1. Country and Sector Background

National development goals
Namibia has a medium-term vision to transform itself from a developing lower-middle-income country to an industrially developed high-income country by the year 2030. The Government of the Republic of Namibia’s strategy to achieve this vision is guided by the “Namibia Vision 2030 Policy Framework for Long Term National Development” - a broad, unifying “targets list” that serves to guide five-year National Development Plans (NDPs). NDP 2’s (for 2001/02 – 2005/06) key targets address poverty reduction, the bringing of sustainable development to rural areas, the provision of health services to the majority of the population and the strengthening of human capital. Importantly, NDP 2 includes, for the first time, a volume dealing specifically with regional development issues - the Regional Development Plans.

Decentralization to strengthen regional and local development
Since Independence, Namibia has made slow but progressive efforts to move away from a very nationalized approach – rooted in the apartheid regime - toward decentralization. Volume two of
NDP 2 on regional planning and development identifies specific objectives such as strengthening capacity building at the regional level, ensuring effective decentralized regional planning based on participatory approaches and optimizing the use of regional potentials.

However, the current situation in Namibia demonstrates that there is a gap between these guiding policies and strategies and the economic, environmental and institutional reality in the country: decentralization progress has been much slower than anticipated; poverty levels are still very high (about 56 percent of the 1.83 million Namibians have been designated as poor or very poor); national economic growth is heavily dependent on one resource-based activity, the mining industry, with minimal opportunities for creation of employment and benefits for the rest of the economy and potentially negative environmental impacts; and the divide between rural and urban, northern and southern regions, and rich and poor persists and is even growing.

**Namibia’s coastal zone**

The entire 1,500-km Namibian coast is a hyper-arid ecosystem, from the Kunene River on the northern border to the Orange River on the southern border. The Namib Desert runs along the whole length of the coast, extending beyond the Orange River into the northwestern corner of South Africa – an area known as the Richtersveld – and beyond the Kunene River into the southwestern corner of Angola. Much of the coast consists of sandy beaches with isolated outcrops, although there are also significant lagoons, estuaries and riverbeds present on the coast. Because the region, which is isolated between the ocean and the escarpment, is considered to be a constant island of aridity surrounded by a sea of climatic change, it has remained a relatively stable center for the evolution of desert species. Therefore, the Namibian coastal habitats, together with the Succulent Karoo biome of the southern Namib Desert, hold significant and unique biological and ecological diversity, including uniquely adapted plants and animals, rich estuarine fauna and a high diversity of migratory wading and seabirds.

The Namibian coastal ecosystems are extremely fragile and can easily be disturbed by human activities. Although the coast has been relatively inaccessible to date and shows geographically very concentrated population densities, human pressures on the coast’s natural resources has been increasing over the past several years, highlighting the urgent need for sound coastal planning and management. The slow decentralization process has further complicated the situation, as regional and local authorities currently operate without a clear legal framework and with overlapping mandates and limited funds. Regional Councils, local authorities and line ministries’ field staff lack the human, technical and financial capacity to undertake their duties as currently defined.

Namibia already has a range of sectoral policies and strategies that deal with natural resource management, biodiversity and other coast-related matters. However, planning, implementation and assessment of coastal zone issues are currently fragmented and under the authority of several line ministries. There is also generally insufficient information available about the environmental and economic situation of the Namib coast and the four administrative coastal regions and their contribution to national and regional development. This lack of information has resulted in the absence of a common vision for all stakeholders about the sustainable use of biodiversity and coastal zone resources. The vertical and horizontal interface between local and regional, and
regional and national decision-making, as well as coordination between regions, is currently weak or non-existent.

Government strategy toward sustainable development of the coast

The Project is part of the Government of Namibia’s efforts to implement its National Biodiversity Strategy and Action Plan and to address local, regional, national and global environmental priorities. The Project also follows Namibia’s Action Plan to Combat Desertification, as submitted to the Convention to Combat Desertification, and Integrated Coastal Zone Management\(^1\) is expected to be included among the identified priority themes. A few other complementary donor-funded projects and programs aim to conserve coastal and marine biodiversity in and outside biodiversity hotspots and conservation areas, and to strengthen capacity to accelerate and improve the decentralization process.

The following three areas present key gaps, for which the Government seeks support:

(i) \textit{Environmental legislation}

There is no modern legislation in force on integrated water management, biodiversity conservation/protected area management or environmental aspects of mining, although draft laws are under consideration. A major long-awaited piece of legislation, the draft \textit{Environmental Management and Assessment Bill}, would incorporate Environmental Impact Assessment procedures into Namibian law. However, it is not clear how far the Bill’s provisions would apply to sectoral coastal projects that could threaten Namibia’s coastal integrity, and there is no indication of whether the Bill will provide for strategic environmental assessment of relevant policies and plans in line with international best practices (e.g. under the Convention on Biological Diversity). NACOMA will support a legal and policy review and potential adjustments to and harmonization of legislation through Component 1 (see below).

