1 Introduction: Country Situation Analysis

1.1. Brief introduction to the country

1.1.1. Brief Background

Namibia is located in southern Africa with the Atlantic Ocean as her western border. To the north, it shares land borders with Angola and Zambia, whilst the countries of Botswana and South Africa are to her east and south respectively. The country has a population of 2.1 million people characterized by a stable multi-party parliamentary democracy. The country’s economy is formed on the basis of mining-including gem diamonds, uranium, gold, silver and base metals; agriculture and tourism. The country is one of the least densely populated countries in the world as it hosts the arid Namib Desert. Namibia is the world’s thirty-fourth largest country with a size of 825,615 km² (318,772 sq. mi). The country lies mostly between latitudes 17° and 29°S (a small area is north of 17°), and longitudes 11° and 26°E. Being situated between the Namib and the Kalahari deserts, Namibia is the country with the least rainfall in sub-Saharan Africa.

1.1.2. Namibia’s Biological Diversity

Namibia’s biodiversity is shaped by a diverse range of factors including climate, topography, geology and human influences. As the most arid country south of the Sahara, lack of rainfall and the high variability of rainfall are perhaps the leading influences on biodiversity. Namibia is characterized by a steep south-west to north-east rainfall gradient. Annual rainfall can be as low as 10mm in the south-west and west, while it averages around 600mm in the north-eastern areas (Mendelsohn et al 2003). A reverse gradient exists in terms of seasonal and daily temperature variations, which are low in the north and north-east and high in the west and south-west.

As a result, the greatest overall terrestrial species diversity is found in the more tropical areas of north-eastern Namibia, while areas of high endemism are mainly concentrated in the arid and semi-arid west, central and southern parts of the country.

1.1.3. Diversity of Ecosystems

Namibia is classified into four terrestrial biomes (Desert; Nama and Succulent Karoo; Acacia Savanna; and Broad-leafed Savanna), and two aquatic biomes (Coastal Marine; and Wetlands). Each biome is affected to different extents by land uses such as rangeland farming, agriculture, wildlife production, tourism and recreation, mining and urban development. Namibia’s variable environmental conditions have also shaped a large diversity of vegetation zones, which have been divided into 29 units. In general, palaeotropical floral elements are found in the north, cold-temperate elements in the south, and transitional elements between the two. The vegetation zones and biomes are shown in detail in Figure 1 below.
Terrestrial Biomes in Namibia

(i) Desert Biome
- Low rainfall (less than 100mm annually), and lack of surface water
- Sparse vegetation dominated by annual grasses and dwarf shrubs
- Large habitat diversity including mountains, gravel plains, sandy seas and succulent steppe winter rainfall regions
- Coastal fog plays a vital role in supporting many plants and animals
- Ephemeral rivers cut across the biome providing linear oases where large trees and water sources support many of the larger mammals and animals
- Systems within this biome are extremely sensitive and fragile and prone to long-term degradation with long recovery periods

(ii) Karoo Biome
- Annual rainfall is 100-200mm
- Vegetation dominated by dwarf shrubs or "Karoo bushes" and annual grass species
- Harsh climate with large seasonal and daily temperature variations
- The fauna in this biome is species poor but supported vast herds of springbok in the past, which were subsequently reduced by hunting and fencing
- Sensitive to over-grazing and degradation which can lead to desertification
(iii) Acacia Savanna
- Annual rainfall of 250-400mm
- Dominated and characterized by a wide variety of grass species and acacia species such as camelthorn and blackthorn
- Supports a high concentration of various species which are endemic to the region, and supports large plains game including herd animals and predators
- Contains the headwaters and catchments of most ephemeral rivers in Namibia
- Vulnerable to inappropriate management and over-use resulting in desertification and bush encroachment

(iv) Broad-leafed Savanna
- Annual rainfall of 450-700mm
- High species diversity, especially at the interface with the wetland biome
- Deciduous tree species are characteristic including Zambezi teak, mopane and wild seringa
- High numbers of large mammals are present including 70% of Namibia’s elephant population and the majority of the buffalo and hippopotamus populations
- Important to transboundary cooperation as ecosystems are shared and species move across national boundaries
- Forest fires are a common occurrence in this biome

Aquatic Biomes in Namibia

(v) Wetlands
- Multiple habitats including perennial rivers, ephemeral rivers, floodplains, pans, sinkholes, estuaries, swamps, marshes, springs and dams
- Typically highly productive systems which provide important sources of freshwater and vegetation
- Interact with all other biomes
- Important to the hydrology of areas through services such as the recharging of aquifers
- Provide important sites for breeding and refuge
- Vulnerable to over-abstraction of water, alien species and pollution

(vi) Coastal/Marine
- Characterized by the cold Benguela current which produces a nutrient-rich upwelling system
- Highly productive system which supports some of the highest concentrations of marine life in the world
- Multiple habitats including the littoral, shelf and abyssal zones, islands, lagoons and estuaries

Table 1: Brief description of Namibia’s biomes.

