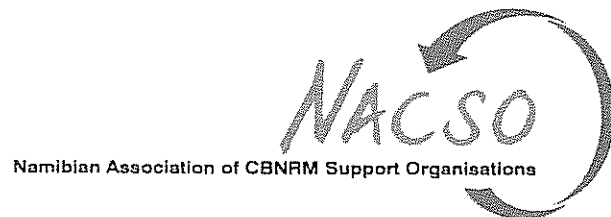


Community – Based Natural Resource Management in Namibia

*An overview of current status, progress
and potential of Namibia's Communal Area
Conservancies*

March 2003



HISTORICAL BACKGROUND OF NAMIBIA CBNRM PROGRAMME:

The Namibia Community Based Natural Resource Management (CBNRM) Programme is an innovative, people-based approach to conservation that is in sharp contrast to most of colonised Africa's traditional highly regulated, park-based conservation systems. While traditional conservation approaches have been premised largely on the ability of governments to enforce wildlife protection laws, Namibia's CBNRM Programme generates its success from the high sense of ownership and stewardship responsibility local communities have gained through Namibia's internationally acclaimed enabling conservation policies and legislation.

The Namibia CBNRM Programme has its roots in conservation and development efforts dating back to the early 1980's when the effects of serious drought, heavy poaching, war and tenure systems that dissociated rural people and the wildlife they lived with, led to the depletion of wildlife populations on the state-owned, communal lands of Namibia. Some of the first efforts towards addressing this situation were initiated by visionary local traditional leaders, officials of the then Department of Wildlife and local Non Governmental Organisations (NGOs) in Northwest Namibia. Following Namibia's independence in 1990, the programme gained momentum and political support and began its spread to other areas of Namibia, initially to Caprivi in the northeast and thereafter to other regions of the country.

CURRENT STATUS OF NATIONAL CBNRM PROGRAMME:

Today the Namibian CBNRM programme encompasses some 11 NGO support organisations, the University of Namibia (UNAM), Government of Namibia through the Ministry of Environment and Tourism (five directorates) and approximately fifty community based organisations. With the passage of landmark legislation in 1996, rural communities have gained the right to manage, use and benefit from wildlife and tourism in their areas.

To date 15 rural communities have gained legal status as Communal Area Conservancies. These registered conservancies incorporate more than 39 000 people, managing an area of 4,000,000 hectares. A further 35 communities are in the process of establishing conservancies, potentially including another 8,000,000 hectares of land and involving a further 70 000 rural people. The programme is active in the Kunene, Caprivi, Otjozondjupa, Erongo, Omusati, Ohangwena, Oshikoto, Oshana, Kavango, Hardap and Karas regions.

The accelerated response from rural communities has marked the success of the conservancy legislation and the programme as a whole. Since the initiation of the World Wildlife Fund Living in a Finite Environment (WWF/LIFE) project in 1993, regular coordination and planning meetings were held as the LIFE Steering committee. After several years of consultation and debate the Namibian Association of CBNRM Support Organisations (NACSO) was established. Started in 1999, NACSO today consists of 11 NGOs and the University of Namibia (see Table 1 below). A small secretariat coordinates the planning and activities of organisations whose members meet on a quarterly basis. In addition partners have established a number of Thematic Working Groups (e.g. working group on Natural Resource Management, Business and Enterprise, Institutional Development, Training, Monitoring and Evaluation) that consist of individuals from member organisations that work on cross cutting issues.

Table 1. NACSO Member Organisations.

Name	Main focus	Regions of operation
Centre for Research, Information and Action in Africa - CRIAA	Supporting communities in the harvest and marketing of plant products e.g. Marula oil	National
Desert Research Foundation of Namibia - DRFN	Assistance to emerging and registered conservancies and other community bodies on combating desertification.	National
Integrated Rural Development and Nature Conservation - IRDNC	Field based NGO providing technical support to registered and emerging conservancies	Kunene, Caprivi, Kavango
Legal Assistance Centre - LAC	Legal advice and advocacy on CBNRM issues	National
Namibia Community Based Tourism Association - NACOBTA	Umbrella organisation supporting tourism and enterprise development within and outside of conservancies	National Field based project in north central Namibia
Multi Disciplinary Resource and Consultancy Centre, University of Namibia - MRCC/UNAM	Research - related support to the programme	National
Namibia Development Trust	Assistance to emerging and registered conservancies - field based	Field based in Otjozondjupa, Karas and Hardap regions
Namibia Nature Foundation - NNF	Provides assistance in grant administration, fundraising, financial management and M & E	National

Namibia Non Governmental Organisation Forum – NANGOF	Represents broad range of CBOs and NGOs	National
Nyae Nyae Development Foundation – NNDFN	Support the San communities in the Otjozodjupa region – field based	Otjozondjupa (Nyae Nyae and N# laqna conservancies
Rössing Foundation	Provides training and materials; and supports community craft development and marketing. Support for CBNRM activities in north central Namibia	National Field based project in north central Namibia
Rural Peoples Institute of Namibia – RISE	Assistance to emerging and registered conservancies – field based	Erongo and southern Kunene

