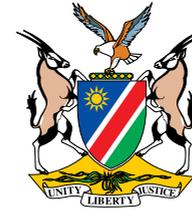


The National Policy on Coastal Management for Namibia





The National Policy on Coastal Management for Namibia



CONTENTS

FOREWORD	3
PREFACE	4
LIST OF ACRONYMS	5
1. INTRODUCTION.....	6
1.1 Namibia’s Coastal Environment.....	6
1.2 Current Governance Frameworks and Instruments.....	7
1.3 The Coastal Zone	8
1.4 Defining the Boundaries of the Coastal Areas.....	8
1.5 Integrated and Cooperative Coastal Governance.....	10
2. POLICY FRAMEWORK	11
2.1 Policy Vision	11
2.2 Aim of the Policy.....	11
2.3 Principles of the Policy.....	11
2.4 Objectives of the Policy.....	12
3. STRATEGIES FOR POLICY IMPLEMENTATION.....	13
3.1 The coast is governed as a national asset for the benefit of current and future generations.....	13
3.2 Strengthening Coastal Governance as an ongoing and essential component of effective coastal areas management	14
3.3 Promote Sustainable Economic, Social and Cultural Opportunities	15
3.4 Maintain Biodiversity and Protect Ecological Integrity	16
3.5 Improve the resilience of coastal systems to climate and environmental change	16
4. INSTITUTIONAL FRAMEWORK FOR POLICY IMPLEMENTATION	17
4.1 Building the Institutional Core	17
4.2 Institutional Arrangements for Coastal Governance	17
5. Financial Investment and Resource Mobilisation for Coastal Management	18
6. Development of an Implementation Plan	19
7. Monitoring and Evaluation	19
TABLE OF FIGURES	
Figure 1: Landward (eastern boundary of line indicating 10 - 25 fog days) and Seaward Boundaries (the EEZ) of the National Coastal Zone	9

FOREWORD



Namibia has embarked on a new era in governing its coastal areas and resources. The National Policy on Coastal Management comes at a time when our coastal areas can contribute more than ever before to an improved quality of life for all Namibians. It represents a critical step in the nation’s march towards sustainable coastal development. The coast has the potential to contribute significantly to economic development and an improved quality of life for all Namibians, but only when managed sustainably. The policy provides a framework within which this can happen.

The National Policy on Coastal Management for Namibia represents the consensus of a two-year consultative process that included local communities, the public at large, non-governmental organisations, sectoral and other special interest groups, the private sector, and government officials. The overriding point that surfaced was

that Namibians from all walks of life care deeply for their coast, and this policy is driven by their calls for better management of our coastal areas.

Our nation is increasingly looking at the coast in terms of economic growth, employment creation, poverty reduction, reduced inequalities in income, and between regions and the promotion of economic empowerment. These long-term objectives, articulated in the National Development Plans and Vision 2030, frequently surfaced in the consultative workshops, and this policy is the response of government to the needs and aspirations of our people.

Policy formulation took into account the multi-sectoral, multiple stakeholder nature of our coastal areas where dynamic forces and complex processes, some of them natural and some human-induced make our overall objective of balancing conservation and development

a truly challenging task. Furthermore, there are many laws and policies that apply to one or more aspects of our coastal areas, and a number of State bodies have some degree of jurisdiction there. Yet, there is no adequate legislation that deals directly with the comprehensive governance of the coastal environment. The Sea Shore Ordinance 37 of 1958 enacted by South Africa for then South West Africa is significantly outmoded for the purposes of coastal governance in our independent country. Furthermore, the existing legal framework has significant gaps from the perspective of adopting an integrated approach to the management of the coastal environment.

As lead Ministry for the policy process we recognise that, to achieve our overall objectives, all parties will need to be engaged, including civil society and an array of government ministries. This is evident through the adopted approach, which was followed during the formulation of this policy and its vision.

Through consultation a consensus has been reached regarding the management of coastal areas and resources to be used in a wise manner, so that social, cultural, environmental and economic considerations are carefully balanced, with optimal benefits to all Namibians with sustainability as the overall aim. The Policy places emphasis on a healthy environment and unique coastal biodiversity. The Policy therefore, recognises the need for conservation and economic development to go hand in hand and for the natural and human resources to be developed in an integrated manner, with fair and transparent access to opportunities for all, now and into the future.



Netumbo Nandi-Ndaitwah, MP
MINISTER



PREFACE

Ample evidence exists, in the Namibian Constitution, policies, long-term developmental plans and visions, to demonstrate Namibia's concern for managing the marine environment and coastal areas adequately. Rooted in sound science, informed by lessons from elsewhere on best governance practice, and guided by a prolonged dialogue between the government, communities and civil society, a robust and highly implementable policy has emerged.

This National Policy on Coastal Management promotes the integration and harmonisation of different legislation for effective planning and implementation in coastal areas, taking into account both environmental and human development needs. This policy will guide Government on the development and enactment of coast-specific legislation to establish appropriate legal mechanisms for coastal management. It supports institutional arrangements that bring flexibility, capacity and power to respond quickly to threats and opportunities associated with coastal resources.