1.1.4. Species Diversity
As an arid country, Namibia has a relatively low number of species compared to countries with wetter climates. However, it possesses a high level of endemism, with approximately
20% of described species classified as endemic. Endemism is particularly high in plants, invertebrates, reptiles and frogs in Namibia while it is relatively low for mammals, birds and fish (see Table 2 below).

<table>
<thead>
<tr>
<th>Taxonomic Group</th>
<th>Number of described species in Namibia</th>
<th>% of species endemic to Namibia</th>
</tr>
</thead>
<tbody>
<tr>
<td>Reptiles</td>
<td>254</td>
<td>28%</td>
</tr>
<tr>
<td>Insects</td>
<td>6,421</td>
<td>24%</td>
</tr>
<tr>
<td>Plants</td>
<td>4,334</td>
<td>17%</td>
</tr>
<tr>
<td>Amphibians</td>
<td>50</td>
<td>12%</td>
</tr>
<tr>
<td>Arachnids</td>
<td>618</td>
<td>11%</td>
</tr>
<tr>
<td>Fish</td>
<td>114</td>
<td>8%</td>
</tr>
<tr>
<td>Mammals</td>
<td>229</td>
<td>7%</td>
</tr>
<tr>
<td>Birds</td>
<td>676</td>
<td>2%</td>
</tr>
</tbody>
</table>

Table 2: Number of described species in Namibia and levels of endemism (Compiled based on information from Simmons and Brown (in press), NNF (undated), and [www.biodiversity.org.na](http://www.biodiversity.org.na)).

1.1.5. National and Global Biodiversity Perspective
Namibia is one of the few dryland countries in the world with internationally recognized biodiversity hotspots. The most significant of these is the Tsau //Khaeb (Sperrgebiet) National Park, situated in the Succulent Karoo floral kingdom in Southern Namibia. The second hotspot is the rugged Namib Escarpment, which is part of Africa’s great western escarpment, and an area of particularly high endemism.

<table>
<thead>
<tr>
<th>Vegetation types</th>
<th>56 different vegetation types</th>
</tr>
</thead>
<tbody>
<tr>
<td>Plants</td>
<td>About 1,050 species representing 25% of the entire flora of Namibia on just 3% of the country’s land surface</td>
</tr>
<tr>
<td>Frogs</td>
<td>16 species</td>
</tr>
<tr>
<td>Reptiles</td>
<td>100 species</td>
</tr>
<tr>
<td>Birds</td>
<td>35 coastal and marine species, 60 wetland species, 120 terrestrial species</td>
</tr>
<tr>
<td>Mammals</td>
<td>80 terrestrial species</td>
</tr>
<tr>
<td></td>
<td>38 marine species including an estimated 600,000 cape fur seals or 50% of the world’s population</td>
</tr>
<tr>
<td>Insects and other invertebrates</td>
<td>Great number of insects and other invertebrates, of which probably 90% are not described by science</td>
</tr>
<tr>
<td></td>
<td>A Marine Protected Area covering 13 offshore islands and islets</td>
</tr>
</tbody>
</table>

Table 3: Biodiversity of selected taxonomic groups found in the Tsau //Khaeb (MET 2010).
Some sites of national and global significance in Namibia include its:

- Twenty Protected Areas, which cover hugely varied ecosystems and some 17% of the country’s land mass including the entire 1500km coastline
- Two Transfrontier Conservation Areas (TFCAs) – Ai-/Ais / Richtersveld TFCA, and the Kavango Zambezi TFCA (the world’s largest TFCA)
- Four Ramsar Wetland Sites of International Importance – Etosha Pan, Walvis Bay Lagoon, Sandwich Harbour and the Orange River Mouth. All of these sites are located within protected areas.
- Nineteen Important Bird Areas (IBAs), 12 of which are located in the coastal zone or on off-shore islands
- Forty Important Plant Areas (IPAs), spread across the country.

1.1.6. Institutional Management of the Country’s Environmental Assets

The Namibian government recognised at Independence in 1990, the importance of the environment, by including the protection of natural resources in its Constitution. Namibia has thus one of the few constitutions in the world with specific sections aimed at safeguarding the environment. Article 95 (Chapter 11 Principles of State Policy) in the Constitution explicitly states:

‘The state shall actively promote and maintain the welfare of the people by adopting, inter alia, polices aimed at the following:

1) 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; in particular, the Government shall provide measures against the dumping or recycling of foreign nuclear and toxic waste on Namibian territory. ‘

In 1992, Cabinet gave responsibility for the environment to the Ministry of Environment and Tourism, transforming it from a law enforcement agency into an agency that protects natural resources, cares for People and meets the obligations of international conventions. The mission of the Ministry of Environment and Tourism is to promote biodiversity conservation in the Namibian environment through the sustainable utilization of natural resources and tourism development for the maximum social and economic benefit of its citizens. The MET meets its mandate through policies, legislation, smart partnership and innovative action. This is meant to ensure that adequate attention and focus is made to specific environmental and wildlife management issues, rural development, tourism development and poverty reduction. The MET has five directorates to ensure the fulfilment of its objectives: Directorate of Administration, Finance and Human Resources, Directorate of Environmental Affairs, Directorate of Regional Services and Parks Management, Directorate of Natural Resources Management, Directorate of Tourism and Gaming and the Directorate of Planning and Technical Services. The Ministry has more than 1,100 staff and overseas 20 state-run protected areas, covering more than 17% of the country.