(ii) \textit{Decentralization progress}

Despite the slow progress to date, the government continues to officially reconfirm its commitment to advancing its decentralization agenda, with the ultimate goal of devolution. Shortfalls in the decentralization process include the fact that only a few planning officers have been recruited and Line Ministry Action Plans pertaining to the decentralized functions of the relevant Ministries still have to be developed and implemented (e.g. the Ministry of Environment and Tourism). Therefore, it is not surprising that environmental concerns are currently poorly incorporated in the Regional Development Plans, and that environmental planning and management are proposed but in practice still absent. It is for this reason that the Government of Namibia strongly supports the unique and timely contribution of NACOMA to help empower previously disadvantaged Namibians and facilitate the decentralization of natural resource management and biodiversity conservation through a comprehensive coastal management policy process and a concurrent institutional and capacity building of the regional and local government machinery, its partners in civil society and other associated players.

(iii) \textit{Institutional framework for Integrated Coastal Zone Management}

Starting from a small Integrated Coastal Zone Management project in the Erongo Region, the four coastal Regional Councils established an Integrated Coastal Zone Management Committee

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\(^1\) In the context of the NACOMA Project, Integrated Coastal Zone Management is understood as fully compatible with the Convention on Biological Diversity’s definition and principles of Integrated Marine and Coastal Area Management (IMCAM).
to develop a common approach toward sustainable development of the coastal zone, share lessons learned and seek inter-regional synergies. The Committee builds on a governance structure of National Council, Regional Council, local authorities and Council of Traditional Leaders. It co-exists with other structures for cooperative management and sustainable utilization of shared border rivers. At sea, the Benguela Current Large Marine Ecosystem Programme is at present investigating the need for and feasibility of a Benguela Current Commission, which could provide for synergetic linkages to the Integrated Coastal Zone Management Committee. However, the current Committee lacks technical and financial capacity and a clear political and functional mandate. NACOMA will strengthen this entity substantially through a strong enabling environment, targeted capacity building and targeted membership (through Components 1 and 2), in order to create a sustainable and well-connected coastal zone management institution to spearhead conservation and sustainable use of biodiversity.

2. Objectives

The Project development/global objective is: Conservation, sustainable use and mainstreaming of biodiversity in coastal and marine ecosystems in Namibia strengthened.

Higher level objectives to which the Project contributes

The Project will contribute to the objectives of the Namibia NDP 2 and Vision 2030, including crosscutting issues such as enabling capacity building of stakeholders and institutions, and, most importantly, environmental sustainability. In particular, the Project will support efforts under NDP 2 to mainstream biodiversity conservation and sustainable use in the emerging decentralization process by developing the relevant institutional capacities of regional and local government as well as key national level players.

While there is no Country Assistance Strategy for Namibia at present, the NACOMA Project is in line with the draft World Bank’s Country Economic Memorandum framework as it contributes to the dialogue between the World Bank and the Government of Namibia, promotes the building of capacity among national and local governments and broadens the income base within the coastal regions. NACOMA corresponds to the World Bank Africa Region’s strategic directions for coastal and marine environmental management, as it acts to remove barriers to conservation of fragile coastal and marine ecosystems through adaptive management, learning and information sharing, strengthening the institutional core and improving the quality of life of local communities.

The activities of the Project are fully consistent with the priorities of the Global Environment Facility Operational Program 2 (OP2) for Coastal, Marine and Freshwater Ecosystems. Specifically, the Project is compatible with OP2’s opportunities to promote the conservation and sustainable use of biological diversity of coastal and marine resources under threat, and to promote the conservation of biodiversity and sustainable use of its components in environmentally vulnerable areas. The Project follows guidance from the Conference of the Parties of the Convention on Biological Diversity, as it addresses in situ conservation and sustainable use of biodiversity and, more importantly, multiple-use, system-oriented modes of coastal ecosystem management principles. NACOMA will provide a framework to address some

3. Rationale for World Bank Involvement

The World Bank, acting as the Global Environment Facility’s Implementing Agency and having solid experience with Integrated Coastal Zone Management Projects worldwide, has been requested by the four coastal regions (represented by the Integrated Coastal Zone Management Committee), the Ministry of Regional and Local Government and Housing and the Ministry of Environment and Tourism to provide support to national and regional strategic efforts toward the development and implementation of decentralized biodiversity and coastal conservation, inter-sectoral cooperation and coordination.

The World Bank’s involvement in Namibia has been focusing on providing technical assistance to support the Government’s efforts to reduce poverty, to support decentralization and local development, to analyze various sources of growth and to identify suitable options to strengthen human capital development, including knowledge management. Of relevance for the NACOMA design have been the World Bank's successful experiences as lead agency of a multi-donor initiative supporting the Government of Namibia with the development of a strongly participatory and high-quality White Paper on National Water Policy and Water Resources Management Bill.

