing selective fence removal where PAs are buffered by compatible land use and

wildlife habitat: over concentration of animals in small areas Ecosystem defragmentation due to large parts of an ecosystem lying outside the PA	animal conflict and to prevent illegal entry	Kunene Escarpment, Dolomite Karstveld) and key floodplain areas in Caprivi.) **Inadequate Institutional Capacity/Insufficient Monitoring and Research:** Necessity for very strong scientific services for monitoring and management of wildlife to maintain ecosystem functioning and biodiversity in small PAs (animal culling and relocation) **Lack of Integration of PAs and Landscape Management**: Incompatible land uses and management capacity adjacent to PAs that prevent removal of fences **Undervaluation of PAs and Insufficient PA system Financing**: True economic value and impact of the PA system and cost and income of PAs are not clear, resulting in inadequate income flows from the Treasury for enhanced PA management	Enhance institutional strength of the DPWM and DSS including organizational review, general management system, reporting and decision making structure Support for coordinated and targeted monitoring of biodiversity in the PAs and knowledge management in 5 priority parks Establishment of in-service training system on monitoring and management of wildlife for park staff In-depth economic analysis on the value of the PA system, as well as its impact on economy and poverty alleviation Establishment of sustainable financing mechanism for the PAs	natural resource management capacity

Explanation: Realignment of the PA network will remove the barrier posed by incomplete coverage of the PA network, and work towards addressing the problem that many PAs were not established with biodiversity indices in mind. In-service training is one of a number of methods for increasing MET's capacity to better integrate PA management with issues in the wider landscape, focusing on partnerships, which will provide mitigating action against the problems faced by small, fenced PAs, as well as progressing towards the pre-conditions necessary for fence removal.

Threat 3. Poaching of animals: although comparatively low in frequency, poaching is an issue for some PAs in Namibia. Animals are poached mainly for meat by residents and neighbouring communities.

Biological Impact	Root Causes	Management Challenge/Barrier	Barrier Removal Strategy / Demonstration	Complementary Action
Reduction in wildlife numbers (chiefly antelopes) Inter- and intra-specific impacts associated with selective removal of animals from ecosystem	Existence of lucrative international wildlife market for high value species High value of certain species and products derived from the species Poachers consider the benefits to be gained from poaching to be greater than the risks of being caught and prosecuted	**Inadequate Institutional Capacity:** Inadequate capacity to deal with problem animal issues, law enforcement **Integration of PAs and Landscape Management**: Insufficient sense of association with the PAs on the part of neighbouring communities	Strengthening MET's capacity to deal with problem animal issues, law enforcement, park-neighbour relations in Etosha and Bwabwata	Poverty / livelihoods programmes to uplift neighbouring communities e.g. development of local environmentally sensitive SMEs linked to tourism in PAs

Loss of high value species	Poverty	**Inadequate enabling policy** Leniency in punishment measures for offenders **Insufficient Monitoring and Research** Wildlife numbers and poaching incidences not well documented. Therefore poaching may be either overestimated or underestimated		

Explanation: The project will focus on building and strengthening MET's capacity to address a wide range of issues, including HWCM, law enforcement, and increasing local appreciation of value of wildlife. Addressing these issues will significantly affect the implicit cost-benefit appraisal central to poaching activity: significantly increasing the risks of being caught and punished, demonstrating the opportunity cost of removing/killing wildlife, as well as influencing access to the lucrative (mostly international) markets which drive poaching. Further, benefit-sharing forms a central component of the BMM Complex demonstration site, and many other interventions aim to contribute to national economic growth, and reduction of poverty.

Threat 4. Alien species invasion: alien species invasion is particularly notable along major rivers including Kuiseb and around densely populated areas such as Windhoek and Katima Mulilo. This is a concern in many PAs such as Waterberg, Etosha, Namib-Naukluft and PAs in Caprivi.

Biological Impact	Root Causes	Management Challenge/Barrier	Barrier Removal Strategy / Demonstration	Complementary Action
Degradation and reduced productivity of natural ecosystems/ wildlife habitat (smothering of vegetation) Threat of extinction of native species Change in soil mineral composition Increased competition for scarce water resources, leads to loss biodiversity. Reduced stability and productivity of natural ecosystems.	No effective control measures on the introduction of invasive alien species No effective control measures on transmission and spread of alien species. Eg. Lack of control over disturbed environments like mining and construction sites.	**Inadequate Institutional Capacity:** Capacity of the MET and MAWF to institute an appropriate mechanism to control alien species **Inadequate Systemic Capacity:** Existing legislation is outdated and inadequate to control alien species **Insufficient Monitoring and research:** There is a lack of awareness as to how invasive aliens spread	Strengthening the capacity of relevant parties to monitor and control alien species in 4 priority parks Support for enactment of the Parks and Wildlife Management Bill and associated subsidiary regulations to increase the systemic capacity for effective alien species control Effective use of **GIS** to monitor and control alien invasive species. Demonstrate the role of construction equipment in seed dispersal of invasive alien plants.	Establish an appropriate mechanism to control alien species Improve the declaration of quarantine items for imported food, plant material and animal products.

Explanation: Both systemic and institutional capacity are lacking for appropriate mechanisms to control alien species. The project will seek to increase institutional capacity at the four demonstration sites (including partners outside MET), while supporting the enactment of the new Parks and Wildlife Management Bill to strengthen the legislative framework. These measures, in conjunction with improved use of technology for monitoring will address the underlying causes behind this threat.

Threat 5. Uncontrolled bush burning: the frequency and intensity of bush fire originating in PAs or spreading to PAs from neighbouring subsistence agricultural land are a serious concern in particular in Etosha and PAs in Caprivi. Bush fire leads to deforestation, loss of valuable grazing areas, and threatens lives of people, livestock and wild animals.				
Biological Impact	**Root Causes**	**Management Challenge/Barrier**	**Barrier Removal Strategy / Demonstration**	**Complementary Action**
Degradation of wildlife habitat and destruction of wildlife food resources	Traditional practice of subsistence agriculture (bush burning to release potash into the soil)	Lack of Integration of PAs and Landscape Management: Insufficient sense of association with the PAs on the part of neighbouring communities **Inadequate Institutional Capacity:** Necessity for buffer zone management to promote appropriate land use (including induction of new burning regimen, to reduce uncontrolled high intensity bush fires) Necessity for training PA staff in fire control **Inadequate Systemic Capacity:** Park management plans are not fully taking into account park-neighbour relationship **Inadequate Monitoring and research:** Lack of awareness of fire-prone regions. Fire-prone regions are not well documented for immediate fire-prevention	Strengthening the MET's capacity to deal with parks/neighbours relations and with bush fire in Etosha and Bwabwata Support for harmonization of park management plans of Etosha and Bwabwata with neighbouring conservancy management plans and regional development planning Strengthen Park staff's capacity in using **GIS** to map fire-prone zones within PAs and adjacent to PAs E.g. GIS could be used to map these regions for better fire management.	Integration of PA into bioregional planning process (WB/ICEMA) Poverty / livelihoods programmes

Explanation: Measures will be taken to improve MET's capacity to integrate PA management with wider landscape-level issues, thus increasing understanding in communities local to PAs of the close links between activities outside and within a PA. Further efforts will be made to improve MET's capacity to deal with the fires which do occur: this will include training in fire management techniques, improved monitoring and communications systems, as well as enhancing the park management planning process to better harmonise with neighbouring conservancy programmes.

Threat 6. Minerals prospecting and mining: mining and prospecting commonly occur in PAs and there is a dire necessity for the MET to control these activities so that the impact will be minimal and that rehabilitation of disturbed areas is ensured.				
Biological Impact	**Root Causes**	**Management Challenge / Barrier**	**Barrier Removal Strategy / Demonstration**	**Complementary Action**
Degradation / Destruction of wildlife habitat Disturbance of ecologically sensitive areas	Incompatibility of land use High priority on mining sector as an engine for economic development	**Inadequate Institutional Capacity:** Human and financial capacity of MET to enforce the environmental assessment policy to control prospecting and mining activities Better coordination between the MET and MME on prospecting and mining permits issuance and procedures	Promote better coordination between the MET and MME In-depth economic analysis on the value of the PA system, as well as its impact on economy and poverty alleviation	Conduct an audit of current control procedures concerning prospecting and mining in protected areas Strengthening the MET's EIA and law enforcement capacity.

		Inadequate enabling policy /planning : No clear guidelines are set to coordinate the goals and priorities of both MET and MME Undervaluation of PAs and Insufficient PA System Financing: Better understanding of true value of the PAs including potential economic impacts on the poor **Inadequate Systemic Capacity:** The Environment Management and Assessment Bill is not yet enacted.		Enactment of the Environment Management and Assessment Bill

Explanation: The project will promote better coordination between MET, MME and private sector partners involved in mining. With improved capacity for dealing with these relationships, as well as improving MME's understanding of conservation issues, it will be possible for MET to reduce the extent of incompatibilities between mining and conservation land-uses. This will focus primarily on ensuring that appropriate assessment policies are enforced, and that follow-up rehabilitation or maintenance is carried out. Mining is a crucial component of the national economy, and through these interventions MET can ensure that activity in this sector is carried out in a more environmentally-sensitive and low-impact fashion.

Threat 7. Limited water supply: More than 85% of Namibia's land is categorized as arid or semi-arid and the country's only 5 perennial rivers are all on national borders. Most PAs therefore are dependent on ground water and ephemeral water courses and competition over the scarce water resources between different uses are evident.

Biological Impact	Root Causes	Management Challenge/Barrier	Barrier Removal Strategy / Demonstration	Complementary Action
Localized habitat degradation surrounding artificial water holes Upstream water abstraction threatening water supply in PAs	Water availability (ecological reserve) is not always fully taken into account in PA planning Over abstraction of water due to the increasing demand for water. Physical alterations to natural water courses (eg. Building dams and reservoirs by farmers in the upper Kuiseb prevents aquifers from recharging)	**Lack of Integration of PAs and Landscape Management**: Integration of P A planning and management with regional and local development planning process **Inadequate Institutional Capacity:** Strong science to determine ecological reserve Capacity for animal population control within PAs Lack of enforcement capacity to control commercial farm dams/reservoirs	Promotion of integrated water resource and land management involving different sectors and participation of all stakeholders Strengthening scientific monitoring of animal population and control as well as determining ecological reserve of ground water in 4 priority parks Water availability should be a key indicator to monitor, eg. ecological reserve and aquifer capacities	Integrated water resource planning on a bioregional scale

Explanation: Increasing MET's capacity to monitor and assess water supplies will enable it to better manage this scarce resource within PAs. Promoting integrated water resource and land management with stakeholders from different sectors will also result in a more sustainable approach to utilisation.

Threat 8. Unsustainable / illegal harvesting of plants: there are increasing reports of illegal harvesting of rare and valuable plants by tourists, collectors and residents/neighbours in parks such as Ai-Ais and Namib-Naukluft Parks. Unsustainable harvesting is also a major concern outside the PAs especially in the areas where endemic succulent plants occur. Illegal harvesting of firewood is also an issue in parks in Caprivi.

Biological Impact	Root Causes	Management Challenge/Barrier	Barrier Removal Strategy / Demonstration	Complementary Action
Reduction in species numbers Loss of endemic species Disruption of vital ecological processes within the ecosystem, eg. Honey harvesting and its impact on tree ecosystems	Existence of lucrative international market for rare plants and medicinal plants Poachers/ Wood and plant collectors consider the benefits to be gained from poaching/ illegally harvesting plants to be greater than the risks of being caught and prosecuted Poverty	**Incomplete Coverage of the PA Network:** to include important plant areas **Inadequate Institutional Capacity:** Inadequate capacity of MET for law enforcement Inadequate capacity of the Ministry of Home Affairs to control import/export of rare species at border points	Support proclamation of the Sperrgebiet National Park (succulent Karoo biome) Realignment of PA network to include important vegetation areas at Bwabwata, Etosha and Skeleton Coast Park. Investigate methods and various possibilities for realignment of the PA network to assure full bio-geographic representations Designation of core areas for plant conservation in PAs Strengthening the law enforcement capacity of the MET and coordination between the MET and the Ministry of Home Affairs	Purchase of critical land areas where endemic plant species occur Poverty / livelihoods programmes to uplift neighbouring communities e.g. development of local environmentally sensitive SMEs linked to tourism in PAs SME and NGO cooperative in promoting innovative renewable energy sources Strengthening the capacity of the Ministry of Home Affairs to control import/export of rare species at boarder points

Explanation: The PA network does not currently adequately protect the areas of the succulent karoo biome which occur in Namibia, however, this will largely be mitigated through support for the new Sperrgebiet PA. Realignment of the PA network will also help to address the incomplete coverage in other areas. By including these areas within the PA network, they can be accorded a far higher level of protection than they currently are. Elevated protection status along with improvements in MET's law enforcement capacity will fundamentally alter the cost-benefit appraisal implicit in illegal harvesting activity.

ANNEX 3: PA SYSTEM REPRESENTATION

1. The biological representativeness of a PA system is commonly assessed in comparison to an arbitrary estimate of 10% coverage for each vegetation type. Namibia's NBSAP sets 15% coverage as a target for Namibia's PA system. The protection of Namibia's biodiversity is heavily skewed towards desert and saline desert habitats. The two most significant gaps in the PA network are Namibia's two priority areas for endemism: the northern Namib (Kaoko) escarpment, and the winter-rainfall area of the Sperrgebiet in the Desert and Succulent Steppe vegetation type. Optimal protection of these vegetation types is likely to require trans-frontier cooperation.

2. The needs-weighted average takes into account the fact that different vegetation types require different levels of coverage for adequate protection. Instead of taking 15% as a target, a conservation needs assessment, undertaken as part of project preparation, estimated the area of coverage necessary for 'adequate' protection of each vegetation type.

3. From the estimates of required coverage, the vegetation types were split into two groups: those with adequate coverage already (labelled Adequate in Table 1 below), and those requiring increased protection. Those requiring increased protection were broken down into three categories depending on the area of increase required. For example, the Southern Kalahari type is currently at 0% coverage, and it was estimated that 3% coverage is required: therefore coverage is still needed, in other words 100% of the requirement area still needs to be protected. Compare this to Karstveld, with 18.6% current coverage, and estimated 20% coverage – but with a 9.8% increase in area of land covered required to reach the 'adequate' mark.

4. The average coverage level of the vegetation types which require increased coverage is a single value which usefully and accurately represents the current level of coverage – it is currently 5.4%. If this group of vegetation types is covered to the extent recommended, the average level of coverage for the types in this group will reach 8.7%. Although seemingly below the commonly recommended figure of 10%, this value actually represents an extremely secure and very representative PA system.

5. The table below presents the detail of the categorisations. The second column is the current percentage coverage, while the third column gives an estimate of the extra amount of land which would need to be protected in order to give the vegetation type an adequate level of protection. (See Table 2 for complete details of current coverage.)

