

Updated Project Information Document (PID)

Report No: AB644

Project Name	NAMIBIA - Integrated Community-Based Ecosystem Management (ICEMA)
Region	Africa Regional Office
Sector	General agriculture, fishing and forestry sector (100%)
Theme	Biodiversity (P); Environmental policies and institutions (P); Land management (S)
Project	P073135
Borrower(s)	REPUBLIC OF NAMIBIA
Implementing Agency(ies)	MINISTRY OF ENVIRONMENT AND TOURISM (MET) Ministry of Environment and Tourism (MET) Address: Private Bag 13306, Windhoek, Namibia Contact Person: Dr. Malan Lindeque, Permanent Secretary Tel: +264-61-2842185 Fax: +264-61-284 2216 Email: mlindeque@met.gov.na, malan.l@mweb.com.na
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1. Country and Sector Background

The 1991 census data indicated that 67.6 % of the population (1,8 million) lives in the rural communal areas. Half of the total population is considered to be living below the poverty line. Rural communities depend almost exclusively on livestock and dryland-cropping and other related natural resource-based activities. Natural resource management and local, national and global environmental protection in Namibia involves a broad range of public (Government, mainly Ministry of Environment and Tourism (MET), Ministry of Agriculture, Water and Rural Development (MAWRD), Ministry of Lands, Resettlement and Rehabilitation (MLRR) and Ministry of Regional and Local Government and Housing (MRLGH) and private stakeholders (rural communities, NGOs, conservancies and private sector). Three inter-linked priority issues for these target groups need to be stressed: (i) Conservation and sustainable use of Namibia's biodiversity and resource base; (ii) Capacity for scaling-up Community-based Natural Resource Management (CBNRM); and, (iii) Livelihood options for rural communities.

Conservation and sustainable use of Namibia's biodiversity and resource base

Namibia's ecosystems provide essential life sustaining services (food, fibre, medicine, tourism opportunities, shelter, etc.) and vital genetic material (required to enhance domestic crop and livestock species). Direct and indirect use (crop cultivation, woodlands, drylands, wetlands and marine fisheries; non-consumptive tourism and trophy hunting) of Namibia's biodiversity contributes to an estimated 40 % of the Gross Domestic Product (GDP). The most important wild products include: meat, thatching grass, medicinal products and veld foods (from nuts, fruits, leaves, roots and bark), firewood, wood for construction and woodcarving. Wildlife harvesting represents the base of subsistence economies in rural areas (an estimate of 33 % total household consumption in rural areas comes from wild foods). These livelihood options depend greatly on the ecosystem characteristics.

The greater part of Namibia consists of arid and semi-arid rangelands with little to no permanent surface water. These areas, while being less diverse, support the megafauna such as wildebeest, buffalo, giraffe, zebra, oryx, kudu, eland, hartebeest, springbok, etc. and their associated large predators, including lion, cheetah and hyaena. Other areas have particularly high proportions of endemic species, endemic to both the southern African subregion and to Namibia. The southern African endemics are part of the so-called “south-west arid” zone, which encompasses the Kalahari ecosystem. Nowadays, Namibia’s arid savanna systems and dry woodland areas have reverted to savanna-type systems as a result of land degradation processes and extensive deforestation. The results of increasing bush encroachment, soil erosion and soil salinization are causes of economic loss and escalating poverty through declining agricultural production and a loss of food security. Namibia's northern areas contain highly diverse ecosystems, particularly at the interface of wetlands, riparian belts and dry woodlands. They support important populations of globally threatened species, including desert elephant, wild dog, wattled crane and slaty egret. It can be assumed, that these areas that have the highest human population and livestock densities and that have been subject to extensive land clearing are those that have suffered the highest losses in biodiversity.

While 14% of Namibia has been set aside as state-controlled parks and reserves, the protected area network is heavily skewed towards the Namib biome, leaving savannas, woodlands and Karoo biome badly underrepresented (only 4 of 13 vegetation types are comprehensively protected). Further, entire vegetation types are wholly unprotected and face imminent threat of degradation from the growing needs of Namibia’s human population. However, currently 17 registered conservancies are adjacent to Protected Areas (PA) and thereby increasing the viability of these PAs. Most of the valuable forests are found in the north of the country and are situated on communal land. Forests constitute an important resource for rural communities because of their wood products, habitat and potential role in providing locations for community-based tourism. Overexploitation of forests and uncontrolled cutting of trees for various purposes in the North is prevalent and woodland is cleared for shifting cultivation. State regulation of wildlife and forest products is extremely difficult to enforce due to large distances from administrative centers and lack of government resources.

The three main land/resource use activities which impact the sustainable management and use options for the key Namibian ecosystems are (i) livestock keeping, (ii) wild natural resource use, and (iii) community tourism activities. Without an integrated ecosystem management planning framework, human settlers and livestock may compete with wildlife for sparse sources of water and grazing in highly fragile ecosystems that could most appropriately be managed and sustainably utilized as for example wildlands for Namibia’s rapidly growing high value ecotourism market.