The continuous environmental dialogue between the World Bank and the Government of Namibia on the management of its highly valuable natural resources, and in particular its environmental assets, has already led to the preparation of two other World Bank/Global Environment Facility supported operations. Other environmental support to date includes Global Environment Facility Focal Point support and technical assistance for targeted environmental studies. In addition, the World Bank has been requested to provide support for Economic Sector Work on identifying best land management practices for environmental sustainability. It has also supported, through the World Bank Institute, a Global Environment Facility International Waters pilot initiative, “Distance Learning Information Sharing Tool” (DLIST), which aims to facilitate knowledge sharing, make available distance learning options in Integrated Coastal Zone Management, identify linkages and strengthen stakeholder communication and ground level institutions mainly related to the Benguela Current Large Marine Ecosystem and associated coastal areas. Finally, specific capacity-building synergies are expected between the NACOMA Project and the World Bank’s Sub-National Government Project that is currently under preparation.

4. Description

As a result of the Project, targeted enabling conditions, in particular those related to mainstreaming into coastal management and development planning at the national, regional and

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2 These are the Integrated Community-based Ecosystem Management (ICEMA) Project, launched in November 2004, and the Promoting Environmental Sustainability through Improved Land Use Planning (PESILUP) Project, currently under preparation.
local levels, will be put in place to ensure a strengthened network of coastal and marine conservation areas and their sustainable management.

Below is a summary of the four interlinked components and sub-components of the NACOMA Project:

**Component 1: Policy, Legal and Institutional Framework for Sustainable Ecosystem Management of the Namib Coast**

**Sector issue addressed**

The objective of this component is to fill the current gap for mainstreaming of biodiversity conservation and management into policy, legal and institutional structures affecting the sustainable development of the coastal zone. Such a policy should fall within existing national, regional, local and sectoral frameworks, i.e. Vision 2030, NDP 2, Regional Development Plans, the National Biodiversity Strategy and Action Plan and the National Program to Combat Desertification, all of which call for sustainable development of the coastal zone of Namibia. This component focuses on enhancing Namibia’s policy, legal and institutional framework resulting in the development of a coastal zone policy, a formal White Paper, that sets out the rationale for a national coastal policy, comprising a common vision for Namibia’s coast, policy context and objectives and strategies for implementation based on the principles of biodiversity conservation and integrated coastal zone management. The Namibia Coastal Management White Paper will provide an overarching and comprehensive framework to support integrated planning and decision-making affecting coastal lands and waters, based on the carrying capacity of the Namibian coast as a whole. It will be based on a highly participatory approach involving the identified stakeholder groups in multiple consultations and meetings.

**Sub-components**

**I.1. Review of Existing Laws and Support for Appropriate Legislation**

This sub-component will support a review of and appropriate amendments to existing legislation, from which respective ordinances derive mandates to set regulations for coastal zone management and enhance their harmonization consistent with principles of Integrated Coastal Zone Management and with results from sub-components I.2 (clear definition of jurisdictional areas for these line ministries, see below). Importantly, this sub-component will provide the Ministry of Environment and Tourism with targeted support and technical assistance in establishing the scope and process of measures related to National Environmental Impact Assessment, which is a critical instrument to enable and support Integrated Coastal Zone Management and mainstreaming of biodiversity.

**I.2. Clarification of Institutional Mandates**

This sub-component will provide institutional and to a certain extent legal input to support a shift from nationalized to regional and local management of biodiversity and coastal resources through their mainstreaming into the ongoing decentralization process. The clarification of institutional mandates will be particularly relevant for the Integrated Coastal Zone Management Committee, which could potentially be the lead structure to facilitate mainstreaming of coastal biodiversity conservation management and sustainable use into sectoral policies and actions.
I.3. Development of Policy Framework
Based on sub-components I.1 and I.2, this key sub-component supports the development of a highly participatory national coastal vision and Integrated Coastal Zone Management policy framework, the Coastal Management White Paper, to guide national, regional and local planning and management processes in terms of principles, objectives, and substantive content relating to coastal resource conservation, development planning, socio-economic issues, and enforcement. Emphasis will be placed on providing access to benefits from coastal resources for local communities (including tourism activities and other economically beneficial developments such as aquaculture and fisheries), while enforcing the protection of areas of national and global interest, including wetlands and fragile watersheds. It will facilitate the Government of Namibia’s commitment to Integrated Coastal Zone Management by providing basic principles and components to integrate into future National Development Plans and associated Regional Development Plans, consistent with the goals of Vision 2030. The sub-component includes the organization of a series of broad-based stakeholder consultations and facilitator workshops.

