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**Exchange Rate 2005 June: 1US\$ =N\$6.63; 1 US\$ = Euro 0.797**

## LIST OF ACRONYMS

BMC	Basin Management Committee
CALLC	Enhancing Institutional and Human Resource Capacity through Local Level Coordination of Integrated Land Use Planning, Management and Support
CANAM	Conservancy Association of Namibia
CBNRM	Community Based Natural Resource Management
CBO	Community Based Organisation
CCA	Common Country Assessment
CITES	Convention on International Trade in Endangered Species
CPP	Country Pilot Partnership
DIP	Decentralisation Implementation Plan
DMP	Desert Margin Project
DRFN	Desert Research Foundation
EA	Environmental Assessment
EU	European Union
FAO	Food and Agriculture Organisation
FINNIDA	Finnish International Development Agency
FIRM	Forum for Integrated Resource Management
GDP	Gross Domestic Product
GEF	Global Environmental Facility
GHG	Greenhouse Gases
GRN	Government of the Republic of Namibia
GTZ	Deutsche Gesellschaft für Technische Zusammenarbeit (German Organisation for Technical Cooperation)
HDI	Human Development Index
HIV/AIDS	Human Immunodeficiency Virus/Acquired Immune Deficiency Syndrome
HPI	Human Poverty Index
ICEMA	Namibia Community-Based Ecosystems Management
(I)SLM	(Integrated) Sustainable Land Management
IRDNC	Integrated Rural Development and Nature Conservation
IWRM	Integrated Water Resource Management
LLM	Local Level Monitoring
LUP	Land Use Planning
MAWF	Ministry of Agriculture, Water and Forestry ( <i>previously MAWRD</i> )
MAWRD	Ministry of Agriculture, Water and Rural Development ( <i>former name of MAWF</i> )
MDG	Millennium Development Goals
MDGR	Millennium Development Goals Report
MET	Ministry of Environment and Tourism
MLR	Ministry of Lands and Resettlement ( <i>previously MLRR</i> )
MLRR	Ministry of Lands and Resettlement and Rehabilitation ( <i>former name of MLR</i> )
MRLGH	Ministry of Regional, Local Government and Housing ( <i>former name of MRLGHRD</i> )
MRLGHRD	Ministry of Regional, Local Government and Housing and Rural Development ( <i>previously MRLGH</i> )
MTEF	Medium Term Expenditure Framework
MYFF	Multi Year Funding Framework
NACOMA	Namib Coast Biodiversity Conservation and Management Project
NACOP	National AIDS Coordination Programme
NACSO	Namibia Association of CBNRM Support Organisations
NANGOF	Namibia Non-governmental Organisation Forum
NAP	National Action Programme
NAPCOD	Namibia Programme to Combat Desertification
NASSP	Namibia Agricultural Support Services Programme

NAU	Namibia Agricultural Union
NCCC	Namibia Climate Change Committee
NCSA	National Capacity Self Assessment
NDPs	National Development Plan(s)
NDT	Namibia Development Trust
NGO	Non-Governmental Organisation
NNF	Namibia Nature Foundation
NNFU	Namibia National Farmers Union
NPC	National Planning Commission
NPRAP	National Poverty Reduction Action Plan
ODI	Overseas Development Institute
OKACOM	Permanent Okavango River Basin Water Commission
OP-x	Operational Programme
PEMP	Performance and Effectiveness Management Programme
PESILUP	Promoting Environmental Sustainability through Improved Land Use Planning
PMTCT	Prevention of Mother to Child Transmission
PROBEC	Programme for Biomass Energy Conservation in southern Africa
PRS	Poverty Reduction Strategy
SADC	Southern African Development Community
SAP	Strategic Action Programme
SDI	Sustainable Development Index
SGP	Small Grants Programme
SIDA	Swedish International Development Agency
SO	Support Organisation
SP-x	Strategic Priorities
STD	Sexually Transmitted Disease
UNAM	University of Namibia
UNCBD	United Nations Convention on Biodiversity
UNCCD	United Nations Convention to Combat Desertification
UNDAF	United Nations Development Action Framework
UNDP	United Nations Development Programme
UNEP	United Nations Environment Programme
UNESCO	United Nations Educational, Scientific and Cultural Organisation
UNFCCC	United Nations Framework Convention on Climate Change
WB	World Bank
WE Plans	Water Efficiency Plans
WSSD	World Summit for Sustainable Development

## PROGRAMME SUMMARY

1. Namibia is classed as the driest country in sub-Saharan Africa. It has a highly variable and unpredictable climate which is subject to great temporal and spatial perturbations in rainfall patterns. Land degradation is an increasing problem, manifest amongst other things in soil erosion, bush encroachment in rangelands, and deforestation. As approximately 70% of Namibia's population is directly dependent on subsistence agriculture and livestock husbandry, land degradation poses an acute challenge to livelihoods. It is also undermining ecosystem integrity and the global environmental benefits derived from ecological goods and services. In particular, land degradation is impairing habitat quality in critical ecosystems which harbour biological diversity of global importance; deforestation is eliminating carbon sinks; the creation of necromass on cleared land is contributing to the release of greenhouse gases; and the impairment of watershed integrity through deforestation and other forms of degradation places stress on international waters, including the Okavango and Orange Rivers and the few perennial wetlands.
2. The government of Namibia has identified land degradation as a serious problem which demands remedial intervention, and has recognised that integrated ecosystem management strategies are needed to effectively address the underlying causes. Existing efforts on-the-ground are obstructed by a series of barriers, which undermine their efficacy. Although the government has been, and remains, fully committed to combating land degradation, insufficient capacity at systemic, institutional and individual levels, and inadequate knowledge and technology dissemination constrain the effectiveness of interventions.
3. Five Ministries, namely the Ministry of Agriculture, Water and Forestry, Ministry of Environment and Tourism, Ministry of Lands and Resettlement, Ministry of Regional and Local Government and Housing and Rural Development, and the National Planning Commission - have agreed in conjunction with the GEF and its Implementing Agencies, the European Union, GTZ and the NGO community to overcome these barriers by spearheading a Country Pilot Partnership for Integrated Sustainable Land Management (CPP). The goal of the CPP is to Combat land degradation using integrated cross sectoral approaches which enable Namibia to reach its MDG #7: "environmental sustainability" and assure the integrity of dryland ecosystems and ecosystem services.. The objectives are to build and sustain capacity at systemic, institutional and individual level, ensuring cross-sectoral and demand driven coordination and implementation of sustainable land management (SLM) activities and, second, to identify cost effective, innovative and appropriate SLM methods which integrate environmental and economic objectives.

### *GEF-entry point*

4. The CPP addresses the prevailing constraints to SLM through the development and coordinated execution of a suite of complementary interventions. Given the need to continually adapt to new factors and circumstances that influence the state of land and its resources, combating land degradation will be a long-term endeavour. An adequate time budget and sustained investment will be needed to enable resource users and managers to adopt an adaptive management framework that will ensure that barriers and root causes to land degradation, rather than symptoms are mitigated. Thus, a programmatic approach split into two phases of 5 years each is envisaged. During the first phase (2006-2010), GEF activities will be carefully applied to build Namibia's capacity to absorb investments in combating land degradation. At national level, GEF resources will be dedicated towards building capacity at the systemic, institutional and individual scales to plan, execute and monitor SLM activities. The funding is intended to improve the enabling environment for the pursuit of SLM, an endeavour towards which other funding has been leveraged. At a local-level resource users will be empowered to assess sustainable land use management options and draw down extension services and support from service providers according to their particular land management needs. Local level activities will identify investment opportunities for SLM that uncover win-win solutions for SLM by testing new adaptation approaches that reduce pressure on land

resources and attaches an economic value to the conservation and sustainable management of drylands.

5. The second phase (2010 – 2015) will focus on leveraging investments to consolidate progress made in phase 1, scale up best practices which have been identified during the first phase and advance state of the art measures to adapt SLM approaches to anticipated long-term climatic changes. These interventions will ensure that land is not just conserved but also productively used, thus ensuring the social and economic sustainability of SLM beyond the satisfaction of national and global environmental objectives<sup>1</sup>.

6. Ultimately, the GEF alternative will contribute to a process of decentralisation, replacing top-down planning and implementation of resource management schemes with locally designed demand driven SLM strategies in line with overarching national level development goals. Achieving this requires that isolated sectoral approaches to combatting land degradation are replaced by horizontal integration of efforts at all levels. The activities of various line Ministries will need to be better coordinated, and synergies created with civil society, the private sector and institutions directly involved in SLM activities or any of the cross-cutting issues (HIV/AIDS, water) which have bearing on land management objectives. Emphasis will be placed on preparing for and managing the impacts of the prolonged and more intense droughts anticipated as a result of climatic changes. Capacity to adapt to these effects is presently limited.

7. Equally importantly, successful containment of land degradation will require the vertical integration of capacity to overcome the current mismatch between the requirements at local-level and the support provided from higher level support organisations, in particular extension services. Local resource users and managers will be empowered to effectively identify win-win solutions and communicate to higher levels the actions needed to realise these. At the same time, service providers and support agencies will be assisted to provide the appropriate technical support as identified jointly by resource managers and facilitators. To this end, policies related to land management and production will be harmonised and incentives for SLM created and/or strengthened; enabling institutional mechanisms and linkages that support coordinated community-led SLM endeavours will be promoted; individual capacity to implement SLM will be strengthened at all levels; and effective Monitoring and Evaluation systems will be put in place to guide adaptive management at local and national levels (see Annex B, Table 3). At local-level, management methods, models and best practices for SLM will be identified and tested, and best practices will be shared with land managers country wide with a view to ensuring their replication across the landscape.

8. The CPP will be implemented through a three-tier mechanism comprising: a) strategic planning will be executed through the **Governing Body** consisting of partner Ministries and heads of other partner organisations including NGOs, the donor community and the private sector; b) programme coordination and collaboration as well as knowledge management activities to distill and share lessons and good practices will be executed through the **CPP Consortium** which will bring together all implementing institutions working under the partnership. At the same level, a **CPP Coordination Unit** will be formed to create a locus for communication and organisation of the CPP, acting as the ultimate driver of the programme; and c) the project implementation level comprising the project executants on-the-ground.

9. The CPP will generate a number of global environmental benefits, justifying GEF investment in the initiative. These include maintenance of the functional integrity of ecosystems as defined in terms of health, stability and connectivity, and their constituent ecosystem services. It is expected that the CPP will stem ecosystem fragmentation across the dryland landscape, providing the ecological connectivity needed to sustain service provision, including regulation of air quality at regional scale (i.e. particulate matter in

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<sup>1</sup> GEF funding for phase 2 would be dependent upon the successful attainment of agreed outcomes in phase 1, which will be subject to independent validation, as well as the commitment of significant co-financing (the ratio of GEF investment to total financing is expected to decrease). Phase 1 interventions are designed to ensure that accruing global environmental benefits will be sustained irrespective of the availability of further GEF investment.

the atmosphere), regulation of the watersheds of international waters, such as the Kunene, Orange and Okavango Rivers, and climate regulation both at global scale (maintenance of carbon sinks and reduction of emissions from cleared biomass) and at regional scale, by reducing the albedo affect associated with forest clearance. The CPP is also expected to make a major contribution towards the protection of Namibia's endowment of biological diversity. As many habitats remain underrepresented in protected areas, and there are limits on the extent to which the protected area estate can be expanded, conservation objectives demand that measures be instituted to protect biodiversity in production landscapes. The biota in these areas is threatened, *inter alia*, by land degradation. Further, the CPP will build capacity in Namibia to adapt to the expected impacts of global climate change and associated environmental perturbations. In particular it will improve national capacities to cope with drought. Interaction between drought and land degradation operates in two ways: (1) drought can exacerbate land degradation by reducing water supply in a system that is already stressed through over-exploitation; and (2) land degradation and deforestation may contribute to and amplify drought by feedback mechanisms that are relatively well understood, such as surface albedo and the loss of soil moisture content.

## PROGRAMME RATIONALE

10. The Republic of Namibia is a vast, sparsely populated country situated between 17 and 29 degrees south of the Equator. Comprising an area of 823,680 km<sup>2</sup> it is slightly more than half the size of Alaska. It spans a length of 1 300 km from South to North and varies from 480 to 930 km in width from West to East. It borders the Atlantic Ocean in the West (with a coastline of approximately 1,570km), Angola and Zambia in the North, Zimbabwe and Botswana in the East and South Africa in the South.

11. Namibia has been inhabited for hundreds of thousands of years by San communities, but most Namibians today descend from groups that arrived about 500 years ago, when Nama / Dama groups entered the country from the South and Ovambos and Hereros from the North. Namibia is home to a large variety of ethnic groups: of its population 87.5% are black, 6% white and 6.5% mixed. About 50% of the population belong to the Ovambo tribe and 9% to the Kavango tribe; other ethnic groups are: Herero 7%, Damara 7%, Nama 5%, Caprivian 4%, Bushmen 3%, Baster 2%, and Tswana 0.5%. Despite its relatively small population, Namibia has rich linguistic diversity. Six major ethnic languages and 4 Indo-European languages are spoken: (Oshiwambo, Caprivian, San, Khoekhoe, Kavango, Hereo Afrikaans, German and English.

12. The country is divided into 13 administrative regions: in the North West: Kunene, in the North Central area: Omusati, Ohangwena, Oshikoto and Oshana, in the North East: Kavango and Caprivi, in the East Omaheke and Otjozondjupa, in the Centre Erongo and Khomas (in which the capital Windhoek is located), and in the South Karas and Hardap. These regions vary substantially with respect to their social and economic fabric and environmental landscapes (details of which are provided in Annex G).

## ENVIRONMENTAL CONTEXT

13. Namibia has 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 United Nations Convention to Combat Desertification (UNCCD), while the rest of the country is characterised by semi-arid through arid to hyper-arid conditions in the west and south. The rainfall is not only low (see **Error! Reference source not found.**, in **Error! Reference source not found.**), but also highly variable (**Error! Reference source not found.**) and unpredictable over time and space. Additionally, high temperatures lead to high evaporation rates (**Error! Reference source not found.**), resulting in a net water deficit (**Error! Reference source not found.**). As Table 1 shows, water scarcity due to the above factors is most pronounced in the southern and western parts (Karas and Hardap) while gradually diminishing towards the northeast part of the country (Kavango and Caprivi).

**Table 1: Distribution of net rainfall and annual variability**

Region	Annual average rainfall (mm/year)	Average evaporation (mm/year)	Average water deficit (mm/year)	Coefficient of annual rainfall variation (%)
Karas/Hardap	< 50 – 250	2,380 – > 2,660	2,100 – > 2,500	60 – >100
Omaheke/Otjozondjupa	350 – 450	1,960 – 2,240	1,500 – 1,900	< 30 – 50
Omusati/Ohangwena/Oshana/Oshikoto	300 – 500	1,960 – 2,240	1,500 – 1,900	< 30 – 50
Kavango/Caprivi	500 – > 600	< 1,680 – 1,820	< 1,300 – 1,500	30 – 40

14. Namibia's only perennial rivers are on the southern and northern borders, some 1,700 km apart, and all rise in neighbouring countries (Table 2). **Error! Reference source not found.** shows the perennial rivers.

**Table 2: Perennial Rivers in Namibia**

River System	Average volume of water/year (million m <sup>3</sup> )	Origins	Location within Namibia	Length within Namibia (km)
Zambezi	40,000	Angola/DRC/ Zambia	West Caprivi	340
Okavango	5,200	Angola	Kavango and East Caprivi	470
Kunene	5,100	Angola	Kunene	344
Cuito	4,500	Angola	Joining Okavango in Kavango	Joint with Okavango
Orange	3,400	South Africa/ Lesotho	Karas	580
Kwando-Linyanti	915	Angola	Caprivi	340

15. In the interior of Namibia approximately 56% of water used is harvested from dams, rivers and unconventional sources and 44% is abstracted from groundwater sources.

16. The latest review of vegetation in Namibia recognises 29 different vegetation types, ranging from sand-dune deserts to riverine woodlands, in six terrestrial biomes, as detailed below and shown in **Error! Reference source not found.**

**Table 3: Biomes and vegetation types of Namibia**

Biome	Vegetation Types
Lakes and Salt Pans	Pans
Nama Karoo	Central-Western Escarpment and Inselbergs Desert Dwarf-Shrub Transition Dwarf Shrub Savanna Dwarf-Shrub Southern Kalahari Transition Etosha Grass and Dwarf Shrubland Karas Dwarf Shrubland North Western Escarpment and Inselbergs
Namib Desert	Central Desert Northern Desert Southern Desert
Succulent Karoo	Succulent Steppe
Broadleaved Tree and	Caprivi Floodplains

Biome	Vegetation Types
Shrub Savanna	Caprivi Mopane Woodland Eastern Drainage North-eastern Kalahari Woodland Northern Kalahari Okavango Valley Omatoko Drainage Riverine Woodlands and Islands
Acacia Tree and Shrub Savanna	Central Kalahari Cuvelai Drainage Highland Shrubland Karstveld Mopane Shrubland Southern Kalahari Thornbush Shrubland Western Kalahari Western Highlands

17. Areas of high species richness 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; b) the karstveld country in the North Central region, and certain highland areas in the Central Plateau. Species richness is particularly high in the few perennial wetlands.

18. As part of Africa's Southwest Arid Zone, Namibia is a centre of endemism for diverse groups ranging from melons to tortoises. The degree of endemism in Namibian plants, invertebrates, and reptiles is particularly high: for example, 35% of the roughly 100,000 southern African insect species are believed to occur only within Namibia. The areas of highest endemism do not necessarily co-occur with the areas of greatest species richness (see Maps 17 and 18). For example, the north east of the country does not rate highly for endemics. The centre of endemism runs in a belt down the western to central parts of the country from the Namib Desert across the Karoo to the edge of the semi-arid savannas, representing a transition zone between three biomes. The Succulent Karoo biome is a particularly important hotspot for endemic succulent plants. The majority of endemics occur outside the state protected areas

19. Namibia's plant productivity is low: this can be seen from the average annual plant production across the country, as determined from satellite imagery (see **Error! Reference source not found.3**). Of particular relevance is the fact that the highly variable rainfall has a marked effect on plant production, yet these 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 (**Error! Reference source not found.4**). This is the area at greatest risk of desertification, and the area that shows the most severe symptoms of bush encroachment, loss of perennial grasses and biodiversity, and soil erosion.

## SOCIO-ECONOMIC CONTEXT

20. Namibia's population (1,826,854 in 2001) is very unevenly distributed across the country, being heavily skewed towards the less arid northern areas (

21. Table 4 and Map 9). Additionally, population densities rise sharply in and around the main urban settlement areas, such as Ondangwa, Rundu, Katima Mulilo and Windhoek and a few other minor urban areas. However, while the population in Windhoek is concentrated in a relatively small area, the "urban sprawl" particularly around Ondangwa but also Rundu and Katima Mulilo stretches far into the regions, affecting large stretches of land and resources. Thus, while the central and southern parts of the country have population densities of no more than 5 people per km<sup>2</sup>, the north central and north eastern regions have population densities exceeding 25 people per km<sup>2</sup>.

**Table 4: Population distribution in Namibia**

Region	Number of people	% of population
North central (Omusati, Oshana, Ohangwena, Oshikoto)	778,857	42.6
North east (Caprivi, Kavango)	280,945	15.5
North west (Kunene)	68,224	3.7
East (Otjozondjupa, Omaheke)	203,219	11.1
South (Karas, Hardap)	137,675	7.5
Central (Komas, Erongo)	357,934	19.6
Total	1,826,854	100

22. Some 70% of Namibia's population is directly dependent on natural resources for their livelihoods. The country can be divided into four major land allocation divisions as follows (Table 5, and Map 10):

- Freehold land, covering some 43% of the country, where farmers have title deeds vesting ownership.
- Communal land, covering some 37% 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. Communal lands are predominantly located in the northern parts of Namibia on the northern side of the veterinary fence (running on an East-West trajectory across Namibia between 19-20 Degrees South).
- Protected areas, covering about 13.8% of the country and consisting of national parks and game parks, strongly skewed towards the most arid parts of the country, notably the Namib Desert.
- Municipal and town lands, covering just about 1% of the country, and consisting of urban areas.

**Table 5: Allocation of types of land holdings across the country**

	Percentage of Total Area	Distribution
Freehold land	43	South and central Namibia up to veterinary fence
Communal land	37	North central/north east and east of Namibia
Protected Areas	13.8	Coastal area plus National Parks
Municipal and Town Lands and other State land	1	Spread across Namibia with Windhoek, Katima Mulilo, Ondangwa as major centres

23. In 2000, Namibia's urban population comprised about 35% of the total population. By 2015 it is estimated to rise to almost 50% of a predicted total population of 2.5 million. Despite this rapid rate of urbanisation, the rural population will continue to grow at about 11% over the next decade, placing increasing demands and pressure on the fragile dryland environment.

24. The agricultural sector consists of two sub-sectors: commercial and communal (Table 6 and Map 11). More than half (52%) of the agricultural land is occupied by some 4,500 commercial farmers with freehold land title (Werner, 2000) who employ about 35,000 labourers. The communal sub-sector consists of about 150,000 small-scale subsistence farmers that obtain land through customary land tenure regimes. Beef and small stock (sheep and goats) production is the most common land use, although game farming and mixed wildlife/livestock production is a fast-growing industry. The sector's contribution to GDP in 2000 (5.6%) was shared evenly between both sub-sectors (Central Bureau of Statistics, 2001).

**Table 6: Major land uses and distribution in Namibia**

Type of Land Use	Area (km <sup>2</sup> )	% of total area	Dominant Location
Agriculture and tourism on freehold land	356,700	43.3	South/central Namibia

Small-scale agriculture on communal land	250,700	30.4	North with exception of West Caprivi; east; patches in south
State Protected areas	136,000	16.5	Along Atlantic Coast/Namib Desert; north east (Mahango/West Caprivi/Khaudum); north central (Etosha)
Large-scale agriculture on communal land	48,600	5.9	North with exception of West Caprivi; east; patches in south
Other government/parastatal uses	12,400	1.5	
Urban areas	7,200	0.9	Scattered
Resettlement	7,000	0.8	Small patches across the country
Government agriculture	5,400	0.7	Kavango; Caprivi
TOTAL	824,000	100	

25. Namibia's *average* per capita income of US\$ 1,800 (2004) ranks it as a lower middle-income country. This categorisation, however, masks the 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 national concern. 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. In 2003, the estimated level of literacy was 84% (male: 84.4%; female: 83.7%). life expectancy averaged 43.9 years (male: 44.71 years; female 43.13 years).

26. The HIV/AIDS pandemic has emerged as a significant factor compounding Namibia's development challenges. Until 1996 malaria was the main cause of deaths in government hospitals; since then HIV/AIDS has taken over as the main killer. Rates of infection in adults have increased from an average of 4% in 1992 to over 25% today, reaching up to 35% in some areas of the country. A quarter of all infected people are in the 25-29 years old age group. High morbidity and mortality from this disease is weakening the capacities of individuals, households and communities, as well as businesses, organisations and government to deliver essential services in health care, education and basic amenities. This erosion in capacities across society is weakening human, financial and institutional safety nets and is leaving the country less able to respond to natural disasters and to manage the development process. The debilitating impact of HIV/AIDS on households, livelihoods, development, capacity building, and every aspect of private and public life is, inevitably, also of major concern in the context of land management.

## **INSTITUTIONAL CONTEXT**

27. Namibia's Constitution makes provision for a three tier governance system comprising central, regional and local-levels. The central government consists of the legislature, the judiciary and the executive. There are currently 20 Ministers responsible for Offices, Ministries and Agencies, such as the key partners in the CPP, Ministry of Agriculture, Water and Forestry, Ministry of Environment and Tourism, Ministry of Lands and Resettlement, Ministry of Regional, Local Government, Housing and Rural Development and the National Planning Commission. These Ministries have the following functions.

### Ministry of Agriculture and Water (MAWF):

28. The MAWF has jurisdiction over water, agricultural resources and forest resources. The Ministry comprises three departments, namely, the Department of Agriculture and Rural Development, the Department of Water Affairs and the Department of Forestry. The Department of Agriculture and Rural

Development includes five technical directorates: 1. animal health; 2. agricultural research and training; 3. agricultural extension and engineering; 4. planning and policy, and 6. administration. In line with the national policy of outsourcing, six parastatal agencies have been established: The Karakul Board of Namibia, Meat Board of Namibia, Livestock Improvement Board and the Namibian Agronomic Board are responsible for promoting their industries. The Meat Corporation of Namibia is mandated to operate abattoirs and to sell Namibian meat. The Veterinary Council is the official authority registering professional veterinary practitioners. The Agricultural Department of the Namibia Development Corporation initiates and develops agricultural projects. As described in the National Agricultural Policy, the overall goal of the Ministry is to increase and sustain levels of agricultural productivity, real farm incomes and national and household food security within the context of the country's fragile ecosystem.

29. The Department of Water Affairs is made up of two directorates: the Directorate of Resource Management and the Directorate of Rural Water Supply. Several specialist divisions undertake the functions and objectives of the department. The Namibia Water Corporation a parastatal associated with the department is responsible for bulk water supply. Broad sectoral objectives, as stipulated in the Water and Sanitation Policy of 1993, are: 1. Essential water supply and sanitation services should become available to all Namibians, and should be accessible at a cost which is affordable to the country as a whole; 2. This equitable improvement of services should be achieved by the combined efforts of the government and the beneficiaries, based on active community participation and the acceptance of mutual responsibility for water resource management; and 3, communities should have the right, with due regard for environmental needs and the resources available, to determine which water management solutions and service levels are acceptable to them. Beneficiaries should contribute towards the cost of water related services at increasing rates for standards of living exceeding the levels required for providing basic needs.

30. The Department of Forestry was moved from the MET to MAWF in April 2005. It is responsible for data management, assessment of forestry resources and development of conservation strategies, providing extension services to community forests (community based forest management) to promote afforestation and combat desertification. Further, it is responsible for efforts to prevent and mitigate forest fires.

#### Ministry of Environment and Tourism (MET) :

31. The Ministry of Environment and Tourism (MET) was established in 1990 and is responsible for safeguarding Namibia's natural environment. Far-reaching policy and legislative reforms have been effected within the environmental sphere in an attempt to alleviate many of the constraints that the environment places upon people and vice versa. These reforms were also aimed at encouraging various innovative collaborative partnerships between key players in the environmental field, such as various Ministries with environmental interests within their areas of jurisdiction, non-governmental organisations, community-based organisations and the donor agencies of various countries. The mission of the MET is to maintain and rehabilitate essential ecological processes and life-support systems, to conserve biological diversity and to ensure that the utilization of natural resources is sustainable for the benefit of all Namibians, both present and future as well as the international community as provided for in the Constitution.

#### Ministry of Lands and Resettlement (MLR):

32. The Ministry of Lands and Resettlement was established in 1990 and charged with the responsibility of overseeing land administration. The Ministry carries out its responsibilities through four directorates and fourteen divisions (including four regional offices) as follows:

- The Directorate of Land Reform consists of two main divisions, namely, the Division of Land Boards, Tenure and Advice, and the Division of Land Use Planning and Allocation, and one unit, viz., the Valuation and Estate Management Unit. The main function of the directorate is to administer the Agricultural (Commercial) Land Reform Act No. 6 of 1995 and the Communal Land Reform

Bill, which was recently passed by the National Assembly. The National Land Policy was also developed and is being implemented by the directorate.