Table 1 - Current and estimated required levels of coverage by vegetation type [41]

Vegetation type	Current % coverage	Further area (km^2) required for 'adequate coverage'	Status
Central Kalahari	0.0	3,041	*Poor*
Karas dwarf shrubland	0.6	2,226	
Northern Kalahari	0.6	2,015	
Southern Kalahari	0.0	1,733	
Thornbush shrubland	0.1	1,212	
Cuvelai drainage	0.4	687	
Highland shrubland	0.2	429	
Dwarf shrub/southern Kalahari transition	0.0	314	
Dwarf shrub savannah	1.8	1,450	*Medium*
Okavango valley	4.0	45	
Karstveld	18.6	872	*Good*
Riverine woodlands and islands	39.0	17	

[41] The estimates assume that the Sperrgebiet as providing adequate protection (90.3% coverage) of the *succulent karoo*

Vegetation type	Current % coverage	Further area (km^2) required for 'adequate coverage'	Status
North-eastern Kalahari woodlands; Caprivi mopane woodland; Central desert; Pans; North-western escarpment and inselbergs; Omatako drainage; Southern desert; Etosha grass and dwarf shrubland; Western Kalahari; Northern desert; Succulent steppe; Eastern drainage; Desert/dwarf shrub transition; Mopane shrubland; Western highlands; Central-western escarpment and inselbergs; Caprivi Floodplains	39.1 *(average)*	N/A	*Adequate*

Table 2 - Estimated area required for 'adequate' protection of biodiversity

Vegetation type	**Area in Protected areas (km2)**	**Total vegetation Area (km2)**	**Percentage coverage**	**Estimated area of coverage required to ensure 'adequate protection'**
Caprivi Floodplains	366	3,806	9.6	**9.6**
Caprivi mopane woodland	682	4,612	14.8	**14.8**
Central desert	20,089	32,009	62.8	**62.8**
Central Kalahari	0	60,813	0.0	**5, then 8-10**
Central-western escarpment and inselbergs	1,679	18,427	9.1	**9.1**
Cuvelai drainage	52	14,773	0.4	**5**
Desert/dwarf shrub transition	4,895	24,957	19.6	**19.6**
Dwarf shrub savanna	1,172	65,543	1.8	**4**
Dwarf shrub/southern Kalahari transition	0	10,465	0.0	**3 to 4**
Eastern drainage	3,841	8,804	43.6	**43.6**
Etosha grass and dwarf shrubland	1,933	2,247	86.0	**86**
Highland shrubland	45	23,735	0.2	**2 to 3**
Karas dwarf shrubland	422	66,188	0.6	**4 to 5**
Karstveld	8,068	43,399	18.6	**20.6**
Mopane shrubland	3,192	6,785	47.0	**47**
North-eastern Kalahari woodlands	7,072	73,814	9.6	**9.6**
Northern desert	13,811	20,821	66.3	**66.3**
Northern Kalahari	373	66,352	0.6	**3.6**
North-western escarpment and inselbergs	2	12,978	0.0	**0**
Okavango valley	60	1,498	4.0	**7**
Omatako drainage	0	1,822	0.0	**0**
Pans	5,212	5,443	95.8	**95.8**
Riverine woodlands and islands	136	348	39.0	**44**
Southern desert	41,446	47,204	87.8	**87.8**
Southern Kalahari	0	57,761	0.0	**3 to 4**
Succulent steppe	18,271	20,225	90.3	**90.3**
Thornbush shrubland	59	42,370	0.1	**3**
Western highlands	353	70,482	0.5	**0.5**
Western Kalahari	3,357	15,977	21.0	**21**

Source: PDF-B Conservation Needs Assessment Study

ANNEX 4: PROJECT DEMONSTRATION SITE PROFILES

AI-AIS DEMONSTRATION SITE

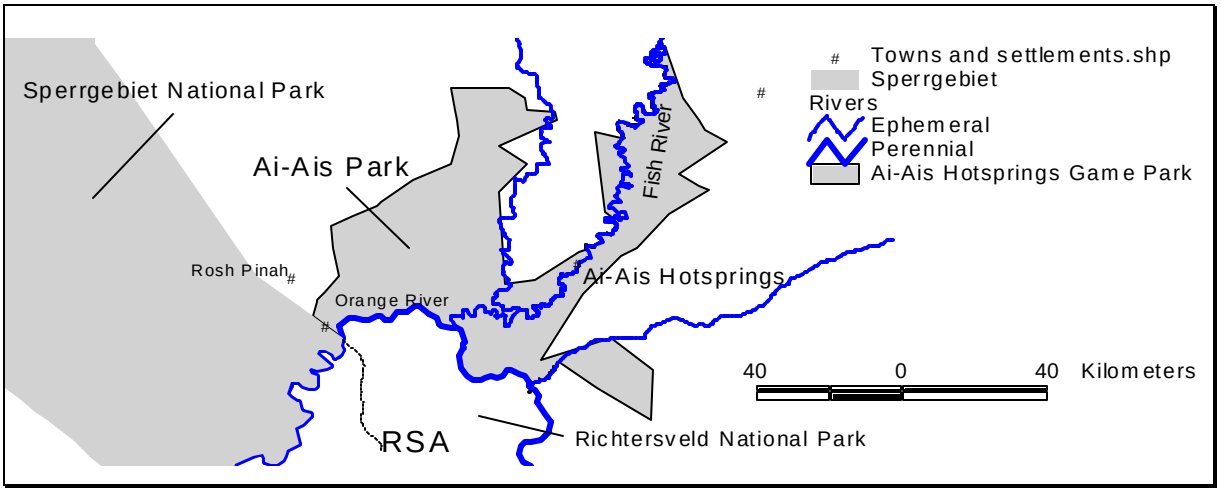


Figure 1 - Main features of Ai-Ais Demonstration Site

1. The Ai-Ais/Fish River Canyon (FRC)/Huns Mountains complex covers 3,461 km^2, and was formed through the proclamation of various areas between 1968 and 1988. It is popular with tourists, who come for both the hot springs, and the challenging 85 km canyon hike. The area has rugged and beautiful scenery and diverse flora, containing elements of both the Succulent karoo (winter rainfall) and Nama karoo (summer rainfall) biomes. Some large specimens of sweet thorn (Acacia karoo) and buffalo-thorn (Ziziphus mucronata) are among the large trees found along the Orange River which marks the park's southern boundary. It supports a rich and diverse birdlife, relatively few large mammals, 10 species of frogs, 43 species of lizards and over 25 species of snakes.

2. An agreement was signed in August 2003, between Namibia and South Africa, creating the Ai-Ais/Richtersveld Transfrontier Park (ARTP). However, despite this agreement and its mechanisms for cooperation, the transfrontier park is not yet functioning. There is currently regular, though limited interaction on the national government level. However, there is little park level cooperation and no day-to-day coordination or joint patrolling. This lack of coordination is compounded by the fact that there is no international boundary crossing within the park. As a result, Ai-Ais is not yet capitalising on its tourism potential as a transfrontier park.

3. The key stakeholders are already identified, and incorporated to a large extent, in the ARTP agreement. They include: MET, SANParks and Department of Environmental Affairs and Tourism from SA, lodge owners, tour operators, and Gondwana Cañon Park.

BABWATA-MUDUMU-MAMILI (BMM) COMPLEX DEMONSTRATION SITE

4. Located in the Caprivi, the BMM complex is important for the protection of biodiversity in Namibia and throughout the region, and as such must be supported. Its critical position, forming the link between Angola, Zambia, Zimbabwe, and Botswana means that the Caprivi is an important area for both animal habitat and animal migration. However, this location also causes a number of potential barriers, as instability and a lack of conservation infrastructure in Angola and Zimbabwe could result in ineffective conservation in bordering areas, with potential spill over effects in the Caprivi.

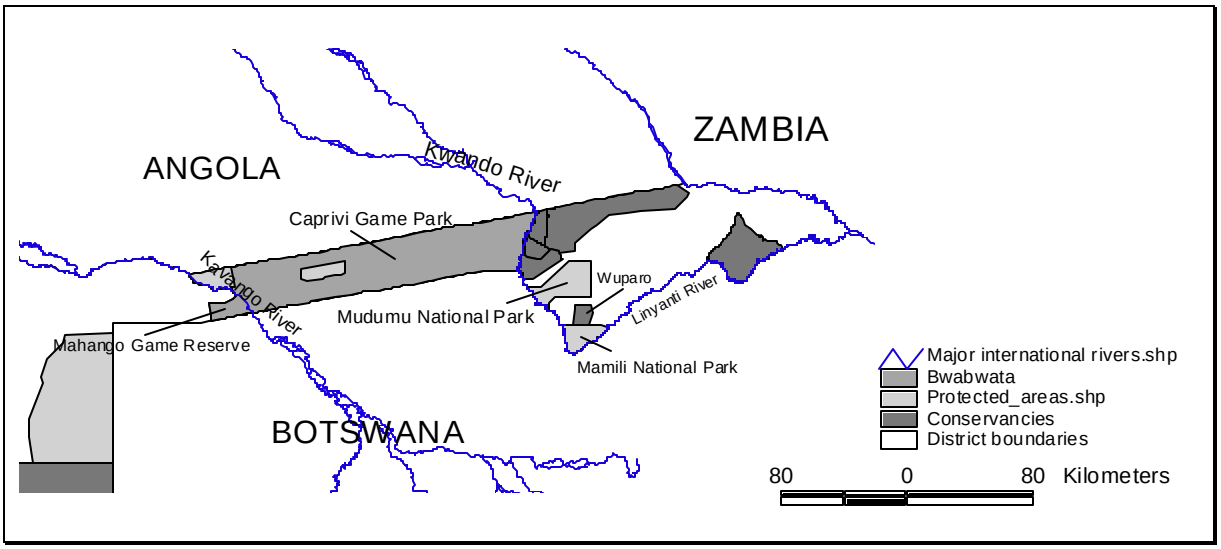


Figure 2 - Main features of BMM Complex Demonstration Site

5. GEF funding will support the realignment of the complex encompassing Bwabwata, Mudumu, and Mamili National Parks, as the current national parks are too small to provide adequate biodiversity conservation on their own. Working as a single complex the parks will be able to ensure that conservation goals are met. These goals include better MET coordination and the creation of multiple-use areas to mitigate conflict with surrounding communities.

6. The perennial Okavango, Kwando, and Linyanti Rivers flow through the complex, creating wetlands and providing habitat for a number of animal species including crocodile, hippopotami, elephants, and various birds. The important Buffalo Core Conservation Area will be one of a number of multiple-use areas within the park and will be managed as an integral part of the Bwabwata National Park. Its strategic location will serve to protect the Okavango wetland, riparian woodland, broadleaf Kalahari sand woodland and their associated biodiversity, particularly avifauna, fish species, buffalo, sable, lechwe, bushbuck, hippo and crocodile.

7. The Caprivi is one of the most densely populated areas of Namibia, hosting some of the highest poverty levels and HIV/AIDS rates in the country. One of Namibia's most marginalised populations resides within Bwabwata. In addition, there is a long standing tribal conflict in the region which complicates conservation and development efforts. All of these factors combine to exert a large amount of human pressure on the complex, which is best mitigated through an inclusive rather than exclusive conservation management policy.

8. The German Government, through the KfW, is committed to three years of support for the BMM complex, focusing on investment in infrastructure, equipment, and park management plans. SPAN will provide targeted support in tourism and partnership development with communities, conservancies, tourism operators, and with government institutions like the Namibia Defence Force and the Ministry of Agriculture, Water and Forestry. The project will also help the Government to address political and social barriers in order to operationalise the Cabinet decision to proclaim Bwabwata as a national park.

ETOSHA/SKELETON COAST PARK LINK DEMONSTRATION SITE

9. The wet/dry climate of north-western Namibia causes wildlife to migrate west to east from Skeleton Coast National Park to the Etosha Pan in Etosha National Park seasonally. Ideally, wildlife would migrate along the westerly flowing, ephemeral rivers that connect the two parks. However, because of a lack of protection and physical barriers, like fencing, this is not currently possible. At present these migration routes receive no official coordinated protection as they flow through the three government concessions and seven communal conservancies that occupy the area between the two parks. SPAN will create a more formalised linkage between the two parks to ensure the protection of the traditional animal migration patterns.

10. Etosha National Park, first established in 1907, is Namibia's first national park. It has become the country's most popular tourist attraction, well-known for its exceptional wildlife viewing opportunities. The 22,270 km^2 park is world renowned for its 4,590km^2 Etosha Pan which seasonally attracts a wide variety of animal life, including 114 mammal species, 340 bird species, 110 reptile species and 16 amphibian species. Etosha's protected status allows it to provide a secure habitat for the endangered black rhinoceros, white rhinoceros, roan, and elephant, as well as a crucial breeding ground for flamingos. The vegetation in Etosha is mainly saline desert, ringed by a dwarf savannah fringe. The grass layer is comprised of a number of different grasses and the tree layer is composed of deciduous mopane bushes (Colophospermum mopane), which change into a mixed bushveld of mainly acacias (Acacia spp.). In addition, the park has a striking forest of moringa trees (Moringa ovalifolia). The park is bordered by a number of commercial farms to the south and east. Many of the farmers are now involved in wildlife farming, as well as stock farming, and many have diversified their operations to include tourism. To the north lies the most densely populated area of Namibia. As a result, along the park's northern boundary human impact is evident as villages, livestock, and agriculture literally abut the park edge.

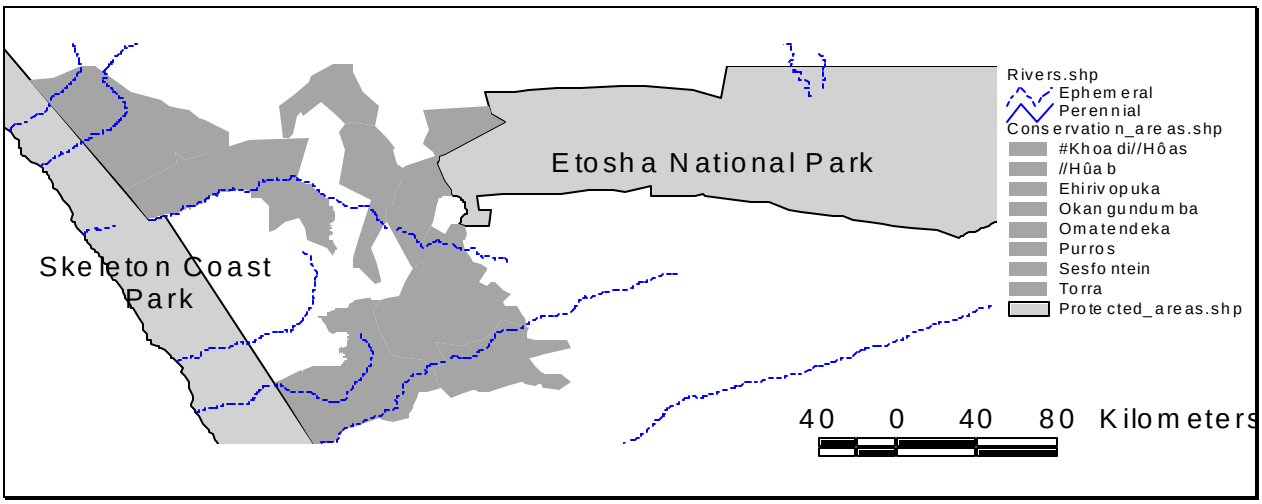


Figure 3 - Main features of Etosha/SCP Link Demonstration Site

11. Moving westward from Etosha the land is comprised of a mix of communal conservancies and three government concession areas—Hobatere, Etendeka, and Palmwag, respectively. Collectively this land comprises the proposed Skeleton Coast-Etosha linkage.

12. Skeleton Coast National Park, proclaimed in 1971, is renowned for its remoteness, natural beauty, wilderness character, and wildlife. Located along Namibia's northern coast, Skeleton Coast National Park is home to small colonies of Cape fur seals and a number of large mammals including elephant, giraffe, springbok, oryx, zebra and brown hyena. There are also 247 species of birds, including the near-endemic Damara Tern, and a wide variety of uniquely adapted reptiles and insects. Skeleton Coast's vegetation is dominated by the Northern Namib and, to a lesser extent, the Central Namib. The vegetation mostly consists of sparsely distributed shrubs of which the most common species are dollarbush (Zygophyllum stapfii), brakspekbos (Z. simplex) and ganna (Salsola spp.). The Hoarusib, Khumib, and Hoanib are westward flowing ephemeral rivers, known as linear oases, which provide key habitat, and enable much of the east-west movements of wildlife. These rivers pass through the many conservancies that lie to the east of the park, and ultimately connect Skeleton Coast with Etosha.

13. In 1997 the President laid out his Vision for the area, which included a link between Etosha and Skeleton Coast to provide a migration corridor for wildlife like rhinoceroses, elephants, and lions. The government concession areas (soon to be proclaimed national parks) and communal conservancies that lie between the two parks provide conservation-compatible land use patterns. This offers a unique opportunity for the creation of a protected, cooperatively managed, wildlife migration corridor along the westward flowing rivers. One of the key challenges to this corridor will be to minimize human-wildlife conflicts while working to protect migration

patterns. Another will be to ensure that all stakeholders participate in the formulation of the corridor and later in its management. This linkage will present a unique opportunity to expand traditional conservation areas, to ensure migration patterns, and to help maintain a healthy mammal population.