This policy presents an overview of management of coastal resources, vulnerabilities, challenges and contributions to the well-being of all Namibians. The document outlines the guiding principles for a legal and strategic framework, development planning, institutional arrangements, resource mobilization as well as monitoring and evaluation for the policy implementation.



The Ministry of Environment and Tourism (MET) acknowledges with appreciation the contribution of the Namibian Coast Conservation and Management (NACOMA) Project, EcoAfrica Environmental Consultants as the General Facilitator of the consultation process, National Policy and Legal Working Group, various institutions including Non-Governmental Organisations (NGOs), Community Based Organisations (CBOs), residents of the five coastal towns and many other organisations.

The policy pursues the national coastal vision and facilitates the development of discussion papers, strategies, action plans and other tools aiming at the wise and equitable use of our coastal resources while preventing loss of ecosystem integrity and degradation as far as possible.



LIST OF ACRONYMS

BCLME	Benguela Current Large Marine Ecosystem
CBO	Community Based Organisation
CMA	Coastal Management Authority
EEZ	Exclusive Economic Zone
EIA	Environmental Impact Assessment
GDP	Gross Domestic Product
ICM	Integrated Coastal Management
ICZM	Integrated Coastal Zone Management (also referred to as Integrated Coastal Management (ICM) or Integrated Coastal Area Management (ICAM))
IUCN	International Union for the Conservation of Nature
MAWF	Ministry of Agriculture, Water and Forestry
MET	Ministry of Environment and Tourism
MME	Ministry of Mines and Energy
MRLGHRD	Ministry of Regional and Local Government and Housing and Rural Development
MWT	Ministry of Works and Transport
NACOMA	Namibian Coast Conservation and Management Project
NAPCOD	Namibia's Programme to Combat Desertification
NDP	National Development Plan
NGO	Non-Governmental Organisation
NPC	National Planning Commission
PLWG	Policy and Legal Working Group
RCs	Regional Councils
RDP	Regional Development Plan
SADC	Southern African Development Community
SC	Steering Committee
SEA	Strategic Environmental Assessment
UNCLOS	United Nations Convention on the Law of the Sea

1. INTRODUCTION

1.1 Namibia's Coastal Environment

- 1.1.1 The coast is a place where the waters of the ocean meet the land. Coasts comprise a wealth of resources and diverse ecosystems which host a multitude of human activities and uses. When properly managed, coasts are vital to the social well-being and economic development of all coastal nations.
- 1.1.2 Namibia's coastline extends some 1,570 km, from the mouth of the Orange River on the South African border, to the mouth of the Kunene River on the Angolan border. It also extends away from the shoreline, into the sea and onto the land; our coastal areas host globally significant biodiversity, unique cultural diversity, and support many economic activities.
- 1.1.3 The Namib Desert is one of the oldest in the world and this habitat is recognised as a potential World Heritage site by the International Union for the Conservation of Nature (IUCN)¹. Already our coastal areas boast the longest protected area network in Africa comprised of Skeleton Coast Park, Dorob National Park, Namib-Naukluft Park and Sperrgebiet National Park, an achievement our nation can be very proud of.
- 1.1.4 Namibia's ocean area has one of the highest primary production rates in the world and provides critical renewable natural resources for the country. It spans an area of 580,000 km² and falls within

¹ IUCN, 2004. The World Heritage List: future priorities for a credible and complete list of natural and mixed sites. A Strategy Paper prepared by IUCN. April 2004, pp 1-19.

the Benguela Current Large Marine Ecosystem (BCLME). Shared with Angola and South Africa, this current supports vast populations of commercially valuable fish species. The inshore marine environment provides nursery habitats for many types of marine organisms. A marine protected area, the Namibian Islands' Marine Protected Area spanning 11,800 km² extends offshore in the Karas and Hardap regions, adjoining both the Sperrgebiet National Park and the Namib-Naukluft Park.

- 1.1.5 The arid coastal areas are interspersed with several ephemeral westward flowing rivers which drain the hinterland and dissect the coastal landscape. Many of them supply fresh water to coastal settlements and industries. Several very important wetlands provide critical feeding grounds to a large number of migratory shore and seabirds.
- 1.1.6 Economic activities include fishing, mining, tourism, transport, real estate, industry, manufacturing, and more. Tourism is growing, but presently exploited by only a small section of the business community, with the wider community accruing limited benefits. Fishing, a significant employment provider, is being complemented by mariculture. Mining, especially uranium and diamond mining is a significant foreign exchange earner.
- 1.1.7 The Port of Walvis Bay is an economic hub that facilitates large volumes of trade import and export products (mainly industrial), yet it is situated in a highly fragile environment that encompasses important wetlands, coastal deserts and

commercial fishing grounds. The town of Lüderitz provides a base for fishing and sea diamond mining, and is surrounded by ecologically sensitive areas. Swakopmund is a major tourism centre.