- ❑ Directorate of Survey and Mapping: The Directorate consists of three divisions, namely, the Division of Mapping and Geographical Information Systems, the Division of Cadastral and Geodetic Surveys and the Division of Planning, Marketing and Administration. The directorate is the national survey and mapping authority in Namibia providing professional services and advice to the government, parastatals, private companies and the general public on all matters related to surveying and mapping. Its role is defined under the Land Survey Act, No 33 of 1993
- ❑ Directorate of Resettlement and Rehabilitation: The Directorate consists of two divisions, namely, the Division of Resettlement, and the Division of Rehabilitation. The directorate is responsible for resettlement of landless and displaced Namibians to enable them to attain an acceptable level of social and economic development.
- ❑ Directorate of Deeds Registry: This directorate serves as the national cadastral authority in the country. The deeds registry provides professional services and advice to line Ministries, parastatals, local authorities, legal practitioners and the general public on all matters relating to the registration of immovable and movable properties.

#### Ministry of Regional, Local Government and Housing and Rural Development:

33. The mandate of the Ministry is to lead and coordinate the establishment of local and regional government structures that are democratic, bring government closer to the people, foster national unity, are capable of delivering services to the satisfaction of all communities, and promote people's participation in the development process. As local and regional government structures are established, MRLGHRD is responsible for providing central government support to regional and local governments in the areas of housing, community development and physical planning. With the reshuffling of government in March 2005, the Ministry took over responsibility for rural development, which was previously hosted by the Ministry of Agriculture. The Ministry therefore now hosts four directorates namely the Directorate for Housing, Directorate for Town and Village Administration, Directorate for Regional and Local Government Administration, and the newly established Directorate for Community Development.

#### National Planning Commission:

34. Article 129 of the Constitution of the Republic of Namibia establishes the National Planning Commission (NPC) in the Office of the President, charged with the responsibility for planning national priorities and directing the course of national development. The Act of Parliament creating the Commission itself came into place in September 1994. The Mission of the NPC is

- ❑ To identify the priorities and plan the direction of National Development as per Articles 129, 98 and 95 of the Constitution and the National Planning Commission Act, 1994 (Act 15 of 1994).
- ❑ Preparing and monitoring development plans, projects and programmes in conformity with national development goals and objectives with a view to ensure sustainable economic growth, equity, social harmony and balanced development.

#### Regional Government

35. At a regional level, there are 13 administrative regions. Each is headed by a Regional Governor, who chairs a Regional Council comprising the region's Councillors, each of which represents one of the 102 constituencies which the regions are divided into. Regional Councillors are elected and responsible for the overall well-being of their constituents and play a role in planning and promoting the development of their constituencies. Two Regional Councillors from each region also serve on the National Council.

#### Local Government

36. Local governments or authorities are provided for by the proclamation of settled areas as

municipalities, towns and villages. There are currently 18 municipalities, constituting the highest and most autonomous forms of local government. The lowest level of local authority is the Village Council, of which there are currently 13. They are funded entirely by central government and are administered by government employees. There are also 39 settlement areas earmarked for development. Many of them are clusters of households with one or more schools, clinics and informal businesses in their vicinity.

### Traditional Authorities

37. There are also long-established systems of traditional leadership or administration in communal areas. Although systems vary among the communities, most operate within some kind of hierarchical order. While ultimate power is vested in a king, chief or tribal council, the local representative is a headman / -woman or a village committee. Traditional leaders are elected or may inherit a position of leadership from a family member. Certain traditional leaders are recognised in terms of the Traditional Authorities Act (No 17 of 1995). Traditional authorities play an important role in the allocation of land and grazing to community members in communal areas and in settling disputes. However, the responsibilities of traditional leaders in relation to those of local/ regional government is not always clear.

### **POLICY CONTEXT**

38. The Government of Namibia has prepared a 30-year planning framework known as Vision 2030. It aims to provide a sound framework for sustainable development planning, taking a long-term perspective. The vision for the natural resource sector 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, maximising comparative advantages and reducing inappropriate resource use practices. Whilst Vision 2030 recognises that natural resources alone cannot sustain Namibia's long-term development and that the nation must diversify its economy, land and its associated natural resources are recognised 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.

39. . The major policy tool guiding national development in all sectors is the National Development Plan (NDP). NDP I covered the period 1995/1996 – 1999/2000, and NDP II in its turn covers the period 2001/2002 – 2005/2006. NDP II sets the following National Development Objectives: to reduce poverty; to create employment; 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. These are all interlinked objectives that require integrated and multi-sectoral approaches. The key National Strategies to realise these Objectives are:

- a) Establishing an enabling environment for economic growth and development
- b) Promoting sustainable use of natural resources and environmental management
- c) Promoting participatory development and ensuring equity in benefit distribution
- d) Developing human resources, and
- e) Promoting good governance.

40. Within the various sector chapters in NDP2 there is clear recognition of the need for integrated, sustainable land management. The table below summarises key elements of this, highlighting the highly conducive setting and entry framework for an Integrated Sustainable Land Management Programme.

Agriculture	The agriculture chapter states that the sector mission is to “... provide a secure foundation for sustainable and equitable growth” and “to ensure the long-term sustainability of interventions with regards to environmental 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”. The prescribed 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 management and sustainable utilisation of natural resources by the agricultural sector.
Water	Similar sentiments on the need for sustainable use of natural resources are expressed for the water sector. The strategies elaborated for the sector include ensuring an integrated management approach, with collaboration between government Ministries, NGOs, the private sector and water users; and applying water demand management strategies to promote conservation and efficient water use.
Land Reform	A key part of the mission and objectives of the land reform chapter is to contribute to national sustainable development through the promotion of the 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 Namibia’s forest resources to enhance socio-economic development and environmental stability.
Cross Cutting	A number of cross-cutting chapters are also relevant, particularly those on Poverty Reduction, Income Distribution, Environment & Sustainable Resource Management, Research, Science & Technology, and Decentralisation. Without expanding on them in detail, there are some clear principles that emerge as providing common ground across these and the sectoral chapters of NDP2: <ul style="list-style-type: none"> <li>• Commitment to promoting the sustainable use of resources;</li> <li>• Promotion of integrated approaches, including social, economic and environmental/ecological components;</li> <li>• Strong awareness of the need for participatory approaches; and</li> <li>• Commitment to collaboration across sectors and by means of multi-institutional partnerships.</li> </ul>

41. There are a host of sector policies that have direct relevance to sustainable land management. These include the National Agricultural Policy, National Water Policy, Inland Fisheries Bill, Environmental Management Bill (which makes provision for EIAs), Tourism White Paper and draft policy, 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, National Land Policy and the Communal Land Reform Act. While these policies are, inevitably, largely focused on the sector of concern, they generally recognise that Namibia’s environment is arid and highly unpredictable and that “droughts” are normal phenomena in dryland areas which need to be managed. They also recognise that sectors cannot work in isolation, that they need to promote sustainable practices, and that diversified land-use options are needed.

42. 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 recognises the threat of “the tragedy of the commons” to environmental integrity, and makes provision for group management and group accountability for stewardship of natural resources. In the case of wildlife, forestry and commercial tourism, the rights are exclusive to the respective community members, but this is not yet the case for rangelands. This policy has been extensively implemented in Namibia under the Conservancy and Community Forest schemes, to extremely good effect. To date, 33 conservancies have been gazetted, covering almost 80,000 km<sup>2</sup> of land (Map 15). There are some 20 emerging conservancies in various stages of development, covering an estimated additional 43,500 km<sup>2</sup>. The Conservancy Programme essentially promotes the establishment of local management institutions that focus on cultivating sustainable and integrated 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 high economic returns from these initiatives. However, looking to the future, conservancies offer ideal local entry points for an integrated sustainable land management programme.

#### **GLOBAL SIGNIFICANCE OF SUSTAINABLE LAND MANAGEMENT**

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

- ❑ Ecosystem integrity: Land degradation poses a risk to ecosystem integrity in fragile dryland environments, defined in terms of health, connectivity and stability, biotic and abiotic components of ecosystems and the interconnectedness between them. This is likely to diminish the ability of dryland environments to supply vital ecological goods and services, including climate regulation and water regulation. In particular efforts to stem deforestation are likely to reduce the expected increase of surface albedo on cleared land. Such efforts coupled with efforts to reduce the loss of other vegetation cover and soil erosion are further expected to help maintain the capacity of soils to maintain moisture and reduce the release of soil particulates into the atmosphere. This will help to maintain air quality and regulate climate.
- ❑ The loss of above- and below-ground biomass as a result of deforestation and the increase of decaying vegetation matter on cleared land contribute to the release of GHGs and the reduced capacity of dry forests to function as a carbon sink. In 1994, Namibia was estimated to be a net sink for carbon due to the large uptake of CO<sub>2</sub> by trees and its contribution of less than 0.05% to global CO<sub>2</sub>-equivalent emissions. However, deforestation and land clearing, which is particularly severe in the northern areas, could change this status. While anecdotal evidence indicates that historically much of Kavango and Caprivi comprised closed forests, today, woodlands and forests are highly fragmented: in 2000 alone, 17,900 km<sup>2</sup> was cleared for cultivation. Along large stretches of the Okavango River, and in the settlements around Ondangwa in northern Namibia, the original vegetation has been almost entirely lost (land cleared exceeds 90%). In the remaining parts of the north central and north eastern regions, land cleared varies from a “modest” 10% to 60% (Map 12).
- ❑ Watershed integrity is severely impaired through deforestation and other forms of degradation. Water harvesting places additional stress on Namibia’s few perennial rivers which, as Table 2 shows, are mostly transboundary. In the long-term, uncontrolled abstraction is likely to have serious downstream impacts, with economic and ecological consequences, which are not, limited to Namibia but extend into the southern African region. Of global importance in this context is the sustainable management of the Okavango basin, which leads into the Okavango Delta in Botswana, one of the world’s largest RAMSAR sites (Wetland of international importance).
- ❑ Land degradation is impairing ecological functions and habitat quality in critical ecosystems that contain biological diversity of global importance. Two of Namibia’s ecosystems are internationally recognised as biodiversity “hotspots” due to their high degree of endemism with respect to plants and animals. These are the Succulent Karoo and the Namib Escarpment. The Succulent Karoo represents the only global arid hotspot. Both ecosystems fall mainly outside state protected areas, are under threat from unsustainable resource management and are particularly threatened through land degradation.
- ❑ Land degradation in landscapes buffering protected areas is exacerbating pressures in reserves, as communities seek pasture or to replace ecological resources eliminated through degradation. Namibia’s most important protected areas directly border land used for agricultural purposes, in particular Etosha, Khaudum, West Caprivi, Mahango and the Sperrgebiet. These parks are critical to protect the remaining red list species, key and umbrella species and endemic species of these areas.

#### **PROBLEMS, THREATS AND CONSTRAINTS TO SUSTAINABLE LAND MANAGEMENT**

44. Despite the country’s severe climatic constraints, a significant percentage of the land is used for

agriculture. The two main activities are livestock farming and dryland cropping, sometimes in combination, depending upon rainfall. As statistical data on the impacts, to date, of different types of land degradation do not exist, the severity of the threat can only be approximated based on current pressures on land. The first part of the section focuses on the physical causes and impacts of land degradation, while the second part examines the underlying root causes and interlinkages between livelihoods, economics and land degradation. The threats driving land degradation in Namibia can be broadly divided as follows:

- Threats related to vegetation degradation (see Annex E: Threats 1 and 2)
- Threats related to soils (see Annex E: Threats 3 and 4)
- and more indirect, cross-cutting threats which aggravate and speed up the impacts of the above (see Annex E: Threat 5 and 6).

### **Vegetation Degradation**

45. In Namibia the two predominant forms of vegetation degradation are rangeland degradation and deforestation. **Rangeland degradation** manifests itself in two contradictory forms: loss of vegetation cover on the one hand and bush encroachment on the other:

- a) Loss of vegetation cover refers to the loss of grass species diversity and perennial grasses and to loss of grass vigour. It leads to loss of ground cover and land productivity, increases the vulnerability to drought and facilitates encroachment of undesirable plants. In Namibia there are two interrelated causes for loss of vegetation cover: overstocking -which describes the situation where more animals are kept on a certain piece of land than there is fodder available to feed them; and overgrazing – which is caused when animals are concentrated in one specific area for too long, resulting in over use of the vegetation with inadequate recovery time. Open access to land and unsuitable distribution of water and boreholes is one major factor for the latter. Areas that are most severely overstocked and thus at greatest risk of land degradation occur in Northern Namibia, along the Okavango River, on the eastern floodplains in Caprivi and in a number of other scattered places, typically around large settlements. In extreme cases, such as around Ondongwa, stocking density exceeds carrying capacity by over 100 kg per hectare.
- b) Bush encroachment occurs when relatively open areas become covered by dense layers of woody plants resulting in areas where diverse and palatable grass species have been replaced with unpalatable bush species. It leads to the reduction in grazing capacity, loss of habitat and has adverse impacts on biodiversity if encroaching species are exotic and suppress indigenous species. As it leads to declining land productivity it is defined as a form of land degradation. The underlying causes of bush encroachment and the precise effect it has on agricultural production are at present not clearly understood. Bush encroachment is believed to be a result of a number of complex interacting factors such as overgrazing and browsing patterns, lack of veldfires, and climatic and soil moisture conditions caused by prolonged droughts. In Namibia, bush encroachment occurs predominantly on commercial agricultural land in the central and eastern areas and only in localised parts of the communal areas. It is particularly prevalent in the central and eastern parts of Otjozondjupa and Omaheke where the density of plants is estimated to have increased to 4,000 - 12,000 per hectare. Overall, it is estimated that around 14 million hectares of freehold farmland in Namibia are affected.

46. **Deforestation** is the second major form of vegetation degradation in Namibia, and refers to the removal of woody vegetation cover, which leads to either large-scale loss of forests, their fragmentation or their degradation. Its consequences are loss of habitats, changes in hydrological and nutrient cycles, and reduction in carbon sinking capacities. Deforestation in Namibia is most prevalent in the North and North Central regions and is due largely to unsustainable uses of trees to build houses and provide fuel, clearing of land for dry-land cropping, and unsuitable fire management. It is estimated that the total area burnt between 1996 and 2000 averaged 51% per year. Large tracts of land are cleared for cultivation/ Also between 75% and 95% of houses are made from wood and the predominant fuel for cooking is

fuelwood.

### **Soil Degradation**

47. The second group of threats relates to soils: the predominant factors of soil degradation in Namibia are soil erosion due to wind and water factors and declining soil fertility and loss of soil organic matter.

48. **Soil erosion due to wind and water factors** occurs when top soil is blown or washed away by wind or water (i.e. heavy rainfalls). It leads to the removal of top soil thus decreasing land productivity. It is widespread given Namibia's naturally thin vegetation cover especially in the central and southern parts of the country. Wind erosion occurs mainly in the Kunene region, while gully erosion happens in the central highlands (Otjiwarongo and Omatako areas). Vulnerability to erosion is increased where vegetation cover has been lost due to land clearance and/ or overgrazing, especially on steeper hill slopes.

49. **Declining soil fertility and loss of soil organic** matter refers to the deterioration in the quality of soils due to loss of nutrient and water retention capacity and leads to loss of soil fertility and ability to support plant life which in turn exacerbates vulnerability to wind and water erosion. It is caused by nutrient mining, where crop farming is managed without the replenishment of nutrients through fertilisers or fallow periods. The soils in Namibia generally have low natural fertility, are humus-poor, shallow, sandy and stony and have low water retention capacity. These characteristics impact on the natural soil condition, making it more prone to fertility degradation. Even those areas classified within Namibia as being of "high" soil fertility do not rate highly globally. These relatively more productive soils occur only in marginal patches north of Ondangwa up to the border of Angola and between Otjiwarongo and Windhoek. Thus, the majority of soils across the country are particularly susceptible to fertility losses if not managed appropriately. Small-holder cultivation in the North but also large scale irrigated agricultural projects spearheaded by for instance the Green Scheme<sup>2</sup> are major causes of soil productivity loss in the country.

### **Cross-cutting threats**

50. Lastly, are indirect threats which aggravate the above factors, often speed up land degradation and attach an added component of uncertainty and thus vulnerability:

51. **Over-abstraction of water:** has immediate implications for the natural environment given the intricate relation between nutrient and water cycles. Disrupting these cycles through, for example, inappropriate irrigation methods, leads to reduced soil fertility and productivity through loss of nutrients and/or salinisation and water logging. Lowering of groundwater levels hampers the ability of plants to take up water and leads to the desiccation of springs and, consequently, destruction of habitats. Furthermore, it may reduce fluid pressure in confined/artesian aquifers and cause aquifer deformations through the compaction of geological material. An essential basic additional 'use' of water, often not accounted for in water consumption breakdowns, is the ecological reserve of water needed to sustain critical wetland and terrestrial ecosystems<sup>3</sup>. The two major demands on water supply are urban centres and agriculture. Between them these two sectors account for almost 91% of Namibia's water demand. Despite its modest contribution to GDP, agriculture accounts for about 60% of all water used in Namibia.

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<sup>2</sup> Through the Green Scheme, GRN has taken a strategic decision to substantially increase the land placed under irrigation. The main focus of this scheme is to promote public-private partnerships between commercial irrigated farms and small scale communal farmers on the one hand and Government (MAWF) on the other – primarily (but not necessarily) on communal land.

<sup>3</sup> Examples of essential ecosystem water use are the Kuiseb River and the Cuvelai Wetland system; the latter requires water to sustain fish, for recharge, to feed Etosha Pan and to provide soil moisture and humidity for crop production. Water flow and recharge in the Kuiseb catchment are threatened by a myriad of small upstream farm dams. A combination of water abstraction and upstream dam construction caused the water table at the mouth of the Kuiseb River to drop from one to eight metres below the surface between 1974 and 1988, a process which threatened biota and people relying on the ephemeral river aquifer.



## Land Degradation on Communal Land

55. Traditionally, livelihoods have been based on the use of natural resources through cattle husbandry and cultivation of land. Land management practices had evolved to adapt to the physical conditions of Namibia's climate and historically resource use is considered to have been largely sustainable. Today, people on Namibia's communal land still largely lead subsistence lifestyles, due to the absence of employment and other significant monetary incomes. As affordable alternatives are not available, food, fuel, housing materials, and even medicines are extracted directly from the land, in most cases barely covering the needs of the respective resource users. Dependence on the exploitation of natural resources locks residents into a cycle of short-term over-exploitation of resources. Traditional land use practices are increasingly marginalised: rainfall, and therefore the availability of fodder in Namibia are highly variable in terms of time and space. In the past, communities employed a flexible rangeland management, moving herds to distant pastures to benefit from better rainfall and grazing. Given severe demographic pressures, sedentarisation is now a reality in most of the communal areas of the country, and there is little scope for stock farmers to return to the more nomadic lifestyles of the past.

56. Demographic pressures arise firstly from population dynamics: in the decade prior to independence, Namibia experienced a population growth rate of more than 3%, but this is expected to drop to about 1.5% annually until about 2015 due to the effects of HIV/AIDS. However, although the overall rate of increase will drop, further population increase will continue to add pressure on land and constituent natural resources. However, demographic trends must be seen against the background of a highly unequal distribution of land and a dual land tenure system, which is one of Namibia's colonial legacies: what has been called "commercial" farmland is land held under freehold title, while communal land is owned by the state. At independence the freehold sector comprised 43% of land, communal areas 41%, and conservation areas and other state land 15%. Close to a million people live on communal land while a few thousand people own freehold land. Legal and illegal fencing on communal land in the present context further prevents farmers from moving with their animals freely in search of fodder. Moreover, livestock transhumance systems are perceived to be old fashioned by many rangeland managers.

57. Demographic pressures imply not only the abandonment of agricultural practices but also the reliance of a growing number of people on declining natural resources. This according to Boserup's hypothesis ("more people less erosion")<sup>4</sup> does not automatically lead to aggravated erosion of land but may lead to improved management practices. Yet, this requires recognition and understanding of the underlying problems, knowledge of possible (technological) solutions, motivation and last but not least the material capacity to undertake these solutions. Demographic dynamics and the unequal distribution of land are variables which only change in the long run. Thus, management practices have to be identified which allow resource users on communal land to cope with these givens in the short to medium term. This requires firstly knowledge of ISLM problems and solutions, i.e. individual capacity, actual motivation to invest in land management, and approaches which fine-tune science to local level circumstances. In Namibia, there are constraints to all of these conditions.

58. The abandonment of traditional management practices is resulting in the loss of practices, which may still be applicable, especially those which relate to the sustainable harvesting of non-timber forest products. Traditional knowledge appears to have reached an impasse where on the one hand, it is not adapting fast enough to new conditions (socio-economic and climatic) and on the other, is being lost but not replaced by new knowledge which is applicable to the respective socio-economic circumstances and capabilities of the population as well as the environmental conditions of Namibia. Goods and services which cattle provide in the form of milk, hides and traction as well as "cultural" knowledge -especially

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<sup>4</sup> According to the Boserup hypothesis, population pressure is a sufficient condition to induce technological change and enhanced productivity

the association of large livestock herds with wealth and status- favour large numbers of stock over small. The ability of land users to track variation in climatic and environmental conditions and to pro-actively adjust management practices accordingly, is one of the major cornerstones of opportunistic rangeland management and sustainable land management. The abandonment of traditional management practices is resulting in the loss of practices that may still be applicable, especially those that relate to the sustainable harvesting of non-timber forest products. Traditional knowledge appears to have reached an impasse where on the one hand, it is not adapting fast enough to new conditions (socio-economic and climatic) and on the other, is being lost but not replaced by new knowledge which is applicable to the respective socio-economic circumstances and capabilities of the population as well as the environmental conditions of Namibia. At the same time, “cultural” knowledge, especially the association of large livestock herds with wealth and status but also other beliefs create obstacles to sustainable land management. The ability of land users to track variation in climatic and environmental conditions and to pro-actively adjust management practices accordingly, is one of the major cornerstones of opportunistic rangeland management and sustainable land management.

59. Currently the capacities of communities to make informed management decisions are limited. An easy to operate, locally based decision-support system providing information on important parameters like rangeland condition, bush densities, carrying capacity, livestock condition and rainfall, is urgently needed. Based on their own information, collected by themselves, resource users should be able to identify problem areas and make appropriate mitigation decisions (e.g. marketing of livestock, movement of livestock to key resource areas, additional fodder supply, etc). Knowledge is necessary but not sufficient for sustainable land management. Especially where sustainable land management involves investments of time and money (even if only initially) favourable (economic) incentives are also required.

60. Land tenure issues and ensuing consequences for land management, are pervasive throughout Sub-Saharan Africa. In Namibia, communal land is owned by the State, while its residents have usufruct rights over the land and its resources such as grazing. Heretofore, land use has been governed by traditional leaders. However, group rights and their enforcement have weakened and this undermines the ability of many residents to prevent appropriation of their land by wealthy individuals and settlers and herders from other areas. In the north central regions there are conflicts between residents wishing to expand their croplands and others who wish to maintain extensive grazing areas. As government to this date has refrained from introducing a formal land tenure system for communal lands, previously controlled community management of land has turned into an open-access system. Open access to resources implies that the value of a resource is only secured and internalised by individuals through exploitation, while its preservation or even investment for securing or improving future productivity is not simply an inter-temporal consumption decision, but induces the risk that the investor incurs a loss when the respective returns on this investment are internalised by other resource users - the so called free rider problem. Open access, its ensuing risks to investments and the inability of communities to coordinate land use planning at a larger scale is impeding sustainable development in communal areas.

61. Apart from land tenure, thin or absent markets in the rural economy lead to coping strategies, which are not often sub-optimal from the perspective of sustainable land management. Due to veterinary restrictions cattle reared beyond the Veterinary Cordon Line, i.e. in the communal areas of Northern Namibia are restricted from regional and international markets. A conjunction effect is in evidence whereby communities having never participated in a formal market, who nevertheless view cattle as a store of wealth, tend to accumulate large herds. The commercial orientation of maximising output and income by farming with fewer animals of higher quality and production abilities is unknown to many subsistence farmers and frequently resisted by pastoral communities when promoted by development programmes<sup>5</sup>. Markets and market infrastructure for other indigenous products (thatching grass, reeds, non-timber forest products, such as crafts) are little developed if existing at all, and participation of the

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<sup>5</sup> The question is whether this can simply be remedied by improving market access or to what extent that is related to the “social” value of cattle as being a sign for wealth and power

local communities in these are highly dependent on outside support. Where markets exist they value pure extraction but not sustainable use, thus again leading to overexploitation of the resources. In other words, markets which create a present value to future consumption, i.e. attach a value to the sustainable use of resources and the preservation of ecosystems hardly exist. The absence of these markets limits the opportunities of rural people to diversify their livelihoods away from livestock production or extensive dryland cultivation. At the same time, limited rural financial markets restrict saving and borrowing possibilities. Commercial banks do not provide adequate banking facilities to farmers on a regular basis, which leaves farmers with few options other than to re-invest their money in livestock; the absence of insurance markets implies that a strategy of maintaining large livestock numbers is favoured by farmers to minimise risks in times of external shocks. Thus, the absence of credit and insurance markets again leads to overstocking on the one hand, and diminishes the capacity of farmers to invest in their land<sup>6</sup>.

### **Land Degradation on Commercial Land**

62. Most freehold land is used for livestock farming that was heavily subsidised in the past. Despite an average size of 7,000 ha, many freehold farms are not economically viable because of the semi-arid environmental conditions: it has been estimated that as much as 60% of these farms are not profitable. Again, a number of (economic) reasons can be identified that lead to the inefficient use of resources (rangeland) on commercial farmland. In the past, livestock subsidies on commercial farms led to overstocking. Although these subsidies have largely been phased out, the legacy (land degradation mainly in the form of bush encroachment) is still apparent. A main challenge is therefore the rehabilitation of farmland to regenerate their productivity. However, again, there are various obstacles to sustainable land management. Firstly, farmers expecting to sell land under the Government's willing buyer willing seller scheme, pursued as part of its land reform initiative may have little incentive to invest in land rehabilitation, perceiving that the benefits accruing to them will not outweigh the costs. Second, technologies to combat bush encroachment are expensive, and (in case chemicals are applied) even destructive.

### **Closing the circle: Poverty, land degradation and eroding livelihoods**

63. The actual impacts on livelihoods of land degradation in communal areas are difficult to measure given the complex interactions between the bio-physical environment and socio-economic conditions, and manifold non-monetary goods and services that local communities derive from natural resources, not to speak of non-use values (e.g. cultural / spiritual value of resources). However, one cost estimation of losses of the most basic goods, shows that continuing land degradation severely impacts on rural livelihoods, as depicted in Table 7 below. Aggregating these costs over the estimated number of households in the Northern areas of Namibia indicates a total subsistence loss of about N\$ 81million per year, in terms of reduced output and resource-availability due to long-term degradation. Yet, this is theory. In reality, there is no simple substitution of previously free natural resources with marketed goods. For communities these costs in real terms are characterised by increased work burdens, both regarding time and physical manpower where water and wood have to be carried over longer distances, a deterioration in nutritional standards and health where millet production and protein intake declines without adequate substitution; and increased vulnerability to exogenous shocks such as drought and diseases, both imminent in the form of climate change and HIV/Aids. The brunt of the costs is likely to be borne by disadvantaged members of rural society, especially women responsible for collecting water and fuelwood.

