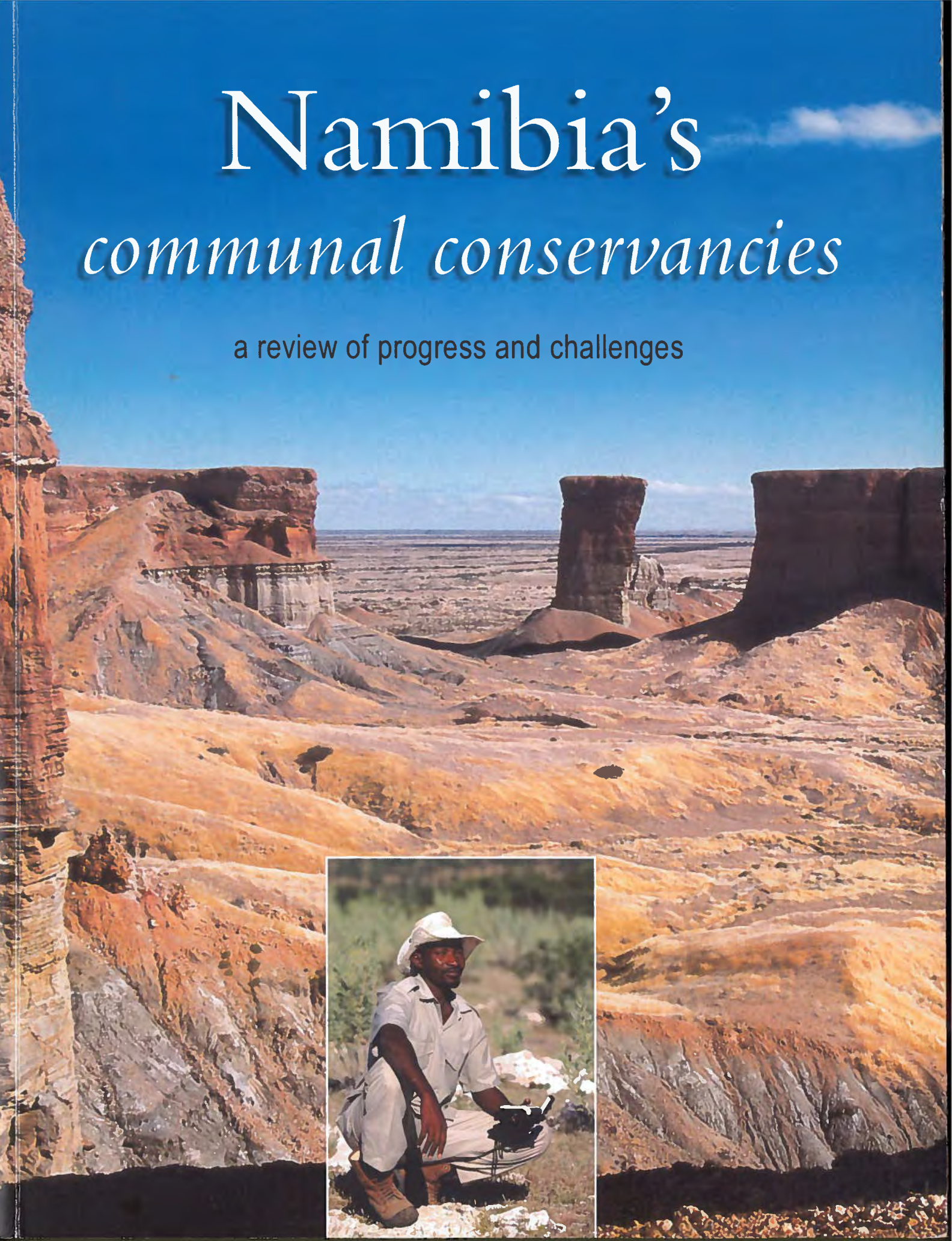
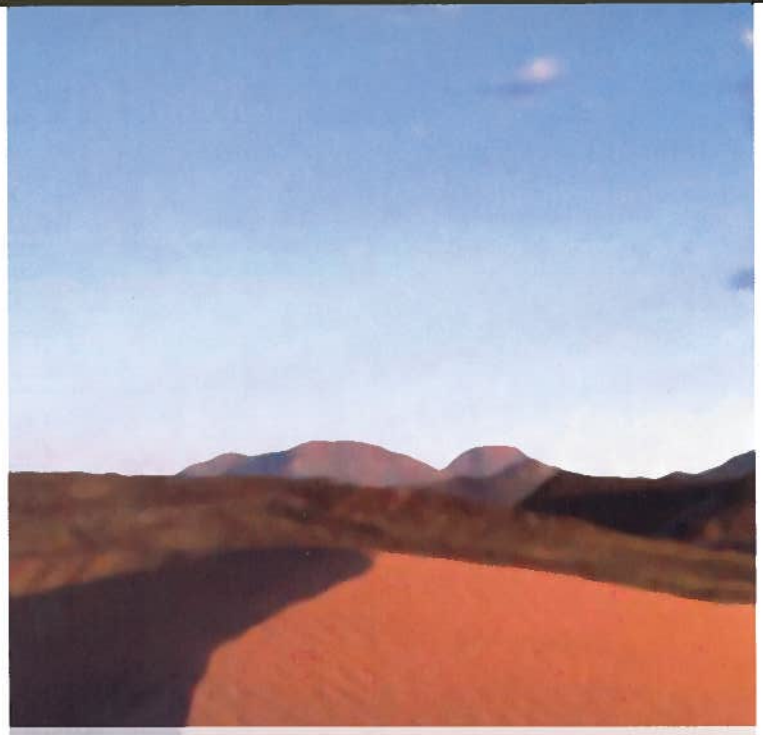
Namibia's *communal conservancies*

a review of progress and challenges





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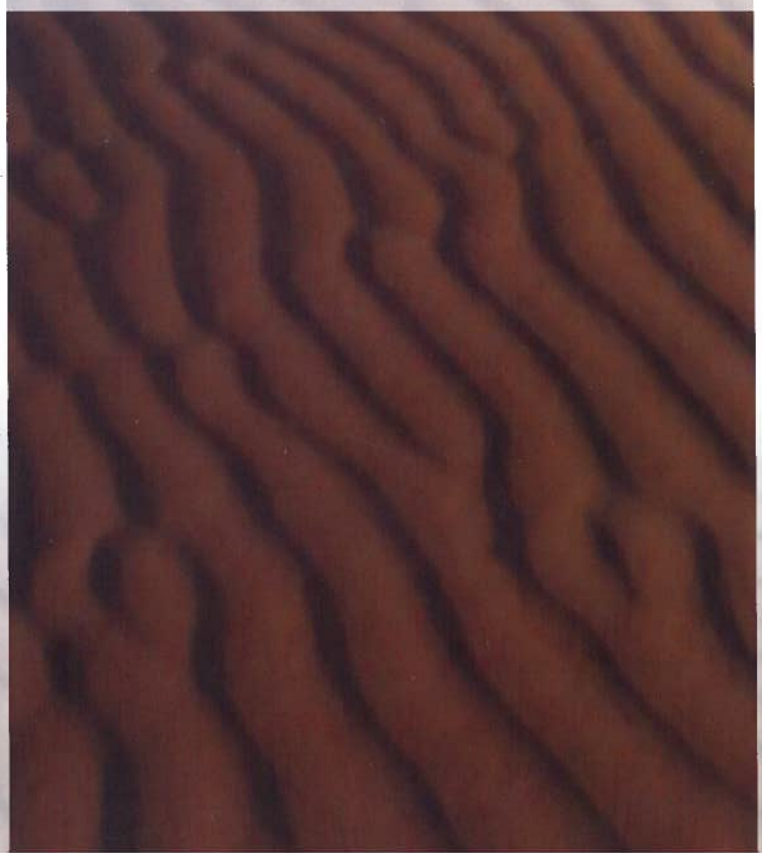

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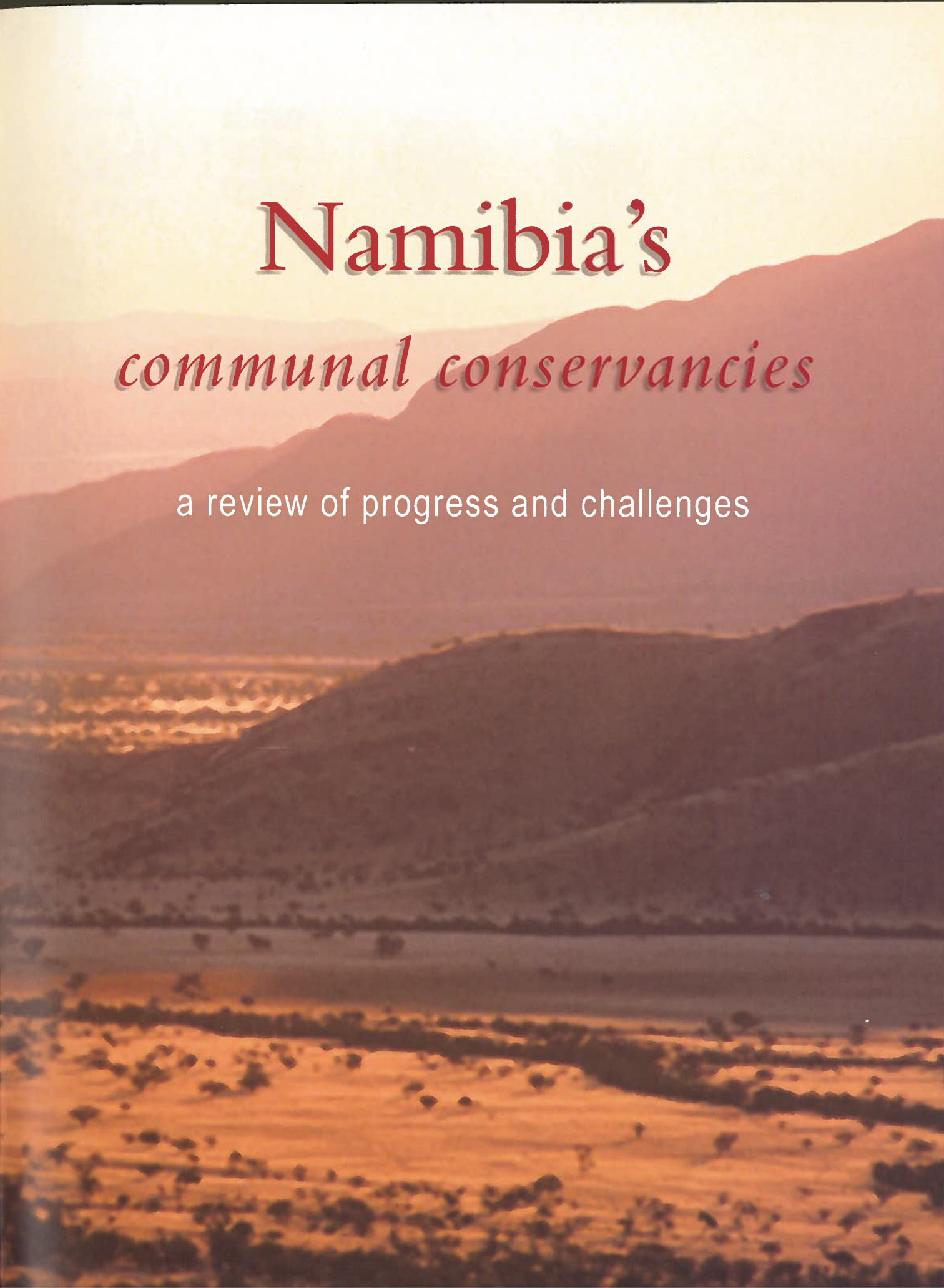

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ABBREVIATIONS

AGM - Annual general meeting
CBNRM - Community Based Natural Resource Management
CBTE - Community Based Tourism Enterprise
CRIAA - Centre for Research-Information-Action for Development in Africa
DRFN - Desert Research Foundation of Namibia
FIRM - Forum for Integrated Resource Management
GPTF - Game Products Trust Fund
IRDNC - Integrated Rural Development and Nature Conservation
LAC - Legal Assistance Centre
LIFE - Living in a Finite Environment
MAWRD - Ministry of Agriculture, Water and Rural Development
MET - Ministry of Environment and Tourism
NACOBTA - Namibia Community Based Tourism Association
NACSO - Namibian Association of CBNRM Support Organizations
NDT - Namibia Development Trust
NGO - Non-governmental organization
NNDF - Nyae Nyae Development Foundation
NNF - Namibia Nature Foundation
NNI - Net National Income
NRM - Natural Resources Management
RISE - Rural Peoples' Institution for Social Empowerment
RWS - Rural Water Supply
SRT - Save the Rhino Trust
UNAM - University of Namibia
WIMSA - Working Group on Indigenous Minorities in Southern Africa
WWF - World Wide Fund for Nature (UK and International) and World Wildlife Fund (WWF) US

'Conservancies empower local people to make their own decisions about their own resources, while enabling them to benefit from these resources. Conservancies should be seen as creating the institutional structure in helping to diversify rural economies. Through the conservancy system my government has created the opportunity for natural resources based industries to develop.'