I.4. Development of Coastal Profiles
Through the participatory development of regional coastal profiles, this sub-component will further bridge the knowledge gap about socio-economic, environmental and biodiversity conservation and development issues and their inter-related linkages. These profiles will in turn be used as a basis mainly for local, regional but also for national decision-making processes, relevant for mainstreaming biodiversity conservation and will feed back into the State of Environment Report and National Resource Accounting efforts. The profiles will be published, reviewed, endorsed and up-dated on a regular basis by the Regional Councils.

Component 2: Targeted Capacity-Building for Coastal Zone Management and Biodiversity Conservation

Sector issue addressed
Capacity building has been identified as one of the main bottlenecks for sustainable development in Namibia. Moreover, it is widely recognized that the lack of capacity at the national, regional and local levels for biodiversity conservation and sustainable use, including its mainstreaming, stems from (i) a shortage of qualified staff and restricted budget for additional positions; (ii) limited resources and time for training activities; (iii) uncoordinated sectoral efforts; (iv) the slow decentralization process; (v) limited understanding of coastal biodiversity and linkages to development planning and management; and, finally, (vi) weak and fragmented communication channels between the various stakeholders. This component will fill the capacity gap at the local, regional and national levels in support of integrated coastal zone management biodiversity conservation and sustainable use, including mainstreaming of coastal biodiversity and resources into development planning and key economic activities.

II.1. Training for Integrated Coastal Zone Management
Based on the results from sub-component I.1 and I.2, and the available training needs assessment for regional, local and national government (mainly the Ministry of Environment and Tourism), this sub-component will partner with other initiatives to provide cost-effective training to the identified stakeholder groups (Integrated Coastal Zone Management Committee, Regional Councils, Local Authorities, line ministries). Finally, this sub-component will provide targeted support to the Ministry of Environment and Tourism’s efforts to mainstream and decentralize biodiversity management by strengthening specifically local and regional delivery mechanisms.

II.2. Biodiversity Monitoring and Evaluation Mechanism
This sub-component will involve the review of existing biodiversity Monitoring & Evaluation systems, assessment of coastal and marine biodiversity data and information gaps and needs. Further, it will support the development or up-grading of a cost-effective, accessible and sustainable method for a long-term coastal and marine biodiversity Monitoring & Evaluation system linked to other national environmental monitoring efforts and the coastal profiles.

II.3. Coastal Biodiversity Knowledge Management
This sub-component has two sub-objectives: One is to develop a knowledge management mechanism (network), led by the Integrated Coastal Zone Management Committee, to allow stakeholders to share information (e.g. on management plans, interventions, mainstreaming opportunities, meetings, training), including feedback loops for inter-sectoral, vertical and international sharing of lessons and best practices related to Integrated Coastal Zone Management and mainstreaming coastal biodiversity management into development planning. Second, an action-oriented communication strategy will increase environmental awareness among all key target groups and communicates to facilitate ownership and full public participation in the Coastal Vision and White Paper development process.

Component 3: Targeted Investments in Critical Ecosystems for Biodiversity Conservation, Sustainable Use and Mainstreaming

Sector issue addressed

This component uses targeted investments and activities to address on-the-ground gaps in coastal biodiversity conservation and sustainable use throughout the Namib coastal and marine ecosystems rooted in under- and un-protected biodiversity hotspots. These activities will be complemented by the Ministry of Environment and Tourism’s National Protected Area Project (SPAN), which addresses management and sustainability issues in targeted national terrestrial parks. The Project, through this component, will focus on a combination of coastal and marine biodiversity priority sites: (i) terrestrial coastline hotspots that are currently under-protected or un-protected including Ramsar sites and other wetlands of biodiversity value that lack tools for management; and (ii) the creation of marine protected areas; though none currently exist, they are urgently needed and other unprotected islands and near-shore sites.

Sub-components

III.1. Coastal and Marine Biodiversity Management Plans
This sub-component includes a participatory review, update and development of management plans for key biodiversity priority conservation sites and their buffer zones (e.g. Skeleton
coastlines, Ramsar sites, future Marine Protected Areas sites), in line with recommendations on the appropriate financial and institutional mechanisms and capacity development needs emerging from Components 1 and 2. Further, this sub-component aims to support the creation of new protected areas (e.g. three Marine Protected Areas and Walvis Bay Nature Reserve). In order to increase functioning biodiversity conservation management in priority coastal areas, demarcation and gazetting of these sites will be supported.

III.2. Implementation of Priority Actions under the Management Plans
This sub-component will support implementation of reviewed and up-dated or new management plans through targeted investments related to biodiversity conservation and rehabilitation, and to sustainable use activities linking biodiversity conservation with economic development and benefits for the local coastal communities in and outside identified hotspots. It prioritizes sustainable use activities with high potential for piloting, testing and learning. Targeted and site-specific investments that are eligible for funding under the NACOMA Project (providing global environmental benefits in addition to local ones) have been identified during preparation.

