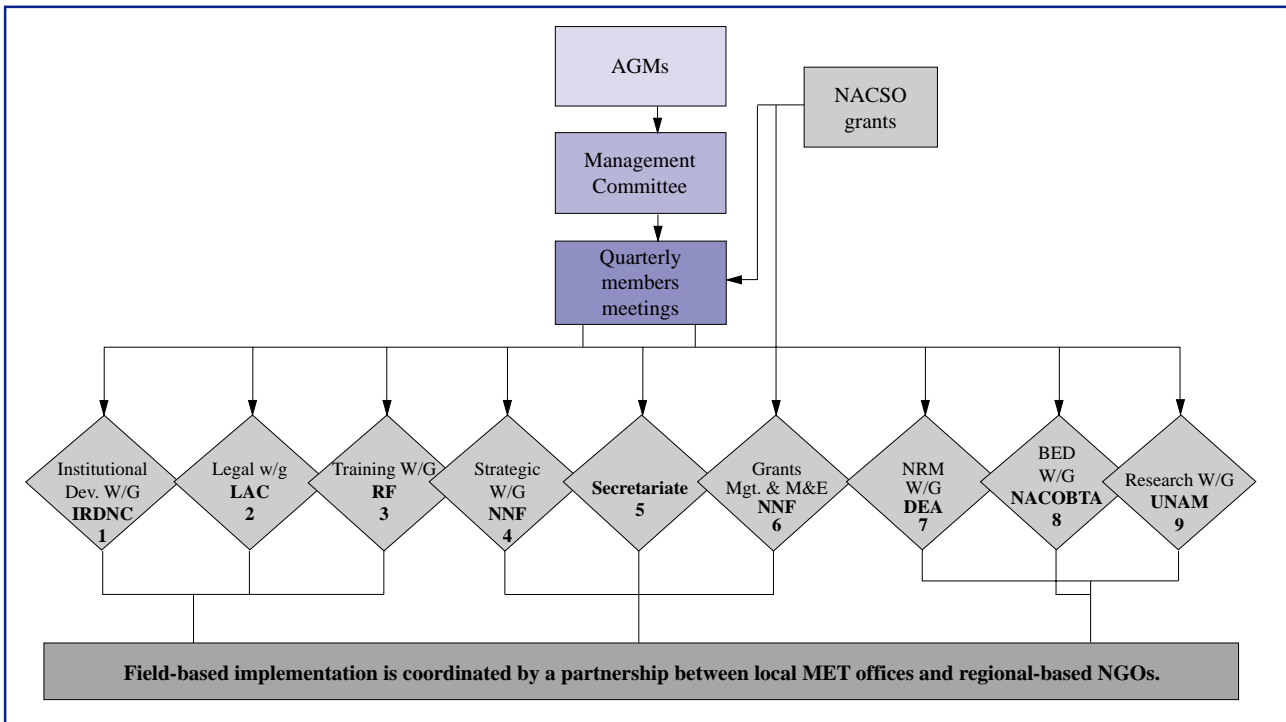




Figure 7: Current structure of NACSO



Source: NACSO 2003

**Natural resource management**

The focus of NRM activity within conservancies has been on managing and protecting wildlife and on land-use planning. A system of monitoring known as the ‘event book system’ has been developed to support management (Stuart-Hill 2003). This essentially involves field rangers collecting and systematically recording data on wildlife sightings, mortalities, incidents of poaching, veld conditions, livestock thefts, rainfall and other data deemed important by the conservancies themselves (in Caprivi, for example, fishing activities have been included in these event books). This monitoring system is combined with management plans and with natural resource inventories to provide a coherent data set for each conservancy to assist in NRM planning and decision-making. Monthly records are collated from weekly patrol records of Community Rangers and CGGs by the conservancy field officers, and these are then compiled into annual records held by the conservancy management. This provides a three-tier system of data collation with different degrees of complexity depending on the users within conservancies (CGGs, field officers or management). The data collected is used in assessing local trends in the abundance and distribution of wildlife within the conservancies and feeds into other data collected during annual collaborative game counts. The data is then used to produce annual assessments of the abundance and distribution of wildlife for each conservancy. These assessments also include verification of the sightings through

discussion with CGGs, other local community members, MET staff and NACSO NRM working group staff. The event book system is currently being adapted for use by MET in the parks.