SPERRGEBIET DEMONSTRATION SITE

14. The Sperrgebiet (German for *forbidden area*) has been closed to public access for nearly a century. Sealed off to protect the security of the valuable diamond mining concessions, the Namibian Police, Ministry of Mines and Energy and NAMDEB[42] have effectively preserved the integrity of the area for over 100 years. However, in 2004, with the support of MME and NAMDEB, Cabinet approved the proclamation of 22,000 km^2 as a national park. The Sperrgebiet, the northern section of the Succulent Karoo biome, is a priority area for conservation in Namibia. The Succulent Karoo is one of Namibia's prime biodiversity hotspots and supports nearly a quarter of Namibia's plant diversity on a small fraction of the country's land surface. The Sperrgebiet alone contains over 90% of the Succulent Karoo biome. Apart from its plant riches, it supports a diverse fauna with healthy populations of antelopes and other mammals, including predators such as brown hyena as well as birds, reptiles and invertebrates. The level of endemism among plants is unrivalled in arid areas around the globe, matching that of the wetter parts of the Succulent Karoo Biome further south, and several reptiles and invertebrates are only found in this area or its immediate surroundings. In addition, large tracts of virtually untouched landscapes provide wilderness areas.

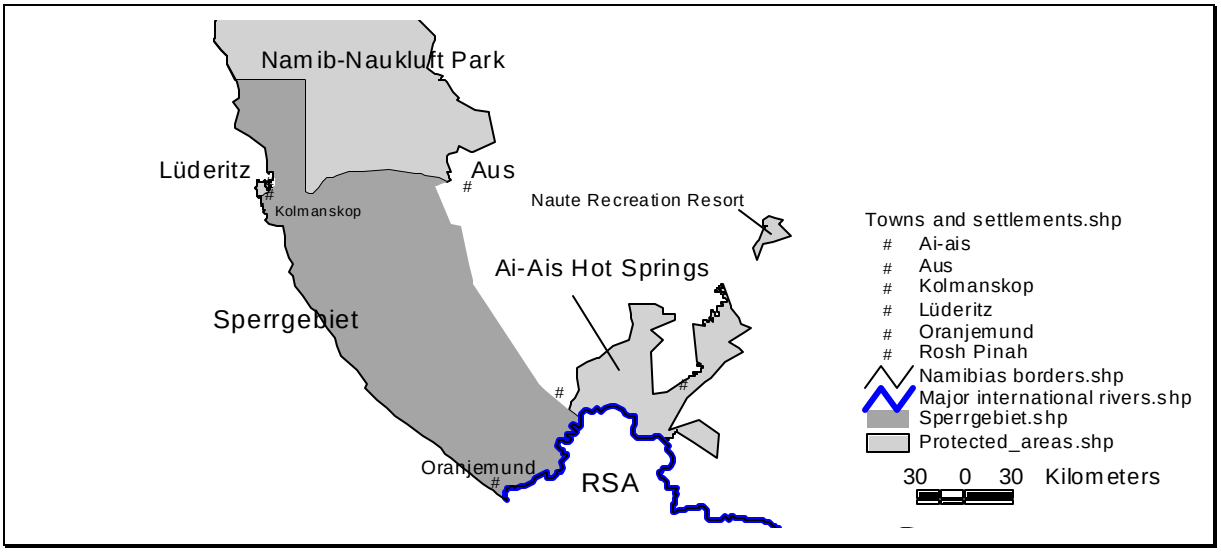


Figure 4 - Main features of Sperrgebiet Demonstration Site

15. Some parts of the area have been and are being mined and prospecting activities are presently taking place in many areas. Restoration efforts have so far been limited and the integration of mining and prospecting activities in the future national park poses a great challenge.

16. In order to operationalise the Cabinet decision, MET urgently needs to establish management capacity and presence in the area. This will include building effective collaborations with NAMDEB, other mining companies, and line ministries. In conjunction with Conservation International (a co-financier) and the Namibia Nature Foundation, MET is determined to accelerate the proclamation process while demonstrating a highly participatory management system for this new protected area.

17. The key stakeholders include: MET, MME, NAMDEB, Namibian Police, tour operators already in the region as well as national operators, inhabitants of Lüderitz, farm owners between Sperrgebiet and Ai-Ais, Ministry of Works, Transport and Communications, Conservation International, NNF.

[42] NAMDEB is 50% owned by the government, and 50% by De Beers, and has exclusive prospecting rights for diamonds in the Sperrgebiet.

Table 1- Summary Information for Ai-Ais

Site / Unique demonstration element	Important threats	Key barriers	Strategy
Ai-Ais Effective functioning of a transfrontier park management plan through capacity building, infrastructure consolidation and transfrontier partnership building.	• *Illegal harvesting* – borders Sperrgebiet biodiversity hotspot, with high levels of valuable plant diversity. • *Habitat alteration* – the northern bank of the Orange River experiences a high level of vegetation degradation from illegal grazing of goats. • *Poaching* – particularly fishing in Orange River.	• *Insufficient capacity* – Human resources are insufficient to effectively manage either Ai-Ais or contribute to ARTF. There is currently 1 Warden and 1 Ranger for the whole of Ai-Ais – and they have insufficient resources with which to patrol. • *Inadequate enabling policy framework* – MET / park staff have no mandate to control illegal fishing on the Orange River, or illegal grazing on northern bank of the river. • *Insufficient PA financing* – insufficient investment to-date, to ensure the effective functioning of the ARTP, means the MET is maximising neither biodiversity benefits (from cooperation on monitoring/patrolling) nor tourism revenue from this site. • *Insufficient park infrastructure* – Much of the park is naturally inaccessible, but it is currently impossible for tourists to cross the Orange River from Namibia to South Africa. The lack of staff accommodation in Ai-Ais is also having a serious impact on attempts to properly staff the PA. • *Insufficient M&E* – There is a vast portion of Ai-Ais which has yet to be studied, resulting in an enormous knowledge gap, particularly in the Succulent Karoo areas of the PA.	1) creation of institutional framework for transfrontier park management; 2) trial devolution of decision making authorities and financial management functions to the PA management level; [43] 3) capacity building for joint law-enforcement and biodiversity monitoring operation with South African National Parks (SANParks); 4) biodiversity inventory to fill the current knowledge gaps and establishment of a monitoring system; 5) rehabilitation of old mining sites;[44] 6) targeted infrastructure consolidation including a transfrontier gate, staff accommodation and an interpretation centre.

[43] A thorough devolution plan will be completed at the onset of the project. This will determine the levels of authorities and accountability of the PA management unit of each demonstration site, reporting mechanism and exact financial management procedures.
[44] This will be financed by non-GEF resources.

Table 2 - Summary Information for BMM Complex

Site / Unique demonstration element	Important threats	Key barriers	Strategy
Bwabwata Development of collaborative management systems for enhanced conservation and for increasing a share of benefits available to park residents and neighbours	• *Poaching* – largest and most marginalised human population living within any PA in Namibia, coupled with abundant populations of game result in high levels of pressure from poaching. • *Uncontrolled bush burning* – large neighbouring human populations increases risk of accidental bush fires; fire also sometimes used as a strategy to assist with poaching. • *Fragmentation/small size* - international borders restrict movement of wildlife in the Caprivi/Kavango area to a narrow corridor. The quality of conservation efforts in neighbouring countries will impact on Namibia.	• *Inadequate enabling policy framework* – as yet, no integrated plan for the management of such a geographically and politically complex area as the Caprivi/Kavango. • *Inadequate human and institutional capacity* – under-resourced staff cannot facilitate necessary community liaison to maintain good relations across the park, compounded by inadequate policy mandate in this respect. Staff capacity also strongly affected by high HIV/AIDS prevalence. • *Lack of integration with landscape management* – capacity issues are compounded by the lack of a clear policy, the result being minimal coordination with local stakeholders to ensure the widest possible range of benefits are distributed.	1) establishment of a local level consultative forum for integrated PA-conservancy management including joint biodiversity monitoring mechanism; 2) establishment of collaborative management systems including partner identification, study of user group characteristics, clarification of rights and accountabilities, and capacity building for the MET and partners; 3) establishment of benefit sharing mechanism for PA residents and neighbours; 4) testing of the devolution of wildlife management to communities; 5) increased awareness and mitigation activities for HIV/AIDS using the PA consultation forums as a vehicle; 6) support for the proclamation of the Bwabwata National Park through stakeholder consultations and field survey work.

Table 3 – Summary Information for Etosha/Skeleton Coast

Site / Unique demonstration element	Important threats	Key barriers	Strategy
Etosha / Skeleton Coast Partial realignment of PAs to restore traditional wildlife migration routes through partnerships, innovative human wildlife conflict management and innovative tourism development.	• *Negative tourism impacts* – Etosha: as the most frequently visited PA, tourism impact is high. • SCP: the very delicate ecosystem can be easily and permanently damaged if tourism activity is not tightly controlled. • *Poaching* – relatively high human populations to the north of Etosha result in pressure to poach game. • *Burning* – accidental fires often originating from human populations to the north of Etosha. • *Lack of control over prospecting* – SCP has many areas where prospecting licenses have been granted, but little support is received from MME to ensure adherence to regulations.	• *Incomplete coverage of PA network* – the area between Etosha and SCP includes an area important for the protection of endangered rhinos, as well the currently unrepresented Namib Escarpment biodiversity hotspot. • *Inadequate policy framework* – no integrated plan exists to allow the restoration of the traditional migration routes. • *Inadequate capacity* – SCP is currently hugely under-resourced in both human and financial terms. Etosha, while receiving high levels of input funding/staff, does not perform well in terms of producing high outputs. • *Insufficient park infrastructure* – this relates to infrastructure across the entire proposed corridor – the area has never been managed as a contiguous unit, and as such has insufficient infrastructure to cope with either management or future tourism needs. • *Insufficient M&E* – existing research is not effectively linked up to management. Good cooperation between the different stakeholders will be required in order for the proposed routes to be adequately monitored and researched.	1) integrated park management plan and business plan development for the new expanded PAs; 2) marketing of the Etosha/Skeleton Coast Link and PA branding of the Link; 3) development and testing of human-wildlife conflict mitigation measures; 4) effective deployment of ex-combatants; 5) development/consolidation of visitor information; 6) demonstration of appropriate technology in staff accommodation; 7) targeted infrastructure development. USAID co-financing will support investigation into the human-wildlife conflict situation in the adjacent conservancies and communities.

Table 4 – Summary Information for Sperrgebiet

Site / Unique demonstration element	Important threats	Key barriers	Strategy
Sperrgebiet Creation and effective management of a PA in critical ecosystems through a truly multi-sectoral management system involving mining companies, the MME, regional council and NGOs to accelerate conservation of a global biodiversity hot-spot in a mining zone.	• *Alien species* – this is a critical ecosystem. • *Uncontrolled mining* – while Sperrgebiet will incorporate multiple use areas, poorly controlled mining / prospecting, and poor rehabilitation will threaten the stability of the ecosystem. • *Negative tourism impact* – once the process of gazetting the park is complete, and the PA is open to tourism, the threat from tourism will increase.	• *Incomplete coverage of PA network* – this is being addressed by Cabinet decision to proclaim this PA, but prior to this, the succulent karoo was almost totally unrepresented. • *Inadequate capacity* – this was identified as a threat even though the PA is not yet gazetted: this must be closely monitored to ensure adequate capacity exists for management needs. • *Lack of integration of PAs with landscape management* – this area was previously not managed as a PA. Consequently, there was no attempt to integrate with wider landscape management issues. • *Insufficient park infrastructure* – although requiring extremely low intensity management, it will be important that Sperrgebiet has sufficient infrastructure to allow core management functions to take place. • *Insufficient M&E* – although much data has been collected by mining prospectors over many years, it will need to be made available to MET.	1) establishment of multisectoral management body for PA management; 2) trial devolution of decision making authorities and financial management functions to the PA management level; 3) development of management plan and business/tourism development plan and regulations; 4) establishment of a sustainable funding mechanism for the Sperrgebiet; 5) targeted infrastructure consolidation; 6) biodiversity inventory and monitoring support; 7) establishment of a link between the Sperrgebiet and Ai-Ais to improve bio-geographic representation.

ANNEX 5: STAKEHOLDER INVOLVEMENT PLAN

Summary

1. The key stakeholders in Namibia's protected areas and the linked biodiversity-related land management programmes were identified, and their mandates and roles were analysed. Table 1 assesses the stakeholders at national level in terms of their *influence* (power over outcomes) and *impact* effects (how affected they will be by the project outcomes).

Table 1 - How different stakeholders can affect, and are affected by the project[45]

	Low influence	**High influence**
High impact	• Namibia Tourism Board • Private Sector operators (wildlife, tourism, transport and related services) • Conservancies away from PAN but in important biodiversity areas • National NGOs • Namibia Professional Hunters Association. • FENATA & its component institutions • National Monuments Council	• Regional Government (Governors, Councillors) • Ministry of Finance • Ministry of Fisheries & Marine Resources • Ministry of Mines & Energy • Neighbouring Communities (communal & freehold) • Traditional Authorities • Neighbouring Conservancies (communal & freehold) • Neighbouring Private Nature Reserves/Parks • Namibia Wildlife Resorts (NWR) • Private investors in and adjacent to parks • Neighbouring countries with transboundary agreements (Ai-Ais/Richtersveld; SCP/Iona)
Low impact	• International NGOs	• Ministry of Lands and Resettlement • Ministry of Agriculture, Water & Forestry • National Planning Commission • Media • Donors

2. As part of the PDF-B activities, a workshop was held to design the participation plan. Stakeholders represented seven key ministries and government agencies (MET, MAWF, MME, MRLGHRD, MFMR, NPC and NMC), seven private sector components (including the tourism umbrella body, private nature reserves, the freehold and communal conservancy associations, farming, mining and environmental consulting and EIA interests), tertiary training and education, six national NGOs, one regional and one international NGO and three donors. Participants assessed the potential role of different stakeholders at both the national and local levels.

3. A Project Advisory Committee (PAC) will also be established in order to ensure wider stakeholder input in project activities at the national level. The PAC will be chaired by the PS and could include representatives from line ministries such as the Ministry of Mines and Energy, the Ministry of Lands and Resettlement and the Ministry of Finance, the Namibia Wildlife Resort (NWR), tourism organizations and NGOs.

4. The following sections outline the participation plan for the project against the Outcomes and subcomponents.

Outcome 1: Improved systemic capacity provides the enabling framework for enhancing PA management effectiveness

Parks and Wildlife Management Act and associated new regulations:

5. This process has already started, with a number of participatory workshops. During the next stages, the

[45] For example, "*high influence, low impact*" – these stakeholders will have a large degree of influence on the progress/success of the project, but will not be largely affected by its outcomes.

draft Bill will be posted on the MET website and all stakeholders notified, including via the media. Printed copies will be made available through all MET regional offices for people not linked to the internet. A public workshop will be held, with at least two weeks notice (and at least two weeks after the draft Bill becomes available) to review and debate the details of the Bill. The Bill will be revised as necessary and again posted on the website. A period of one month will be allowed for any further written submissions, after which the Bill will be finalised and entered into the legal process.

6. After promulgation, a layman's version of the Act will be prepared, and this document will also serve as a training tool, for MET staff, customs officials, police, magistrates and relevant stakeholders. A number of training sessions will be organised for different target audiences.

Park Management Plans:

7. The planning approach will start with a "big picture" workshop, to look at the opportunities (vision) for conservation planning and economic development in the broader area of each of the focal parks, and then narrowing down to the park and what it and the MET could do to help realize the vision. A broad range of local to national stakeholders will contribute to this first workshop. The team developing each Park Management Plan would then proceed to use the big picture vision for the development of the plan. Once the plan is completed, it will be subjected to another workshop, in which the details are reviewed and debated. Once finalized, the plan will be placed on the MET website for public access.

Sustainable PA financing mechanism:

8. An advisory body will be established for economic issues, to work closely with the Permanent Secretary in the MET. This body will consist of the head of the economics unit in the DEA, a representative from each of the tourism industry, the Ministry of Finance, the NPC and one other private sector institution such as the Institute for Public Policy Research, plus any other person(s) invited for specific inputs. The mandate of this advisory body will be to look at ways of making the PAs more sustainable and efficient, including through private-public partnerships, outsourcing, pricing, and ways of effectively tracking income and expenditure (performance) at park macro level.