Associate Members

Living in a Finite Environment – LIFE	Provides technical support to implementers in the field of Natural resource management, enterprise and business development and institutional development
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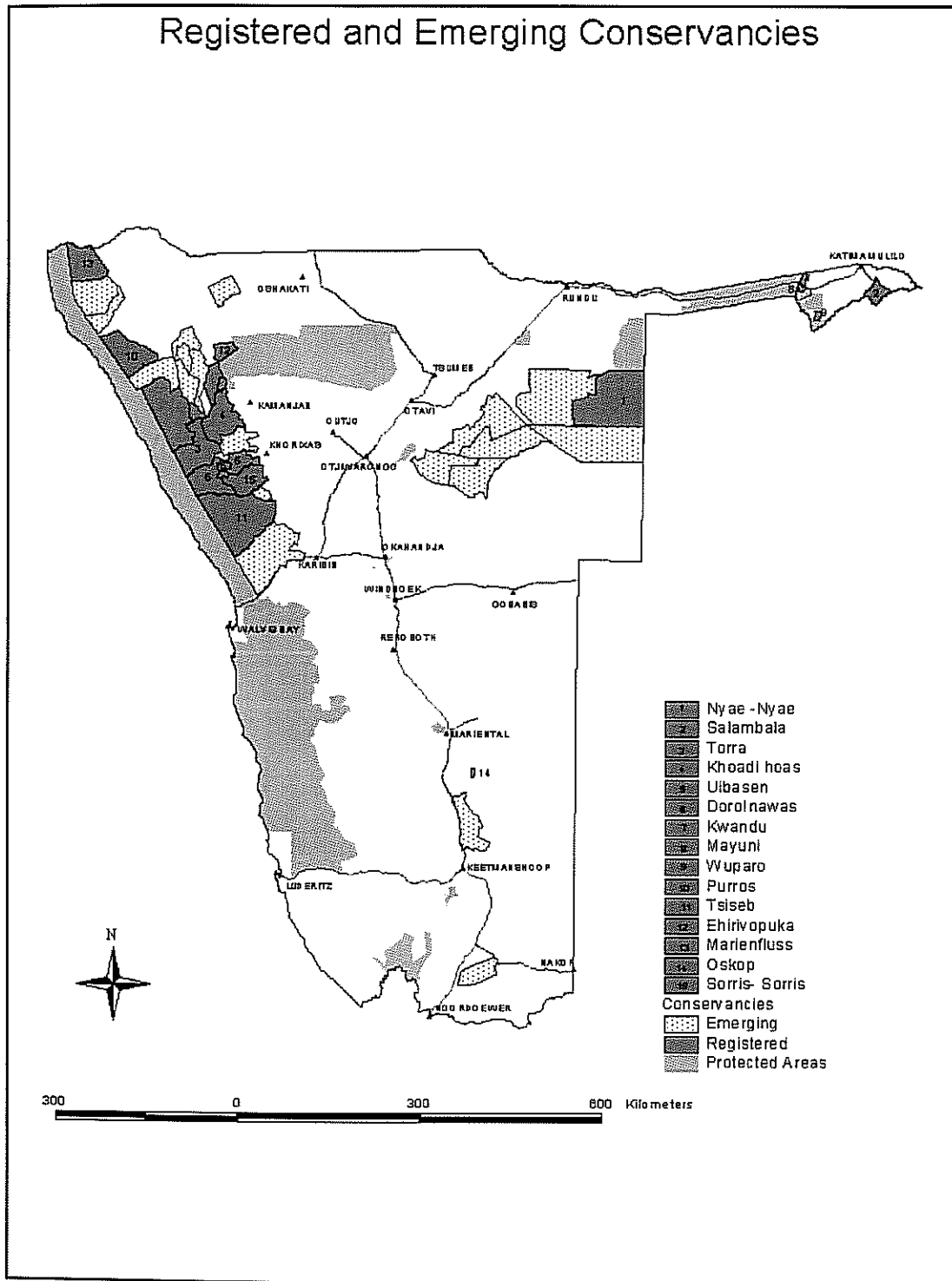
* In addition three individuals hold associate membership

Ministry of Environment and Tourism

NACSO works in close cooperation with the Ministry of Environment and Tourism. A key development in the MET's support to CBNRM has been the establishment of a dedicated division within the Directorate of Parks and Wildlife. Launched in May 2002, the CBNRM Sub – Division (CSD) has a staff of 32 people, based within the 13 regions with its headquarters in Windhoek. Dedicated to assisting rural communities in managing their wildlife resources, the key focus of the CSD is in setting policy and legislation and supporting and monitoring established and emerging conservancies in meeting legislative requirements and standards.