Other activities undertaken in support of NRM include:

- The training and support of conservancy NRM staff (variously known as CGGs, Community Rangers, Environmental Shepherds and Community Resource Monitors).
- The development and implementation of conservancy monitoring systems (the event book systems).
- Monitoring of palm and dye tree material (harvested for craft production) by Community Resource Monitors – who are women.
- The development and implementation of integrated management plans within conservancies (including a wildlife management plan to meet MET conditions).
- The establishment of annual game censuses 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 reintroduction 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. (MET, NACSO 2003)

A key aspect of the NRM component is the use of Geographical Information Systems (GIS) and maps for monitoring and planning purposes. These systems are established with the support of various NRM specialists (MET and NGOs) involved in the programme. Data collection is carried out by conservancy NRM staff in collaboration with advisors and trainers from the NRM working group. They use fixed route patrols and enter data by hand or in some cases use 'cyber trackers'.<sup>8</sup> Land-use planning is based on a zonation system. This involves the conservancy allocating areas that are zoned according to use. The zonation maps are generally constructed around the provision of exclusive wildlife and tourism areas and areas of use for agriculture or for livestock. Zonation is a cornerstone of CBNRM planning in conservancies.

In addition to the above, efforts are being made to mitigate the costs of HWC. The testing of an innovative human-animal conflict compensation scheme in four conservancies (in the Caprivi and Kunene Regions) is now underway. It involves paying compensation for stock losses from an investment fund established with donor funding. It will be managed by the conservancies and traditional authorities. There will be a problem animal management strategy and set of rules for establishing claims for compensation. The strategy and rules will be devised by the conservancies themselves. Support for the implementation of this scheme and monitoring will come from MET and IRDNC. Research is also being conducted to look at ways to extend the compensation scheme to crop losses (see Evans 2003 and Chapter 7 of this report).

MET has also established the Game Product Trust Fund (GPTF), which is a legally constituted fund. The fund receives its capital from the sale of wildlife products (skins and ivory), and from the sale of hunting concession fees, wildlife exports and from donations. Applications for financial assistance may be made by the conservancies to this fund for things such as initiatives to reduce HWC; and the improvement of the monitoring, management, protection

and sustainable utilisation of wildlife resources (NNF currently manages the fund). Other initiatives include game translocations, and the involvement of conservancies in transboundary natural resource management (TBNRM).

### Achievements in natural resource management

Chapter 1 provided an overview of the increase in wildlife numbers that have been recorded in the conservancies for the north-west. The situation in the north-east is less easy to document, since systematic annual game counts are not currently being conducted due to the migratory nature of wildlife movements. There is also little wildlife outside of protected areas in Caprivi. Despite this, evidence from MET and the conservancies' rangers suggests that wildlife numbers and their distribution have improved in recent years (see Barnes *et al.* 2002). A key achievement of the NRM component of CBNRM has been the contribution to the recovery in wildlife species. That the illegal exploitation of specially protected species remains at insignificant levels is also important to note. Further evidence of the achievements in protecting wildlife come from the reported increase of HWC incidents, the scientific monitoring of various independent NGOs, and government monitoring projects. In some areas the tameness of the game encountered is also noticeable. The development of monitoring systems (event books), in use by both local Community Rangers and MET, has made a significant contribution in this regard. That there has been improved protection of wildlife is supported by the data that is available on trophy hunting in communal areas.

Table 5 shows that the incomes received by conservancies from trophy hunting have increased substantially since 1999. The share of the total income that trophy hunting contributes has, however, remained fairly constant, averaging 15% over the five-year period since 1999.