Government strategy:

Namibia is one of very few countries in the world that enshrines the concept of environmental protection in its Constitution. Article 95 (1) of the Constitution states the following: “The State shall actively promote and maintain the welfare of the people by adopting policies aimed at the following: Maintenance of ecosystems, essential ecological processes and biological diversity of Namibia and utilization of living natural resources on a sustainable basis for the benefit of all

Namibians, both present and future”. A key part of the government's environmental and biodiversity strategy in rural Namibia is the development and implementation of the National CBNRM Program, for which the Ministry of Environment and Tourism is the lead agency. The National CBNRM Programme is an important mechanism for implementing the goals and policies of the Government of Namibia to fulfill the constitutional obligation of utilizing natural resources for the benefit of all Namibians including those living in rural communities and who were previously disadvantaged. In particular, CBNRM offers the potential of extending biodiversity conservation and management beyond Namibia’s protected areas network while providing at the same time for corridors through which wildlife can also safely move from one PA to another. In many instances, biodiversity hotspots are being or potentially considered to be incorporated into emerging conservancies, while conservancies established adjacent to existing parks and/or protected areas (e.g. Etosha National Park) greatly expands quality habitats and seasonal movement patterns for fauna. These corridors for gene flow make provision for the maintenance of viable biodiversity rich populations not only within Namibia, but also across international boundaries between South Africa, Angola, Botswana, Zambia and Zimbabwe. Furthermore, the national CBNRM Program, has gained credibility within Namibia and is widely recognized and supported in its National Development Plan (NDP) II principles (2001).

Under MET's leadership, the national CBNRM Program responds to national development and (global) environmental priorities by:

- (i) supporting sustainable use and conservation of Namibia’s unique ecosystems and related biodiversity
- (ii) promoting appropriate land management schemes in an environment where availability of water and suitable rangeland as well as land degradation are the key limiting factors to sustainable management of scarce resources
- (iii) providing diversified livelihood strategies through responsibility over local resources, thereby addressing the root causes of threats to unsustainable resource and ecosystem management, and
- (iv) promoting participatory, accountable and democratic systems of local and regional governance.

Capacity for scaling-up CBNRM

The institutional structures at national, regional and local level responsible for natural resource management show insufficient capacity to cope with the needs of the expanding conservancy network and to develop a short and medium-term strategy for ensuring long-term sustainability, strengthening and scaling-up successful CBNRM models. The dynamic expansion of the conservancy network together with the need to establish linkages of the CBNRM Program to the on-going decentralization process at regional level has become a critical political issue which requires a strategic adaptation and significant investments. Government and CBNRM support organizations will need an increasingly different set of tools, staff qualifications, organizational functions, monitoring systems, business opportunities and funding mechanisms to deliver results-oriented and cost-efficient services to conservancies. These issues, if not addressed quickly, might jeopardize the sustainability of the CBNRM approach marked by significant early well recognized success.

Government strategy:

The Ministry of Environment and Tourism's approach to address the growing needs of the increasing and more diversified CBNRM Program is based on several elements (i) streamlining and harmonizing policies and strategies and legal framework to CBNRM; (ii) delegation and outsourcing of non-core MET functions to Non-Governmental Organizations and other institutions; (iii) moving to more result- rather than process-oriented services; (iv) targeted training and capacity building of MET central and decentralized staff related to specific planning, management and monitoring tools; (v) developing a comprehensive and integrated CBNRM monitoring and evaluation program with linkages to public education, awareness and participation; and (v) establishing a sustainable long-term funding mechanism.

With regard to the latter, the Ministry of Environment and Tourism (MET) and its partner organizations recognized that the government's budgetary resources are limited and are being sought after by a large and varied constituency. These agencies concluded that the financing of environment and natural resources (ENR) activities cannot be met solely from the public coffers. The NDP1 identified the need for new and innovative financing outside of government control and specifically made provisions for the establishment of an Environmental Investment Fund to secure long-term financial support for the activities and programs designed to protect Namibia's fragile environment while contributing to its economic development. It aims to support the conservation and protection of environment and natural resource (ENR), preserve the national biological diversity and provide economic support to the poorest sectors of society. The EIF is expected to provide support only to projects and activities that actively demonstrate and support this concept. The EIF is expected to raise local revenues via the introduction of statutory fees as determined by the Act of the Parliament of Namibia. It is a statutory and independent entity outside the public service and has clear and separate roles and function from any GRN body or entity.

Livelihood options fur rural communities

Half of the population is considered to be living below the poverty line, and the top seven percent of the population account for 48% of national consumption. Income distribution is one of the most unequal in the world, with a Gini-coefficient of 0.7. The unemployment rate is between 35% and 40%. Malnutrition rates in many rural areas are among the highest in southern Africa. The national illiteracy rate in Namibia is officially 17%, but in some of the more remote areas targeted by this project it is estimated to be as high as 40%. Gender inequality manifests itself in different forms, including differential access to resources, inheritance structures favoring men, women's exclusion from decision-making processes affecting their lives, etc. Poverty and inequality are serious threats to sustainable development in Namibia. About 85 % of Namibia's poor households are in the rural and communal areas mainly in the northern regions. Rural communities depend for the most part on subsistence agriculture: limited dryland cropping and/or livestock farming to a certain extent extraction of forests and other plant materials. In addition to the natural unpredictable environment, distant markets limits the development of farming in communal areas and agricultural incomes are low and variable. Rural-urban migration is a frequent pattern as livelihood alternatives appear to be very limited. Livestock is the main agricultural activity but constraints to sustainable management of rangelands is due to a lack of secure and exclusive group land tenure, and most importantly to scarce surface water. Subsidies to communal and freehold livestock keepers (e.g. free water and fodder provision, drought subsidies, rent-free land, veterinary services, price support etc.) have put further pressure on

communal pasture resources and encouraged over-stocking in the communal areas as well as increase in bush encroachment. These factors led to an increasing diversification into wildlife management and small-scale tourism activities which intends to improve the livelihoods of rural communities and to create a valuable buffer against drought and unsustainable management of the limited resource base.

