



wildlife and the *de jure* land rights remain in the hands of central Government. This creates uncertainty in the negotiation process between communities and private enterprise, which increases the risks and reduces the returns. Further more, the inability to exclude 'free-riders' reduces the communities' incentives for implementing and enforcing zonation plans necessary for tourism.

Even though the Namibian conservancy legislation enables communities to use, manage and benefit – both consumptively and non-consumptively – from wildlife, so far communities have had insufficient guidance or support from the Government, other than broad legislation, with regard to tourism development. An example of this is the lack of clarity on the criteria and process for securing land (through the PTO system) for tourism developments within conservancy areas. This reduces the communities' legal tenure on tourism sites and jeopardises the positive livelihood benefits that can flow from CBT. What is required is greater devolution of tourism rights and responsibilities to communities linked to rights of exclusion.<sup>33</sup> An appropriate National Tourism Concession Framework would be the vehicle to devolve these rights and assist in the long-term financial viability of conservancies.<sup>34</sup> The Communal Lands Act also provides a potential mechanism for strengthening the rights of conservancies. While it is unlikely that the issue for group tenure can be addressed directly, conservancy and traditional authority representation on the lands boards offers one means by which better representation and therefore rights may be strengthened (see Chapter 9).

### **Local, regional, national and international security and stability**

Tourism is vulnerable to global economic conditions (e.g. war, terrorism, economic downturns) that affect the volume of international tourism. The recent political unrest within the Caprivi and Kavango Regions due to the spill over of the Angolan war, and the instability in Zimbabwe, caused an enormous drop in tourism numbers regionally as well as nationally. NGOs provided some financial support for the new community campsites in order to enable them to carry on operating and to protect investments over the period of unrest (2000 to mid-2002). This has meant that they were in a position to reopen once security was re-established.

### **Marketing at national, regional and local levels**

Of vital importance for any tourism or enterprise development is marketing. A good location helps marketing considerably. This was not mentioned in the research

workshops, once again probably due to the reliance communities have on external support for advice on these issues. Both marketing and location influence the number of tourists that the enterprise receives – the more tourists, the more sustainable the enterprise employment and more collective revenue available for distribution. Accessibility, distance from main tourist routes, aesthetics and surrounding attractions are some marketing issues to consider prior to establishment of community-owned enterprises. Traditional villages need direct links to tourist lodges to supply customers, as on their own they may not be enough of an attraction to sustain a full-time operation. NACOBTA assists community tourism enterprises by marketing through the internet and other advertising, brochures, a booking office in the Namibian Craft Centre and trade fair attendance. These efforts promote awareness in the tourism industry of the availability of community-based tourism enterprises in the marketplace.

In addition to the marketing of tourism products, the issue of marketing is also central to the successful development of a range of enterprises, which may or may not be directly associated with tourism. Craft production and sales have been identified elsewhere as being able to make a direct contribution to the livelihoods of rural women (see Suich and Murphy 2002 and Murphy and Suich 2003). A key issue for consideration is the extent to which, to continue to ensure the profitability of craft sales, appropriate markets within Namibia and the southern African region need to be identified. Further support in accessing these would also help considerably.