1.2. Convention on Biological Diversity

Namibia signed the CBD in 1992 and ratified it in 1997. Namibia developed a first NBSAP in 2001, which covered the period 2001-2010. This sought to implement the three objectives of the CBD in an integrated manner and was internationally recognized as one of the best first-generation NBSAPs.

In 2012, Namibia embarked on a process to review implementation of NBSAP1 and to develop a second generation NBSAP that is aligned with the latest national and global
trends (in particular, the Strategic Plan for Biodiversity 2011-2020 including the Aichi Targets; decision x/2) and good practices, and that can address critical challenges and capitalize on existing areas of comparative advantage in the areas of natural resource management and environmental protection.

1.3. National Biodiversity Strategy and Action Plan

Development of Second Generation NBSAP

Namibia’s first NBSAP1 was implemented during the period 2001-2010 and was internationally recognised as being one of the best first generation NBSAPs. It covered 10 Strategic Themes, which in turn encompassed 55 strategic aims and 242 activity-based targets. The first National Biodiversity Strategy and Action Plan has given considerable impetus to sustainable development in Namibia. Its implementation has led to the proclamation of four new state protected areas, a first Marine Protected Area and the world’s largest Trans-frontier Conservation Area; an increase in the number of communal conservancies from 15 to 79 and the proclamation of 32 community forests; and the continued recovery of wildlife and fishing stocks based on an innovative policy framework and system of quotas and permits. The beneficiation of communities has been at the heart of this process.

Namibia began the process to review NBSAP1 and to develop an updated second generation NBSAP in 2012. The coordination framework for the implementation and monitoring and evaluation of NBSAP1, while initially strong and effective, fell away after the end of the donor-funded National Biodiversity Programme in 2005. For this reason, a new NBSAP2 Steering Committee was established to coordinate its implementation, including the aspects of monitoring and evaluation.

Namibia’s NBSAP2 covers the period 2013-2022, and its vision is for “Namibia’s biodiversity to be healthy and resilient to threats, and for the conservation and sustainable use of biodiversity to be key drivers of poverty alleviation and equitable economic growth, particularly in rural areas.”

2 NBSAPs coordination and institutional structure

As focal point to the CBD, the Ministry of Environment and Tourism (MET), through the Department of Environmental Affairs (DEA), coordinated the elaboration of NBSAP2 during the period March 2012 to December 2013. A National NBSAP2 Steering Committee was established by the DEA and convened for the first time in May 2012. The first meeting of the NBSAP2 Steering Committee deliberated on the review process for NBSAP1 and on the best way to elaborate Namibia’s 2nd NBSAP. The Committee was originally established to oversee the formulation of NBSAP2 but its mandate has since been extended so that it also coordinates the implementation of NBSAP2, including its monitoring and evaluation.

<table>
<thead>
<tr>
<th>Namibia’s NBSAP Steering Committee</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Terms of Reference</strong></td>
</tr>
<tr>
<td>Coordinate the review of NBSAP1, provide guidance and technical input into NBSAP2 and oversee</td>
</tr>
</tbody>
</table>
the implementation, and monitoring and evaluation of NBSAP2

**Membership**

**Government Ministries**
- Ministry of Environment and Tourism (Chair and Secretariat); Ministry of Agriculture, Water and Forestry; Ministry of Education; Ministry of Finance; Ministry of Fisheries and Marine Resources; Ministry of Foreign Affairs; Ministry of Gender Equality and Child Welfare; Ministry of Mines and Energy; Ministry of Regional and Local Government, Housing and Rural Development; Ministry of Youth, National Service, Sport and Culture; National Planning Commission

**Academic Community**
- Polytechnic of Namibia; University of Namibia

**Indigenous and Local Communities**
- Chief of the Aodaman Traditional Authority

**Non-Governmental Organizations**
- Desert Research Foundation of Namibia

**Private Sector**
- Chamber of Mines

**Implementing Agencies**
- United Nations Development Programme (UNDP); Gesellschaft für Internationale Zusammenarbeit (GIZ)

*Table 4: Functions and Membership Structure of the NBSAP Steering Committee.*

The newly established and permanent Division of Multilateral Environmental Agreements, within the Department of Environmental Affairs, serves as Secretariat to this Committee (See Annexure 1 for the diagrammatic outline of the Department of Environmental Affairs).