Strategic PA network plan:

9. Workshops will be held at two levels. First, a national workshop will be held to discuss and review principles and approaches to enhancing the PA network plan, as well as to set priorities. At the second level, workshops will be organised by the PCC at the local level to explore ways of operationalising the principles established at the national workshop. Within each area priorities will be set and an action plan will be drawn up which will be reviewed and endorsed by the MET. The PCC, in close collaboration with the PA and regional project staff, will ensure implementation of the action plan. Annually, the national level PMG will invite PCC representatives from all areas to report on progress, and discuss a work plan for each area for the following year. These work plans will come with the endorsement of the respective PCCs.

Systematic biodiversity monitoring mechanism:

10. Core monitoring and law-enforcement are the responsibilities of park rangers and wardens within parks and community game guards/resource monitors/environmental shepherds in adjacent conservancies. There is considerable potential for these neighbouring people to get together to make their work more effective and meaningful (see below). A monitoring "Event Book" system has long been established, in a fully interactive manner, with MET staff, with communities and with private nature reserves. This system is being implemented in parks in the NE of Namibia, in communal and freehold conservancies and in private nature reserves. It has also been successfully exported to Botswana, Mozambique and Zambia, in both protected and communal areas. It is logical that this system be expanded and personalised to all PAs in Namibia. This should be done through partnership with the ICEMA project.

11. Monitoring (and law-enforcement) is usually more effective and insightful if it is done over larger landscapes than just the park in isolation, as movement and distribution patterns of wildlife become clearer. Monitoring systems will be closely coordinated between parks and relevant neighbours, such as private nature

reserves and conservancies, to harmonise methods, timing, sharing of information and drawing upon logistic, technical and manpower resources to mutual benefit.

12. For more detailed research and baseline studies, each PA will establish a list of priority projects that need to be undertaken. These priority lists will reflect the requirements of the park within its broader setting, including its neighbours, and could include socio-economic as well as ecological and biodiversity issues. Where in-house capacity does not exist, these projects, together with the support that the MET can provide (e.g. accommodation, office space, transport, etc.), will be advertised on a website as well as via direct communications with academic/training institutions worldwide. "Interest" research will not be discouraged, but where facilities are offered as incentives, these will be made available preferentially to priority research projects. Overseas institutions supplying foreign students, particularly at doctoral level, will be strongly encouraged to engage Namibian counterpart students (e.g. from UNAM), and to make sure that the counterpart students receive good supervision and research experience.

Knowledge management system:

13. An open and free approach to information will be adopted, where all non-confidential information will be placed in the public domain. This will be done via the MET website and by means of newsletters. In addition, the MET will reinstate its annual research meeting, where progress on monitoring and research will be presented to all relevant stakeholders, with carefully designed interactive sessions to optimise debate and discussion. Participation of communities and other stakeholders in various forms of knowledge management mechanisms will be strongly emphasized.

Outcome 2: Institutional capacities for PA management are strengthened, resulting in more effective use of financial and human resources

Structural reorganisation:

14. The greatest deficits in capacity in developing countries are those of management and leadership. This holds true for Namibia, in all sectors, but is particularly severe in government, where salaries cannot compete with the private sector. As a result, special focus will be placed on training in managerial skills, leadership and confidence building. Emphasis will thus also be placed on training to help people acquire the skills and confidence needed to lead multi-sectoral and multi-disciplinary meetings, surveys, committees and participatory processes.

Devolution of decision making and financial management system:

15. Piloting devolution from the MET HQ to the officers in charge of individual PAs, coupled with decentralised management system of day-to-day activities the project steering mechanism in the form of the PCCs, will significantly increase the opportunities and effectiveness of local level participation.

Individual and park-level performance M&E:

16. Performance by parks is not a strictly internal affair. Parks are part of larger landscapes, with which they interact on a continuous basis. Thus, as part of the performance of parks and their associated staff, the views and opinions of key stakeholders will have to be obtained and evaluated on a continuous basis. These stakeholders will include tourists, tourist operators, concessionaires, visiting scientists, park neighbours (communal and freehold, private nature reserves, conservancies, etc.) and the PCCs. Appropriate monitoring approaches will be designed to capture this information.

17. Where individual employees interact with the public, either with tourists or park neighbours, an assessment mechanism will be developed to determine and track the quality of the service being provided. Feedback will be given to staff to assist them to become more service oriented.

Training and incentive mechanisms:

18. Refer to points made above regarding training in management, leadership and collaborative/partnership approaches, as well as to public assessment mechanisms for service quality.

PA economics and business planning capacity:

19. Refer to points made above regarding financing advisory body, and park research and monitoring that should include also relevant social and economic issues.

Partnership building capacity:

20. Three mechanisms will be explored to help facilitate partnership and mobilise capacity and resources to support park management and development. The first is the PCCs that meet quarterly.

21. The second mechanism that will be explored is to establish a "Friends of Park (FoP)" organisation with stakeholder participation. Such an organisation will aim to generate awareness about the importance and attraction of the PAs and cultivate material support of individuals and organisations both in Namibia and worldwide. Possibility of creating a park-level branch of the FoP will also be explored. These local-level friends would assist the park staff is various ways, from raising funds to assisting with transport, infrastructure maintenance and development, anti-poaching patrols, census and game count work, training, etc. In return, certain privileges are provided to the "Friends" – free park entry, free camping in a designated camping site in the park and away from the general tourism facilities, and annual car stickers proclaiming the "Friend..." status (if for example, three or more contributions are made to park management/development per past year), etc.

22. The third mechanism is that of "farmers' days." This mechanism was in place within some of the parks in the past, but has been allowed to die out. Each park will invite its neighbouring farmers (communal and freehold, as relevant), to visit the park. Generally, two "farmers' days" will be held per park per year. The day will consist of four components: (i) a briefing on the park and any other guest lecture appropriate for the area, (ii) discussion on how the park and farmers can work better together – problems and opportunities, (iii) a field visit to parts of the park (generally those parts away from tourist routes, and (iv) a social evening (braai, etc.) to build relationships.

HIV/AIDS succession planning capacity:

23. There are a number of national HIV/AIDS programmes in place and working effectively, run through the Ministry of Health and Social Services. These are supported by the UN system and a large number of national and international NGOs, as well as by many donors. The emphasis within this Protected Areas project will be to link effectively into the already established programmes, and to use the MET hierarchy and wide geographic distribution to cascade information, training and support across the MET to reach all levels. To this end, the MET will appoint an HIV/AIDS coordinator to ensure that the necessary linkages are achieved, the relevant information is made available, and that condoms are distributed to all offices and that these offices have stock at all times. The coordinator will also explore access to relevant drugs for staff and their families that are HIV positive.

24. All staff training, capacity-building and succession planning will be done bearing in mind the increased turn-over of staff caused by AIDS.

Outcome 3: PA management know-how is expanded and reinforced through innovative field management demonstrations

25. For the following 4 demonstration sites, the participation mechanisms outlined above will apply. As stated earlier, PA level day-to-day activities will be monitored by respective Park Consultative Committees (PCC). Some parks will also start to build a "Friends of XX Park" group to support the practical day-to-day activities and developments in the park, and will host "Farmers' days," inviting different neighbours (conservancies, farmers' associations, etc.) in rotation.

26. Where possible, monitoring and law enforcement will be done in partnership with neighbours (where conservancies and private nature reserves occur on park boundaries), and tourist and neighbour views and impressions of the services provided by park staff will be used to improve these services. In addition to these national approaches, the following specific actions apply to each of the target areas:

Field Demonstration Site 1: Ai-Ais

27. A mechanism will be developed to bring together stakeholders from both Namibia and South Africa (Richtersveld National Park) to look at ways of optimising all aspects of the transboundary nature of this protected area complex – including biodiversity and landscape enhancement, economic development, social opportunities and ways of making the management and access as streamlined as possible. To this end, South Africa will be invited to establish a similar Park Consultative Committee for south of the Orange River, and the two fora will come together and work as one unit. The freehold farmers between the Huns Mountains and the Fish River Canyon will be engaged in park-neighbour consultations (through the PCC) to look at co-management approaches, as will the Gondwana Canon Park east of the Fish River Canyon.

Field Demonstration Site 2: Bwabwata-Mudumu-Mamili (BMM) Complex

28. This park complex stretches across a number of different language and cultural groups of people; it is thus socially complex. Two different approaches could be considered: (a) one PCC is created, with strong focus on including representatives of different traditional and regional authorities, conservancies, private sector investors and local NGOs. In this scenario, particular care will need to be taken to get an acceptable balance of stakeholders to make the forum work effectively and, because of the tension in the area, this approach may be less productive than the next option; (b) two PCCs are established, one in the west and one in the east. Logistically this may also be best, because of the unusual shape of the complex. MET support the second approach, and these options will be explored under support provided by a KfW funded project to the BMM complex.

29. The communal conservancies bordering and near to the BMM complex, and private investors within and near to the complex, will be engaged in park-neighbour consultations (through the PCC and other fora) to look at co-management approaches, with priority on broader landscape planning, monitoring, anti-poaching and particularly, on floodplain and high value mammal management and use.

Field Demonstration Site 3: Etosha / Skeleton Coast Link

30. The major challenges in this area are to (a) recreate the open network and linkage between Etosha and the Skeleton Coast Park, and (b) to re-open up opportunities for migration routes for wildlife (e.g. wildebeest and zebra) north of the Etosha Pan. Both these challenges require extensive use of partnership-building approaches. The PCC will be particularly involved in assisting to broker partnership arrangements, together with conservancies, traditional and regional authorities, local NGOs and private sector investors. This will be a long-term ongoing process. The MET will appoint, through the project, a social ecologist to coordinate this process full-time.

Field Demonstration Site 4: The Sperrgebiet

31. A multi-sectoral advisory body will be established for this planned PA, with prominent representation by the mining sector, possibly both from the MME and the diamond mining company NAMDEB. In addition, because of the specialist nature of the Succulent Karoo, other interests such as the State Herbarium and relevant NGOs will be invited to participate in the Forum. Close links between this park, the Ai-Ais Park, and the Namib-Naukluft Park will be established and maintained, and minutes of all individual park meetings will be shared between these three parks to ensure close collaboration. The freehold farmers to the east of the Sperrgebiet will be engaged in park-neighbour consultations to look at co-management approaches, with priority placed on large land holdings and land under compatible uses.

Key Stakeholder Matrix

Including their mandates and roles in SPAN.

Table 2 – Stakeholder involvement matrix

Key Stakeholder	Mandate and current role in Protected Area management	Interest in the Project	Potential conflict, and mitigation
Directorate of Parks & Wildlife Management (MET)	• Responsible for managing protected areas • Responsible for regulating management and use of wildlife and biodiversity nationally, including in communal and freehold areas • Law enforcement role	• Lead agent in project • Completion of new Parks & Wildlife Act • Development of Park Management Plans • Developments within Parks, including infrastructure, equipment, etc. • Staff restructuring and devolved authority to do the job • Increased revenue from Parks which return to, and benefit, the PA system • Development of Park-Neighbour partnerships • Expansion of the PA system to cover under-represented and important vegetation types and components of biodiversity • Better working environment, including improved dedication, discipline, better selection of more capable staff members, etc.	• Both the regulatory and management authority • Currently has centralized "command and control" tendencies • Insufficient management and leadership capacity • No devolution of authority and responsibility within organisation • Financial independence of organization severely curtailed by zero financial returns from tourism facilities MITIGATION • Co-management, partnership, outsourcing and capacity building of staff, including recruitment of experienced leaders • De-regulation dramatically and replace with incentives approach in new Park & Wildlife Act • Devolve authority and responsibility to appropriate levels • Privatize NWR, and establish concessions within and across borders of PAs
Directorate of Scientific Services (MET)	• Monitoring (e.g. aerial surveys), scientific information management and research • Permits • Game capture and translocation • Facilitation of sustainable resource utilization • Management of trophies and key species	• More effective collaboration and harmonization with DPWM • Clarification of roles • Better working structure, including the appointment of skilled and dedicated staff for the right positions, identification of DSS priorities e.g. research etc.	• Roles not clear re setting quotas, leading monitoring in parks and communal lands (conservancies, etc) • Currently no cost-effective services provided • Not enough research capacity MITIGATION • Clarify roles and means of harmonization • Outsource one-off research and game capture • Focus staff time on monitoring, data continuity and info management • Invest in capacity building of young scientists

Key Stakeholder	Mandate and current role in Protected Area management	Interest in the Project	Potential conflict, and mitigation
Directorate of Tourism (MET)	• Policy and legal framework for tourism for country, including the PA system • Compilation of Tourism information	• Potentially a partner in supporting the total restructuring of NWR • More effective collaboration and harmonization with DPWM & DSS • Coordination of community-based tourism joint-venture facilities adjacent to parks, with concessions into parks • Review tourism policy	• The extreme limitations of this organisation's current capacity and leadership make it a weak player. Also, with establishment of NWR and NTB, has limited role to play MITIGATION • Capacity-building and training, including recruitment of experienced leaders • Promote co-management, collaboration, partnership and outsourcing
Directorate of Environmental Affairs (MET)	• Promoting sustainable development, environmental health, integrated natural resource management, harmonizing "environment & development" • Environmental protection and planning	• Promoting park-neighbour collaboration • Optimising biodiversity conservation, both within and outside protected areas • Optimizing economic returns and incentive-based approaches to conservation, management and use of indigenous biodiversity • Ensure that all developments in PAs are subject to effective EIAs – e.g. mining, but also including park developments such as infrastructure, new tourism facilities, etc. • Improvement in environmental awareness	• Roles and areas of responsibility re CBNRM, conservancies and park-neighbour collaboration • Developments in parks subject to EIAs MITIGATION • Joint and early planning • Provision of good environmental information
Directorate of Administration and Support Services (MET)	• Staff and general administration and financial management • Maintenance of vehicles, equipment and boreholes in PAs	• Seeing an improved mechanism for all aspects which currently fall under this Directorate	• Ineffectual services – slow and highly inefficient, for two main reasons (a) centralized structure, and (b) poor staff capacity MITIGATION • Devolve functions to Parks • Capacity-building and training of staff, including recruitment of people with experience and leadership in management • Streamline staff recruitment • Ensure that people are employed and promoted based on qualifications, experience, ability and commitment to the mandate and objectives of the organisation

Key Stakeholder	Mandate and current role in Protected Area management	Interest in the Project	Potential conflict, and mitigation
Ministry of Agriculture, Water & Forestry	Department of Agriculture: • Promote integrated rural development and agricultural growth, improve food security at household and national levels, create jobs, combat land degradation and enhance productivity, promote complementary on- and off-farm livelihoods and maximize value added within country Department of Water Affairs: • Achieve efficient supply and allocation of water, equitable access to water resources and sanitation and to ensure the sustainable use of water and associated resources • Water basin management	• Compatible and harmonious park-neighbour relations • Diversification of farmers' livelihoods in conservancies and areas adjacent to PAs • Sustainable management of river basins, both perennial (e.g. Okavango, Kwandu) and ephemeral (e.g. Kuiseb and those crossing the Skeleton Coast park)	Minor
Ministry of Lands and Resettlement	• Promote the equitable distribution and wise management of land, through planning, administration and the implementation of sustainable management practices, to enhance livelihoods and economic empowerment	• Land use endorsement • Incentives to secure land for indigenous biodiversity	• Ministry places strong emphasis on agriculture and is not well informed of role of PAs and economic potential of indigenous biodiversity within and outside PAs MITIGATION • Closer working relationship between MET and MLR • Clear information on economic potentials of PAs and indigenous biodiversity, with emphasis on returns per ha, jobs created, environmental impacts, etc.