His Excellency, President Sam Nujoma

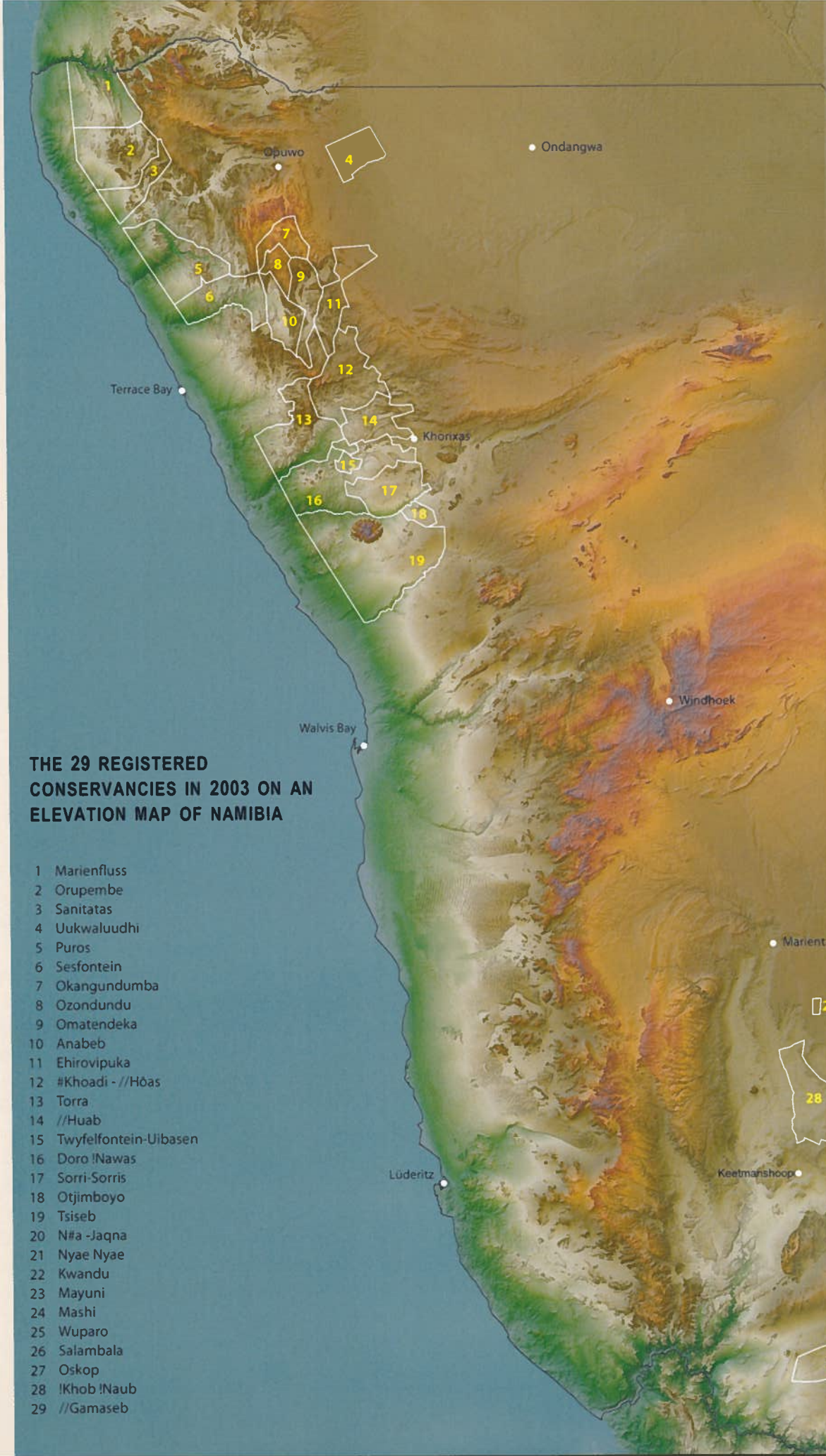
Preface

In this statement, His Excellency, President Sam Nujoma reflects on some of the successes and aspirations of conservancies in communal areas in Namibia, issues which this book seeks to capture in more detail. The publication began as an attempt to describe the state of conservancies in the year 2003, rather like an expanded annual report. The manuscript grew, however, into a fuller description of what conservancies are in Namibia: their origins, economies, governance and management, and the natural resources on which they focus. More specifically, the text provides documentation on the many successes of conservancies, but also the challenges that lie ahead in achieving even greater benefits and sustainability.

Conservancies are a key and integral part of a broader community-based natural resource programme in Namibia, and the development of conservancies occurred within the context and mandate of this programme. CBNRM grew from the recognition that wildlife and other natural resources had disappeared or suffered in many communal areas. In implementing measures to reverse those losses, there was also an opportunity for communities in rural areas to improve their livelihoods through the use of high-value wildlife for tourism, trophy hunting and meat. None of this would be possible, though, without robust institutional structures to manage and use natural resources in profitable, sustainable ways.

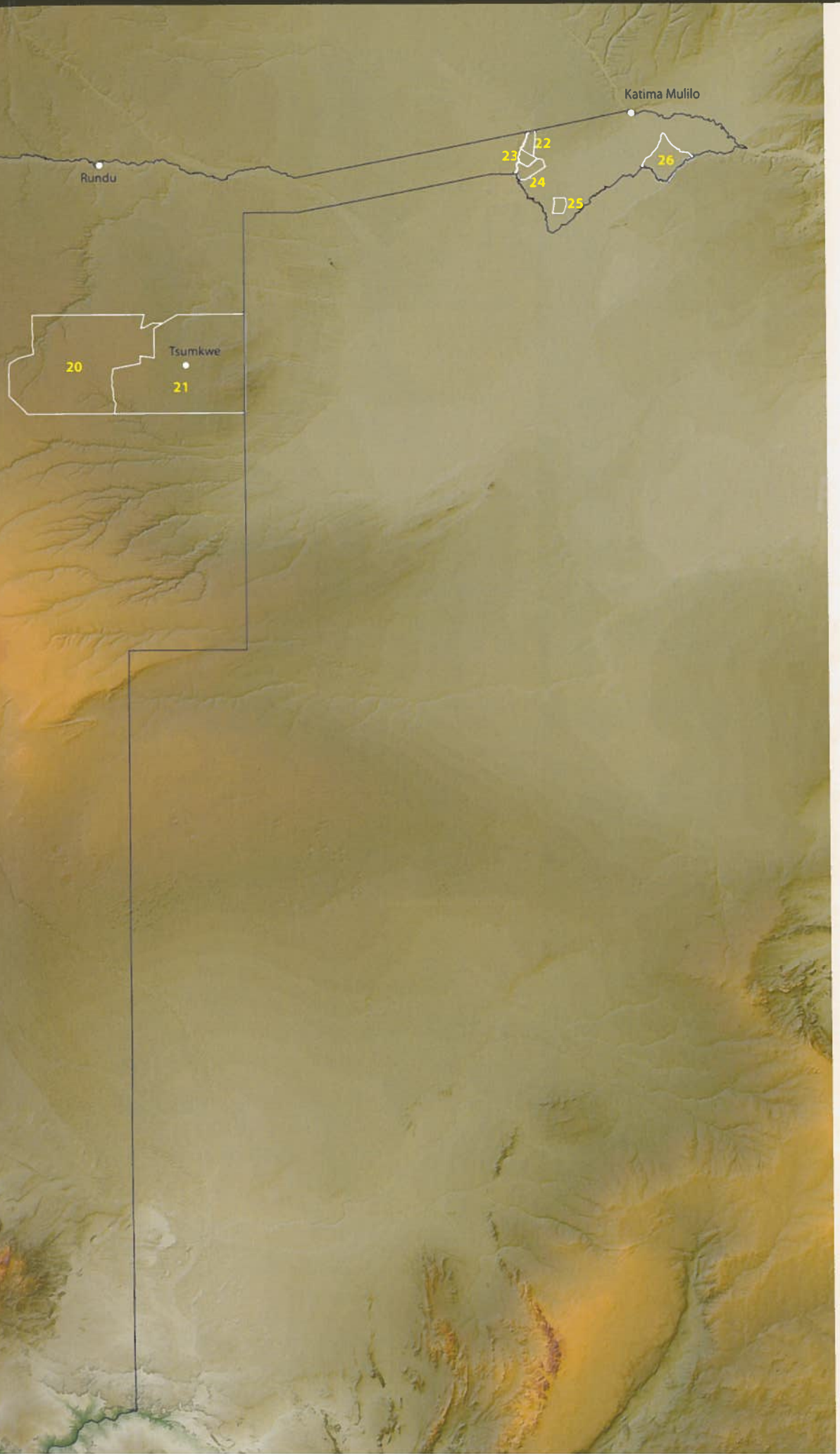
Conservancies were developed with wildlife as a focus because they provided access to resources previously denied to people in communal areas, and because wildlife can be converted quickly and effectively into cash. What distinguishes conservancies is that they are the legal instruments through which rural communities gain rights to use, manage and benefit from wildlife. Equally importantly, conservancies provide management units that cover geographically defined areas, and these organizational systems can be extended beyond wildlife to encompass other resources, such as water points, woodlands or forestry and rangelands. These management structures can also be used to address social and economic issues.

The growth of communal area conservancies has not occurred in isolation. Literally dozens of different organizations and hundreds of people have worked hard towards the achievements of conservancies described in this book. Support for CBNRM from the Ministry of Environment and Tourism is mainly provided through a special unit, the CBNRM Subdivision. Non-government assistance is largely provided through the Namibian Association of CBNRM Support Organizations (NACSO), an association of 11 local NGOs and the University of Namibia. A broad range of donors support the programme through the provision of technical expertise and funding. The main contributors to the programme have been United States Agency for International Development (USAID); World Wide Fund for Nature (UK and International); World Wildlife Fund (USA); the Swedish International Development Agency (SIDA); Department for International Development (UK); DANIDA, European Union, GTZ; UNDP; Global Environment Fund (GEF); HIVOS; Canada Fund; Comic Relief; UK Lottery Fund; British High Commission; NORAD; Austrian Government; Royal Norwegian Embassy and the Namibia Nature Foundation (NNF).



