

# GLOBAL ENVIRONMENT FACILITY CONCEPT PAPER

---

<b>Title of Project</b>	:	<b>Country Partnership for Integrated Sustainable Land Management</b>
<b>Country</b>	:	Namibia
<b>Country Eligibility</b>	:	Namibia ratified the Convention to Combat Desertification (CCD) on 16 May 1997, and is eligible for GEF funding under Para 9(b) of the GEF Instrument
<b>GEF Implementing Agency</b>	:	United Nations Development Programme (UNDP)
<b>GEF focal area</b>	:	Land Degradation
<b>Operational Programme</b>	:	Sustainable Land Management (OP #15)
<b>Expected duration of project</b>	:	6 – 8 years (to be confirmed during preparation)
<b>Expected budget of full project</b>	:	
<input type="checkbox"/> GEF		<u>US 9.77 million</u>
<input type="checkbox"/> Co-financing		<u>US\$ 36 million</u>
		EU US\$ 11,700,000
		GTZ US\$ 800,000 (NAPCOD)
		GoN US\$ 33,560,550 million

---

## A. SUMMARY

1. Namibia is classed as the driest country in sub-Saharan Africa, and is subject to frequent drought episodes owing to temporal and spatial perturbations in rainfall patterns. Land degradation and attendant desertification is an increasing problem, manifest amongst other things in soil erosion, the impairment of hydrological functions, habitat conversion, e.g. through deforestation, overgrazing of rangelands, and changes in the vegetation structure in pastoral areas. As approximately 70% of the population is directly dependant on subsistence agriculture and livestock husbandry, land degradation poses an acute challenge to rural livelihoods, while also undermining ecosystem integrity, and threatening the forfeiture of global environmental benefits. The Government of Namibia has identified land degradation as a serious problem, demanding remedial intervention, and has recognised that integrated ecosystem management strategies are needed to effectively address the underlying causes. Nevertheless, development programmes have tended to adopt a sectoral approach when addressing the problem. There is a need to institute integrated approaches, crossing the economic sectors and involving public, private and civil society institutions. However, moves to realise this are presently hampered by capacity constraints at the systemic, institutional and individual levels.
2. The proposed GEF Country Partnership for Integrated Sustainable Land Management will seek to address these constraints through the development and coordinated execution of a package of strategic interventions. Activities will be designed to address barriers in implementation, and progressively leverage investment finance from the Government of Namibia, donor community and communities, to take promising management models to scale. At the request of the Government of Namibia, UNDP is taking the lead in managing preparatory activities on behalf of

the GEF body corporate. Mechanisms will be instituted to ensure the involvement of GEF Implementing Agencies and Executing Agencies during preparation.

---

## **B. LINKAGES TO NATIONAL PRIORITIES, ACTION PLANS AND PROGRAMS**

### **Striving for Sustainable Development**

3. Namibia attained its independence in March 1990. The country has since made remarkable progress in securing and safeguarding a multi-party democracy, an open market economy, peace and security, racial and ethnic reconciliation and social development. These achievements have been realized while championing the objectives of environmentally-sound natural resource management, encapsulated within the notion of sustainable development, through numerous policy initiatives. Namibia became one of the first countries worldwide to incorporate an environmental and sustainable development clause within its National Constitution (Article 95(1)), which states that “*the State shall actively promote and maintain the welfare of the people by adopting, inter alia, policies aimed at ...the ... maintenance of ecosystems, essential ecological processes and biological diversity of Namibia and utilisation of living natural resources on a sustainable basis for the benefit of all Namibians, both present and future.* Further any citizen or organisation is able to raise issues of environmental concern, contravening the constitution via the Office of the Ombudsman (Article 91(c)).
4. In 1992, the government in partnership with civil society, created a national common vision for sustainable development known as the *Green Plan*. President Sam Nujoma formally tabled this document at the United Nations Conference on Environment and Development in Brazil. The *Green Plan* led, in turn, to the development of a *12 Point Plan for Integrated and Sustainable Environmental Management*, a short strategic implementation document, which was adopted by Parliament in 1993. Namibia’s portfolio of environmental programmes was engineered through this process and was designed as a complimentary and synergistic set of activities to address the country’s environmental challenges and opportunities.
5. A dedicated environmental agency, the Directorate of Environmental Affairs, was established to spearhead this process, and was assigned the following mission: *to promote environmental protection, environmental planning and environmental coordination in support of sustainable development and equitable use of natural resources and national development, and to protect the environment and human welfare from unsustainable, unhealthy and inappropriate practices.* The Ministry hosting this Directorate was renamed the Ministry of Environment and Tourism, and was charged with the following programmatic responsibilities:
  - Combating desertification, including addressing deforestation, rangeland degradation and bush encroachment
  - Community-based natural resource management and devolution of rights to local levels
  - Biodiversity management and protection, including vulnerable habitats

- Water, wetlands and river basin management
  - Pollution and waste management
  - Environmental assessment (EIA) and land-use planning
  - The Ministry instituted a number of cross-cutting programmes, which included the following:
    - State of Environment reporting, information and awareness for informed planning and management
    - Policy and legislative development/reform
    - Environmental and natural resource economics and accounting
    - Capacity-building and training
6. The foundations laid by *Namibia's Green Plan* and the experience gained through implementing the afore-mentioned suite of environmental and sustainable development programmes, have paved the way for a focused intervention, led by the National Planning Commission in the Office of the President, to incorporate environmental and sustainable development issues and options into the country's five-year National Development Plan for the period 2001-2006 (NDP2). Procedures have been developed and will be tested and adapted to mainstream the sustainable development philosophy and approaches. A development visioning exercise (Vision to the year 2030), has similarly been developed and fully embraces the idea of sustainable development as a cornerstone for assuring future prosperity. By providing a pivot for mainstreaming, these initiatives constitute an excellent platform for advancing the Country Partnership, and most importantly, for spearheading the progressive replication of good sustainable land management practices through development undertakings.

### **National challenges and priorities**

7. Namibia has spent considerable time reviewing the challenges and opportunities it confronts in the pursuance of its sustainable development objectives. Wide and exhaustive public participation has characterized the process of developing the second National Development Plan, Namibia's Vision 2030 and the National Assessment report to the World Summit for Sustainable Development in 2002. In addition, ongoing work with communities and partner non-government organisations throughout the country have added detailed local perspectives to the larger picture. The following development priorities/ challenges have been identified:
- Poverty and economic stratification and inequality
  - Human health, particularly addressing the HIV/AIDS pandemic
  - Development of human resources and capacity
  - Sustainable use and management of land and its associated natural resources
  - Increasing water stress, and using water & wetland systems in optimal and strategic ways
  - Loss of biological diversity, and the need for assuring its optimal use to generate sustainable local benefits
  - Industrialization, and the need to ensure clean and efficient production systems
  - Knowledge management

- It is clear that most of these issues are linked, and can only be addressed through integrated approaches.
8. Of all these priorities, the issue of sustainable land management was lifted out in Namibia's National Assessment report to the WSSD in Johannesburg in 2002, as being particularly important, and as offering an excellent entry point for a national programme that could address a number of the challenges listed above. This issue has been a recurring priority throughout Namibia's post-independence development, and has received some attention through the work of line ministries and national projects, but these endeavors have not been adequately integrated under an umbrella approach that links institutions, programmes and Namibia's priority development goals into one unified country programme.

### **Policy context**

9. This section provides (a) the overall long-term vision for Namibia, (b) the current five-year development goals and strategies, (c) the NAPCOD, and (d) the key policy areas that are currently in place or in advanced stages of development and that have bearing on land management, degradation and issues of desertification.
10. **The VISION for Namibia in 2030.** The vision for the natural resource sector of Vision 2030 states that Namibia shall develop its natural capital for the benefit of its social, economic and ecological well-being, by adopting strategies that promote the sustainable, equitable and efficient use of natural resources; maximise comparative advantages; and reduce all inappropriate resource use practices. Vision 2030 recognises that natural resources alone cannot sustain Namibia's long-term development, and the nation must diversify its economy and livelihoods. But land and its associated natural resources are recognized as a vital component of Namibia's development. To this end, Vision 2030 directs that land must be used in appropriate and equitable ways, to significantly contribute to food security at household and national levels, and to support the sustainable and equitable growth of Namibia's economy, while maintaining and improving land capability and ecosystem function.
11. **Namibia's National Development Plan**, NDP2 for 2001 to 2006, sets the following National Development Objectives:
- To reduce poverty
  - To create employment
  - To promote economic empowerment
  - To stimulate and sustain economic growth
  - To reduce inequality in income distribution
  - To reduce regional development inequalities
  - To promote gender equality and equity
  - To enhance environmental and ecological sustainability, and
  - To combat the further spread of HIV/AIDS

12. Again, these are all interlinked objectives that require integrated approaches and multi-sector approaches. The key National Strategies to realize these Objectives are:

- Promoting and strengthening an enabling environment for economic growth and development
- Promoting sustainable use of natural resources and environmental management
- Promoting participatory development and equity
- Developing human resources
- Promoting good governance

13. Within the various sector chapters on NDP2 there is clear recognition of the need for integrated, sustainable land management. The table below summarises key elements of this:

Agriculture	The Agriculture chapter states that its mission is to “... provide a secure foundation for sustainable and equitable growth” and “to ensure the long-term sustainability of interventions with regards to environment and socio-economic sustainability ... by means of collaboration, cooperation and coordination linkages, which include stakeholder involvement and participation in the planning, implementation and monitoring processes”. Their strategies include the promotion of environmentally sustainable rural livelihoods and enhancement of more equitable distribution and access to resources and services for all farming communities; and the promotion, development and reinforcement of policies and regulatory frameworks that facilitate the conservation, sound management and sustainable utilisation of natural resources by the agricultural sector.
Water	Similar sentiments on sustainable use of water are expressed by the Water sector, and their strategies include ensuring an integrated management approach, using collaboration between government ministries, NGOs, the private sector and all water users; and applying water demand management strategies to promote conservation and more efficient water use.
Land Reform	The Land Reform chapter has at part of its mission and objectives to contribute to national sustainable development through promotion of sustainable use of renewable natural resources and the promotion of sustainable livelihoods and to facilitate integrated land-use planning.
Forestry	The Forestry sector mission is to practice and promote the sustainable and participatory management of forest resources and other woody vegetation to enhance socio-economic development and environmental stability. Similarly, the Wildlife sector mission is to promote sustainable use of renewable natural resources, to promote sustainable rural livelihoods and to sustain ecological processes, biodiversity and ecosystems.
Cross Cutting	A number of cross-cutting chapters have relevance, particularly those on Poverty Reduction, Income Distribution, Environment & Sustainable Resource Management, Research, Science & Technology, and Decentralisation. Without expanding on them here in detail, there are some clear principles that emerge as providing common ground across these and the sectoral chapters of NDP2, as follows: Commitment to promoting the sustainable use of resources Promotion of integrated approaches, including social, economic and environmental / ecological components Strong awareness of the need for participatory approaches Commitment to collaboration across sectors and by means of multi-institutional partnerships.

14. This analysis reveals a highly conducive setting and entry framework for planning an ***Integrated Sustainable Land Management Programme*** for Namibia.