Key Stakeholder	Mandate and current role in Protected Area management	Interest in the Project	Potential conflict, and mitigation
Ministry of Regional, Local Government & Housing and Rural Development	• Facilitate the establishment of an effective Regional & Local government system, which brings government closer to the people, and is capable of delivering services to the satisfaction of all communities • Decentralisation seeks to devolve, in a phased manner, agreed responsibilities, functions and resource capacities to the regional and local levels, within the framework of a unitary state	• Devolution of rights and responsibilities to appropriate lowest levels in conservancies – and then the partnerships between PAs and those conservancies – as mechanisms for effective incentive-based local governance • Involvement in regional planning and developments to ensure benefits for people	Minor
Ministry of Mines & Energy	• Promote exploration and exploitation of mineral resources in Namibia, in environmentally and socially optimal ways	• Strategic minerals known to occur in a number of PAs or, in future years, may be discovered in these areas. • Their exploration and exploitation must be carried out in ways that have minimum impact and maximum rehabilitation • Potential for geological PAs and zonations • Development of Geological tourism	• Conflict over standards and enforcement of prospecting and mining • Lack of clarity on what is long-term economical re benefits of mining certain minerals versus pristine park (trade-offs) MITIGATION • Efficient sharing of information (e.g. prospecting licenses and conditions), clear standards and joint enforcement • Good economic assessments as part of EIA on opportunity costs and best options.
Namibia Wildlife Resorts	• Run existing resorts and camp sites in PAs	• Having efficient and well managed parks for guests to enjoy • Having good working relations and effective systems for collaboration and partnership with park management	• The accommodation and guest hospitality services are the public faces of the parks. If the facilities are sub-standard and unreliable, it would give the parks a bad image • Resorts staff not adhering to park rules and procedures • Resorts personnel accommodation uncontrolled in some parks MITIGATION • Implement measures to improve NWR's efficiency including possibilities of privatization of different camps and components (shops, restaurants, accommodation facilities, etc) as part of a joint-venture-BEE programme • Introduce a "bed-night levy" on NWR at about 7% of overnight fees per tourist bed sold • Develop new staff accommodation outside the parks, allocate to employees and clear out existing informal structure • Apply park rules on all personnel working in parks

Key Stakeholder	Mandate and current role in Protected Area management	Interest in the Project	Potential conflict, and mitigation
Namibia Tourism Board	• Standards for tourism facilities and services • Tourism marketing	• Getting good standards of tourism facilities and services in PAs • Using the PAs as key promotional material for marketing Namibia	Minimal
Regional Land Boards	• Allocating land in communal areas	• Allocation of land to conservancies to promote optimal and diversified benefits to communities adjacent to PAs as well as sustainable practices • Allocation of land adjacent to PAs for lodges to create jobs	• Possible introduction of taxes and levies for conservancies and tourism ventures, which would distort the competitive nature of land-use options • Excessive promotion of agriculture, not having adequate information on value of PAs and indigenous biodiversity MITIGATION • Provide clear information on economic issues re level playing field – levies/taxes should be across the board – same for all land uses • Training and capacity-building of Land Boards on economic and alternative land-uses
Regional Authorities (Councils)	• Regional government over certain decentralized issues, and coordination role • Regional development plans and their implementation	• To help promote regional coordination and development, create jobs and improve livelihoods	• May wish to have greater role in PAs and be kept better informed, particularly wrt park-neighbour issues MITIGATION • Closer working relationship between MET and Regional Authorities – ensure that local councilor is on Park Advisory/Consultative Committee
Traditional Authorities	• Currently still plays an important role in land and natural resource allocation • Overview, representation and control of many community activities • Contribution of local knowledge	• Have levels of influence, and thus are important partners to keep informed, discuss new developments, etc – particularly wrt park-neighbour arrangements	• May wish to have greater role in PAs and be kept better informed, particularly wrt park-neighbour issues MITIGATION • Closer working relationship between MET and Traditional Authorities – ensure that local councilor is on Park Advisory/Consultative Committee

Key Stakeholder	Mandate and current role in Protected Area management	Interest in the Project	Potential conflict, and mitigation
Private Sector investors in private nature reserves, wildlife & tourism	• Profit-based business enterprises. Spin-offs include jobs, wealth, empowerment and development. Without investment and **profit**, there will be no development	• Opportunity for business ventures, which include: o Tourism accommodation facilities o Tourism services o Related services o Trophy and sport hunting o Private nature reserves o etc	• Short-term profit versus sustainable profit • Profit at expense of biodiversity • Sharing of profit with PAs through "rental" system • Insufficient understanding by park staff including at senior levels, of the role of tourism and private sector investment in parks, and the opportunities for partnership, co-management, etc. MITIGATION • Management of private enterprises within and adjacent to PAs • Clear guidelines, "good practices" and legal agreements • Incentives that promote triple bottom line • "Rental" charge as a levy based on volume of business, e.g. for tourism accommodation facilities, a "bed-night levy" per PAC of between 5-8 % going to the Park • Training and capacity-building of senior Parks staff on role of private sector • Partnership, where PAs harness the efficiency of private sector in specific aspects to serve park objectives
Conservancies (communal & freehold)	• Institution for group management of what was previously open access, common property resources – e.g. wildlife, but also applies to forests, water and wetlands, aquatic resources (e.g. fish, reeds) and rangelands	• Optimise value of parks as net exporters of natural resources • Capture value of parks to neighbouring land for tourism and hunting • See well-managed parks as core wildlife areas and conservancies as "support zones" for wildlife use	• Conservancies and parks could compete for tourism and trophy hunting • Parks and conservancies operate totally separately • Parks do not adequately value neighbouring compatible land-uses, larger open systems, contributions made by conservancies to biodiversity conservation and potential partnerships for law-enforcement, monitoring and other forms of management MITIGATION • Explore joint management/monitoring mechanisms • For small parks in communal areas (e.g. Mamili, Mudumu, Golden Triangle along Kwandu) reconfirm the agreement that no tourism infrastructure will be built inside the parks. Rather, neighbouring conservancies will be supported to capture this economic opportunity. • For larger parks, neighbouring conservancies will be given the opportunity to apply for exclusive concession into parks, where they have a lodge or campsite just outside the PA • The role of parks, as particular land-uses within a national mosaic, needs to be reinforced. Parks are an

Key Stakeholder	Mandate and current role in Protected Area management	Interest in the Project	Potential conflict, and mitigation
			integral part of Namibia's economy, and this integration needs to start from within the park and across its borders. Parks hold the potential, through the incentives inherent in their potential value, to lever huge changes both immediately adjacent to their borders, but also within their districts and regions. This potential needs to be exploited. The first step is a fundamental mind change and paradigm shift in how park staff at all levels views the parks. Parks belong to the people of Namibia and MET is designated to administer and manage the parks.
Farmers – communal and freehold	• Agricultural and diversified land uses to market produce, to support families and to manage the land in sustainable fashion	• Derive opportunities from the presence of well-managed and outward-looking PAs in their area • Assess any incentives provided by PAs for enhanced economic opportunities • Expect particular attention to be paid to eliminating or mitigating conflict areas between PAs and farmers, including conflicts caused by wildlife (predators, elephants, etc.)	• Wildlife conflicts, particularly predators and elephants • Access to and use of wildlife still limited because of limited conditional devolution of authority and rights. This limits the economic opportunity of the sector and in turn limits the amount of land under wildlife. • Excessively centralized "command-and-control" regulatory structure over wildlife use, and excessively burdensome bureaucracy MITIGATION • Hold regular "farmer's days" with park neighbours • Look at incentives for compatible land uses • Look at ways of enhancing farmer's income from wildlife & tourism to offset costs • Work in collaborative ways to address problem (e.g. elephant water points) • Devolve problem animal management/control to conservancies (communal and freehold) – this being an incentive to form conservancies and at the same time providing some "group accountability" • Devolve rights over wildlife to conservancies and freehold farmers. The default condition should be full devolution, and any limitations should be exceptions that are clearly shown to be necessary because the markets will not deliver the necessary conservation results.
NACSO	Association of Support organizations for CBNRM in Namibia	• That parks create incentives and optimal opportunities for neighbouring conservancies (tourism, wildlife, trophy-hunting, marketing of craft, spin-off small enterprises, etc) • That conservancies and parks work	• There may be conflicts between conservancy and park interests, particularly where parks take an isolationist approach – see issues under "conservancies" MITIGATION • See points under "conservancies"

Key Stakeholder	Mandate and current role in Protected Area management	Interest in the Project	Potential conflict, and mitigation
		smoothly together for their mutual advantage • That conservancies contribute significantly to wildlife and biodiversity conservation, particularly where parks are under-represented • That conservancies provide linkages and genetic corridors, and thus enhance environmental resilience, particularly in the face of climate change • That parks provide strong partnerships for local development, empowerment of communities, capacity-building and joint initiatives such as law-enforcement, monitoring, etc.	• Where there are good reasons for parks and conservancies to take different viewpoints, then NACSO may be able to assist with finding mutually acceptable resolutions
Local / national NGOs	• Consisting mostly of development NGOs and natural resource-based and conservation NGOs. Together, they support sustainable development in its broader concept – wise and ethical use of natural resources and improved livelihoods and quality of life of people – particularly the poor and marginalized.	• Improved livelihoods of people • Improved biodiversity conservation and management • Improved park management • Increased PA system to cover presently under-protected vegetation types • Improved ability and more open mindsets within MET • Improved partnerships and collaboration	• Differences of opinion over various issues, e.g. hunting in parks, development plans, etc. MITIGATION • Close collaboration and sharing of ideas
Tertiary institutions and Researchers	• Research and information gathering, analysis, interpretation and communication	• Improved access to parks for research • More open attitude to researchers and their needs – a mindset that parks are the outdoor laboratories of the nation • Closer partnership, to help focus researchers to address park priority needs – with some incentives	• Parks have negative attitude to research and visiting researchers – puts obstacles in way, including excessively bureaucratic permit system (both within MET and Home Affairs) MITIGATION • Elevate research to level of importance in each park, and smooth the way for researchers (both national and international) to gain access
Teachers & learners	• Education, awareness and life-skill experiences	• Parks are the prime outdoor classrooms of the country. They provide vital training grounds for teachers and learners. As such, this project should enhance and operationalise the environmental education and outreach potential of parks.	• Parks are largely indifferent to the importance of EE. The current two EE centres at Etosha and Waterberg are hugely under-used, under-resourced and under valued by MET. MITIGATION • Elevate EE to level of importance in at least one park per region – in partnership with neighbouring private nature reserves or conservancies were relevant, and smooth the way for EE groups to gain quick, easy and cheap/free access

ANNEX 6: MONITORING AND EVALUATION PLAN

1. Project monitoring and evaluation will be conducted in accordance with established UNDP and GEF procedures and will be provided by the project team and the UNDP Country Office (UNDP-CO) with support from UNDP/GEF. The Logical Framework Matrix in the main project document provides performance and impact indicators for project implementation along with their corresponding means of verification. These will form the basis on which the project's Monitoring and Evaluation system will be built.

2. The following sections outline the principal components of the Monitoring and Evaluation Plan and indicative cost estimates related to M&E activities. Emphasis is placed on harmonising, to the fullest extent possible, the project's M&E activities with routine M&E activities of the MET. Adaptive management will be an essential ingredient in PA management plans as well as in the PA and individual performance evaluation systems that will be instituted through the project. This will increase the chance of M&E results being fed back and implemented on the ground. The project's Monitoring and Evaluation Plan will be presented and finalized at the Project's Inception Report following a collective fine-tuning of indicators, means of verification, and the full definition of project staff M&E responsibilities.

Monitoring and Reporting

Project Inception Phase

3. A Project Inception Workshop will be conducted with the full project team, relevant government counterparts, co-financing partners, the UNDP-CO and representation from the UNDP-GEF Regional Coordinating Unit, as well as UNDP-GEF (HQs) as appropriate.

4. A fundamental objective of this Inception Workshop will be to assist the project team to understand and take ownership of the project's goals and objectives, as well as finalize preparation of the project's first annual workplan on the basis of the project's logframe matrix. This will include reviewing the logframe (indicators, means of verification, assumptions), imparting additional detail as needed, and on the basis of this exercise finalize the Annual Work Plan (AWP) with precise and measurable performance indicators, and in a manner consistent with the expected outcomes for the project.

5. Additionally, the purpose and objective of the Inception Workshop (IW) will be to: (i) introduce project staff with the UNDP-GEF *expanded team* which will support the project during its implementation, namely the CO and responsible Regional Coordinating Unit staff; (ii) detail the roles, support services and complementary responsibilities of UNDP-CO and RCU staff vis a vis the project team; (iii) provide a detailed overview of UNDP-GEF reporting and monitoring and evaluation (M&E) requirements, with particular emphasis on the Annual Project Implementation Reviews (PIRs) and related documentation, the Annual Project Report (APR), Tripartite Review Meetings, as well as mid-term and final evaluations. Equally, the IW will provide an opportunity to inform the project team on UNDP project related budgetary planning, budget reviews, and mandatory budget re-phasings.

6. The IW will also provide an opportunity for all parties to understand their roles, functions, and responsibilities within the project's decision-making structures, including reporting and communication lines, and conflict resolution mechanisms. The Terms of Reference for project staff and decision-making structures will be discussed again, as needed, in order to clarify for all each party's responsibilities during the project's implementation phase.

Monitoring Responsibilities and Events

7. A detailed schedule of project review meetings will be developed by the project management, in consultation with project implementation partners and stakeholder representatives, and incorporated in the Project Inception Report. Such a schedule will include: (i) tentative time frames for Tripartite Reviews and Steering Committee Meetings (or relevant advisory and/or coordination mechanisms), and (ii) project related Monitoring and Evaluation activities.

Day to Day Monitoring

8. Day to day monitoring of implementation progress will be the responsibility of the Project Coordinator based on the project's Annual Workplan and its indicators. The Project Team will inform the UNDP-CO of any delays or difficulties faced during implementation so that the appropriate support or corrective measures can be adopted in a timely and remedial fashion.

9. The Project Coordinator will fine-tune the progress and performance/impact indicators of the project in consultation with the full project team at the Inception Workshop with support from UNDP-CO and assisted by the UNDP-GEF Regional Coordinating Unit. Specific targets for the first year implementation progress indicators together with their means of verification will be developed at this Workshop. These will be used to assess whether implementation is proceeding at the intended pace and in the right direction and will form part of the Annual Workplan. The local implementing agencies will also take part in the Inception Workshop in which a common vision of overall project goals will be established. Targets and indicators for subsequent years would be defined annually as part of the internal evaluation and planning processes undertaken by the project team.

10. Measurement of impact indicators related to global benefits will occur according to the schedules defined in the Inception Workshop and tentatively outlined in the indicative Impact Measurement Template at the end of this Annex. The measurement of these will be undertaken through subcontracts or retainers with relevant institutions (e.g. vegetation cover via analysis of satellite imagery, or populations of key species through inventories) or through specific studies that are to form part of the projects activities (e.g. measurement of carbon benefits from improved efficiency of ovens or through surveys for capacity building efforts) or periodic sampling such as with sedimentation.

Periodic Monitoring

11. Periodic Monitoring of implementation progress will be undertaken by the UNDP-CO through quarterly meetings with the project proponent, or more frequently as deemed necessary. This will allow parties to take stock and to troubleshoot any problems pertaining to the project in a timely fashion to ensure smooth implementation of project activities.

12. UNDP Country Offices and UNDP-GEF RCUs as appropriate, will conduct yearly visits to projects that have field sites, or more often based on an agreed upon schedule to be detailed in the project's Inception Report / Annual Workplan to assess first hand project progress. Any other member of the Steering Committee can also accompany, as decided by the SC. A Field Visit Report will be prepared by the CO and circulated no less than one month after the visit to the project team, all SC members, and UNDP-GEF.

Annual Monitoring

13. Annual Monitoring will occur through the ***Tripartite Review (TPR).*** This is the highest policy-level meeting of the parties directly involved in the implementation of a project. The project will be subject to Tripartite Review (TPR) at least once every year. The first such meeting will be held within the first twelve months of the start of full implementation. The project proponent will prepare an Annual Project Report (APR) and submit it to UNDP-CO and the UNDP-GEF regional office at least two weeks prior to the TPR for review and comments.

14. The APR will be used as one of the basic documents for discussions in the TPR meeting. The project proponent will present the APR to the TPR, highlighting policy issues and recommendations for the decision of the TPR participants. The project proponent also informs the participants of any agreement reached by stakeholders during the APR preparation on how to resolve operational issues. Separate reviews of each project component may also be conducted if necessary.