Government strategy:

The Government provides direct services to communities on communal land such as education, health, water, energy, housing and agricultural extension or transfer payments such as pensions as well as indirect services such as pricing of services, investment promotion, taxes and subsidies, and other macroeconomic incentives. In reality, these services are currently insufficient to cover the main needs of disadvantaged people on communal land. Rural poor communities need a greater access to education and participation in local development planning as well as share in the benefits from natural resource management (including wildlife management, tourism, forestry, fishery, and agriculture). NDP II restates that policies of decentralization and devolution of authority over natural resource management should be pursued from a point of view of poverty reduction because they tend to strengthen local-institutional capacity, increase participation of the poor, and stimulate local-level retention of benefits and cash incomes. Other means of poverty alleviation include promoting entrepreneurial drive and small-scale enterprise development; deregulating business environment to unleash absorptive potential of informal sector; and improving flexibility of the formal labor market to increase employment options and opportunities. The benefits of the CBNRM Program to the communal conservancies include an increase of income-generating benefits from rebounding wildlife, community-based tourism and other spin-off enterprises and newly established local democratic governance mechanisms and empowerment. However, the challenge for the Ministry of Environment and Tourism and other stakeholders remains the implementation of the NDP II targets including the development of a reliable impact monitoring over medium to long-term. In its CBNRM policy letter, MET outlines the key overlaps and synergies between other sector ministries. Furthermore, MET has developed strategic elements to focus more on the issue of sustainable use of natural resources in its CBNRM Program. It aims to improve the framework for investment incentives and partnerships with the private sector especially at the medium end of the community-based tourism market, which is expected to generate more local employment and income. Another challenge in Namibia remains implementation of land reform processes that aim to improve land tenure security in an equitable fashion. One aspect of that process involves the recently gazetted Communal Lands Reform Act, which in principle supports decentralized decision-making around land allocation and management. While it complements similar decentralization principles inherent in the CBNRM policy, the implementation of the Communal Land Reform Act may still be a lengthy process to ensure adequate engagement of communal land boards, traditional authorities, and other stakeholders.

2. Objectives

The **project development objective** is to promote community-based integrated ecosystem management that accrues socio-economic benefits, and prospect for benefits, to conservancies.

The **project global objective** is to restore, secure and enhance key ecosystem processes in

conservancies that increase the prospects to improve significantly the conservation of globally important biodiversity and to reduce land degradation in the country as a whole.

Background to the project

The project's on-the-ground activities will be targeted to communally managed lands represented through Namibia's "*communal conservancy network*". Therefore, the project also provides direct institutional support to the Ministry of Environment and Tourism (MET), which is the country's lead governmental agency responsible for guiding and overseeing the communal conservancy network under its "National Community-Based Natural Resource Management (CBNRM) Program" (see annex 2 for more details on CBNRM Program and communal conservancies). The CBNRM Program in Namibia is based on an initial policy and legal framework which grants rights over wildlife and tourism management and uses to communities on their lands once they are organized as "conservancies". Conservancies are multiple-use zones with legal status, registered with the authorities (Ministry of Environment and Tourism), where residents currently continue farming but collectively manage wildlife in order to benefit both from better natural resource management practice, and from capturing tourism revenues. A *communal conservancy* consists in setting aside part or all of the land of a given community with the intention to conserve and valorise wildlife through its sustainable consumptive and non-consumptive uses within ecosystem-related activities. The committees that run conservancies aim to be multifunctional, serving as management structures for natural resources utilization and benefit distribution. The establishment of communal conservancies is seen as a fundamental step in improving local management capacity and linking it to benefits for communities in communal areas, promoting sustainable environmental management and rural development. The changes associated with the National CBNRM Program are expected to impact differently on rural households depending on individual and communal factors like income levels, livestock wealth, tourism income, wild resource income, cash income, conservancy involvement, degree of common property management, employment and education as well as resource based factors.

The project targets registered as well as emerging communal conservancies (see criteria for project intervention sites and conservancy profiles in annex 17).

3. Rationale for Bank's Involvement

Over the past years, the Bank's continuous dialogue with Namibia focused on macro-economic policies, human resource management, natural resource management, HIV/Aids and strategic partnerships. A proposed Comprehensive Development Framework for Namibia was discussed in 2000. Efforts since then have built on this dialogue and provided the Bank with a sound knowledge of Namibian institutions, donor approaches and policy and regulatory framework. Supporting technical assistance provided by the Bank on water sector reform, capacity building, decentralization, education and sources of growth complement the project efforts and ensure consistency at macro-level.

Moreover, the Bank/GEF is playing a catalytic role to cover a wide range of issues relating to biological diversity and integrated ecosystem management at the communities level and to support cooperative partnerships between various stakeholders at governmental, non-governmental, community and donor levels. It aims to leverage additional resources throughout the first and potentially second phase of the project which will be of great importance to support the larger CBNRM framework and its implementation. The ICEMA Project builds on the principles and the objectives laid by the National CBNRM vision process, which was discussed with a broad range of CBNRM stakeholders including the MET in 2000 and takes a long-term holistic approach while targeting specific incremental activities within this larger framework. Assistance from WB/GEF will help to consolidate progress made thus far in CBNRM in Namibia, and bring longer-term stability in the program by enhancing MET's abilities in the fields identified. The GEF, associated to the French GEF support fills a serious gap in the current funding framework for CBNRM by providing the requested support to MET that no other donor is currently providing. So far, there exists a range of donor funded initiatives in conservancy development, community based tourism development and related fields, either directly through MET or NGOs. The principal support has thus far come through the USAID LIFE project and the EU-funded tourism development program. Further, the Bank's has increasing experience in, and ability to facilitate long-term, programmatic approaches to biodiversity and integrated ecosystem management, poverty alleviation and sustainable resource use. The Bank can build on its recent portfolio of programmatic community-driven development (CDD) projects in Africa which provides insight into adequate design and implementation of conservation and ecosystem management objectives, jointly with development efforts based on a participatory community-based approach.