15. **Namibia's National Programme to Combat Desertification (NAPCOD)** was launched in 1994 prior to the ratification of the CCD in 1997. NAPCOD is an umbrella programme, housed at the Ministries of Environment and Tourism (MET) and Agriculture, Water and Rural Development (MAWRD), that accommodates a larger variety of projects under its framework. NAPCOD is also serving as the National Action Programme (NAP) for the UNCCD. NAPCOD has been implemented in a phased approach. The first phase focused on information collection and dissemination and building consensus on the main elements of the national programme. The second phase built upon this initial research, carrying out policy analysis and suggested possible policy reforms. A key recommendation was for actions to shift in emphasis away from ecological symptoms of desertification to the underlying root causes. A major component of the second phase was community empowerment and multi-agency cooperation. By working in a few pilot communities an integrated approach was taken involving agriculture and veterinary extension officers, rural water supply, wildlife and tourism agencies, the Namibia Nature Foundation staff, NAPCOD and the Desert Research Foundation of Namibia. The approach was effective and expanded in NAPCOD III. The main focus of NAPCOD III (1999-2003) has been on strengthening capacity and enhancing drought preparedness amongst Namibia's communal and commercial farmers, and diverse private and public service organizations. In addition, phase III is focusing on the development of monitoring tools and methodologies, both at national and local levels. The latter aim to fully involve local land and resource managers, and give them the skills to monitor their own impacts.
16. **There are a host of sector policies** that have direct relevance to sustainable land management. These include the National Agricultural Policy, the National Water Policy, Inland Fisheries Bill, the Environmental Management Bill (which makes provision for EIAs), the Tourism White Paper and draft policy, the Community-based Tourism Policy, Wildlife Management, Utilisation and Tourism in Communal Areas and the Amendment to the Nature Conservation Ordinance, Land-use Planning towards Sustainable Development Policy, Forest Act, Policies from the Ministry of Mines and Energy, the Regional Planning and Development Policy, Namibia's Trade Policy, the National Land Policy and the Communal Land Reform Act. While these policies are somewhat focused to the sector of concern, they generally recognise that Namibia's environment is arid, highly unpredictable and that "droughts" are normal phenomena in dryland areas and need to be managed. They also recognise that sectors cannot work in isolation, that they need to promote sustainable practices, that they need diversified land-use options and that partnerships are essential. Appendix 1 provides an overview of the main strengths and weaknesses of some of the key policies.
17. One of the more relevant policy reforms is that of Community-based Natural Resource Management (CBNRM), which allows for the devolution of tenure, rights and authority over open-access common property resources to communities at the local level. This important policy recognizes the threat of "the tragedy of the commons", and makes provision for group management and group accountability. In the case of wildlife, forestry and commercial tourism, the rights are exclusive to the respective community

members, but not yet in the case of rangelands. This policy has been extensively implemented in Namibia, to extremely good effect, under the “Conservancy” and “Community Forest” schemes. To date over 7 million hectares of land, within 29 registered conservancies, have been gazetted. There are some 50 emerging conservancies in various stages of development, covering an estimated additional 10 million ha. The Conservancy Programme essentially promotes the establishment of local management institutions, that focus on sustainable and integrated land and natural resource management practices and income-generating enterprises, while at the same time, building local capacity. At present, the conservancy programme has a focus on wildlife and tourism, because of the good economic returns from these initiatives and because of the historic legacy of communities being denied access to these resources in the past. Looking to the future, conservancies offer an ideal local entry points for an integrated sustainable land management programme.

### **C. PROGRAMME CONTEXT**

#### **Environmental context:**

18. Namibia is the driest country in sub-Saharan Africa with a country-wide precipitation average of less than 250 mm per year. Only some 8% of the country falls within the dry sub-humid belt, as defined by the CCD, while the rest of the country is characterised by semi-arid through arid to hyper-arid conditions in the west and south (Figure 1). The rainfall is not only low, but also highly variable and unpredictable over time and space (Figure 2). To exacerbate this aridity, the only perennial rivers are on Namibia’s southern and northern borders, some 1,700 km apart, and they all rise in neighbouring countries (Figure 3). The interior of Namibia, which supports some 1.85 million people (see Figure 4 for distribution) on generally infertile soils, derives its water from ground aquifers and from limited episodic flows in ephemeral rivers within the country. Water is Namibia’s most limited natural resource.
19. Some 70% of Namibia’s population is dependent on natural resources for their livelihoods. The country is divided into five major land allocation divisions (Figure 5), as follows:
  - Freehold farmland, covering some 44% of the country, where farmers have title deeds of ownership and a high level of tenure over the renewable natural resources on their land.
  - Communal farmland, covering some 41% of the country, where farmers have traditional rights within customary systems on state land, with different levels of tenure over different resources, but with rangelands being mainly under open access and common property regimes.
  - Protected areas, covering about 13.5% of the country and consisting of national and game parks, strongly skewed towards the most arid parts of the country, notably the Namib Desert, and with some biomes and vegetation types being severely under-represented in the protected area network.
  - Diamond area, also known as the “Sperrgebiet” or forbidden area, covering just over 1% of the country, and allocated for diamond exploration and mining; and

- Municipal and town lands, covering less than 0.5% of the country, and consisting of the urban areas of Namibia.
20. The latest review of vegetation in Namibia recognizes 29 different vegetation types, ranging from sand-dune deserts to riverine woodlands, in five terrestrial biomes (see Atlas of Namibia, 2002). Areas of high diversity coincide with (a) higher rainfall areas, particularly where vegetation types meet - such as in the north-east of Namibia, where large river systems, woodlands, savannas and ephemeral wetlands occur side by side - and (b) in the arid south-west, in the area influenced by winter rainfall, where a succulent Namib-Karoo vegetation is particularly rich and unique. The savanna and dry woodlands support abundant large plains game on freehold and communal land. Namibia also has a rich endemic flora and fauna, with many unusual growth forms and behavioural adaptations to arid conditions. The centre of endemnicity runs in a belt down the western to central parts of the country, from the Namib Desert, across the Karoo belt to the edge of the semi-arid savanna. Good information is available on Namibia's biological diversity (see Biodiversity Country Study, 1998).

### **Socio-economic context**

21. In 2000 Namibia's urban population was about 35% of the total population. By 2015 it is estimated to rise to almost 50% of a predicted population of 2.5 million. Despite this rapid rate of urbanisation, the rural farming community will continue to grow at about 11% over the period from now to 2015, placing increasing demands and pressure on the fragile dryland environment. Conventional farming is a risky business in Namibia, because of the low rainfall, highly variable climate and short growing season (Figure 6).
22. Namibia's per capita income places it as a middle-income country. This categorization, however, masks large social and environmental debts that Namibia inherited from 100 years of colonial history and almost half a century of apartheid. Its Human Development Index is 0.65 (0.75 in urban and 0.57 in rural areas), its Human Poverty Index is 25 (17 in urban, 29 in rural areas), and its Gini Coefficient, which provides a measure of equity, is 0.67, which is of considerable concern to the country. In essence, some 0.3% of the population own 40% of the land, and 5% earn almost 70 of the income. High levels of poverty exist. Programmes to address these concerns are at the heart of Namibia's development goals, through economic empowerment and social investment in housing, health care, education and many other sectors. As an example, some 28% of the national budget is allocated to the education sector alone.
23. A relatively new factor has emerged to compound Namibia's development challenges, and that is the HIV/AIDS pandemic. Five diseases account for 46% of all deaths in government hospitals. Until 1996 malaria was the main cause. Since then, Aids has taken over as the main killer. Rates of infection have increased in adults from an average of 4% in 1992 to over 25% today, with some areas in the country being as high as 35%. A quarter of all infected people are in the age group of 25-29 years old. This disease is having a debilitating impact on households, livelihoods, development, capacity building,

and every aspect of private and public life. Accordingly, it is of major concern in the context of land management.

### **Global Significance:**

24. Sustainable land management in Namibia is important globally for the following reasons:

- The loss of above and below ground biomass consequent from deforestation and creation of necromass from decaying vegetation matter on cleared land both contributes to GHG release and reduces sinking capacities.
- Land degradation is impairing ecological functions and habitat quality in critical ecosystems containing biological diversity of global importance. Many of Namibia's unique species complement are vulnerable endemic or near endemic dryland species, threatened through land degradation.
- Land degradation in landscapes buffering protected areas is exacerbating pressures in reserves, as communities seek pasture or to replace ecological goods eliminated through degradation.
- The impairment of watershed integrity through deforestation and other forms of degradation places additional stress on Namibia's few perennial rivers for water harvesting. These rivers tend to be transboundary (i.e. Okavango). In the long term, uncontrolled abstraction is likely to have serious down stream impacts, with economic and ecological implications.

### **Problems, threats and constraints to sustainable land management in Namibia**

25. Despite the country's severe climatic constraints, a major percentage of the land is used for agriculture purposes. As a result of population expansion and the erection of fences, traditional pastoral methods are becoming increasingly marginalized. This is of concern, as traditional methods have local adaptations that are well suited to local conditions. Namibia is also water poor, and increasing water stress poses threats to human health, economic well-being and environmental integrity. Despite its modest contribution to GDP, agriculture accounts for about 60% of all water used in Namibia. Crop irrigation alone accounts for almost 40% of all water, and there are plans to expand this further.

26. Land-use planning and natural resource management fall under the jurisdiction of several different ministries, including Lands, Agriculture & Water, Regional & Local Government and Environment & Tourism. There are no mechanisms in place to facilitate planning and land use, and ministries often inadvertently undermine one another's initiatives.

27. One of Namibia's colonial legacies is the very unequal distribution of land. Some 1.2 million people live on 41% of the land, while about 72,000 people live on 44% of the land, the later being owned by just 4,600 people. This unequal distribution and ownership of land presents a major challenge, and one which is currently receiving considerable attention under a national land reform assessment.

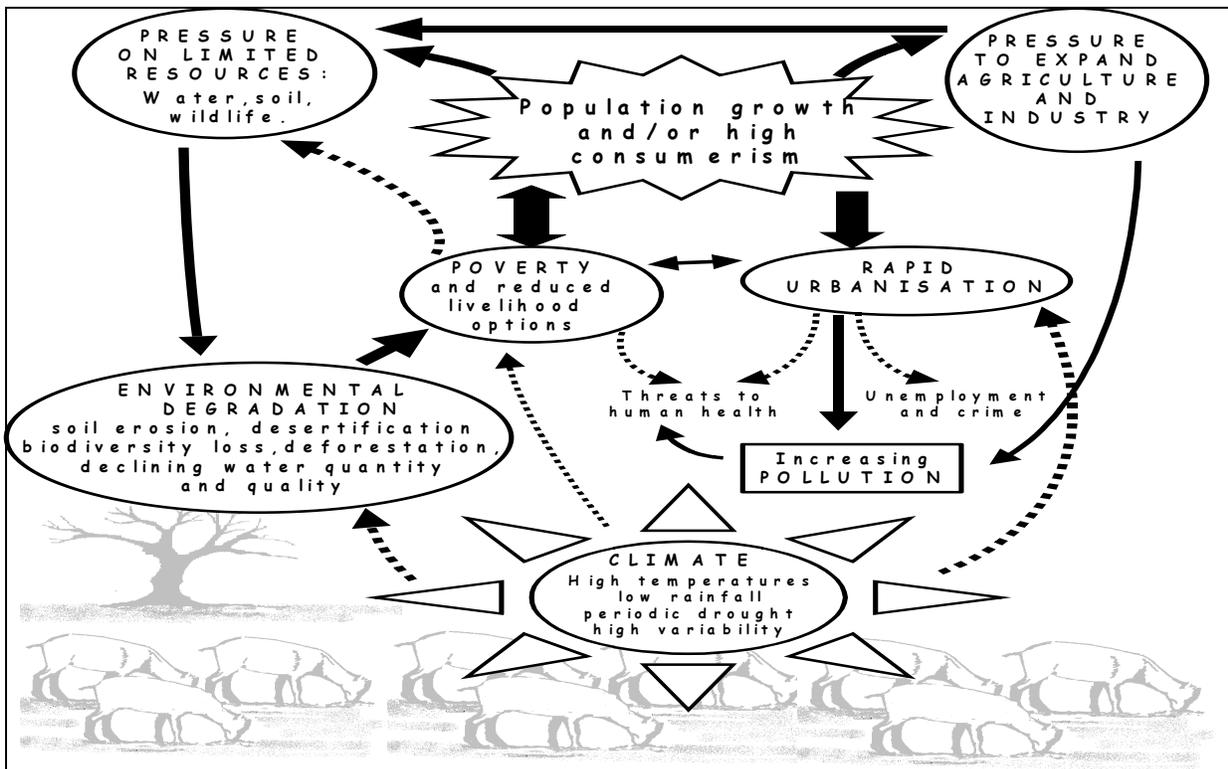
28. The issue of land degradation, known as "desertification", is of national concern. Namibia's productivity is low. This can be seen from the average annual plant production

across the country, as determined from satellite imagery (Figure 7). What is of particular relevance is the fact that the highly variable rainfall has a marked influence on plant production, yet these variables are not entirely synchronised. The area of greatest annual variation in plant production is the semi-arid savanna belt that runs between the woodlands in the north-east, and the true desert in the west (Figure 8). This is the area in Namibia at greatest risk of desertification, and which shows the most severe symptoms of bush encroachment, loss of perennial grasses and biological, and in which soil erosion is most severe.

29. Issues of sustainable land management and combating desertification are as much socio-economic policy issues around livelihoods, as they are environmental. An integrated approach is thus needed, and the required level of collaboration and multi-sectoral partnerships (as is illustrated in the figure below) has not yet been achieved in Namibia. This remains one of the greatest challenges.

30. The determinants and causal effects underpinning land degradation and other aspects of environmental degradation are illustrated below.

**Some of the interlinked issues that threaten sustainable land management in Namibia**



31. Threats can be segmented into intermediate and ultimate root causes, which are manifested as proximate threats. Proximate threats include soil erosion, rangeland degradation, change in vegetation structure and deforestation.