### 3 Communication, Public Awareness and Participation

#### 3.1 NBSAP Process Communication / Public Awareness

Namibia’s NBSAP2 is yet to be publicly announced as it is planned to launch the document jointly with its instruments for implementation of the Convention on Biological Diversity and the UN Convention to Combat Desertification. These instruments are close to finalization
and it is proposed to launch the three documents jointly to maximize impact and to highlight the synergies in the implementation of the three Rio Conventions.

An online system was not used to share and manage information during the NBSAP process, although the document was shared via email with stakeholders at regular intervals. In terms of regional stakeholders, only the most active and engaged stakeholders were invited to the final validation national workshop due to the financial and logistical constraints involved. It is thus possible that some regional participants may have lost touch with the process and the final outcome.

### 3.2. Stakeholder identification

As focal point to the CBD, the Ministry of Environment and Tourism (MET), through the Department of Environmental Affairs (DEA), coordinated the participatory process to elaborate Namibia’s NBSAP2 during the period March 2012 to December 2013.

In line with the guidance of the CBD Conference of Parties decisions IX/8 and X/2, the DEA promoted wide but targeted participation in the process to develop NBSAP II.

Participation in the elaboration of NBSAP1 was also perceived to be inadequate, which prompted the DEA to follow a more inclusive approach to develop and implement NBSAP2. The DEA’s decision to follow this approach was also partly driven by its long held view that participatory process can yield significant benefits such as enhanced political buy-in, skills transfer and increasing the chance of successful implementation. These views were developed through the various programmes and projects the DEA has managed, such as the Community-based Natural Resource Management Programme (CBNRM). It has particularly engaged government ministries; local and regional government authorities; the scientific community; non-governmental organisations (NGOs) and community-based organisations (CBOs); indigenous and local communities; donor agencies; and the private sector in the NBSAP2 development process. In total, about 400 stakeholders were engaged in the national and regional level consultative process.

The roadmap followed to develop NBSAP II is outlined in the diagram below:

![Roadmap followed to develop Namibia’s NBSAP2.](image)

#### 3.2.1. National Workshop on Elaboration of NBSAP2

A National Workshop, held in March 2012, was the first step towards developing NBSAP II. The workshop, attended by around 60 participants, served to discuss the positive and
negative aspects of Namibia’s first NBSAP and to elaborate a preliminary roadmap for the development of NBSAP II.

The critical stakeholders (including from various government ministries, NGOs and private sector) involved in this workshop were those who had been involved in the formulation and implementation of NBSAP I. These included the authors of the NBSAP I document and the key representatives from the 21 working groups tasked to implement NBSAP I.

### Expert Working Groups which facilitated the development of Namibia's NBSAP

<table>
<thead>
<tr>
<th>Terrestrial Biomes</th>
<th>National Wetlands</th>
<th>Coastal and Marine Biodiversity</th>
<th>Namibian Environmental Observatories Network</th>
<th>Biodiversity, Land Use and Land Tenure</th>
<th>Southern African Biodiversity Support</th>
<th>Namibian Biotechnology Alliance</th>
</tr>
</thead>
<tbody>
<tr>
<td>Mountain Ecosystems</td>
<td>Restoratio...</td>
<td>Forest Biodiversity</td>
<td>Agricultural Biodiversity</td>
<td>National Biotic...</td>
<td>Biotrade</td>
<td>Traditional Knowledge</td>
</tr>
<tr>
<td>Awareness and Education</td>
<td>Alien Invasive Species</td>
<td>Tree Atlas Project</td>
<td>Sperrgebiet Interest Group</td>
<td>Finance Committee</td>
<td>Carnivore Atlas Project</td>
<td>BIOTA Liaison Group</td>
</tr>
</tbody>
</table>

Table 5: Expert Working Groups set up to formulate and implement NBSAP I.

These stakeholders were joined by officials, mainly from other line ministries, who were engaged with issues relating to biodiversity and the broader environment.

An overview of NBSAP I was presented at the workshop and a variety of exercises were undertaken to deliberate on the successes and challenges of NBSAP I and options for making NBSAP II most effective.

3.2.2. Formation of NBSAP II Steering Committee

A recommendation from the national workshop to elaborate NBSAP II was to establish a National NBSAP II Steering Committee. This committee was convened for the first time in May 2012. The first meeting of the NBSAP II Steering Committee deliberated on the terms of reference for the committee as well as the review process for NBSAP II and on the best way to elaborate NBSAP II.

The roadmap of events in the diagram above was a key outcome from the deliberations of the NBSAP II steering committee. The NBSAP II committee members also played an important role in the identification of key stakeholders to be identified from relevant institutions, particularly for the regional consultative process, but also at the national level.