4. Description

1. Project components: (see Annex 1)

WB/GEF provides incremental financing for the project's 4 inter-related components that together serve to consolidate, add value to and build on the previous achievements of the National CBNRM Program. It will foster the shift from traditional natural resource management (mainly wildlife) to an integrated ecosystem management approach in targeted conservancies thereby enhancing globally significant biodiversity conservation and reducing land degradation while at the same time providing increased income-generating activities. ICEMA will support targeted conservancies on communal lands complying with ICEMA's defined strategic criteria. The project also provides institutional support to the Ministry of Environment and Tourism (MET), which is the governmental lead agency responsible for implementing the National Community-Based

Natural Resource Management (CBNRM) Program.

Project components 1 "Ecosystem-based Income-Generating Activities" and 2 "Sustainable Ecosystem Management" support site-specific on-the-ground activities. Project component 3 "Targeted Institutional Support" focus on priority issues of the institutional, policy and financial CBNRM framework. All three components are expected to provide replicable lessons for the remaining conservancy network. Project component 4 "Project Management Support" aims to strengthen the capacity of the Ministry of Environment and Tourism to manage and supervise the project activities.

Component 1: Ecosystem-based Income-Generating Activities

This component is concerned with the sustainable use of natural resources and ecosystem services through provision of funds to communities for barrier removal to ecosystem-based income-generating activities that generate provide benefits to conservancies members. It specifically aims to:

- (i) provide resources for direct financing of demand-driven ecosystem-based income-generating activities,
- (ii) increase the viability of activities through tailored business planning, feasibility support, training and mentoring;
- (iii) promote mechanisms for equitable sharing of costs and benefits;
- (iv) develop and disseminate best practices for replication and up-scaling through monitoring and evaluation processes; and
- (v) contribute to improved participation in development planning processes at local and regional level.

The two closely inter-related *sub-components* are the :

a) Community-Funding Facility (CFF):

The sub-component focuses on the *delivery of sub-projects* (micro-projects) to eligible (see selection criteria in annex 20) registered conservancies. CFF funded activities will target a diversity of aspects related to wildlife, tourism, forestry, and multi-sector (e.g. non-timber forest products (NTFP) with emphasis on community ownership.

b) Capacity- Building and Technical Assistance:

This sub-component focuses on supporting the CFF through the following three activities:

- (i) disseminating information to eligible communities, with a view to *informing them of the CFF* and providing guidance on accessing the CFF.
- (ii) technical support *at the conservancy level for strategic business planning* as part of the conservancy ecosystem management planning process, including a mechanism for benefit sharing at the conservancy level.
- (iii) *facilitation support* for sub-project development which will include:
 - o technical support for subproject development.* Feasibility studies will identify and assess costs and benefits for new income-generating opportunities as well as to provide guidance based on marketing and management study results.
 - o implementation support* for subprojects consist of subproject in-built technical assistance (TA) for training and mentoring to further strengthen capacity of local stakeholders, and to

ensure desired quality and standards of subprojects;
o follow-up support for subproject management including management support and advice, knowledge management, and replication activities at local and national level.

Component 2: Sustainable Ecosystem Management

This component is concerned with restoring, securing and enhancing the biodiversity and ecosystem processes that support sustainable benefits to local communities on communal lands. The component will adapt its support according to national conservation priorities and the needs and current status of targeted conservancies. Some conservancies will only require basic support for the community based integrated ecosystem management planning and prioritization of activities, for developing methodological approaches for pilot activities, for designing an appropriate knowledge management plan. Whereas other conservancies, where there is a need and which have more capacity to plan and implement their plan, will benefit from an enhanced and more detailed approach.

The component provides funds and technical support to:

- (i) establish approaches for CBIEM planning including inventory and baseline assessment as needed in targeted sites;
- (ii) restore, maintain and enhance ecosystem services as part of the implementation of the management plans as needed in targeted sites;
- (iii) develop capacity for local monitoring and evaluation functions related to ecosystem management (including replication) as needed in targeted sites.

The three inter-related *sub-components* are the :

(a) CBIEM Planning:

The sub-component will support the development of 15 integrated conservancy management plans in targeted registered and emerging conservancies that will guide resource based management activities.

(b) CBIEM Implementation:

This sub-component focus on the implementation of site-specific key prioritized activities for ecosystem restoration, wildlife translocation and other ecosystem management activities as outlined in the CBIEM plan.

(c) CBIEM Monitoring and Evaluation:

This sub-component focus on

- (a) designing an adaptive and comprehensive CBIEM m&e methodology (socio-economic and environmental) for local level users and uses;
- (b) implementing m&e through support for data collection (tracker; aerial surveys, GIS) at local and central level;
- (c) providing training for local and central level stakeholders on m&e development and use.

Component 3: Targeted Institutional Support

The component aims to improve the MET's strategic planning, implementation, monitoring and replication capacity to promote, develop and implement the National CBNRM Program and policies in Namibia over the longer term. It will also provide institutional and operational support to selected conservancies.