32. *Soil erosion*: The soils in Namibia have low natural fertility, are generally poor in humus, are shallow, sandy and stony and have low water retention capacity. These peculiarities impact on the natural soil condition thus making it more prone to erosion and vulnerable to unsuitable settings.
33. *Rangeland degradation* is evident in areas of bush encroachment where diverse and palatable grass species for cattle have been replaced with unpalatable bush species. Around 14 million hectares of commercial farming areas throughout Namibia are estimated to be affected. Overgrazing and overstocking of livestock contributes to rangeland degradation leaving areas devoid of vegetation, which at high levels can prove to be irreversible, and making soil more vulnerable to water or wind erosion. As the condition of rangelands decreases so does the condition of livestock leading to a loss of income and peoples well being.
34. *Deforestation* is a major concern especially in the north central parts of the country. This is due to unsustainable uses of trees to build houses, firewood for fuel, woodcarvings and the clearing of land for cultivation. The loss of forest cover leads to further land degradation as top soil is easily washed away.
35. These anthropogenic threats are amplified by the existing natural vulnerability of the Namibian ecosystem particularly rainfall variability and drought. There is great spatial variability reflecting the differences in ecological landscape and settlement patterns.
36. These proximate threats are influenced at the ultimate level by systemic poverty and rising population that holds much of the rural population at a low level of subsistence. Attrition through HIV/AIDS further impacts on the land as labor shortages result in insufficient attention being paid to sustainable land management. The government is taking steps to address these ultimate causes, through sector programmes, pursued in support of the policy agenda elaborated earlier. However despite effective policy sustainable land management is hampered by such a sectoral approach.
37. Intermediate level pressures mark the entry point for the GEF intervention. These are inter-related, each compounding the other and include;
- Capacity constraints of institutions at national, regional and local level to coordinate sustainable land management activities in an integrated manner,
  - Technological issues relating to appropriate land management techniques suited to the different socio-economic and ecological landscapes
  - Skills gap particularly in abilities of communities to implement ‘on the ground interventions’ to address land degradation to preserve or restore ecosystem stability, functions and services.
  - Systemic issues such as the sectoral approach to land management and insufficient harmonization in land policies and programmes, insecure land tenure particularly in communal grazing lands.

## **Institutional context**

38. The successful realisation of integrated land management objectives will require the active and effective participation of a large number of participants and stakeholders. There are some six Ministries with at least 11 different Departments or Directorates involved in managing land and natural resources. There are two tertiary training and research institutions, two main farmers' associations and some eight major non-governmental organisations playing a key role in natural resource management, community development and associated support. And most important, there are many hundreds of communities, some well organised into community-based associations such as the conservancies, others less organised or working within traditional structures. It is these people at the community and village levels that are the primary managers of land and natural resources, and which accordingly, will constitute the primary beneficiaries of the proposed Country Program. All the other levels are essentially support agencies, with different roles. One of the prime roles of government is to create the appropriate enabling environment with good incentives and, where necessary, the required regulations. The main role of the NGOs is to assist with implementation of the policies, to help build capacity and to help ensure that policies move from paper to practice.

## **Baseline**

39. Sustainable land, water, forestry, wildlife and fresh-water fisheries management have been goals of various responsible line ministries for many years. Prior to Namibia's independence, these approaches were focussed mainly on the freehold land estate, and mainly through the application of strictly scientific and technological solutions, often from the perspective of the natural resources being impacted upon. These approaches have been largely unsuccessful. After independence, there was a marked shift to provide support to the communal sector, whose land and resources had become degraded to varying degrees as a result of the apartheid "homelands" system and lack of investment and training in those areas. People came to realise that little could be achieved without the active involvement of local natural resource users and managers – the farmers, pastoralists and harvesters of natural resources. At the time of Namibia's independence there were few skilled people in community development and in open access, common property resource management, to help implement community-based natural resource management projects. These skills have had to be built—and skills building in this arena remains an unmet need. There were also few appropriate enabling policies. These have also had to be developed. A further constraint was that Namibia carried a legacy of the colonial administration, in which sectoral divisions were firmly entrenched. There was little collaboration between sectors – certainly no integrated and holistic approaches were applied. Namibia's new approach has been to view land degradation and desertification as ecological symptoms of policy failure in mainly the socio-economic fields. As such, an understanding of the socio-economic, institutional, political and ecological settings is essential, together with components of indigenous knowledge and community-based action.

40. The Government has a mix of sector investment programs and recurrent activities related to sustainable land management and sustainable development. *Namibia's Green Plan*

(1992) recognises desertification and land degradation (with its associated resources) as a national threat and of national priority. The government made a commitment to attempt to stop and reverse desertification and its impacts through promoting the wise management of natural resources. It recognised that desertification was largely man-made, but exacerbated by planning, policy and management failures in years of below average rainfall.

41. *NAPCOD* has done some innovative and ground-breaking work in the area of combating desertification and exploring ways of sustainably managing the drylands of Namibia, within a socio-economic context. This work has however been on a small and modest scale. Namibia has played an active and influential role within the implementation of the United Nations Convention to Combat Desertification (CCD) and at its respective meetings, including the Conferences of the Parties. Namibia's approach has been to mainstream its planning and programmes to combat desertification and its obligations under the CCD into National Development Plans, Sector Plans and cross-cutting programmes on environment, rural development and poverty alleviation. They are also addressed in the National Drought Policy and Strategy. In Namibia's latest report to the CCD, it highlights the fact that the national approach is jointly promoted and implemented by a number of key ministries, working in close partnership with NGOs and Community-base Organisations. It further highlights the development of indicators for monitoring at national and local levels, input to developing appropriate institutional arrangements at local level for community-led sustainable management, and input into a number of sector policies, such as the national Water Policy, to make sure that it takes broad socio-economic as well as environmental considerations into account. Namibia has also provided a SADC-wide centre of excellence for research and training, at Gobabeb Desert Research Foundation, and is actively involved in regional exchange of CCD and desertification-related information. The report highlights the fact that many government-funded activities are contributing to the aims of the CCD and to combating desertification in Namibia, but these organisations do not recognise their contributions. These efforts could be better harnessed and harmonised into more effective and focused initiatives. This Country Partnership Programme has been developed with the active participation and leadership of the CCD Focal Point.
42. *Poverty Reduction Strategy*: the Government developed a Poverty Reduction Strategy (PRS) for Namibia in December 1998. The PRS was built around the following prioritized themes for poverty reduction: 1) creation of a long-term vision for Namibia as a prosperous nation, 2) new ways to generate income amongst poor communities, in particular through promotion of agriculture, tourism and the small and medium enterprise sector, 3) safety net to assist the poor who are at risk of falling further into poverty, and 4) efficient and effective use of public resources. After the adoption of the PRS, Cabinet approved steps toward the design of a National Poverty Reduction Action Programme (NPRAP). NPRAP elaborates on the PRS and describes the measures that should be taken to ensure its implementation. It provides a practical and comprehensive statement on the implementation of the PRS reflecting its directions, priorities and strategy areas. NPRAP is to be revised in October of every second year and endorsed by Cabinet at the completion of each revision cycle so that it becomes both responsive to change and

purposeful in its endeavours to reduce poverty in Namibia. The NPRAP review process is part of the NDP II review process.

43. *Decentralization:* Namibia adopted decentralization as a state policy in 1997. The process is spearheaded by the Ministry of Regional, Local Government and Housing (MRLGH). In 2000, two important pieces of enabling legislation for decentralization were enacted: the Decentralization Enabling Act and the Regional Development and Equity Provisions Act. The Decentralization Enabling Act provides for and regulates the transfer of functions, staff and funds to regional councils and local authorities, while the Regional Development and Equity Provisions Act aims to ensure equity is achieved in the pursuance of socio-economic development. With assistance from the UNDP/NORDIC Fund, the MRLGH compiled a decentralization implementation Plan (DIP). A Directorate of Decentralization Coordination has been established within the MGLGH to coordinate the implementation of the decentralization. Taskforces report to this Directorate, with the latter in turn reporting to the Decentralization Policy Implementation Committee. This committee is composed of all Permanent Secretaries and chaired by the Permanent Secretary to the Cabinet.
44. *Water sector initiatives:* Water is Namibia's most critical natural resource and is an essential commodity for development. Water is also a key input for economic development, be it for industry, mining, agriculture or tourism. It is estimated that 57% of water consumption derives from groundwater, 20% from ephemeral rivers and 23% from the perennial border rivers. Since all the perennial rivers are shared with neighbouring countries, regional joint water resource management is critical. MAWRD is promoting community based water management, devolving responsibility for water points to rural water committees, in order to improve rural water supply by empowering communities. There have been a series of projects to train communities in maintenance and rehabilitation of water points. However additional investment is necessary to fully realize the objectives of the devolution of responsibility. The government plan with EU support to start the following community-based initiatives: Onambutu Water Supply Project, the Tsandi South Water Supply Project, and further accelerating the implementation of Community Based Management and the establishment of 5 Regional Rural Water Supply Development Plans. The Directorate of Rural Water Supply has already successfully completed 7 Regional Rural Water Supply Development Plans, making use of private Namibian consultant teams.
45. The Directorate is since 1997 busy implementing community based management and phasing in cost recovery. At this point in time an average 41% payment of NamWater bills is achieved in rural areas. As the targets for community based management have been extended from 2007 to 2010 and training of water committees and rehabilitation of water supply infrastructure has been outsourced to the private sector, the Directorate can manage community based management.
46. *Agricultural extension support:* The agricultural extension service of the MAWRD has been promoting the Forum for Integrated Resource Management (FIRM) approach. FIRM approach put communal farmers on a driving seat, enabling them to sustainably

plan and manage development in their area based on available natural resources. MAWRD adopts a FIRM approach that focus on the following key elements: a) community ownership; b) compulsory annual general meeting with all key stakeholder c) collective identification of community needs, that address land use and resource management and agree on how various SOs can support these needs and planned activities; c) the CBO calling a review/ monitoring and evaluation meeting with SOs at least half-yearly to ensure accountability on all sides; d) the CBO using the knowledge and skills gained from Local Level Monitoring, e) joint evaluation and adjustment of their integrated land use planning and sustainable resource management programmes and activities. The FIRM approach was piloted in several communities, for example Grootberg in Kunene Region and Gibeon in Hardap region. Lessons learned are to be disseminated widely. Many of the MAWRD extension officers have been trained in this approach and the Ministry is planning to replicate the FIRM in other parts of Namibia. The FIRM approach is being used to enhance Basin Management in the Kuiseb river basin, piloted by the Elak project with EU funding in partnership with MAWRD. In this instance the 'community' represents all those living in the Kuiseb river basin – commercial and communal farmers, the municipality of Walvis Bay, and the Namib-Naukluft Park of MET. They have formed a Basin Management Committee (essentially a FIRM) to help them plan, coordinate and review inputs from relevant service providers. Although not identical to grass-roots level FIRMS, BMCs serve to ensure the resident community a key role in their own development.

47. *Community Based Natural Resource Management (CBNRM) Programme:* One of the six Programmes of the MET is the CBNRM Programme which started in 1995. The 1996 Nature Conservation Amendment Act grants landholders rights to establish conservancies and wildlife councils in communal areas. The Act uses conservancies as a means by which limited rights to manage and benefit from wildlife and tourism are given to specified groups of inhabitants in communal areas. By allowing rural people to manage their natural resources in a sustainable manner and to derive benefits from these resources, they are empowered to improve on the quality of their livelihood. To date, 71,394 km<sup>2</sup> of land, or 29 communal area conservancies, have been registered, and over 30 other conservancies are in various stages of development

### **Programme Goals, Rationale, Objectives and activities**

48. Land management is a cross-cutting issue, as such requires harmonisation and coordination at both the national and local levels. Currently Namibia has sector specific and stand-alone projects. The current proposal is intended to develop a country partnerships programme on integrated sustainable land management (ISLM) based on and building upon the existing country's programmes. It is geared towards developing a holistic and strategic management approach, using a programmatic approach leading into a coherent, long term planning framework. The full programme will pilot/demonstrate a new model for sustainable land management monitoring system based on local conditions and will ensure combinations of poverty reduction and environmental sustainability performance indicators are fully reflected.

## **Overall Goals of the Full Sustainable Land Management Programme**

49. The overall goal is to reduce and reverse the process of land degradation in Namibia thus delivering significant benefits to local communities

## **Immediate Objectives of the Full programme**

50. The immediate objectives of this programme will be defined with more precision during the PDF B formulation stage, but are expected to include: -
- a. To adopt a national integrated SLM approach ensuring coordination of SLM activities and;
  - b. To pilot and adapt models for sustainable land management.