## **Conclusions and Recommendations**

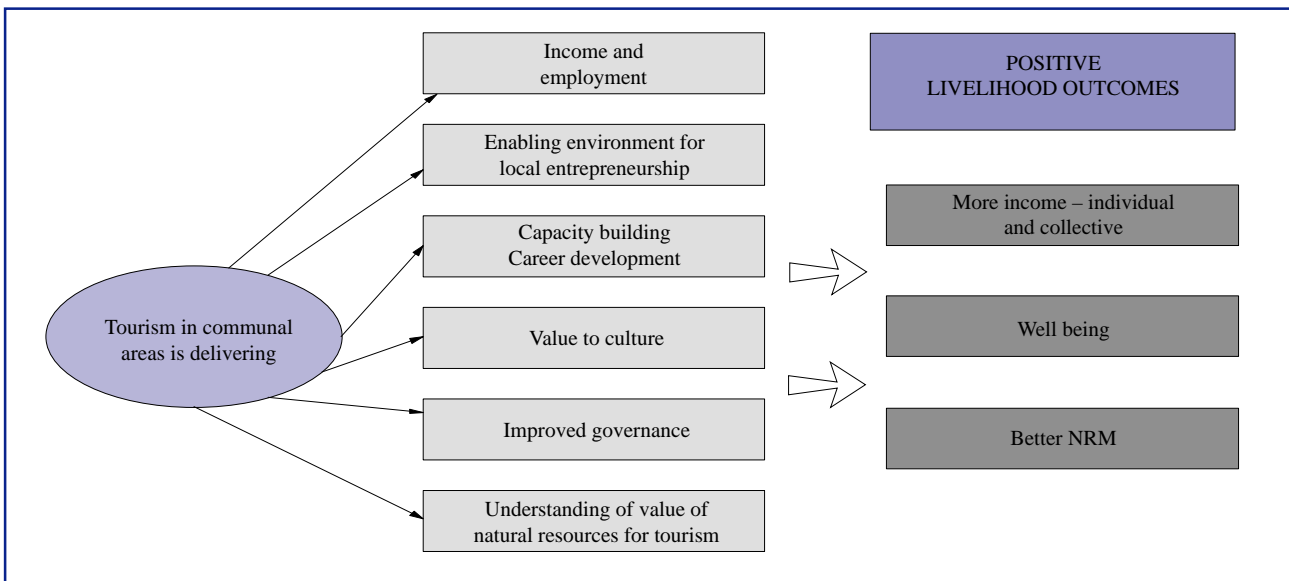
Tourism in communal areas is currently benefiting the livelihoods (refer to Figure 37) of a limited number of people, by delivering income, employment, capacity building and career path development. In some cases it is also providing an enabling environment for local entrepreneurs. For those who can benefit directly, tourism is diversifying livelihoods and leading to local economic development. Other benefits include the revaluing of culture and tradition. In some cases there is also a better understanding of the value of natural resources for sustainable livelihoods and improved local governance. A further positive outcome from tourism is the generation of substantial amounts of collective revenue that can be ploughed back into rural areas in support of the sustainable management of natural resources.

<sup>33</sup> In the context of joint ventures, Ashley and Jones (2001) review some success factors for CBT with an emphasis on security of tenure for communities.

<sup>34</sup> The framework will also address the conflict of interests between private sector operations in the Hobatere and Palmwag Concessions and the surrounding conservancies that prohibit the conservancies from capturing a share to tourism revenues generated by the concessions (LIFE Semi-annual Report, October 2002).



Figure 37: Positive livelihood outcomes from tourism



It is for these reasons that tourism in Namibia needs to continue to get support, especially CBT that aims to increase benefits accruing to a local level. Successful CBT will allow for wildlife use to be a viable land-use option on communal land, complementing and supplementing other livelihood strategies. Conservancies with large memberships, such as those in Caprivi, are constrained in providing significant individual financial contributions to members from collective income from tourism as there is not enough revenue generated compared to the number of potential beneficiaries. WILD findings suggest that, in the short-term, the provision of individual benefits through employment and entrepreneurship has greater potential for poverty reduction in communal areas than the generation of collective income that accrues to conservancies.

Some negative implications of tourism development require successful resolution. These relate to the need for the exclusion of livelihood activities at the tourist site, the cost of time spent in handling the collective nature of some of the enterprises and conflict/frustration related to enterprise ownership and flow of benefits. There are also costs associated with the lack of the necessary policy and legislative support to CBT, taking the form of reduced revenues for CBT.

Box 8 sums up some livelihood implications of community participation in tourism in communal areas in Namibia.