THE 29 REGISTERED CONSERVANCIES IN 2003 ON AN ELEVATION MAP OF NAMIBIA

1 Marienfluss
2 Orupembe
3 Sanitatas
4 Uukwaluudhi
5 Puros
6 Sesfontein
7 Okangundumba
8 Ozondundu
9 Omatendeka
10 Anabeb
11 Ehirovipuka
12 #Khoadi - //Hôas
13 Torra
14 //Huab
15 Twyfelfontein-Uibasen
16 Doro !Nawas
17 Sorri-Sorris
18 Otjimboyo
19 Tsiseb
20 N#a -Jaqna
21 Nyae Nyae
22 Kwandu
23 Mayuni
24 Mashi
25 Wuparo
26 Salambala
27 Oskop
28 !Khob !Naub
29 //Gamaseb


Katima Mulilo
Rundu
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Chapter 1

Introduction

'We have restored the link between conservation and rural development by enabling communal area farmers to derive a direct income from the sustainable use of natural resources, for example the use of wildlife where it is applicable, and tourism activities. The results of this process have been fruitful because various rural communities have made use of this mechanism. I do not think we could have imagined what impact we would have on a local, regional or global scale with the granting of legal rights to rural communities over the management and utilisation of their natural resources.'
Honourable Minister Philemon Malima, Ministry of Environment and Tourism, Namibia, March 2003.

One of Namibia's most significant achievements is its rapidly growing, community-based natural resources management (CBNRM) programme in rural areas. This programme simultaneously addresses several objectives:

- It brings a new set of natural resources into production
- It creates incentives to manage wildlife and other natural resources sustainably
- It boosts the abundance and productivity of natural resources
- It unlocks the economic potential of wildlife and tourism in communal areas
- It supports and promotes the establishment of local management institutions
- It builds empowerment, capacity and skills at local levels, and
- It corrects discriminatory imbalances of the past.

context and early beginnings

The CBNRM programme has moved rapidly and effectively from the policy and legislation phase to implementation, and to having a significant impact on the ground. This is especially true for the formation of communal area conservancies. These are areas in which rural communities gain rights to use, manage and benefit from wildlife within areas that are legally defined, and it is these conservancy areas that form the subject of this book. Over 7 million hectares of communal land are now managed as communal area conservancies.[1] Almost 100,000 people live in these areas, and over 40,000 of them are registered members. People in a similar area of land are now at various stages of planning and development to establish new conservancies as well.

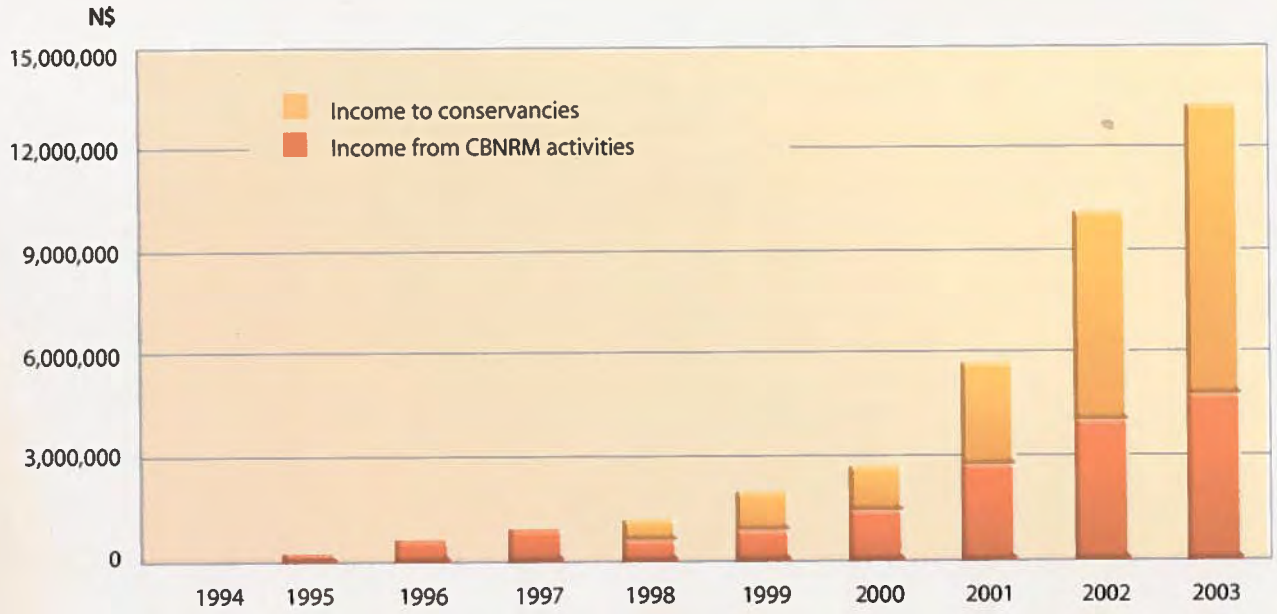
The conservancy movement is a product of an enabling environment created by the Namibian government that promotes smart partnerships between government, NGOs, private sector and rural communities. The programme is incentive-based and is popular because it gives people rights, empowering them to manage and benefit from natural resources. It also develops peoples' potential, supports local institutions to plan and implement local development, and the programme promotes healthy, productive ecosystems.

For the past five years the financial benefits generated by rural communities within the national programme have increased rapidly and substantially, with total income from conservancies increasing from about N$600,000 in 1998 to over N$8 million to 2003 **(Figure 1)**. Directly and indirectly, the Namibian economy earned about N$111 million from CBNRM activities in 2003 (see page 45). Wildlife in conservancies has increased dramatically (see page 23). These indicators of success and the clear commitment of participating communities make Namibia's CBNRM initiative one of the most outstanding rural development and conservation endeavours anywhere in the world, and the movement is a model that many African countries are seeking to emulate.

The programme is firmly in line with the objectives of Namibia's Vision 2030 as well as shorter-term objectives in the first and second National Development Plans (NDP1 and NDP2). Part of its success stems from the fact that jobs are created, income at both the household and community levels is generated, and people are encouraged to plan and manage their own development pathways. The programme also draws

Figure 1

Incomes from the overall CBNRM programme grew from nothing in 1994 to over N$13 million in 2003. The incomes are shown in two categories: incomes to conservancies and incomes to CBNRM activities outside conservancies.



investment into under-developed and remote communal areas, creates a conducive environment for small and medium sized enterprises to flourish, and promotes environmental sustainability. In addition, it offers an ideal vehicle to support and facilitate programmes addressing social problems because of the effective networks and linkages through different partner organisations, including government, non-government, community-based, traditional, village and household. For example, the CBNRM programme is making full use of these networks to support and promote national initiatives addressing the HIV and AIDS pandemic.

Community-based natural resource management is based on the understanding that if resources have sufficient value to local people, and allow for exclusive rights of use, benefits and management, then this policy environment will create ample incentives for people to use them sustainably.[2] Over the last 20 years the Namibian community-based natural resource management programme has grown from several small pilot projects to a truly national rural development programme stretching across all regions of the country. With legislation in place for only eight years, 29 conservancies had been established by the end of 2003, resulting in almost a quarter (23%) of all communal land in Namibia now falling within conservancies.

Within the context of the Namibian CBNRM programme, this book examines the progress and impacts of conservancies in

The 29 conservancies that had been registered by the end of 2003, the year on which this book focuses. Detailed information on each conservancy is given in the section of profiles, starting on page 48.

Name	Region	Date registered	Area (square kilometres)	Registered members	Number of people in conservancy
Nyae Nyae	Otjozondjupa	Feb. 1998	9,003	752	2,300
Salambala	Caprivi	June 1998	930	3,500	7,700
Torra	Kunene	June 1998	3,522	450	1,200
#Khoadi-//Hôas	Kunene	June 1998	3,366	1,600	3,200
Twyfelfontein-Uibasen	Kunene	Dec. 1999	286	61	230
Doro !Nawas	Kunene	Dec. 1999	4,073	430	1,500
Kwandu	Caprivi	Dec. 1999	190	1,800	4,300
Mayuni	Caprivi	Dec. 1999	151	900	2,400
Wuparo	Caprivi	Dec. 1999	148	1,700	2,100
Puros	Kunene	May 2000	3,568	85	260
Tsiseb	Erongo	Jan. 2001	8,083	950	2,000
Ehirovipuka	Kunene	Jan. 2001	1,975	500	2,500
Marienfluss	Kunene	Jan. 2001	3,034	121	300
Oskop	Hardap	Feb. 2001	95	20	120
Sorri-Sorris	Kunene	Oct. 2001	2,290	380	1,300
Mashi	Caprivi	March 2003	297	718	3,900
Uukwaluudhi	Omusati	March 2003	1,437	25,000	25,000
Omatendeka	Kunene	March 2003	1,619	374	2,500
Otjimboyo	Erongo	March 2003	448	148	1,000
!Khob !Naub	Hardap	July 2003	2,747	429	5,000
//Gamaseb	Karas	July 2003	1,748	495	5,000
//Huab	Kunene	July 2003	1,817	364	5,000
Orupembe	Kunene	July 2003	3,565	132	400
Sanitatas	Kunene	July 2003	1,446	76	250
Anabeb	Kunene	July 2003	1,570	337	2,000
Sesfontein	Kunene	July 2003	2,591	438	2,500
Okangundumba	Kunene	July 2003	1,131	448	2,500
N#a-Jaqna	Otjozondjupa	July 2003	9,120	782	7,000
Ozondundu	Kunene	July 2003	745	173	2,000
TOTAL			**70,995**	**43,163**	**95,460**

The conservancies listed in this table are those that had been registered as at the end of 2003. At the time of publication, two more conservancies had been registered in March 2004. These are Joseph Mbambangandu (36 km^2 in Kavango) and # Gaingu (7,677 km^2 in Erongo).

terms of its three core programmatic pillars: (a) developing requisite local institutions and capacity to (b) manage and build the natural resource base, and sustainably utilise wildlife and other natural resources to (c) generate benefits and allow people to broaden and diversify their economies and improve their livelihoods. It is important to note that conservancies are not game reserves because communities can carry on their usual farming and other economic activities. Conservancies thus add wildlife and tourism to residents' existing land uses.

The book concentrates on conservancies established on communal land. This is land formally owned by government but where communities have rights of occupation. There are, in addition, many so-called freehold conservancies established on freehold land **(Figure 2)**. Commercial or freehold farmers have had rights to benefit from wildlife since 1975. The main aim of freehold conservancies is to promote collaborative conservation and management of wildlife, and this differs from the focus on use and benefits in communal conservancies. Indeed, many freehold farms benefit directly from wildlife by harvesting game, trophy hunting and tourism without being affiliated to any conservancy.

Another kind of conservancy being promoted by the Ministry of Environment & Tourism (MET) are those that focus on woodland resources. They are called community forests, and their main goal is to promote the wise use and management of plant resources available to rural communities living in communal areas. As at the end of 2003, almost 1.4 million hectares had been planned as community forests at 29 different sites. The planning of these plant-based conservancies community forests has been on-going over the past nine years, but no forest conservancy has been declared as yet.