## **Expected Outcomes**

51. The expected outcomes of the programme will be finalised during the PDF B funded preparatory phase. The following is a preliminary indication of what these might be: -
- Capacity strengthened of government institutions at national, regional and local level to elaborate conducive policies and strategies for SLM and to coordinate activities in an integrated manner
  - Land management policies and programmes harmonised to ensure SLM practices across sectors are addressed strategically at a country level.
  - Land resources sustainably managed and the preservation or restoration of the structure and functional integrity of ecosystems assured.
  - Sustainable financing for SLM activities assured in the medium term

## **Identification of the main intervention areas**

52. The following intervention areas have been identified after consultations with stakeholders. The detailed activities will be finalised during further preparation. Five interlinked areas are proposed which, together will significantly contribute to the attainment of the overall programme goal –*“to reduce and reverse the process of land degradation in Namibia thus delivering significant benefits to local communities”*. The proposed intervention areas centre: first at the local level; second at capacity building at the systemic, institutional and individuals levels and thirdly at managing knowledge and experiences in ways that optimise their value to others. The project components are interlinked and cross-cut at different levels. The five intervention areas are set out below.

## **Enhancing a conducive operational environment for achieving optimal ISLM**

53. Rural people and communities manage the land and its natural resources. Their decisions and actions will, to a major extent, determine whether such land-use options and management will be sustainable and optimal – to both the environment and themselves. Such decisions are taken within various policy settings, knowledge systems and day-to-

day *modus operandi* of themselves and their support organisations, such as the extension services of government ministries.

54. Namibia has inherited a highly sectoral government service. This is not optimal for providing support to promote sustainable, integrated land and natural resource management. A number of pilot initiatives have shown that individuals and communities in rural areas think about and manage resources in integrated ways. These initiatives also suggest that, given the right level of support, training and encouragement, the support agencies of line ministries (such as agricultural, water and veterinary extension, environment, wildlife and forestry, inland fisheries, etc) and NGOs can provide the necessary support to communities to promote and enhance their integrated approaches. This work has further demonstrated a number of important principles:
- The approach must be community-led, by members who are mainly the land-users and common “clients” for all the support agencies. Best results are achieved when communities are empowered and capacitated to coordinate the inputs of the support organisations
  - Support organisations must be service-orientated towards their primary client (community and its members). This sometimes requires a dramatic shift in views of extension staff as well as innovative approaches.
  - Extension staff must be authorised and empowered to work together in efficient and effective ways, cutting across sector and institutional lines, to sustain their support and services to communities.
55. Lessons learned underscore that achieving community-led rural development is a long-term process that calls for accelerated development of national, regional and local capacities and a period of time. It requires harmonised support in partnership with public, private and civil society organisations in addressing integrated resource management for a range of resources (rangelands and livestock, water, wildlife and tourism etc.). This collaboration is piloted in one area under a Memorandum of Cooperation signed by the Permanent Secretaries of different ministries, which authorised their staff to cooperate and collaborate in support of community-led development.
56. The remaining challenges are to fully institutionalise and up-scale the pilot initiative across all the relevant support organisations and sectors for both inter and intra-sectoral operations. This entails a focus on line ministries, both at (a) the national level, to create the enabling environment and to ensure that it becomes functioning, and (b) the regional level to support optimal environment for land management systems led and coordinated within community priorities.
57. The PESILUP project will develop baseline information on integrated ecosystem management providing ‘land use-guides’ for land users in all ecoregions of Namibia. It would concentrate on establishing and strengthening land use planning approaches and processes at different levels with the ultimate aim of mainstreaming them into ongoing sectoral ministries work.
58. Part of this intervention area will also focus on integrated water resources management (IWRM). This is necessary because of the close land-water linkages in the Namibia

context: water sustains land use, and is a major determinant of settlement patterns and economic activities, which bear on land degradation. At the same time, land uses and degradation influence water characteristics (through amongst other things, water partitioning in the sub soil or soil surface). These land-water linkages may cause both land and water problems, which need to be addressed in an integrated manner, to ensure sustainable land management.

The major challenges facing the county in this context are:

- Limited water resources;
- Development of human resources and capacity in the country – especially in the government (GRN suffers from “brain drain” problems after training their staff);
- Sustainable use and management of land and its associated natural resources;
- Increasing water stress, and using water & wetland systems in optimal and strategic ways and;
- Limited understanding of possible impacts of land degradation or unsustainable land use on the country’s scarce water resources

59. Possible interventions areas will aim at developing and implementing an Integrated Water Resource Management Plan for the Orange River (within the Namibian border), on a demonstration basis, inclusive of capacity building efforts for effective implementation at local level. It is also proposed that a practical IWRM information kit for dissemination purposes should be developed to provide the basic easy reference on good and bad water management practices to be used at community level (for both household and agricultural consumption). In addition, a few baseline and data forecast on sectoral water uses are needed. With regard to ground water/ ephemeral component the following will be undertaken:

- Review of research on groundwater resources in the country;
- Scenario analysis of the impact of groundwater level change on land management – change in vegetation, soil characteristics, etc.
- Develop a database of resource persons for groundwater studies in Namibia;
- Establish the trend of groundwater recharge/subtraction rate (time series data analysis);
- Scenario analysis of the impact of Climate Change on groundwater level and;

This will be implemented in conjunction with the UNESCO-supported capacity building parallel project<sup>1</sup>.

### **Enhancing Policy setting**

60. The development of new policies and legislation has absorbed much of the time of technical personnel in government in post-independent Namibia. The reasons for this are obvious, given the country’s apartheid and colonial history. However, many of these policies were developed in isolation and do not take into account policies developed in

---

<sup>1</sup> This component will contribute to the achievement of The WSSD Plan of Implementation which calls for the development of integrated water resources management and water efficiency plans.

other sectors. Some aspects of the various policies are mutually supportive, while others unwittingly create perverse incentives for sustainable and integrated land and natural resource management in some sectors.

61. A number of policy reviews have been carried out, and these have led to a series of recommendations. However, these recommendations have not been adequately implemented. Besides, the decentralisation and devolution processes require some additional policy analysis and interpretation to develop an appropriate policy framework that is equally supportive to sustainable land management. This will facilitate the creation of incentives for sustainable and optimal production, at the local level within limits of long-term sustainability. This project area would then focus on ways of coordinating policies and creating optimal frame conditions to further support the objectives of the above mentioned- intervention areas.
62. In addition, there are some fundamental issues that require further policy development. The first and most important is in the area of rangeland management. Currently, residents on communal land (over 40% of the country and over 60% of the population) do not have exclusive group rights over the rangeland. An open-access system applies, in contrast to the rights devolved to communities for water, forests, wildlife and tourism. Until policy reform is introduced, there are no incentives for groups of ranchers to manage their rangelands effectively, because they have no control of overexploitation by others. Policy reform is needed that meets both the needs of sustainable land management and local social settings. A second area that requires attention is that of further devolution of rights, authority and responsibility to local management levels. Although Namibia has already advanced than its neighbouring countries, the experiences acquired evidently indicate that significant additional benefits would be gained with regard to sustainable land and natural resource management, as well as on poverty reduction, if devolution was further extended. This project element will further scope detailed interventions to address the priority issues outlined.

### **Local-level support for community-based natural resources management**

63. The country adopted the CBNRM approach as a mechanism to give local communities ownership and control over natural resources, as a vehicle for assuring sustainable land management. This approach has been field-tested in the past decade and valuable results and lessons have emerged. This project component will build upon the three pillars of CBNRM:
  - To promote diversified, sustainable and productive management of the natural resource base;
  - To enhance the benefits from natural resources and improve peoples' livelihoods and;
  - To build capacity within communities at appropriate levels, including the institutional -CBOs- and individual.
64. A promising vehicle for CBNRM to support local communities is through the 'conservancy' programme, where rights and responsibilities over various resources are

devolved to the local level. This initiative has been successfully mainstreamed into national development and is considered an important approach for rural development and poverty reduction (NDP II, Vision 2030, NPRAP etc.). Despite the good progress and strong commitment from government and non-government institutions, there remain a number of challenges to the full and effective implementation of this approach. Some of the challenges include:

- Diversifying and integrating natural resource management planning and practices at local levels –the main barrier being the way in which support organisations are structured within rigid sectors;
- Building capacity at the local (CBO) level, which is a long-term process; and
- Rolling out this process to appropriate regions across the country, turning it into a truly national programme, while ensuring that specific local socio-ecological conditions are fully taken into account.

65. The MAWRD/DRFN project would initially aim to work in a number of different pilot areas based on a diversity of social and ecological factors. It would explore ways and mechanisms of working within an ecosystem and adaptive management approach. The specific activities would involve joint planning, management and monitoring with appropriate feedback loops. The visioning exercise will involve community members and support organisations; that will undertake a joint assessment of the potential of the area in terms of diversified opportunities and options. It would also explore ways of working within the context of evolving roles of Regional Governments as contained in the decentralisation policy guidelines. Similar efforts in the Kavango Region, working with regional councillors and via traditional authorities have demonstrated viable results in the context of integrated river basin management. This project component will be supplemented by a UNESCO parallel capacity building initiative on ground water management in the rural areas. The specific areas and regions are to be mapped out later.

66. It is acknowledged that time and investment needed to develop community capacity and generate the necessary resources to sustain community development varies from area to area, even within areas, depending on variables such as resource base, existing capacity and availability of investors and markets. Similarly, biodiversity and landscape values of the area, development needs and community cohesion are diverse. As such, four regions in the north central have been identified as suitable pilot areas. In 2000, about 33% of all cattle in Namibia were found in the proposed project area that comprises only 10% of the total land area of Namibia. In order to facilitate the sharing of best practices and experiences, this project will pioneer community-to community exchanges for further replication.

### **Monitoring and indicators, developing \$ applying a Sustainable Development Index**

67. M&E will be carried out throughout the various project cycles. However, it is intended that the CP will have a specific project intervention that departs from the standard approach of monitoring primarily the intermediate impacts. The main aim is to develop a methodology that effectively monitors the ultimate impacts - those relevant to Namibia's

Development Goals and long-term vision. The results of this monitoring would be a Sustainable Development Index (SDI) for each local community / conservancy initiative. The change in this index, year by year, would reveal the development trend and rate. The SDI would include attributes such as (a) the resource base (rangeland, water, livestock, wildlife, etc) in the form of natural resource accounts, and providing a mechanism for tracking degradation (b) productivity and income derived from the resource base and other sources of income, and (c) social capital, including skills and capacity and institutional development. The index would also take into account the number of jobs and enterprises, as well as gender issues. Innovative and socially acceptable ways of including information on HIV/AIDS will also need to be explored.

68. The emphasis of this component of the programme is to monitor largely the impacts – on peoples’ lives, livelihoods and capacity, and on the health, diversity and productivity of the land and its natural resources. The development of a Sustainable Development Index, which can be applied at the local level in a flexible manner, will be a major contribution in measuring the impacts of rural sustainable development interventions in Namibia and beyond. Much of the methodology has already been developed, in various components, through the Natural Resource Economics Unit within the Directorate of Environmental Affairs. It has not, however, been drawn together and applied in ways outlined above.

### **Technology and Knowledge Management**

69. Many of the initiatives outlined in this programme, as well as the experiences acquired to date that underpin the CP, are very innovative and cutting-edge. But the derived knowledge and skill is held at many levels, from government to community. There are, and will be, many lessons, practices and experiences to share, both within country and within the SADC region and beyond.
70. This project area sees that sharing information at all levels and between sectors is one of the most effective ways of learning. To this end, both horizontal (community-to-community, support agency to support agency) and vertical (community to support agency to political decision-maker) exchanges are very relevant and valuable. Mechanisms to share best practices need to be enhanced, at all levels, ranging from scientists to practitioners, the latter including land users and extension officers. These will be tackled by way of providing proper training; supported by educational materials that fit different uses in diverse circumstances. As most of the users are locally based (with minimal education) the materials will be interpreted in local languages and be user-friendly. An information dissemination strategy will be implemented to promote wide distribution locally.
71. Namibia is fortunate to have a strong network of government and NGO support staff across the country, to facilitate training and information dissemination. In addition, the Gobabeb Training and Research Centre has been particularly developed, as a SADC centre of excellence, to support training on issues of desertification, management of land and natural resources in the arid and semi-arid systems of southern Africa. It is a valuable tool in the implementation of testing appropriate technology, developing materials and

supporting training at all levels. The centre is jointly run by the MET and DRFN, which is a unique partnership arrangement between an NGO and a government ministry.

72. This component will then enhance Namibia's capacity to capture, record and document best practices in integrated natural resources and sustainable land management. It will contribute to the development of best mechanisms for sharing and disseminating such information and experiences, both within the country and beyond. This component will be an ideal opportunity for replicating best approaches.