Terminal Tripartite Review (TTR)

15. The terminal tripartite review is held in the last month of project operations. The project proponent is responsible for preparing the Terminal Report and submitting it to UNDP-CO and LAC-GEF's Regional Coordinating Unit. It shall be prepared in draft at least two months in advance of the TTR in order to allow review, and will serve as the basis for discussions in the TTR. The terminal tripartite review considers the

implementation of the project as a whole, paying particular attention to whether the project has achieved its stated objectives and contributed to the broader environmental objective. It decides whether any actions are still necessary, particularly in relation to sustainability of project results, and acts as a vehicle through which lessons learnt can be captured to feed into other projects under implementation of formulation.

Project Monitoring Reporting

16. The Project Coordinator in conjunction with the UNDP-GEF extended team will be responsible for the preparation and submission of the following reports that form part of the monitoring process. In the following list, items (a) through (e) are mandatory and strictly related to monitoring, while (f) through (g) have a broader function and the frequency and nature is project specific to be defined throughout implementation.

a) Inception Report (IR)

17. A Project Inception Report will be prepared immediately following the Inception Workshop. It will include a detailed First Year/ Annual Work Plan divided in quarterly time-frames detailing the activities and progress indicators that will guide implementation during the first year of the project. This Work Plan would include the dates of specific field visits, support missions from the UNDP-CO or the Regional Coordinating Unit (RCU) or consultants, as well as time-frames for meetings of the project's decision making structures. The Report will also include the detailed project budget for the first full year of implementation, prepared on the basis of the Annual Work Plan, and including any monitoring and evaluation requirements to effectively measure project performance during the targeted 12 months time-frame.

18. The Inception Report will include a more detailed narrative on the institutional roles, responsibilities, coordinating actions and feedback mechanisms of project related partners. In addition, a section will be included on progress to date on project establishment and start-up activities and an update of any changed external conditions that may effect project implementation.

19. When finalized the report will be circulated to project counterparts who will be given a period of one calendar month in which to respond with comments or queries. Prior to this circulation of the IR, the UNDP Country Office and UNDP-GEF's Regional Coordinating Unit will review the document.

b) Annual Project Report (APR)

20. The APR is a UNDP requirement and part of UNDP's Country Office central oversight, monitoring and project management. It is a self-assessment report by project management to the CO and provides input to the country office reporting process and the ROAR, as well as forming a key input to the Tripartite Project Review. An APR will be prepared on an annual basis prior to the Tripartite Project Review, to reflect progress achieved in meeting the project's Annual Work Plan and assess performance of the project in contributing to intended outcomes through outputs and partnership work.

21. The format of the APR is flexible but should include the following:

- An analysis of project performance over the reporting period, including outputs produced and, where possible, information on the status of the outcome
- The constraints experienced in the progress towards results and the reasons for these
- The three (at most) major constraints to achievement of results
- AWP, CAE and other expenditure reports (ERP generated)
- Lessons learned
- Clear recommendations for future orientation in addressing key problems in lack of progress

c) Project Implementation Review (PIR)

22. The PIR is an annual monitoring process mandated by the GEF. It has become an essential management and monitoring tool for project managers and offers the main vehicle for extracting lessons from ongoing projects. Once the project has been under implementation for a year, a Project Implementation Report must be completed by the CO together with the project. The PIR can be prepared any time during the year (July-June) and ideally prior to the TPR. The PIR should then be discussed in the TPR so that the result would be a PIR that has been agreed upon by the project, the executing agency, UNDP CO and the concerned RC.

23. The individual PIRs are collected, reviewed and analysed by the RCs prior to sending them to the focal area clusters at the UNDP/GEF headquarters. The focal area clusters supported by the UNDP/GEF M&E Unit analyse the PIRs by focal area, theme and region for common issues/results and lessons. The TAs and PTAs play a key role in this consolidating analysis.

24. The focal area PIRs are then discussed in the GEF Interagency Focal Area Task Forces in or around November each year and consolidated reports by focal area are collated by the GEF Independent M&E Unit based on the Task Force findings.

Quarterly Progress Reports

25. Short reports outlining main updates in project progress will be provided quarterly to the local UNDP Country Office and the UNDP-GEF regional office by the project team. See format attached.

d) Periodic Thematic Reports

26. As and when called for by UNDP, UNDP-GEF or the Implementing Partner, the project team will prepare Specific Thematic Reports, focusing on specific issues or areas of activity. The request for a Thematic Report will be provided to the project team in written form by UNDP and will clearly state the issue or activities that need to be reported on. These reports can be used as a form of lessons learnt exercise, specific oversight in key areas, or as troubleshooting exercises to evaluate and overcome obstacles and difficulties encountered. UNDP is requested to minimize its requests for Thematic Reports, and when such are necessary will allow reasonable timeframes for their preparation by the project team.

e) Project Terminal Report

27. During the last three months of the project the project team will prepare the Project Terminal Report. This comprehensive report will summarize all activities, achievements and outputs of the Project, lessons learnt, objectives met, or not achieved, structures and systems implemented, etc. and will be the definitive statement of the Project's activities during its lifetime. It will also lay out recommendations for any further steps that may need to be taken to ensure sustainability and replicability of the Project's activities.

f) Technical Reports

28. Technical Reports are detailed documents covering specific areas of analysis or scientific specializations within the overall project. As part of the Inception Report, the project team will prepare a draft Reports List, detailing the technical reports that are expected to be prepared on key areas of activity during the course of the Project, and tentative due dates. Where necessary this Reports List will be revised and updated, and included in subsequent APRs. Technical Reports may also be prepared by external consultants and should be comprehensive, specialized analyses of clearly defined areas of research within the framework of the project and its sites. These technical reports will represent, as appropriate, the project's substantive contribution to specific areas, and will be used in efforts to disseminate relevant information and best practices at local, national and international levels.

g) Project Publications

29. Project Publications will form a key method of crystallizing and disseminating the results and achievements of the Project. These publications may be scientific or informational texts on the activities and achievements of the Project, in the form of journal articles, multimedia publications, etc. These publications can be based on Technical Reports, depending upon the relevance, scientific worth, etc. of these Reports, or may be

summaries or compilations of a series of Technical Reports and other research. The project team will determine if any of the Technical Reports merit formal publication, and will also (in consultation with UNDP, the government and other relevant stakeholder groups) plan and produce these Publications in a consistent and recognizable format. Project resources will need to be defined and allocated for these activities as appropriate and in a manner commensurate with the project's budget.

Independent Evaluation

30. The project will be subjected to at least two independent external evaluations as follows:-

Mid-term Evaluation

31. An independent Mid-Term Evaluation will be undertaken at the end of the second year of implementation. The Mid-Term Evaluation will determine progress being made towards the achievement of outcomes and will identify course correction if needed. It will focus on the effectiveness, efficiency and timeliness of project implementation; will highlight issues requiring decisions and actions; and will present initial lessons learned about project design, implementation and management. Findings of this review will be incorporated as recommendations for enhanced implementation during the final half of the project's term. The organization, terms of reference and timing of the mid-term evaluation will be decided after consultation between the parties to the project document. The Terms of Reference for this Mid-term evaluation will be prepared by the UNDP CO based on guidance from the Regional Coordinating Unit and UNDP-GEF.

Final Evaluation

32. An independent Final Evaluation will take place three months prior to the terminal tripartite review meeting, and will focus on the same issues as the mid-term evaluation. The final evaluation will also look at impact and sustainability of results, including the contribution to capacity development and the achievement of global environmental goals. The Final Evaluation should also provide recommendations for follow-up activities. The Terms of Reference for this evaluation will be prepared by the UNDP CO based on guidance from the Regional Coordinating Unit and UNDP-GEF.

AUDIT CLAUSE

33. The Government will provide the Resident Representative with certified periodic financial statements, and with an annual audit of the financial statements relating to the status of UNDP (including GEF) funds according to the established procedures set out in the Programming and Finance manuals. The Audit will be conducted by the legally recognized auditor of the Government, or by a commercial auditor engaged by the Government.

Table 1 - Monitoring and Evaluation Work plan and Corresponding Budget

Type of M&E activity	Responsible Parties	Budget US$ *Excluding project team Staff time*	Time frame
Inception Workshop	▪ Project Coordinator ▪ UNDP CO ▪ UNDP GEF	5,000	Within first two months of project start up
Inception Report	▪ Project Team ▪ UNDP CO	None	Immediately following IW
Measurement of Means of Verification for Project Purpose Indicators	▪ Project Coordinator will oversee the hiring of specific studies and institutions, and delegate responsibilities to relevant team members	To be finalized in Inception Phase and Workshop. Indicative cost: 10,000	Start, mid and end of project
Measurement of Means of Verification for Project Progress and Performance (measured on an annual basis)	▪ Oversight by Project GEF Technical Advisor and Project Coordinator ▪ Measurements by regional field officers and local IAs	To be determined as part of the Annual Work Plan's preparation. Indicative cost: 40,000	Annually prior to APR/PIR and to the definition of annual work plans

Type of M&E activity	Responsible Parties	Budget US$ *Excluding project team Staff time*	Time frame
APR and PIR	▪ Project Team ▪ UNDP-CO ▪ UNDP-GEF	None	Annually
TPR and TPR report	▪ Government Counterparts ▪ UNDP CO ▪ Project team ▪ UNDP-GEF Regional Coordinating Unit	None	Every year, upon receipt of APR
Project Management Group Meetings	▪ Project Coordinator ▪ UNDP CO	10,000	Following Project IW and subsequently at least every quarter
Periodic status reports	▪ Project team	5,000	To be determined by Project team and UNDP CO
Technical reports	▪ Project team ▪ Hired consultants as needed	40,000	To be determined by Project Team and UNDP-CO
Mid-term External Evaluation	▪ Project team ▪ UNDP- CO ▪ External Consultants (i.e. evaluation team)	60,000	At the mid-point of project implementation.
Final External Evaluation	▪ Project team, ▪ UNDP-CO ▪ UNDP-GEF Regional Coordinating Unit ▪ External Consultants (i.e. evaluation team)	60,000	At the end of project implementation
Terminal Report	▪ Project team ▪ UNDP-CO ▪ External Consultant	None	At least one month before the end of the project
Lessons learned	▪ Project team ▪ UNDP-GEF Regional Coordinating Unit (suggested formats for documenting best practices, etc)	50,000	Yearly
Audit	▪ UNDP-CO ▪ Project team	20,000	Yearly
Visits to field sites (UNDP staff travel costs to be charged to IA fees)	▪ UNDP Country Office ▪ UNDP-GEF Regional Coordinating Unit (as appropriate) ▪ Government representatives	60,000	Yearly
TOTAL INDICATIVE COST *Excluding project team staff time and UNDP staff and travel expenses*		US$ 360,000	

RESULTS MEASUREMENT TABLE

Table 2 – Results measurement

Hierarchy of Objectives	Key Performance Indicator Target Year Six	Baseline	Critical Benchmarks & Target Date	Sampling Frequency	Additional Information
Goal: Sustainable management of renewable natural resources protects biodiversity while contributing to equitable economic and social development.					The Economic Analysis proved that PA tourism has a tremendous impact on the wider local and national economy. Total contribution of the PA tourism to GDP (including multiplier effect showing indirect stimulus from PA tourism to the rest of the economy) in 2003 is estimated to be N$ 1.013 – 2,022m per annum (lower and upper bound estimates). The GDP multiplier is on average 1.845; this means that for every N$ 1 of income generated from direct services provided to PA tourists, an additional N$ 0.845 of income will be generated because of the demand for products to produce those services, and the products households buy with their additional income. The distribution of total income from PA tourism shows that N$ 131-259m (lower and upper bound estimates) is distributed to skilled labour, N$158-321m is distributed to unskilled labour, and N$39-75m is distributed to traditional agriculture. This means that as much as 33% of the total income generated is distributed to labour and traditional agriculture sector.

<table>
<tr><th>Hierarchy of Objectives</th><th>Key Performance Indicator Target Year Six</th><th>Baseline</th><th>Critical Benchmarks & Target Date</th><th>Sampling Frequency</th><th>Additional Information</th></tr>
<tr>
<td>Project Objective: Increased management effectiveness of the national PA network for biodiversity conservation</td>
<td>1. At end-of-project (EOP), there will have been a net improvement in management effectiveness for 50% of PA land, to a higher category of management effectiveness using the following definition of NAMETT (Namibia METT) categories.

==========
> 50 ..... High
40 - 49..... Intermediate
Less than 40 ... Low</td>
<td>NAMETT results of 2004 are as follows:

<table>
<tr><th>Total land area</th><th>Category</th></tr>
<tr><td>14,675 km^2 (13%)</td><td>High</td></tr>
<tr><td>57,769 km^2 (53%)</td><td>Medium</td></tr>
<tr><td>37,655 km^2 (34%)</td><td>Low</td></tr>
</table>
</td>
<td>Mid-term: 35% of land managed as PA will have moved to a higher NAMETT category. All newly created PAs will have at least an intermediate ranking</td>
<td>Mid-term review at Year 3 and final evaluation at Year 6</td>
<td>The Management Effectiveness Tracking Tool (METT) is a composite measure of management effectiveness, incorporating a wide range of elements, which impact on PA management. These include staffing, equipment, budget, regulations, PA design, research/information resources, neighbour relations and monitoring and evaluation. The tool consists of thirty questions, grouped into six systematic areas (context, planning, input, process, outputs and outcomes). The answer to each question is rated 0-3 and explanatory /supporting remarks are recorded. These remarks are particularly useful for ensuring consistency over time. The adjusted total (which is what is meant by the METT score) takes into account the number of questions answered, and excludes those which are classed as irrelevant to a specific PA.

The version of the tool applied in Namibia (NAMETT) is based on the original World Bank/WWF design, but many of the questions/answer-options have been refined to reflect the Namibian context, thereby improving the accuracy and value of the tool, both for recording progress, and in the wider context of contributing to the PA knowledge base.</td>
</tr>
</table>

<table>
<tr><th>Hierarchy of Objectives</th><th>Key Performance Indicator Target Year Six</th><th>Baseline</th><th>Critical Benchmarks & Target Date</th><th>Sampling Frequency</th><th>Additional Information</th></tr>
<tr><td></td><td>2. At EOP, the percentage representation of each of the 6 biomes in the PA system will have increased as following:

<table><tr><th>Biome</th><th>Baseline</th><th>Mid-Term</th><th>EOP</th></tr><tr><td>Namib Desert</td><td>69.43</td><td>75</td><td>76</td></tr><tr><td>Nama Karoo</td><td>5.03</td><td>7</td><td>10</td></tr><tr><td>Lakes and Salt pans</td><td>95.76</td><td>95.76</td><td>95.76</td></tr><tr><td>Acacia tree and shrub Savanna</td><td>4.5</td><td>5</td><td>10</td></tr><tr><td>Broadleaved tree and wood Savanna</td><td>7.79</td><td>18</td><td>20</td></tr><tr><td>Succulent Karoo</td><td>11.01</td><td>90</td><td>91</td></tr></table>
Unit = %</td><td></td><td>Year 1: Proclamation of the Sperrgebiet National Park

Year 2-6: Establishment of other PAs under the new category of the Parks and Wildlife Management Act and using PA/ Conservancy integrated management and PPP modalities</td><td>Every year</td><td>The marked increase in broadleaved tree and wood savanna and Succulent Karoo in mid-term is the result of the proclamation of Sperrgebiet and Mangetti National Parks.