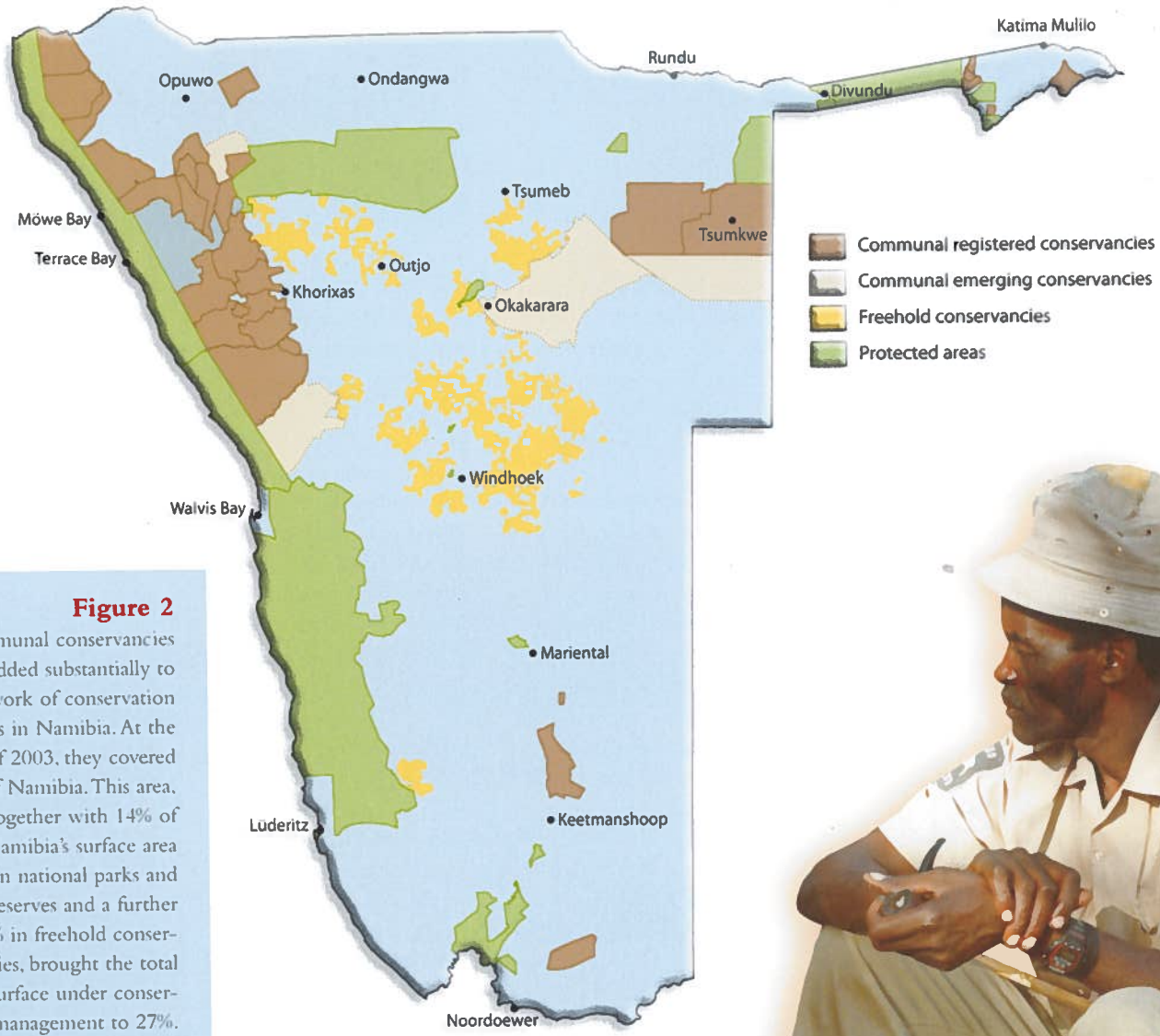


Figure 2
Communal conservancies have added substantially to the network of conservation areas in Namibia. At the end of 2003, they covered 9% of Namibia. This area, together with 14% of Namibia's surface area within national parks and game reserves and a further 5% in freehold conservancies, brought the total land surface under conservation management to 27%.

HISTORY OF CBNRM IN NAMIBIA

The CBNRM programme was initiated in the mid-1980s as a locally driven response to dwindling wildlife numbers in north-western (now the Kunene region) Namibia. Those early efforts highlight one of the key characteristics of CBNRM in Namibia: the fact that many people were motivated to look after wildlife without legislative backing in place and without the promise of economic returns. North-western Namibia was then a communal area, set aside by the government as a homeland for various ethnic groups. Wildlife belonged to the state but little or no effort was made to manage natural resources. Rather, the uncontrolled, informal management of land and natural resources left an opportunity for almost anyone to exploit wildlife as they wished. Hunting or poaching by homeland residents, outsiders, government officials and the South African Defence Force was rife. Similar trends were felt in other communal areas. With government as the sole legitimate steward of the resource, local people bore all the costs of living alongside wildlife, but were unable to reap any of its benefits.

The response to these conditions was initiated by local traditional leaders during the early 1980's. Together with select members of the Directorate of Nature Conservation and local non-government organisations, they started a system that would later become known as the Community Game Guard system. The system relied on skilled and knowledgeable local men as agents to stop poaching (not just catch poachers). Efforts were also made to build support and broader community participation in the system, and all of this resulted in a dramatic reduction in poaching, leading to recovering and increasing wildlife numbers. This was CBNRM in the making. By the early 1990's, the programme had expanded in the north-west and similar programmes began in Caprivi.

These early initiatives demonstrated that local authority and control was critical for sustainable resource management, a conclusion that was also reinforced by Namibia's earlier experience with wildlife production on freehold farms. Low wildlife populations on freehold farmlands had undergone a remarkable recovery following passage of legislation (Nature Conservation Ordinances of 1967 and 1975) that provided conditional ownership rights over certain species to the landowner.

What followed was a series of circumstances – in combination and sequence – that led to the fostering and development of CBNRM and conservancies in communal areas. Many of these events stem from Namibia's independence in 1990, which presented new opportunities of thinking and doing. One of these was to look for ways of addressing discrepancies between communal and freehold rights over wildlife. One response to these discrepancies by the then Ministry of Wildlife, Conservation and Tourism (now the Ministry of Environment and Tourism – MET) and partner NGOs was to conduct a series of socio-ecological surveys in communal areas where people lived closely with wildlife. Results of the surveys clearly showed that rural communities wanted the same rights as freehold farmers. In short, rural people wanted to use, manage and benefit from wildlife.

The MET also began a process of policy and legislation development, which was influenced by several factors. Local influences included the success of the CBNRM approach used in the north-west of the country, lessons learned from rights given to freehold farmers, and the clear wishes of communities to have rights over wildlife and tourism. Regional experience, such as Zimbabwe's Communal Areas Programme for Indigenous Resources Management (CAMPFIRE), and new practice and theory regarding common property resource management also influenced the development of legislation. As a result, cabinet agreed to policies on community-based wildlife and tourism management in 1995, and parliament approved the Nature Conservation Amendment Act in 1996. This amended the 1975 Nature Conservation Ordinance to give communal area residents the same rights over wildlife and tourism as freehold farmers.

Two other factors helped develop CBNRM and communal area conservancies, especially over the past 15 years. First was the considerable assistance from the international community through donor support as financial aid and technical advice; the agencies are listed and acknowledged on page 7. The donor support, combined with material support from the MET, has had a cumulative value of several hundred million Namibian dollars (see page 45). A great deal of technical assistance has also been provided by local NGOs through the Namibian Association of CBNRM Support Organizations (NACSO), a grouping of 11 local NGOs and the University of Namibia.

The second factor that encouraged conservancy development in recent years has been the rapid growth in the tourism industry. The dynamic expansion of the tourism sector has opened up many opportunities to establish new trophy hunting concessions, lodges and campsites. Income and development opportunities provided by these evolving enterprises have provided communities with incentives to form conservancies. The substantial incomes derived from these enterprises have enabled a number of conservancies to become financially self-supporting within a few years (see page 44).

Opportunities provided by the amended Nature Conservation Ordinance were taken up quickly, and the first four conservancies were gazetted in 1998. The programme has since accelerated at an unanticipated rate. Twenty-nine conservancies had been registered by the end of 2003, involving communities from the Kunene, Caprivi, Otjozondjupa, Erongo, Omusati, Karas and Hardap regions. The 29 conservancies vary greatly in

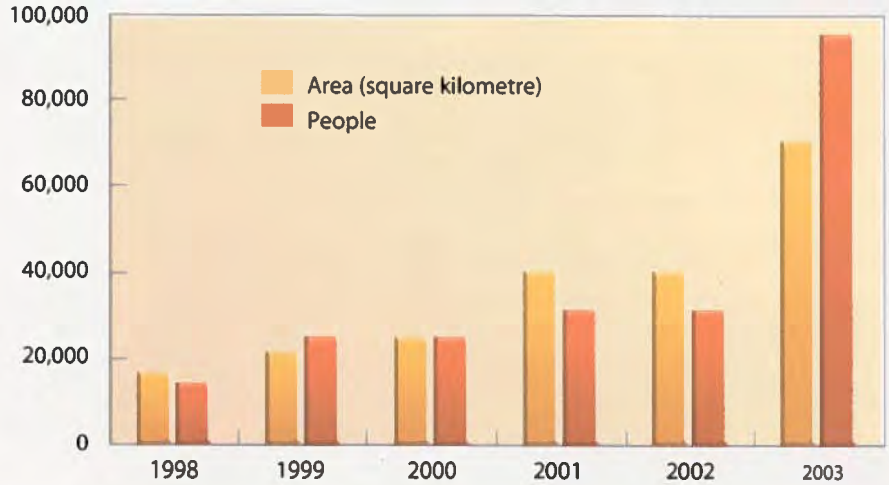


Figure 3
The area covered by registered communal conservancies has grown rapidly, as has the number of people that participate in the conservancy programme.

character: some are in desert areas, while others are in zones of much higher rainfall where woodlands and large river systems characterize the landscape. Some have abundant wildlife, scenic, rugged terrain, and high tourism potential, while others have only modest potential to benefit from wildlife and tourism. Their sizes vary enormously: Nyae Nyae and N#a-Jaqna in Otjozondjupa both cover over 9,000 square kilometres – nearly 100 times bigger than the mere 95 square kilometres of Oskop in Hardap. In addition to differences in climate, human population and culture, biodiversity values and landscapes, conservancies are also heavily influenced by location and a range of socio-political and economic factors.

THE REGISTRATION AND DEFINITION OF CONSERVANCIES

Conservancies are self-selecting social units – communities of people that choose to work together to register conservancies. Registration is a process that requires communities to fulfil a series of requirements laid down in the ordinance and its regulations. The main requirements are that conservancies must be legally constituted and have clearly defined boundaries that are not in dispute with neighbouring communities. They must also have a defined membership and a committee representative of community members. Once these conditions have been met and approved by the Minister of Environment and Tourism, conservancies are registered and gazetted in the Government Gazette.

The list of conservancy members is an important requirement for registration because it demonstrates the intention of a significant number of people to form a conservancy, to endorse its goals and to abide by its rules. The definition of membership varies from one conservancy to another, however. Each head of a household is a member in some areas, while elsewhere members are those people who have chosen to be listed as such. Some conservancies have accepted every adult or even every person as members.

A registered conservancy, on behalf of the community it represents, acquires new rights and responsibilities with regard to the consumptive and non-consumptive use and management of wildlife. Consumptive rights include the conditional ownership and use of game that can be hunted as trophies or for local consumption by conservancy members, cropped for commercial sale of meat, or captured and sold as live game. Non-consumptive rights over wildlife create opportunities for tourism, enabling conservancies to establish their own community-based tourism enterprises (CBTE) or to create joint venture agreements with private sector entrepreneurs (see page 38).[3]

CBNRM AS A NATIONAL DEVELOPMENT STRATEGY

CBNRM is now firmly entrenched in Namibia's national development plans and poverty reduction strategies, and conservancies were made explicit rural development strategies in the National Development Plans (NDP1 & 2) as well as in Namibia's Vision 2030. In placing poverty reduction high on its development agenda, the Namibian government formulated the National Poverty Reduction Action Programme (NPRAP). Section 3 of the NPRAP deals with income generation and recommends two strategies to achieve this: (a) establishment of conservancies, and (b) assistance to rural and disadvantaged communities to establish community-based tourism businesses and joint ventures. CBNRM approaches are also being developed in other sectors: for example for community forests (see page 13) and to promote community-based water management through rural water point committees.