TABLE 2: Ministry of Environment and Tourism

Ministry of Environment and Tourism – MET		National
<ul style="list-style-type: none"> ▪ Directorate of Parks and Wildlife ▪ Directorate of Tourism ▪ Directorate of Forestry ▪ Directorate of Scientific Services ▪ Directorate of Environmental Affairs 	Through 5 directorates supports emerging and registered conservancies through policy and the technical support of the CBNRM Sub Division	



Map 1: Registered and emerging Communal Area Conservancies

Registered Communal Area Conservancies							
	Name	Region	Biome	Date registered	Size (km²)	Total registered members	Average population
1	Nyae Nyae	Otjozondjupa	Woodland	Feb-98	8992	752	2280
2	Salambala	Caprivi	Woodland	Jun-98	930	3 000 – 4 000	7135
3	Torra	Kunene	Desert	Jun-98	3493	450	1200
4	#Khoadi //Hôas	Kunene	Desert / Savanna	Jun-98	3364	1 600	3200
5	Twyfelfontein-Uibasen	Kunene	Desert/ Savanna	Dec-99	400	61	230
6	Doro !Nawas	Kunene	Desert/ Savanna	Dec-99	3979	430	1500
7	Kwandu	Caprivi	Woodland	Dec-99	190	1 800	4100
8	Mayuni	Caprivi	Woodland	Dec-99	151	1 500	4500
9	Wuparo	Caprivi	Woodland	Dec-99	148	1 700	4520
10	Puros	Kunene	Desert	May-00	3568	85	260
11	Tsiseb	Erongo	Desert	Jan-01	7912	950	2000
12	Ehi-Rovipuka	Kunene	Savanna	Jan-01	1980	500	2500
13	Marienfluss	Kunene	Desert	Jan-01	3034	121	300
14	Oskop	Hardap	Shrub Savanna	Feb-01	96	20	120
15	Sorris Sorris	Kunene	Desert/ Savanna	Oct-01	2290	380	800
TOTAL					40527	3749	38, 745

Table 3: Registered Communal Area Conservancies

KEY ACHIEVEMENTS OF NATIONAL CBNRM PROGRAMME:

The Namibian National CBNRM programme is based on three core components that are supported through the work of the Ministry of Environment and Tourism and NACSO partners. These are:

- Environmental – through natural resource management
- Economic – through Tourism and enterprise development
- Social – through institutional/ organisational development and democracy and governance

Natural Resource Management – Improving Practices and Building Natural Resource Bases:

As one of the major components of the CBNRM programme, efforts towards improving the management of natural resource management can be tracked through, amongst others, the increase in wildlife numbers, the dramatic reduction in illegal hunting (poaching), the population growth of important species such as black rhino and elephant and the steps being taken by conservancies to manage human/wildlife conflict.

This is being achieved through the active efforts of conservancies supported with technical assistance by MET and NACSO partners.

Key activities undertaken in support of Natural Resource Management include:

- The training and support of conservancy NRM staff (Community Game Guards, Environmental Shepherds)
- The development and implementation of conservancy monitoring systems (including specific monitoring of predator activity, problem animal incidence)
- The development and implementation of Integrated Management Plans within conservancies
- The establishment of an annual Game Census in the north west of Namibia conducted by MET, Conservancies and NGOs
- The development of strategies and systems to address conflicts between people and wildlife within conservancies
- The translocation and re-introduction of wildlife to strategically important conservancies
- The negotiation and management of trophy hunting concessions leased to commercial hunting operators
- The sale of live game from conservancies

- Monitoring and management systems for important species (black rhino, elephant and predators)
- Monitoring of biodiversity in certain conservancies

Wildlife Populations In Communal Conservancies Continue to Rebound

During June 2002, the third annual game census of more than 5,000,000 hectares of existing and emerging conservancies in northwest Namibia was conducted. More than 200 NGO, MET, and community staff were involved in this massive undertaking that is allowing census participants to almost instantly analyze their findings and estimate population trends. The results of the census found massive increases for most wildlife populations, with some species such as gemsbok and springbok having increased by more than 25% over the past years. Last year's population growths reflect a long-term trend for northwest game populations that have seen numbers of such species as springbok, gemsbok, and Hartmann's zebra increase from less than 1,000 animals in 1982 to more than 95,000, 27,000, and 14,000, respectively, by 2002.

Charts 1-3, below, reflect the increases in wildlife populations in the north west of Namibia where communities, government and NGOs have been working in partnership since the early 1980s. Note that with the introduction of the game census in the north west, the figures show a dramatic increase that has been attributed to a more thorough game count method than was previously used.

The significance of the increase of game populations in Northwest Namibia can be further emphasized by the increased monetary value of these game animals to Northwest Namibia and the conservancies. Table 6 highlights the estimated increased value of the increased population by five species, reflecting an annual increase in the asset value of these five species by N\$21,056,560. NB - the Namibia Dollar has the same value as the Rand N\$ 1 = ZAR 1

Species	% Increase	Estimated Numbers increased in 2002	Value (N\$) of Live Animal In The Veld	Total N\$ Increase By Species for 2002
Gemsbok	25%	8,973	1,000	8,972,500
Kudu	20%	1,357	1,000	1,357,400
Ostrich	5%	313	1,000	313,100
Springbok	27%	32,400	300	9,720,000
Hartmann's Zebra	7%	867	800	693,560
TOTALS				N\$21,056,560

Table 4. Estimated increased Namibian Dollar asset value of five species of game from population increases in Northwest Namibia during the 2002 game production season.