Component 4: Project Management and Performance Monitoring

Sector issue addressed
This component reflects the incremental need for an operational project coordination structure.

Sub-components

IV.1. Project Office and Management
This sub-component will support the recruitment of (i) a full-time Project Coordinator responsible for overall coordination and implementation; (ii) a full-time Administrative Assistant; and (iii) a part-time M&E Specialist and two technical advisors for coastal zone planning and management. Procurement and financial management functions will be outsourced to reduce PMU costs and administrative requirements, but final arrangements are subject to a detailed assessment before and during appraisal.

IV.2. Project Reporting and Information
This sub-component will include performance and impact monitoring, evaluation of Project progress and Monitoring and Evaluation reporting, all responsibilities of the Project Management Unit.

5. Financing

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FRANCE: DECENTRALIZATION AND IT SUPPORT TO RC 0.8
MULTI: BENGUELA ENVIRONMENT FISHERIES INTERACTION & TRAINING (BENEFIT) PROGRAM 0.4
GERMANY: GTZ BIODIVERSITY AND DESERTIFICATION IMPLEMENTATION SUPPORT 2.0
MULTI: SUCCULENT KAROO BIODIVERSITY ASSESSMENTS AND MANAGEMENT TOOLS (SKEP) 1.0
JAPAN: SUSTAINABLE DEVELOPMENT FUND (JSDF) 1.95
Total 60.69

6. Implementation

The NACOMA Project, which will be implemented over 5 years, is designed based on a flexible and adaptable approach to institutional arrangements. Below are the Project’s implementation arrangements, which will be reviewed and finalized during Project appraisal and adjusted at mid-term.

i. A manageable Project Steering Committee shall be established for the Project, which will build coordination and communication between key sectors at the national level and between national and regional governments, and support the ongoing decentralization of relevant functions to Regional Councils. The Steering Committee will include only members with existing legal powers and duties and is thus a tool for more effective coordination and targeting at the coastal zone, rather than a new bureaucracy. Until mid-term, members would include:

- A high level representative from the Ministry of Environment and Tourism (Chair), the Ministry of Regional and Local Government and Housing, the Ministry of Fisheries and Marine Resources and the Ministry of Mines and Energy. Representatives of the Ministry of Agriculture, Water and Rural Development and the Ministry of Water, Transport and Communication should also be included, probably following mid-term;
- A high level representative from each Regional Council to ensure parity and strong regional participation; and
- A representative of the NACOMA Project Management Unit, which will function as the secretariat of the Steering Committee.

ii. Project Management Unit: The Project Management Unit, which will report to the Steering Committee, will be hosted by the Integrated Coastal Zone Management Committee Secretariat based in the Erongo Regional Council offices. The Project Management Unit will consist of (i) a full-time Project Coordinator responsible for overall coordination and implementation; (ii) a full-time Administrative Assistant; and (iii) a part-time M&E Specialist and two technical advisors for coastal zone planning and management. Procurement and financial management functions will be outsourced as noted above.

The Project Management Unit’s mandate is to implement Steering Committee decisions including delivery of funds to selected activities.

Its main functions and tasks are related to:

(i) Operational Project coordination, cooperation and management;
(ii) Project monitoring, auditing and reporting, including budget matters;
(iii) Development of annual work plan; and
(iv) Secretariat of the Steering Committee.

iii. The Integrated Coastal Zone Management Committee as an advisory body: Under NACOMA, the Committee’s role and function will be reconstituted with high-level endorsement. Its membership will include:

- Non Governmental Organizations, co-opted members (e.g. National Protected Areas Project, Benguela Current Large Marine Ecosystem Programme, etc.) and potentially a representative from the private sector to ensure coordination;
- Line ministries through a technical Integrated Coastal Zone Management focal point in each ministry; and
- Regional Councils through a nominated “Regional Council coastal zone focus point” for each region.

Through enhanced capacity building, training and a strengthened enabling environment (including implementation of the public awareness and communication strategy), NACOMA’s second half (after mid-term) is expected to create a regional sub- Integrated Coastal Zone Management Committee within the Regional Development Coordination Committee.

iv. Scientific Group on coastal biodiversity and Integrated Coastal Zone Management: Namibia currently has no formalized scientific coastal zone group of experts and institutions to provide information and guidance. Therefore, stakeholders expressed the need to formalize a Scientific Group by the time of Project effectiveness, to guide NACOMA implementation and facilitate access to and use of relevant data. The Project’s preferred approach is to channel scientific input through existing structures as far as possible, avoiding excess cost or bureaucracy. Potential members of the Scientific Group could include Namibian Long-term Ecological Research, the National Museum of Namibia, the National Botanical Research Institute, the Desert Research Foundation in Namibia, the Gobabeb Training and Research Centre, the University of Namibia and the National Marine Information and Research Centre. It is proposed to nest this scientific group within the Benguela Environment Fisheries Interaction and Training Programme and/or the proposed Benguela Current Commission, as the focus on marine/coastal issues is identical and because it would open up links to complementary research/resources/data in neighboring countries.