The component is focusing on

- (i) strengthening MET's organizational framework for CBNRM;
- (ii) providing targeted training for MET's staff to support its leading role related to National CBNRM Program in place;
- (iii) reinforcing the MET to engage other sectoral ministries in the active support for CBNRM policies and the CBNRM Program implementation;
- (iv) facilitating the establishment of a sustainable financing framework for CBNRM;
- (v) providing direct institutional and operational support to targeted conservancies; and,
- (vi) developing and implementing a CBNRM knowledge management and communication strategy and action plan.

The three *sub-components* are:

(a) Policy and Organizational Review and Development:

This sub-component includes the following closely interlinked issues:

- (i) *CBNRM policy dialogue* (reviewing and enabling the priority legal framework; workshop support for improved inter-sectoral CBNRM policy coordination with other ministries);
- (ii) *CBNRM policy research* (identifying and funding of targeted CBNRM research issues to be undertaken or guided by a technical and scientific roster of experts);
- (iii) *CBNRM organizational review* (assisting MET to review its current National CBNRM strategy and institutional set-up with the aim to identify and implement a targeted training plan for MET's centralized and decentralized staff; further providing support to MET to formalize a CBNRM consultative forum to discuss policies issues, progress within the National CBNRM Program and associated activities and to share experiences);
- (iv) *CBNRM financial sustainability* (supporting the development of a sustainable financial framework including options to integrate the protocols used under the CFF under the Environment Investment Fund (EIF), assessments of the further use of the Game Product Trust Fund (GPTF), mainstreaming further funding for CBNRM into Government's budget, and development of a CBNRM cost-reduction strategy).

(b) Direct conservancy operational support (providing financial support for equipment and running costs as well as limited training and workshop budget for conservancy management needs).

(c) Knowledge Management:

The sub-component provides institutional support for

- (i) Training and technical assistance to MET staff to improve CBNRM scientific monitoring and evaluation activities and to further develop and adapt its central m&e system to the expanding needs of the CBNRM Program.
- (ii) Designing and implementing of a CBNRM knowledge management program (including a multi-media communication strategy and action plan outlining the communication tools, recipients and timeframe of actions; a CBNRM replication plan) for conservancies, central government and other stakeholders based on all National CBNRM Program and ICEMA project activities and achievements and lessons learned. A full economic study of the CBNRM Program will also be conducted.

Component 4: Project Management Support

The component aims to provide MET with the additional increased operational ability to manage and supervise ICEMA activities. French ICEMA co-funding to this component will strengthen the Project Office located in MET (attached to the PS office, see annex 13 for more details) expertise, implementation and delivery capacity by adding 4 technical experts with expertise (two national and two international) to the PO staff.

The two sub-components are:

(i) Project Office and Management: The sub-component provides the necessary infrastructure and training for the Project Office staff.

(ii) Review and Reporting. The sub-component enables the timely delivery of project reports according to the project implementation plan.

5. Financing

Source (Total (US\$m))

BORROWER/RECIPIENT (\$6.11)

US: AGENCY FOR INTERNATIONAL DEVELOPMENT (USAID) (\$10.29)

LOCAL COMMUNITIES (\$0.18)

EC: EUROPEAN COMMISSION (\$3.00)

FINLAND: MINISTRY FOR FOREIGN AFFAIRS (\$1.00)

FRANCE: FRENCH AGENCY FOR DEVELOPMENT (\$1.75)

GLOBAL ENVIRONMENT FACILITY (\$7.10)

GERMANY: KREDITANSTALT FUR WIEDERAUFBAU (KFW) (\$3.00)

Total Project Cost: \$32.43

6. Implementation

Project management: The Project Office (PO)

A Project Office will act as the project implementation support team. It will be attached the office of the Permanent Secretary MET. The Project Office's composition consists of 4 full-time and 1 part-time staff : (i) a Project Office Coordinator, responsible for overall coordination and implementation; (ii) a Procurement Officer; (iii) a Project Accountant, (iv) a Project Administrative Assistant; and (v) a part-time Monitoring and Evaluation Specialist.

Its main functions and tasks are related to :

- o Fiduciary obligations (including elaborating annual work plans and ensure their execution once approved; management of results-based disbursement from the Special Account; and ensuring compliance with agreed norms and procedures specified in grant agreement);
- o Day to day program coordination, communication and liaison with stakeholder groups and processing (including interaction with World Bank regarding project management and supervision missions);
- o Mobilization of backstopping;
- o Secretariat of the ICEMA Steering Committee;
- o Aggregate project monitoring, auditing and reporting (including contracting external auditors); and
- o Finalizing and proposing modifications to project manuals and guidelines, as needed.

Project Steering Committee:

The ICEMA's Steering Committee's purpose is to ensure compliance with proposed project objectives. To that end, the committee will review action strategies, procedures and guidelines;

analyze the project's annual work plan and analyze and issue opinions on technical and financial reports. The Committee will be comprised of MET's 6 Directors.

Project technical backstopping and information sharing : The Technical and Scientific Advisory Roster (TSAR) and the CBNRM Consultative Forum (CCF).

MET's implementing directorates in consultation with other CBNRM stakeholders will develop a technical and scientific advisory roster (TSAR) for CBNRM related issues and themes. National (and international) experts on this roster will be used upon specific requests to guide project implementation and development of annual work programs from a technical and scientific perspective. The roster will also include a social scientist to assist with compliance of the IPDP action plan.