Wildlife Populations in North West Namibia

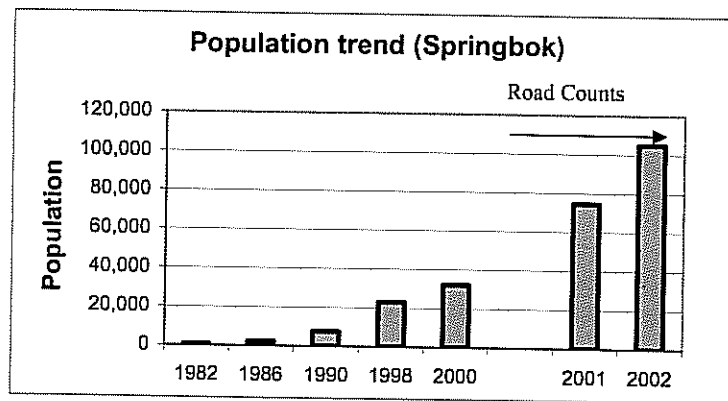


Chart 1. Springbok Population Trends in NW Namibia

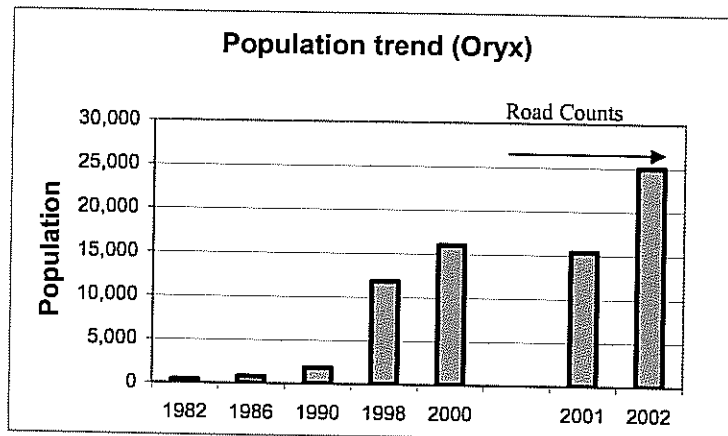


Chart 2. Oryx Population Trends in NW Namibia

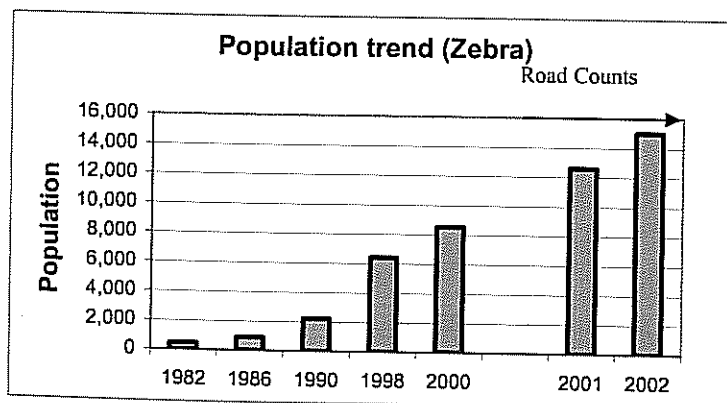


Chart 3. Hartmann's Zebra Population Trends NW Namibia

Important developments for Natural Resource Management in Communal Conservancies

Game translocations

Game translocations efforts in 2002 were the largest ever undertaken in support of communal conservancies due to: generous donations by the MET; funding support from the GEF PDF-B Project; private sector donations; and WWF's continued funding of translocations. In total, 1,645 animals that were commercially valued at N\$2,801,400 were moved into six communal and one commercial conservancy. A total of 11 species were captured and translocated. 19 Emerging conservancies in the Kunene region have requested wildlife translocations from MET in order to re-stock areas.

Human Animal conflict Insurance Schemes

Plans are underway to test an innovative Human-Animal Conflict Conservancy compensation/Insurance scheme for conservancies (two Kunene and two Caprivi), starting in 2003. The pilot involves a mix of insurance and compensation for stock losses, and has become possible because conservancies are legal bodies with a registered list of members. The scheme requires conservancies to implement a problem animal management strategy and claims for stock losses can only be made if the strategy 'rules' have been followed. The conservancies develop their own rules. The scheme will be managed by the conservancies and traditional authorities, with IRDNC and MET monitoring and providing technical support. Donor funding will cover costs for the pilot year, with costs being taken over by conservancies themselves if the scheme proves viable.

The Game Products Trust Fund

The Ministry of Environment and Tourism has established the GPTF which is a legally constituted Fund, receiving its revenue from the sale of animal products (e.g. skins, ivory); the sale of trophy hunting concessions; head levies from the export of live game; and donations. The fund is open for applications for financial support, but priority is given to projects which aim to improve relationships between people and wildlife; return funds to areas where game products came from; improve monitoring, management, protection and sustainable use and development of wildlife resources in rural areas; balance wildlife conservation and rural development.