Monitoring and Evaluation

A Monitoring and Evaluation plan has been developed during Project preparation, and sufficient resources have been allocated in the Project budget under Component 4 to implement this plan. The Monitoring and Evaluation plan addresses both Project performance and impact and identifies key indicators, mid-term and end-term targets and responsibilities for data collection. The progress for each component would be measured by selected agreed indicators, which would be finalized at appraisal. The Project Management Unit, in particular the Monitoring and Evaluation specialist, will be responsible for regular project related data collection, analysis, management and reporting. Capacity building efforts will include on-the-job training for the
relevant staff of the Project Management Unit, Regional Councils, Local Authorities and Line Ministries involved in Project implementation.

NACOMA aims to build on positive feedback on the quality and use of the established Benguela Current Large Marine Ecosystem Programme’s Monitoring and Evaluation system and thus incorporate or link its coastal zone specific project data to the larger Programme’s meta database, if technically feasible. Details will be worked out during appraisal. Project related data might be further used to feed into the updating of the coastal profiles on an annual basis. Linkages to the communication action plan will be established to inform all key coastal stakeholders on a regular basis about project results, progress and identified issues through identified dissemination tools (e.g. DLIST, NACOMA newsletter, web page, media announcements, etc.).

7. Sustainability

The NACOMA design has been developed to integrate the main elements of sustainability at the national, regional and local levels:

i. Institutional sustainability: The Project will be executed through existing national, regional and local government structures and does not intend to create a new entity. Institutional sustainability will be achieved by a Project design that focuses on strengthening currently rather weak (in terms of environmental capacity) Regional Councils and the Integrated Coastal Zone Management Committee as well as targeted line ministries and Local Authorities if needed.

ii. Financial sustainability: The Ministry of Environment and Tourism and the Ministry of Regional and Local Government and Housing will both provide budget allocations related to Regional Council’s planning capacities and coastal zone management, and it is expected that this budget allocation will increase over and after the Project period. Through close coordination with municipalities, further increased local funding for environmental management of coastal urban centers is expected. Finally, two detailed environmental economic analyses, which are currently being finalized (one by National Protected Areas/ Ministry of Environment and Tourism for all National Protected Areas, and another by NACOMA/ Ministry of Environment and Tourism for the coast), indicate that the natural resource base is the first engine for growth and livelihoods on the coast, generating significant amount of resources. It is felt that sustainable management and conservation on the coast could be financially sustained if the rent coming out of the use of the natural resources and the ecosystem services on the coast could be better captured.

iii. Environmental sustainability: The achievement of environmental sustainability of fragile coastal ecosystems is at the center of NACOMA and cuts across the Project design. Environmental sustainability for Namibia’s coastal zone depends on the interrelation of an enabled institutional, policy, legal and financial framework, as well as on targeted investments focusing on rehabilitation and restoration of biodiversity sites and mainstreaming biodiversity conservation into local, regional and national development planning. The participatory process to develop and revise management plans for biodiversity hotspots is expected to facilitate bridging the gap between options for economic growth and biodiversity conservation. The Project’s Participation Plan and communication action plan will complement other efforts in the coastal regions on environmental impact and values. Its successful implementation is expected to
contribute to attitudinal and behavioral changes among coastal stakeholders as they will be enabled to better understand the direct and indirect value of the coastal biodiversity assets, the need for their protection and opportunities for their sustainable use.

iv. Knowledge sustainability: The involvement of the entire spectrum of stakeholders in the NACOMA Project will contribute significantly to achieve knowledge sustainability. Project related information outputs, such as the regional coastal profiles, are expected to feed into the State of the Environment Reports and form the basis of the Regional Councils’ environmental development decisions as reflected in the Regional Development Plans and National Development Plans. In addition, the institutional arrangements and partnerships with other initiatives are expected to contribute positively to a more sustainable information base and knowledge transfer.