3.2.3. National Review of NBSAPI

A national workshop was held from 26-27th July 2012 to conduct a detailed review of the implementation of NBSAP I and to provide preliminary inputs to the content and formulation of NBSAP II. This workshop targeted stakeholders at the technical level from a full range of institutions - government ministries; local and regional government authorities; the scientific community; non-governmental organisations (NGOs) and community-based organisations (CBOs); indigenous and local communities; donor agencies; and the private sector.
NBSAP II committee members presented how NBSAP II was implemented by the different sectors. The 160 participants to the workshop were also introduced to the Strategic Plan of the UNCBD (2011-2020) and the Aichi Targets and were asked to prioritize these targets in terms of their importance to Namibia’s national circumstances and to identify preliminary activities per each target as considered appropriate. The information gleaned from this two-day workshop contributed to a written review of Namibia’s first NBSAP, which also made use of Namibia’s 4th National Report to the UNCBD to identify challenges, threats and key priorities in the area of biodiversity management.

3.2.4. Regional Consultative Process

The regional consultative process, which comprised of 5 two-day workshops held to cover regional clusters, was undertaken during October and November 2012. Workshop participants were invited from a wide range of stakeholders including women groups; indigenous and local communities; NGOs and CBOs; the private sector; and all relevant Government Ministries.

**Figure 3: Regional NBSAP II Consultation process undertaken in Namibia.**

The regional consultation process was undertaken to raise awareness of NBSAPs in general at local level, to establish the status quo of existing biodiversity initiatives in the regions and to determine regional priorities and possible interventions in the development and implementation of the NBSAP II.

The regional consultative process built on a consultative process, which had been undertaken the previous year, to raise awareness of Multilateral Environmental Agreements and to develop Namibia’s national legislation on access and benefit sharing. Each of the regional workshops made use of the following structure:

- Opening by a senior government official either from the regional government or from the regional MET office to ensure ownership of the process by regional authorities;
- Presentation introducing the concept of biodiversity, values, CBD framework and the connection to NBSAPs as well as introducing the objectives of the workshop;
- Presentation on the progress of national implementation of NBSAP I, looking at the achievements, challenges and lessons learned;
- Presentation by regional representative on regional successes, challenges and priorities linked to biodiversity;
- Presentation on the Biodiversity Strategy and Aichi targets for 2011-2020 to introduce participants to the international framework;

<table>
<thead>
<tr>
<th>Regional Group</th>
<th>Town/City</th>
<th>Workshop Date 2012</th>
</tr>
</thead>
<tbody>
<tr>
<td>1. Kunene, Erongo and Ojozondjupa</td>
<td>Ojiwarongo</td>
<td>1-2 October</td>
</tr>
<tr>
<td>2. Omusati, Ohangwena, Oshana and Oshikoto</td>
<td>Ongwediva</td>
<td>8-9 October</td>
</tr>
<tr>
<td>3. Caprivi and Okavango</td>
<td>Rundu</td>
<td>20-23 October</td>
</tr>
<tr>
<td>4. Hardap and Karas</td>
<td>Keetmanshop</td>
<td>5-6 November</td>
</tr>
<tr>
<td>5. Khomas and Omaheke</td>
<td>Windhoek</td>
<td>12-13 November</td>
</tr>
</tbody>
</table>
• Group work exercises and discussions by participants on key activities and priorities for NBSAP II as well as assessment of the relevance of the 20 Aichi Targets to each of the regions.

3.2.5. **Individual Interviews with key Stakeholders**

Individual interviews were held with 24 key stakeholders, mostly comprising of strategic decision-makers from government agencies. The interviews were structured around a set of questions, which were distributed to the stakeholders in advance. The types of questions posed were focused on eliciting both policy and technical (where feasible) priorities. Therefore it was important to balance the two focus areas. It was also important to focus on the questions in terms of their historical experiences in managing their specific areas and any interaction with environmental management (including biodiversity) and how it shaped their current priorities.

3.2.6. **Workshop on Mainstreaming and Communication**

During the consultative process, it emerged that awareness of NBSAP I was very low, even among critical ministries and other stakeholders. For this reason, mainstreaming and effective communication was placed as critical elements in NBSAP II.

A workshop was held in February 2013 to brainstorm and work out strategies with the NBSAP II Steering Committee and communication experts on how best to mainstream biodiversity concerns into national development and how to communicate effectively the importance of the NBSAP II to different audiences. These strategies now form part of the NBSAP II document.

3.2.7. **National Workshop to present regional outcomes and draft NBSAP II Document**

The final step in the NBSAP II elaboration process was a National Consultative Workshop, held from the 26-27th February 2013. The main aim of this workshop was to present the findings from the regional consultative process, and to secure final inputs from the participants into the content of the NBSAP II. High level technical stakeholders (from key ministries, NGOs and private sector), parliamentarians and traditional authorities were among the key groups targeted by this workshop.

3.2.8. **Presentation of NBSAP II Document to High Level Stakeholders**

The final national workshop was quickly followed by a high level segment in which the draft NBSAP2 was presented to the Permanent Secretaries of relevant ministries and the Chief Executive Officers of relevant parastatals and private sector institutions for their awareness and preliminary approval.