A CBNRM consultative forum, consisting of representatives from conservancies, NGOs, other GRN ministries, other donors and representative of related programs and projects will be established and chaired by the MET. This CBNRM consultative forum aims to provide for synergies, exchange of experiences and use lessons learned for policy and operational decision-making processes. Its recommendations will be disseminated through a CBNRM communication strategy, supported by the project. While at the project launch, the CBNRM consultative group might not be formalized, MET will ensure that an informal consultative process including all major CBNRM stakeholders will be in place. The CBNRM consultative forum is expected to be fully functional by mid-term. Its advice will be used to (i) inform a broad range of governmental, non-governmental, research, sub-regional and donor stakeholders, (ii) improve planned decisions at national and local level, (iii) assess experiences and lessons of the National CBNRM Program, (iv) indicate urgent strategic issues and (v) improve coordination and collaboration.

Project implementation and execution: MET, NGOs, Conservancies and private sector

A range of stakeholders will be involved in project implementation and execution. Whereas MET is responsible for the overall project implementation, it will outsource execution of activities for areas outside its core expertise and function or/and to increase its absorptive capacity.

MET: MET's current activities related to the National CBNRM Program include guidance and/or implementation support related to: resource inventories; natural resource utilization and management options; resource and land use mapping; resource management planning and monitoring, data analysis, reporting; research, economic analysis, case studies; establishment, training and capacity building of CBNRM institutions; community by-laws related to NRM; translocation of wildlife species; afforestation/reforestation; problem animal management; fire management; establishment of NR based income-generating projects (e.g. wildlife, tourism, woodlots, nurseries, forest products, bee-keeping, wood carving). The administrative responsibility for CBNRM's technical implementation is currently with MET's *Department of Natural Resources Management (DRM)*. DRM includes the *Directorate of Parks and Wildlife Management (DPWM)* under which a *CBNRM Sub-Division (CSD)* is placed, *Directorate of Forestry (DoF)* and the *Directorate of Scientific Services (DSS)*. In addition, the *Directorate of Tourism (DoT)* is involved in community-based tourism.

NGOs: NGOs support the development and implementation of conservancies as well as increase quality and cost-effectiveness of services provided by CBNRM support organizations. They further advocate for policy and legislative change, and monitors the effectiveness and impacts of conservancy development .

Conservancies: Conservancies have started discussions with MET to establish a forum where representatives of all registered conservancies can communicate and negotiate directly with MET. At its last meeting in October 2003, most conservancies agreed to formalize this arrangement and to form an association (the Namibian Association of Conservancies "NACA"). The constitution for such an association is currently under development. This evolution will greatly facilitate direct consultation concerning the national CBNRM programme and various initiatives and projects under it. It further demonstrates strong political will to continuously support and empower conservancies and promote full participation of all stakeholders in the strategic orientations and implementation of the CBNRM.

Private sector: The private sector plays several roles in the CBNRM Programme, the most relevant are: (i) service providers for execution of specific activities under component 1 and 2; (ii) conservation partners to offer training and information events for communal conservancies and to support joint efforts to solve conservation issues such as problem animals and participate in game translocation schemes; as well as (iii) partners and co-investors in community-based tourism schemes.

Project Monitoring and Evaluation :

Monitoring, as a process of systematic collection, analysis and use of data to improve project performance and project outputs will serve as an important management tool to guide ICEMA management and implementation at central and local level. Through the Project Office, ICEMA will establish and maintain a Project Management Information System (MIS). This will allow to assess and report on the quality and quantity of work at each level. In addition, monitoring will be characterized by a rapid feedback from the project management to operational levels to address issues arising from the analysis of monitoring information. The project's monitoring system will be made accessible to all implementation stakeholders (MET, conservancies, private sector, NGOs and World Bank) and ultimately put on MET's CBNRM webpage.

The primary purpose of process, performance and impact monitoring of ICEMA implementation is:

(i) To monitor progress towards attainment of targets and to adapt targets to realities; (ii) To provide an improved foundation for planning; (iii) To make sure resources are used effectively and to identify unacceptably high cost interventions and operations; (iv) To identify problems and find solutions at an early stage; (v) To provide record of events; (vi) To look at 'process' of development such as staffing, capacity building and collaboration; (vi) To provide an information base for future evaluations; (vii) To maintain high standards; and (viii) To help staff feel their work has a definite purpose.

The project's performance M&E system will include monitoring of root causes at conservancy level and enabling communities to provide locally gathered and locally demand-driven data and information to input into sustainable local, regional and national planning and decision-making

processes. The M&E system will provide the project stakeholders, mainly the Ministry of Environment and Tourism, the World Bank and the GEF through inputs in the PSR and PIR, and external partners with data and information to measure progress and performance, and to determine whether expected impacts have been achieved, and to provide timely feedback to ensure that critical issues are identified in the earliest stage and that appropriate actions are taken.

Furthermore, the project puts a strong emphasis on supporting MET with the development and implementation of a sustainable CBNRM M&E system at national and local level with information flow and feed-back loops between these levels. During project preparation, initial assessments of the current practices for National CBNRM Program have shown that there is need to improve existing information systems and that capacity-building among MET's Directorates and conservancies as regards planning and monitoring and evaluation is strongly needed.

Financial Management

A Project Coordinator will head the PO, which will also have senior officers in charge of Finance and of Procurement respectively. The project's finance person will be responsible for all accounting record keeping, disbursements, reporting, and general financial management. Project financial management will be completely outside of the government accounting system. This means that there will basically be less bureaucratic processes but greater focus on a narrower range of expenditures. For accounting and reporting purposes, a computer based financial management system will be established, and staff trained in its proper use. In addition, the production of an Financial and Administrative Manual acceptable to the Bank will be a condition for effectiveness, meaning that processes and controls will be adequately described for users. Project Accounting Staff will be recruited in accordance with Terms of Reference (TOR) acceptable to the Bank.