**Box 8: Livelihood implications of community participation in tourism in communal areas in Namibia**

**Reasons to be hopeful:**

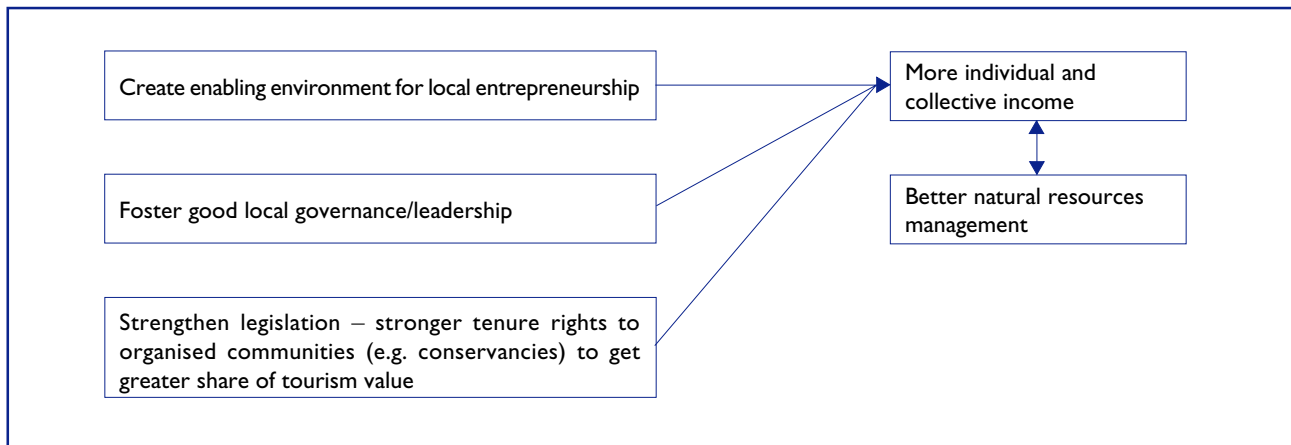
- Early signs of improved NRM and more positive attitudes to wildlife and tourism as a result of tourism benefits.
- Collective tourism revenues are being increasingly spent on development-related needs.
- Some conservancies are beginning to distribute income to household and village levels.
- Tourist arrivals and expenditure in communal areas appear to be growing steadily.
- Conservancies with high tourism potential could increase income so that significant amounts of cash can reach the household level (Jones 2003).
- Small-scale community-owned tourism enterprises are having success, including campsites, traditional villages and craft markets.
- Use of state land for local community-owned tourism enterprises sets a precedent in Caprivi.
- Local-level institutional strengthening and capacity building.
- Performance and development of joint venture agreements are promising.

**Reasons to be cautious:**

- Tourism is a risky business, communal income from tourism is limited, concentrated in conservancies, with tourism potential and collective benefit distribution mechanisms still developing.
- More government leadership is needed for marketing and securing community tenures rights for tourism.
- Lack of secure tenure rights for communities creates uncertainty in the negotiation process between communities and private enterprise, which increases the risks and reduces the returns.
- Lack of confidence of private sector in investing in communal areas, in part because of perceptions of varying quality of community-owned enterprises and high entry and maintenance costs.
- Investment in infrastructure or public services to support diversified rural livelihoods needs to be leveraged more through tourism.
- Collective development and management of enterprises have associated costs, one being that of time. This is especially significant to people who grow their own food (such as most rural residents in Caprivi) and have few resources, and are contributing time on a non-remunerative basis.



**Figure 38: Elements required for improving livelihood outcomes from CBT**



**Recommendations for action**

Figure 38 illustrates the elements required for improving livelihood outcomes from CBT.

In order to increase the local livelihood benefit from tourism in communal areas to have a more direct impact on poverty reduction, the following need to be implemented:

**Creation of an enabling environment to maximise local-level tourism benefit**

- Increase local benefits, both through increasing the total amount of revenue coming to communal areas, and by increasing the community share of those revenues.
- Increase *total revenue* by increasing the price of campsite accommodation (coupled with improved facilities and reducing the number of ‘free riders’ through the introduction of an entry permit system) and by developing additional enterprises where this is feasible.
- Increase the *community share* of total revenue by encouraging new developments in the form of joint ventures rather than private enterprises and phasing in a requirement for community benefits to existing lodges and state concessions. Support the Government’s mid-market lodge initiative.
- Increase the complementary spending of tourists – i.e. getting tourists to spend more money – through new products and activities.
- Focus on activity-based tourism – not just accommodation – to enhance individual incomes by creating an enabling environment for local entrepreneurship.
- Improve the quality of marketing at all levels – international in order to get tourists to Namibia; and regional to get tourist to communal areas, e.g. Caprivi, and to the individual enterprises, e.g. traditional village, craft market or community campsite.

- Develop a very practical CBT awareness-raising programme for staff at the Namibian Tourism Board to assist them with marketing.
- Develop joint marketing of conservancy and other community enterprises with tour operators.
- Ensure that the location of community-owned enterprises are based on commercial realities (rather than donor or community wishes).
- Exploit any transboundary implications for improving tourist marketing when they arise.
- Exploit the potential for tourism to contribute to the broader economic development – e.g. access to markets, linkages with the agricultural sector and infrastructural improvements (including the dual provision of infrastructure to support tourism and local people’s needs).
- Ensure implementation of tourism plans to optimise local community benefit from tourism opportunities on communal land.
- Encourage appropriate attitudes and approaches from the private sector with regard to understanding community needs, aspirations, priorities and the pace of community decision-making.
- Encourage appropriate attitudes and approaches from communities to private sector business needs, aspirations, priorities and the pace of the private sector decision-making.