8. Lessons Learned from Past Operations in the Country/Sector

The Project has been designed based on experience and lessons learned related to coastal zone management and biodiversity conservation. The Project has carefully taken into account experiences within the region and adapted strategic directions provided in the “Integrated Coastal Management in Sub-Saharan Africa: Lessons Learned and Strategic Directions”:

(i) Lack of enabling legal and regulatory frameworks together with significant constraints in human resource skills and institutional capacity have resulted in limited sustainability of operations targeting conservation and sustainable use of coastal biodiversity in Sub-Saharan Africa. Long-term effects have further been curtailed by ad-hoc approaches with narrow sectoral focus. Overlapping issues, jurisdictions and impacts of integrated coastal management require adequate institutions to guarantee the necessary interagency coordination and interaction. NACOMA will address these critical needs by i) supporting development of policy, legal and regulatory frameworks in Component 1; ii) promoting capacity building, in particular for integrated coastal zone planning, management and monitoring for the Regional Councils, Line Ministries and Local Authorities in Component 2; (iii) providing funds for urgently needed targeted investments to maintain key biodiversity values in priority sites in Component 3; and (iv) strengthening the Integrated Coastal Zone Management Committee to become a sustainable coastal zone entity.

(ii) Conservation operations targeting coastal resources in Sub-Saharan Africa have often been limited in scope, funding and commitment. Particularly in light of scarce financing options, partnership building and networking has proven to be significant in promoting conservation operations. The NACOMA Project addresses this issue by encompassing the entire coast. In addition, the Project has been developed in close coordination with the Benguela Current Large Marine Ecosystem Programme to complement sub-regional objectives with coastal priorities and activities, as well as with the Finnish and French support projects to advance the decentralization process and the United Nations Development Programme support for national protected areas.

(iii) Transparency in decision-making and public participation in program design have been critical for project success in Sub-Saharan Africa. Throughout the Project preparation process, NACOMA has sought to facilitate ownership and initiative by national, regional and local stakeholders through the Integrated Coastal Zone Management Committee, public consultations and information dissemination. Further, NACOMA has been cooperating with the follow-up initiative of the pilot DLIST, which has been used actively by Project stakeholders during the preparation process as an information platform for sharing ideas, experiences and documents. Future approaches to foster communication, coordination and learning by using DLIST services and others are now under discussion. A detailed Project Participation Plan is being as part of the Project preparation phase and will be closely linked to the communication strategy under component 2.

(iv) Availability of scientific data and information on which to base policy frameworks and management plans has been a major challenge for most Integrated Coastal Zone Management projects in Sub-Saharan Africa. The Project will support the establishment of a national coastal zone scientific group in which the main national research institutions are expected to participate. The main hosts of scientific coastal and marine data are currently the Benguela Current Large Marine Ecosystem Programme and the Benguela Environment Fisheries Interaction and Training Programme (Benguela Environment Fisheries Interaction and Training). The results of ongoing scientific assessments, in particular those related to the status of the coastal and marine ecosystems and biodiversity and impacts of offshore and on-shore mining and fisheries, will be made available to NACOMA and the proposed scientific group. The Project also plans to support the development of a joint database and coastal monitoring mechanisms. Other information, such as coastal data for the Erongo Region various land use plans and the COFAD report on potential Marine Protected Areas on the Namibian coastline, will be collected and made accessible to all stakeholders, and used to update the coastal profiles under Component 1.

Lessons from similar projects in Namibia

(i) The objective of the Danish Agency for Cooperation and Development-financed pilot Integrated Coastal Zone Management Project in the Erongo Region (1997-2000) was to achieve and maintain long-term sustainable economic and ecological development of the coastal zone through establishment of baseline data for resource management and fostering of the decentralization process within the Erongo Region. Its main driving force was to address environmental protection of the coast as an ecosystem, rather than focusing only on animal protection and fishing of protected species, as previous conservation efforts in Namibia had done. The project succeeded in bringing together stakeholders to pool ideas, knowledge and experiences to develop a draft vision for regional coastal management. One outcome was the creation of the Integrated Coastal Zone Management Committee in 1990. The project was also instrumental in raising awareness about the need to share information among the coastal regions. However, by the end of the project, inadequate integration of planning and resource management still prevailed, a situation that was seen as being partly caused by the lack of high-level support for the Committee as well as the fact that the decentralization process did not reach a stage where delegation of powers was actually transferred. Therefore, the final evaluation report recommended that any potential follow-up support would require clear operational structures of Regional Councils.
NACOMA design: The Project builds on the positive and critical lessons learned from the Danish Agency for Cooperation and Development-supported Integrated Coastal Zone Management Project in the Erongo region, which identified mainly the slow decentralization progress and the resulting shortage of qualified staff for environmental planning in the Regional Council as a key barrier for achieving Project objectives. NACOMA timeliness is demonstrated by the fact that (i) most planning positions in Regional Councils are being filled and organizational structures are being clarified, (ii) decentralization is progressing with some line ministries (e.g. the Ministry of Agriculture, Water and Rural Development) ready to launch an actual process over the coming months, (iii) Regional Councils are in the process of designating a responsible person as regional Coastal Zone Focal Point, and (iv) other complementary initiatives provide capacity-building to Regional Councils and the Ministry of Regional and Local Government and Housing. Further, lessons learned have been used to design flexible and adaptable Project implementation arrangements, a strong inter-sectoral Steering Committee with representatives from the regions, and the need and scope for capacity building and institution-building through two Technical Advisors (environmental planners) for the four regions.