Transboundary Natural Resource Management Efforts

Namibian CBNRM partners have been working to expand and coordinate activities with interested stakeholders (including local communities) immediately across the border in Botswana and Zambia on planning and management of land, wildlife, fire and tourism resources.

Tourism and Enterprise Development – Generating Benefits

Through Namibia's internationally acclaimed enabling legislation, conservancies are able to earn significant benefits from the sustainable utilisation of natural resources in their areas. To date, four conservancies have reached financial independence where revenues from the sale of trophy hunting concessions and photographic tourism ventures have reached a level where these conservancies can cover their own operational costs, while a fifth conservancy has taken over 45% of its running costs.

Revenue accrued to local communities in the form of enterprise and wage income as well as non-financial conservancy benefits has almost doubled in the last year, from over N\$6,000,000.00 in 2001, to over N\$11,000,000.00 in 2002. A breakdown of the income/ benefits generated reflects the following:

• Community-Based Tourism Enterprises/Campsites:	N\$3,105,016	28%
• Trophy Hunting & Meat:	N\$2,513,676	22%
• Joint Venture Tourism:	N\$2,179,874	20%
• Thatching Grass Sales:	N\$1,077,500	10%
• Game Donations:	N\$1,026,600	9%
• Craft Sales:	N\$561,221	5%
• Own-Use Meat:	N\$402,014	4%
• Interest Earned	N\$156,500	1%
• Live Sale of Game:	N\$132,300	1%

The extensive increases in conservancy income and benefits are critical to the financial sustainability of the conservancy movement. The conservancy income allows conservancies to cover their operation costs, with the vast majority of such operating costs being related to the management of the resource base. This contributes towards the longer-term financial viability of conservancies, particularly as the resource base recovers.

Key activities undertaken in support of tourism and enterprise development include:

Job creation and skill building

Whilst emphasis is often placed on conservancy revenues alone, the value of tourism-related employment created within conservancies and rural communities is very significant. In 2002 it was recorded that 374 people held full time jobs in tourism ventures, whilst 3,136 people held part time jobs (craft makers, hunting trackers etc). In one joint venture operation, other than a senior management couple tasked with building local capacity, only local community members are employed (13) and a young local woman has been appointed Camp Manager.

*** It should be noted that these figures only apply to ventures run by conservancies or local entrepreneurs and does not include jobs in all other private ventures within the conservancies)*

Tourism Planning

The need for participatory tourism planning was initially identified and progress spearheaded by the Ministry of Environment and Tourism who commissioned the North West Tourism Plan (1998-2002) covering the Kunene and Erongo communal areas. Smaller communal area tourism plans have also been developed in the Oshikoto, Omusati, Oshana and Ohangwena regions as well as the eastern floodplains of Caprivi. Further plans are currently underway in the west of East Caprivi along the Kwando and in the South (Hardap and Karas). The key objective of the tourism planning process is...

“To give conservancies or communities an understandable and practical document, which will help them to decide on tourism development in their area and which will become part of their overall conservancy or land use management planning”.

In addition, the tourism planning process has proved to be an excellent way to foster stakeholder co-operation and co-ordination.

Joint venture Partnerships

Currently, four conservancies have signed contracts for photographic tourism businesses (lodges) with private sector partners earning N\$ 803,414. This income goes directly to the conserancies via their committees with total benefits (including wages) from these agreements valued at N\$ 2,179,874 in 2002.

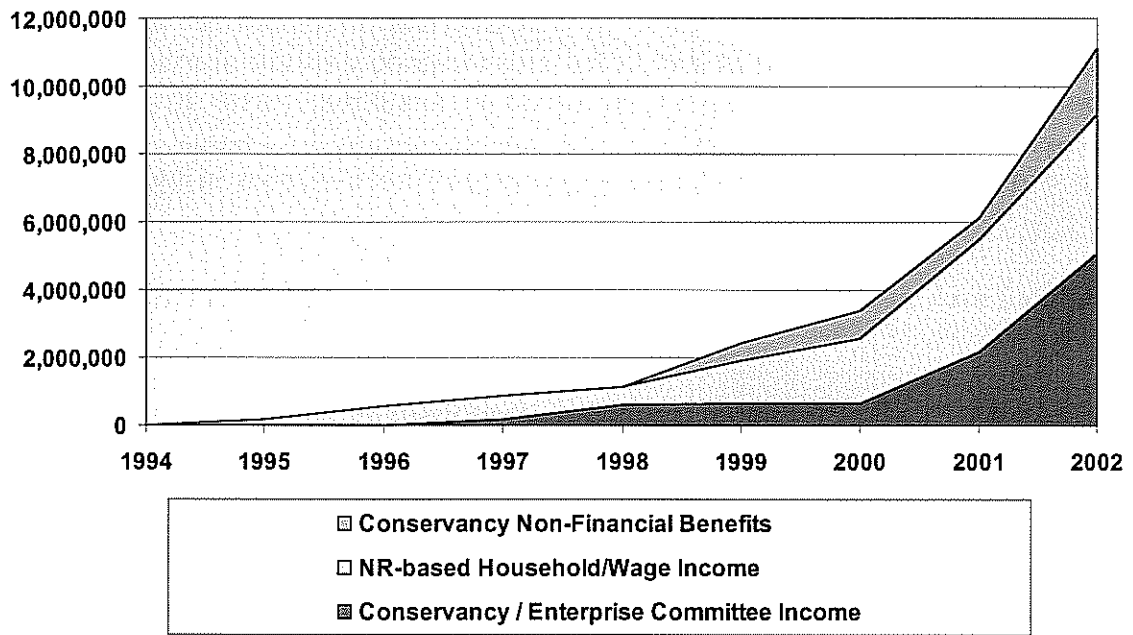
In order to maximise the potential from joint venture opportunities (photographic and hunting) , a Joint Venture Unit has been established at NACOBTA. This has resulted in a more professional approach to attracting private sector investors via tenders or formalised expressions of interest. It has also allowed more extensive support to this important sector. A further two joint venture agreements for lodge development are currently under negotiation, several new sites will be promoted during 2003 and a number of lodges that pre-existed conservancies will also be encouraged to develop formal benefit sharing agreements with conservancies this year.