## **Rationale for GEF Involvement**

73. The baseline scenario (without GEF involvement) is that government and donor support to natural resources management, including land will continue to be insufficient, slow and *ad hoc* in nature, and not guided by an overall planning framework, nor buttressed by a focused capacity building effort. In addition, land management in Namibia will lack a coherent, replicable format, and will be implemented in a piece-meal fashion more responsive to donor priorities than to government priorities for natural resources management. Overall management capacity will continue to deteriorate, leading to greater land degradation, habitat loss ultimately leading to loss of flora and fauna, and causing global benefits deriving from the environment to be progressively forfeited.
74. The GEF Alternative will seek to establish and implement a rationalised vision for Integrated Sustainable Land Management in Namibia. GEF support for the Namibia Country Partnership would be designed to catalyse integrated and sustained interventions to deal comprehensively with the underlying determinants of land degradation and desertification. GEF supported activities would be designed to strategically build capacities at the systemic, institutional and individual levels, and expand the range of management solutions (through carefully targeted field demonstration), so as to uncover win-win management solutions, improve cost effectiveness in management endeavours, and create an enabling environment for investment in sustainable land management. GEF activities would be highly leveraged, with approximately US\$ 4 in co-financing raised for every US\$ 1 secured from the GEF. The program would be designed to maximise opportunities for replicating good practices, and ensuring sustainability. The partnership approach pursued will reduce transaction costs because the partners would use streamlined and harmonized project cycle procedures to develop and approve the partnership.
75. Given the GEF's global mandate to facilitate and co-ordinate the implementation of programmes with global benefits, the GEF increment will more specifically assist the overall planning and implementation of the ISLM programme, will provide technical assistance for the development of demonstration projects (some of which can provide tangible benefits to local communities), and will implement these projects in selected areas. The Government of Namibia will commit itself to ensuring that the recurrent costs of land management are met through annual budgetary allocations. A more precise

definition of the programme's logical framework, and the GEF increment and co-financing, will be developed during the PDF B funded preparatory process.

## Stakeholder Involvement

76. The table below identifies the main partners and stakeholders.

Name of Stakeholder	Functions /roles
<b>Ministry of Environment and Tourism (MET)</b>	<p>The overall mission is to ensure the maintenance and rehabilitation of natural ecosystems and ecological processes, the conservation of biological diversity, and to ensure that renewable natural resources are used in a sustainable way for the benefit of all Namibians, both present and future, and for the global community</p> <p><b>DIRECTORATE OF ENVIRONMENTAL AFFAIRS:</b> To plan, coordinate and protect Namibia's environment and its natural resources, at local to national levels. Has broad cross-cutting obligations to the environment in its broadest context</p> <p><b>DIRECTORATE OF FORESTRY:</b> To practice and promote the sustainable and participatory management of forest resources and other woody vegetation, to enhance socio-economic and environmental stability</p> <p><b>DIRECTORATE OF PARKS AND WILDLIFE:</b> To promote and ensure the conservation and sustainability of natural resources and wildlife habitat in Namibia and the sustainable use of wildlife resource</p> <p><b>DIVISION OF SCIENTIFIC SERVICES:</b> To provide essential specialist support for the implementation of Article 95 of the constitution of the Republic of Namibia, and thus to enable the MET to implement resource management and conservation policies aimed at improving the quality of life for Namibians through the sustainable use of renewable resources and the maintenance of biodiversity</p>
<b>Ministry of Agriculture, Water and Rural Development (MAWRD)</b>	<p><b>DEPARTMENT OF AGRICULTURE &amp; RURAL DEVELOPMENT</b> To 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 livelihood opportunities and maximize the potential value added within the country to national agricultural output.</p> <p><b>DEPARTMENT OF WATER AFFAIRS</b> To achieve the efficient supply and allocation of water, ensuring equitable access to water resources and sanitation, and ensure the sustainable use of water and its associated resources. In sum, the challenge is to ensure that water resource management contributes to and is compatible with sustainable and equitable economic development.</p>
<b>Ministry of Lands, Resettlement and Rehabilitation</b>	<p>To 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.</p>

<b>(MLRR)</b>	
<b>Ministry of Local, Regional Government and Housing (MRLGH)</b>	To facilitate the establishment of an effective Regional and 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.
<b>National Planning Commission (NPC)</b>	To coordinate activities undertaken by line ministries, with particular respect to coordination of the capital development budget and development assistance from donor nations
<b>Namibia Agricultural Union (NAU)</b>	To interpret the wishes of the Namibian farming community and promote their interests, and to work toward the systematic development of the agricultural industry, with the objective of solving the existing problems and drafting the necessary legislation
<b>Namibia National Farmers Union (NNFU)</b>	To serve as a mouthpiece for Communal Land farmers, run an advocacy and lobby programme that aims to influence national policy on land reform, marketing, credit, GRN extension services and regional trade
<b>Namibia Nature Foundation (NNF)</b>	To promote sustainable development, the conservation of biological diversity and natural ecosystems, and the wise and ethical use of natural resources for the benefits of all Namibians, both present and future
<b>Namibia Association of CBNRM Support Organisations (NACSO)</b>	To promote the national Community-based Natural Resource Management (CBNRM) programme, to facilitate collaboration and synergy between the work of the partners, and to liaise closely with MET and community-based organisations to ensure that the CBNRM / Conservancy programme is meeting its objectives
<b>Desert Research Foundation of Namibia (DRFN)</b>	To create and further awareness and understanding of arid environments and develop the capacity, skills and knowledge to manage arid environments appropriately
<b>Integrated Rural Development and Nature Conservation (IRDNC)</b>	To improve the lives of rural people by diversifying the socio-economy in Namibia's communal areas and include wildlife and other natural resources to secure a long-term place for wildlife outside national parks
<b>Namibia Development Trust (NDT)</b>	To support sustainable development and develop institutional capacity through the environmentally sound management of local natural resources and raise awareness on effective natural resource management through community organisations and community groups
<b>Conservancy Association of Namibia (CANAM)</b>	To promote conservation through the development of policy on conservancies in collaboration with the MET

## **D. INSTITUTIONAL COORDINATION AND SUPPORT**

### **Linkage to GEF financed projects**

77. There are a number of ongoing and emerging GEF projects involving Namibia that have particularly close relevance to this proposed initiative. The Government of Namibia through its GEF political and operational focal points, is playing an active role in coordinating GEF activities in the country, for example holding the GEF Country Level Coordination Workshop in 2003 involving all major stakeholders in the country.

78. UNDP/GEF finances the National Capacity Self Assessment (NCSA) project, executed by the MET, to examine individual, institutional and systemic capacity in Namibia to achieve global environmental goals under three conventions, UNFCCC, CBD and CCD. This project will provide a baseline in terms of individual, institutional and systemic capacity to address sustainable land management at different levels and sectors in the country. The GEF Small Grants Programme was launched in Namibia in 2003 and has been supporting community-based initiatives including projects under sustainable land management.
79. UNDP/GEF also supports the Environmental Protection and Sustainable Management of Okavango River Basin Project. This project involves Namibia, Angola (Lead Country) and Botswana, and aims to strengthen transboundary joint management of the Okavango basin, in order to achieve sustainable use of water and aquatic resources. It also formulates the Strategic Action Programme (SAP) to enable implementation of the Environment Assessment and Implementation Management Plan in all riparian countries.
80. World Bank/GEF is currently financing two Biodiversity Focal Area PDF-B projects in Namibia which are of relevance to the National Protected Area Project. The Namib Coast Biodiversity Conservation and Management Project (NACOMA) aims to put in place a coastal zone management system that will lead to the sustainable use of resources and the protection of Namibia's biodiversity. Envisaged development of regional conservation and management plans for the coastal region, including land use plans need careful and strategic coordination.
81. World Bank/GEF is in the process of finalizing a grant agreement with MET after completing a PDF-B project under OP12 on integrated community based ecosystem management. The Integrated Community based Ecosystem Management (ICEMA) project will aim to restore, secure and enhance key ecosystem processes in conservancies that increase the prospects to improve significantly the conservation of globally important biodiversity and to reduce land degradation in the country as a whole. The project will promote community-based integrated ecosystem management that accrues socio-economic benefits, and prospects for benefits, to conservancies.
82. The UNEP/GEF Desert Margins Programme has been included in the CP, to maximise synergy between the project, and interventions spearheaded under the CP. The DMP is a regional biodiversity project, aimed at mitigating threats to biodiversity posed through desertification processes. Demonstration activities focus on monitoring and evaluating biodiversity status, and piloting promising management strategies to protect biodiversity. In Namibia, the DMP is working on the margins of the Kalahari Desert, at the northern edge of the Nama-karoo region. Three sites have been selected: Gibeon in the south-central communal farming areas (25° 74'S, 17° 48' E), Epikuro (21° 21'S, 19° 12'E) and Aminuis (23° 38'S, 19° 21'E) in the eastern communal farming areas.
83. Close coordination between all the above projects and the proposed initiative needs to be ensured and mechanisms for exact modality should be finalized during the PDF-B phase.

## **Linkages to IA/UNDP programmes**

84. The Common Country Framework (CCF) 2002-2005 identifies three areas of support based on national priorities (poverty reduction, HIV/AIDS, and energy and environment for sustainable development). Specifically, UNDP has continued to support the Government in the implementation and coordination of the poverty reduction programme, especially the National Poverty Reduction Action Programme (NPRAP), through an integrated and multi-dimensional approach which places emphasis on decentralisation, local governance, capacity building and land reform. On the challenging issue of HIV/AIDS prevention and mitigation, the UNDP programme support has assisted the Government in the implementation of the national response strategy. Finally, UNDP programme support has focused on laying a solid foundation for environmentally sustainable development strategies by providing policy advice and technical services for the improvement of inter-country cooperation for the management of shared natural resources, the development of national frameworks for the sustainable management of renewable resources and the strengthening of capacities to cope with national environmental challenges and environmental change on the global scale.

## **Implementation arrangements:**

85. Subject to approval of this concept as part of the GEF pipeline, the Government of Namibia will seek PDF B funding to further develop the proposed partnership programme, ensuring that all GEF eligibility criteria are satisfied. Preparatory activities will be co-executed by the MET, MAWRD and MLRR, with the support of UNDP as the GEF Implementing Agency. The three line ministries will be responsible for programme coordination and management, in addition to monitoring adherence to the agreed work plan for preparatory activities. Recognising the need for institutional coordination at several scales, a number of oversight committees will be established.

86. The Programme Management Group (high level managers) comprises of the executing ministries and the PMU, NPC, UNDP and at least one civil society organisation. The PMG will meet quarterly and will have the following roles:

- Supervise and approve the appointment of technical staff;
- Supervise the PDF work being carried out by the Programme Management Unit (PMU) by monitoring its progress and analyzing reports;
- Directly supervise the development of the full GEF CP Framework and approval of the Document;
- Review and approve work plan and financial plans/reports;

87. The Programme Advisory Committee (middle level managers) will have the following roles:

- Provide input for PMG/PMU on the work plan/budget plan of the PDF-B activities;

- Provide strategic advice on the PMU on the design of the full programme and ensuring the integration of activities with poverty alleviation and sustainable development objectives;
  - Ensure coordination/complementarities between the Programme and other ongoing activities in the country;
  - Ensure full participation of stakeholders during the PDF-B phase;
  - Participate in consultancy selection process.
88. The following list indicates the possible composition of the PAC (PMU, UNDP, MME, MLRR, MAWRD, MRLGH, NPC, Namibia Nature Foundation (NNF), Namibian Association of CBNRM Support Organisations (NACSO), DRFN, EU, German Government, UNAM. This list will be confirmed during the process of finalising the GEF application. Representatives of other GEF IAs and EAs will be invited to participate in PAC meetings, as agreed with each agency. As the lead GEF coordinating agency, UNDP will play a convening function in this regard.
89. A Programme Reference Group (PRG) will also be formed, providing necessary technical inputs as and when requested. Possible members of the reference groups are: NBRI, Polytechnic of Namibia, WWF, National Museum, WIMSA. The group members will attend the PMG and PAC meeting as and when requested.
90. The Programme Management Unit (PMU), which will be located within one of the executing agencies, or at the Habitat Centre, which is under construction and will be responsible for day-to-day implementation of all programme activities including direct supervision of the activities that will be contracted to consultants. This unit will be headed by a Programme Coordinator, assisted by the Deputy Programme Coordinator and Programme Assistant. Close coordination and where possible amalgamation of programme management units of various relevant projects should be encouraged.

## **E. SUSTAINABILITY AND POTENTIAL FOR REPLICATION OF THE FULL PROGRAMME**

91. The country partnership will be implemented over a period of 6- 8 years, to be determined during the preparatory phase. A number of essential elements for replication are already in place. First, much of the institutional and policy development has already taken place. This programme is thus adding value to ongoing initiatives, to fine tune, test, and build further critical capacity (at all levels). The innovative approaches to land degradation mitigation which will be integrated into sector programmes through policy reform, capital development and programmatic regearing will then serve as a best platform for further replication. The participation of the DRFN, which is a SADC focal point for LD training further add-value to accumulated knowledge, experience and lessons learned. Through the knowledge management component, information will be shared between and across all levels, with emphasis on best practices and community-to-community experience sharing. The monitoring component will provide clear feedback for adaptive management of the programme and its component projects. Of particular importance is the way in which support to communities is provided, linking the level of

investment to the potential of the communities to diversify income-generating opportunities in the process addressing land degradation.