1.1.8 Unprecedented human migration to the coast, accompanied by uncontrolled urban development and increasing recreational activities has resulted in overuse and pollution of freshwater resources, an increase in coastal and marine pollution, the degradation of important wetland and marine habitats and the deterioration of the natural integrity of the coastal environment. The magnitude, diversity and speed at which changes are occurring along our coast provide a tremendous management challenge.

1.1.9 The multiple-use nature of our coastal areas introduces a mosaic of needs, rights and jurisdictions of coastal users and managers. Conflicts arise easily over use or non-use of particular coastal areas and resources, particularly if they impact on each other. Conflicts arise between extractive industries, such as mining and fishing, and non-extractive activities such as tourism and conservation; as well as between extractive and non-extractive activities such as seal harvesting and tourism, and between conservation and industry. Conflicts are also evident within single sector activities, such as in the allocations of quotas and concessions.

1.1.10 Extensive areas have been modified due to large-scale extractive activities such as diamond mining. New mines are being commissioned, both in and outside of protected areas. The gravel plains of the Namib, many of them in the Namib-Naukluft National Park, have seen unprecedented mining activity in the 'uranium rush', with uranium mines proliferating

north and south of the Swakop River. Such dramatically increased human pressures cause environmental degradation and compromise the health and natural functioning of parts of our coastal ecosystems.

1.1.11 The productivity of our fisheries is periodically compromised by impacts from human activities, increasing their vulnerability to overexploitation. Even inland activities in the river catchments is reducing the health of our rivers, and ultimately of our coast itself. Water, never a plentiful resource in our country, is becoming scarce in certain areas causing great inconvenience and suffering among traditional users. Environmentally sensitive habitats and areas of biodiversity importance, which are defining characteristics of the Namibian coast, are at significant risk of degradation. Management of these threats requires an ecosystem-based approach that ensures adherence to environmental best practice for all activities.

1.2 Current Governance Frameworks and Instruments

1.2.1 The MET is responsible for environmental management and tourism development in Namibia down to the low water mark. The Ministry of Fisheries and Marine Resources (MFMR) is responsible for managing fisheries resources up to the high water mark. The Ministry of Agriculture, Water and Forestry (MAWF) is responsible for overseeing abstraction of water and monitoring water quality. The Ministry of Works and Transport (MWT) is responsible for marine pollution and regulate marine traffic in the territorial seas and internal waters. The Ministry of Regional and Local Government and Housing and Rural Development

(MRLGHRD) are responsible for spatial land use planning at a regional level. Ministry of Mines and Energy (MME) is responsible for regulating prospecting, exploration and mining of mineral resources.

1.2.2 A sectoral approach is currently used to manage the coastal areas and resources. Government recognises that the coastal areas cannot be managed in a sectoral manner. Management of activities on the coast is currently guided by fragmented sectoral policies and sometimes ambiguous management mandates and responsibilities between and among the different decision-making authorities. Cross-cutting issues and activities that span different sectors present a challenge to management and often result in poor communication, user conflicts, environmental degradation, and missed opportunities.

1.3 The Coastal Zone

1.3.1 The geographic boundaries of the coastal zone are commonly defined as the interface between the land and the sea. Unlike watersheds, there are no exact natural boundaries that delineate the coast, and coastal countries around the world have adopted different boundaries ranging from fixed demarcations of 1km inland from the high water mark to more flexible boundaries that respond to key coastal issues or activities. The landward delimitation of the coastal zone is guided by the interplay among the biophysical, social and economic considerations.

1.3.2 Guidance on the seaward delimitation is provided by the United Nations Convention on the Law of the Sea (UNCLOS), which recognizes the right and jurisdic-

tion of states up to 200 nautical miles from their shorelines. Delineating the boundaries of coastal management should therefore consider "...terrestrial systems that significantly affect the sea, or are affected by their proximity to the sea, and those marine systems affected by their proximity to the land. This implies boundaries that (a) include those areas and activities within watersheds that significantly affect the coast and (b) may, in certain cases, extend seaward to the edge of the continental shelf or the Exclusive Economic Zone (EEZ)²."

1.4 Defining the Boundaries of the Coastal Areas

1.4.1 Delineating the extent of the coastal zone is necessary for administrative purposes and to clarify areas and issues of responsibility of coastal stakeholders. It is useful for developing appropriate management systems to reduce the impact of our activities on the coast. It is also useful to be able to identify and maximize potential opportunities offered by the offshore and inland areas of our coast and ensure that any benefits are shared equitably.