In addition, six conservancies have negotiated trophy venture hunting agreements, leasing hunting concessions in their conservancies to external trophy hunters. I income from these ventures totaled N\$ 2,513,676 for conservancies during 2002.

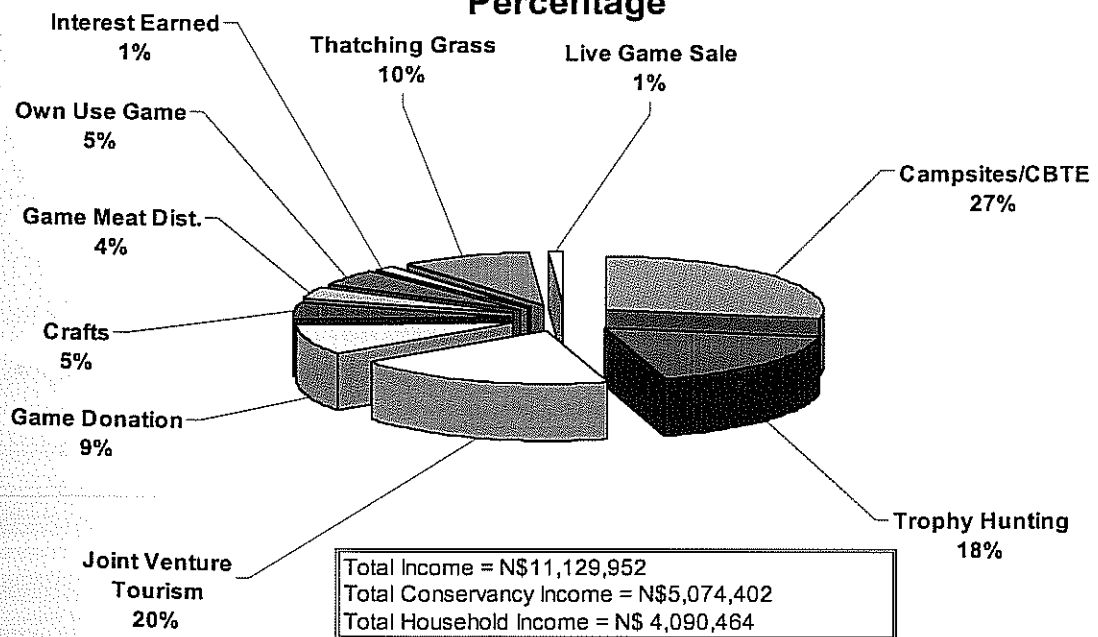
Type of Enterprise	Funds to Conservancy/ Community	Community's Estimated Percent of Enterprise's Gross Revenues	Total Estimated 2002 Annual Turnover
JV Lodges:			
1. Damaraland Camp (Torra Consv.)	303,000	10%	3,030,000
2. Susuwe Island (Mayuni Consv.)	44,724	4%	1,285,815
3. Country Lodge (Uibasen Consv.)	455,690	5%	9,113,800
<i>Subtotal</i>			13,429,615
Trophy Hunting:			
1. Nyae Nyae TH	920,500	51%	1,800,000
2. Salambala TH	365,580	40%	900,000
3. Torra TH	180,000	40%	450,000
4. Khoadi TH	157,090	32%	485,000
5. Ehirovipuka TH	126,500	33%	380,000
6. Doro Inawas TH	150,920	40%	375,000
<i>Subtotal</i>			4,390,000
Thatching Grass:			
1. Funds to harvesters	1,077,500	7.5%	
2. Funds to transporter	355,000	2.3%	
3. Total Industry			14,325,000
Other Direct Incomes:			
1. CBTEs	3,105,016	100%	3,105,016
2. Crafts	561,221	100%	561,221
3. Interest Income	156,500	100%	156,500
4. Live Game Sales	132,300	100%	132,300
<i>Subtotal</i>			3,955,037
GRAND TOTAL			N\$37,532,152

Table 5. Estimated revenues generated by CBNRM supported enterprises during 2002.