92. Namibia has in the past and continues to demonstrate full political commitment to the sustainable management of renewable natural resources through the timely enactment of remedial policy and legislation that despite some gaps, have played a major role in protecting the environment. Namibia's strong country commitment, underscored by its commitment to provide substantial co-financing from domestic resources for the partnership, ensures that the prospects for its successful implementation, effectiveness and long term sustainability are highly promising.

### **Monitoring and evaluation**

93. The M&E component of this programme will form a fundamental component of the CP focusing squarely on relevant outcomes and impacts in the following areas: livelihoods, land and resource base and capacity. These will be developed to produce a Sustainable Development Index to be used at local levels and which can be effectively and efficiently applied to monitor change from year to year. Monitoring at the local level will be enhanced (and developed if necessary) to support this process. Extensive monitoring and adaptive management is already in place in some areas, and this would be expanded to include some of the interim stages in the development pathway, such as

- the extent of joint planning,
- institutional cooperation and collaboration,
- effectiveness of local monitoring and adaptive responses in decision-making and
- extent of community-led management and collaborative approaches to resource allocation by community and partners.

94. Indicators to track the CP at programme level:

- a. Land degradation indices (i.e. veld condition and bush density).
- b. Joint planning and resource allocation amongst departments within ministries incorporating SLM in its broadest context.
- c. Joint/harmonised reporting format on progress and implementation with respect to SLM
- d. Constant monitoring and evaluation of real impacts of combating LD at national, regional and local levels.
- e. Models for SLM applied and replicated
- f. Evidence of intra and inter-sectoral cooperation amongst bodies with a stake or dealing with SLM in Namibia.
- g. Institutional and individual capacities to coordinate the implementation of the CP; and to coordinate and monitor donor support with respect to LD are enhanced at all levels.

## F.FINANCIAL PLAN

95. The financial layout for the GEF Alternative is based on the anticipated activities charted in the description of the GEF Alternative provided above. The PDF B formulation mission will verify and finalize this estimate, as well as the share of GEF to co-financed resources. It is expected that GEF will provide 9,000,000. Other potential sources of co-financing are: Government of Namibia (both in-kind and cash), GTZ, and the EU. Co financing is estimated at approximately US\$ 36 million, with the exact contribution to be confirmed during the preparatory process. This programme concept has been developed through the support of the Environment Unit (UNDP) which has replaced the need for a PDF A grant. However, a PDF B grant is needed in order to undertake the preparatory consultation work and to arrive at a consensus at national and international level on program goals and the intervention scope. The PDF B will also be used to develop a Full programme proposal. The PDF phase will last eight months.
96. The following table is a preliminary indication of GEF programme fund allocation, excluding the government and other contributions which will be ironed out during further development. It is expected that the largest amount would be on project area that focus on CBNRM at the local level (see appendix 6).

<b>Project component</b>	<b>Indicative US\$ million</b>
1.1 Enhancing a conducive operational environment for achieving optimal ISLM	2.5*
1.2 Enhancing the policy setting	1.0
2.1 Local level support for community-based natural resource management	3.0**
2.2 Monitoring and indicators – developing and applying a Sustainable Development Index	0.5
2.3 Technology and Knowledge management	2.0
<b>CP Total</b>	<b>9.0</b>
<b>DMP</b>	<b>0.7</b>

\* 1.0 is allocated to the PESILUP project (WB)

\*\*1.0 is allocated to the MAWRD/DRFN project (UNDP)

### Special features of the partnership

97. The proposed partnership is ambitious –demanding increased and effective close collaboration between and among different sectoral ministries and requiring improved monitoring and evaluation systems for cross-sectoral performances. This GEF activity will provide a basis for improved co-ordination and collaboration in the work of various line ministries (MET, MAWRD and MLRR) and agencies in Namibia, in particular that of rangeland and other land-based resources as well as the local communities living,

accessing and using them. The strategic approach is innovative in that it is multi-sectoral and addresses issues affecting natural productivity of land, native biological richness and resilience, carbon dioxide emission and reduced carbon sequestration and degradation of watershed function. The partnership will provide a paradigm for replication in other countries, once tested and adapted.

## **G. ELIGIBILITY**

98. The country ratified the UN Convention to Combat Desertification (CCD) on 16 May 1997. NAPCOD is the officially recognized NAP for Namibia. The Country Programmatic Partnership addresses the three strategic considerations of the Land degradation focal area (as set in the Operational Strategy15): *capacity building, on-the-ground investments and targeted reach – at the community, national and transboundary level*. Projects developed under the programme will be aligned to these areas of support with the aim of addressing land degradation in a way that achieves long-term global environmental benefits within the context of sustainable development.

### **National level support**

99. The Ministry of Environment and Tourism, through the GEF focal point has endorsed and requested the preparation of this concept.

### **Program Designation and Conformity**

100. This Concept confirms with the principles, expected outcomes and strategic directions of the new Operational Programme 15, under the Land Degradation Focal Area. Specifically, it will address the main outcomes of:

- a) Strengthened institutional and human resource capacity for SLM to achieve global benefits within the context of Sustainable Development
- b) Strengthened policy, regulatory and economic incentive context to facilitate wider adoption of SLM across sectors to address multiple (sometimes conflicting) demands on natural resources, and
- c) Improved economic productivity of land while preserving or restoring structure and functional integrity of ecosystems

101. Furthermore, the Concept addresses both Strategic Priorities of OP 15 for GEF-3, in other words, SP-1: Targeted Capacity building, and SP-2: Implementation of innovative and indigenous sustainable land management practices.

102. Finally, the Concept directly addresses the GEF Secretariat's "Pilot Country Programmatic Partnership on Sustainable Land Management", and fully meets the criteria for selection of countries under this programme (Country has clearly identified priority institutional building and/or investments to address land degradation in its NAPCOD, PRSP and other priority setting-planning frameworks; there is evidence of

strong political will and commitment to address land degradation; the Country has made commitment to provide funds from budgetary sources for the partnership; and there is interest by several donors to provide financial assistance to support land degradation prevention and control activities.

#### 14. SELECTED REFERENCES

- Barnard P (ed) 1998. *Biological Diversity in Namibia: A Country Study*. National Biodiversity Task Force. Windhoek.
- Brown CJ (ed) 1992. *Namibia's Green Plan: Environment and Development*. Government of the Republic of Namibia. Windhoek.
- Brown CJ & Jones BTB 1999. Common-property rangelands management in Namibia: the "Conservancy" model in communal areas. *People and Rangelands: Building the Future*. Proc. VI International Rangeland Congress, Townsville, Australia: 411-413.
- Brown CJ, Seely MK, Kruger AS & Wöhl H 1999. Namibia's program to combat desertification; a dynamic approach to people and rangelands. *People and Rangelands: Building the Future*. Proc. VI International Rangeland Congress, Townsville, Australia: 85-87.
- Dewdney R 1996. *Policy Factors & Desertification – Analysis and Proposals*. NAPCOD. Windhoek.
- Directorate of Environmental Affairs 1999. *State of Environment Report on Water in Namibia*. Windhoek Consulting Engineers, Interconsult & DRFN. Windhoek.
- Directorate of Environmental Affairs 2000. *State of Environment Report on Agriculture and Land Resources in Namibia*. Nepru, NRC & SPC. Windhoek.
- Directorate of Environmental Affairs 2000. *State of Environment Report on Wildlife, Parks and Tourism in Namibia*. Walmesley Environmental Consultancy. Windhoek.
- Government of the Republic of Namibia 2001. Second National Development Plan (NDP2): 2001/2002 – 2005/2006. Volumes 1 & 2. National Planning Commission. Windhoek. Pp 795.
- Government of the Republic of Namibia 2002. *Namibia's Natural Resource Sector: A Contribution to VISION 2030*. National Planning Commission. Windhoek.
- Government of the Republic of Namibia 2002. *Namibia's National Assessment for the World Summit on Sustainable Development*. GRN/UNDP/Capacity21. Windhoek. 44pp.
- Krugmann H 2000. *Fundamental Issues and Threats to Sustainable Development in Namibia*. Prepared for the preparation of the 2<sup>nd</sup> National Development Plan of Namibia. DEA/MET and NPC. Windhoek.
- Mendelsohn J, Jarvis A, Roberts C & Robertson T 2002. *Atlas of Namibia: A Portrait of the Land and its People*. David Philip. Cape Town.
- Namibia's Programme to Combat Desertification (NAPCOD) 2002. *Namibia's Second National Report on the Implementation of the UN Convention to Combat Desertification*. Government of the Republic of Namibia. Windhoek.

National Planning Commission 1997. *National Population Policy for Sustainable Human Development*. Cabinet decision no. 33/5.11.96/001. CSO. Windhoek.

National Planning Commission 1997. *Integrated Poverty Reduction Strategy for Namibia*. A discussion document. Windhoek.

Quan J, Barton D & Conroy C 1994. *A Preliminary Assessment of the Economic Impact of Desertification in Namibia*. Research Discussion Paper no. 3. DEA/MET. Windhoek.

Tarr JG 2000. *Threats to sustainable development in Namibia: Cross-cutting issues that should be addressed in NDP2*. DEA/MET. Windhoek.

UNDP 1999. *Human Development Report 1998*. United Nations Development Programme. Windhoek.

### **Additional materials consulted**

- 12 Point Plan for Integrated and Sustainable Environmental Management, , Government of Namibia
- Atlas of Namibia: A Portrait of the Land and its People, 2002, by John Mendelsohn, Alice Jarvis, Carole Roberts and Tony Robertson.
- Biodiversity Country Study, 1998
- Community Based Natural Resource Management (CBNRM)
- FIRM: The Forum for Integrated Resource Management, 2003, by Southern African Development Community Desert Research Foundation of Namibia Desertification Interaction.
- Integrated Community-based Ecosystem Management (ICEMA) Project
- Namibia's Green Plan, 1992
- National Assessment report to the World Summit for Sustainable Development, 2002
- Namib Coast Biodiversity Conservation and Management (NACOMA) Project
- National Capacity Self-Assessment (NCSA) project document
- National Constitution (Article 91(c))
- National Constitution (Article 95(1))
- National Development Plan II: 2001 – 2006
- National Poverty Reduction Action Programme, 2002
- National Programme to Combat Desertification (NAPCOD)
- Poverty Reduction Strategy, 1998
- Promoting Environmental Sustainability through Improved Land Use Planning (PESILUP) Project
- Vision for Namibia in 2030 (draft)
- UNCBD ([www.uncbd.org](http://www.uncbd.org))
- UNCCD ([www.unccd.org](http://www.unccd.org))
- UN Common Country Framework (CCF) 2002-2005
- UNFCCC( [www.unfccc.org](http://www.unfccc.org))

**APPENDIX 1**  
**AN OVERVIEW OF SELECT POLICIES**  
**Helping or hindering progress towards integrated sustainable land management**

**Policies from the Ministry of Agriculture, Water and Rural Development**

<u>THE NATIONAL AGRICULTURAL POLICY (MAWRD 1995)</u>	
<b>Positive signs for sustainable development</b>	<b>Policy contradictions and omissions</b>
<p>☺ Recognises that water resources in Namibia are limited.</p> <p>☺ Recognises that growth within the agricultural sector should not be at the expense of the natural environment.</p> <p>☺ Recognises that drought is a normal phenomenon and that drought management should be in the form of long-term preparedness and planning.</p> <p>☺ Recognises the need to investigate water tariffs for agricultural activities, which will reflect the full cost of water.</p> <p>☺ Recognises the need for cost effective irrigation systems.</p> <p>☺ Recognises the interdependence between agriculture and other economic sectors and resources (especially water).</p> <p>☺ Recognises the need to research the restoration of degraded land and the use of indigenous, drought tolerant crop varieties.</p> <p>☺ Encourages the use of Environmental Assessment for agriculture projects.</p> <p>☺ Proposes a review of legislation related to agrochemical use.</p> <p>☺ Encourages sustainable land use based on geographic and climatic conditions.</p> <p>☺ Aims to remove trade barriers that restrict development of informal and small business sectors.</p> <p>☺ Promotes improved standards for imported and exported food products, which will help protect public health and prevent the trade in alien invasive organisms.</p> <p>☺ Recognises that subsidies for agrochemicals and water distort prices and markets and serve as a disincentive for private sector investment.</p>	<p>☹ Policy promotes the five fold expansion of irrigated areas in the country but makes no mention of strategies needed to reduce the negative impacts associated with irrigation (high water demand, agrochemicals and soil salinisation). No mention of promoting the use of environmentally friendly technologies to mitigate these impacts e.g. the use of Integrated Pest Management and mulches etc. rather than chemical fertilisers.</p> <p>☹ Promotes irrigating low value crops, e.g. cereals and fodder.</p> <p>☹ Promotes the expansion of livestock production onto under utilised land in northern Namibia despite low carrying capacity and high vulnerability to desertification.</p> <p>☹ No guarantee that soils and critical wetland systems will be protected against overexploitation or damage by irrigation and livestock expansion.</p> <p>☹ Implies that when socially and economically justified, water and agro chemicals will be subsidised, despite the fact that subsidies encourage wastage and do not necessarily help to alleviate poverty<sup>2</sup>. Subsidies and tax breaks should be orientated only towards those activities that will not threaten future agricultural production</p> <p>☹ Makes no reference to the illegal fencing off and overstocking of prime veld by wealthy farmers on communal land or how to control this growing trend.</p> <p>☹ Aims to import genetic material to promote livestock breeding but no reference is made to importation, trade and use of Genetically</p>

<sup>2</sup> The main beneficiaries of subsidies are most often middle income and high income farmers who can afford the infrastructure for irrigation and other types of agriculture and therefore are able to take advantage of cheaper water, GM seeds and agrochemicals.