<table><tr><th>Biome</th><th>Area (km2)</th><th>Area in PA</th><th>%</th></tr><tr><td>Namib Desert</td><td>100,033</td><td>69,453</td><td>69.43</td></tr><tr><td>Nama Karoo</td><td>200,804</td><td>10,102</td><td>5.03</td></tr><tr><td>Lake and Salt Pans</td><td>5,443</td><td>5,212</td><td>95.76</td></tr><tr><td>Acacia tree and shrub savanna</td><td>336,095</td><td>15,126</td><td>4.50</td></tr><tr><td>Broadleaved tree and wood savanna</td><td>161,056</td><td>12,548</td><td>7.79</td></tr><tr><td>Succulent Karoo</td><td>20,225</td><td>2,227</td><td>11.01</td></tr></table></td></tr>
<tr><td>Outcome 1: Improved systemic capacity provides the enabling framework for enhancing PA management effectiveness.</td><td>1. At EOP, creative strategies are developed and implemented using participatory mechanisms, to ensure the needs-weighted average level reaches 0.46.</td><td>Needs-weighted average 0.28.</td><td>Mid-term: Needs-weighted average 0.36.</td><td>Mid-term review at Year 3 and final evaluation at Year 6</td><td>The needs-weighted average is intended to take into account the fact that different vegetation types require different levels of coverage for adequate protection. Instead of taking 10% or 15% as a target, the PDF-B conservation needs assessment subcontract estimated the area of coverage necessary to allow for adequate protection of each vegetation type. By comparing current coverage with that required (as determined by technical experts), the proportion of coverage by PA system can be estimated. Averaging these proportions produces a single value, which reflects the extent to which PA coverage addresses the specific needs of each vegetation type.</td></tr>
</table>

Hierarchy of Objectives	Key Performance Indicator Target Year Six	Baseline	Critical Benchmarks & Target Date	Sampling Frequency	Additional Information
	2. The Parks and Wildlife Management Bill and necessary subsidiary regulations are enacted, providing a legal framework for increasing management effectiveness:	The Parks and Wildlife Management Bill is under intensive internal discussion for finalization.	*Year 1:* Consensus reached among MET and stakeholders on the principles and content of the Bill *Mid Term* The Bill is enacted. *EOP*: Subsidiary regulations drafted	Every year	The Bill was first drafted in 2000 and has been in discussion since then. For the Bill to be enacted, which will to create an enabling systemic environment for enhanced PA management, it is necessary for the Project to assist the MET in order to accelerate the process by facilitating a systematic review and consultation process.
	3. At EOP, the budget amount for PA management will have increased by 70% with additional revenue from park usage fees and a sustainable financing mechanism.	The current available budget for PA management is about N$ 40 million per year as opposed to projected N$ 106 million per year to realise adequate management. There is no sustainable financing mechanism solely catering for PA management. The MET has established the Game Product Trust Fund (GPTF) with the revenue from hunting concessions and game product sales, however only a fraction of those funds currently come back to the PAs.	*Mid-Term:* A new framework for establishing a sustainable financing mechanism, adopted by the Parliament, and park revenue will have increased by 40% with efficient revenue collection and diversification of PA usages	Every year	The Project will support the following: - Better accounting system of the revenue and expenditure - Smart partnership building with local and international private sectors, NGOs and communities - Negotiation with the MoF on budget increase using results of economic studies - Capacity building for concession management - Establishment of a sustainable financing mechanisms - Increase the amount used for PAs from the GPTF - PA tourism development and branding

Hierarchy of Objectives	Key Performance Indicator Target Year Six	Baseline	Critical Benchmarks & Target Date	Sampling Frequency	Additional Information
	4. Functioning knowledge management system will have been institutionalised and made accessible to a wide range of conservation partners including MET staff, line ministries, communities, and local and international NGOs and individuals, to ensure sustainability and replicability of the achievements and lessons learned.	There is no knowledge management system, thus as experienced staff members leave the MET, knowledge tends to disappear with them.	*Mid-term*: A framework for the knowledge management system is developed and an awareness raising exercise undertaken to promote the value of the system	Mid-term review at Year 3 and final evaluation at Year 6	Many ex MET officials are still working in the conservation field in the country and their knowledge and experience can still be tapped through this Project.
Outcome 2: Institutional capacities for PA management are strengthened, resulting in more effective use of financial and human resources.	1. Devolution of decision-making functions including financial management tested in the priority parks, resulting in more effective staffing and budget use. By EOP the average length of the procurement process will be 14 days.	Average length of procurement process is 62 days. Currently all requisition initiated by park staff needs to go through CW and CCW to the head office. Directors and deputy directors check the requisition and submit it to the Economising Committee for approval.	*Mid-term*: Average length of procurement process is 30 days	Mid-term review at Year 3 and final evaluation at Year 6	The Economising Committee is chaired by the Deputy PS and attended by all Directors and Deputy Directors, resulting in ineffective use of managers' time and prolonged procurement process. This cumbersome system was instituted as a result of the past over-expenditure at park levels and abuse of budget. Therefore it is essential to establish a good control mechanism on the ground when devolving the financial management function to the PAs. The baseline was established by an analysis of a sample of 30 requisitions: 10 for less than NAD 1,000 (US$ 160), 10 for NAD 1,000 to 10,000 (US$ 1,600), and 10 for more than NAD 10,000 (US$ 16,000). The time taken from the requisition being made to the purchase order being processed was recorded and averaged.

Hierarchy of Objectives	Key Performance Indicator Target Year Six	Baseline	Critical Benchmarks & Target Date	Sampling Frequency	Additional Information
	2. Individual performance M&E system is institutionalised and used effectively in the management of incentive mechanisms and career development. A stratified sample of supervisor-led skills rating shows average staff skill level has risen to 60%.	There is no individual performance M&E system and therefore decision on promotion is based on limited and potentially biased observations of individuals.	*Mid-term:* From the stratified sample of skills rating, average staff skill level is rated 30%.	Mid-term review at Year 3 and final evaluation at Year 6	An M&E system targeted at individual performance will be implemented to assess progress and development. A sample will be taken, stratified across ranks and regions, in order to get a snap-shot of the status of personnel development in MET. The stratified nature of this measure is designed to ensure that improvements across the system are recorded, rather than just at a certain rank or in a certain location.
	3. Business planning will have become an integral part of PA management, supported by an M&E system at the individual park level.	There is no business planning at individual PA level and no institutionalised PA performance monitoring system.	*Mid-term*: PA performance monitoring system instituted and appropriate staffing structure/training are put in place.	Mid-term review at Year 3 and final evaluation at Year 6	In order for the PAs to generate more revenue for enhancing PA management, it is necessary to employ business planning as part of day-to-day management. In addition, devolution of decision making authority and financial administration to PA level will require a systematic M&E system of individual PA performance. These will be assisted through training, M&E mechanism institutionalisation, park management plan support and concession development and management support.
	4. Formalised career planning will have become part of MET's human resource strategy – to include strategic use of training opportunities, and incentive mechanisms.	No career planning takes place.	Mid-term: 30% of staff have a formalised career development plan.	Annual HR reports	One of the most damaging threats to the sustainability of MET is the high-level of staff turnover. This is increasingly a problem with the most experienced and longest-serving staff members. Formalised career planning, with clearly defined targets, goals and opportunities, will help to foster motivation to remain in MET. It will reflect MET's commitment to the long-term career development of its staff, resulting in sustainability of human capacity within MET. Also, it necessitates the existence of a functioning personnel development and management system, with opportunities for training made more accessible (see Indicator 2, above), as well as more clarity regarding promotion possibilities and personal development.

<table>
<tr><th>Hierarchy of Objectives</th><th>Key Performance Indicator Target Year Six</th><th>Baseline</th><th>Critical Benchmarks & Target Date</th><th>Sampling Frequency</th><th>Additional Information</th></tr>
<tr><td>Outcome 3: PA management know-how is expanded through innovative field management demonstration</td><td>• Management effectiveness index of all field demonstration site PAs will have increased as below with a minimumranking of intermediate for all sites:</td><td>• See table below</td><td>• See table below</td><td>Mid-term review at Year 3 and final evaluation at Year 6</td><td>See above</td></tr>
</table>

Sites	Baseline	Mid-Term	EOP
Ai-Ais	28	34	40
Bwabwata (Caprivi, Mahango)	35	42	48
Etosha (average of E & W)	50	56	60
Mamili	31	39	45
Mudmu	36	45	51
Skeleton Coast	44	50	55
Sperrgebiet	35	43	60

ANNEX 7: LESSONS LEARNED

1. Extensive, wide-ranging research was undertaken to draw together a collection of relevant lessons learned. The sources used a range of outputs from the 2003 Durban World Parks Congress, to other project progress reports and other similar reviews. The left-hand column of the matrix below outlines the elements which were felt to have most relevance to this project, and the right-hand column details how these considerations influenced project design.

2. The scope of this review is potentially very broad, but rather than list countless examples, it focuses on a number of very important key issues which have formed the core of project design thinking.

Lessons Learned Matrix

Table 1 – Lessons learned

Lesson learned	Project design response
Emphasis on management effectiveness	
This is an increasingly important area, as it is becomes more widely accepted that an adaptive approach to PA management is impossible without access to timely and relevant information on the effectiveness of current management techniques. This has been addressed quite comprehensively by the WCPA's Framework for Protected Area Assessment. Assessment of management performance – improves the efficiency of interventions in an adaptive learning process of natural resource management (SCBD, 2004). Strengthening of the management of the network of PAs – promotes effective PA management (Chape *et al*. 2003)	The WB/WWF *Management Effectiveness Tracking Tool* forms a critical element of much project monitoring and progress assessment. The tool has been modified, but retains firm roots in the WCPA Framework for PA assessment.
Fundamental importance of effective and genuinely inclusive stakeholder participation	
Without the support of those upon whom the project impacts, progress will be slow and unsatisfactory to all involved. Effectively involving stakeholders will ensure long-term success of conservation at a national level because of the relevant knowledge and experience incorporated by them. It's vital to recognise that the success or otherwise of a project rests with 'stakeholders' at many different levels – government/state actors, communities, private sector, individuals. Stakeholder participation also allows the project to get views/experiences from other interest groups (Manzungu 2004). In addition, stakeholder/broader participation can be ensured by exploring the possibilities of funds, which can encourage a wider range of participation (Phillips 2000). Where indigenous and other traditional peoples' participation in management has taken place early in the planning process, there have been benefits for both the indigenous peoples and the management authorities (Beltran *et al*. 2000). Kaa-Iya del Gran Chaco National Park and Integrated Management Natural Area (KIGC, Bolivia); and Wood Buffalo National Park (WBNP, Canada).	From the outset, throughout the planning and project design phases, extensive use has been made of input provided by a wide range of stakeholders – from government ministries, through NGOs working in the field, to representatives of communities local to the PAs. The project is thus firmly grounded not only in MET's approach, but also strongly reflects the views of many interested parties. The project planning phase was used very successfully as a mechanism for engaging with and cementing firm and realistic stakeholder support. See the Stakeholder Participation Plan (Annex 3) for full details of proposed participation mechanisms – in particular, the testing of co-management and devolution at all demonstration sites.

Lesson learned	Project design response
The appropriateness of techniques used to engage with participants will have a fundamental impact on the success of the outcomes. (Popa Falls Power EIA, Namibia Calabash Report, 2004) Community involvement allows the concepts "conservation" and biodiversity to be understood by communities because as by its definition "wise use of resources", conservation of resources will be based on sustainable use, for example, resource utilization based on quotas. Additionally, community participation in resource management is important for the long-term success of conservation at a national level because community-based approaches to management tend to be more effective as they incorporate the relevant knowledge and experience of their areas (Chamber & Ham 1995; Child *et al*. 2001; Gauntlett *et al*. 2004). Community involvement in management/conservation will benefit both themselves and the management authorities (Beltran *et al*. 2000).	Extensive use is made of project partners with extensive local experience: both within the MET, and at the field demonstration sites.
Knowledge exchange and sharing	
Just as this project has benefited from the experience of previous projects, programmes and initiatives, so it is hoped that others may benefit form effective dissemination of the information from this project. Monitoring and Evaluation - continuous process for ensuring that there is some progress, to help managers and to provide some measure of accountability. Will be an increasingly important tool in management effectiveness in the future. (SCBD, 2004). Protected areas database establishment provides an essential link to information from multiple sources on PAs and contributes to effective resolution of PA planning at global, regional and national levels (Chape *et al*. 2003).	A key element of the improvements to systemic capacity involves the creation and 'institutionalisation' of a sustainable knowledge management system.
Partnerships	
This is closely linked to stakeholder participation mentioned above, but takes the concept further. In conservation, and particularly in the context of PA systems, it is increasingly understood that government do not have the capacity to manage the system on their own. Partnerships between a variety of actors can help to close the gap between requirements and provision of biodiversity conservation. Trans-boundary effort or research is necessary. Parks are not islands; the ecosystem does not stop at the park boundary. There must be systematic co-operation with park neighbours to manage areas that are ecologically healthy and sustainable (Carey *et al*. 2000). Partnership development facilitates the networking process, a process of learning from each other, identifying, discussing and action on common issues (Child *et al*. 2001; Chape *et al*., 2003).	Project implementation is founded strongly in the promotion of existing partnerships, and the creation of conditions conducive to new partnerships. For example, at all demonstration sites, some form of partnership will be tested.

Lesson learned	Project design response
Importance of local expertise	
Careful identification of, and collaboration with local experts can hugely improve the quality and range of information available to project design and implementation teams. Further, it is likely that a two-way exchange will develop, with both sides learning from each other and improving their knowledge. As with partnerships, and participation mentioned elsewhere in this review, involving local experts can be a very effective way of improving buy-in and support for interventions (SKEP – 1st Phase Report – CI, 2002).	During the PDF-B phase, the project was firmly embedded within the fabric of MET, and this arrangement will continue into implementation. This allows the project to work extremely closely with highly experienced and committed national staff. The creation of local consultative committees for each demonstration site will improve MET's access to local expertise, and have a positive impact on project/MET direction and activities.
Education and awareness building	
This involves clear explanation of concepts such as 'biodiversity', which can mean many different things to different actors. It is closely linked to the idea of participation above, but recognises that, for example in the context of law, by raising awareness of the rationale behind a specific measure, it is likely that cooperation is more likely to occur. Improving the functioning of a national PA system involves the active involvement of a huge number and diversity of people, from many different backgrounds, and operating in many different spheres. It is imperative that common understandings of issues are reached, from 'why biodiversity is important', to 'what this area means to our community' – implicit in this is a two-way flow of information and knowledge, as opposed to a more traditional top-down flow. Management is more effective where a planned and effective education and awareness programme fully linked to the objectives and needs of the protected area is in place (Dudley *et al*. 2004). In the process of biodiversity planning, defining the term 'biodiversity' is critical. This allows citizens to understand, value and promote its conservation (Vermeulen 2004).	Under Outcome 2, the project aims to empower participating stakeholders with relevant information through the establishment of regional multi-sectoral consultative environments.
Improved governance	
Though possibly deemed external to the effective functioning of a specific project, measures which support and strengthen systems of governance will be likely also to benefit the PA's because of the impact that government has on institutions, businesses and citizen groups involved in PA management. Improvements in general support and strengthening of governance will enhance the principles of decentralisation, democratisation, participation, transparency and accountability in all matters pertaining to the mutual interests of protected areas and indigenous and other traditional peoples. (Carey *et al*. 2000).	The project focuses on two elements which contribute to improved governance. First, as demonstrated by the emphasis on capacity building, is improving the government's ability to 'govern', through MET. Second, by sharing power through co-management systems and other participatory mechanisms, it seeks to improve peoples' access to the system of governance, and in so doing to improve support and understanding for it.

Lesson learned	Project design response
Focus on capacity building	
Staff shortages can severely hamper activities of participating institutions in the region (Siebert & Smith 2004). Capacity building improves performance on various aspects (Child *et al*. 2001).	Outcome 1 focuses on building capacity of the entire system of PA management, outside MET. The whole of Outcome 2 is focused on building the capacity of the MET to manage the parks. This is not simply focused at park managers, but right across the entire institution, involving training, restructuring and reorganisation at every level.
Sufficient financial resources and PA marketing	
There is a need to have sufficient revenue for effective conservation and biodiversity management. These funds can be raised through a number of ways such as multilateral and bilateral funding, product marketing, equipment rentals, PA entrance and recreation service fees and private sector initiatives.	Outcome 3 indicates that for Etosha/Skeleton Coast conservation, compatible revenue-generating activities will be incorporated into the business plan. Outcome 1 indicates the introduction of an earmarked park entry fee system.
In the absence of market demand, there is very little that conservation and tourism can offer a PA. Market demand can be influenced by efforts to publicise a PA and its opportunities for conservation and tourism.	Friends of Protected Areas Society based on Volunteer action to assist in park management and raise support and awareness at local and national levels.
Requirements for decentralisation	
Decentralisation of activities generates increased need for *time*, *team players* and *effective coordination*. Sufficient *time* must be allowed to ensure that optimum procedures for decentralised and devolved authority are designed, and sufficient capacity is in place, along with effective checks and balances. The concept of *team players* is important to ensure that a consistent overall direction is followed, moving towards a common vision. Without *effective coordination*, closely related to team players, dispersed actors operating in diverse policy and social environments will be unable to contribute to the best of their ability to achieving the common goals (SKEP – 1st Phase Report – CI, 2002).	The project will assist MET in developing and implementing its devolution/decentralisation policy. The internal restructuring process within MET will be supported by strategically targeted capacity building to ensure effective teams are in place to assume devolved responsibilities. In addition, the improved internal communication measures proposed will contribute to coherence in approach across the ministry. The testing of devolution at the four field demonstration sites will provide MET with an opportunity to experiment with these processes, with additional support and monitoring available from the regional PMUs for each site.