**Table 7: Some costs of land degradation incurred to households per year**

<b>Item</b>	<b>Explanation</b>	<b>Cost per year (N\$)</b>
Lost fuelwood supply	Cost of commercially purchased fuelwood 1bundle / day at N	720

<sup>6</sup> However, some observations in the NAPCOD pilot areas indicate that young farmers are more conscious about marketing livestock and sell animals on a regular basis, using bank accounts rather than herds of livestock as security.

	\$2	
Lost fencing materials	Cost of purchasing wire and poles for replacing 1/5 of fence around mahangu field	400-640
Lost livestock (lack of access to grazing, drought)	Replacement cost of 2 cattle / 3 goats	480
Lost milk output	Cost of purchasing substitute protein plus loss in income	300-600
Reduced millet production	Purchase of commercial substitute foods for 1.5 months	165
<b>Total</b>		<b>2065-2605</b>

Source: DEA Research Discussion Paper No 3 (1994)

64. The economic impacts of land degradation on commercial farms are easier to calculate, despite the lack of data and understanding of bush encroachment, given that most of their activities occur within the formal economy. It has been estimated that land degradation on commercial farms leads to a loss of 34 000 tonnes of beef production per year (worth N\$ 102 million in 1994 prices *ibid*). This loss, of course, has direct national economic impacts regarding the overall level of output, export and tax revenues.

65. Opportunity costs arising from the loss of foregone benefits that higher value and sustainable land uses could derive, could even be more significant however. At this point these have not been clearly established. Preliminary studies into alternative land use options show that non-agricultural resource use in Namibia's communal lands has significant potential to contribute to economic growth. At the time of the study, the aggregate economic value for four study areas (located in former Damaraland, in the Opuwo District, the Caprivi Region, and former Bushmanland) was N\$8.5 million (Barnes (1995)). With the realisation of non-agricultural potential (especially wildlife based tourism), this could increase by 2.5 times. The recently published State of Conservancy Report shows that for the past five years total income from wildlife based conservancies increased from about N\$ 600,000 in 1998 to over N\$ 8 million in 2003 comprising cash income as well as non-cash income derived mainly from wildlife management and wildlife based tourism. Directly and indirectly, the Namibian economy earned about N\$ 111 million from CBNRM activities in 2003. These incomes are based on wildlife only, while there is more economic potential arising from other resources such as fish, non-timber forest products, and indigenous plants.

66. As the above analysis shows, the physical impacts of land degradation occur at local-level while much of the impetus is derived at the national level. Some of this is a legacy of the past (land tenure and land distribution) others arising from present policy preferences which adhere to an economic development paradigm (agriculture as the engine of growth and poverty eradication to be implemented through initiatives such as the Green Scheme) which is sub-optimal given Namibia's climatic circumstances. At the bottom line however, it clearly shows: poverty at local and resulting economic aspirations at national level lead to land degradation, which in turn erodes livelihoods. Given these inter-linkages, combating land degradation must form integral part of any feasible poverty reduction strategy.

### **Barriers to Sustainable Land Management**

67. From this range of management issues, five key barriers that impede sustainable land management can be identified. These were verified through a series of workshops conducted during the CPP Framework preparation phase at regional and national level as well as through the National Capacity Self Assessment (NCSA)<sup>7</sup>. The following section provides a generalised overview of these barriers,

<sup>7</sup> The NCSA completed in March 2005 was a GEF funded project to enable Namibia to take stock of capacity gaps hindering realisation of its obligations under Global Environmental Conventions. The assessment was undertaken using participatory processes in three representative regions in north central and coastal Namibia, and at a national level.

highlighting the common problems that all regions face. Regional specificities will be described later in the document and in more explicit detail in individual project proposals respective to their target areas.

68. Systemic capacity: The existence of policies that contradict the objective of SLM creates adverse incentives that work against SLM (see Annex I). Specific issues that need to be addressed through policy review are the lack of tenure rights over land, management control over natural resources other than wildlife (which leads to the problem of open access in communal lands), and rural development/ agriculture policy. However, just as pressing as the review of the current policy set up is the process of putting policies in place which are conducive to SLM: while Namibia has taken several important steps on paper, these need to be brought to the ground and strengthened through appropriate enforcement. Finally, where policies are in place, lack of knowledge and awareness as well as frictions between official and customary law at the local-level, where many policies need to be executed, create obstacles to SLM.

69. Institutional capacity: Rural people and communities manage the land and its natural resources. Their decisions and actions will, to a major extent, determine whether land-use options and management will be sustainable and optimal – both for the environment and themselves. Such decisions are taken within various policy settings, knowledge systems and the day to day *modus operandi* of the communities and their support organisations, such as the extension services of government Ministries. The management effectiveness of these institutions regarding SLM is impeded at several levels. Centralised management of planning and implementation of activities creates one of the strongest barriers to SLM. Land-use planning and natural resource management fall under the jurisdiction of several different Ministries, including Ministry of Lands and Resettlement (MLR); Agriculture, Water and Forestry (MAWF); Regional and Local Government and Housing and Rural Development (MRLGHRD); and Environment and Tourism (MET). There are no mechanisms in place to facilitate integrated multi-sectoral planning, and Ministries often inadvertently undermine one another's initiatives. Regional and local authorities have weak institutional mandates and lack the financial resources and equipment necessary to perform their functions. They consequently fail to provide adequate support to their constituencies. At the same time, strong institutional mechanisms at local community level for land and natural resource management are lacking.

70. Individual Capacity: Namibia lacks the human capacity, i.e. skilled individuals capable of turning rhetoric and goodwill into effective SLM on-the-ground. At local and regional level, the NCSA identified, in particular, the need for general education, while at national level the lack of technical experts such as geologists, taxonomists and natural resource economists was identified as a severe constraint. Across sectors, understanding of the interlinked causes of land degradation and the principles of integrated land management are lacking. One critical factor that aggravates the low availability of specialists is the *brain drain*, i.e. the loss of motivated and skilled people to better paying international institutions and businesses, with the ensuing consequence that the Namibian government is highly dependent on costly external consultants, donor and NGO expertise. A further barrier to the continuous learning process necessary to maintain a high calibre workforce stems from the access to information and technology, which derives partly from the fact that knowledge is not owned at the level it pertains to but often rather by outsiders and more importantly, that information systems are generally weak where they exist at all.

71. At the level of farmers capacity to cope with drought is very limited. The increased rate of climatic change coupled with uncertainties in its variation will render existing livelihood mechanisms unsustainable. Most predictions point to populations being pushed beyond the boundaries of the existing coping mechanisms. The traditional rotational cropping system has been disrupted, and replaced by sedentary practices. As a result, the techniques that farmer's have employed historically to address episodic climatic variations are often no longer viable or effective, since they were based on different cropping and farming systems. Additionally, farmers are unable to adapt to the changing environment due to inadequate information and sensitisation to practices that demonstrate new and improved systems.

72. Knowledge and Technology: Related to the lack of individual capacity is the limited availability of

M&E systems that provide information on economically and environmentally efficient land use and guidelines for adaptive resource management. Especially in a climatic environment such as Namibia's where successful sustainable resource management is, to a large extent, dependent on swift adaptation to changes in weather conditions, the ability to monitor and evaluate the risk of desertification is critical, as is knowledge about best management practices. A second element that determines adaptive management is the ability of resource users and managers to track impacts. Namibia in this regard faces a number of barriers: firstly, information for adaptive management is not generated on a reliable basis at any level, be it national or local, scientific or applied; secondly, where information is generated and lessons are learned, these are not communicated and disseminated across the country and beyond to facilitate adaptive management and the diffusion of technology and innovation. Given the uncertainty associated with the impacts of global climate change, information on changes in resource state becomes even more critical.

73. **HIV/AIDS:** Lastly, HIV/AIDS is a new factor that creates a barrier to sustaining institutional and individual capacity for land and associated resource management. Namibia is one of the four countries in the world most affected by HIV/AIDS, with an estimated prevalence rate of 25% of the adult population. This has enormous social implications: there are already an estimated 100,000 AIDS orphans and it is predicted that between 1985 and 2020, 26% of the labour force in Namibia will be lost to HIV/AIDS. For every person lost, traditional knowledge and mechanisms for coping with climatic and general variability are lost. When this knowledge disappears basic subsistence becomes more difficult and the risk to people's livelihoods increases. The loss of skilled and unskilled personnel within the environmental management sector also has devastating effects on sustainable natural resource management, reducing its effectiveness and generally threatening those who rely on natural resources for their livelihoods. Further, losses in time and personnel due to HIV/AIDS are persistent and compounding, not random or isolated. Thus they weaken institutional memory, reducing the long-term integrity of natural resource management.

74. In environmental terms, the loss in time, skills, experience and finances will result in degradation of the landscape. As the burden of HIV/AIDS increases, people begin to look for short-term solutions that often involve methods or crops that are less well suited to the environment. For example, the loss of labour, and health, means that farmers are less able to spend time on cultivation or to take time-consuming anti-erosion measures. Their options to generate income are compromised as they are forced to take emergency action by, for example, selling livestock at sub-optimal times, resulting in less efficient agriculture as there are fewer livestock to pull ploughs, less manure for fertiliser etc. In short, the dual impacts of HIV/AIDS and environmental degradation lead to a complex self-reinforcing cycle detrimental to livelihoods. Poverty and reduced livelihood options are interlinked factors influencing land degradation.

75. A related issue which needs to be addressed in relation to SLM is gender equality; this is especially key where households lose access to resources with the passing away of the household head.

## **BASELINE**

76. The Government has a range of sector investment programmes and recurrent activities related to sustainable land management. Namibia's Green Plan (1992) recognises desertification and land degradation (with its associated resources) as a national threat and an issue of national priority. The government made a commitment to attempt to halt, and reverse, desertification and its impacts through promoting the wise management of natural resources. It recognised that desertification is largely man-made, but is exacerbated by failures in planning, policy and management in years of below average rainfall.

77. **NAPCOD:** As part of its efforts to implement the United Convention to Combat Desertification (UNCCD), the Government of Namibia established a programme known as Namibia's Programme to Combat Desertification (NAPCOD) equivalent to a National Action Plan (NAP), and considered to be a strategic framework for action. The overall objective of NAPCOD was: **"To combat the process of**

**desertification by promoting the sustainable and equitable use of natural resources suited to Namibia's vulnerable environment for the benefit of all Namibians both present and future".** The program followed a rolling planning approach (no standardised predetermined format), was carried out in partnership with several government sectors, service organisations, non-government organisations, community-based organisations as well as individuals; and implemented by MET and MAWF (then MAWRD). The implementation was done in phases: Phase one started in 1994 on information collection and dissemination and building consensus on the main elements of the program with the following intent:

- To raise awareness on desertification and land degradation
- To undertake a preliminary assessment of desertification in all 13 regions of Namibia
- To improve the understanding and knowledge on the socio-economic implications of desertification
- To improve the contact between rural communities and government, e.g. through extension officers.

78. Phase two (1995-1999) focused on working with rural resource users to investigate land uses, agricultural practices and alternative livelihoods including assisting communities in identifying their development needs. Also policy analysis on Namibia's policy and its relevance to desertification was done aimed at providing detailed analysis of policy links and constraints for implementation of the UNCCD. Issues concerning land tenure, land accessibility, integrated planning and land resettlement were highlighted as of prime importance to the policy framework for ensuring reduced rates of desertification. Phase three (1999-2004) focused on strengthening capacity and enhancing drought preparedness amongst Namibia's communal and commercial farmers and diverse private and public service organisations. In addition, phase three also focused on the development of monitoring tools. This approach included the development of Forums for Integrated Resource Management (FIRM) and Local Level Monitoring (LLM), which were developed as tools to help people in the communal areas to sustainably use natural resources.

79. FIRMs and LLM were developed and implemented in partnership with Community Based Organisations, farmers, service providers and other stakeholders and were piloted in three areas namely Uuvudhiya in north central, #Khoad in the northwestern and Gibeon in the southern part of Namibia. FIRM has ever since served as an institutional structure for information sharing and basis for informed decisions on integrated natural resource management and LLM has been used as a tool for improved decision making based on monitoring of biophysical indicators identified by farmers such as livestock conditions, rainfall, rangeland condition (grasses), carrying capacity and bush density. According to an evaluation done in early 2004, FIRM has enhanced knowledge-sharing, establishment of a platform for discussion and dialogue and had made it easier for the involved communities to obtain appropriate external support. The communities to jointly manage their natural resources have successfully used LLM.

80. Although certain activities that were spearheaded under NAPCOD continue, the umbrella framework (embodied e.g. in the Steering Committee) has come to an end. The CPP is building on NAPCOD's programmatic framework and the lessons learned from this initiative and other like activities.

81. Namibia's efforts to combat desertification do not end within its boundaries: at a regional scale, Namibia has also provided a SADC-wide centre of excellence for research and training: the Gobabeb Research and Training Centre, and is actively involved in the regional exchange of UNCCD and desertification-related information. Combating desertification has also been listed within the framework of New Partnership for Africa's Development (NEPAD) as a priority activity<sup>8</sup>. Namibia is instrumental in

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<sup>8</sup> The issue is addressed in the Draft Action Plan for the Implementation of the Environment Initiative of the New Partnership for Africa's Development *Programme Area 1: Combating land degradation, drought and desertification*. It is also identified as a priority area for intervention in the Draft Sub-Regional Action Plans for NEPAD: Southern Africa sub region. The Draft Action Plan identifies soil erosion as one of the most important factors contributing to the decline in agricultural productivity in Southern Africa with impacts on food security and rural livelihoods. The planned response includes a suite of actions bundled under 4 objectives, focused on increasing capacity, mainstreaming environment into development, enhancing the ability of sub

identifying and reviewing potential trans boundary projects for consideration in the context of NEPAD.

82. Poverty Reduction Strategy: The Government developed a Poverty Reduction Strategy (PRS) for Namibia in December 1998. The PRS was built around the following prioritised 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 Plan (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. In April 2005, the first review of NPRAP was completed: this focussed on mainstreaming gender, HIV/AIDS, environment and sustainable development into the PRS. The review recommends that the revised NPRAP needs to recognise the dependence of national economic development on the integrity of Namibia's natural resource endowments.

83. HIV/AIDS: Government, donors and the NGO community in Namibia are on high alert regarding the potential impacts of HIV/AIDS on livelihoods and the national economy. Vision 2030 explicitly recognises HIV/AIDS as a threat that cuts across all sectors of the economy and society: one of its targets is to combat the pandemic. A national policy has been prepared and a number of line Ministries have issued sector specific HIV/AIDS policies. Efforts at national level further include a National AIDS Coordination Programme (NACOP) that provides technical support within the Ministry of Health and Social Services and to NGOs on the development of HIV/AIDS responses. NACOP also covers medical management of HIV, care and support systems including home-based family care, education on risk reduction and safer sex, and surveillance of HIV, AIDS and STDs. The first review of NPRAP focussed, amongst other issues, on mainstreaming HIV/AIDS into the country's Poverty Reduction Strategy. Several programmes at local, regional and national level aim to mitigate the impacts through improving the quality and use of PMTCT (Prevention of Mother to Child Transmission) services, providing quality care for direct and indirect victims of HIV/AIDS, and prevention of the further spread of the disease through raising awareness to induce changes in certain critical behaviours. Programmes and donors include the Global Fund, of which the first instalment of funding was disbursed at the beginning of 2005, multilateral support through, for example, the UNDP's HIV/AIDS Prevention and Mitigation Programme, bilateral donors such as USAID, NGO initiatives and a large number of local grass roots organisations.

84. Decentralisation: Namibia adopted decentralisation as a state policy in 1997. The process is spearheaded by the Ministry of Regional, Local Government and Housing and Rural Development (MRLGHRD). In 2000, two important pieces of enabling legislation were enacted: the Decentralisation Enabling Act and the Regional Development and Equity Provisions Act. The first of these provides for, and regulates, the transfer of functions, staff and funds to regional councils and local authorities, while the second aims to ensure equity is achieved in the pursuance of socio-economic development. The MRLGHRD compiled a Decentralisation Implementation Plan (DIP), with assistance from the UNDP/NORDIC Fund, and a Directorate of Decentralisation Coordination has been established to coordinate the implementation of decentralisation plans and programmes. Ministerial Taskforces report to this Directorate, which in turn reports to the Decentralisation Policy Implementation Committee: a committee comprising all Permanent Secretaries and chaired by the Permanent Secretary to the Cabinet.

85. Water Sector Initiatives: Water is Namibia's most critical natural resource and is an essential

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regional institutions to support environment programmes and implementing programmes in key Programme Areas. Countering land degradation drought and desertification is identified as the first such area, while combating climate change is another.

commodity for both human development and economic development, including industry, mining, agriculture and tourism. It is estimated that 57% of water consumption derives from groundwater, 20% from ephemeral rivers and 23% from perennial rivers. The Ministry of Agriculture, Water and Forestry (MAWF) is promoting community based water management, empowering communities and improving rural water supply by devolving responsibility for water points to rural water committees. A series of projects have trained communities in the maintenance and rehabilitation of water points. However, additional investment is necessary to ensure that the devolution of responsibility is realised. The government plans to accelerate further the implementation of community-based management and, with EU support, to start the community based Onambutu Water Supply Project and the Tsandi South Water Supply Project. The Directorate of Rural Water Supply has already successfully completed seven Regional Rural Water Supply Development Plans, making use of private Namibian consultant teams, and a further five are planned. The Directorate has been implementing community based management and phasing in cost recovery since 1997: the average payment rate of NamWater bills in rural areas is currently 41%. Given that the targets for community based management have been extended from 2007 to 2010, and that the training of water committees and rehabilitation of water supply infrastructure has been outsourced to the private sector, this Directorate does have the capacity to support community based management.

86. Transboundary Water Sector Initiatives: Approximately 23% of water utilised in Namibia is derived from the perennial rivers along Namibia's borders. Since these are shared with neighbouring countries (see **Error! Reference source not found.**), regional joint water resource management is critical. An example of transboundary water resources management is OKACOM (the Permanent Okavango River Basin Water Commission) – an intergovernmental institution (involving Angola, Namibia and Botswana) established to protect the water resources of the Okavango River Basin, ensure reasonable access for river stakeholders and to encourage cooperation between upstream users. The river basin supports over 600,000 people (163,000 in the Kavango region in Namibia, 350,000 in Angola and 88,000 in Botswana), 150,000 cattle and 140,000 goats. Apart from water itself, the wetland environment supports livelihoods through provision of vegetation benefits in the form of wood, fuel, fruit, nuts, reeds and grass, to name a few. The wildlife and environment of the basin supports a tourist industry of 50,000 visitors to the Okavango Delta annually, of whom 15,000 travel through Kavango region. Current demands from Namibia include the use of water for local domestic and small-scale agriculture (mainly to grow pearl millet), urban supplies to Rundu and large irrigation schemes; potential demands include increased water supply for urban areas, larger irrigation schemes and hydroelectric power schemes. The challenge facing OKACOM is to maintain the balance between the continued flows of water down the river system which are essential for the health of the Okavango Delta, the expectations of local people for development, maintaining and sharing the diverse benefits within the basin and the unspoilt wilderness value for global interests including tourism.

87. Agricultural extension support: The agricultural extension service of the MAWF has been promoting the Forum for Integrated Resource Management (FIRM) approach, which was spearheaded under NAPCOD (see above). The FIRM approach puts communal farmers in the driving seat, enabling them to plan and manage sustainable development in their area, based on the available natural resources. MAWF adopts a FIRM approach that focuses on the following key elements: a) community ownership; b) compulsory annual general meeting with all key stakeholders; c) collective identification of community needs that addresses land use and resource management issues and agrees on how various support organisations (SOs) can support these needs and planned activities; d) the community based organisation (CBO) calling a review/Monitoring and Evaluation meeting with SOs at least half-yearly to ensure accountability on all sides; e) the CBO using the knowledge and skills gained from Local Level Monitoring; and f) joint evaluation and adjustment of their integrated land use planning and sustainable resource management programmes and activities. Many of the MAWF extension officers have been trained in this approach and the Ministry is planning to replicate the FIRM approach in other parts of Namibia. The FIRM approach is already being used to enhance basin management in the Kuiseb River basin, piloted by the Elak project with EU funding in collaboration with MAWF. 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. They have formed a Basin Management Committee (essentially a FIRM) to help them plan, coordinate and review inputs from relevant service providers. The BMC serves to ensure that the resident community plays a key role in its own development.

88. Community Based Natural Resource Management (CBNRM) Programme: One of the main programmes of the Ministry of Environment and Tourism (MET) is the CBNRM Programme, which started in 1995. The 1996 Nature Conservation Amendment Act grants landholders in communal areas the rights to establish conservancies and wildlife councils. The Act uses conservancies as a means by which specified groups of inhabitants in communal areas are given limited rights to manage and benefit from wildlife and tourism, as was already the case in freehold areas. Prior to 1996, rural communities often suffered extensive losses to wildlife but had no means by which to benefit from its presence. By allowing rural people to manage their wildlife resources in a sustainable manner and to derive benefits from these resources, they are empowered to improve the quality of their livelihoods. To date, 33 communal area conservancies covering almost 80,000 km<sup>2</sup> have been registered, and more than 20 other conservancies are in various stages of development (see Map 15). The total direct income and benefits to conservancies and community members through the CBNRM programme in 2004 amounted to N\$14,113,901 or US\$2,142,723. This was made up as follows: cash income to conservancies from various enterprises of N\$6,572,458; household/wage income of N\$5,873,150; and conservancy non-financial benefits of N\$1,668,293 mostly in the form of meat from trophy animals or game culled by the conservancies. The highest earning conservancy was Nyae Nyae Conservancy with an income of N\$644,440 (US\$97,837). The development of conservancies has reversed the prevalence of illegal hunting and poaching, promotes the increase of wildlife and the maintenance of wild habitat and has helped to promote wildlife and tourism as legitimate and viable land uses on communal land. Most of the registered conservancies have zoned specific areas of their conservancies as dedicated wildlife management areas in which trophy hunting and/or tourism is being promoted. This zoning scheme precludes the use of these areas for settlement and cropping purposes and in some cases for livestock husbandry.

89. Conservancies are increasingly exploring mechanisms for integrating wildlife and tourism with the management of other renewable natural resources in their areas. The conservancy approach is particularly important because it provides local communities with an institutional base for natural resource management and coordinating development activities. At a national level, conservancies also contribute significantly to Namibia's commitments to the conservation of biodiversity. For endemic species, for example, the hotspot of endemism along the western edge of the escarpment falls outside the state protected area estate but a significant proportion falls within conservancies. Conservancies also function as wildlife corridors, protecting corridor areas adjacent to PAs through which wildlife can move.

90. Climate Change: Namibia ratified the United Nations Framework Convention on Climate Change (UNFCCC) in 1995. The Ministry of Environment and Tourism has been designated as the lead Ministry for coordinating climate change related activities. Actions implemented to date under the national climate change programme include the establishment of the Namibia Climate Change Committee (NCCC) in 2001, a multi-stakeholder committee to advise government on the policies and strategies it needs to adopt in preparing the country for the predicted affects of climate change. A notable output of the climate change programme was the country study on climate change, completed in 1998. This study included an overview of the vulnerability of Namibia to climate change, an assessment of the sources and sinks of greenhouse gases in Namibia and a preliminary overview of the emissions scenarios and corrective choices which the country faces. Work on preparation of the public awareness products (a booklet and a poster) was completed during the first half of 2003. Given the commitment to produce periodic National Communications to the Conference of the Parties, the programme has already submitted an Initial National Communication and is currently in the process of producing a second which will continue to strengthen institutional capacity in this field and increase awareness of the UNFCCC and global warming.

91. Environmental Economics Programme: Established in 1993, the Resource Economics Programme was initiated to ensure sustainable development and prevent resource wastage, environmental degradation and poverty in Namibia. The programme provides information to convince policy- and decision-makers that Namibia's natural resources are valuable national assets, and that investment in the environment is essential for the country's economic and social welfare. The programme, so far, has been focused on the Kunene, Otjozondjupa and Caprivi regions but is expanding to other regions in Namibia. The programme is aimed at the institutionalization of environmental economics within Government. The programme, involves research and analysis at micro- and macro-economics levels, policy analysis, planning, extension and training. Most work is in Namibia, but there is also an element of regional activity and networking in southern Africa. The programme currently consists of the following components: Economics of Tourism, Economics of Natural Resource Use (NRM), Natural Resource Accounting (NRA), Economic support to long-term DEA programmes and the Environmental Investment Fund (EIF), which was established to capture and channel funds into programmes and activities that ensure appropriate natural resource management.

## **BASELINE GAPS**

### **Systemic Capacity Deficits**

92. Overall Namibia has made significant progress in building a set of frame conditions conducive to environmental sustainability. However, policy specific to ISLM is still weak and sectoral. The inclusion of local level resource users in the policy process itself is still insufficient, both in terms of the scope and extent of devolution of rights over land and different resources. A policy environment must be created that confers resource users the mandate to manage all of their resources and allows and motivates them to do so in an integrated and sustainable manner. A number of policy reviews have been carried out which have led to a series of recommendations. However, progress on accommodating and implementing these reviews has been slow (Annex I gives an overview of key policies, their strengths and weaknesses).

93. Harmonisation of policies across sectors: Many of Namibia's policies were developed in isolation and do not take into account policies developed in other sectors. Some aspects of the various policies are mutually supportive while others, unwittingly, create perverse incentives against sustainable land management: precedents are the conflict between the expansion of irrigated agriculture (Green Scheme) and the Water Act. Although Namibia has a "Green Constitution" and recognises environmental sustainability and the protection of its resources as fundamental to economic growth, some of its national development paradigms are not in line with ISLM. Most importantly, the current perspective that agricultural development is the engine for Namibia's economic growth and poverty eradication (to be realised through the Green Scheme) is in some areas creating unsustainable development strategies that will incur unnecessary high financial and environmental costs. In order to mainstream ISLM into national policies, it is necessary to firmly anchor its principles into national policy documents such as Vision 2030, NPRAPs and NDPs<sup>9</sup>. Opportunities for achieving a more harmonious policy framework in support of integrated sustainable land and natural resource management are better now than at any time in Namibia's recent history because of the unifying intersectoral approaches used in the design of NDP2 and Vision 2030, and the closer working relationships between Permanent Secretaries in key line ministries.