Namibia's progress towards the poverty reduction milestones laid out in NDP2, Vision 2030, and the NPRAP is being actively tracked using a National Poverty Monitoring Strategy. The process involves numerous sectors, including CBNRM, for which five indicators were established to measure the contributions that conservancies make towards poverty alleviation.

Awards

Regional and international interest in the CBNRM programme continues to grow as increasing numbers of high profile visitors visit Namibia to study and learn from its experience. The Namibian CBNRM programme also hosted the Regional CBNRM Best Practices Conference in March 2003 drawing 158 representatives from 11 countries. A host of awards from international, regional and Namibian organizations have recognized the success and progress made in developing CBNRM and conservancies in communal areas:

1993 Garth Owen-Smith and Margaret Jacobsohn (IRDNC) – Goldman Grassroots Environmental Prize for Africa

1994 Garth Owen-Smith and Margaret Jacobsohn (IRDNC) – United Nations Environmental Programme Global 500 Award

1997 Garth Owen-Smith and Margaret Jacobsohn (IRDNC) – Knights of the Order of the Golden Ark, Netherlands

1998 Republic of Namibia – WWF Gift of the Earth Award

1998 Damaraland Camp (Torra Conservancy and Wilderness Safaris Namibia) Silver Otter Award for Tourism

2000 Janet Matota (IRDNC Caprivi) Namibia Nature Foundation Environmental Award

2001 Benny Roman (Torra Conservancy) – Namibian Professional Hunting Association (NAPHA) Conservationist of the Year Award

2001 Prince George Mutwa (Salambala Conservancy) Namibia Nature Foundation Environmental Award

2002 Patricia Skyer (NACSO) – WWF Woman Conservationist of the Year Award

2002 Patricia Skyer (NACSO) – Conde Nast Traveler Magazine's 2002 Environmental Award

2003 Garth Owen-Smith and Margaret Jacobsohn (IRDNC) – Cheetah Conservation Fund's Conservationist of the Year Award

2003 King Taaipopi (Uukwaluudhi Conservancy) and Chris Eyre (MET) – Namibia Nature Foundation Environmental Award

2004 Chris Weaver (WWF/LIFE) – Namibian Professional Hunting Association (NAPHA) Conservationist of the Year Award

Key events in the life of CBNRM and conservancies

Early 1980s: Local leaders, Nature Conservation staff and NGOs agree to start Community Game Guard system in north-west Namibia to curb poaching of wildlife. This was the first CBNRM activity in Namibia.

From 1990 to 1992: A series of 'socio-ecological surveys' were undertaken to identify key issues and problems from a community perspective concerning wildlife, conservation and the Ministry of Wildlife, Conservation and Tourism.

1992: MWCT developed the first draft of a new policy providing for rights over wildlife and tourism to be given to communities that form a common property resource management institution called a 'conservancy'.

1993: Living in a Finite Environment (LIFE) Programme brought major donor support (USAID and WWF) to CBNRM in Namibia. A formal, national CBNRM programme starts to evolve as a partnership between government, NGOs and rural communities.

1995: Cabinet approves the new policy for communal area conservancies, and work begins on drafting legislation to put the policy into effect.

1996: Parliament passes the new conservancy legislation for communal areas.

1998: The first communal area conservancies are gazetted. A workshop to plan and launch a national CBNRM co-ordinating body is held.

September 1998: Official public launch of Namibia's Communal Area Conservancy Programme by His Excellency the President, Sam Nujoma.

September 1998: On behalf of Namibia and the CBNRM programme, His Excellency the President, Sam Nujoma receives the international award 'Gift of the Earth'.

August 1999: Start of 2nd phase of LIFE Programme for a further five years.

July 2000: CBNRM Association of Namibia (consisting of MET and NGOs) Secretariat established.

2003: The Polytechnic of Namibia incorporates the teaching of CBNRM into its National Diploma in Nature Conservation, allowing CBNRM to soon become available as an option in its Bachelor of Technology (Nature Conservation and Agriculture) degree.

By December 2003: 29 communal areas conservancies gazetted, covering more than 7 million hectares of communal land.

1 This report deals with conservancies registered by the end of 2003. At the time of this being printed two more conservancies had been gazetted, Joseph Mbambangandu (Kavango) and #Gaingu (Erongo).

2 See Steiner A. & Rihoy, E. 1995. The Commons Without the Tragedy? Strategies for Community Based Natural Resources Management in Southern Africa: A Review of Lessons and Experiences from Natural Resources Management Programmes in Botswana, Namibia, Zambia and Zimbabwe. In: Rihoy E. (ed). *The Commons without the Tragedy. Strategies for Community Based Natural Resources Management in Southern Africa. Proceedings of the Regional Natural Resources Management Programme Annual Conference.* SADC Wildlife Technical Coordination Unit. Lilongwe, Malawi.

3 For more details of the relevant policies and legislation see Jones, B.T. B. 1999a. *Community management of natural resources in Namibia.* Issue Paper No. 90. IIED Drylands Programme, London.

Chapter 2

Natural Resources

the base of a rural economy

Natural resources – in particular wildlife – are at the core of conservancies for two important reasons. One is a historic factor, the other an economic reason. First, people recognised that wildlife numbers had drastically declined in communal areas, especially populations of such flagship or popular animals as black rhinos and so-called desert elephants in the north-west. That recognition came from both professional conservationists and local communities. More importantly, both groups saw a need to do something about the disappearance of wildlife, and it was from a meeting of those minds and determination that CBNRM activities began in the early 1980s (page 13).

The second, economic factor led from the conclusion that wildlife could provide substantial incomes. Moreover, the benefits would be greater and realised more rapidly than those from other resources or enterprises. This is especially true in rural, communal areas where the chances of making a decent living are very poor because of low rainfall, infertile soils, and limited access to markets and services. Incomes from wildlife have indeed proved to be substantial (page 36), and many current developments are driven by efforts to derive more revenue.

While natural resources and wildlife have been at the forefront of CBNRM, it is really conservancies (rather than other less co-ordinated and geographically focussed CBNRM activities) that have boosted wildlife numbers. This has happened in two main ways: by expanding areas under conservation

management, and by managing and protecting wildlife populations so that they increase. Much of this chapter focuses on these developments, while a later section describes ways in which natural resources are now managed.

EXPANSION OF CONSERVANCY AREAS

By the end of 2003 and in the five years since the first communal conservancies were registered, an area of 70,995 km² has been gazetted by the MET as communal conservancy area. This accounts for 9% of Namibia's surface area. Adding this to the 14% within national parks and game reserves and 5% in freehold conservancies, brings the total land surface in Namibia covered by management for various conservation and biodiversity objectives to 27%. About 23% of all communal land in Namibia was encompassed by communal conservancies by the end of 2003.

The conservation of biodiversity is one of the key objectives of CBNRM, and the maps in **Figure 5** provide an indication of how the placement of conservancies relates to the diversity of plant and animal life. The most notable contributions to the protection of biodiversity 'hot spots' are in the Caprivi and eastern Otjozondjupa, where there are seven registered and up to eleven emerging conservancies. The Brandberg, as a more isolated zone of high diversity, lies within in the Tsiseb conservancy. A number of conservancies have included key species into their monitoring systems; Wattled Cranes in Salambala is a case in point.

In contrast to patterns of overall biodiversity richness, concentrations of endemic species are greatest in the dry west and north-western regions (endemics are species that occur only or very largely in Namibia, and the country has a special responsibility for their conservation). The 18 registered and at least 17 emerging conservancies in the arid Kunene and Erongo regions therefore make a valuable contribution to the conservation of these special plants and animals.

The expansion of areas under conservation management is one benefit of communal conservancies. This is especially important in regions and habitats where there are no formal protected areas. Another major benefit is the fact that many conservancies lie next to formally protected conservation areas, thus enlarging conservation management areas to create more connectivity, more open systems and broader corridors. Most obviously, the connections between these areas allow animals to move more freely and extensively. The majority of linkages are in the north-west where conservancies and tourism concession areas now form the entire eastern boundary of the Skeleton Coast National Park. Some of the conservancies also connect to the Etosha National Park. Elephant movements provide the best example of how the linkages now provide extended ranges for wide-ranging species **(Figure 6)**. In the absence of conservancies, the extent of elephant movements (and thus availability of foraging areas and water sources) would have been more restricted, and any animals moving outside the parks would also run a greater risk of being shot or harassed.

Conservancies in the north-east are expanding along the Kwando/Linyanti River, creating a band of managed areas that incorporate the Mamili and Mudumu National Parks. In turn, these also create important linkages with conservation areas across national borders **(Figure 6)**, again allowing for more extensive movements by wildlife in this area of central southern Africa. For several years efforts have been underway to facilitate collaboration between compatible land use areas that span these boundaries. The Salambala conservancy has formal linkages with the Botswana Chobe Enclave Community Trust. Members of the two groups have received joint training and drawn up co-management plans for critical issues of concern, such as the management of fire and livestock that cross the river. Other Caprivi conservancies are creating formal relationships with adjacent communities in Zambia and Botswana, and several emerging conservancies border Botswana's Chobe National Park.