(ii) Benguela Current Large Marine Ecosystem Programme: The regional United Nations Development Programme/Global Environment Facility Benguela Current Large Marine Ecosystem Programme (Angola, Namibia, South Africa), under implementation for about 2 years, aims to implement a Strategic Action Programme in order to assure sustainable use of marine resources in the Benguela Current Large Marine Ecosystem. The project will enhance the capacity of the region to understand and predict system dynamics and manage ecosystem impacts. A limited number of pollution and coastal zone activities are also included. Lessons learned of relevance for the NACOMA project are: (i) The task of setting up multi-lateral multi-stakeholder technical and advisory groups proved more time consuming than expected. (ii) A sustained communication and media campaign is essential to raise public awareness including high level political support for project activities and to provide the grounds for sustaining management interventions. Involvement of the entire spectrum of stakeholders is important, including decentralized levels of government and coastal communities. As an information-sharing platform accessible to all, DLIST has contributed significantly to that aim.

NACOMA design: The Project will build and expand on the Benguela Current Large Marine Ecosystem Programme’s experiences gained in Namibia: (i) The component 1 has been designed to provide realistic time budget for stakeholder consultations to establish the institutional and policy framework for Integrated Coastal Zone Management, the White Paper. (ii) The component 2 includes the development of a comprehensive communication strategy and action plan as well as capacity-building measures for local, regional and national stakeholders to use and adapt available information. (iii) Further, NACOMA will build on its initial (during preparation) and Benguela Current Large Marine Ecosystem Programme’s positive experiences with DLIST and use it as a major platform for information exchange and facilitation.

9. Safeguard Policies (including public consultation)

<table>
<thead>
<tr>
<th>Safeguard Policies Triggered by the Project</th>
<th>Yes</th>
<th>No</th>
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<tbody>
<tr>
<td>Environmental Assessment (OP/BP/GP 4.01)</td>
<td>[X]</td>
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Environmental. As small-scale physical works may be funded by the project, NACOMA is classified as an environmental safeguard category "B" project. As a consequence, an Environmental Management Plan was prepared by the recipient to ensure that the project’s on-the-ground activities (under component 3) are carried out in line with World Bank Environmental Assessment Policy OP 4.01 and similar Namibian Environmental Assessment requirements, and to ensure that all possible negative impacts are considered and mitigation measures are spelled out prior to the implementation of any on-the-ground activities. The NACOMA Environmental Management Plan was developed by a local consulting firm for the GRN on the basis of a preparatory workshop held in country in August 2004, where eligible on-the-ground activities were pre-identified, a review of documents relating to the NACOMA Project and World Bank policies, and consultations with key stakeholders from municipalities and regional government on the coast.

Social. Following comments made during Project preparation regarding the possibility of involuntary resettlement following the establishment of new protected areas, it has been concluded that the recipient should not prepare a special process framework to deal with such an event at this stage. It was further agreed that in the unlikely event where any activities would necessitate a process framework be included in the project, the Project’s Participation Plan could be supplemented with additional elements of a process framework, specific to the particular area in which access is to be restricted. These would consist of: (a) a process whereby compensatory measures will be formulated and agreed on for persons whose livelihoods are adversely affected; (b) grievance procedures; (c) legal/administrative procedures; and (d) monitoring arrangements. It was agreed that an additional item would be built into the Project Participation Plan and implementation arrangements; that would be a grievance or appeals process, with an agency identified to receive appeals (the Project Management Unit), in case there is a group of stakeholders that feels its interests are being curtailed by a restriction on access, and that the additional elements of a process framework should be formulated and agreed on. If the complainant will not be satisfied, he or she would then have recourse to a disinterested agency that has responsibility for protecting the rights of citizens in the area. Bank supervision should include a special effort to determine whether any such situations have emerged and, if so, whether they have been properly handled according to Bank Safeguard rules.

The NACOMA Project has been developed through an extensively interactive and inclusive dialogue between these key players, the Bank and other donors in the region through series of workshops, roundtables and discussion meetings. Stakeholders have contributed significantly to the definition of the Project’s intervention area, its components and their design, envisaged
outputs and activities to achieve the outputs, implementation and institutional arrangements and future Integrated Coastal Zone Management design and implementation. Wide and inclusive participation of stakeholders will also be sought and monitored during Project implementation, as described in the Project’s Participation Plan. Finally, the Project performance Monitoring and Evaluation system includes indicators to measure public perception and knowledge of ICZM issues as well as social impacts of the Project in the coastal area and around hotspots.

10. List of Factual Technical Documents

6. NACOMA Project Preparation Workshop, Swakopmund Namibia, 11-13 August 2004 (workshop proceedings).

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