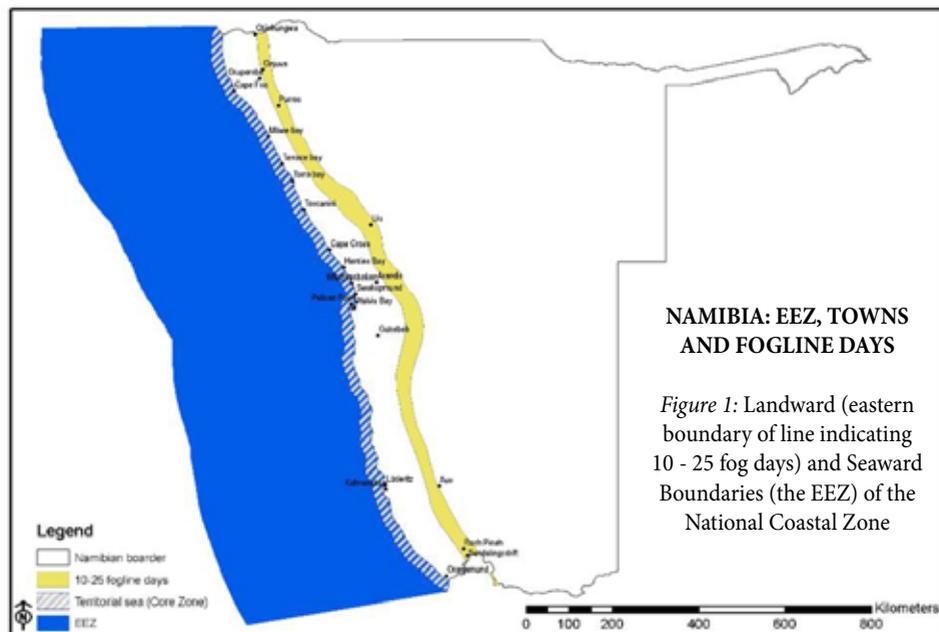
1.4.2. Rather than defining the borders of the coastal zone in an absolute way, a pragmatic approach is taken in which the need for effective management leading to resource preservation is the guiding principle. Definitions of the extent of the coastal zone – both the landward and seaward extents - needs to be practical, realistic and functional within the existing political, legal and administrative frameworks and capacities as well as respond

² GESAMP, 1996. The contributions of science to integrated coastal management. Reports and Studies No.61

to the pervading ecological and socio-economic contexts.

- 1.4.3 Government's approach for defining the boundaries of Namibia's coastal area is twofold. A broad national coastal zone provides a point of departure for the delineation of more issue-specific coastal boundaries that consider specific regional and local circumstances and issues. Definition of specific boundaries will therefore be undertaken by regional bodies as proposed under institutional arrangements further down.
- 1.4.4 The inland coastal zone boundary, from a national perspective, is based on the principle that environmental and socio-economic considerations must go hand in hand. The fog belt, expressed as the number of fog days in a year, influences key ecological attributes of the coast. An eastern boundary falling where the fog

belt reaches between 11-25 days per year aligns well with socio-economic factors, namely the location of towns and settlements inland of the coast, all of whom suffer from economic depression and stand to benefit significantly from coastal resources and opportunities. Many coastal inhabitants in these towns and settlements have been employed in coastal industries at some point, such as diamond mining and fishing and are currently unemployed. These people also stand to benefit from the protected area network that extends along the length of Namibia's coast. Towns and settlements in conservancies, for instance those found in the Kunene Region, can however contribute to coastal tourism and can derive increasing benefit from having controlled and managed access to the coastal and marine resource use opportunities.



- 1.4.5 The inclusion of Namibia's marine areas in the coastal zone received strong support during policy formulation. Two options were proposed for a seaward boundary, the first extending as far as Namibia's territorial waters (12nm) and a second that spanned the entire Exclusive Economic Zone (EEZ). This policy recognizes the value of both options. The Government supports the delineation of a broad national boundary of the seaward extent of the coastal zone to include the entire 200nm EEZ. This will potentially allow for management of activities in the marine environment that could impact the coastal areas. This broad area incorporating the EEZ will also serve as a larger 'buffer zone' to the regionally and locally governed 'core' coastal zone falling within the 12 nautical mile territorial waters.
- 1.4.6 In Namibia, as elsewhere, the land and sea ecosystems are interdependent, linked by complex socio-economic as well as environmental, historical and cultural interactions. The Integrated Coastal Management (ICM) approach supported in this policy provides a useful framework for strengthening governance of our coast, and for consolidating governance of both the land and marine ecosystem sides of the coastal zone.

1.5 Integrated and Cooperative Coastal Governance

- 1.5.1 Integrated Coastal Management (ICM) is commonly defined as: "... a continuous and dynamic process that unites government and the community, science and management, sectoral and public interests in preparing and implementing an integrated plan for the protection and development of coastal ecosystems and resources³". The goal of ICM is to improve

the quality of life of human communities which depend on coastal resources while maintaining the biological diversity and productivity of coastal ecosystems. ICM strives to overcome fragmentation and jurisdictional splits and overlaps inherent in the historical sectoral management approach. Appropriate institutional arrangements with particular focus on promoting intersectoral and interagency co-ordination at all levels of government should be put in place. Mechanisms for involving stakeholders are also important to ensure that coastal communities and other stakeholders are involved in planning and decision-making. Furthermore it requires an adaptive management approach i.e., management that is flexible and can adapt with changing situations and acquisition of knowledge and experience. ICM is therefore regarded as an approach for the 21st century as it treats the seaward extent and the landward extent of the coastal zone as a single interacting unit, hence 'unitary' management or integrated management.