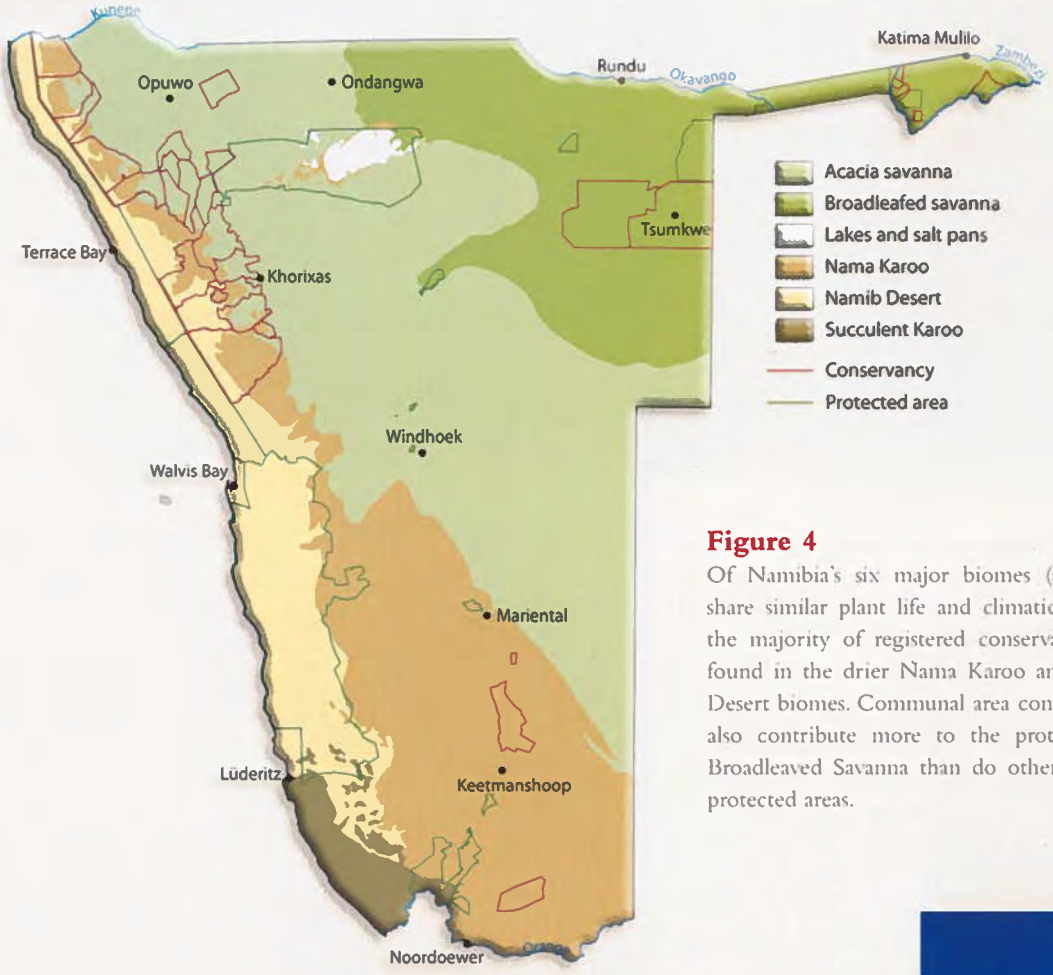
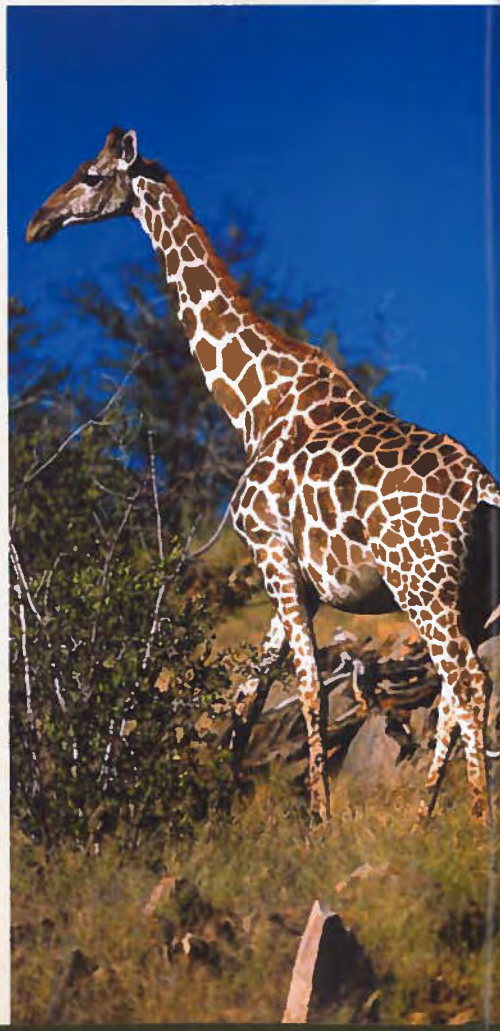


Figure 4

Of Namibia's six major biomes (areas that share similar plant life and climatic features) the majority of registered conservancies are found in the drier Nama Karoo and Namib Desert biomes. Communal area conservancies also contribute more to the protection of Broadleaved Savanna than do other types of protected areas.

Percentages of Namibia's total surface area within communal and freehold conservancies and in national parks and game reserves (top row) and equivalent proportions of different biomes conserved by these conservation areas.

BIOME	Communal conservancies	Freehold conservancies	National parks & game reserves	Total
Total	9%	5%	14%	27%
Acacia Savanna	5%	10%	5%	20%
Broad-leafed Savanna	12%	2%	8%	22%
Lakes and Salt Pans	0%	0%	97%	97%
Nama Karoo	11%	0%	5%	16%
Namib Desert	11%	0%	69%	81%
Succulent Karoo	0%	0%	11%	11%



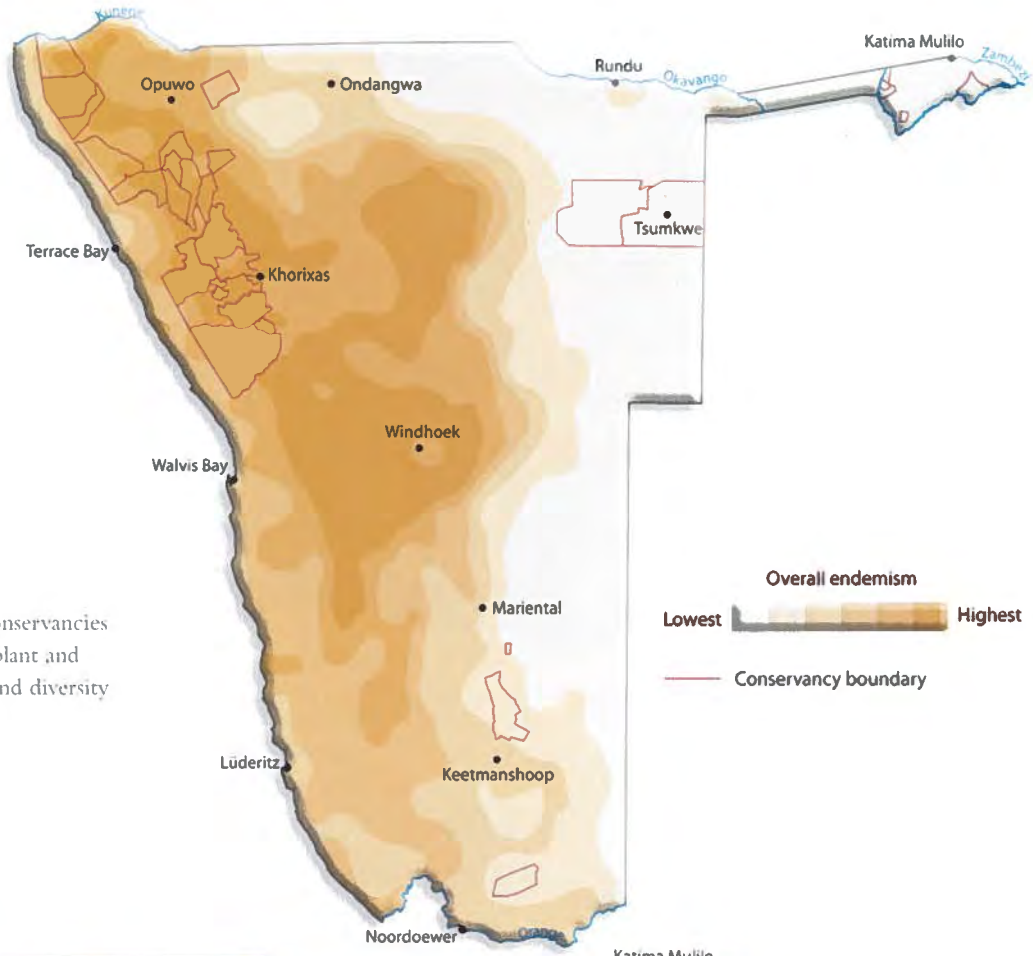
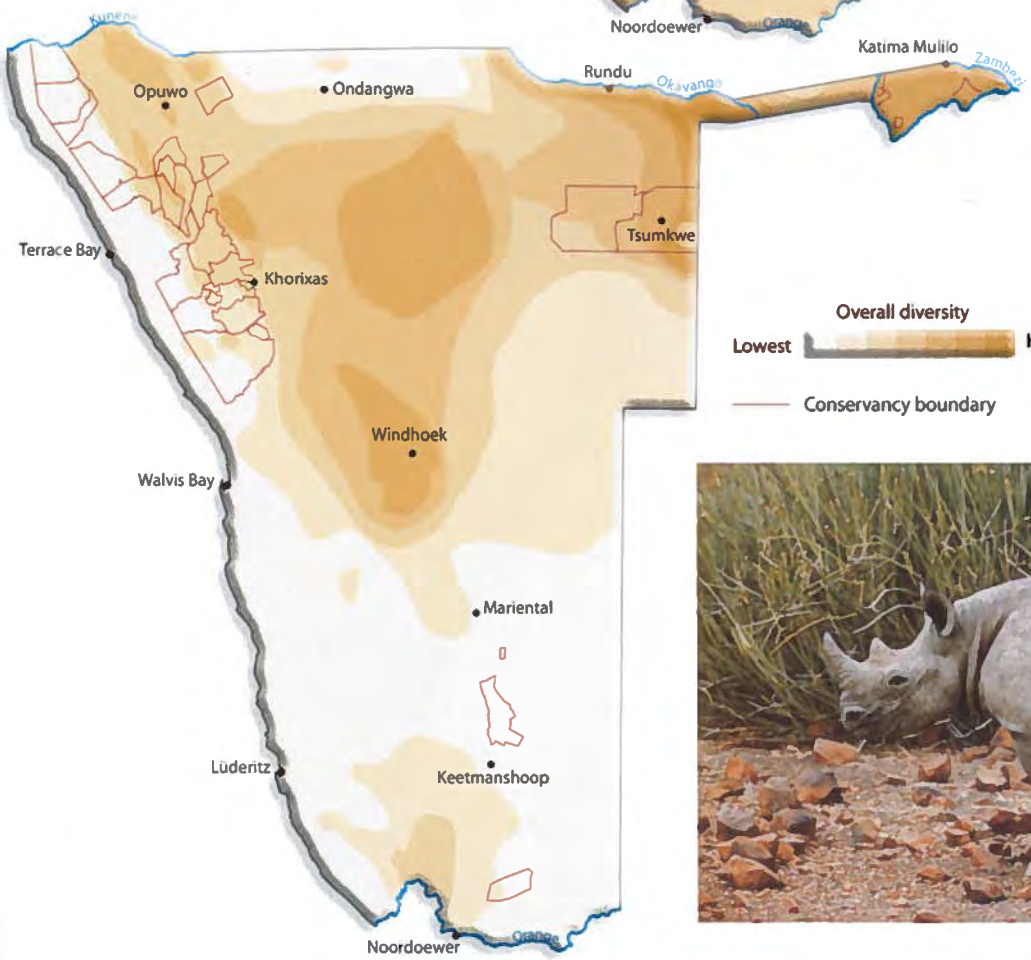


Figure 5

Registered communal conservancies in relation to indices of plant and animal endemism (top) and diversity (bottom) in Namibia.[1]