Other data on trophy hunting also suggests that wildlife numbers have increased. Humavindu and Barnes (2003), for example, identified that across Namibia, as a whole, 13,310 individual animals were bagged in 2000. A good

**Table 5: Trophy hunting income 1999-2003**

Year	N\$ income	% of total conservancy income
1999	448,486	18
2000	398,533	12
2001	734,372	12
2002	1,952,455	18
2003	2,529,436	17

Source: WWF-LIFE data

<sup>8</sup> Cyber trackers are a system for entering wildlife and other data into hand-held computers linked to a GPS. The system was developed specifically for use by people with poor literacy skills and is based on the use of visual symbols. They are predominantly used in the Caprivi Region.



proportion of the specially protected game species among these would have come from communal areas. Estimates for 2000 suggest that hunting in the communal areas was worth approximately N\$3.2 million (this would include rentals, royalties, salaries and wages and other benefits such as meat) (J. Barnes pers. comm.) Figures from another study conducted by IIED in 2003 provide estimates of incomes from hunting on communal areas for Caprivi, Kunene and Erongo Regions. Roe *et al.* (2003) report that “interviews with professional hunters, coupled with information provided by hunters in annual conservancy hunting reports indicate that the total turnover from hunting operations in communal areas in 2001 was in the order of N\$6,500,000”.

The NRM group has played a particularly important role in the processes of registering conservancies and have used sophisticated GIS technologies to demarcate boundaries as identified by the conservancies. For each of the registered conservancies maps of varying detail have been produced for use in management and planning. The NRM team have an enormous workload in meeting the requests of the conservancies to further map their roads, water points and other features of importance.

While the NRM team remains a small and dedicated core group of professionals from the Government and NGOs, the skills have been extended to staff at UNAM and the remote censing unit with the Ministry of Lands, Resettlement and Rehabilitation (MLRR). In addition a considerable amount of training and continuous support has been provided to Community Rangers and CGGs within conservancies. The NRM team has also made much progress in developing management plans with the conservancies. These have in some cases – for example, in Kwandu Conservancy – been developed in close collaboration with a wide range of community stakeholders and not simply the committees. The NRM group’s achievements towards participatory planning and management are important to note.

### **Institutional development**

The registration of conservancies requires the establishment of legally constituted institutions, with elected committees, constitutions, registered members and the development of a series of plans for resources management and benefit distribution. Building democratic institutions of this nature was something that was entirely new for communal area residents. Prior to Independence the communal areas of Namibia were subjected to discriminatory policies and legislation that disenfranchised people from political processes; they had no legal rights to vote or to form interest groups or coalitions (see Chapter 3). The colonial and apartheid system left a legacy of dependence and the ideas of self-help and empowerment were new concepts. Much of the support provided to emerging and registered

conservancies has thus focused on the development of their capacities to manage the conservancy institutions.

To assist in the process of registration and development, a ‘tool box’ has been developed by the support organisations and MET. This is divided into two volumes. The first provides guidelines. These explain the legislation and the various steps involved in conservancy formation and registration. They also provide information about developing constitutions, running elections, holding AGMs and developing benefit distribution plans. The second volume of the ‘tool box’ is a facilitators’ manual, which provides practical participatory methodologies for achieving the above (NACSO/MET 2002).

In addition to the development and use of the ‘tool box’ or manual, many of the support organisations have been actively involved in providing training to the conservancies. Such training has aimed to improve the capacities of conservancy institutions in terms of planning, decision-making and management. Training has been provided in financial management, staff management, benefit distribution, and negotiating with trophy hunters and other private sector tourism companies. Decision-making is in many cases centralised within the conservancy institutions, although the support of the traditional authorities and in some cases local government is sought by the conservancy committees. MET and NGOs support these decision-making processes and provide advice where necessary.

While efforts have concentrated on working with community institutions, donor support is also used to develop the capacities of the support organisations to deliver services to conservancies. This has become particularly important in recent years since the number of communities interested in forming conservancies exceeds the capacity of the current support organisations to deliver the requisite support. The development of both the institutional capacity of conservancies and the abilities of the support organisations is currently being supported by the NACSO Institutional Development Working Group. A review of the capacities of the support organisations and their ability to meet the demands of the conservancies who require support is currently being addressed. The aim of this process is to identify gaps in implementation capacity, which will enable service providers’ and the NACSO working group’s capacity to be addressed. The assessment aims to look at current capacity against current need, as well as the issue of ways to cope with the growing demand for services. In addition, some of the key institutional developments include: the issue of broader participatory and devolved decision-making within conservancies and developing strategies to address this based on local social dynamics; strategic planning across conservancy membership (or visioning); improving communication between conservancy institutions, support



organisations, line ministries and conservancy membership; developing mechanisms to broaden conservancy management and involvement into other resource sectors together with relevant line ministries (integrating approaches to resource management and development).