- 1.5.2 The adoption of ICM does not seek to replace the goals and activities of sectoral policies but rather to enhance the efficiency of sectoral agencies by helping to link and coordinate them on issues involving the coast in order to address existing governance gaps, overlaps and conflicts. Such a framework needs to enable the identification and optimisation of opportunities from the sustainable use of the coastal and marine resources while ensuring the equitable sharing of benefits derived from the wise governance of coastal systems in the face of a number of threats.

³ GESAMP, 1996. The contributions of science to integrated coastal management. Reports and Studies No.61

2. POLICY FRAMEWORK

2.1 Policy Vision

During the consultation process for the formulation of the National Policy for Coastal Management, a single collective vision statement was created which covers the aspirations of all Namibians with regard to the coastal areas and resources, and places a high premium on a healthy environment and the unique coastal biodiversity. It recognises the need for conservation and economic development to go hand in hand and for natural and human resources to be managed in an integrated manner.

The vision of this policy is to promote sustainable coastal resource use in a manner, that carefully balances social, cultural, environmental and economic considerations, with optimal, fair and transparent access to opportunities for all, now and into the future.

2.2 Aim of the Policy

The National Policy on Coastal Management for Namibia aims to provide a framework to strengthen governance of Namibia's coastal areas to realise long-term national goals defined in Vision 2030 and the more specific targets of National Development Plans, namely sustainable economic growth, employment creation, and reduced inequalities in income⁴. Overall, it aims to ensure that our coastal resources are protected, used and developed for increased livelihood security and sustainable economic development for all Namibians.

⁴ Other important guiding plans include the National Biodiversity Strategy and Action Plan (2001), National Policy on Climate Change for Namibia (2011), Namibia's Action Plan to Combat Desertification (1994), and Namibia's Green Plan (1992)

2.3 Principles of the Policy

Key principles as outlined in the Environmental Management Act, Act 7 of 2007 underpin the Coastal Policy for Namibia:

- 2.3.1 The State is the custodian of Namibia's coast and its resources and shall conserve and protect them for the benefit, use and enjoyment of all Namibians. The coast shall therefore be governed as a national asset.
- 2.3.2 The State must seek to ensure equitable, appropriate and managed access to the coast and to coastal opportunities, for the benefit of all Namibians and in particular disadvantaged citizens and members of coast-dependent communities.
- 2.3.3 Coastal resources will be used in a sustainable manner. This means that the coastal resources must be used by the present generation in a manner that will not jeopardize the potential use by future generations.
- 2.3.4 An integrated, coordinated, informed, and ecosystem-based governance approach to managing our coastal and ocean areas will be developed. Coastal management will be implemented in a holistic manner that recognizes the distinctive and indivisible nature of the coast as a dynamic and complex system, taking into account the interdependence among processes, issues and sectors, and between environment and development.
- 2.3.5 Effective and efficient coastal governance will require the creation of partnerships between government, the private sector and civil society that will promote values of equity, participation, transparency

and accountability and will empower stakeholders to participate effectively. This includes facilitating access to information and capacity development for coastal governance.

- 2.3.6 Coastal economic and social development opportunities must be optimised to meet the broader needs of society, in a balanced way that will reduce conflicts over resources and foster respect for national heritage, indigenous and customary rights and practices and promote the health and well-being of all Namibians over the long-term.
- 2.3.7 The biological diversity, health and productivity of coastal ecosystems and the processes that sustain them must be protected, maintained and, where feasible, rehabilitated. The following priorities will apply: (i) exploitation of non-living resources should be done in a way that does not harm coastal ecosystems and living resources and, (ii) non-exclusive or reversible uses of coastal areas should be given precedence over exclusive or irreversible uses.
- 2.3.9 Coastal management will adopt a preemptive, risk-averse and precautionary approach under conditions of uncertainty. Insufficient scientific certainty should not prevent the adoption of measures to avoid possible environmental degradation. Further, in the face of threats of serious or irreversible damage to our coast, alternative actions will be prioritised and adopted to avoid damage entirely. When damage is unavoidable, all reasonable mitigation measures will be adopted.
- 2.3.8 Proponents causing damage to the coastal areas must pay the costs associated with rehabilitation and damage to human health caused by pollution, including costs for measures as are reasonably required to

be implemented to prevent any further damage to coastal environment.

- 2.3.9 Measures must be adopted that are flexible and responsive to changes and able to deal with uncertainty. These measures should seek to build resilience particularly with respect to climate variability and environmental change whereby the most vulnerable coastal inhabitants, ecosystems and species are able to withstand futures with unforeseeable shocks.
 - 2.3.10 The reduction, re-use and recycling of waste must be promoted.
 - 2.3.11 All parties, including individuals and organizations must act with due care to avoid negative impacts on the coastal environment and coastal resources and must be held responsible for the consequences of their actions should they result in negative impacts to our valuable coastal heritage.
- ### 2.4 Objectives of the Policy
- 2.4.1 The National Policy on Coastal Management for Namibia provides a foundation for improving the quality of life of coastal communities, while maintaining the biological diversity and productivity of our country's coastal ecosystems.
 - 2.4.2 The policy provides and guide management actions towards addressing coastal resource use and allocation and promotes a balance between development and conservation of coastal and marine environment.
 - 2.4.3 The Policy provides a framework for the institutionalisation and implementation of an integrated approach to coastal management in Namibia.