7. Sustainability

The project supports a holistic approach to establish and sustainably ground community-based integrated ecosystem management in the conservancy network and National CBNRM Program of Namibia. Intensive consultation with all CBNRM stakeholders throughout the entire project preparation process (about 2 years) provided for a detailed assessment of the baseline situation leading to a carefully designed and realistic project with the overall goal to ensure longer term ecological, social, institutional and economic sustainability. In addition, the lessons learned from the past years of the CBNRM Program have shown the need to promote CBIEM under an adaptive management approach, strong on learning and feedback loops. ICEMA's design has incorporated these elements and promotes a phased approach under each of its components (piloting and testing, monitoring and evaluating before developing models and mechanism to be rolled out) which is expected to contribute to social, economic, financial, ecological and institutional sustainability of the CBNRM Program as a whole and individual conservancies.

These sustainability aspects will be achieved through multiple linked efforts described below.

(i) *Economic and social sustainability:* ICEMA will pilot and expand on capacity-building activities for business planning, management and monitoring at conservancy as well as at sub-project level under its component 1 "Ecosystem-Based Income-Generating Activities" and the Community-Funding Facility. The proposed CDD approach to provide direct resources to

targeted conservancies for their identified sub-projects is expected to significantly empower local communities and to provide an adequate basis for future economic and social sustainability of conservancies as institutions and as a group of poor rural households. Sub-project screening criteria (see annex 20) include social development criteria such as gender sensitivity, equitable access to resources and the use of culturally appropriate economic development. Successful approaches (in terms of economic and social performance and acceptance as well as in terms of meeting ecological targets) will be rolled out during the project's lifetime. More importantly, the project will support the development of applicable and manageable benefit-distribution guidelines and models which has been one of the short-falls of the previous years.

(ii) *Financial sustainability*: Most conservancies depend currently on external support to cover their operationg costs. However, a few conservancies have managed to become financially viable. Although some of the factors for these champions are known informally (e.g. environmental, social and financial assets, conservancy priorities and level of support received), no official study or report provides a detailed assessment. Therefore, ICEMA will undertake also a cost-effectiveness analysis of conservancies under its component 3 " Targeted Institutional Support" to provide a sound financial and non-financial insight in external and internal costs and benefits related to conservancy planning, management and monitoring. These results are expected to better guide overall communal conservancy development trends and to adapt strategic and operational CBNRM supportive decisions.

In summary, the project's sustainable financing strategy is based on a mix of several elements targeting the local as well the national level: (i) cost reduction at local level through improved planning and increasing capacity building and learning curve, simplified procedures for business plans and benefit distribution, and pooling of resources between neighboring conservancies (under ICEMA's component 1 and 2); (ii) increasing ecosystem-based income generation activities (as promoted under ICEMA's component 1) and (iii) long term funding through the development of a sustainable financing plan for the National CBNRM Program, designed by mid-term (under ICEMA's component 3 "Targeted Institutional Support")

(iii) *Ecological sustainability*: The project will contribute to ecological sustainability through enhanced local and national ecosystem planning, management and monitoring and evaluation systems under its component 2 "Sustainable Ecosystem Management". Linkages between communal conservancies, freehold conservancies, national parks and other community-managed areas will substantially increase conservation zones that are providing habitats and important biological corridors for wildlife movement (e.g. one main area of the project's intervention zone is in the North West in between 2 National Parks, Ethosha and the Skeleton Coast). At MET's level, the Directorate of Scientific Services and the Directorate of Parks and Wildlife Management are closely working together to ensure that communal and freehold conservancies and national parks support the broader national and sub-regional ecosystem and corridor approach (using detailed aerial surveys and remote sensing results). The development and implementation of the tailor-made local level integrated management plans for registered conservancies will address cross-cutting sustainability issues (social, ecological, economic/financial), based on a detailed baseline assessment of the resource base, communities and their livelihoods and identify suitable sustainable land and resource use options. Specific interventions for ecosystem restoration and rehabilitation will be tested and rolled out if successfully. This implies that each activity will be embedded in a framework of feasibility studies, piloting of investments and local and national level

monitoring and evaluation.

However, ecological sustainability differs from social, economic, financial and institutional sustainability as it needs a much larger time frame for impact assessment and sustainability purposes. The limited time frame of most projects, in the case of ICEMA 5 years, does make it difficult to predict longer term ecological sustainability.

(iv) *Institutional sustainability*: The project supports through its component 3 "Targeted Institutional Support" capacity building measures mainly within the Ministry of Environment and Tourism. It aims to strengthen CBNRM coordination among various MET directorates and to improve their capacity by (i) providing a basis for streamlining MET's CBNRM delivery mechanisms; (ii) providing a basis for staff training on CBNRM issues; (iii) providing implementation support for new government regulations and policies relating to CBNRM.

In addition, the project implementation structure includes a CBNRM Consultative Forum that will be spear-headed by MET and that will involve all national stakeholders (related line ministries, local conservancies, NGOs, donors) in an effort to promote the principles of CBIEM and to coordinate nation-wide efforts in that regard.

At local level, the project does reinforce existing local governing structures (mainly conservancy committees) through the delivery of locally needed technical and financial services related to inter-conservancy exchanges and learning events supporting the creation of regional conservancy associations and the national conservancy association.

8. Lessons learned from past operations in the country/sector

The project design builds on Namibia's experiences and lessons with the development and evolution of the first years of CBNRM in conservancies on communal lands. A broad-based national CBNRM vision process in 2001 with participating governmental and non-governmental organizations as well as international partners engaged in NRM and rural development further strengthened ICEMA's project design across its four components.