94. Beyond harmonisation there are certain issues critical to successful ISLM, which require urgent review: The first and most important is in the area of land use and rangeland management: German colonial policies and South African apartheid administration laid the foundation for the way in which Namibia's land is currently divided and utilised. To date, this inequitable distribution of land has played a pivotal role in determining the rates and types of land degradation in the country. 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. In many cases an open-access system applies, in contrast to the rights devolved

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<sup>9</sup> An opportunity for such integration exists within the context of NDP III, which will be prepared in the course of 2006.

to communities for water, forests, wildlife and tourism. Policy is needed that meets both the needs of sustainable land management and the needs of local social and economic settings. Further, weaknesses regarding land use planning and land reform include, the absence of integrated land use policy, and failure to address all potential land uses in land resettlement schemes, especially non-agricultural uses. 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 further than its neighbouring countries, the experiences acquired indicate that significant additional benefits would be gained with regard to sustainable land and natural resource management, as well as poverty reduction, if devolution was further extended. There is a need to transfer the right to take certain management decisions from government to local resource users so that they can manage their resources optimally and holistically, and with the security that others will not overexploit resources they are trying to conserve. With regard to climate change adaptation Namibia at present does not have a policy framework to adequately adapt to the predicted effects of climate change and global warming. Support for subsistence farmers in the Central North region from central government is delivered sectorally, undertaken with limited coordination and planning. The country is however committed to develop and improve its policy framework through its national development plans such as NDPs and Vision 2030. In this context particular emphasis will be on designing and implementing mechanisms for better coordination of early warning systems between different institutions.

### **Institutional Weaknesses**

95. Communities lack the skills and resources to change practices in such a way that pressure on land resources are reduced. This has been confirmed during the series of regional workshops held under the PDF B phase for the CPP. Livestock practices, dryland cultivation, forest management and fisheries rely on practises which, given present demographic conditions on communal land, are not sustainable. Skills and capabilities will need to be strengthened at community level to remedy this problem.

96. Namibia has inherited and not yet managed to overcome a highly sectoral government service which is suboptimal in terms of providing support to promote sustainable, integrated land and natural resource management. Institutions which support community-driven sustainable NRM, such as those within the CBNRM, ERP and NAPCOD programmes have focussed mainly on institution building at local level within their respective sectors. This leads to CBOs (water points, fish ponds, community forests, wildlife conservancy committees) pursuing their activities largely in isolation. Communities are not able to draw down integrated support services. Rather, support may be rendered one day to water points, the next day to fish ponds and the day after, to the conservancy committees for wildlife management.

97. However, where components of these programmes have achieved greater levels of cross-sectoral integration, they have yielded good results. Community development has moved faster than in areas practicing sectoral approaches: better participation is achieved, the support has been shown to be more cost effective, cost-sharing has been higher and the initiatives appear to have greater long-term resilience.

98. A number of surveys and pilot initiatives have clearly demonstrated that individuals and communities in rural areas think about and manage resources in integrated ways. Second, that given the right level of support, training and encouragement, the support agencies of line ministries (such as agricultural, water and veterinary extension, wildlife, forestry, inland fisheries) and NGOs can provide the necessary assistance to communities to promote integrated approaches. This work, particularly within the CBNRM programme and the FIRM approach, has demonstrated a number of important principles:

- ❑ The community must lead the approach, as community members are predominantly the land-users and common “clients” for all the support agencies. Best results are achieved when communities are empowered and capacitated to draw down and coordinate the inputs of the support organisations through their own development vision, and workplan, with the facilitation of extension service staff.
- ❑ Support organisations must be service-orientated towards their primary client (the community and its

members). This sometimes requires a dramatic shift in views of extension staff, as well as innovative approaches, within an institutional setting that requires staff to be more pro-actively service oriented.

- ❑ Extension staff must be authorised and empowered to work together in efficient and effective ways, cutting across-sectoral and institutional lines, to sustain their support and services to communities.

99. Further, lessons learned underscore that achieving community-led rural development is a long-term process that calls for accelerated development of national, regional and local capacity and requires a sufficient investment of time budgets for community institutions to mature, for new practices to be adopted by communities and for government extension agents to change their philosophy and implementation approaches. It requires harmonised support packages delivered through partnerships between public, private and civil society organisations (i.e. horizontal coordination) in addressing integrated resource management for a range of resources (rangelands and livestock, water, wildlife and tourism, etc.). This type of collaboration has been piloted in one area through the FIRM approach under a Memorandum of Cooperation signed by the Permanent Secretaries of different ministries which authorised staff to cooperate in support of community led development. However, Namibia has not yet been able to change its institutional structures and culture to upscale these approaches, due to the following limitations. Firstly, documentation of best practices has been limited. Guidelines and operational procedures for extension service officers have yet to be developed. Secondly, although MAWF especially has incorporated lessons of FIRMs into its procedures, the terms of reference of extension officers has not changed with the result that communities are still presented with top-down technical advice rather than provided a facilitated demand-led *service*. Thirdly, and prevalent across the whole public sector, line ministries at all levels, the facilitation capacities of extension staff are limited.

100. Several institutional challenges need to be overcome to achieve community based SLM.

- ❑ *Community organisation*: in order for communities to benefit maximally from integrated extension support systems, they will need to organise themselves internally and establish the necessary coordination and planning mechanisms. Activities will need to be integrated across different CBOs such as water points, fish ponds, wildlife & tourism, community forests and rangeland management, and effort will be needed to establish a common interest across individual members of the communities.
- ❑ *Vertical coordination*: At the same time, communities must be empowered to interact with support organisations. Ultimately, this means that they can identify the date, call meetings and arrange monitoring, evaluation and other activities with the invited, coordinated support of service providers.
- ❑ *Horizontal coordination*: For the support framework to be effective, it is necessary to identify modalities (which will differ from site to site) on how CBOs should work within the existing institutional set up and integrate and create synergies between traditional authorities, regional councils, the private sector, NGOs, donors, and individuals which may or may not have the same interests.

101. In order to scale up these local level approaches, it will be necessary to identify best practices in additional environmental, socio-economic and historic settings, to identify overarching challenges that these environments create to institutional development at local level, and to mainstream successful approaches. Communities, like other land managers, require information to plan land uses, track impacts on-the-ground, identify problems, create applicable solutions and adapt promising management practices.

### **Gaps in Individual Capacity**

102. A prerequisite to maximise the opportunities that emerge from a functioning enabling environment is a motivated, but especially well trained, work force that has the capacity to adequately fulfil its roles and responsibilities. However, as pointed out in the NCSA and verified in regional and national stakeholder workshops, individual capacity is still inadequate despite large numbers of training events supported by various programmes, line ministries, NGOs and small business enterprise groups,

Especially at the national level, land degradation is still seen as an environmental issue and the interlinked factors and root causes that underlie the symptoms are poorly understood, despite good information being available. At the same time, there is little understanding of the linkages between land degradation and the impacts on the economy and livelihoods. This ignorance leads to the problem that partners especially at government level do not understand their potential for contribution, which in turn reduces their motivation to invest time budgets and financial resources. Apart from general skills, the implementation of ISLM is hindered by the lack of experts throughout disciplines but especially by the dearth of people who are able to work between disciplines and to grasp the complexity of factors that determine land degradation and ISLM. Often technical skills within ministries are embodied in a few critical people, who become indispensable with the consequence their absence may create a virtual still-stand. This situation is critical given the extent of brain drain, as technically trained personnel seek better opportunities in the private sector and elsewhere. The risk of staff loss due to HIV/ AIDS is also high.

### **Information Gaps**

103. SLM is crucially dependent on the ability to monitor trends in (a) the state of land and natural resources, (b) the effectiveness of local institutions and their relationships with service providers, and (c) the financial resources of and business enterprises undertaken by the communities. In the case of land resources, information is required on trends and likely actions needed in order to attenuate degradation, and then to assess whether the activities that are implemented achieve the desired impacts on-the-ground. Namibia has come a long way in creating information systems and appropriate technologies at all levels. Primary amongst the approaches is the “Event Book” system, which consists of a series of modules, developed and tested at community level, to focus on community priorities. The entry point was wildlife and related resources and while new modules are being developed, e.g. for rangeland and livestock, forestry, fisheries, significant gaps remain. Firstly, no effective tools for integrated land use exist. Availability of resources and the feasibility of their use is evaluated through sectoral approaches focussing on singular resources. Further, no comprehensive assessment of the economic returns derived from different land use options has been concluded that could provide a further and informed basis for decision-making. Secondly, although land degradation severely impacts on Namibia’s environment and economy, no adequate information systems exist to monitor the degree and distribution of various types of land degradation. Under NAPCOD a Risk Desertification Index was designed and applied in 1997; however, it requires review and refinement, as recommended by its initial originator, and an ongoing update, so that it can serve as an early warning system. To better describe the desertification situation in Namibia, additional indicators will have to be developed, mainly in the field of socio-economics; data availability and collection has to be improved; and links between local and national monitoring should be strengthened.

104. Local Level Monitoring: While scientific approaches are necessary to provide information for adaptive land management they are at the same time, very specialised. However, stakeholders involved with resource management in their daily activities - whether line Ministry staff, NGOs or local resource users - need to be able to assess the performance and impacts of on land activities independently from outside specialists. NAPCOD and the CBNRM programme spearheaded successful systems of Local Level Monitoring. However, a preliminary evaluation shows that although resource users are collecting data it still contributes little to decision making. Further, indicators are limited to variables in the physical environment and neglect socio-economic variables (such as income), which could demonstrate the viability of combating land degradation to local resource users as well as national planners. At the same, time monitoring tools to track the effectiveness of Ministries in achieving ISLM goals are lacking. The Performance Measurement Indicators which were introduced to track effectiveness of Ministries are inadequate as most were chosen by staff in budget offices rather than technical staff.

### **Limited Replication**

105. While NAPCOD achieved some success at focal pilot sites, there has been limited replication of

good practices. This may variously be attributed to insufficient attention being paid to economic incentives in the form of local income generation and enterprise development, insufficient investment in local institutional development, limited documentation of impacts, which demonstrate success and thus create incentives for replication and insufficient focus on the policy environment, particularly concerning rangelands, devolution of rights and secure tenure. 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. 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, as a SADC centre of excellence, has been developed to support training on issues of desertification, management of land and natural resources in the arid and semi-arid systems of southern Africa and enhance communication and information sharing.

106. Mechanisms to analyse, document and share best practices need to be enhanced at all levels from scientists to practitioners, including land users and extension officers. As most resource users have had minimal education, information dissemination strategies will need to be designed to ensure wide accessibility<sup>10</sup>.

107. Equally important, replication is hindered by financial constraints. While financial constraints at national level may be addressed through the re-organisation of service provision, financial constraints at local level will persist until the systemic environment conducive to rural development and entrepreneurship is enhanced. To bridge this gap requires identification of additional channels through which local resource users can leverage funds to invest in business ventures and diversification of livelihoods. Despite the significant public investment in SLM in Namibia, there is presently a gap between investment need and financing. This cannot be met solely through existing public financing. There is a need to tap a broader range of bilateral and multilateral funding sources and private capital. Private capital and funding from Development Banks has tended to flow to orthodox enterprises, perceived by investors to be safe investments. In Namibia these have included mining, tourism and to a more limited extent agriculture. Development activities providing positive environmental spin-offs in the context of ISLM, because they are novel, tend to be perceived as incurring high start up risk, stemming amongst other things from a dearth of specific information on market prospects. Uncertainties and risks associated with stability and cost of supply, and the small size of projects, which require syndication to be offset enterprise level risks are also disincentives. Finally, unfamiliarity with the investment opportunity may provide a potent disincentive for investment. New approaches are needed to address these risks, and to unlock new sources of investment finance. This will include, inter alia, educating investors on the potential offered by new development opportunities, addressing information gaps, and offsetting the transactions costs associated with deal flows, thus matching capital with promising investment schemes.

## **GEF ALTERNATIVE**

108. The Country Pilot Partnership for Integrated Sustainable Land Management (SLM) aims at addressing these barriers. The successful abatement of the underlying causes of land degradation will require sustained investment, given the need to adapt to new factors and circumstances which influence the quality of land and its resources. The CPP adopts a phased approach comprising a suite of carefully designed and targeted interventions split into two phases of 5 years each. During the first phase (2006-2010), GEF supported activities will be focussed on building Namibia's capacity to absorb and sustain investments designed to combat land degradation and maintain the integrity of dryland environments. At national level, GEF resources will be dedicated towards building capacity at the systemic, institutional and individual scales to plan, execute and monitor SLM activities. The funding is intended to improve the enabling environment for the pursuit of SLM, an endeavour towards which other funding has been leveraged. At the same time, local-level activities will identify investment opportunities for SLM that uncover win-win solutions to problems by testing new

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<sup>10</sup> This refers not only to local language but also locally applicable means, i.e. oral versus written information

adaptation approaches which reduce pressure on land resources and attaches an economic value to the delivery of the ecological goods and services from drylands.

109. The second phase (2010 – 2015) will focus on leveraging investments to consolidate progress from phase 1, scale up best practices which have been identified during the first phase and advance state of the art measures to adapt SLM approaches to anticipated long-term climatic changes. GEF funding for phase 2 would be dependent upon the successful attainment of agreed outcomes in phase 1, which will be subject to independent validation, as well as the commitment of significant co-financing (the ratio of GEF investment to total financing is expected to decrease). Phase 1 interventions are designed to ensure that accruing global environmental benefits will be sustained irrespective of the availability of further GEF investment.

110. The CPP embraces a programmatic approach, comprising a suite of linked projects, funded by the GEF, Government of Namibia, European Union, GTZ and UNDP and with provision made to progressively secure additional finance from the private sector. These projects are aligned against a common set of goals, objectives and outcomes, and will be monitored against indicators established at the Programme Level. A coordination framework will be put in place, involving five Ministries, and the NGO communities, to give policy direction, monitor and take steps to improve the delivery and impacts of projects. Goals, Objectives, Outcomes and Outputs for the CPP are elaborated in this document for Phase 1. The Outcomes and Outputs for Phase 2 will be elaborated in Year 5, taking into account changes in the external environment, progress towards realising the Goal and Objective and the distillation of lessons.

111. Over the course of phase 1, the GEF alternative will complete and fine-tune the process to replace top-down planning and implementation of resource management with locally designed demand driven SLM strategies. The existing sectoral based approaches to land and natural resource management will be replaced by horizontal coordination at all levels, bringing together not only the relevant line Ministries but also creating linkages and synergies with civil society, the private sector, institutions directly involved in SLM activities and also those which deal with cross-cutting issues, particularly water management, HIV/AIDS and climate change. Equally importantly, the CPP will support vertical integration to ensure that a) local resource users can effectively communicate their needs and demands to higher levels and are, at the same time, informed about umbrella level developments; and b) regional and national levels are fully aware of activities at the local-level, including their strengths and limitations, and are therefore able to devise strategies to strengthen and support these efforts in the most cost effective and efficient manner.

112. To achieve this, the GEF alternative first and foremost targets the institutional, systemic and individual capacity constraints at all levels. Particular focus will be placed on the integration and mainstreaming of activities into initiatives that already exist, in line with Namibia's national development goals. At local-level, the GEF alternative will provide support to expand the range of management solutions (through carefully targeted field demonstrations), so as to establish optimal management practices, and improve cost effectiveness in management endeavours. The aim is not to duplicate, but to strengthen existing initiatives, complement these where gaps are apparent and roll out successful strategies. Thus, the GEF alternative aims to transcend the application of *processes* in the form of locally isolated projects, and to focus on deriving demonstrable *impacts* on the environment and on livelihoods.

113. Given the intrinsic relation between land and water especially in Namibia as an arid to hyper-arid country, it should be understood that Integrated Water Management (IWRM) is part and parcel of SLM. As considerations of most efficient water use must be integrated into land use planning and management decisions at all times through its projects at local-level, the CPP will spearhead approaches to mainstream water management into SLM. Yet, particular focus on watershed management will be placed at Namibia's perennial rivers, especially the Okavango in the North East, which leads into the globally significant Okavango Basin, where an adaptive River Basin management at local-level will be tested and adapted.

114. GEF support for the CPP during Phase 1 will be secured through three funding streams injected

through projects developed under the CPP framework, and monitored and adapted as part of the Programmatic approach:

- (i) Support through the CPP Umbrella programme administered by the World Bank and, UNDP, with FAO working jointly with UNDP as an executing agency to provide technical assistance where needed.
- ii) Support from regional SLM projects in which Namibia is a participant administered by UNEP.
- (iii) Support from the GEF –Namibia Small Grants programme, for community based sustainable land management activities. Projects would be funded on a competitive basis, and approved by the GEF Namibia National Small Grants Steering Committee.

The CPP is designed to ensure cross focal area integration and synergies. The CPP is being funded under GEF Operational Programme 15, Strategic Priorities I/ II. However, US\$ 1 million is sought from the Special Priority of Adaptation, to build early capacity to adapt land use practices in the face of anticipated climate change. The pilot will inform the development of subsequent investments in adaptation in Namibia. The CPP will also generate benefits in the area of International Waters, by building capacity to combat land degradation, which may be applied in the catchments of transboundary basins, such as the Orange River and Okavango. Finally the CPP will help to protect globally important biodiversity, threatened by land degradation and the loss of functional integrity within vulnerable dryland ecosystems.

### *Geographic Areas of Intervention*

115. There is great spatial variability in levels and patterns of land degradation across the country, reflecting differences in climate, ecological landscape and settlement patterns. Taking into account the environmental and socio-economic background and nature and genesis of threats, Namibia has been divided into four areas which, although facing common problems with respect to barriers created at national level, differ to a certain degree in their needs for local-level intervention (see Annex G).

<b>Region</b>	<b>Description</b>
<b>North central: comprising the regions Omusati, Oshikoto, Oshana and Ohangwena. Communal lands</b>	This area is of environmental importance for its wetland systems (the Cuvelai basin and Oshanas, which are seasonal, shallow interlinked pans with inflow from rain and seasonal floods) and its woodlands, which are rapidly disappearing. The combination of high human population density, poverty and dependence on natural resources for a living results in substantial demands on natural resources. Moreover, the predominance of open access tenure to land and resources decreases the incentive to harvest resources sustainably. Consequently, current practices are unsustainable and are jeopardising both the state of natural resources and ecosystem integrity; these practices include overstocking, use of wood for housing and fuel, and excessive land clearance for unsustainable agricultural purposes. Intervention priorities in these areas must focus firstly on the institutionalisation of secure land and resource tenure to create incentives for SLM and on the diversification of livelihoods into sustainable agricultural and non-agricultural activities that allow resource users to refrain from present unsustainable practices. These efforts must be complemented by capacity building which targets, in particular, sustainable fire management and sustainable harvesting of veldt resources and cultivation practices; the latter should build on existing traditional practices. Emphasis should also be placed on testing the replicability of the FIRM approach and, potentially, the conservancy approach. Agricultural output in the project area is extremely sensitive to climatic conditions and changes. Periodic droughts cause considerable stock losses and reduced grain production. Droughts are variable in intensity and have most effect on the poorest farmers and rural people. This threatens their livelihoods and subsistence. Approximately 300,000 ha of land is under rain-fed cereal crops, mostly millet, and this is vital to the food security of most households in the north central region of the country.
<b>North east:</b>	These regions border the Okavango River, which flows into the globally important

Region	Description
<p><b>comprising the regions of Kavango and Caprivi.</b></p>	<p>Okavango Delta in Botswana. This area is not only significant for its environmental value but also for the cultural wealth of the people, in the form of their knowledge of their local environment, resource use and processing. Just as in the north central area, environmental assets are threatened by a large population which depends substantially on natural resources for its survival. To improve livelihoods and prevent further degradation of natural resources alternative livelihoods must be found that allow for the sustainable use of resources. Capacity to manage a diverse set of natural resources must be built and opportunities arising from wildlife, the presence of three National Parks and the river resources must be explored. In addition, specific skills need to be built in the arena of sustainable fire management. Particular features which need to be taken into account are the strength of the traditional authorities and customary systems which, on the one hand, provides opportunities to introduce sustainable practices but, on the other, creates certain additional complexities which need to be overcome. Thus, close cooperation with communities and traditional leaders will be essential for success.</p>
<p><b>Communal Lands</b></p>	
<p><b>East: including the regions of Omaheke and Otjozondjupa.</b></p>	<p>While the northern areas benefit from relatively high water availability owing to their proximity to Namibia's perennial rivers, the regions in the east and south are entirely dependent on groundwater resources. Thus, sustainable management of water resources on both the supply and, more importantly, the demand side is an urgent priority in these regions. Land capability in the east is largely threatened by bush encroachment resulting from inappropriate grazing methods on livestock farms: identification of best management practices is required both to reduce existing bush encroachment and to prevent this problem in future. A particularly pressing issue is the highly unequal distribution of land and access to natural resources, which is aggravated by the illegal fencing of land and water resources. Thus, the priority intervention in the eastern regions will be to identify sustainable resettlement and land redistribution schemes that ensure that land reform will alleviate, and not add to, existing pressures on natural resources.</p>
<p><b>Commercial/ Communal Lands</b></p>	
<p><b>South: comprising Karas and Hardap.</b></p>	<p>The southern regions are particularly important for the protection of the Succulent Karoo and Nama Karoo biomes (<b>Error! Reference source not found.</b>). As in the east, environmental management issues in the south are dominated by the lack of water and the resulting need for careful management of water resources. The geographic location of both the east and south in desert margin areas warrants particular attention because the arid ecotone between deserts and semi-arid areas is increasingly affected by degradation: the consequence either of human-induced pressure spreading out from degraded semi-arid areas, or of poorly understood ecological and atmospheric inter-linkages between the two ecotones. Land ownership in the south is highly skewed in favour of a small land owning minority. If land redistribution is delayed, conflict is possible; yet rushed land reform which pays only lip service to social viability may result in potential environmental, and thus economic and social externalities. Thus, an appropriate strategy for integrating Sustainable Land Management Goals into resettlement Plans needs to be put in place.</p>
<p><b>Commercial Lands</b></p>	

116. In summary, from both a social and environmental threats perspective, the areas of highest priority are in the northern parts of Namibia where pressures on land through population density and livelihoods activities are greatest. However, the environmental, social and possibly political consequences of the present unequal land distribution in the south cannot be underestimated, given that land and resources are more vulnerable in the drier south and given the global importance of the Nama Karoo and Succulent Karoo. While local-level support to combat land degradation will mainly focus on the northern areas, systemic and institutional changes at national level will benefit the south. Priority cross cutting

issues which must be mainstreamed into activities across all areas are sustainable water management, adaptation strategies to climate change and prevention and mitigation of the impacts from HIV/AIDS .

## **OVERALL GOAL**

117. The Overall Goal of the CPP is defined as: **Combat land degradation using integrated cross sectoral approaches which enable Namibia to reach its MDG #7: “environmental sustainability” and assure the integrity of dryland ecosystems and ecosystem services..**

## **OBJECTIVES, OUTCOMES AND OUTPUTS**

118. Following from this, two objectives underlie the CPP Programme:

- a) **Objective 1: Capacity at systemic, institutional and individual level built and sustained, ensuring cross-sectoral and demand driven coordination and implementation of SLM activities.**
- b) **Objective 2: Cost effective, innovative and appropriate SLM techniques which integrate environmental and economic benefits are identified and disseminated.**

**OUTCOME 1.1: POLICIES RELATED TO LAND MANAGEMENT AND PRODUCTION ARE HARMONISED AND INCENTIVES FOR SLM CREATED AND/OR STRENGTHENED.**

### ***Output 1.1.1. Policies reviewed and adapted to SLM objectives***

119. Five Government Ministries that are key to spearheading sustainable land management namely MET, MAWF, MLR, MRLGHRD and NPC, have officially pledged to join forces to combat land degradation through integrated approaches. With their endorsement of the programme framework they are committed to enhancing the policy environment, and particularly harmonising the objectives and targets of the policies of their respective Ministries which affect land management, land use and integrated management of resources, including water. The process of policy review and harmonisation will be supported through the CPP programming framework. Furthermore, legislation will be improved to create an operating environment that is conducive to small business development at the local-level and provides incentives and opportunities for rural entrepreneurs to move beyond resource production. This will include setting up accessible financial services in rural areas and a commercial environment that provides incentives for development of small to medium-scale businesses including value-added enterprises. Policy review will place particular focus on the impacts of HIV/AIDS and climate change and the extent to which these impact on SLM and the daily operations of the respective Ministries. For example, with respect to HIV/AIDS, land tenure policies must make particular provisions for female and children headed households to ensure that their rights to access land, resources and household possessions are retained. Technical support in this area will facilitate the mainstreaming of these issues into policy.

### ***Output 1.1.2: SLM mainstreamed in national development plans (NDPs, NPRAP etc).***

120. At the highest level, the CPP will firmly anchor SLM into national development priorities through mainstreaming its goals and objectives into key policy documents, particularly the National Development Plans (NDPs) and the National Poverty Reduction Action Plan (NPRAP). Broad environmental and sustainable development issues, including SLM issues, have already been mainstreamed into Vision 2030 and NDP2 and, to a much lesser extent, within the NPRAP. However, the recognition of the environmental limits to development that Namibia faces needs to be more strongly reflected in national development planning processes and needs to become a driving factor in the way in which such planning is carried out. For example, the next National Development Plan (III) needs to set specific strategies and targets for addressing the problems of slash and burn shifting agriculture and for assessing the economic

and ecological viability of irrigated agriculture. The water chapter will need to address the links between water provision, climate change and patterns of grazing, while settlement and sustainable land management issues need to be incorporated into the chapter on land reform and resettlement. The NPRAP needs to consider land tenure issues in communal areas, food security and rural water supply and link these to sustainable land management objectives. The NPRAP should recognise that improving land productivity and improving the natural resource base are important actions in themselves for contributing to poverty reduction and safeguarding rural safety nets. A detailed analysis is provided in Annex I.

***Output 1.1.3: Policies communicated to local-level.***

121. An efficient and effective communication and media strategy that coordinates information dissemination will ensure that local resource users are educated and regularly updated about the policy situation: this will not just include CPP issues but should also support the UN Conventions, the Integrated Water Resources Management Strategy and build general awareness of sustainable development issues.

**OUTCOME 1.2: ENABLING INSTITUTIONAL MECHANISMS AND LINKAGES THAT SUPPORT COORDINATED COMMUNITY-LED SLM ENDEAVOURS ARE PROMOTED.**

***Output 1.2.1: Institutions at national level strengthened to achieve cross-sectoral planning and implementation of SLM.***

122. The capacity of participating institutions to undertake cross sectoral planning in support of SLM will be systematically strengthened. Vertical integration, and horizontal synergies across sectors and issues will be established through the CPP Implementing framework, consisting of the Governing Body, CPP Consortium, Coordination Unit and the Implementation Level. Given the inter-linkages between the environmental issues addressed by the three UN Conventions (UNCCD, UNFCCC, UNCBD) the CPP will look beyond the immediate boundaries of SLM and proactively instigate synergies between the three conventions, in particular where cross-cutting issues such as capacity, civil society and HIV/AIDS affect all three. At national level, line Ministries will allocate funding to support cross-sectoral SLM activities. Incentives will be created to put capital and equipment to their best use to ensure efficient and effective spending. Management effectiveness will be assessed at local, regional and national level, based on existing Monitoring and Evaluation systems such as the Performance Measurements of line Ministries under the auspices of the Ministry of Finance, but also through a new tool (Management Effectiveness Self Assessment for SLM). Apart from monitoring, personalised incentive mechanisms within Ministries will be instituted that reward staff who engage time and effort to support particular SLM interventions.