2.4.4 The Policy facilitates the application and implementation of the principles contained herein, which were developed through wide consultation of all stakeholders and informed by specialist studies, existing laws and policies and best practice in coastal governance globally.

3. STRATEGIES FOR POLICY IMPLEMENTATION

The Strategic Framework for Policy Implementation expands into strategic goals below, each with steps that comprise of a set of discreet actions, many of which can be readily converted into practical instruments for policy implementation. It will be used to guide the collective and participative development of action plans for policy implementation. Such action plans will be reviewed at regular intervals, reflecting the dynamic and re-iterative nature of ICM.

3.1 The coast is governed as a national asset for the benefit of current and future generations

3.1.1 Ensure the right of physical access to the coast for the public: First and foremost, the value of the coast as public open space and the need to protect its cultural and recreational values must be recognised and promoted through awareness campaigns. Opportunities for increasing and managing public access to, and along the coastal and near shore marine areas should be identified, taking into considera-

tion limitations relating to the interests of national security, ports or concession areas and maintenance of the ecological integrity. Inequitable or illegal barriers preventing public access to the coast should be identified and removed, and attempts at privatising sections of the coast resisted. In certain areas restricted access may be designated through a participatory and equitable process.

- 3.1.2 Ensure equitable access of the public to the opportunities and benefits offered by the coast: Improve access of inhabitants to information and training programmes that will enable equitable distribution of coastal benefits and opportunities. Address the exclusion of coastal inhabitants from their coast by industry, private sector activities, protected area demarcation and coastal development, all of which are reducing access for the public to benefit from their coastline.
- 3.1.3 Identify, protect and promote the cultural and heritage value of the coast: Identify

and protect coastal cultural assets. Ensure that Namibia's valuable cultural and historical diversity along the coast is mapped and protected from development. Raise awareness in all sectors of society of our coastal heritage assets including both the 'tangible' heritage such as graves, shipwrecks and special places, as well as the 'intangible' heritage such as traditional knowledge, habits and customs that may be threatened through unmanaged and inappropriate activities.

3.1.4 Ensure that the State acts in accordance with its responsibility as the custodian of all coastal state assets on behalf of all Namibians: Clear and accessible guidelines will be established to promote, monitor and assess the wise management of State coastal assets for the benefit of all Namibians into the future and to ensure accountability at all levels of government.

3.2 Strengthening Coastal Governance as an ongoing and essential component of effective coastal areas management

- 3.2.1 Promote an integrated approach to governing the coast: Coastal management activities will extend as far landwards and as far seawards, as is necessary for effective coastal governance. Recognise the importance of incorporating both the land and sea areas within coastal governance, including the coastal islands, wetlands (i.e. estuaries) and catchment areas. Promote efficient vertical and horizontal integration for coastal management by ensuring cooperation between and among all relevant coastal authorities and stakeholders.
- 3.2.2 Ensure a comprehensive institutional and legal framework for coastal governance: Government will establish a clear governance framework that extends to Regional and Local Authorities, non-

governmental and community-based organizations, the public, and the private sector. Strengthen governing authorities, structures and mechanisms for coastal management. Clarify the mandates, roles and responsibilities of the different entities involved in coastal management. Ensure an adequately resourced coastal authority to act efficiently and effectively for the implementation of the National Policy on Coastal Management for Namibia.

- 3.2.3 Improve multiple-use planning and zoning: Balance current and future multiple uses of coastal ecosystems and resources so that competing and complementary uses occur in appropriate geographic locations and are harmonized through zoning and planning. Ensure that all development and utilization contribute to environmental sustainability and fall within the acceptable limits of land and resource use. Integrate efforts to maintain, and restore the health and productivity of coastal ecosystems and the services they provide. Give preference to economic activities that are distinctly coastal or dependent on a coastal location. Clearly define, justify and communicate the demarcation of areas of ecological importance to the public.
- 3.2.4 Ensure meaningful public involvement: Promote active and meaningful community involvement in decision-making through the creation and dissemination of accurate, timely and accessible information. Search for ways by which stakeholders can engage in the implementation of the policy. Improve communication and continuous feedback mechanisms regarding coastal issues and processes as well as decision making that affects the lives of coastal inhabitants. Support partnerships between government, the private sector and civil society in order to bestow

- co-responsibility and accountability for coastal management on all stakeholders and empower them to participate effectively in management of their resources.
- 3.2.5 Ensure transparent and uncomplicated guidance for accessing opportunities and benefits: Provide simple and transparent guidance and procedures to facilitate equitable and sustainable access to rights and economic opportunities such as concessions and quotas. Investigate options for disseminating information pertaining to quotas and concessions at the regional level.
- 3.2.6 Meet international and regional obligations, whilst retaining Namibia's sovereignty: Government will continue to participate in, and support relevant international and regional agreements, conventions and processes and champion collaboration with other nations for improved international and regional coastal and ocean governance.
- 3.2.6 Develop and implement a National Coastal Strategy: An effective National ICM Programme along with relevant institutional mandates and enabling legislation and capacity for implementation will be institutionalised to facilitate the fulfilment by Namibia of its obligations and aspirations as reflected in various treaties and non-binding international instruments. The Government of Namibia will ensure the development of an overarching national coastal strategy to facilitate the coordination of coastal governance activities of the National, Regional and Local government spheres, promote intersectoral cooperation as well as harmonize coastal management-related activities with some existing legislation. The ICM programme will be flexible, inclusive and subject to periodic revision.