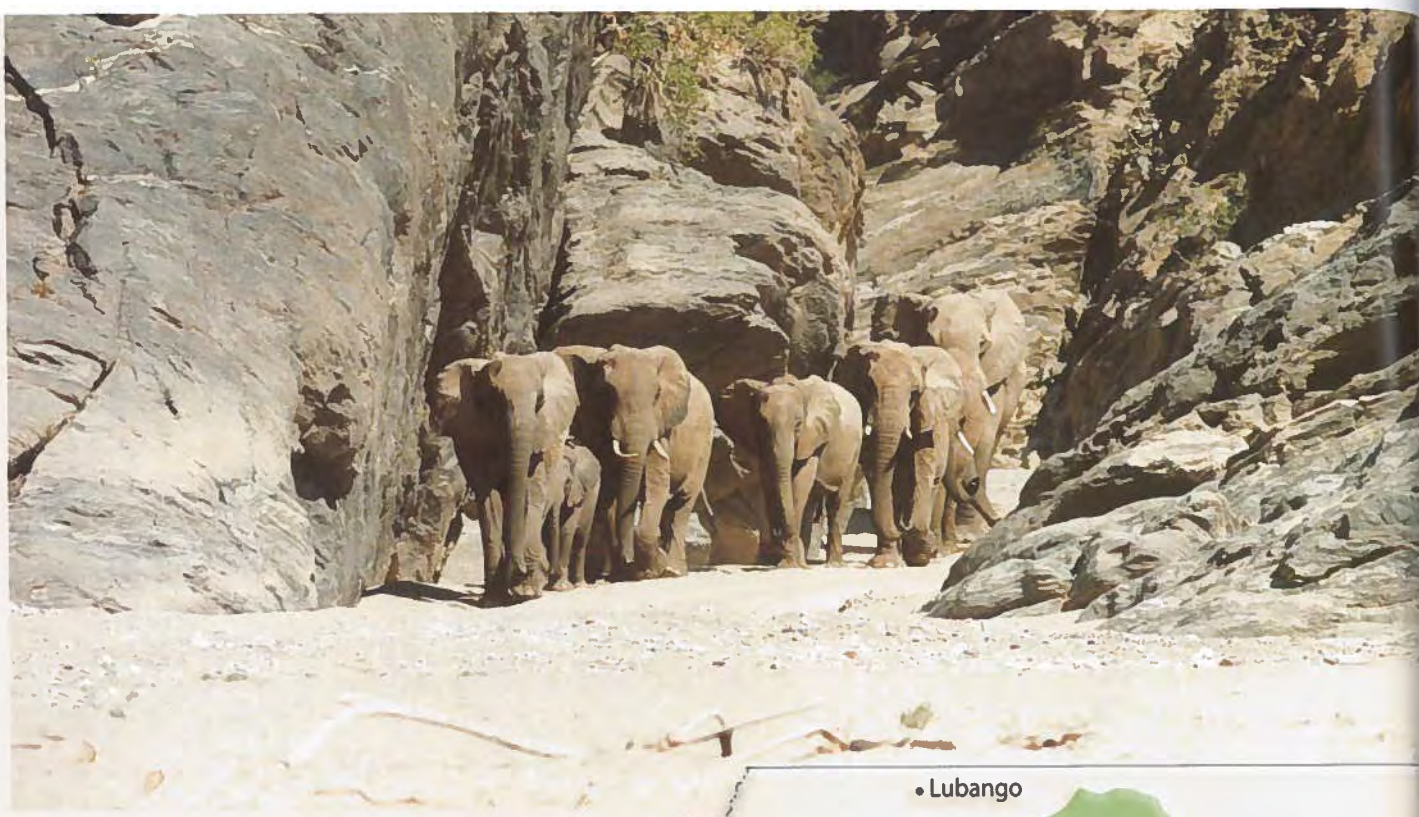


Figure 6

Many communal conservancies lie adjacent to national parks or game reserves in Namibia and other conservation areas in neighbouring countries, including community conservation areas in Zambia, Zimbabwe and Botswana. Such linkages between protected areas allow wide-ranging species to move unhindered over large areas. The map shows movements by 16 individual elephants tracked using radios that transmit their locations to satellites.[2]

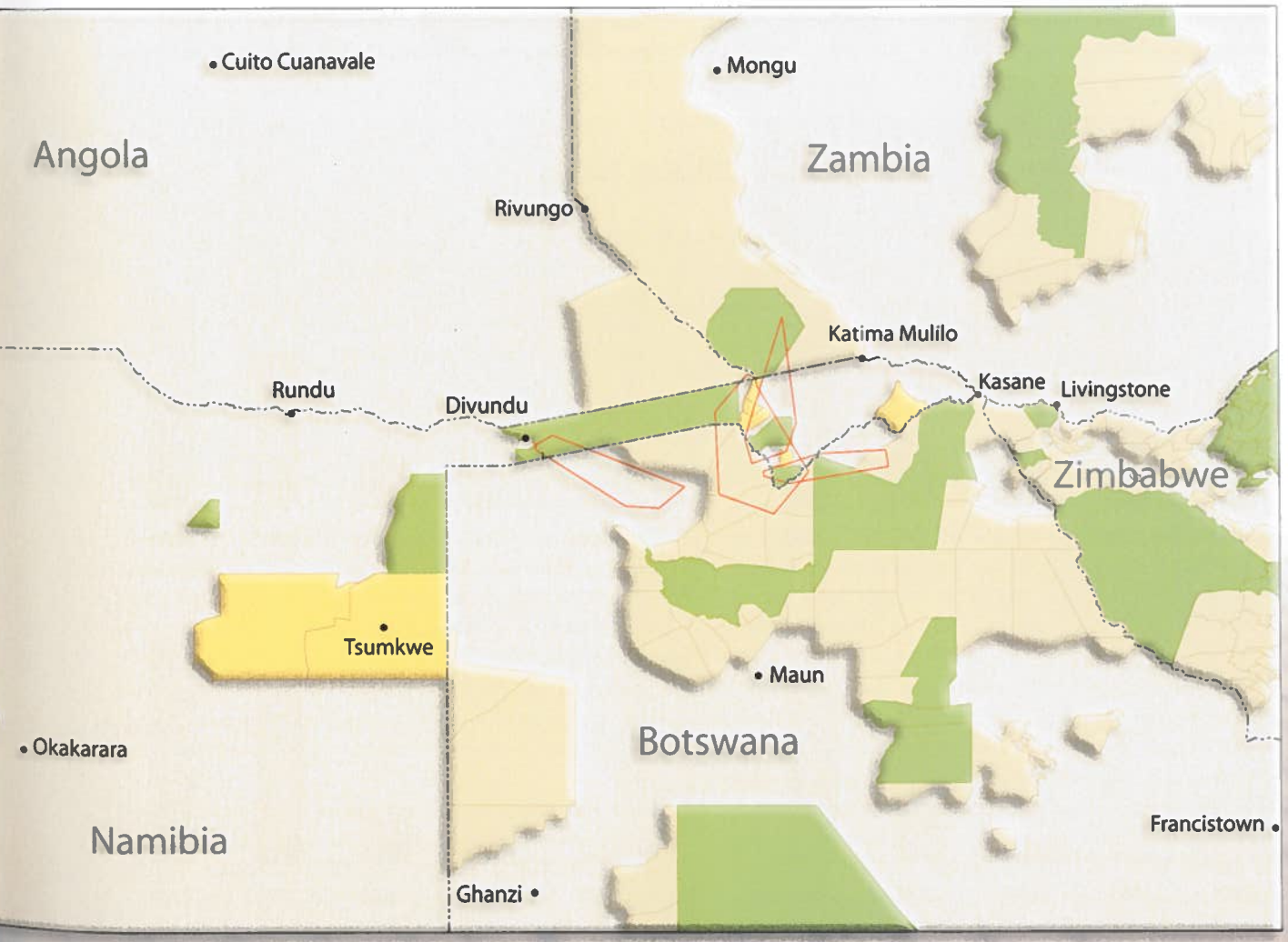
WILDLIFE POPULATIONS

The success of the approach taken by communities and their conservancies is evident in the remarkable recovery and increase of wildlife populations. Nowhere is this more evident than in Kunene where wildlife populations had been reduced to small numbers through hunting and poor rainfall by the early 1980's, which is when communities began expressing the desire to have populations return and rebuilt. It is estimated that by the early 1980's there were only 250 elephants and 65 black rhino in the north-west, and that populations of other large mammals had dropped by 60 to 90 per cent since the early 1970's.[3]

Two sets of information are available to show how wildlife numbers have increased in the north-west. The first comes from aerial surveys, the results of which show that elephant numbers more than doubled, while springbok, oryx and mountain zebra populations increased over 10 times between 1982 and 2000 **(Figure 7)**. Independent estimates suggest that black rhinos have more than doubled over the past 30 years.[4] A second set of data was collected from extensive vehicle surveys over the past four years. In this short period, numbers of springbok, mountain zebra and oryx more than tripled, while the frequency of giraffe and ostrich sightings rose between 1.5 and 2.5 times.

Much of the growth described here for the north-west has been due to the reduction and virtual cessation of illegal hunting (poaching), and the steps taken by conservancies to manage human/wildlife conflict. Although other factors – in particular the series of recent good rainfall years – probably contributed to population growth, their effect would have been much smaller had it not been for reduced hunting.

In addition to the growing populations in north-western Namibia, there are good anecdotal accounts of how wildlife numbers and ranges are expanding elsewhere. For example, it is widely agreed that buffalo, elephants and zebra are now much more abundant on the eastern floodplains in Caprivi. Increasing frequencies of 'problem animal' incidents (see below) are doubtless a consequence of both larger numbers of animals and reduced persecution by people. Wildlife now often mixes freely with domestic stock in Kunene, where elephants have been recorded drinking and eating vegetables and crops grown next to homesteads, for example.



Populations have also increased as a result of introductions of certain species. The cost of purchasing, capturing, transporting and housing the animals has largely been borne by funds provided by WWF, the MET and private farm owners. A total of 3,291 animals were introduced to conservancies between 1999 and 2003 into Nyae Nyae (2,104 animals), Uukwaluudhi (737), Salambala (322), #Khoadi-//Hôas (50), Oskop (48) and Tsiseb (30 animals), to a total value of about N$5.2 million.[6] These translocations have also made it possible to re-introduce species that had become locally extinct, for example, giraffe, black-faced impala, and Burchell's zebra in Uukwaluudhi.

Living with wildlife often carries a cost, and increased populations and expanded ranges have resulted in more frequent conflicts between people and animals in many areas. A good example is in eastern Caprivi where problems caused by elephants escalated over the past 10 years **(Figure 8)**. Most incidents relate to crop damage, especially during the late summer months of March, April and May when millet, maize and sorghum are well grown. While increasing incidents are certainly due to growing wildlife populations, the higher reporting rates are also due to better monitoring and communication.

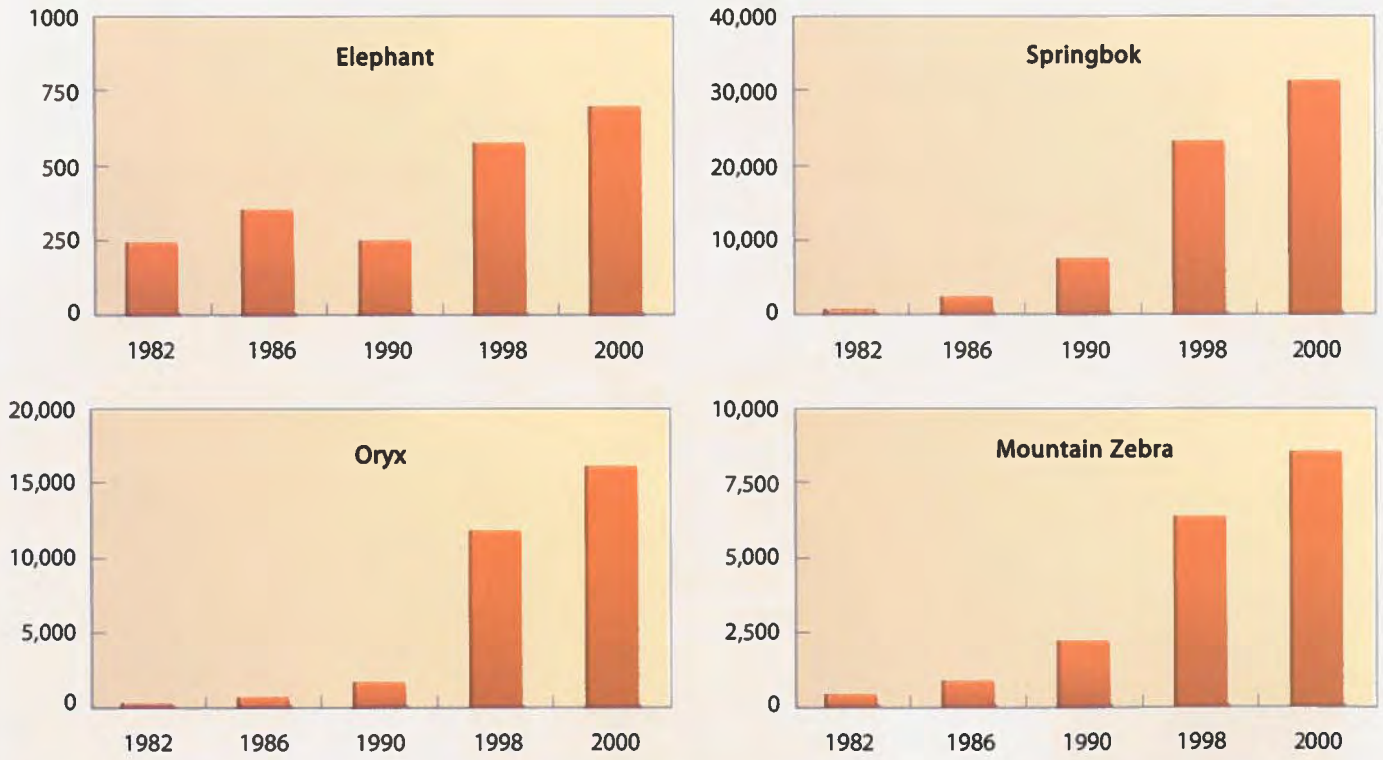
A total of 2,410 problem incidents were reported country-wide in conservancies during 2003. The majority were caused by elephants (21%), hyaena (21%), hippopotamus (12%), lion (8%) and jackal (8%), while the greatest number of reports came from Kwandu (488 problems), Mayuni (269) and Ehirovipuka (204 incidents) conservancies.