<u>THE NATIONAL AGRICULTURAL POLICY (MAWRD 1995)</u>	
<b>Positive signs for sustainable development</b>	<b>Policy contradictions and omissions</b>
	Modified Organisms and the effects they may have on human health, indigenous stocks and the environment.
<u>THE NATIONAL WATER POLICY (Draft version MAWRD 2000)</u>	
<b>Positive signs for sustainable development</b>	<b>Policy contradictions on the sustainable use of water and biodiversity protection</b>
<ul style="list-style-type: none"> <li>☺ Recognises water as being essential for human life, economic development and environmental integrity.</li> <li>☺ Recognises the need for inter-sectoral coordination between all stakeholders involved in using and managing water resources.</li> <li>☺ Adopts a cost effective approach to water pricing that will help to limit water wastage and reduce environmental impacts.</li> <li>☺ Proposes to protect water resources from pollution through enforcing <i>polluter pays</i> principles and regular water quality monitoring on all proposed projects.</li> <li>☺ Proposes to develop alternative water sources (including opportunities for waste water reuse, water reclamation and recycling and desalination), which will relieve pressure on the environment.</li> <li>☺ Proposes to improve knowledge on the vulnerability of critical wetland ecosystems and to develop strategies for their management.</li> <li>☺ Respects international laws regarding shared water.</li> </ul>	<ul style="list-style-type: none"> <li>☹ No mention made of assessing or monitoring biological resources within wetlands or the course of action that will be taken if a wetland system is found to be in need of protection.</li> <li>☹ No requirement for projects that aim to develop new boreholes, dams or alternative water sources to undergo Environmental Assessments.</li> </ul>

**Policies from the Ministry of Environment and Tourism**

<u>ENVIRONMENTAL ASSESSMENT POLICY AND THE DRAFT ENVIRONMENTAL MANGEMENT ACT (MET 1995)</u>	
<b>Positive signs for sustainable development</b>	<b>Problems and weaknesses</b>
<ul style="list-style-type: none"> <li>☺ Recognises that Namibia's high dependence on natural resources makes the country vulnerable to environmental degradation.</li> <li>☺ Recognises that in order to ensure sustainable water supplies, food production, health and tourism, Namibia must maintain and look after its natural ecosystems and related ecological processes.</li> <li>☺ Requires adherence to the principle of optimal sustainable yield in the exploitation of natural resources, the maintenance of biodiversity and the protection of critical natural habitats.</li> </ul>	<ul style="list-style-type: none"> <li>☹ The EMA is rather weak, since neither the SDC nor the EC can actually veto a development that they consider to be environmentally unsound. Instead, they will provide advice and try to persuade other government departments to adopt the principles of sustainable development.</li> <li>☹ Whilst this important "umbrella" Act lays the foundation for sustainable development, its passage through the process of multi-</li> </ul>

<u>ENVIRONMENTAL ASSESSMENT POLICY AND THE DRAFT ENVIRONMENTAL MANGEMENT ACT (MET 1995)</u>	
<b>Positive signs for sustainable development</b>	<b>Problems and weaknesses</b>
<p>☺ Once enacted, the Environmental Management Act (EMA) will promote inter-generational equity in the utilisation of land and other natural resources.</p> <p>☺ The EMA will establish a Sustainable Development Commission (SDC) to monitor compliance by Government, Private Sector, Regional and Local authorities, NGO and Community Based Organisations with sustainable development principles. An Environmental Commissioner will support the SDC.</p> <p>☺ Under the EMA, Environmental Assessments will be mandatory for all policies, plans, programmes and projects that are likely to have significant negative impacts on human health and the natural environment.</p>	<p>stakeholder consultation has been extremely slow because of sectoralism. The EMA will, however, strengthen many other policies that promote sustainable development. In the interests of achieving sustainable development, the EMA must be passed soon.</p>

<u>WILDLIFE MANAGEMENT, UTILISATION AND TOURISM IN COMMUNAL AREAS (MET 1995) AND THE RESULTING AMENDMENT TO THE 1975 NATURE CONSERVATION ORDINANCE (MET 1996)</u>	
<b>Positive signs for sustainable development</b>	<b>Policy omissions</b>
<p>☺ This policy aims to establish an economic system for the management and utilisation of wildlife and other renewable natural resources for the people living on state owned communal land. It redresses historical disadvantages by providing the rights available to private commercial farmers to communal dwellers. It allows communities to benefit from wildlife through the development of tourism and other economic ventures.</p> <p>☺ The establishment of conservancies is central to wildlife management, utilisation and tourism activities on communal land. Conservancies allow individuals to pool their resources (land, finances etc.) in order to develop an effective integrated management unit that can have several benefits (including improved habitat, increased wildlife numbers, reduced incidence of poaching, greater profits).</p>	<p>☹ Conservancies do not enjoy special tenure or protected areas status.</p> <p>☹ Conservancies do not guarantee (though they promote) the long-term conservation of biodiversity and the rights of the members.</p>

<u>LAND-USE PLANNING TOWARDS SUSTAINABLE DEVELOPMENT (MET 1994)</u>	
<b>Positive signs for sustainable development</b>	<b>Policy omissions</b>
<p>☺ Seeks to establish suitable structures to enable local communities to participate in decision-making, to take responsibility for the management of natural resources on the land they occupy, and to benefit from the sustainable use of these resources.</p> <p>☺ Aims to promote sustainable land use on privately owned farms through the provision of incentives for appropriate land management practices.</p>	<p>☹ Although the policy recognises the need for the MET to cooperate with the DWA of the MAWRD regarding land-use planning issues that affect wetlands, it does not make specific reference to consultation with other line ministries and affected parties regarding land-use planning.</p>

<u>LAND-USE PLANNING TOWARDS SUSTAINABLE DEVELOPMENT (MET 1994)</u>	
<b>Positive signs for sustainable development</b>	<b>Policy omissions</b>
<p>☺ Encourages private farmers to become involved in decision-making processes that will affect them.</p> <p>☺ Seeks to maintain and/or expand the proclaimed protected areas and to encourage low-impact research, educational and recreational use of these areas.</p> <p>☺ Encourages zoning for multiple uses both within and outside parks to avoid a situation where parks become conservation islands, surrounded by conflicting land use or degraded rangeland.</p> <p>☺ Promotes the integration of proclaimed areas into regional and national land use planning processes.</p> <p>☺ Encourages integrated planning in urban areas and the development of a clean and healthy environment for all residents. Recommends that development in urban areas is multidisciplinary, people orientated, and sensitive to important ecological and aesthetic features. Urban planning should zone areas as green spaces and conservation areas.</p> <p>☺ Encourages the integrated management of vital wetland systems for biodiversity conservation, the maintenance of essential life support systems and sustainable resource use in accordance with the <i>Ramsar Convention</i>. Requires that EA's be undertaken before any significant development is permitted in wetlands.</p>	

<u>THE DRAFT FOREST ACT (MET 2000)</u>	
<b>Positive signs for sustainable development</b>	<b>Omissions and contradictions</b>
<p>☺ Aims to ensure that Forests are protected in order to help conserve soil and water resources, maintain biological diversity and provide forest products.</p> <p>☺ Requires the compilation of Forest inventories and the production and implementation of Forest management plans.</p> <p>☺ Encourages the establishment of forest reserves, forest management areas and nature reserves</p>	<p>☹ This policy does not guarantee protection and permanence to Forest Reserves and allows the Minister, after consultation with interested parties and by notice of the Gazette, to revoke or modify any reserves that have been established.</p> <p>☹ Makes no provision for compliance with various international treaties, agreements and conventions.</p>

### **Policies from the National Planning Commission**

<u>THE REGIONAL PLANNING AND DEVELOPMENT POLICY (NPC 1997)</u>	
<b>Positive signs for sustainable development</b>	<b>Policy contradictions regarding the sustainable use of water, poverty alleviation and biodiversity protection</b>
<p>☺ Aims to establish a regional planning framework for the decentralisation of national government and to facilitate improved coordination between regional development</p>	<p>☹ No recognition of Namibia's commitments under Environmental Treaties i.e.</p>

<u>THE REGIONAL PLANNING AND DEVELOPMENT POLICY (NPC 1997)</u>	
<b>Positive signs for sustainable development</b>	<b>Policy contradictions regarding the sustainable use of water, poverty alleviation and biodiversity protection</b>
<p>institutions and activities. This will provide communities with a sense of ownership over their natural resources</p> <p>☺ Acknowledges trends of increasing degradation of pastures, rangelands and woodland and gives attention to soil, water and forest management as development tools. Promotes strategies such as soil conservation and controlled grazing cycles.</p>	<p><i>Biodiversity (CBD), Desertification (CCD), Climate Change (UNFCCC) and the Ramsar Convention on the Protection of Wetlands.</i></p>

### Policies relating to trade and industry

<u>NAMIBIA'S TRADE POLICY (MTI 1998)</u> Including trade policies in agricultural, fisheries and forestry products	
<b>Positive signs for sustainable development</b>	<b>Policy contradictions regarding environmental and biodiversity protection</b>
<p>☺ Namibia's Trade Policy encourages diversification of the economic base and an increase in domestic value adding.</p>	<p>☹ The policy does not address issues relating to:</p> <ul style="list-style-type: none"> <li>o The importation, use or manufacture of potentially hazardous substances that can pollute the environment, threaten human health and the productivity of agriculture and fisheries.</li> <li>o The importation of, and trade in, Genetically Modified Organisms.</li> <li>o The importation of, and trade in, seeds, plants and animals that are alien to Namibia and that have the ability to invade natural habitats and thus compete with indigenous species.</li> </ul>