3.3 Promote Sustainable Economic, Social and Cultural Opportunities

- 3.3.1 Improve education, awareness and capacity building for coastal governance: Government will support the identification of research and education needs for improving coastal management and address them in a systematic and holistic way. Enhance awareness and formal and informal education on the value of the ocean and coast to foster greater understanding of coastal issues. Build capacity to produce future coastal managers, scientists and an innovative workforce by supporting access to information and training on coastal management and facilitating research and capacity development for good coastal governance.
- 3.3.2 Facilitate access to economic opportunities: Clear procedures for gaining access to resources will be developed, and transparency of decisions ensured, for instance for fishing quotas and tourism and mining concessions. Government will develop clear guidelines and procedures for acquiring quotas and concessions. Coastal poverty will be reduced through proactive coastal development initiatives that generate sustainable livelihood options. Government will take steps to increase enforcement for preventing environmental and cultural damage caused by activities in sensitive coastal areas such as inappropriate or unmanaged tourism. Steps will be taken to strengthen incentives for improving management such as allocating portions of tourism revenue to development in the region.
- 3.3.3 Prioritise social responsibility for women and youth development: Identify and develop feedback mechanisms to ensure that revenues from the private sector and opportunities from donor programmes and government contribute to poverty

reduction and local economic and social empowerment. Facilitate capacity development for women and youth for empowerment and livelihood creation by benefiting from coastal resources and opportunities.

- 3.3.4 Improve environmental health and well-being of poor coastal inhabitants: Identify options for improving environmental health, living conditions and well-being of impoverished coastal communities and addressing land tenure and livelihood security issues for marginal coastal inhabitants. Improve access for poor communities to basic services such as water, medical facilities and energy in coastal areas.
- 3.4 Maintain Biodiversity and Protect Ecological Integrity
- 3.4.1 Adopt ecosystem-based management and adaptive management: Promote ecosystem-based and adaptive management approaches to manage human activities that account for the interdependence of the land, air, water, and the interconnectedness between human populations and these environments.
- 3.4.2 Innovate for sustainable options for managing scarce and diminishing resources: Scarce resources in the coastal environment such as water and energy are used sparingly, and in ways that will not exhaust them. Investigate and prioritise the use of renewable resources over non-renewable resources to meet a growing demand for energy and potable water. Promote the development of innovative and sustainable alternatives (such as new ways of saving or obtaining scarce essential resources).
- 3.4.3 Support the restoration and wise management of essential ecological systems: Preserve the natural character of the coastal environment through the protection,

maintenance or restoration of natural and physical landscapes, features, processes and biological diversity. Ensure that Namibians are able to provide for their social, economic, and cultural well-being through the wise use, development, and protection of natural and physical resources and processes in the coastal environment both now and into the future.

- 3.4.4 Promote healthy, productive and resilient ocean and coastal ecosystems, processes and resources: Protect, maintain, and restore the health and biological diversity of ocean, coastal ecosystems and resources. Strengthen the conservation and sustainable uses of the land and sea to improve the health of the ocean and coastal ecosystems.
- 3.5 Improve the resilience of coastal systems to climate and environmental change
- 3.5.1 Promote an adaptive, risk averse and precautionary approach: Recognise the impacts of climate change and environmental variability and the increasing risk of coastal hazards and manage to pre-empt disaster. Adopt a precautionary approach through appropriate planning of coastal development by avoiding exposure of people, property and economic activities to significant risk from dynamic coastal processes; protecting or restoring natural coastal defences; discouraging recourse to hard protection structures; and adapting to changing circumstances through innovation.
- 3.5.2 Use the best available science, local and indigenous knowledge to inform decisions affecting our coasts: Enhance the capacity to understand, respond, and adapt to a changing global environment. Support research to improve our understanding of changing environmental conditions and their causes, as well as the influence

of human activities taking place in ocean and coastal ecosystems. Develop ways to understand and respond to the impacts of the changing conditions on the natural, cultural and economic context through

monitoring and adaptation to evolving knowledge and a better understanding of processes. Devise methodology and an action plan to capture indigenous knowledge before it is lost.