Namibian National CBNRM Programme 2002 - Benefits



Summary CBNRM Programme Benefits by Percentage



Institutional Development – Building Strong Organisations at Community Level:

The third key component of the national CBNRM programme focuses on building the skills and capacity of conservancies and the agencies that support them (government and NGO). In order for conservancies to be strong, democratic entities considerable focus has to be placed on increasing the capacity of rural Namibians in terms of decision making, planning and management skills. Conservancies are faced with new management challenges and in most places the requisite skills are only in the process of being built.

Key achievements and impacts of the conservancy programme to date include the following:

Moving towards financial independence and sustainability

Given the current income situation of conservancies in Namibia, there are now four conservancies that have reached a position of financial independence, generating substantially greater annual revenues than incurred annual operating costs. These conservancies include: Torra, Uibasen, Nyae Nyae, and Salambala which employ a total of 67 full time and 15 part time staff.

Benefits generated and distributed

Four conservancies have begun the process of distributing cash benefits to conservancy members.

- Nyae Nyae conservancy has conducted two cash payouts totalling N\$ 99, 375 (N\$ 41, 250 paid to 550 members in 1999 and N\$ 58, 125 paid to 775 members in 2001) representing 62% of conservancy income.
- Salambala conservancy (2002) handed out N\$ 47, 500 of their trophy hunting revenue to members. Each of the area's 19 villages received N\$ 2,500 which was used according needs decided by each village.
- Torra conservancy paid a dividend of N\$630 to all members in January 2003, totalling N\$200, 000 approximately 30% of the conservancy's income for 2002, equivalent to 15% (bank interest) of Torra's accumulated funds. Torra has also made several grants to local school and contributed to the building of a crech
- Marienfluss conservancy for several years, has distributed N\$ 600 annually to each household within the conservancy form their campsite revenue. Members of this remote area are recorded to be using the cash on annual buying trips to the regional centre Opuwo.

Representative, accountable transparent community structures in place
Conservancies as social institutions have provided valuable platform for community development. Considerable time and focus has been spent on building the capacity of the conservancy committees to take on the range of functions they are required to perform whilst operating as membership organisations such as staff management, financial management, negotiating with government, donors and private sector.

Planning and coordination at local level

A range of platforms for planning and coordination have been established. Quarterly Planning and Evaluation Meetings of conservancy representatives have become important mechanisms for coordination, communication, evaluation and planning at the conservancy level. In other areas the FIRM (Forum for Integrated Resource Management) has been established to allow similar coordination. Conservancies are exploring with caution the option of establishing regional Conservancy Associations and are demonstrating good capacity to liaise with Regional Councils and line ministries.

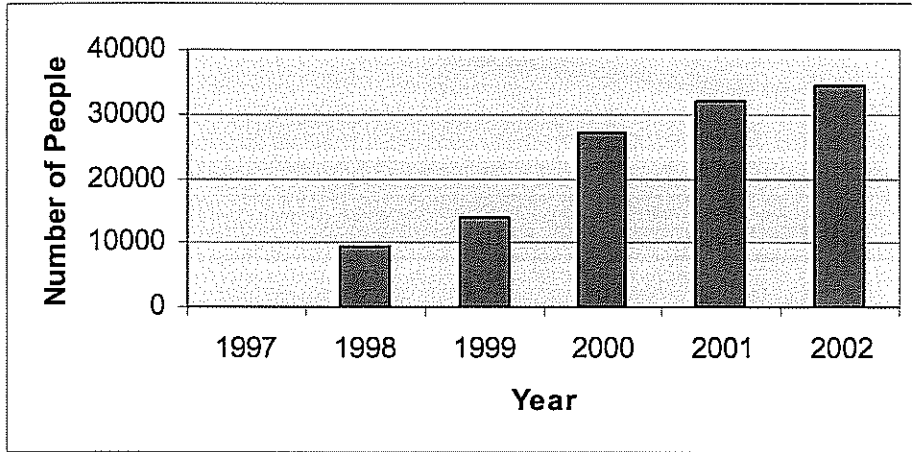
Existing skill enhanced, new skills built

Conservancies are engaging in training and capacity building of a wide range of skills. These include Planning, Reporting, Communication between conservancies and members, Land use planning, Management plan establishment, participatory decision making, Visioning (strategic planning conducted across conservancy membership), financial management, Staff management, Negotiation skills, Establishing policies (including strategies to address the issue of HIV/Aids), Institutional arrangements, Advocacy, Monitoring and evaluation.