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ANNEX 9: RESPONSE TO GEF COUNCIL REVIEW

Strengthening the Protected Areas Network (SPAN) Project – Namibia
Response to GEF Council Review

A. Comments from US Government

Summary of Comment	Response	Location where document was revised
1. Link to the global benefit is weak in the proposal.	In summary: the principal Global Benefits associated with the project are: - Improved utility of the PA network in buffering globally important biodiversity from threat. (Measured by the net improvement in PA management effectiveness over baseline values) - Expansion of the PA estate from 13.8% of the land area to over 20% of the land area, to incorporate globally important areas currently unrepresented in the PA estate. In particular, GEF funds will contribute to the establishment of the Spergebbiet National Park, which together with the Ais Ais PA will cover 90% of Namibia's part of the Succulent Karoo biome, the world's only arid hotspot. These PAs hold an extraordinary level of succulent plant diversity, sustained by the winter rainfall and the sea fog of the southern Namib Desert. Significant increases in PA coverage will also be realised within the country's two Savannah Biomes, both under-represented in the PA System. (Measured by an increase in area of biomes included in the PA estate to meet representation targets and a needs weighted index of vegetation type coverage). - Improved enabling environment (policies, plans and financial mechanisms) to sustain the generation of global benefits provided by the Pas. (Measured by financing indicators and policy enactment). - Global Benefits derived from the replication of good practices in other PA systems. Namibia's Protected Areas are a repository of globally significant biological diversity. They provide habitat for large mammals, unable to survive in settled habitats (i.e. Wild Dog, Lion, Buffalo), and are important for the conservation of dryland flora. However, the current PA network, although covering 13.8% of the national territory, is not wholly representative of biodiversity (particularly beta diversity). Only two out of the country's 6 biomes are adequately covered, while 4 - Succulent Karoo, Nama Karoo, Acacia Tree and Shrub Savannah and Broadleafed Tree and Wood Savannah - are under-represented. Moreover, at a finer scale, 16 out of the 29 vegetation types are under-represented. The Management Effectiveness of operations within the PA System is also sub-optimal. In the absence of intervention, it is anticipated that the PA system will not provide an effective bulwark	Paras 103-107, page 8 & 8.

	against pressures facing biodiversity, corresponding in a loss of global conservation values. At present, a number of barriers are hampering efforts to improve PA management effectiveness. In line with the GEF guidance for project funding under Strategic Priority 1, GEF finance is geared to the removal of these barriers, namely: Inadequate Enabling Policy/ Planning Framework, Weak Human and Institutional Capacity, Poor Integration of PAs and Landscape management, incomplete PA network coverage, and PA financing. These barriers are elaborated in Section I, Part IB-3 of the Project Document.	
2. The project requires Parliament, not the MET, to pass a Wildlife Management Bill. It is not clear how this issue will be addressed or when the Bill is expected to be passed.	The draft Parks and Wildlife Management Bill is currently with the Permanent Secretary of MET, who will organize further discussions for refinement and will submit to the Minister for approval. The Minister, through Cabinet, will present it for a vote by the National Assembly. Once passed by the National Assembly, and reviewed by the National Council, the Bill becomes an Act of Parliament, and is published in the Government Gazette. The Government expects this process to be completed by the end of 2006.	N/A

B. Comments from German Government

Summary of Comment	Response	Location where document was revised
1. The proposal is very well elaborated and fully in line with the principles and goals of German Development cooperation. Indicators and targets for co-management and the potential of PA management for local economic development should be developed during project implementation.	Agreed. They will be developed during project implementation.	N/A

C. Comments from Swiss Government

Summary of Comment	Response	Location where document was revised
1. The requested amount of US$ 8 million appears rather high in proportion to the proposed activities.	Activities have been carefully budgeted during preparation, and the costs are considered to be reasonable in light of the project scope. The project seeks to build capacity needed to enhance PA management effectiveness at three different levels; i.e. systemic (legislative/policy), institutional and individual. Furthermore, it will directly invest in conservation activities at the field level, covering an area of 140,000 km^2. The project will directly intervene in eight protected areas covering an area of 75,676 km^2 (while providing indirect services to the remaining sites). These sites have been selected to be representative of the social, ecological and institutional landscape of Namibia, and include sites in the far North East, North	N/A

Summary of Comment	Response	Location where document was revised
	West and South of the Country. Cost coefficients reflect the range of inputs needed, time budget and country costs, which include premiums for operations at remote locations.	
2. It would be prudent to design a country-wide PA system which covers each ecosystem sufficiently at the onset, in order to provide proper direction to other potential investors and to set the stage for on-going efforts for expansion of the country's PA system.	A country-wide Strategic PA Network Plan will be prepared in year 1 of the project and will provide a blueprint for expansion of the PA estate to ensure sufficient representativeness. A draft conservation needs assessment was prepared during project preparation, and will provide input to this Plan. Efforts to expand the PA System to fill gaps identified in the Strategic PA Network Plan will in the main be undertaken in Phase 2. However, Phase 1 will provide for partial realignment of the PA network, by supporting the government's plan to proclaim the Sperrgebbiet National Park, Mangetti Game Camp and three concession areas between Etosha National Park and Skeleton Coast Park. This expansion has been identified as a priority in the Conservation Needs Assessment. With these realignment activities, as indicated in the logical framework, representation within the PA network is expected to increase in 5 out of 6 biomes in Phase 1.	N/A
3. The proposal provides insufficient background on how to deal with some of the root causes threatening the country's biodiversity, in particular growing habitat alienation and fragmentation.	Annex 2: Threats and Root Causes Matrix describes in detail the relationship between root causes, management barriers and barrier removal strategies. Threat 2 is concerned with fragmentation of ecosystems. The whole project is rooted in an integrated approach to conservation in Namibia, moving from a 'patchwork' to a 'network' of conservation areas: in this way the utility of fragmented ecosystems can be restored, by rebuilding the landscape through cooperative agreements with landholders. One of the fundamental mechanisms for this is to stimulate partnerships and better management coordination between parks and the areas surrounding them, be they communal land, communal conservancies, private or municipal land, managed for conservation or other land uses. (See for example, paras 41, 54 and particularly 105, all 4 field demonstration sites).	See Annex 2 on page 8.
4. It would be helpful if the expected global benefits of Phase 1 could be spelled out in detail, in order to clarify the incremental benefits.	See response above. The text describing global benefits has been reinforced.	Paras 103-107, page 8 & 8.
5. There seems to be apparent lack of stakeholder involvement on a local level, especially the involvement of park neighbours in cooperative PA management and in equity sharing.	At present, there is a definite lack of local stakeholder involvement in park management. The SPAN project aims at remedying this weakness, and will test innovative means for involving local communities, local businesses and other local stakeholders in PA management. Activities at the demonstration sites will be planned and overseen by a Park Consultative Committee (PCC) to be established with full involvement of park neighbours and residents. The Stakeholder Involvement Plan (Annex 5) provides full details of the strategies selected for involving different groups of stakeholders at local level. A series of local level stakeholder consultation workshops were held during project preparation at each of the demonstration sites, to discuss and agree the arrangements.	N/A
6. Capacity building of communities sharing boundaries	Capacity building of communities sharing boundaries with PAs is a key for successful biodiversity conservation across the landscape, and will be looked at in particular in the field of integrated wildlife	Para 79, page 8. Annex 5 Stakeholder

Summary of Comment	Response	Location where document was revised
with PAs seems to be missing. Community involvement in knowledge management system also seems to be lacking.	management, co-management and benefit sharing, and monitoring. As Namibia has a number of on-going projects which support community based natural resource management and as many targeted communities are park neighbours, local-level capacity building activities will be conducted in close collaboration with the existing projects including a GEF/WB supported ICEMA Project. A mechanism will also be created to ensure full participation of stakeholders including communities in knowledge management (KM) activities. Various KM fora will be created both electronically and physically to make sure experiences/lessons learnt from communities will be fed to the KM system and to ensure the information is easily accessible for all. The paragraph on KM has been revised to clarify the planned role of communities in this regard.	Involvement Plan, para 13, page 8.
7. The approach taken to achieve financial sustainability for Namibia's PA system is not convincing and the financial forecasts appear overly optimistic. The forecasts imply a tripling of revenues to be generated by the PA system by the end of the project. Assuming the tripling of revenues could be achieved and assuming that all revenues generated could be retained by the protected areas to cover their operational costs, there still would remain a budget shortfall of 50%, not counting new areas to be added to the system that are unable to generate any revenue.	In phase 1, the project is looking at making a progression towards financial sustainability by 1: creating cost efficiencies and 2: generating new revenues. Full financial sustainability to be achieved during phase 2. Namibia's PA system currently is estimated to generate around N$ 21 million per annum, which is about a half of MET budget for PA management. The economic analysis undertaken during preparation projected that the PA direct income could rise to N$ 63 million per annum. This projection is considered to be realistic as it is based on significant increases in three key areas: i) *a new pricing structure and innovative and more efficient revenue collection methods*; ii) *royalties from tourism*; iii) *live game sales*. The critical point to note in each case is that these are not projected as 'growing' 300% over the life of the project – rather, they are seen as currently untapped resources, which once accessed will immediately contribute significantly to the finances of MET, and the national economy. It is true that even if the PA income increases to N$ 63 million, it is less than the desired recurrent cost of managing the PA system (N$ 106 million for the system as a whole). However, it is expected that, with the significantly increased direct revenue and increased recognition of the large economic impact of the PA system, the Government will invest a much higher amount in the PAs. The MET has already started motivating for 25% retention of park revenue to be reinvested in PA management, supplementing existing budget, and this case will be further strengthened by envisaged project activities. Accordingly activities in phase 1 are expected to make a major contribution to ensuring the long-term financial sustainability of the PA system. MET currently captures, through its usage fees and levies, only a tiny proportion (around 1-2%) of total contribution to GDP attributable to PAs. The PAs underpin the tourism industry to a very large extent; what is needed is to make explicit the link between investment in PAs and increased contribution to GDP. In terms of ensuring financial sustainability of the PA system, it will be critical to demonstrate: – the current **value** of the PA system, not simply measured by the revenues MET generates from direct park usage fees, but in terms of its contribution to the nation: to GDP and to government coffers. This is the target of the proposed further economics studies to be financed by the SPAN	Para 76, page 8. Footnote 37, page 8.

Summary of Comment	Response	Location where document was revised
	project. (*It is notable that about 25% of the total contribution of PA tourism to GDP contributes directly to poverty alleviation – unskilled labour, rents and royalties to communal lands, and traditional agriculture*). – that an improved institutional structure, supported by a strengthened systemic framework, will enable MET to more effectively and efficiently manage the protected areas. More effective management will increase the return on investment, whether from private or public sources. – smart partnerships with neighbours, the private sector and other stakeholders to increase cost efficiencies of managing PAs.	
8. More clear description is needed on synergies with on-going GEF and donor supported projects in the country.	Synergies and linkages with other on-going GEF supported projects are described in detail from para 113 - 121 on page 23, 24 and 25. Some relevant donor supported projects are described in para 29 on page 13 and para 30 on page 15.	N/A
9. Clarification is needed on how 10-20% of Namibia's private conservation lands can qualify as part of the national PA system. Wouldn't such fence areas add to habitat fragmentation creating artificial islands?	At the moment, the private conservation lands are not regarded as part of the national PA system. Rather they are viewed as having potential to complement biodiversity conservation work within the state owned PAs. The 10-20% of Namibia's private land is estimated as being dedicated to "wildlife management", and not necessarily biodiversity conservation. There is currently no system to ensure sound conservation practices on private land. SPAN will address this issue by supporting the finalisation and enactment of a new Parks and Wildlife Management Bill, which should provide a better framework and monitoring system for conservation activities on private land. The Strategic PA network plan will also assist the MET in identifying critical private lands on which conservation practice needs to be strengthened. The systematic biodiversity monitoring mechanism will also include such critical lands outside PAs. The intention is to support the progressive expansion of the PA system on private land in phase 2, through new management arrangements that better link management of PAs and neighbouring reserves.	N/A
10. The project's contribution to the country's decentralisation and devolution efforts with respect to PA management appears to be over-estimated, given that devolution/decentralisation require full commitment by the Government over an extended period of time.	There is a strong commitment at both field and the management levels of the MET to decentralise/devolve certain wildlife management and PA management functions to MET staff in the field or in some cases to non-MET entities. The MET is already embarking on formulation of a strategic management plan and organisational restructuring process this year, with decentralisation/devolution fully in mind. Internally, SPAN will provide the MET an ideal opportunity to expedite the process and test and refine various approaches of internal devolutions through demonstration site's activities.	N/A
11. Government co-financing of US$ 26 million appears disproportionate and the breakdown of these financial contributions is not quite clear.	Just over 6.8%, or US$ 2,300,000 from the Government co-financing is estimated to be "in kind" with the remainder of the co-financing represented "in cash". The contribution of the co-financing "in kind" is: 1. Cost senior staff of the Ministry of Environment and Tourism (MET) and a portion of the HQ staff cost of Directorate of Parks and Wildlife and Directorate of Scientific Services, which are geared towards the MET's Programme 1: Protected Area Management. In particular the in-kind co-financing will provide the	N/A

Summary of Comment	Response	Location where document was revised
	time of key personnel for developing park management plans, research and monitoring planning, improving infrastructure and logistical support, and harmonizing the management of adjacent land units to improve the effectiveness of the PA network. (US$ 1,600,000) 2. The Ministry will make available office space for the PMU and second one personnel to the PMU. (US$ 700,000). "In cash" co-financing includes budgets allocated for park management planning, research and monitoring, law enforcement, wildlife translocation, infrastructure improvement and new revenue generation.	

SIGNATURE PAGE

Country: NAMIBIA

UNDAF Outcome(s)/Indicator(s):	By 2010, livelihoods and food security among most vulnerable groups are improved in highly affected locations
Expected Outcome(s)/Indicator (s):	**Goal:** Energy and environment for sustainable development **Outcome:** Adverse effects of global trends such as climate change, desertification, alien invasive species and biotechnology on biodiversity and ecosystem services managed effectively **Service Line 3.5:** Conservation and sustainable use of biodiversity
Expected Output(s)/Indicator(s):	1. Improved systemic capacity provides the enabling framework for enhancing PA management effectiveness. 2. Institutional capacities for PA management are strengthened, resulting in more effective use of financial and human resources. 3. PA management know-how is expanded and reinforced through innovative field management demonstrations.
Implementing partner (Executing Agency):	Ministry of Environment and Tourism (MET)
Other Partners:	USAID, KfW, CI, NAMDEB, WWF-UK, IRDNC, NNF, WB/GEF ICEMA Project Office, WB/GEF NACOMA Project Office, Communities and Conservancies, Ministry of Finance, Ministry of Mines and Energy, Private Sector

Programme Period: 2006-2010
Programme Component: Energy and Environment for Sustainable Development
Project Title: Strengthening the Protected Area Network - SPAN
Project ID: PIMS 3121
Project Duration: 6 years
Management Arrangement: National Execution

Total budget:	US$ 42,227,000
• GEF	US$ 8,200,000
• GEF(PDF-B)	US$ 350,000
• Government	US $ 26,802,000
• Bilateral Donors	US$ 3,775,000
• Other	US$ 2,800,000

On behalf of:	Signature	Date	Name/Title
Government of Namibia			Mr. Mocks Shivute, Permanent Secretary, NPC
Implementing Partner /Executing Agency			Dr. Malan Lindeque, Permanent Secretary, MET
UNDP			Mr. Simon R. Nhongo, Resident Representative, UNDP Namibia