4. INSTITUTIONAL FRAMEWORK FOR POLICY IMPLEMENTATION

4.1 Building the Institutional Core

Namibia's coastal areas are a multi-sector and multiple-stakeholder arena, which, combined with the challenges that come with vast geographical areas, makes the identification of appropriate institutional arrangements a key challenge. Historically sectoral approaches, which hampers effective coastal management not only in Namibia but worldwide, need to be overcome. The activities of various sectoral ministries and other government bodies and other parties that can contribute to coastal management need to be coordinated and integrated at the national as well as regional and local levels. Good governance will require not only the creation and strengthening of new and existing institutions but also the forging of new partnerships and communication mechanisms that will enable coastal stakeholders to participate in various management actions and decision-making processes. There is a strong need for the coastal governance structures to have adequate status, powers and skills to facilitate improved coordination between line ministries and between national, regional and local spheres of government.

⁵ Towards a Coastal Policy for Namibia. Green Paper, April 2009. Ministry of Environment and Tourism

4.2 Institutional Arrangements for Coastal Governance

- 4.2.1. Four institutional options for the governance of Namibia's coastal area emerged during the policy formulation process⁵ and are presented in detail in the Green Paper. These included the creation of a Coastal Management Authority (CMA), assignment of coastal areas management to an existing planning, budget or coordinating office (such as the National Planning Commission), the designation of an existing line ministry to act as the lead ministry, and the creation of strategic alliances with a national lead agency. All of them have certain constraints but also advantages that have been incorporated into the institutional arrangements supported by this policy.
- 4.2.2 Stakeholders identified the creation of a Coastal Management Authority (CMA) under the MET as the most feasible and workable alternative and the High Level Workshop of Ministers on Coastal Management of August 06, 2010 has supported this arrangement.
- 4.2.3 The CMA is needed because of the cross-cutting nature of integrated coastal management (ICM) issues. The policy

proposes for the CMA to pull together multiple stakeholders, harmonise overlapping mandates and responsibilities and for protection of coastal areas and resources in a consultative manner. The CMA, with an independent board of directors, is envisaged to be established through an Act of Parliament.

- 4.2.4 The envisaged board of directors of the Coastal Management Authority will consist of the following institutions: Ministry of Environment and Tourism; Ministry of Fisheries and Marine Resources; Ministry of Agriculture, Water and Forestry; Ministry of Mines and Energy; Ministry of Regional, Local Government, Housing and Rural

Development; Coastal Regional Councils; Coastal Local Authorities; Ministry of Defence; Ministry of Works and Transport; National Planning Commission; a representative from Non-Governmental Organisation; and a representative from High Educational Institution.

- 4.2.5. The overarching goal of the CMA is to ensure a coordinated and integrated approach to coastal governance in Namibia. The key functions of the CMA include coordination, review and monitoring, and to facilitate the formulation of plans and compliance to the Act that relate to activities and decisions that may impact on the coastal zone and/or affect how coastal resources are used.

5. FINANCIAL INVESTMENT AND RESOURCE MOBILISATION FOR COASTAL MANAGEMENT

To promote strengthened coastal management efforts the following options should be considered:

- 5.1 The MET should mainstream adequate and targeted financial support for sustained integrated coastal governance in Namibia.
- 5.2 Line ministries can assist policy implementation by mainstreaming sector-specific activities related to coastal management in their budgets without extra budgetary burden, for instance awareness raising and education on the coast can be incorporated into curricula by the Ministry of Education.
- 5.3 Private sector investment in coastal manage-

ment should be encouraged, for instance in the case of mining companies that operate in large areas of land at the coast.

- 5.4 General possibilities for revenue generation will be investigated for companies that benefit from coastal resources, and such income will be applied to the management of the coastal areas in a transparent manner that allows input from stakeholders, in particular those who contribute to the revenue generation options.
- 5.5 Donor contributions will be encouraged provided these fall within the policy framework and related instruments.

6. DEVELOPMENT OF AN IMPLEMENTATION PLAN

- 6.1 Key elements that are essential to implement this policy are: an institutional and legal framework for coastal governance; options for sustainable financing; adaptation measures to address the immediate and anticipated challenges of climate change and environmental variability; a coastal governance information system; coastal awareness, education and training; and projects addressing priority issues and local demonstration projects.
- 6.2 The Policy proposes the development and execution of a policy Implementation Plan outlining a clear and measurable way forward for integrated coastal management in Namibia.
- 6.2 The policy implementation plan will be reviewed and adapted through an ongoing process of monitoring, evaluation and improvement.

7. MONITORING AND EVALUATION

- 7.1 Monitoring and evaluation of the policy and its implementation will be the responsibility of the MET.
- 7.2 Monitoring will be done in the context of the Implementation Plan in terms of quantifiable targets, but will not be limited to it.
- 7.3 A mechanism will be set up that will allow for continuous monitoring by assigned parties.
- 7.4 Monitoring and evaluation results will be made available periodically in the form of a State of the Environment Report, that will be made available to all governmental bodies and other stakeholders, including the public.
- 7.5 Evaluation will be presented in a format that can inform the adaptive management of the coastal areas with the clear purpose of informing future directions that coastal management may need to take.





Ministry of Environment & Tourism
Department of Environmental Affairs
Private Bag 13306, Windhoek, Namibia
www.met.gov.na