***Output 1.2.2: Mechanisms that enable partnerships for demand-led service provisions through vertical and horizontal integration institutionalised***

123. In order to adjust present extension services, and create long running partnerships between communities and extension services, it will be necessary for Ministries to instigate certain operational adjustments to current extension service provision. This will include reassessing the job descriptions of extension officers in order to redefine their roles to service providers that elaborate problems and locally appropriate (technical) solutions in participation with the communities and other stakeholders. Further, in order to achieve integration across sectors, extension service officers must obtain the mandate to cooperate beyond ministerial boundaries and thus present communities with integrated solutions. Given time and financial constraints, cross-sectoral cooperation will enable Ministries to create cost-effective and time-saving operational synergies that allow them to collectively serve more resource users without compromising the quality of support. In addition, Ministries will seek to extend partnerships beyond Ministries and to buy-in the support of NGO and private sector partners. At regional level, line Ministries and extension service providers must be adequately equipped to cover the service demands that arise from resource users. This is especially important to maintain the communication flow between rural areas and national planning offices located in Windhoek. This implies that regional line Ministry offices must

acquire sufficient financial and material independence from national budget lines to be able to design response strategies. Here, close cooperation with the new Rural Development Programme of the European Union, which will provide opportunities for regional authorities to apply for grants will be maintained.

### **OUTCOME 1.3 INDIVIDUAL CAPACITY TO IMPLEMENT SLM IS STRENGTHENED AT ALL LEVELS**

#### ***Output 1.3.1: Capacity of service providers / ministerial staff at all levels built through communication and information dissemination***

124. Given the pervasive ignorance on the causes, manifestations and effects of land degradation, a concerted effort to enhance understanding of SLM is necessary. This must go beyond simple awareness creation and establish an information management strategy that educates stakeholders about the root causes and impacts of land degradation (in particular impacts on the economy), sensitizes them to opportunities to arrest land degradation through SLM and especially points out the role each partner has to play. To this end, a draft communication strategy has been designed which will be refined for implementation.

#### ***Output 1.3.2: A cadre of experts and scientists is trained.***

125. The CPP will build technical capacities at the individual level through several activities. The NCSA has provided a stock taking assessment of specialists, which are required but unavailable to meet the objectives of three Environmental Conventions, including the UNCCD. The CPP will strengthen the capacity of education centres (UNAM, Polytech) to train resource managers in sustainable land and resource management disciplines. This will include support for curricula development, design of teaching tools and teacher training. An internship programme will be developed, building on existing initiatives, to provide young trainees with practical hand on training in a field context. Cost effective mechanisms will be designed to ensure that specialised training and skills are not monopolised by a few individuals but are open to broad participation. These activities will be undertaken in close association with NCSA activities.

### **OUTCOME 1.4: EFFECTIVE MONITORING AND EVALUATION SYSTEMS IN PLACE FOR ADAPTIVE MANAGEMENT AT LOCAL AND NATIONAL LEVELS.**

#### ***Output 1.4.1: Land Use Planning Tools developed and applied***

126. Under CPP, a land use planning tool kit will be developed, which informs all partners (from local to national) on the best land use options in different circumstances and will facilitate integrated planning. In addition, an economic study on best land use options per climatic area will be commissioned that will provide the necessary economic information for land use to be used in conjunction with Land use planning.

#### ***Output 1.4.2: Information systems specific to land degradation, water resources, land use planning and sustainable development developed and applied***

127. At the technical/ level, activities will include reviewing existing monitoring systems, such as the Risk Desertification Index with a view to improvement. Further, a detailed land degradation surveillance system will be developed which tracks the type and degree of actual land degradation across Namibia over time; in the long run this will be able to demonstrate the achievements of CPP. Where applicable in the communal context information will be drawn from existing environmental research projects such as

Biota<sup>11</sup> and Eltosa<sup>12</sup>. Further, existing research and training institutions (UNAM and Polytech) will be drawn into the development of these tools. A Sustainable Development Index will be developed which builds on the Local Level Monitoring and Event Book system currently applied by local-level resource users. The SDI will provide a more comprehensive tool that focuses on tracking the overall sustainability of the resource management system, taking the three pillars of sustainable development (environment, livelihoods and institutions) into account. The challenge that remains is to create a system that is relevant to the specific local context i.e. through indicators which have been chosen by the resource users themselves, which can be directly applied by communities and are, at the same time, sufficiently scientifically credible and rigorous to be useful for higher level evaluations.

#### **OUTCOME 2.1 MANAGEMENT METHODS, MODELS AND BEST PRACTICES FOR ISLM IDENTIFIED AND TESTED.**

128. The CPP will test a raft of community-driven approaches to addressing land degradation and its underlying root causes in the various socio-economic and environmental settings of Namibia. A set of demonstration activities will be supported in the four regions, to address the particular land degradation problems prevailing in each. Three bundles of interventions are planned: i) strengthening the capacities of community based institutions to facilitate coordinated and integrated land-use planning and management at the local level; ii) developing and/or strengthening tools for planning, decision making and monitoring that may be applied by Community Based Organisations and support-service networks; and iii) building the requisite capabilities at community level to develop and implement workplans, monitor and adapt land and resource uses practices to ensure their sustainability, and develop business opportunities. It is envisaged that this ISLM approach will not only be tested in different local contexts characteristic of the four regions selected, but also implemented by different organisations with different organisational cultures. This will enable a comparison to be made of different approaches in different settings, allow for the distillation of best practices and serve more broadly to strengthen the ISLM movement across Namibia.

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##### ***Output 2.1.1: Institutional mechanisms tested that enable communities working in partnership with key support agencies to develop their goals and manage activities for Integrated Sustainable Land Management.***

129. Institution building at the community level will be undertaken in several steps. Firstly, awareness will be raised on land degradation concerns and integrated sustainable land management policies and strategies amongst decision-makers in the target regions. These will include regional government (elected governor and councillors), traditional authorities, senior personnel in line Ministries, relevant NGOs, the private sector and other stakeholder institutions. This will be undertaken through focussed stakeholder workshops, and reinforced via radio and printed material, including “best practices” booklets. A participatory visioning process will then be undertaken at the community level, in sites which have been identified by community level stakeholders in consultation with support groups as suitable for ISLM piloting. Community members and their CBO leadership will undertake a facilitated process, together with relevant representatives from regional and traditional authorities, line Ministries and other support agencies from pertinent sectors and disciplines. Focal communities will set their development vision and goals. They will assess their land and constituent natural resource base in terms of its respective importance to their livelihoods, the opportunities that it offers, and the pressures it is under. They will

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<sup>11</sup> BIOTA Southern Africa is a biodiversity research project aimed at understanding the bio-physical and socio-economic drivers affecting biodiversity. The initiative is currently focused on a 2000 km transect from the Cape in South Africa to the tropical semi arid savanna biome in Namibia.

<sup>12</sup> Environmental Long-Term Observatories Network of Southern Africa ) is a regional LTER network of country Environmental Observatories Networks (EON) encompassing the natural environments and their socioeconomic context. EON involves the documentation, analysis and dissemination of environmental information.

look at the business and enterprise opportunities that their land and natural resources could provide, including “off-land” enterprises that would reduce pressure on natural resource-based activities.

130. The community will then consider the institutional issues that will need to be addressed to manage land resources, including the formalisation of management rights (through e.g. conservancies, community forests, water ponds, etc), the integrated management of these, the development of rules and regulations concerning resource use and the enforcement of these on-the-ground. The process will be undertaken with carefully facilitated input from extension agencies. This initial visioning process will catalyse dynamic multi-sectoral support institutions on-the-ground, which allow two types of exchanges: firstly, between communities and support organisations through mechanisms (e.g. a “planning office” based in the central support organisation) through which communities are able to reach service providers and ensure implementation of activities and follow up visits; and secondly, between extension service providers themselves, which (often for the first time) will find opportunity to communicate between each other and coordinate their activities. Owing to differences in the social and institutional landscape, and the weight of challenges in different regions, the focus will differ between communities and the regions

- ❑ In the **North Central region**, multi-sectoral resource management institutions will be established and/or promoted through the FIRM approach. The focus of intervention efforts will be on rangeland management, sustainable dryland cultivation, and integrated water resource management.
- ❑ In the **North East region**, the institutional framework created under community-based Integrated River Basin management initiatives have extended and modified the FIRM approaches to strengthen multi-support-agency participation and streamline community-led visioning and planning. Ecosystems do not respect political boundaries. While the FIRM approach is taking a localised perspective, this approach reaches out to contextualise local level activities within the ecosystems, by involving regional and traditional authorities, and in the case of the North East even links up to trans-boundary institutions (OKACOM), thus transcending political boundaries. Further, this extended approach does not merely focus on agricultural issues but reaches out to manage the complete set of resources which communities identify as crucial to their livelihoods. Following from this, it has a strong focus on building alternative livelihoods through enterprise creation, in other words, attempts to integrate communities into the regional economy. The region is characterised by strong traditional authorities, who are key stakeholders that need to be engaged in this process. The focus of ISLM in this region will be on rangeland, forestry, riparian, floodplain and river management, linked to cropping, fisheries, wildlife, and non-timber forest products and related resource-based enterprises.
- ❑ In the **Eastern region** there is a strong cultural tradition of livestock farming, mainly of cattle. Multi-sectoral institutions will be supported and strengthened through FIRM based approaches. These forums will be built upon existing local farmers associations and development committees. A major emphasis of ISLM interventions in this region will be on combating bush encroachment. An emphasis will be placed on linking communal and freehold farmers and their associations, to encourage the sharing of good practices and exchange of scientific and traditional skills and experiences.
- ❑ In the **South**, multi-sectoral management structures will focus on livestock husbandry – mainly smallstock – within hyper-arid and arid ecosystems, linked to the management of dwarf shrub Karoo vegetation, and water management within the transboundary Orange River Basin catchment, but in a completely different social, economic and environmental context to that of the North East.

131. Within the context of the CBNRM approach, piloting and testing of climate adaptation measures in agricultural production through the use of drought resistant and heat tolerant crop varieties and livestock breeds will receive particular attention. Measures such as support for increased use of perennial crops; insurance, seed banks and grain storage facilities; improve management of soil-water cycles building on traditional knowledge and coping methods; training for extension personnel and farmers in

rural communities; design and testing of alternative and complementary (to agriculture) economic activities, enterprises and livelihoods will be identified and tested.

***Output 2.1.2: Appropriate tools and best practices to assist communities to implement their integrated sustainable land management and development visions and goals are developed, tested and adapted.***

#### *Rolling Work Plans*

132. Under the CPP, user friendly work plans will be designed and adapted that enable community institutions and support agencies to plan and monitor the implementation of their development vision. Work plans will document a series of issues as follows: 1. the common vision and the immediate objectives which communities have identified to guide their ISLM strategies; 2. stock taking of natural resource assets which are critical to livelihoods in the particular environmental setting; 3. human skills including particular knowledge / practices, skills, experiences etc; 4. barriers and risks to ISLM which the community strives to overcome; 5. activities to be undertaken; 6. designation of responsibilities for activity execution and monitoring; and an action plan with clear milestones against which to track progress in implementation. The CPP will facilitate the design of workplans based on the visioning process (see output 2.1.2) undertaken for each community. Once finalised, Plans will be translated into local languages and distributed amongst community members to ensure wide information dissemination.

#### *Financial Management Tools*

133. Based on experiences in other contexts, a financial management record system will be developed and adapted that allows community entrepreneurs to track monetary and non-monetary income and expenditures, assets and liabilities and on the basis of this enable them to assess their actual wealth and allow them to make investment decisions for future development. This tool has already been developed and field-tested. The CPP will integrate resource-monitoring approaches with the tool and design a “financial Event Book”. This Event Book will list incomes and expenditures of communities through sales of products and purchase of inputs and capital goods, assets and liabilities and will thus enable communities to monitor the impacts of their activities on livelihoods and the opportunities for further investments.

#### *Local Level Monitoring*

134. LLM refers to a decision support system for local resource users, applied on a short and longer-term basis, to reduce vulnerability to a variable environment and enhance development and implementation of coping strategies. It can inform daily decisions such as when and where to move livestock, or seasonal decisions such as when to sell or buy livestock or move them to distant grazing areas. It can inform investment decisions such as where to site a water source or build a crush-pen, or whether to embark on an alternative income generating activity. It can contribute to major decisions such as to try, or not try, a new type or breed of livestock. The results can also serve as the basis for integrated land-use planning and longer-term plans for sustainable natural resource management for it provides, *inter alia*, long-term information on rainfall, veld condition and carrying capacity. The results can contribute to evaluation and adjustment of land-use and resource management plans to make them more sustainable. Steps to develop and apply LLM systems include 1. development and implementation of local level monitoring (LLM) systems (involving monitoring, evaluation and adaptation (M&E&A)) for social, economic and biophysical components of rural livelihoods; 2. facilitate a process of informed decision-making based on analysis of results from local level monitoring (LLM) systems; and 3. and facilitate synthesis of results, of both monitoring and solutions incorporating these results, into integrated land use management planning. Although approaches to develop these tools will be similar across regions, given the difference in environmental and social background, different contents will need to be

accommodated<sup>13</sup>. The condition of natural resources is inextricably correlated to rainfall patterns across all regions implying that rainfall is an indispensable variable that will be monitored throughout the pilot sites. Linked to this, water consumption and management (availability, density and state of boreholes) will be monitored in all locations which do not have access to permanent water.

- ❑ In the **North Central regions** tools will focus on tracking activities and their impacts around rangeland management, dryland cultivation, forest and NTF products and ephemeral wetlands. Initially Financial Event Books will focus on recording sales of livestock and price trends but also the value of non-monetary goods (such as meat, dairy products, skins) until livelihoods have been diversified to include further entrepreneurial activities. Local Level Resource Monitoring will focus on tracking rangeland conditions and impact of improved livestock management on grazing and the condition of cattle through visual estimations (scale provided by photographs). It will also include indicators that enable users to track soil conditions for dryland cultivation. In forested areas availability of non-timber forest products as well as woody resources for household consumption will be tracked to monitor the state of forests. These can be approximated by the time and distance travelled to collect resources. Further, distractive events such as the occurrence of fires will be recorded.
- ❑ In the riverine parts of the **North East** management tracking tools will concentrate on monitoring activities and their impacts on river resources and adjacent wetlands. Where communities engage in selling resources such as fish and NTF products (thatching grass, reeds, palm but also medicinal plants) they will record sales and incomes / prices and price trends but also record non-monetary net values such as decreased /increased time expenses in collecting resources for home consumption. Local Level M&E will focus on the health of the river and wetlands extending the Event Book System to monitor availability of fish and other critical river species. Further, availability and condition of reeds, palms and thatching grass but also woody resources, which are critical to livelihoods and thus particularly sought will provide an indication of the pressure of resources. In the inland parts of the **North Eastern Region** M&E systems will focus on forest management. Indicators covering wood and non-wood forest resources, as well as soil fertility will be monitored. As in the other two areas, the state of forests and non-timber forest products (fruits, medicinal plants such as devil's claw) will be recorded to determine the sustainability of their use.
- ❑ In the **East**, work plans, financial and resource records will focus on rangeland management activities (cattle farming), but also the profitability and impacts of harvesting of veld products such as devil's claw. Resource monitoring will place particular emphasis on bush encroachment and to establish the long run cost-effectiveness of measures to remove invading bush through different methods. The condition of the veld and veld products (devil's claw) will be monitored measuring availability (time and distance travelled to obtain a certain amount, which also creates a non-monetary value for economic appraisal). Given the much more arid conditions in the East (compared to the Northern region) water consumption, supply and demand management will be assessed.
- ❑ In the **South**, a focus will be placed on tracking the impacts of livestock husbandry. Indicators will be developed at local level which will allow monitoring of the health of the Karoo vegetation as well as wetlands and water management around the Orange river. Given the hyper-arid conditions it will be absolutely critical to monitor water consumption and management, particularly in distal areas.

***Output 2.1.3: Cost-effective approaches that build capabilities or bridge skills gaps for ISLM and livelihood diversification identified and tested.***

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<sup>13</sup> Different methodologies to track trends will be employed, which will be based on experiences drawn from the Event Book System, which is currently used to monitor wildlife in the conservancies, and LLM applied through FIRMS, which uses photo images to rank the condition of rangeland, vegetation and livestock.

135. A package of carefully designed and targeted training will address three main issues that restrict communities from alleviating land use pressures in ISLM; limited knowledge on livelihood diversification options needed to take pressure off resources; and insufficient entrepreneurial skills to run businesses profitably. Training needs were identified during the preparatory phase through a series of regional consultations with concerned stakeholders. The CPP will ensure that training needs will be met through cost-effective approaches, that profitable livelihood diversification opportunities are identified and knowledge is disseminated, and lastly, that skills gaps which cannot be filled in the short to medium term are bridged and thus overcome. The strategy will be fine tuned to address the environmental and socio-economic specificities of the four regions. There are a few cross-cutting issues which however pertain to all regions: in particular the issue of integrated water resource management. When skilling people particular emphasis will be placed on addressing the impacts of HIV/Aids, i.e. mechanisms will be developed that ensure that knowledge within a community or household is not monopolised by a few people and ISLM strategies account for morbidity and mortality from the illness.

- ❑ In the **North Central regions**, the most pressing training needs identified included skills to improve livestock management to reduce overstocking practices and overgrazing around water points, improve water (borehole) management; and improve dryland cropping practices through integrated cultivation methods which prevent soil erosion and stem losses of soil fertility on smallholdings. Given the high incidence of forest fires, training will be provided in the arena of fire management. Given the relatively high population density, which allows close interaction between neighbours, community based trainers will be employed to disseminate information.
- ❑ Training needs in the **North East region** focus on sustainable river and forest management: Even more pressing than in the North Central region, communities require fire management training that allows them to prevent and control unwanted fires. Further, training is required in agricultural system intensification to replace slash and burn cultivation of crops with more sustainable methods; skills to harvest NTF products (reeds, thatching grasses etc) sustainably need to be built. A train-the-trainer strategy will be adopted using contact farmers to sensitise communities to ISLM approaches.
- ❑ In the **East**, training needs that were identified related predominantly to the sustainable management of rangeland and water / boreholes. More specifically as in the North Central region, training must be provided to reduce overstocking and overgrazing in particular around boreholes. At the same time, skills must be built to employ targeted fire management and other bush consuming practices that prevent further bush encroachment on rangeland. In order to overcome long term skills gaps, partnerships between commercial and communal resource managers will be encouraged that will allow not only exchange visits but long term mentoring of communal managers by commercial farmers in sustainable resource management practices and product marketing.
- ❑ In the **South**, skills gaps that were identified were similar to the ones prevailing in the East: namely livestock (although small stock) management to reduce rangeland degradation; water / borehole management including location to reduce overgrazing as well as demand management to reduce wasteful use. In areas adjacent to the Orange River, management capacity relating to integrated use of riverine resources is insufficient and needs attention. To improve rangeland management, partnerships between commercial and communal farmers must be established that enable information exchange and training. Finally, the CPP will identify opportunities to include the Diamond Industry as a potential supporter of ISLM activities into CPP activities in this region.

## **OUTCOME 2.2: BEST PRACTICES ARE SHARED AND REPLICABILITY TESTED**

### ***Output 2.2.1: Information on best SLM practices and models is disseminated within and outside Namibia.***

136. Several mechanisms have been built in to ensure that best practices are shared and information is

disseminated across the country for replication. First and foremost, the regular meetings of the CPP Consortium will provide opportunities for implementers and planners to come together to discuss and evaluate their experiences, thus contributing to vertical and horizontal information exchange. Information from these meetings will be channelled through the CPP Agency to the strategic planning level, the CPP Governing Body. To ensure information dissemination within project areas, projects implemented under CPP will be required to incorporate an information-sharing component to ensure that activities are planned and implemented in a transparent manner and with the full inclusion of local stakeholders. Information dissemination beyond project areas will be facilitated through exchange visits between communities and training of trainers, who will be responsible for disseminating information more widely.

137. A series of media strategies and information campaigns will aim at mainstreaming CPP goals and objectives into all sectors of media coverage. These will be developed following input from a forum of media liaison staff from partner institutions. Areas to highlight include best practices and accomplishments focusing on inspiring stories from individuals and community based institutions. In the long-term, regional CPP stakeholders should be empowered to draft their own media strategies as an extension of information-sharing activities. Strong emphasis will be placed on local language radio and television coverage, and liaison with regional representatives of influential print media and the Namibian Press Agency (Nampa). This will include capacity-building for print, radio and TV journalists.

138. A first step towards the actual implementation of information dissemination was the development of a web site (<http://www.cppnam.net>) during preparation of the framework, which is already fully accessible to all interested parties. At the moment the Namibia Nature Foundation hosts this page.

***Output 2.2.2: Financing mechanisms for replication and scaling up of best practices are created***

139. In addition to information dissemination the CPP will ensure that financial mechanisms are in place enabling resource users to leverage funds for innovative SLM initiatives. The establishment of grants programmes such as the Small Grants Programme (SGP) funded by GEF, one among several, will earmark a certain amount for SLM activities per year and will be promoted and advertised more widely across the country. In addition, this output will seek new sources of private investment finance. In addition to information dissemination the CPP will ensure that financial mechanisms are in place enabling resource users to leverage funds for innovative SLM initiatives. These will particularly target resource users in communal lands, which due to lack of collateral are unable to obtain credit through formal banking channels. Interventions will seek amongst other things to educate investors regarding the potential offered by promising development opportunities compatible with SLM objectives, providing information, and offsetting the transactions costs associated with deal flows, including matching capital with investment opportunities.

**ASSUMPTIONS/RISKS**

140. A detailed assessment of the risks confronting the CPP. The critical risks are summarised below.

**Table 8: Risk Analysis**

RISK	RISK RATING <sup>14</sup>	RISK MITIGATION MEASURES
Conflict over unequal land ownership and redistribution	<i>Medium</i>	<ul style="list-style-type: none"> <li>• CPP to build partnerships between commercial and communal land holders to improve the distribution of benefits within the present set up of land.</li> </ul>

<sup>14</sup> Ratings from low-medium-high

<b>RISK</b>	<b>RISK RATING<sup>14</sup></b>	<b>RISK MITIGATION MEASURES</b>
Changes in national commitment towards environmentally sustainable development	<i>Low</i>	<ul style="list-style-type: none"> <li>• CPP built on existing national development priorities creating direct linkages with objectives and targets of NDPs and Vision 2030.</li> <li>• CPP to firmly anchor SLM into development priorities through mainstreaming into NPRAP and forthcoming NDPs to ensure future commitment.</li> </ul>
Erosion of capacity due to HIV/Aids	<i>High</i>	<ul style="list-style-type: none"> <li>• HIV-AIDS succession planning will be integrated into institution building components</li> <li>• Particular attention to the effects of HIV/AIDS will be paid when testing local-level management practices and for training and capacity building activities</li> </ul>
Shift in attention and funding priorities away from environmental management to address health sector issues, linked to HIV-AIDS	<i>Medium</i>	<ul style="list-style-type: none"> <li>• The CPP will ensure that HIV-AIDS concerns are fully integrated into planned activities. Close synergies existing between the CPP and HIV-AIDS interventions. Amongst other things the CPP will improve food security amongst vulnerable groups, helping to adapt land management practices in ways that accommodate the expected increase in morbidity from the illness amongst the rural population. The UNDAF has identified the CPP as one of three areas for UN System coordination. HIV-AIDS is another. UNDAF will thus provide a focus to ensure that close linkages are maintained between activities.</li> </ul>
Lack of commitment for devolution of resource management	<i>Medium</i>	<ul style="list-style-type: none"> <li>• CPP builds on national priorities to ensure that activities are directly contributing to Ministries' objectives.</li> <li>• CPP will ensure that traditional authorities and other official parties are involved in project planning and implementation from the beginning.</li> </ul>
Climatic variability (both natural as well as triggered through global climate change)	<i>High</i>	<ul style="list-style-type: none"> <li>• The CPP includes an adaptation component. Management solutions and best practices will be established to account for the impacts of climate change.</li> <li>• Monitoring and Evaluation of CPP impacts takes vulnerability of climatic changes into consideration.</li> <li>• Information systems for adaptive management to be created which will provide information directly to resource users.</li> </ul>
Changes in effective demand for SLM products	<i>Low</i>	<ul style="list-style-type: none"> <li>• Local-level support will be based on careful analysis of current and future demand structures and their sustainability.</li> <li>• Exogenous risks will be evaluated and, where necessary, mitigated through economic diversification.</li> </ul>

## **COUNTRY OWNERSHIP**

### **COUNTRY ELIGIBILITY**

141. The country ratified the UN Convention to Combat Desertification (UNCCD) on 16 May 1997 and the UN Framework Convention on Climate Change (UNFCCC) on 16 May 1995. Namibia's Programme to Combat Desertification (NAPCOD) is the officially recognised National Action Programme (NAP) for Namibia. The NAP identifies the following activities as priorities for financing:

- Strengthening capacities to address land degradation, particularly integrated cross sectoral approaches;
- Ensuring the active involvement of all key user groups and actors in addressing land degradation;

- ❑ Ensuring better access to key information for all stakeholders;
- ❑ Strengthening impact monitoring and concomitant research initiatives;
- ❑ Strengthening coordination mechanisms, between institutions and sectors;
- ❑ Strengthening the GRN and, NGO service providers' capacity to coordinate, and implement activities designed to combat desertification;
- ❑ Strengthening the existing user groups capacities in selected pilot sites to collaborate with GRN and implement activities designed to combat desertification;
- ❑ Examining and promoting measures and possibilities for diversification of income of user groups dependent on natural resources; and
- ❑ Sharing of experiences with others, disseminating information and raising awareness

142. Under the UNFCCC Namibia prepared the Initial National Communication (INC), which classified Namibia as highly vulnerable to the predicted effects of climate change. The INC recommends two specific actions to be undertaken in livestock and crop production within the framework of adaptation to climate change. These include, firstly, development/adaptation and use of agricultural production models for arid-land crops and livestock in hot and arid environments, and secondly, the testing and dissemination of heat, drought and salt tolerant crop cultivars and livestock breeds. Projects developed under the programme will be aligned to these areas of support with the aim of addressing land degradation adaptation to climate change in a way that achieves long-term global environmental benefits

143. The CPP addresses a several priority areas identified in the Namibian Biodiversity Strategy and Action Plan (2002). Chapter 4 is concerned with sustainable land management. Strategic Aims include:

- ❑ Strengthen capacity to provide environmental information and policy advice to guide land use planning and the land reform process;
- ❑ Identify and promote biodiversity-compatible land and resource uses and management systems
- ❑ Manage biological diversity in agriculture through the adoption of ecologically, economically and socially sustainable agricultural practices;
- ❑ Promote sustainable forest management practices; and
- ❑ Promote sustainable desert, savanna and woodland management practices,

The CPP will contribute towards these aims by strengthening environmental decision-making systems, identifying and removing policy impediments to sustainable land management, strengthening measures to conserve soils and water resources, managing bush encroachment, lessening the frequency of uncontrolled veld fires on biodiversity, and facilitating community participation in managing woodlands.

## **COUNTRY DRIVENNESS**

144. Subsequent to attaining its independence in March 1990, Namibia has made remarkable progress towards securing and safeguarding a multi-party democracy, an open market economy, peace and security, racial reconciliation and social development. These achievements have been realised 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) 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”. Citizens are able to raise issues of environmental concern which contravene the constitution, via the Office of the Ombudsman.