3.2.9. **Endorsement of NBSAP II Document by NBSAP II Steering Committee**

The NBSAP II steering committee endorsed the document during a meeting in May 2013, in which the revised document was presented to the committee.

3.2.10. **External Peer Review Process**

Namibia made use of its participation in the NBSAP 2.0 Biodiversity Mainstreaming Project to carry out an external review of the NBSAP II document. Inputs were received from experts from the International Institute for Environment and Development (IIED) and other participating countries during a workshop in Uganda in July 2013. The document was also shared with interested staff from the CBD Secretariat.

3.2.11. **Endorsement by MET Management and Cabinet**

The NBSAP II document was presented to MET management in March 2014, where it was also endorsed. It was tabled to Cabinet in July 2014, where it was also approved.
3.3. Stakeholder engagement

Stakeholder engagement was facilitated through the national focal point to the Convention on Biological Diversity – the DEA, Ministry of Environment and Tourism, which organized each of the consultative workshops. The DEA availed of support from the members of NBSAP 2 Steering Committee, which were used to identify relevant stakeholders for the regional consultative process, and to offer their guidance on the structure and content of the process. A consultant was hired to formulate the NBSAP II document.

Funding was provided for regional stakeholders to attend the regional consultations and funding was made available for limited numbers of regional stakeholders to attend the final national validation workshop.

4 Integration of different societal actors’ views in the NBSAP

4.1. Management of societal actors’ input

In line with the guidance of the CBD Conference of Parties decisions IX/8 and X/2, widespread participation has been promoted in the process to develop NBSAP2. Government ministries; local and regional government authorities; the scientific community; non-governmental organizations (NGOs) and community-based organizations (CBOs); indigenous and local communities; donor agencies; and the private sector were all closely involved in the review of the implementation of NBSAP1 and NBSAP2 development process. In total, about 400 stakeholders were engaged in the national and regional level consultative process. Individual interviews were also undertaken with key relevant stakeholders as outlined in Section 3 above.

An important approach undertaken was to canvass, through a national workshop vital key issues that emerged during the NBSAP 1 process. In general no criteria was used to decide what would be used and what not as all information canvassed was deemed important and utilised. All information collated was shared through various tools of communication at the Steering Committee disposal, although the utilisation of social media platforms was not used.

Table 5: Summary of key lessons from the review of NBSAP1.

<table>
<thead>
<tr>
<th>Some Lessons Learned from NBSAP1</th>
</tr>
</thead>
<tbody>
<tr>
<td>Namibia’s first NBSAP1 was internationally recognised as being one of the best first generation NBSAPs. It covered 10 Strategic Themes which in turned encompassed 55 strategic aims and 242 activity-based targets. The review of NBSAP1 indicated that some 80% of these targets were at least partially achieved. NBSAP2 sets about building on areas that were under-achieved but still considered priorities as well as identifying new priority areas for action. Some further key lessons that helped guide the formulation of NBSAP2 are highlighted below:</td>
</tr>
</tbody>
</table>

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1 CoP Decision IX/8 calls on Parties to “engage indigenous and local communities and all relevant sectors and stakeholders” in biodiversity planning and implementation. CoP Decision X/2 calls on Parties to “Enable participation at all levels to foster the full and effective contributions of women, indigenous and local communities, civil-society organizations, the private sector and stakeholders from all other sectors in the full implementation of the objectives of the Convention and the Strategic Plan”.

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- **Mobilisation of Resources**: The NBSAP was an important instrument for channelling resources into priority biodiversity areas with a number of donor-funded projects particularly targeting specific priority NBSAP areas such as coastal conservation, the CBNRM Programme and the management of protected areas.

- **Coordinating framework for NBSAP1**: The coordination framework for the implementation and monitoring and evaluation of NBSAP1, while initially strong and effective, fell away after the end of the donor-funded National Biodiversity Programme in 2005.

- **Scope of NBSAP1**: NBSAP1 was well-designed and very ambitious in scope, with equal consideration given to each of the 3 objectives of the Convention. However it was arguably over-ambitious and NBSAP2 needs to be more focused and outcome-oriented.

- **Capacity for effective implementation of NBSAP1**: this was insufficient and is yet to be adequately addressed in a number of areas including biosystematics, biotechnology and environmental monitoring.

- **Low awareness levels of NBSAP1**: awareness of NBSAP1 was low, including among key implementing partners; regional and local stakeholders; and the general public. NBSAP1 was not accompanied by a Communication, Education and Public Awareness (CEPA) Strategy, which was an impediment to effective implementation.

- **Working Groups**: The voluntary working groups tasked to formulate and implement specific aspects of NBSAP1 had mixed success. Some such as the Namibia Biotechnology Alliance, the Wetlands Working Group and the Alien Invasive Species Working Group delivered substantive outputs, however almost all failed to last for the duration of NBSAP1. The strong focus on individuals, high rates of staff turnover and their voluntary nature tended to reduce their long term effectiveness.