**Foster good local governance/leadership to deal with tourism enterprises**

- Base future donor funding on performance criteria that support the development of good local governance.
- Strengthen the ‘watch dog’ role of MET with regard to conservancies’ performance in the governance arena (e.g. related to issues like holding good quality AGMs, conducting benefit distribution payouts and adherence to constitutional requirements).



- Provide more support to institutional development in the context of better systems for transparency, communication and representation in conservancies.<sup>35</sup>
- Support the establishment of conflict resolution mechanisms.
- Address the development of good local governance/ leadership in the context of the sustainability of CBT (and of conservancies) in the absence of continued donor and NGO support (different levels of financial and technical support are needed over time).
- Foster the distribution of benefits from tourism beyond the collective community level to the households and individual level.

### **Strengthen support to community participation in tourism in communal areas**

- Greater technical government support whereby the sound, general community-based tourism policy in Namibia is followed up with enabling legislation and steps for implementation<sup>36</sup> (refer to Chapter 6).
- Government support for appropriate land tenure for CBT to flourish, especially in the context of greater tenure rights to communities<sup>37</sup>.
- The decentralisation of government tourist functions<sup>38</sup> should be considered in order to provide better quality support within the regions in Namibia.
- Written guidelines for CBT development based on previous experience in Namibia.<sup>39</sup>

### **Better data collection and use**

- Better capture and analysis of tourism data for decision-making and planning.<sup>40</sup>
- Better use of tourism data in a M and E function that can lead to improvement in the industry.<sup>41</sup>
- Tourism development needs to be aware of trends in tourism arrivals and respond accordingly; for example, the trends in international and regional/domestic tourist arrivals as international tourists use different accommodation to regional/domestic tourists.<sup>42</sup>

### **Enterprises and diversifying opportunities**

In addition to the above specific recommendations relating to tourism enterprise, lessons learned from research in the tourism sector suggest that the following would also promote opportunities for income diversification in rural areas:

- Promote further natural resource product development, processing opportunities and marketing and link this to both government and private sector tourism enterprises. For example, Namibia Wildlife Resorts (NWR) could promote the sales of indigenous artisan products (e.g. crafts). Natural resource products and small-scale organic garden production linked to sales in lodges.
- Provide greater support to the development of individual entrepreneurs in rural areas and explore various in-kind means to link any enterprise based on common pool resources use to collective needs (i.e. employment). Avoid taxing unnecessarily and therefore discouraging local private businesses.
- Explore opportunities for conservancy incomes to be made available as a loan for business start-up capital.
- Focus on other options like SMEs, in addition to tourism.

<sup>35</sup> NACSO is already addressing this through the employment of specialist staff.

<sup>36</sup> Finalisation of the proposed National Tourism Policy is important for the overall framework needed for successful tourism in communal areas in Namibia.

<sup>37</sup> The finalisation of appropriate tourism concession policy and PTO and Tourism Concession Guidelines are crucial in this regard as it will provide a legal basis for conservancies to acquire exclusive tourism rights for all tourism activities within conservancy areas. WWF-LIFE are lending support to this process (LIFE Semi-annual Report, October 2002).

<sup>38</sup> Perhaps to the regional government, as it is unlikely that DoT will have the resources to support staff in the regions.

<sup>39</sup> There are numerous government, NGO and donor initiatives at present including best practice CBT guidelines for fieldworkers (LIFE), Joint Venture Guidelines (MET), NACOBTA investor guidelines and PTO and Tourism Concessions Guidelines. These initiatives could benefit from coordination.

<sup>40</sup> At present there are multiple databases and considerable room for improvement. Refer to Roe *et al.* (2003) for suggestions to increase the amount of financial data and reduce reliance on modelled data and to generate more comprehensive information on visitor numbers, types and distribution.

<sup>41</sup> NACOBTA and LIFE collect financial data. Inclusion of social and environmental information is advisable. The participatory research work of the WILD Project is well documented and could be used in this regard.

<sup>42</sup> Recent arrival statistics indicate a decline in overseas tourists and an increase in regional tourists (Roe *et al.* Executive Summary: 10).