145. 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 complementary and synergistic set of activities to address the country's environmental challenges and opportunities.

146. 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 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, and
- Environmental Assessment (EIA) and land-use planning

The Ministry instituted a number of cross-cutting programmes, which included:

- State of Environment reporting, information and awareness for informed planning and management
- Policy and legislative development/reform
- Environmental and natural resource economics and accounting, and
- Capacity-building and training.

147. 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 Plans. 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) was undertaken and this fully embraces the concept of sustainable development as a cornerstone for assuring future prosperity. These initiatives constitute an excellent platform for advancing the Country Pilot Partnership for SLM and, most importantly, for spearheading the progressive replication of good sustainable land management practices through development undertakings. The government has a range of sector investment programmes and recurrent activities related to sustainable land management. The government has made a commitment to attempt to stop, and reverse, desertification and its impacts through promoting the wise management of natural resources. This underscribes the Government's commitment to the CPP, demonstrated through the allocation of funding, leverage of donor assistance negotiated through multilateral and bilateral development assistance agreements, and agreement to work collaboratively to address the principal barriers to sustainable land management.

148. The Country Pilot Partnership conforms to the objectives of Vision 2030: in accordance with Section 3.4 of Vision 2030, the Programme will create opportunities for income generation and employment and diversify livelihoods through the identification of sustainable income generating activities; it will help to protect amenity values associated with Namibia's natural environment - which are critical prerequisites for tourism development; it will engender close collaboration between institutions and the creation of partnerships which are considered crucial for sustainable economic development; it will promote equity and the equal access to natural resources, in line with Section 3.5, through its focus on decentralisation and the transfer of management rights to local resource users; it will

target the preservation of Namibia’s resource base through integrated cross-sectoral planning of resource management, a more equitable distribution of resources, the integration of SLM practices into water management and agriculture and by adding value to, and thus securing the conservation of, biodiversity and wildlife through tourism development (Section 3.7). Finally, CPP will address both of the processes which are necessary to empower people to take action: it will strengthen the enabling environment by pursuing the objective of empowering local communities and authorities to lead decision making through institutional decentralisation (Section 3.9) and, at the same time, will contribute to efforts to build the human and institutional capacity of all stakeholders at local-level and, particularly, will enable the five partner Ministries to satisfy the obligations arising from decentralisation requirements (Section 3.10).

## **PROGRAM AND POLICY CONFORMITY**

### **FIT TO GEF OPERATIONAL PROGRAM AND STRATEGIC PRIORITY**

149. The Programme confirms with the principles, expected outcomes and strategic directions of Operational Programme 15: Sustainable Land Management. Specifically, it aims at addressing the root causes and effects of land degradation on the functional and structural integrity of dryland environments in Namibia. The CPP will address the key impediments to adoption of integrated sustainable land management practices by: strengthening institutional and human resource capacity for SLM to achieve global benefits within the context of Sustainable Development; strengthening policy, regulatory and economic incentives to facilitate wider adoption of SLM across production sectors to address multiple (sometimes conflicting) demands on natural resources, and strengthening knowledge management and technology dissemination capabilities in Namibia. The global environmental benefits arising from the maintenance in ecosystem integrity and service provision capacities include: reduced carbon emissions, improved carbon sinking capacities, improved watershed regulation services within transboundary waterways, reduced stress on biodiversity of global significance and improved air quality and micro climatic functioning from the maintenance of land cover.

150. Furthermore, the Programme addresses both Strategic Priorities<sup>15</sup> of OP 15 for GEF-3, namely, SP-1: Targeted capacity building, and SP-2: Implementation of innovative and indigenous sustainable land management practices. SP 1 is addressed through efforts to address the deficit in systemic capacities for SLM, through policy reforms, mainstreaming of SLM objectives into the national planning framework and sector frameworks and capacity building within key institutions responsible for SLM. SP 2 is addressed through pilot activities in the field aimed at adapting land practices, and mining and replicating lessons and good management practices. Since the programme extends for 5 years and into GEF-4, the individual projects will also adhere to SPs that will be developed in GEF-4, as long as they do not contradict the CPP approach.

151. The Programme directly addresses the GEF’s “Pilot Country Programmatic Partnership on Sustainable Land Management”, and fully meets the criteria for selection of countries under the programme. In particular, the CPP addresses the following focus areas, compliant with the guidance provided by GEF:

- ❑ Policy reform and policy harmonisation between sectors to address SLM in an integrated way;
- ❑ Mainstreaming land management issues in national Plans, particularly NDP III and the NPRAP;
- ❑ Integrating land management and IWRM objectives into the operations of Government agencies at field level; Ensuring that SLM objectives and activities are synergised with broader development schemes;
- ❑ Leveraging co-financing upfront and at a programmatic level;
- ❑ Establishing streamlined and harmonized project cycle procedures for CPP initiatives, through the implementing arrangement;
- ❑ Placing a major focus on replication, drawing on GEF funds to catalyses a broader paradigm shift

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<sup>15</sup> As laid out in the GEF Council Paper: GEF/ C.21/Inf.11 Strategic Business Planning: Priorities and Targets

from isolated sector based initiatives to integrated sustainable land management;

The criteria for country selection are satisfied, as follows:

- (a) Namibia has clearly identified priority institutional building and/or investments to address land degradation in its planning frameworks;
- (b) There is evidence of strong political will and commitment to address land degradation, evidenced by the active participation of 5 Ministries;
- (c) The country has made a commitment to provide funds from budgetary sources for the partnership (evidenced by letters of financial commitment)
- (d) There is a commitment by donor agencies to provide financial assistance to support land degradation prevention and control activities.

152. Finally the CPP addresses the key provisions guiding eligibility for GEF funding for OP 15 contained in the GEF Council Paper Scope and Coherence of the Land Degradation Activities in the GEF (GEF/C.24/6/Rev.2). These include generation of agreed global environmental benefits derived from the maintenance of ecosystem functions and integrity, focus on lifting prior identified barriers to effect integrated and sustainable land management and adherence to the scope of activities eligible for GEF funding under the thematic areas: sustainable agriculture, sustainable rangeland/ pasture management, sustainable forest and woodland management, capacity building and knowledge management.

153. The CPP will help Namibia to make substantial progress in meeting its Millennium Development Goals, in particular MDG 7: **Ensure environmental sustainability**: Target 9: Integrate the principles of sustainable development into country policies and programmes and reverse the loss of environmental resources.

154. At the national level, the CPP contributes to several actions that have been identified as priorities under the NAP. Firstly, it will help identify feasible farming options that will help to diversify the livelihoods of rural communities (Action 19); where applicable this will include the planting of economically valuable trees, ensuring that indigenous tree species are chosen that are suitable to the respective environmental conditions (Action 21); the CPP will test and adapt new ways of providing extension services to poor farmers (Action 23) by extending the FIRM approach and drafting best practice guidelines for extension service providers (Action 23); Local Level Support will abet the identification and evaluation of best practices and models that combine sustainable agricultural practices and poverty reduction (Action 24); it will assist MET in its efforts to scale up conservancies across the country (Action 25); it will enhance the capacity of regional and local authorities with respect to SLM, and will thus support MRLGHRD to enhance the delivery capacity of these authorities (Action 48); and finally, it will support the five partner Ministries to accelerate the pace of decentralisation (Action 49).

155. In addition the programme responds to the new GEF Strategic Priority on Climate Change Adaptation (SPA). In line with the GEF goal to establish pilot projects to demonstrate how adaptation planning and assessment can be practically translated into projects that will provide real, immediate and visual benefits and be integrated into national policy, a practical adaptation approach will be piloted under the programme. Building and strengthening local adaptive capacity to climate change will allow flexible replication in other regions of the country and other countries. The experiences and the lessons learned from the project will be applicable in similar geographical and socio-economic conditions and environments, and can therefore contribute to the development of good practices and estimates of adaptation costs. A sum of US\$ 1 million in funding is sought from the adaptation funds for this purpose.

156. The CPP directly addresses the systemic, institutional and individual capacity shortcomings identified in the National Capacity Self Assessment (NCSA) as hampering efforts to meet the country's obligations under the UNCCD, UNFCCC and UNCBD. At the level of systemic capacity, it will directly address the need to harmonise policies and fill policy gaps to create an enabling environment conducive to SLM. Equally importantly, it will help improve relationships between all stakeholders horizontally between Government and civil society at national and regional levels respectively and vertically between

the regional/ local-level and national level. The absence of information flow and cooperation at these two levels was identified as a major constraint in the NCSA and a priority to be addressed in follow on interventions. At the institutional level, the CPP will enhance the capacity of partner Ministries and regional authorities to plan, take action, monitor, evaluate and adapt land management support activities. Furthermore, it will pilot and adapt measures to organise communities and strengthen appropriate institutions at community level to spearhead and sustain community-based SLM. At the individual level, it will build skills to establish alternative land use systems, and to plan and monitor land use schemes.

#### **SUSTAINABILITY (INCLUDING FINANCIAL SUSTAINABILITY)**

157. Careful attention has been paid in designing the CPP framework to ensuring the financial sustainability of interventions beyond the infusion of GEF Funds. At the national level, financial sustainability will depend ultimately on the buy-in of concerned Ministries. The mainstreaming of SLM into national policy documents, namely the Vision 2030 implementation plan, NDPs and NPRAP, will firmly anchor SLM in national development policies and thus ensure the continuation of financial support from government. Further, the CPP will work with partner Ministries to identify the linkages between land degradation and their own sector objectives and mandates (in particular poverty eradication). A series of economic studies commissioned during the implementation phase of the CPP will seek to further establish the costs and benefits of SLM in the different regions and at national scale. This work is intended to provide hard economic data to justify the allocation of budgetary resources for SLM.

158. The first phase of the programme will use GEF funding to build an enabling environment that will increase the capacity of the country to absorb and effectively employ investment funds for SLM activities at national and regional/ local scale. By strengthening the systemic and institutional environment for SLM, and testing ways and means for organising communities to spearhead community based SLM activities, the CPP will help to reduce investment risk. The CPP will also seek to identify opportunities for local economic development compatible with SLM objectives, helping to make the economic and financial case for investment by the private sector, and development banks. This is expected to improve the opportunities for investments in land use diversification, as needed to reduce the impetus for current land uses that are placing pressure on the functional integrity of dryland environments.

159. Namibia continues to demonstrate high political commitment to the sustainable management of land through the timely enactment of policies and legislation that, despite gaps, have provided a vital baseline for efforts to address land degradation. By further strengthening capacities at a systemic level, through policy harmonisation, and strengthening institutional delivery capacities, it is expected that the cost effectiveness of the already considerable investment in natural resource management will further improve. The CPP will thus lay foundations for the more effective utilisation of government budgetary allocations, and reallocation of expenditures towards SLM. The total annual budgetary allocation to the five participating Ministries is USS 200 million. The government has already demonstrated strong commitment to the implementation of the CPP through its large financial contribution; consequently, it should be the highest priority of the five partner Ministries to maximise the returns on this investment.

160. Institutional sustainability will be achieved through capacity building at all levels, following the principle of making *impacts* last, not projects. The capacity building component aims to empower stakeholders at all levels, from national line Ministries to conservancy members, to run their institutions smoothly beyond the end of the actual programme. A further, crucial, element is the strategy of building on, and adding value to, existing projects and practices, which have proven to work and to be sustainable.

161. Sustainability at local-level is ensured, first and foremost, through the partial devolution to local resource users of authority over land and resources management and the right to the benefits derived from using these resources. In addition to this, the development of the land use planning guidelines and the SDI will ensure that local resource users are empowered to take long-term management decisions based

on relevant information. These actions, coupled with the creation of an enabling environment that provides the right incentives to resource users, should ensure conditions for sustaining SLM outcomes. Projects, in particular at local-level, will be accepted only if they meet certain sustainability criteria. These criteria include the full ownership of the project by stakeholders from the beginning through participatory processes that include direct beneficiaries such as communities and also influential stakeholders, including regional, local and traditional authorities. Projects must be designed to leave impacts including capacity building and strengthening, and/or income generation opportunities; this will provide resource users with incentives and, crucially, the necessary capabilities to sustain activities.

153. One key element to ensuring sustainability is the institutional mechanism through which the partnership is to be implemented: the Coordination Unit will evolve into a Government financed permanent CPP agency to ensure continuation of the Partnership; further, the regular scheduled meetings of the CPP Consortium which bring together all crucial stakeholders will not only provide a platform for information sharing but will also create space for conflict resolution. Given the large number of stakeholders involved and the correspondingly large number of interests – which generally converge but may at times diverge – the creation of partnerships through which all stakeholders will obtain a “share” in the programme is of utmost importance.

162. Finally, factors such as HIV/AIDS and climate change jeopardise the sustainability of the programme not only by negatively impacting on capacities for implementation but also at a technical level, potentially rendering best SLM practices and methods on-the-ground unsuitable in the long run. To ensure that these projects and experiences remain applicable, HIV/AIDS and climate change mitigation and adaptation considerations will be accommodated in the design of all interventions within the CPP.

## LESSONS LEARNED

163. The CPP has been designed to incorporate lessons learned from previous initiatives to address land degradation in Namibia<sup>16</sup>. The key lessons are summarised in the table below, together with a description of the design features incorporated into the CPP. This is intended to ensure that best practices are accommodated in the CPP interventions from the start, and to address problem areas affecting past investments.

Lesson	Notes	Design Feature	Outcome
Government commitment at a cross sectoral level is critical for replication and sustainability. The institutional set up under NAPCOD was inadequate in that NAPCOD was perceived to be an environmental programme (house in MET) with limited links to development strategies	FIRMS under NAPCOD were successful in their pilot sites however, were not replicated at a larger scale.	Government commitment (both political as well as financial) secured from five Ministries at the outset. NPC to play a key coordinating role. The strength of commitments to be continually monitored.	<b>PDF-B phase and Outcome 1.2 (institutional mechanism)</b>
Partnerships are critical to overcome capacity and resource constraints amongst conventional service providers		CPP Governing Body includes high level representatives (PS) from all Ministries which have influence on policy making	<b>Implementation arrangements</b>
Scaling up requires		Creation of partnerships and identification of service approaches which enable cross-sectoral collaboration and synergies	<b>Outcome 2.1 and Outcome 1.2</b>
			<b>Outcome 2.1 and</b>

<sup>16</sup> Lessons were identified through a consultative process involving national and regional stakeholder workshops.

Lesson	Notes	Design Feature	Outcome
identification of new investment sources from e.g. private sector		CPP's "business approach": supports the identification of lucrative SLM business opportunities and raise awareness of business community	<b>Outcome 2.2</b>
<p>Awareness is necessary but not sufficient to overcome sectoral thinking. Linkages have to be <i>demonstrated</i>.</p> <p>The focus on (irrigated) agricultural development in national development priorities sets inappropriate development paradigms</p> <p>Creating the permanent locus of NAPCOD within MET alienated non-environmental partners</p>	Despite an extensive awareness campaign, land degradation is still perceived as environmental issue, its interlinked root causes are not recognised and thus commitment from non-environmental (GRN) partners is limited.	<p>Monitoring and Evaluation which relates environmental and socio-economic indicators</p> <p>Focus on documentation and vertical and horizontal information dissemination</p> <p>SLM principles will be mainstreamed into national development documents</p> <p>CPP Coordination Unit will be physically located outside the ministerial but especially outside the environmental domain in an independent location, rather than within MET.</p>	<p><b>Outcome 1.4</b></p> <p><b>Outcome 1.3 / Outcome 2.1</b></p> <p><b>Outcome 1.1</b></p> <p><b>Outcome 1.2 / implementation arrangements</b></p>
Empowerment of communities to support SLM will require a change in the culture of extension services from a top-down technology driven system to a demand-led approach	Empowering people to take development in their own hands, requires service provision that extends beyond resource management and includes institutional / organisational, entrepreneurial and business capabilities	Institutional mechanisms will be created that re-organise extension service provision	<b>Outcome 1.2</b>
<p>Livelihood diversification is necessary but not sufficient to reduce pressure on resources if secure resource management rights / land tenure are not in place</p> <p>Resource users must be able to recognise the economic value of natural resource</p> <p>Economic opportunities must be identified which value the <i>sustainable</i> use of resources</p>	NAPCOD has not changed the way people are using resources. Livelihood diversification serves as complement rather than substitute and does not take pressure off resources	<p>CPP will instigate policy review to devolve resource management rights and create resource tenure</p> <p>Local level M&amp;E tool will be created that will link natural and economic wealth</p> <p>SLM products will be identified</p>	<p><b>Outcome 1.1</b></p> <p><b>Outcome 1.4</b></p> <p><b>Outcome 2.1</b></p>

## REPLICABILITY

164. The proposed partnership is ambitious – demanding increased collaboration between and within different sectoral Ministries and the progressive mainstreaming of SLM approaches into sector programmes. This GEF activity will provide a basis for improving coordination and collaboration in the work of various line Ministries (MET, MAWF and MLR) and agencies in Namibia, in particular on activities relating to rangeland and other land-based resource management and extension support schemes for communities. The strategic approach is innovative in that it is multi-sectoral and addresses issues affecting the natural productivity of land, biological richness and resilience, carbon dioxide emissions and carbon sequestration and degradation of watershed function. Lessons will be learned in two primary areas: from cross-sectoral coordination and harmonisation processes and the local-level support component. By spearheading SLM approaches catering to the different environmental and socio-economic settings of Namibia, the CPP will generate know-how for SLM attuned to regional circumstances.

165. The CPP has been designed to engender the replication of good practices. Outcome 1 will establish an enabling policy and institutional environment for cross-sectoral collaboration in the advancement of SLM objectives. This is expected to improve the efficacy and cost effectiveness of interventions, and allow existing extension support and agriculture, rangeland, forestry and associated sector investments to be better targeted. New monitoring systems and decision support tools will be developed to ensure that decision making is responsive to the success or otherwise of management processes, allowing them to be adapted. Demonstration activities planned under Outcome 2 have been selected to address land degradation problems, institutional circumstances and capacity constraints that are representative of the four regions. Lessons and good practices will be distilled and progressively mainstreamed in sector investment activities throughout the country. GEF support in capacity building and demonstration activities is targeted at catalysing a paradigm shift from fragmented sectoral approaches to addressing land degradation to more integrated and sustainable land management approaches.

166. The CPP takes a “business” approach to SLM. In other words, through the identification of profitable SLM products, and the successful creation of a suitable investment environment, private sector but also communal investment into sustainable enterprise ventures will act as a catalyst to scale up SLM.

167. Replicability at local-level is assured as resource users across the country face common problems beyond their local specificities, which are anchored at national level, in the institutional framework and policy environment. As the CPP targets these common barriers it will thus create a more conducive environment for natural resource management across the whole country. In other words, CPP will itself set the scene for the replication and scaling up of good practices. Furthermore, replicability beyond local specificities is assured through the CPP approach of building on and enhancing existing strategies and only instigating new initiatives to fill gaps. This approach implies that ownership of projects will lie in the hands of project implementers, irrespective of the spatial location. Where external best practices are adopted, resource users themselves would decide the extent to which they would be applied. The CPP’s principle of institutionalising community leadership in project design and implementation thereby creates an in-built mechanism which will ensure that resource users who understand local problems and the context choose what practices to adopt. Local ownership and management of knowledge and a strong focus on information dissemination will ensure that best practices are shared between stakeholders. This mechanism will be enhanced through linkages with the CBNRM support community and private sector.

168. The expected benefits of the CPP will accrue not just to Namibia but also beyond its borders. Many countries in the Southern Africa sub continent and elsewhere in Africa face similar land degradation constraints and root causes to those evident in Namibia, particularly in the poorer communal areas. The CPP’s Knowledge Management System is intended to service the knowledge management needs of stakeholders in Namibia, while also providing information to potential end users in other African countries. A web site has already been established that provides information on the CPP (<http://www.cppnam.net>). This will serve as a public repository of information on the CPP during

implementation. Within Southern Africa, information will be shared through the SADC Food Agriculture and Natural Resources Division<sup>17</sup>, and at SADC Ministerial Forums in the natural resource sectors. Critical for the dissemination of best practices beyond Namibia's borders will be peer-reviewed documentation of the processes and methodologies that will be employed through the CPP.

169. Several CPP's are being piloted globally, however, since a programmatic approach is a new mechanism none have been evaluated and thus no proven mechanisms for replication exist yet. Once tested and adapted, the partnership will provide a paradigm for replication in the region. In other words, the programme, at this stage, must be seen as an experiment through which replicability will be established. It is expected that the lessons will have a bearing not only for other CPPs developed under GEF 4 but also owing to the cross-focal area linkages explicit in the design of the CPP, to approaches in other GEF focus areas.

## Replication Strategy

Strategy	Anticipated Results and impacts	Anticipated Replication strategy/roll out
<b>A NATIONALLY INTEGRATED SLM APPROACH IS ADOPTED, ENSURING CROSS-SECTORAL COORDINATION AND IMPLEMENTATION OF SLM ACTIVITIES</b>		
Improve policy environment	<ul style="list-style-type: none"> <li>Shift management rights to resource users</li> <li>Phase out adverse incentives and/or create incentives for SLM</li> </ul>	<i>National replication</i> <ul style="list-style-type: none"> <li>Enhanced policy environment applicable across the country, thus incentives are not confined to pilot areas</li> </ul> <i>Regional/international replication</i> <ul style="list-style-type: none"> <li>CPP will provide valuable lessons for countries facing similar problems</li> </ul>
Strengthen institutional environment	<ul style="list-style-type: none"> <li>Existing local institutions strengthened and where necessary new ones created to manage their resources and draw on support appropriate to their needs</li> <li>Support institutions strengthened to react to resource managers demands and/or create a working support environment through coordination and harmonisation of activities through local institutions</li> </ul>	<i>National replicability</i> <ul style="list-style-type: none"> <li>Mainstreaming of multi-sectoral approaches and cross-sectoral collaboration and institutionalising of best practice for demand driven service provision</li> </ul> <i>Regional/international benefits</i> <ul style="list-style-type: none"> <li>Valuable lessons for countries with similarly centralised planning and implementation structures</li> </ul>
Capacity building	<ul style="list-style-type: none"> <li>Create necessary information systems to guide land use and resource management</li> <li>Train extension service providers and service recipients in applying these techniques</li> <li>Linkages and partnerships are created</li> </ul>	<i>Local replicability</i> <ul style="list-style-type: none"> <li>Linkages with other support organisations/business will contribute to the spread of SLM across the country</li> </ul> <i>Regional/international replicability</i> <ul style="list-style-type: none"> <li>Linkages with cross border initiatives such as the Every River Has Its People Project will draw neighbouring countries into CPP</li> <li>Disseminate information through the SADC Food Agriculture and Natural Resources Division</li> </ul>
<b>METHODS AND MODELS FOR SLM ARE PILOTED AND ADAPTED TO TEST THE REPLICABILITY OF SLM ACROSS THE COUNTRY</b>		
Best practices evaluated, and shared between key stakeholders	<ul style="list-style-type: none"> <li>Best practices established to roll out SLM management models</li> <li>Identification of viable SLM products and business opportunities</li> <li>Demonstrate the viability of SLM approaches against the Green Scheme</li> </ul>	<i>Local replication</i> <ul style="list-style-type: none"> <li>Building on existing strategies ensures replicability locally and regionally</li> </ul> <i>Regional/international replicability</i> <ul style="list-style-type: none"> <li>Lessons for countries with similar initial centralised management structures</li> </ul>

<sup>17</sup> The Division is responsible for the following domains Food Security; Crop Development; Livestock Production; Natural Resources Management; and Agricultural and Natural Resources Research and Training.

Strategy	Anticipated Results and impacts	Anticipated Replication strategy/roll out
	<ul style="list-style-type: none"> <li>• Identify cost-effective models for service provision</li> <li>• Management tools for local resource and business management</li> <li>• Identify effectiveness of rolling planning approaches in contrast</li> </ul>	
Information dissemination	<ul style="list-style-type: none"> <li>• Provide private sector with insights into non-conventional business opportunities</li> <li>• Identify best practices to set up private-community partnerships</li> <li>• Identify best practices for effective local-level information dissemination</li> </ul>	<p><i>Local replicability</i></p> <ul style="list-style-type: none"> <li>• Broad information dissemination ensures that stakeholders outside the initial pilot areas will be informed about best practices</li> </ul> <p><i>Regional/international replicability</i></p> <ul style="list-style-type: none"> <li>• Information dissemination across borders will inform neighbouring countries about progress of CPP</li> </ul>

## STAKEHOLDER INVOLVEMENT

170. The successful realisation of integrated sustainable land management objectives will require the active and effective participation of a large number of stakeholders. There are five Ministries with at least 11 different departments or directorates involved in managing land and natural resources. Two tertiary training and research institutions, two farmers' associations and some eight major non-governmental organisations play a key role in natural resource management, and community development schemes. 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 who, accordingly, will constitute the primary beneficiaries of the Country Pilot Programme. All the other Stakeholders are essentially support agencies and thus secondary beneficiaries.

171. More specifically, among the primary stakeholders or beneficiaries of the project are farmers. While projects are likely to mainly target communal farmers who are in greater need of support, freehold farmers will benefit directly and indirectly where practices and models identified are applicable to their management context, and where improvements in resource management in the vicinity of their farms have positive benefits. Careful attention will be paid during the CPP roll out process to ensure that benefits are equitable and that the needs of the poorest of the poor and marginalised groups are considered and addressed. Secondly, but just as importantly, are conservancies; with respect to distribution of benefits the same applies as with the farmers. As water is part and parcel of CPP, Water Point Committees are also targeted beneficiaries of the programme. Beneficiaries will also include the newly emerging resource management institutions that will be formed through the programme as a result of the increasing devolution of management to local-levels. At government level, the key partner Ministries, namely MET, NPC, MAWF, MRLGHRD, MLR, and their respective directorates are the main targets for CPP. Regional and local authorities, Land Boards as well as traditional leaders will be incorporated in planning and implementation and will benefit through targeted capacity strengthening.

172. Secondary stakeholders, those who will directly and indirectly contribute to CPP through their involvement in direct support to CBOs, include the Namibia Nature Foundation (NNF), Namibia Association of CBNRM Support Organisations (NACSO), Desert Research Foundation of Namibia (DRFN), Integrated Rural Development and Nature Conservation (IRDNC), Namibia Development Trust (NDT), Conservancy Association of Namibia (CANAM) and the two farmers' unions (Namibia Agricultural Union (NAU), Namibia National Farmers Union (NNFU)); further influential bodies that will contribute particularly through their strength in forming opinion include political parties and church leaders; donors, private sector and corporate sponsors, training institutions and researchers will directly

contribute through donations in cash and in kind. All these will be represented at all levels of the CPP implementation mechanism as outlined below. A more detailed description of all stakeholders, their current role, interest in CPP and possible conflicts and mitigation options are given in Annex D Table 1.

173. The involvement of a very large and diverse set of stakeholders implies that there is, potentially, fertile breeding ground for disputes which goes beyond a healthy level of opposition. Being a partnership, the programme is particularly dependent on the lasting commitment of all its stakeholders. The mechanisms described in the following sections have been included during project preparation and implementation to ensure that the programme gains the consent of the widest number of stakeholders possible.