In addition, CBNRM lessons learned based on analyses of lessons from the following sub-regional evaluations: (i) USAID's Regional Center for Southern Africa (RCSA) based in Botswana, which has provided support for the implementation of CBNRM programmes in four southern African countries since 1989 under the "Regional Natural Resource Management Project (RNRMP), (ii) evaluation of 4 phases of the Zambian CBNRM Program (LIRD) and (iii) DFID's Wildlife and Poverty Study, December 2002 were reviewed and adapted to the Namibian project context.

The key lessons and strategic recommendations to enable the national CBNRM programme to move to the next level in terms of consolidating programme leadership and ownership, institutionalization of cost-effective and efficient CBNRM support services, strengthened partnerships, and increased programme and conservancy sustainability are (USAID LIFE mid-term review):

ICEMA's component 1 Benefit Enhancement:

1. *Participatory Democracy* - Develop a programme-wide emphasis on strengthening conservancies as participatory democracies based on control by the constituency acting through sound, constituted, accountable, transparent, democratic and equitable village-level

institutions.

2. *Financial Sustainability* - Set in place plans for each conservancy to achieve financial sustainability as soon as possible.
3. *Economical Sustainability* - Get economic benefits flowing to conservancies.

ICEMA's component 2 Sustainable Ecosystem Management:

4. *Re-prioritisation of the planning process*—Simplify the conservancy ecosystem planning process, with an emphasis on improving livelihoods by achieving financial, institutional and natural resource sustainability.

ICEMA's component 3 Targeted Institutional Support:

5. Reorient and expand support for the national programme to address critical emerging issues and to increase the programme's relevance to the *government's sustainable development priorities*.
6. *More robust performance and compliance monitoring*—Implement comprehensive, but simple, performance and compliance monitoring and control systems and communication strategy for programme achievements.
7. *Land tenure*: Strengthen existing rights and secure additional rights for the conservancies.
8. *Long-term funding*: Secure funding for the medium term and financial sustainability over the longer term.

Finally, the USAID LIFE mid-term review in 2001 highlighted the need to improve and facilitate the access and use of CBNRM related information at central and local level (including m&e information) for all stakeholders involved. *Therefore, the ICEMA project design has supported the development of the basis for a communication strategy during preparation. The four project components include various elements for its implementation (dissemination and knowledge sharing) .*

9. Environment Aspects (including any public consultation)

Issues : A full environmental and social assessment (ESA) was undertaken by recruited local and international consultants as part of the project preparation process. It has been carried out in line with Namibia's National Environmental Assessment Policy, the emerging Environmental Management Bill and the applicable World Bank safeguard policies (OP 4.01, OD 4.20, OD 4.30, OPN 11.03 and OP 4.04). The ESA provides an analysis of all biophysical and social impacts associated with the implementation of the project and its activities. It includes 3 volumes: (i) Volume 1, the main ESA report; (ii) Volume 2, the Indigenous People Development Plan (IPDP) and (iii) Volume 3, the Resettlement Policy Framework (RPF). The main ESA report contains an assessment of each component; the analysis of the project environmental and social impacts; a mitigation plan with measures to limit these impacts and a separate environmental and social management plan. The ESA methodology is based on documentation review, technical analysis and a detailed consultative process including an audit of the National CBNRM Program with all concerned stakeholders. As the overall project aims to promote integrated ecosystem management and thereby restore, secure and enhance ecosystem processes, the ESA concluded that the ICEMA project is likely to be very beneficial to CBNRM in Namibia whilst any potential negative impacts are expected to be minimal and can be mitigated. The ESA analysis has concluded that under this project no impacts related to displacement of population are foreseen. For the specific case of project interventions in conservancies with San populations, an Indigenous People Development Plan has been developed. The IPDP defines the project activities and mitigation measures that San consider as profitable for them in terms of social, economic, cultural and environmental development.

The revised and final ESA, the IPDP and the RPF have been officially reviewed and cleared by the Directorate of Environmental Affairs, Ministry of Environment and Tourism before public disclosure (January 26, 2004). The Project Office located in the MET PS Office will be responsible for ensuring compliance with the Bank's as well as Namibian EA procedures. The different Directorates under the MET will effectively manage implementation of safeguard measures for those activities and sub-components where the respective Directorate is taking the lead on overall implementation. The Namibian EIA processes are already being extensively applied in-country and only modest need for training is expected. Still, capacity building at national, regional and local (conservancy) level will be needed for Bank safeguard requirements and procedures. Several workshops and training courses have been planned and budgeted for under the ICEMA project. It is expected that only selected activities under Component 1 (Ecosystem-Based Income-Generating Activities) and 2 (Sustainable Ecosystem Management) may possibly trigger formal EA processes, e.g. development of alternative income generating possibilities through small-scale business including community-based tourism investments, ecosystem restoration, rehabilitation measures including infrastructure and translocation of economically important wildlife species.

10. List of factual technical documents:

Environmental and Social Assessment and Management Plan, Resettlement Policy Framework, Indigenous Peoples Development Plan;

11. Contact Point:**Task Manager**

Christophe Crepin

The World Bank**1818 H Street, NW****Washington D.C. 20433****Telephone:** (202) 473-9727**Fax:** (202) 473-8185**12. For information on other project related documents contact:**

The InfoShop

The World Bank

1818 H Street, NW

Washington, D.C. 20433

Telephone: (202) 458-5454

Fax: (202) 522-1500

Web: [http:// www.worldbank.org/infoshop](http://www.worldbank.org/infoshop)

Note: This is information on an evolving project. Certain components may not be necessarily included in the final project.