### **Achievements in institutional development**

In terms of institutional development there has been an exponential growth in the number of registered conservancies (currently 31 registered – see Chapter 1). For the longer established among these, CBNRM has provided direct support for increasing empowerment and promoting good governance. Simply achieving registration does not automatically lead to empowerment and improved governance, however, but the enabling policy and legislation, in principle, gives all communal area residents, through their representatives, conditional rights to the utilisation of wildlife. That these rights are now legislatively being given over to communities is seen by many as the single most important achievement of the CBNRM programme. The issue of rights and empowerment is particularly significant when considered in the light of the disenfranchisement and disempowerment that accompanied the colonial and apartheid eras prior to Independence in 1990. The programme has established institutional structures (conservancies), which offer the possibility of strong fora for development decision-making and action. Significant human capital (capacity) has been built within these institutions in the areas of NRM (especially Community Rangers, CGGs and Community Resource Monitors), planning, and financial management. A considerable amount of training has been provided. In Kunene Region, for example, between 1999 and 2000 much of the training provided by IRDNC and other support organisations focused on the development of conservancy constitutions; roles and responsibilities of conservancy committees; the conservancy formation process (establishing boundaries, registering members etc.); and financial management. During this period alone, 103 women and 151 men were provided with training opportunities by IRDNC (Seslar Svendsen *et al.* 2001).

At a national level the establishment of a national coordinating body for CBNRM support organisations (NACSO) must also be seen as a major achievement.

### **Enterprise development**

Enterprise development efforts have concentrated on assisting conservancies to capture tourism revenues. This has been approached through a combination of negotiating with the private sector (trophy hunters and lodge owners) to access a share in the profits and to provide other benefits like training and employment; and through the development of community-owned and run enterprises, for example, campsites, cultural villages and craft outlets. The expansion

and commercialisation of craft production in Namibia as a component of the CBNRM programme has been a success story (see for example Suich and Murphy 2002 and Murphy and Suich 2003). RF through their work in several regions of Namibia has been the largest trainers and marketers of craft in recent years. RF has also been the largest buyer (Suich and Murphy 2002). To a lesser extent, but no less important, there has also been some work to support better veld product development (i.e. processing) and marketing. Increased sustainable harvesting, possible cultivation, processing, use and marketing of indigenous plant resources has been identified as the most important opportunities for micro-enterprise development at the household level particularly in Caprivi (CRIAA, 2000).

Other enterprise opportunities currently supported through CBNRM include:

- Tourism lodges (including joint ventures)
- Tented camps
- Community campsites
- Capturing revenues from existing concessions for tourism and game viewing
- Trophy and sport hunting
- Sale of live game (to game farms)
- Tourism guide services (including rhino tracking)
- Cultural villages
- Craft sales
- Catering enterprises associated with lodges or camps
- Services such as vehicle repairs and the sales of drinks (in one case)

Key support for core tourism activities has been provided by NACOBTA. They have jointly with other support organisations provided training and practical support for the development of tourism products, accommodation establishment and other activities like guiding (for example the Duareb Mountain Guides). They have also provided local entrepreneurs and conservancy members training in business skills and tourism awareness. Enterprise development and tourism are discussed at length in Chapter 8. Here it is useful to note that some of the activities and options (identified in the list above) relate to incomes derived by the conservancy that are considered collective income, while others provide opportunities for individuals to earn household income. Incomes derived from tourism that are negotiated through the conservancy institutions are held in conservancy bank accounts. Ideally, a proportion of income should be allocated for support to management functions and staff salaries. The remainder is held pending decisions about how it will either be distributed to individual conservancy members or used for some form of community project. The distribution of income is subject to the distribution plans of the conservancy