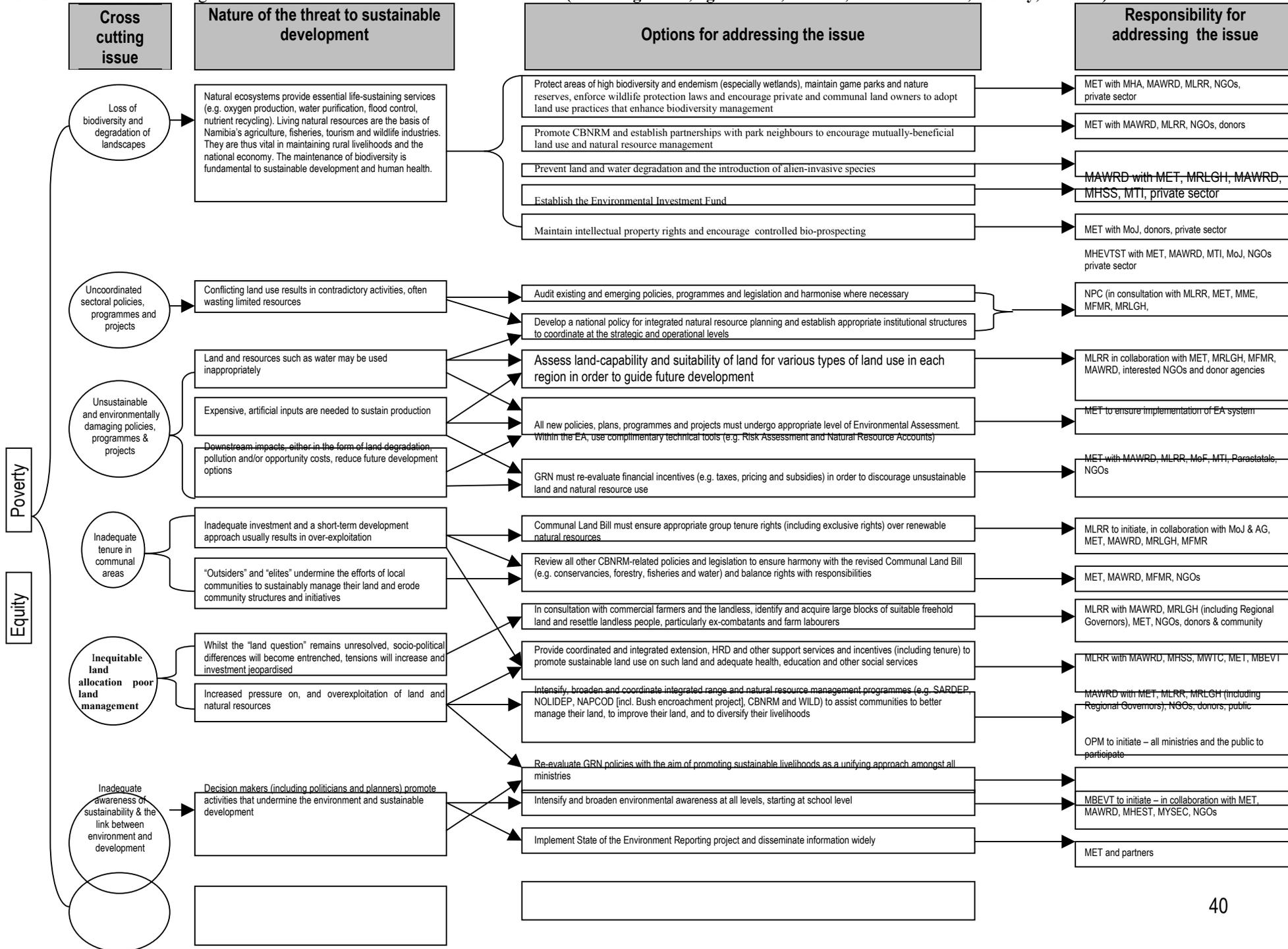
### Policies from the Ministry of Land, Resettlement and Rehabilitation

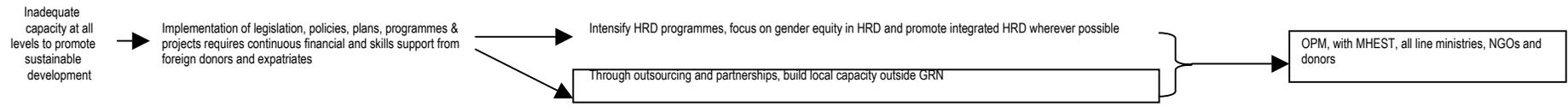
<u>THE NATIONAL LAND POLICY (MLRR 1998)</u>	
<b>Positive signs for sustainable development</b>	<b>Policy omissions</b>
<p>☺ Policy promotes the sustainable use of land and takes into account issues of equity, security of tenure, woman's rights and poverty reduction.</p> <p>☺ Recognition that, whilst the MLRR has primary responsibility for administering the policy, cross-sectoral collaboration will be sought with MAWRD, MRLGH and MTI.</p> <p>☺ Financial and tax incentives are proposed for the protection and rehabilitation of natural environments (e.g. planting of indigenous trees and using alternative energy to reduce rates of deforestation and pollution).</p> <p>☺ Aims to establish the Land Use and Environmental Board, which will promote environmental protection and</p>	<p>☹ The policy makes no mention of consultation with the MET, the ministry responsible for environmental affairs, EA's, wildlife conservation and waste management.</p> <p>☹ The policy needs to directly address resettlement policy</p>

<u>THE NATIONAL LAND POLICY (MLRR 1998)</u>	
<b>Positive signs for sustainable development</b>	<b>Policy omissions</b>
coordinated planning and management at national and regional levels.	

<u>THE COMMUNAL LAND REFORM BILL ( MLRR 2000)</u>	
<b>Positive signs for sustainable development towards 2030</b>	<b>Policy contradictions regarding the sustainable use of water, land, poverty alleviation and biodiversity protection</b>
<p>☺ Seeks to regulate the land tenure relationship between the State and those occupying communal land – providing for the conversion of traditional rights to 99-year leasehold rights.</p> <p>☺ Provision is made for the prevention of land degradation and mitigating impacts from prospecting, mining, roadwork's and the use of water resources.</p>	<p>☹ Does not assign rights to communities for all natural resources on the land including water, wildlife and forestry as well as agricultural land</p> <p>☹ Does not prohibit the allocation of communal land that contains sensitive ecosystems or threatened biodiversity. Such land must be kept under the protection of the State.</p> <p>☹ Does not ensure that leasehold agreements include an “environmental contract” between the recipients of large contracts and the Communal Land Board. This contract would contain management plans for biodiversity conservation, commercial agriculture and conservancies.</p> <p>☹ No provision is made to ensure that the use of chemical pesticides, fertilisers, GMOs and the mechanical clearing of land, burning and other practices that can cause land degradation or pollution are regulated.</p> <p>☹ Does not address the problem of illegal fencing off of prime land in the communal areas.</p> <p>☹ Does not dovetail with the EMA, which is likely to result in jurisdictional overlaps and conflicts during implementation.</p>

APPENDIX 2. Cross cutting issues within the land and natural resource sectors (including water, agriculture, wildlife, inland fisheries, forestry, tourism)





## List of Acronyms

CANAM	Conservancy Association of Namibia
CBD	Convention on Biological Diversity
CBO	Community Based Organisation
CBNRM	Community Based Natural Resource Management
CCD	Convention to Combat Desertification
CCF	Country Cooperation Framework
CITES	Convention on International Trade in Endangered Species of Wild Fauna and Flora
DEA	Directorate of Environmental Affairs
DIP	Decentralisation Implementation Plan
DRFN	Desert Research Foundation of Namibia
EA	Environmental Assessment
EIA	Environmental Impact Assessment
EMA	Environmental Management Act
FIRM	Forum for Integrated Resource Management
GDP	Gross Domestic Product
GEF	Global Environment Facility
ICEMA	Integrated Community based Ecosystem Management
IRDNC	Integrated Rural Development and Nature Conservation
MAWRD	Ministry of Agriculture, Water & Rural Development
MLRR	Ministry of Lands, Resettlement and Rehabilitation
MET	Ministry of Environment and Tourism
MFA	Ministry of Foreign Affairs
MFMR	Ministry of Fisheries and Marine Resources
MME	Ministry of Mines and Energy
MHSS	Ministry of Health and Social Services
MRLGH	Ministry of Regional and Local Government and Housing
MTI	Ministry of Trade and Industry
NACSO	Namibian Association of CBNRM Support Organisations
NAMPAB	Namibian Planning Advisory Board
NAP	National Action Plan
NCSA	National Capacity Self Assessment
NEPRU	Namibia's Economic Policy Research Unit
NACOMA	The Namib Coast Biodiversity Conservation and Management Project
NAP	National Action Programme
NAPCOD	Namibia's Programme to Combat Desertification
NAU	Namibia Agricultural Union
NCCI	Namibia Chamber of Commerce and Industry
NDT	Namibia Development Trust
NDP	National Development Plan
NGO	Non-Governmental Organization
NNF	Namibia Nature Foundation
NNFU	Namibia National Farmers' Union
NPC	National Planning Commission

NPRAP	National Poverty Reduction Action Plan
PAC	Project Advisory Committee
PDF-B	Project Development Funding – B
PMG	Project Management Group
PMU	Project Management Unit
PRG	Project Reference Group
SADC	Southern Africa Development Community
SARDEP	Sustainable Animal and Range Development Programme
SDC	Sustainable development Commission
UNAM	University of Namibia
UNCCD	United Nations Convention to Combat Desertification
UNDP	United Nations Development Programme
UNFCCC	United Nations Framework Convention on Climate Change
WIMSA	Work Group of Indigenous Minorities in Southern Africa
WSSD	World Summit on Sustainable Development

**APPENDIX 4. GEF Operational Focal Point Endorsement Letter**  
(separate file)

**APPENDIX 5: Land degradation risk in Namibia**

**Table 1.** Showing the percentage of land in Namibia under very low (VL) to very high (VH) risk of being degraded. The figures are based on four primary indices, developed by Napcod for their National Level Degradation Monitoring System (Klintonberg et al. 2001 and Klintonberg 2001).

<i>Class</i>	<i>Km2</i>	<i>%</i>
VL	15658	2.5
L	73367	11.6
M	408598	64.5
H	131569	20.8
VH	4508	0.7
SUM	633700	

**Land degradation risk map, 2001**

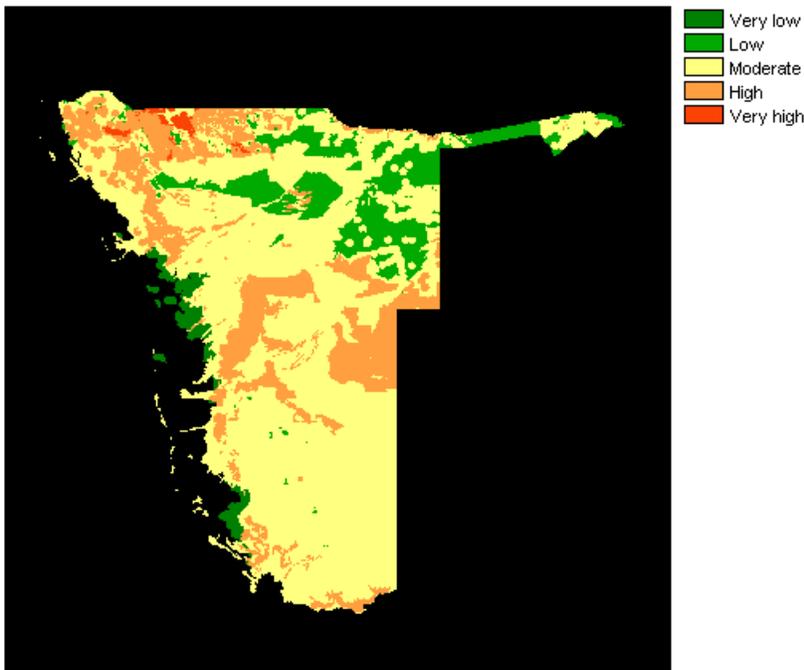


Figure 1. The map is showing the location of areas with very low to very high risk of being degraded, based on the four primary indices developed by Namibia's Programme to Combat Desertification (NAPCOD) (Klintonberg 2001).

## Appendix 6: GEF Country Programme Partnership for Namibia: Objectives and Intervention Areas

<b>Overall Goal:</b>					
<b>To reduce and reverse the process of land degradation in Namibia thus delivering significant benefits to local communities</b>					
X-cutting Themes	Intervention Areas	Timeframe			
		Yr1-2	Yr2-3	Yr3-4	Yr4-6
<i>Objective 1: To adopt a national integrated SLM approach ensuring coordination of SLM activities</i>					
Capacity building at systemic, institutional and individual levels.	<b>1.1 Conducive and operational environment for achieving optimal ISLM enhanced</b>				
	1.1a institutionalise existing SLM activities at national, regional and local levels				
	1.1b strengthen institutional frameworks for cross-sectoral cooperation <i>PESILUP</i>				
	1.1c develop integrated land-use planning guidelines <i>PESILUP</i>				
	1.1d develop integrated water resources management				
	<b>1.2 Policy setting enhanced at national level</b>				
	1.2a create frame conditions to support policy harmonisation				
	1.2b develop policy for rangeland management				
	1.2c diversify and integrate SLM planning and practices to support locally determined needs				
<i>Objective 2: To pilot and adapt models for SLM</i>					
Demonstration of SLM practices for replication	<b>2.1 Local level support for CBNRM</b>				
	2.1a build capacity at local level to improve rural development through community empowerment <i>MAWRD/DRFN, DMP</i>				
	2.1b test off-farm income generating activities				
	2.1c capacity building on ground water management in rural areas				
	<b>2.2 Monitoring and Evaluation of the sustainability of land management systems</b>				
	2.2a develop a methodology to monitor ultimate impacts				
	2.2b apply a Sustainable Development Index in selected regions				
	<b>2.3 Technology and Knowledge management</b>				
	2.3a community-to-community exchanges to share best practices, knowledge and experiences <i>MAWRD/DRFN</i>				
	2.3b pilot Gobabeb Training and Research Centre in combating desertification and land management trainings in arid and semi-arid systems to enhance replication				

## References

Klintonberg, P., Mbangula, E. and Noongo, E. 2001: [Background report to the first approximation of desertification in Namibia, Napcod III, Component 1a](#). DRFN, Napcod, February 2001. 49pp

Klintonberg, P. 2001: [Technical aspects of the development of the national level monitoring system and present status](#). DRFN, October 2001, 15 pp