- **Coordination and management of cross-cutting** areas such as wetlands, mountain ecosystems and biosystematics was a key challenge in NBSAP1 and needs to be targeted and improved through NBSAP2.

The regional consultations process also provided ample opportunity to manage and adequately adopt societal actors’ input. The table below provides some of the identified priority activities for the NBSAP 2 that emanated from the regions. The overall process did not register strong opposing views by different societal actors, although emphasis was always made to ensure that the national and regional consultation process provides some relevant clues or indications thereto.

*Table 6: Some identified NBSAP2 priority activities per region.*

<table>
<thead>
<tr>
<th>Some Specific Priorities Identified from the Regions</th>
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<tbody>
<tr>
<td>1. Caprivi</td>
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<td>• Rigorous enforcement of inland fisheries legislation</td>
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</table>
2. **Erongo**
   - Limit the impact of mining and development on biodiversity-sensitive areas²

3. **Hardap**
   - Preservation of biodiversity sensitive areas

4. **//Karas**
   - Creation of livestock breeders associations to prevent genetic erosion

5. **Kavango East and West**
   - Strengthen the support of extension services to farmers

6. **Khomass**
   - Strengthen capacity to control and handle genetically modified organisms
   - Establishment of green economy enterprises
   - Encourage harvesting of invasive species by exploring potential economic use
   - Ensure adherence to Environmental Impact Assessments and Management Plans

7. **Kunene**
   - Document local indigenous knowledge on conservation and sustainable use of natural resources
   - Strengthening of wildlife law enforcement capacity
   - Introduce rangeland management practices in conservancies

8. **Oshana**
   - Promote renewable energy technologies

9. **Omaheke**
   - Introduction of fire breaks and afforestation programme
   - Conduct research into the traditional uses of biodiversity for medicines
   - Expansion of nurseries and wildlife sanctuaries
   - Extend the use of organic fertilisers and pesticides

10. **Omusati**
    - Gazette more areas as conservancies and community forests

11. **Oshana**
    - Promote renewable energy technologies

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²This issue, although it did not solicit strong opposing views, was important in the context of Erongo region but also in the country at large where mining is found-such as in the southern part of Namibia. The enactment of the Environmental Management Act and the creation of an Environmental Commissioner Office were pointed out in consultations as major formal mechanisms to handle and regulate mining impacts on the environment.
12. Oshikoto
- Monitor and assess carbon emissions
- Reintroduction of species to their historical habitats
- Identification of threatened species

13. Otjozondjupa
- Identify suitable areas for proclamation as conservancies, community forests and national parks
- Promote use of environmentally friendly herbicides and pesticides

4.2. Aligning NBSAP 2 with the CBD Strategic Plan and Aichi Targets

Based on the results of the outcomes of the national and regional prioritization exercises, it was decided to closely align NBSAP2 with the CBD Strategic Plan and Aichi Targets (2011-2020). The national and regional workshops each revealed that the five strategic goals are of high importance to Namibia, while the twenty Aichi Targets were also considered relevant for Namibia, though some were refined to better suit Namibia’s circumstances.

Figure 4: Outcome of prioritization exercises undertaken on the 20 Aichi Targets in each of Namibia’s 13 regions.

From the graph it is clear that Strategic Goals A on mainstreaming (targets 1-4); D on benefits (targets 14-16); and E on participatory planning, knowledge management and capacity building were considered most important. Over 50% of Namibia’s 13 regions considered all of the 20 Aichi Targets as being highly relevant to their region, with the
exception of targets 5, 6 and 10. This is explained by the fact that these targets make specific reference to forests, fisheries and marine ecosystems, which do not feature in most of Namibia’s regions.

4.3. Mainstreaming

4.3.1. Capitalizing on Synergies with the Rio and other Biodiversity-Related Conventions

The three Rio Conventions are intrinsically linked, operating in a given ecosystems, and addressing interdependent issues. The Conventions share common concerns and provisions for many environmental and sustainable development issues. Most of the provisions in them are mutually reinforced. Amongst the common shared provisions are formulation of national and regional strategy and action plans; identification, data collection and systematic observation; develop protected areas; legislation and related measures, research, environmental education; training and public awareness; environmental impact assessment; partnership and cooperation between governmental and non-governmental sectors; reporting, joint action program implementation; institutional mechanism; access to resources; precautionary measures; resource allocation and technology transfer.

Rio conventions have similarities in terms of standard obligations required by their Parties. The Conferences of the Parties (COP) to each Rio Convention have underlined through numerous articles and decisions that need for enhanced collaboration among the Conventions in order to enhance Synergy and reduce duplication of activities; in other words resources.

Furthermore, Namibia is a Party to the Ramsar Convention on Wetlands of International Importance, the Convention on Trade in Endangered Species (CITES), the International Treaty on Plant and Genetic Resources (ITPGR), the World Heritage Convention (WHC). All these Conventions are clearly closely linked and NBSAP2 seeks to integrate the objectives and actions of these Conventions under its umbrella.