174. Stakeholders were involved in the creation of the CPP framework from the beginning of the PDF-Preparatory phase. Several workshops were held first at national level to secure commitment at higher levels and to evaluate possible implementation mechanisms. Workshops at regional levels, which also included representatives from local-levels, aimed at creating programme ownership and participation as well as establishing an effective communication network. The workshops also facilitated the identification of barriers to full participation in programme implementation and strategies to overcome such barriers. Based on the outcomes of these workshops, another national workshop was held to finalise and validate the implementation mechanism and participation plan to be applied throughout the CPP implementation.

175. The continued involvement of all stakeholders during the actual programme implementation phase is firstly assured through the CPP implementation arrangements, which are outlined below. On the ground, stakeholders are involved as CPP builds on existing strategies through incorporating, rather than replicating, established local knowledge. Through fully accessible information powered by the Web site and a media and communication strategy, stakeholders will be continuously informed about the processes and progress of CPP. M&E data for Objective 2 will be collected and owned by the respective participants of the pilot projects. While evaluation at the beginning will be facilitated through support organisations, it is envisaged that ultimately, communities will take over evaluation functions as well.

176. Annex D: Table 2 lists specific activities per outcome that will ensure stakeholder participation.

## MONITORING AND EVALUATION

177. Overall programme monitoring and evaluation will be conducted in accordance with established joint UN, UNDP and GEF procedures and will be provided by the CPP Coordination Unit and the UNDP Country Office (UNDP-CO) with support from UNDP/GEF and UNDAF Working Group 2. The logical framework matrix in Annex B provides *performance*, *stress reduction* and *impact* indicators for programme implementation and lists their corresponding *means of verification*. These will form the basis on which the Programme Monitoring and Evaluation system<sup>18</sup> will be built. Independent M&E will be conducted at mid-term and end of phase 1 in order to track progress against the stated outcomes. Individual projects will prepare reports for IAs as per their required guidelines. These will be collated by the CPP Coordination Unit on a bi-annual basis for wider distribution. An annual Programme Implementation Report (PIR) covering the CPP Programme will be presented to the GEF replacing individual project's PIRs. This is necessary to ensure the cohesiveness of reports and enable programme progress to be evaluated at an umbrella scale. In addition, a joint evaluation will be undertaken by the UN in 2008 to determine developmental impacts, assess progress towards all MDGs and subsequently inform the next Common Country Assessment and UNDAF formulation processes

178. The indicators which will measure the success of the programme are elaborated below and are presented in more detail in Annex B. For the baseline, data from 2005 or the latest year available have

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<sup>18</sup> Including the Sustainable Development Index

been collected (e.g. the most recent data for the poverty indices are only from 1993/94). The Monitoring and Evaluation system is designed to stretch over the whole programme period, i.e. phases 1 and 2; benchmarks are set for the end of phase 1 (after the first five years, i.e. 2011 given that the programme will start in 2006), while targets are set for the end of phase 2 (in 2016 respectively). This takes into consideration the fact that many of the parameters being monitored change slowly and progress will only become evident in the long run. The M&E system has been designed to optimise prospects for sustainability following the eventual termination of the CPP by ensuring that the indicators are based on existing monitoring schemes, are straightforward to collect and/or have been identified as critical to track.

179. Regarding the administration and budgeting of indicators the following set ups can be differentiated: Compilation of indicators will be coordinated and implemented by a part time M&E specialist in the CPP coordinating Unit. The Coordination Unit will develop a harmonized set of indicators for each sub-project—to be able to aggregate upwards to the Programme Indicators. The following indicators will be administered externally independently from CPP such as poverty levels (NPC: Household Census), the area of land under Community based SLM (MET), the area of land under land tenure (MLR). The administration and the costs of all Local Level Monitoring will be carried out by local-level support projects including the Sustainable Development Index, once developed. The MESAT will be administered through the CPP Governing Body; policy reviews and budgetary allocations will be reported through the respective Ministries. The CPP Consortium will be responsible inter alia for participatory monitoring and evaluation and stock taking of lessons. Lastly, individual capacity of technical staff will be monitored in cooperation with the NCSA M&E plan. All indicators will ultimately be reported through the CPP Governing Body to the concerned GEF IA.

## **KEY INDICATORS**

180. The Country Pilot Partnership is based on the recognition that, within the initial programme time frame of five years (Phase 1), it will not be possible to demonstrate a reversal of land degradation, the restoration of the integrity of ecosystems, or a significant impact on poverty reduction. Even the removal of certain pressures on resources, such as destocking of cattle, is a long-term process of social and cultural adaptation which is unlikely to be significantly measurable within the programme period. However, the programme intervention in the initial five years of Phase 1 will establish the frame and operational conditions under which all stakeholders can implement integrated sustainable land management. Institutional, systemic and individual capacity at all levels will be strengthened to ensure coordinated and integrated planning and implementation of resource management, which –given appropriate implementation - will enable a reduction in pressures on resources to become visible within phase 2.

181. A second constraint on measuring impacts at this stage is the virtual absence of indicators which capture all variables influencing sustainable land management adequately: these variables must include not just different types of land holdings, and land use, but must also be sensitive to the climatic variability in the country, which exerts one of the most critical influences on land conditions. During programme preparation, physical indicators such as the Risk Desertification Index<sup>19</sup>, or one component of it (the Livestock Pressure Index), were considered. However, the developer strongly discouraged its application for this purpose, firstly because it was based on significant assumptions, which questioned its applicability, and secondly (and more importantly), given these assumptions and the limitations in factoring in climatic variables and carrying capacity<sup>20</sup>, calculating realistic benchmarks and targets would be difficult. Lastly, conventional indicators take sectoral approaches to land management. Indicators such

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<sup>19</sup> The Risk Desertification Index is computed from four indicators: livestock pressure, human population pressure, rainfall and erosion risk (which combines soil properties and topography)

<sup>20</sup> In fact, the literature concludes that under Namibia conditions it is virtually impossible to calculate carrying capacity for the communal areas with any degree of accuracy. This indicator is an extension to Namibia's MDG # 7 indicators. The indicators relating to land limit themselves to the protection of biodiversity through conservation (protected areas) or wildlife conservancies. In contrast, the CPP indicator refers to land on which resource management has been extended to include other critical resources beyond mere wildlife.

as the livestock pressure index, or reduction in water waste, were rejected as they return to a *sectoral* approach to land degradation, measuring the impacts on resources in isolation. To be consistent with the aim of CPP to achieve *integrated* resource management, indicators should reflect this integration of resources.

182. Given the above constraints, the following indicators were chosen to measure the success of CPP:

At goal level, the following indicators will assess impacts:

- ❑ At end of the programme the total area of land benefiting from CPP will be 24 million hectares, equivalent to 29.2% of land mass or 71% of communal land.
- ❑ Trends in the proportion of households living in absolute and relative poverty: This indicator is one of Namibia's MDG indicators. In this context, it reflects Namibia's commitment to arrest land degradation not through mere conservation measures but through sustainable development. This indicator thus serves as impact indicator monitoring whether Namibia is achieving to enhance livelihoods. Given the relationship between (rural) poverty and land degradation, this indicator also serves as stress indicator, if it is assumed that a reduction in poverty implies a decline in dependence on resources and thus their use.
- ❑ Trends in the Sustainable Development Indicator (SDI) per region: It is envisaged that the SDI will collate local-level indicators (partly monitored under Objective 2) to provide aggregated information on the state of sustainable development at the local-level in Namibia, taking into consideration not only environmental but also economic and social indicators<sup>21</sup>.

183. The achievement of Objective 1 will be measured through the Management Effectiveness of the CPP Governing body. This indicator will be measured based on a new tool: the Management Effectiveness Self Assessment. The concept and scorecard for this M&E tool are currently being developed<sup>22</sup>.

184. The outcomes pertaining to Objective 1, will be measured as follows:

Improved systemic capacity will be shown by

- ❑ the extent to which policies are enacted. This indicator will serve to reflect actual commitment by GRN to turn words into action as a critical step towards SLM.
- ❑ the percentage area of formerly communal land under land tenure (individual or communal), which under the assumption that open access leads to overexploitation of natural resources can be classified as a stress reduction indicator. In combination with the first indicator it will serve as outcome indicator in one critical policy area to show whether change at the policy level trickles down to the level of the resource users

Institutional capacity will be measured by

- ❑ percentage of the development budget of the partner Ministries which is allocated towards cross-sectorally managed activities. This indicator has been chosen on the one hand as a process indicator showing the commitment of GRN to support SLM through financial contributions but also as an outcome indicator showing to what extent inter-ministerial cooperation is taking place based on the activities of the CPP Governing body.
- ❑ the percentage of CBOs which have formed formal partnerships with the private sector for support.

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<sup>21</sup> Environmental indicators will include M&E of resources identified to be critical to communal livelihoods; economic indicators will include the monetary and non-monetary values of resources and thus their contribution to improve livelihoods; social indicators will target to capture governance issues, such as the equitable distribution of benefits. Collected and owned at local-level it is envisaged on the one hand to provide a) valuable information but also raise awareness of resource users on the interlinkages between natural resource conditions and livelihoods b) information for national decision makers on the impacts of development projects at local-level and c) a tool to monitor Namibia's achievements towards sustainable development.

<sup>22</sup> The first assessment to collect the baseline will take place with the members of the CPP Governing Body at the inception of the Programme. It is envisaged, that this tool will not only serve as an M&E device but as importantly as a mechanism to create awareness of management capacity deficiencies and the urgency of commitment from the beginning onwards. It was therefore decided to delay the collection of the baseline until programme inception to ensure participation of all relevant partners in this exercise.

This indicator serves on the one hand as a process indicator to show how support to the local-level is contracted to additional support organisations. It also serves as an outcome indicator, signifying to what extent CPP has been able to consolidate support from external -partners.

Individual capacity will be measured by

- ❑ the number of managerial and technical level positions filled in line Ministries, major NGOs and parastatals. One critical factor for SLM is the presence of qualified staff. Namibia, especially the public sector is suffering a chronic lack of staff. This indicator is on the one hand a process indicator; on the other hand it can be interpreted as an impact indicator for the ability to retain people in critical positions and thus creating technical sustainability of SLM at the institutional level.

Successful knowledge and technology management will be measured by

- ❑ Percentage of interviewed resource managers applying SLM. This outcome indicator was chosen as it captures two possible results, which have to be taken into consideration: dissemination of information and local applicability of tools.
- ❑ Percentage of interviewed technical staff in line Ministries basing decisions on Monitoring and Evaluation processes. The same applies at this level: the negative results of this outcome indicator must be analysed for two causes: either information dissemination is not adequate or the actual tools are not applicable at the local-level. Here it is assumed that actual skills availability is stickier than above, thus an obstacle which in the short if not medium run is not so easy to overcome,. Tools must be adapted to the skills base in the short run.

185. Objective 2 will be assessed by trends in local-level impact indicators in CPP project areas including long run improvements in the number of sites which achieve improvements in

- livestock conditions
- Vegetation / bush density
- wildlife numbers
- and incomes derived from natural resource activities

These indicators form part of present LLM which has been previously introduced at local-level. Amongst others, the data for these indicators will feed into the Sustainable Development Index at Goal level, which will then show the overall trend of sustainability in a project area.

186. Outcomes under Objective 2 will be monitored based on process and outcome indicators which are assumed to be prerequisites to obtain the impact indicators. This information will provide not only a device to monitor whether projects at local-level are implemented as planned but will also provide “research data” to test the relation between certain activities and the achievement of sustainability thus creating a tool to verify lessons learned. The Success of Local Level Support (Outcome 2.1) and replication (Outcome 2.2) will be measured through number of pilot sites which show fully functional

- Integrated Land Use Management (including IWRM!) and Work Plans
- Financial management records

As LLM is part and parcel of efforts to engender participation but especially to raise awareness, and build capacity baselines will be collected once projects but especially participating individuals have been identified.

187. Individual projects aligned against the CPP will be designed to address the various outputs anticipated under the CPP. The outputs at a programme level will correspond with Project Objectives. Project level indicators will be developed with support from the CPP Coordination Unit to ensure consistency with the overall Programme Indicators and targets, to facilitate monitoring and evaluation.

## **FINANCIAL MODALITY**

188. As outlined above, it is envisaged that the CPP will be implemented in two phases. Phase 1 will

leverage funds from GEF and co-financing sources to improve Namibia's capacity to absorb investments into combating land degradation and to identify investment opportunities on-the-ground. Phase 2 will progressively leverage further funding to scale up best practices, support investment related activities in land use diversification and to further strengthen Namibia's capacity to adapt SLM to long run climatic uncertainties.

189. GEF contributions towards the first phase of CPP objectives are based on a three tier modality and comprise firstly, a national grant to the country through the CPP Programme (US\$ 10.250 million including preparatory assistance); secondly, a grant for regional activities which are embodied in the Desert Margin Project (US\$ 1,220,000 for the second tranche) and the Kalahari-Namib project (US\$ 800,000) and thirdly grants for local activities, through the GEF Small Grants Programme (US\$ 237,277 earmarked for SLM projects). Taking these three elements together, GEF support towards combating land degradation through SLM for Namibia amounts to US\$ 12,507,277 in the first phase of CPP. The co-financing for phase 1 is listed below.

**Table 9: Co-financing Sources**

<b>Co-financing Sources</b>			
Name of co-financer (source)	Classification	Amount (US\$)	Status*
GTZ	Bilateral Agency	250,941	Pending
MAWF	Ministry	13,140,872	Confirmed
MLR	Ministry	18,197,133	Confirmed
MRLGHRD	Ministry	1,206,636	Confirmed
MET	Ministry	2,262,443	Confirmed
NPC	Ministry	1,659,125	Confirmed
EU	Multilateral	15,056,463	Confirmed
UNESCO	Multilateral Donor	15,000.00	Verbally confirmed waiting for letter
UNDP	Multilateral Donor / IA	200,000 <sup>23</sup>	Confirmed
<b>TOTAL</b>		<b>51,988.613</b>	

190. Table 10 below provides a summary of financing for CPP activities across the planned Outputs.

**Table 10: CPP Finance by Outcome/ Output**

CPP Programme Components	GEF US\$			Co-Finance US\$	TOTAL US\$
	Country Programme	Regional Projects	SGP		
<i>Outcome 1.1 Policies related to land management and production are harmonised and incentives for SLM created and/or strengthened.</i>	500,000			6,713,912	<b>7,213,912</b>
<i>Outcome 1.2 Enabling institutional mechanisms and linkages that support coordinated community-led SLM endeavours are promoted.</i>	1,000,000			7.138.129	8.138.129
<i>Outcome 1.3 Individual capacity to implement SLM is strengthened at all levels.</i>	1,500,000			11.214.616	12.714.616

<sup>23</sup> Includes US\$ 80,000 for PDF-B phase

CPP Programme Components	GEF US\$			Co-Finance US\$	TOTAL US\$
<i>Outcome 1.4 Effective Monitoring and Evaluation systems in place for adaptive management at local and national levels.</i>	1,500,000 <sup>24</sup>			11.149.884	12.649.884
<i>Outcome 2.1 Management methods, models and best practices for SLM identified and tested</i>	4,000,000 <sup>25</sup>	1.571.080	100,000	3.122.389	8.793.469
<i>Outcome 2.2 Best practices are shared and replicability tested</i>	1,500,000		137,277	12.569.683	14.206.960
<b>TOTALS (US\$)</b>	<b>10,000,000</b>	<b>1.571.080</b>	<b>237,277</b>	<b>51.908.613</b>	<b>63.716.970</b>
<b>Preparatory Assistance</b>	250,000			80,000	

191. The CPP framework is highly cost effective when judged against alternative delivery mechanisms, strategies to abate land degradation and on allocative efficiency. The CPP aims at addressing the underlying root causes of land degradation. It will create the enabling policy and institutional conditions needed to induce and sustain changes in land management. The integrated multi sector programmatic approach is more cost effective in this regard than a sectoral project driven approach because it optimizes synergies between sector interventions at a national level, thereby reducing duplication in effort. The absence of sector activity harmonization has been identified as one of the key barriers to operationalizing integrated and sustainable land management. High rates of duplication in efforts to manage land and natural resources leads to wastage and the suboptimal allocation of scarce budgetary resources. By reducing this, the CPP will improve output per unit investment in improving land management. Second, by undertaking monitoring and evaluation functions at the programme level, the CPP will help reduce the current fragmentation in monitoring and evaluation efforts. With more synergy effected between monitoring activities at country level, the CPP is expected to improve the coherence and utility of data, as well as to improve cost efficiencies. Finally the costs and efficacy of activities to arrest land degradation are expected to decrease over time, as the CPP successfully removes systemic, institutional and individual level capacity barriers.

192. The strategies employed under sub projects financed through the CPP have also been designed in part to assure cost-effectiveness. While the initial costs of establishing and strengthening local institutions and realigning extension support packages may be high, in the long term the costs of community based natural resource management are expected to be lower and outcomes more successful compared with costs and outcomes of command and control measures administered by the State. Ultimately, the willingness and ability of communities to sustain sustainable land management will depend on the cost benefit calculus. The cost of land degradation calculated in terms of the replacement costs of natural resources consumed by communities on communal lands has been estimated at NS\$ 3700- 4689 per year per household (2003 prices). This is a major contribution to household welfare. The CPP will develop appropriate land management techniques that can be employed cost effectively by communities to sustain these benefits and improve production returns, providing an incentive for persistence.

193. Allocative efficiency: Given that water is a finite resource in Namibia, the efficiency of its utilisation is of paramount importance. The activities that will be spearheaded under the CPP partnership are more water efficient than those land uses which would be pursued under a business as usual approach:

<sup>24</sup> includes US\$1million for PESILUP

<sup>25</sup> includes US\$1 million for CALLC and US\$ for climate change adaptation

in terms of production output per unit of water input. Under a business as usual scenario, economic development will be based largely on agricultural development, more specifically, the expansion of the cultivated area under irrigation to supply produce for the local as well as export markets. In contrast, the CPP will promote economic diversification, including the use of indigenous species and cultivars adapted to drylands conditions, thus minimising water consumption and avoiding costly outlays on water harvesting infrastructure, which may be unsustainable in the long run altogether. As recently released water accounts (compiled by MAWF, 2005) show, agriculture accounts for 72% % of water used, while only contributing 6% to GDP and an estimated 24% to employment. Thus, value added per m<sup>3</sup> water consumption amounts to as little as N\$4.54/m<sup>3</sup>; more drastically, commercial irrigated agriculture (promoted under the Green Scheme) only creates N\$0.55/m<sup>3</sup>. In contrast, commercial stock agriculture creates N\$18.44 / m<sup>3</sup>. More importantly other sectors, particularly the service sector (which includes tourism) account for only 3% of water used, while contributing 26% and 45% respectively in income and employment to the economy. The value added per m<sup>3</sup> of water utilized is 551/m<sup>3</sup>.

194. Projects implemented under the CPP will employ competitive bidding procedures in sub contracting activities. This will evaluate cost parameters against contract specifications, thus ensuring cost efficiency. Appropriate fiduciary controls will be ensured through the governance structure of the CPP, and by the GEF Implementing Agencies, for projects under their individual jurisdiction. The CPP will be subject to audits which will ensure that procurements obtain value for money, and independent evaluations which will assess the effectiveness of interventions against investments. Individual projects under the CPP will be designed to ensure cost effectiveness. The exact arrangements for ensuring cost effectiveness will be spelled out in project documents, taking into account any policies and guidance provided by the GEF Executive Council on this subject. Project Documents will be circulated to Council Members when submitted to the CEO for endorsement, allowing Council to monitor the provisions for cost effectiveness engendered within design.

## **INSTITUTIONAL COORDINATION AND SUPPORT**

### **CORE COMMITMENTS AND LINKAGES OF GEF AGENCIES**

195. 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 is playing an active role in coordinating GEF activities in the country through its GEF political and operational focal points in the Ministry of Environment and Tourism (MET), one of the partner Ministries in the CPP Programme.

196. The UN in Namibia is committed to the achievement of Vision 2030 to ensure that all Namibians live longer, healthier and more prosperous lives. It is also committed to promoting the human rights and freedoms of all Namibians. The United Nations Development Action Framework (UNDAF) is the translation of that commitment, and provides for a joint assessment of the current development challenges in Namibia, through the Common Country Assessment (CCA). The CCA (carried out in 2004) identified the following issues as being most critical to national development, and most in need of UN System assistance:

- Ensuring household food security through economic growth and job creation while ensuring environmental sustainability and addressing extreme income disparities and poverty; and
- Strengthening the capacities for governance, at the national, regional and local-levels, encouraging the deepening of democracy and ensuring effective delivery of critical social services, especially to the most vulnerable groups; and
- Addressing the multiple impacts of HIV/AIDS through prevention, treatment and care, with special attention on the most vulnerable households and communities, especially those caring for orphans;

197. Related to these three areas, known as the 'triple threat', are a number of key cross-cutting issues including environmental degradation, gender inequality, social and cultural issues, and the historical

legacy of Apartheid. In light of these broad areas of potential cooperation, the UNDAF 2006-2010 has been formulated to provide assistance to the three priority areas identified in the CCA. The UN system in Namibia is committed to joint planning between and among the agencies, including counterparts, to further integrate development assistance in a more effective and efficient manner. The CPP is identified as one of the three priority areas within the UNDAF to be implemented jointly within the UN system. The United Nations Development Programme (UNDP), World Bank (WB), United Nations Environment Programme (UNEP), Food and Agricultural Organisation and the United Nations Educational, Scientific and Cultural Organisation (UNESCO), will implement the joint programme that will serve UNDAF Outcome 2: “By 2010, livelihoods and food security among most vulnerable groups are improved in highly affected locations”. The Programme will address Country Programme Outcome 2.2: “Strengthened sustainable land and water management”, including Integrated Water Resources Management (IWRM) that will be complemented with a number of satellite activities. The CPP is fully integrated within the existing and upcoming programmes of the following agencies: WB, UNEP, UNDP, FAO and UNESCO.

198. The GRN/UNDP Country Programme directly coincides with the next UNDAF cycle (2006-2010) and seeks to support the attainment of Vision 2030 and the MDGs through three programme components: a) responding to HIV/AIDS; b) reducing human poverty; and c) energy and environment for sustainable development. Outcomes and outputs from each programme are directly linked to national priorities, the three pillars of the UNDAF and the Results Matrix. The programme is framed within the sub-regional Southern Africa Capacity Initiative and focuses on capacity strengthening at national, sub-regional and local-levels, bridging the gap between upstream and on-the-ground interventions. Responses are designed directly in the context of the triple threat with emphasis on supporting development management and crisis prevention capacities, maintaining and improving delivery and uptake of critical social services, and strengthening sustainable livelihoods at household level. The Millennium Development Goals Report (MDGR) for Namibia highlights the need for sustained and improved management at all levels specifically to address the global and national threat: environmental degradation. The CPP for SLM directly responds to MDG #7: ensuring environmental sustainability, and the UNDAF (2006-2010) Outcome 2: improving livelihoods and food security among the most vulnerable groups. It is anchored to UNDP corporate and business plans and Multi Year Funding Framework (MYFF) 2004-2007 to achieve the MDGs. In particular, it fits within Goal 3: energy and environment for sustainable development, Service Line 3.4: sustainable land management to combat desertification and land degradation.

199. Following a Country Development Framework (CDF) workshop in 2000, the World Bank engaged in an environmental dialogue with the Government of Namibia. It now includes several operations aimed at increasing the sustainability of the management of key ecosystems, mainstreaming environment in production landscapes, promoting benefit sharing and equity, and increasing empowerment of previously disadvantaged groups. While there is as yet, no Country Assistance Strategy available for Namibia, a Country Economic Memorandum is under preparation. The memorandum will include an analysis of the sources of growth and key constraints to achieving the potential growth. The report will look at both internal and external factors that constrained Namibia’s growth potential. Land reform and the sustainability of land management will be principal among the internal factors that will be examined.

#### **CONSULTATION, COORDINATION AND COLLABORATION BETWEEN IAS, AND IAS AND EXAS,**

200. During the PDF-B phase, technical support was provided through the active participation of UNDP, UNEP, World Bank and GEF delegates at various workshops, in particular the Technical Stakeholder Workshop held at Ondangwa in September 2004. UN resident agencies in Namibia supported the PDF B formulation process at various platforms: UNDP, FAO and UNESCO as well as WB. Through the GEF political and operational focal points, several meetings between the two fast track initiatives (CALLC and PESILUP) took place on the one hand to inform CPP about coordination and integration needs and demands from a project perspective and to ensure conformity within the

framework.

201. The CPP is closely aligned with a number of GEF operations in Namibia in the Biodiversity, Integrated Ecosystem Management, and International Waters Focal Areas. These are summarised below:

Project Title	Description	Status	Linkages
<b>International Waters</b>			
Environmental Protection and Sustainable Management of Okavango River Basin Namibia, Botswana and Angola (UNDP-GEF)	This project aims to strengthen transboundary joint management capacities within the Okavango River basin, in order to achieve sustainable use of water and aquatic resources. While the environmental status of the system is still sound, water harvesting pressures are expected to grow. The project is providing funds for the preparation of a Transboundary Diagnostic Analysis and Strategic Action Programme to address threats to the basin.	The riparian countries have established a permanent river commission known as OKACOM to monitor water harvesting and put in place management arrangements to balance competing water needs between sectors and countries. A TDA is under preparation, and a full TDA / SAP is expected to be in place by 2008. Much of the data collection effort is concentrated upstream in Angola.	The regional projects will provide vital information on trans-boundary water management concerns that will be integrated into the national IWRM planning supported through the CPP. The IW initiatives will benefit from the mobilisation of stakeholders and determination of cross-sectoral demands and management priorities for domestic water resources, within and outside trans-
Management of the Orange River Basin: Namibia, South Africa Botswana, Lesotho UNDP-GEF	The Orange- Senqu River covers an area of about one million square kilometres and constitutes the most developed shared river system in Southern Africa. The river is key to economic development in Southern Namibia but is threatened by upstream water abstraction and pollution. The proposed project will prepare a Transboundary Diagnostic Assessment and Strategic Action Programme for the River basin, addressing the transboundary causes and impacts of threats.	The four riparian countries have established a Permanent Commission to coordinate management of water resources in the basin. GEF resources will identify the ecological reserve of water needed to protect the functional integrity of the river system and Delta. The TDA is under preparation and is expected to be completed by March 2007.	boundary water catchments.
IWRM Planning (UNDP-GEF): MSP: IWRM Planning for Southern Africa	The project is supporting the development of national IWRM plans for water resources management. GEF funding will support IWRM planning in Botswana complementing funds from the Dutch, Canadian and Swedish Governments for other SADC countries. GEF funding will also strengthen the capacity of SADC and GWP to manage knowledge on IWRM.	The project is currently under preparation. IWRM plans in other SADC countries (Malawi, Zambia, Angola, Mozambique, Swaziland) are at various stages of preparation.	A progressive exchange of information on IWRM issues will be undertaken between the Namibia CPP and the regional project. Benefits are expected to accrue in the arena of stock taking.
<b>Integrated Ecosystem Management</b>			
The Integrated Community-Based Ecosystem Management Project (ICEMA)	ICEMA aims to restore, secure and enhance key ecosystem processes in conservancies that increase the prospects to improve significantly the	The project has been under implementation since the end of 2004. 15 integrated conservancy management plans are being prepared. The project is also	ICEMA is strengthening the capacity of communal conservancies to better manage their wildlife resources. The CPP will

<b>Project Title</b>	<b>Description</b>	<b>Status</b>	<b>Linkages</b>
WB-GEF	conservation of globally important biodiversity. The project is promoting community based integrated ecosystem management that accrues socioeconomic benefits, and prospects for benefits, to conservancies.	providing strategic support to the MET to improve its planning, implementation, monitoring and replication capacity in order to promote, develop and implement the National CBNRM Programme	strengthen the capacity of the conservancy movement to address land degradation, including management of rangeland and forestry resources.
<b>Biodiversity</b>			
Strengthening Protected Areas Network (UNDP-GEF)	The project aims at strengthening management of Namibia system of public Protected Areas, strengthening capacities in PA institutions, staff capacities and improving operations performance and cost effectiveness.	The project will commence implementation in January 2007.	The CPP will not operate within Public PAs. However, a number of pilot sites are adjacent to PAs such as Etosha and Khaudum. The CPP will reduce land management pressures in these areas. Close links will be maintained within the projects in these areas, as SPAN will seek to better ensure the participation of neighbouring communities in these areas in PA management.
Namib Coast Biodiversity Conservation and Management Project - NACOMA(WB-GEF)	The project is strengthening capacities for Integrated Coastal Zone Management within Namibia. This will include interventions to address direct threats to coastal areas including from localised over fishing, infrastructure construction unregulated tourism and other pressures.		The NACOMA project will address direct threats to coastal areas. The CPP will address upstream pressures arising from upstream water abstraction and sedimentation from land degradation. It will also facilitate the adaptation of land management processes to address climate-change.