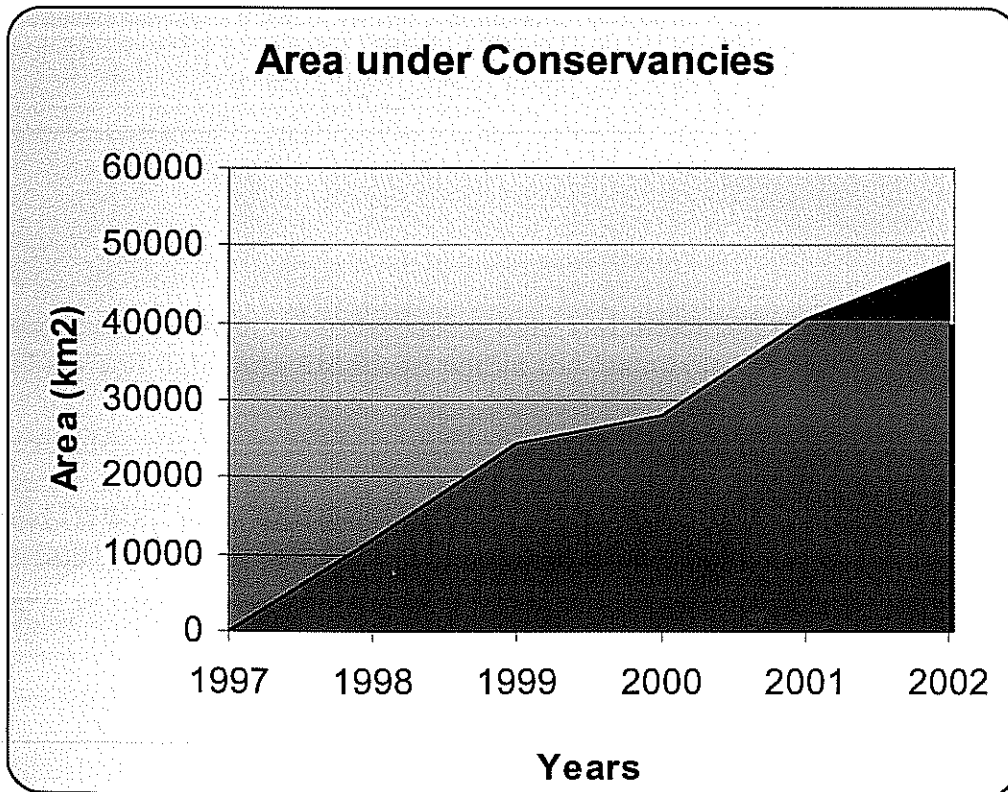
Legal processes – Community rights upheld

Conservancies have become proven mechanisms for communities to uphold and assert their rights. Purros Conservancy won their court case against the community campsite manager who had taken over the campsite as his own business, refusing to pay a percentage of profits to the conservancy, or to employ anyone but his own family. The Nyae Nyae conservancy withdrew from its contract with a trophy hunter after relationships deteriorated to the point that the conservancy terminated the contract. Both are seen as landmark victories for community-owned and run enterprises in Namibia.

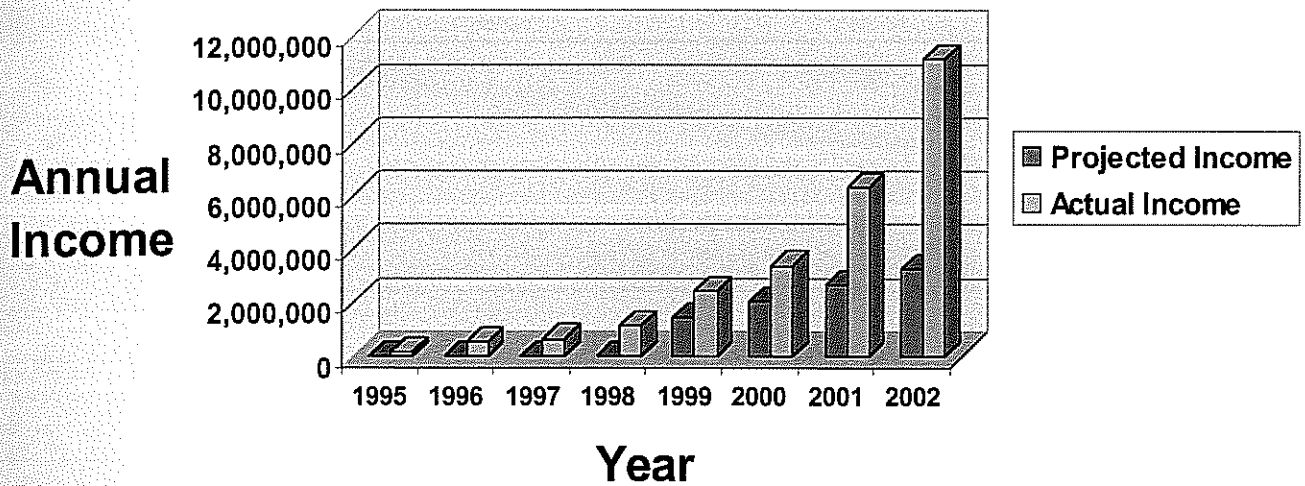
People in Registered Conservancies



Additional 70,000 – 100,000 in emerging conservancies



Projected v Actual Income



This document was compiled using data and information from a variety of reports and data sets produced within the Namibian CBNRM Programme.

This publication was made possible through support provided by the US Agency for Development (USAID) Namibia Mission and the World Wildlife Fund (WWF) under the terms of the Co-operative Agreement No. 690-A-00-99-00227-00. The views expressed in this document are the views of the editor or contributors and are not necessarily those of USAID or WWF.