The different national focal points to each Convention were closely engaged in the consultative process to formulate NBSAP2, which in turn has contributed towards the integration of Convention-specific targets, objectives and commitments into NBSAP2. This will further create synergies in the monitoring process and national reporting requirements to each Convention. Examples of thematic areas in which Convention-specific targets, objectives and commitments have been integrated into NBSAP2 are presented in the diagram below:

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3 The issue of coral reefs was considered of relatively low importance to Namibia; however climate change is recognized as a key threat to biodiversity needing to be addressed.
4.4. Enhancing Regional Cooperation

Namibia recognizes the critical importance of the transboundary management of natural resources, which is guided by SADC protocols on energy, tourism, fisheries, watercourses, wildlife and law enforcement, and forestry. This is further promoted in NBSAP2, particularly with regard to the improved management of Namibia’s two TFCAs (KAZA and the /Ai-/Ais Richtersveld TFCA; the Benguela Current Large Marine Ecosystem; and the transboundary river commissions such as OKACOM and the Orange-Senquhu Basin Commission. The NBSAP2 also seeks to identify new areas of cooperation at the regional level. Although the SADC Regional Biodiversity Strategy and Action Plan are structured differently to the CBD Strategic Plan and Aichi Targets, Namibia has sought to align its NBSAP2 with this document as well.

4.5. Mainstreaming Gender Considerations

Women are sometimes known as the “invisible” managers and users of natural resources in Namibia. Despite the fact that they are the main managers of these resources on a daily basis, they are often play a limited role in decision making processes and in the sharing of benefits from their efforts. Empowerment of women is however occurring in the natural resources management sector and is being actively promoted through the CBNRM Programme, and targeted support through funding mechanisms such as the Environmental Investment Fund and the Small Grants Programme of UNDP.

NBSAP2 promotes the full participation of women in the planning and implementation of biodiversity-related initiatives as well as in the areas of capacity building; value addition and enterprise development; and benefit-sharing.

5 Conclusions
The Namibian participatory process was extensive and inclusive to a large degree based on the number of stakeholders it reached, regional consultations held, observation of certain themes to mainstream such as gender equality and women as well as attuning to regional dimensions of the subcontinent (e.g. sensitivity on regional agreements commitments). This was mainly carried out through a broad consultation process, hosting key national workshops, interviews with key stakeholders, regional workshops and ultimate political buy-in through the cabinet endorsement. The foundation established on the basis of emphasising the lessons learnt from NBSAP 1 cannot be understated. The value-add of this process was that such attempts of high inclusiveness lends themselves to credibility when it comes to political endorsement—which was done within the expected time-frame and no sent-backs in terms of a request for further consultations. The ultimate benefit for the DEA and Namibia at large is that from an institutional perspective, there is entrenched institutional permanency to ensure the continuation of biodiversity management beyond the NBSAPs era. The high level of inclusiveness also has a positive bearing on the implementation phase as a quality driven and inclusive monitoring and evaluation function, embedded with a strong external peer review mechanisms is a key cornerstone of that whole phase.

Perhaps going forward and seeing that Namibia does have transboundary biodiversity related issues, it could enhance the consultation process on those specific issues from a state to state level. It could be that the current mainstreaming approach is inadequate to ensure effective recognition of the issues in the respective countries NBSAP. A form of a regional forum, which could be leveraged from donor funding—where possible, could help structure the mainstreaming of regional cooperation on transboundary issues for NBSAP much more optimally.

Additional documentation of the NBSAP II process will be completed once the NBSAP II is finally launched, along with the CEPA Strategy. That will also provide for more comprehensive analysis and review of additional implementation experience. Fortunately for Namibia, the experiences of NBSAP I provided ample implementation lessons that were incorporated into the NBSAP II formulation and action plan. The NBSAP II document was submitted to the Cabinet and was approved for implementation in July 2014.

In terms of the implications, the implementation of the NBSAP 2 is expected to be a major improvement on NBSAP 1 due to the fact that there is a permanent institutional structure as opposed to NBSAP 1 implementation. The monitoring and evaluation of NBSAP2 will be coordinated by the newly established Division of Multi-Lateral Environmental Agreements under the MET, with support from the cross-sectoral NBSAP2 Steering Committee. The Division of Multilateral Environmental Agreements in addition serves as Secretariat to the Committee. Secondly care was taken, in the formulation of NBSAP 2 to ensure that all of the activities prioritized are to be implemented by institutions represented on the NBSAP2 steering committee, which should facilitate the process of coordination and monitoring and evaluation.

It is also envisaged that the different key institutions represented on the NBSAP2 steering committee will report back to the committee and high level stakeholders on an annual basis in terms of their progress and challenges with regard to achieving the targets and strategic goals of NBSAP2. The MET will take responsibility to compile these reports, which will provide a baseline on status of implementation, serve as a guide for future strategic planning, and contribute information towards Namibia’s national reporting to the CBD.