202. Although, ultimately, these projects all address different environmental issues, a set of overlapping intervention areas pertains to all of them, thereby providing the opportunity to create synergies. More specifically, these issues relate to capacity building, HIV/AIDS, poverty, water management and vulnerability to natural and human induced climatic changes. Pooling efforts will result in impacts which surpass the aggregated outcomes which would be achieved if these projects were working in isolation. Further to consulting with these projects during preparation, CPP management will take the lead in instigating collaboration between initiatives, through the CPP implementation mechanism.

## **PROGRAMME IMPLEMENTATION ARRANGEMENT**

203. The CPP will be implemented through a tiered implementing arrangement as follows:

**(I) GOVERNING BODY:** Strategic planning will be executed through the governing body, which forms the first tier. This unit will be chaired by the NPC and will consist of the Permanent Secretaries of the key

Ministries and the heads of key stakeholder partners, such as the private sector (2 representatives), organised agricultural institutions (2), one rotating chair for development partners (bilateral and multilateral) one representative of the NGO community (via NANGOF), academic institutions (either UNAM/ Polytechnic), one CBO representative, the GEF Operational Focal Point representing the various members of the GEF Family and UNDP (representatives of other GEF Implementing Agencies may participate in meetings from time-to time). Its main purpose will be to coordinate and harmonise the planning and implementation of activities, identifying areas of cooperation and synergy through inter-agency information sharing. To keep time and costs to a minimum, the governing body will meet for not more than one day annually to review CPP activities and progress at all levels.

(II) CPP CONSORTIUM: the role of the CPP Consortium will be the technical coordination of CPP activities. This body will create a platform to facilitate collaboration, resolve challenges, review progress (participatory monitoring and evaluation) and to share best practices and information. To this end, the Consortium will bring together all implementing partners providing support to the CPP in three one- to two-day meetings per year, during which the individual projects will report on progress and collaboration from each of the management areas; working groups will be established to provide technical input to various activities and to facilitate work at project implementation level. The Permanent Secretary of the NPC will chair meetings of the Consortium.

(III) CPP COORDINATION UNIT: the CPP Coordination Unit will provide the focal point for management of the CPP and locus for coordination, reporting and monitoring. This body will consist of permanently recruited staff and secondments from the partner Ministries. The unit will be housed outside the ministerial domain in an independent location and report to the CPP Governing Body. It will also house a part time media desk which will be responsible for implementing the media and communication strategy.

PROJECT IMPLEMENTATION LEVEL: Individual projects will be implemented by various Government agencies NGOs and CBOs. Implementation arrangements will be clarified during the design process of each project. Project staff will report on progress to the CPP Consortium, through the CPP Coordination Unit.

Purpose	Function	Who's involved	Frequency
Governing Body			
Intersectoral high level Strategic Planning, Information Sharing and Harmonization	To bring together different institutions to help systematically implement Chapter 5 of Vision 2030, one of the major components of which is the CPP for SLM  Structured reviews of CPP activities and progress by all relevant sectors, and reviewing the status of cooperation, policy harmonisation, and budgetary allocation. High level mechanism to address challenges to ensure that CPP Objectives are realised.	Chair: NPC  Permanent Secretaries of key partner Ministries (NPC, MET, MAWF, MLR, MRLGH & RD) plus one or two senior (Director level) support staff, 2 from private sector, 2 organised agricultural reps, 1 from donor community (rotating chair) , 1 NGO (via Nangof, 1 academic institution, 1 CBO	Annually  1 day meeting  Called and chaired by NPC with support from MET and CPP Coordination Unit.
CPP Consortium	To bring together all implementing institutions that work on the CPP programme for Integrated Sustainable Land Management under the Partnership – <b>mainly technical coordination level.</b>	Senior technical programme coordination staff in MET, MAWF (DRW & DoA), MLR, MRLGH&RD,	Three times per year  1-2 days each, depending on agenda
CCP for SLM Programme level Coordination	The major projects and initiatives will report on progress and collaboration.  Working groups will be established to	Key NGOs, e.g. NACSO, NNF, UNAM & Polytechnic, NCCI, other	Annual meeting dates

Purpose	Function	Who's involved	Frequency
	support and implement various activities, e.g. enterprise development, institutional development, NR management and monitoring, etc. and to report on progress and challenges.	private sector umbrella bodies, NNFU, NAU, CBOs e.g. Conservancy Associations,	agreed at start of year
	Participatory monitoring / evaluation of processes and impacts of the CPP		
	Reports will be provided to the meeting, on progress and development in each of the management regions – NW, NE, E, C and S.	Donors that wish to be involved Specialists that might be relevant Consultants that might be required to report	Chaired by MET/MAWF
CPP Coordination Unit	List functions: The Coordination unit support the day to day operations of the CPP. It will be comprised of the programme coordinator, who will be responsible for reporting and consolidating project inputs to report to Governing body and GEF. Monthly meetings will be held within the unit to implement work plans etc.	Seconded staff from Ministries on full/half time basis, Full time programme Coordinator, Assistants and Part time M&E and Media experts Short term Consultants for consultancy work	Headed by Programme Coordinator
Project level Implementation	The CPP Coordination Unit would develop a harmonized set of indicators for each sub-project—to be able to aggregate upwards to the Programme Indicators. To bring together the relevant personnel and partners that work on the implementation of each respective project – <b>mainly technical implementation level.</b>	Determined per project, based on implementing team	As determined by the projects

204. CPP will be implemented through a suite of projects. Project objectives will be designed to coincide with CPP outputs and thus contribute to the achievement of CPP's outcomes and objectives.

<b>CPP Core Programme</b>	Responsible GEF IA
CPP Umbrella Project	UNDP: FAO to provide technical assistance through established executing agency agreements with UNDP
PESILUP-Promoting environmental sustainability through improved land use planning	World Bank
CALLC- Enhancing institutional and human resource Capacity through Local Level Coordination of integrated rangeland management and support (CALLC):	UNDP
ADAPTATION-Adaptation to climate change through improvement of traditional crops and livestock farming practices	UNDP
<b>Regional Projects</b>	
KALAHARI NAMIB-Kalahari Namib Project: enhancing decision-making through Interactive Environmental Learning and Action in Molopo-Nossob River Basin	UNEP

<b>CPP Core Programme</b>	Responsible GEF IA
DMP- Desert Margins Programme	UNEP
<b>Small Grants Programme</b>	UNDP

205. The projects will be designed and approved according to modalities established for Country Pilot Partnerships.

- Finance for the CPP Core Programme is being requested through this submission. Once approved, individual projects will be presented to the GEF Secretariat for review and CEO approval. The GEF Secretariat will ensure that GEF policies are addressed, as are all Council Comments on the CPP Framework.
- The two regional initiatives will be submitted to the GEF Council through UNEP for approval. While Namibian components of these initiatives are fully aligned against the CPP, these projects include components that are not part of the CPP, in other countries, necessitating that they be approved separately.
- The SGP activities will be reviewed and approved on a competitive basis by the National Small Grants Steering Committee. The strategy adopted for financing SGP projects will be aligned against the CPP. Funding for SGP activities would be approved as part of the rolling replenishment exercise.

**Table 11: CPP Finance by Project**

CPP Project	GEF US\$	GEF Agency	Co-Finance US\$	TOTAL US\$
<b>CPP Umbrella Project</b>	7,000,000	UNDP/ FAO	26094466	33.094.466
PESILUP	1,000,000	WB	10,758,568	11,758,568
<b>Adaptation Project</b>	1,000,000	UNDP	2,000,000	3,000,000
CALCC	1,000,000	UNDP	10,785,568	11,785,568
Desert Margins Project	771,080 <sup>26</sup>	UNEP	747,670	1,518,750
Kalahari-Namib Project	800,000 <sup>27</sup>	UNEP	747,670	1,547,670
SGP Projects	237,277	UNDP	774,671	1,011,948
<b>TOTALS (US\$)</b>	<b>11,808,357</b>		<b>51,908,613</b>	<b>63,716,970</b>
<b>PDF B</b>	<b>250,000</b>		<b>80,000</b>	

<sup>26</sup> This amount is Namibia's allocation from DMP for the period 2002-2008

<sup>27</sup> Estimation figures

Table 12 CPP Projects

<i>CPP Projects</i>	<i>Objective</i>	<i>Outcomes/ Outputs</i>	<i>Demonstration Site-specific Activities s</i>	<i>IA Agency/ Collaborating Agency</i>	<i>Executing Agency /Key Partners</i>	<i>Partner Implementing Organisation</i>	<i>Timeframe 2006-2015</i>
<b>CPP Core Programme</b>							
<b>Project 1 CPP Umbrella Project</b>	Create the enabling framework for ISLM at national and local level through policy harmonisation, creating the institutional environment, building individual capacity and designing information systems	<p>CPP Outcomes 1.1, 1.2, 1.3, 1.4, 2.1, and 2.2</p> <p>CPP Outcome 2.1 and 2.2</p>	<p><b>NATIONAL LEVEL:</b> create systemic, institutional and individual capacity based on consultations.</p> <p><b>LOCAL LEVEL</b></p> <p><b>North East:</b> test a multi-sectoral institutional approach which extends the FIRM approach in its institutional scope, involving regional and traditional authorities, and integrating trans-boundary institutions (OKACOM); targeting to enhance capabilities for ISLM (especially fire management and dryland cultivation practices) introduces locally applicable management tools to monitor state of river ecosystem, riverine resources and impacts on livelihoods; and focus on complementing existing management practices with new sustainable alternatives to improve transboundary river basin management at the Okavango river.</p> <p><b>South:</b> test a multi-sectoral institutional approach to build capabilities to manage the arid to hyper arid areas of Namibia (mainly small stock cultivation) with particular focus on building partnerships between commercial and communal farmers.</p>	UNDP FAO	MAWF, MET, MLR, MRLGHR D, NPC	Tendering by CPP Governing Body	Year s 1-5
<b>Project 2 Enhancing</b>	To mitigate causes and negative impacts of land	CPP Outcomes	<b>North Central:</b> building institutional mechanisms through the FIRM approach to	UNDP	MAWF	DRFN	Years 1-3

<b>CPP Projects</b>	<b>Objective</b>	<b>Outcomes/ Outputs</b>	<b>Demonstration Site-specific Activities s</b>	<b>IA Agency/ Collaborating Agency</b>	<b>Executing Agency /Key Partners</b>	<b>Partner Implementing Organisation</b>	<b>Timeframe 2006-2015</b>
<b><i>institutional and human resource Capacity through Local Level Coordination of integrated rangeland management and support (CALLC):</i></b>	degradation on the bio-physical and socio-economic environment of the Namibian people	2.1 and 2.2  CPP Outputs 2.1.1, 2.1.2, 2.1.3	improve rangeland management based on cattle production, providing M&E tools which track health of livestock and rangeland, building capacity taking cultural reasons for overstocking into account and improving opportunities for livestock marketing to reduce stock numbers				
<b><i>Project 3 Promoting environmental sustainability through improved land use planning (PESILUP)</i></b>	To strengthen local, regional and national level capacity needs for environmentally sustainable land use planning in support of sustainable land management	CPP Outcomes 1.4  CPP Outputs 1.4.1	National assessment of land use options and their sustainability  Test sites will coincide with QLP pilot sites <sup>28</sup> .	World Bank	MLR	Tendering by CPP Governing Body	Years 1-3
<b><i>Project 4 Adaptation to climate change through improvement of traditional crops and livestock farming practices</i></b>	To assist subsistence farmers to better manage and cope with climate change-induced drought by promoting indigenous and heat tolerant crops and livestock species	CPP Outcomes 2.1  CPP Outputs 2.1.3	North Central- Test and demonstrate adaptation measures North Central- Skills training to improve livestock management and dry land cropping practices	UNDP	MET and MAWF	Tendering by CPP Governing Body	Years 2-4
<b>CPP Regional Projects</b>							

<sup>28</sup> The **Quantification of Land Productivity (QLP)** is a sub-project of the Agro-Ecological Zoning (AEZ) Programme (MAWRD, 2004) at MAWF which currently pilots methods for a national land productivity assessment

<b>CPP Projects</b>	<b>Objective</b>	<b>Outcomes/ Outputs</b>	<b>Demonstration Site-specific Activities s</b>	<b>IA Agency/ Collaborating Agency</b>	<b>Executing Agency /Key Partners</b>	<b>Partner Implementing Organisation</b>	<b>Timeframe 2006-2015</b>
<b>Project 4 Kalahari Namib Project: enhancing decision-making through Interactive Environmental Learning and Action in Molopo-Nossob River Basin</b>	To support communities in the Molopo-Nossob catchment area to effectively combat desertification and mitigate the effects of drought	CPP Outcomes 2.1  CPP Outputs 2.1.1, 2.1.2, 2.1.3	<b>East:</b> Test and adapt the FIRM approach to enhance river basin management based on a transboundary, basin-wide, cross-sectoral approach, with a particular focus to build on communal - private partnerships.	UNEP	MET	DRFN	Years 1-3
<b>Project 5 Desert Margins</b>	Conservation and restoration of biodiversity in Namibia's desert margins. Specific objective strengthen the capacity of local communities to assess and take measures to prevent land degradation and biodiversity loss in selected pilot areas in the Kalahari and Karoo ecosystems	CPP Outcomes 2.1  CPP Outputs 2.1.1, 2.1.2, 2.2.1	East: combat land degradation with special focus on gathering and sharing of traditional indigenous knowledge. and bridging it with modern land management techniques.	UNEP	MET	DRFN	Years 1-3
<b>Small Grants</b>							
<b>SLM Projects through the Small Grants Programme</b>	To secure global environmental benefits through community-based initiatives in the areas of climate change, biodiversity, international waters, land degradation, and reduction of the use of persistent organic pollutants	CPP Outcomes 2.2 CPP Outputs 2.2.1	No geographic focus, demand-driven from NGOs and CBOs  Priority in project areas most vulnerable to drought and exhibiting severe symptoms of Land degradation	UNDP	UNOPS MET and NPC	NNF National Steering committee	Years 1-10

**Figure 2 CPP Implementation Mechanism**

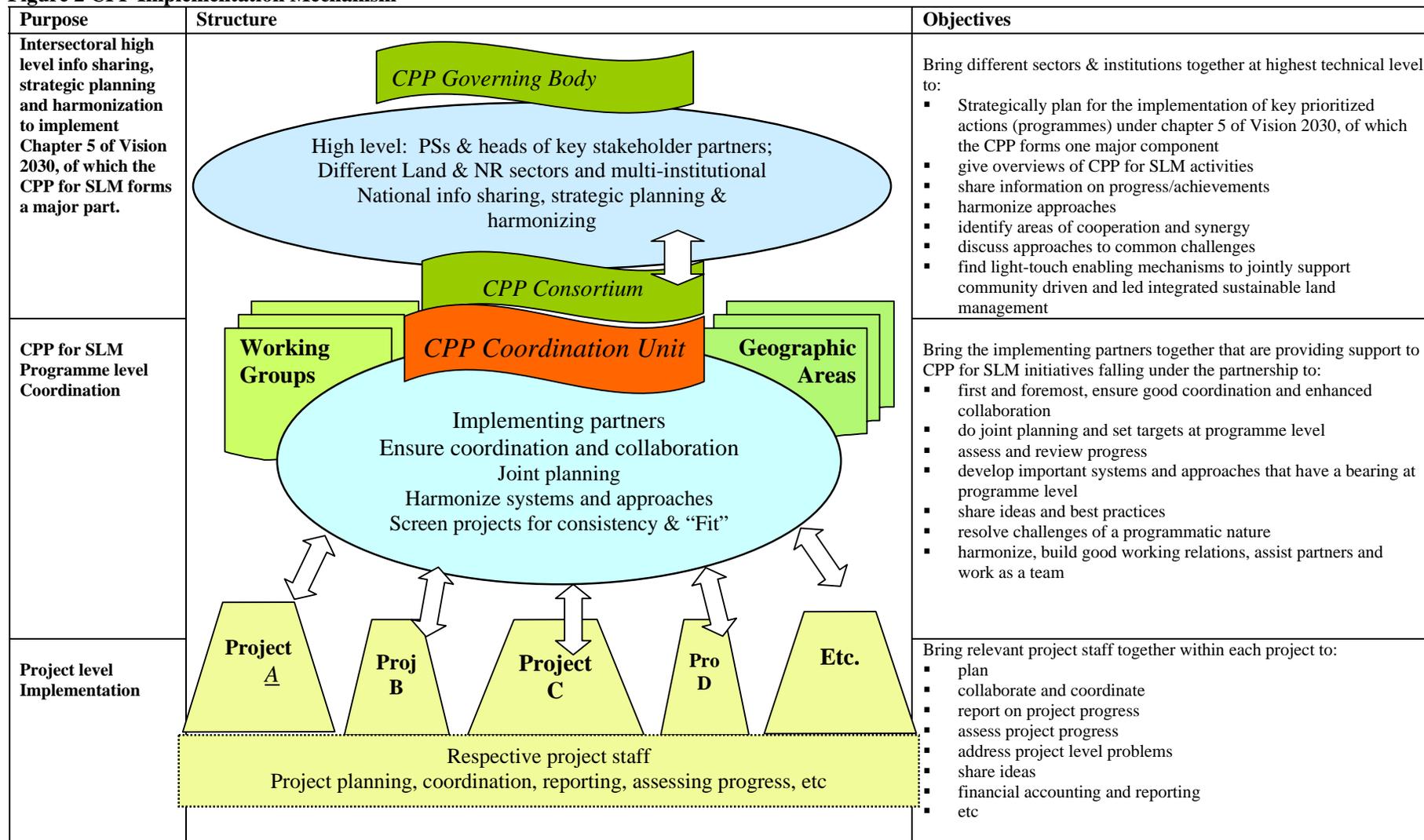
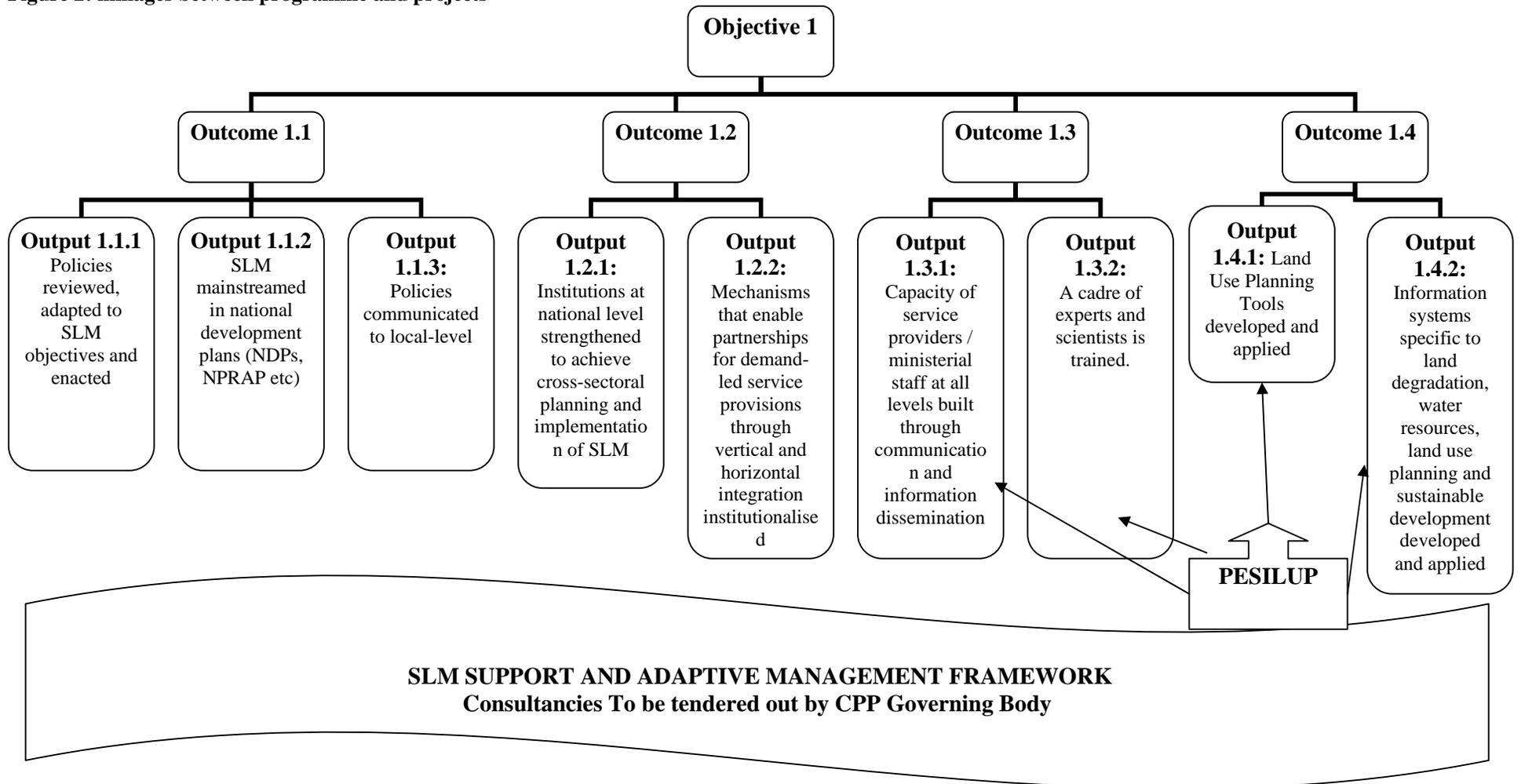
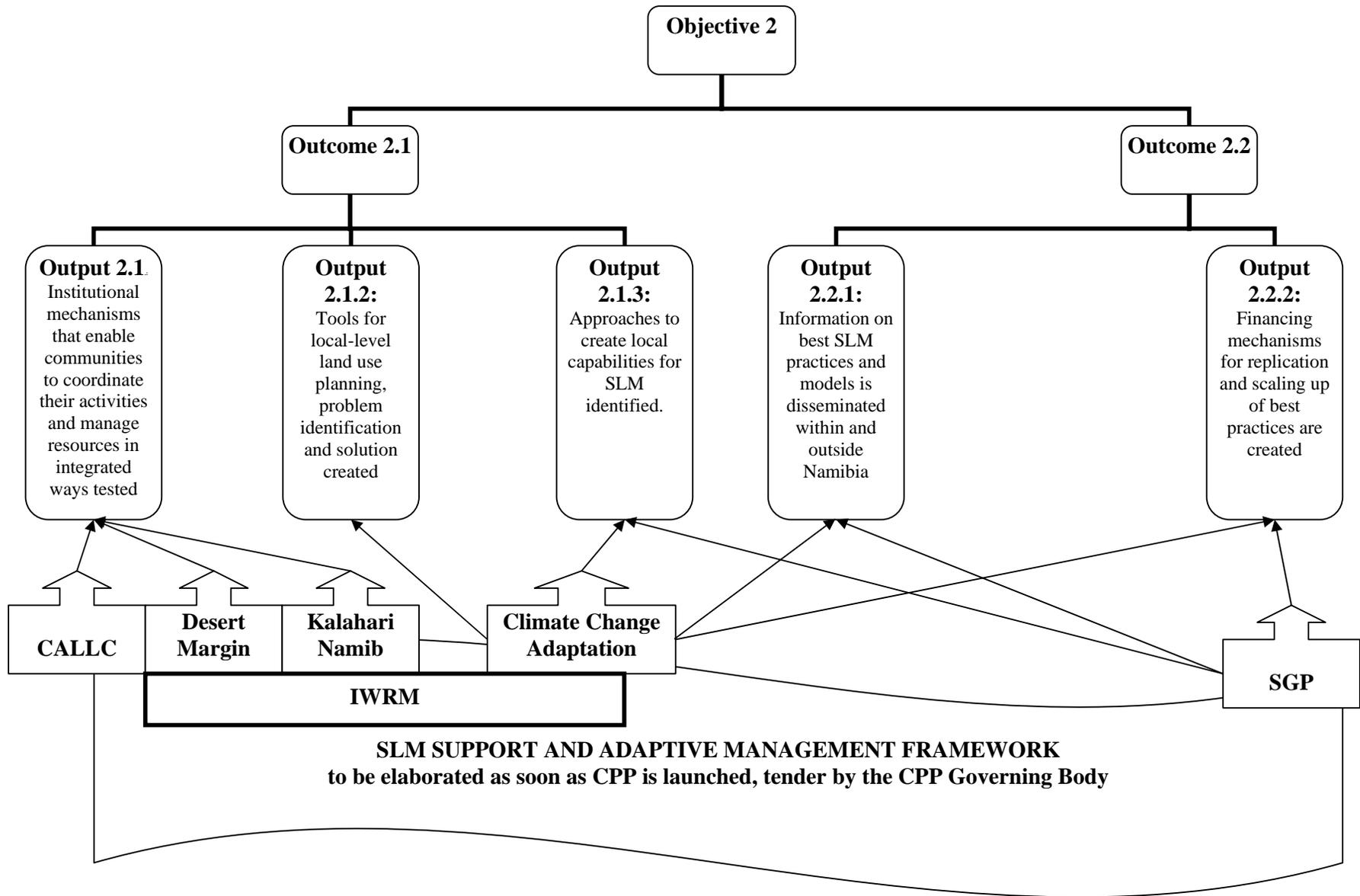


Figure 2: linkages between programme and projects





**ANNEXES (files attached)**