The kinds of problems vary a good deal between conservancies **(Figure 9)**. Crop damage is much more prevalent in Caprivi, although elephants also frequently destroy small vegetable gardens in some of the north-western conservancies. Most livestock losses and damage to boreholes and other water installations occur in north-western Namibia, whereas most human lives are lost to crocodiles in the Caprivi. Conservancies, the MET and NGOs are developing innovative ways to deal with the increase in human/wildlife conflict and these are described in the next section.

MANAGING NATURAL RESOURCES

Sound management is needed for natural resources to be used on a sustainable and economically beneficial basis. Planning, managing, monitoring and evaluation are thus core and key aspects of conservancy activities. The involvement of community

AERIAL CENSUS DATA



ROAD COUNT DATA

Figure 7
Wildlife numbers in north-west Namibia have increased dramatically over the past 20 years. Population estimates over the longer period (left) were derived from aerial surveys while the more recent figures from vehicle surveys over the past four years show the number of animals recorded per 100 kilometres travelled (right).[5]

members in natural resource management is also important, and participation has grown ever since communities first appointed local people to help look after wildlife in the early 1980s in the north-west. At the end of 2003, for instance, 23 conservancies had taken over responsibility for the management and supervision of natural resource management staff. Seven conservancies pay their local staff from conservancy-generated funds, and thus no longer rely on donor support (page 43).

Conservancies have seen a variety of management and monitoring systems implemented over these years. Indeed, adaptive management has been critical as the conservancy system evolved (page 34). MET and staff of NGOs have been the main and collaborative supporters of conservancies. For example, the NACSO Natural Resources working group has worked closely with MET and field-based NGO staff to assist in technical aspects of natural resource monitoring and management.

There are two main components to natural resource management. The first is staffing, and many people are now formally employed by conservancies to help manage natural resources (page 43). Most employees are called Community or Conservancy Game Guards, Community Rangers or Environmental Shepherds, and they are the local agents responsible for natural resource monitoring. In some areas women are employed as Community Resources Monitors to monitor plant resources (such as plant foods, and palms and dye plants used for

Figure 8

Number of problem incidents reported by elephants each year in the Kwandu conservancy.

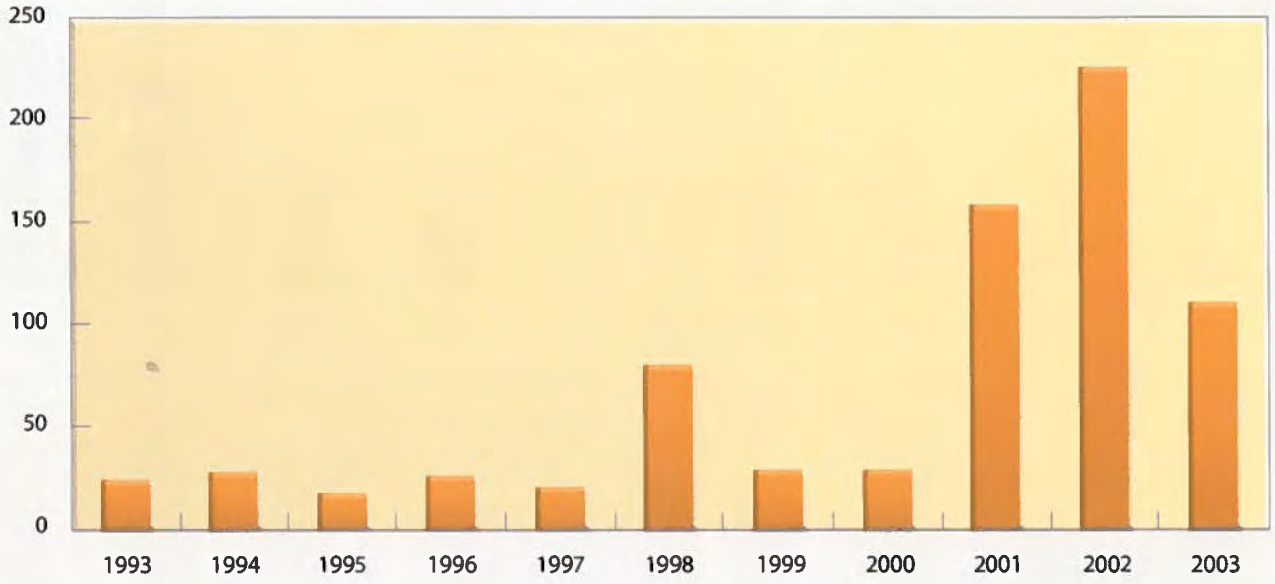
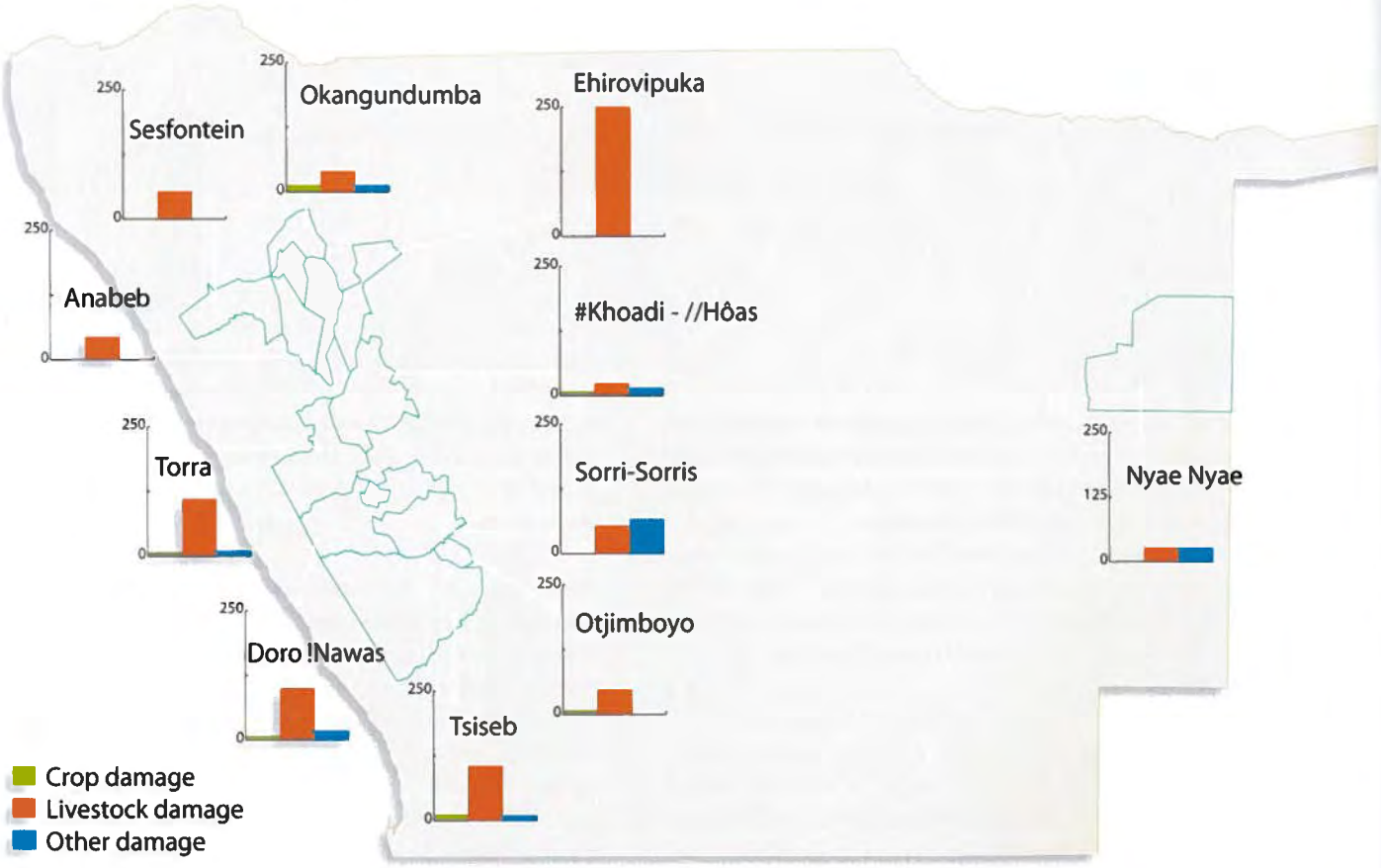
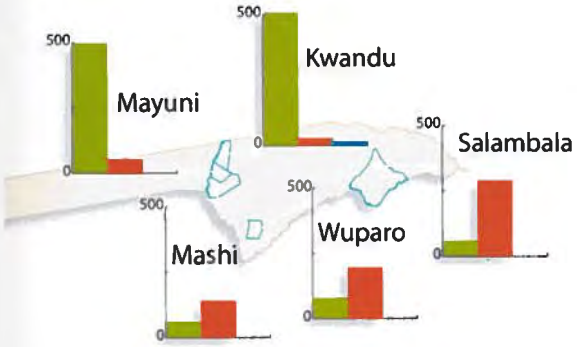


Figure 9

The number of different kinds of damage caused by animals in 2003. Most incidents reported as 'other' consist of damage caused to water supply facilities. There are many more problems in Caprivi than elsewhere and the y-axis scales in Caprivi are double those of the scales for the other conservancies.



A water tank damaged by elephants in north-western Namibia.



baskets). They fall under – and report to – the conservancy committees or equivalent local structures. In the Caprivi region, staff of the Kwandu, Mayuni and Wuparo conservancies have pooled resources and initiated a Joint Anti-poaching Unit which collaborates closely with MET and IRDNC staff to control poaching and assist local residents with problem animal control.

A suite of tools aimed at collecting and disseminating information forms the second component to the management of natural resources. Maps have been produced for all conservancies to show important local features and landmarks and thus help inform all concerned with natural resource management. At the same time, conservancies are supported and trained to gather relevant data that will assist the conservancy committees and staff in planning and management. The establishment and mapping of boundaries does much to publicly proclaim the existence of a registered conservancy and the rights that go with conservancy formation. Moreover, the involvement of local people in the mapping process ensures that the maps are tailored to local community perceptions and features considered important within their areas. All applications for conservancies to be registered have to be accompanied by such maps.

The 'Event Book System' is another management tool that has been developed and introduced over the past four years. This simple but rigorous monitoring system promotes conservancy involvement in the design, planning and implementation of natural resource monitoring, such that each conservancy decides what resources it needs to monitor (bearing in mind that there are some issues on which conservancies are obliged to report to government).[7] The resources or themes identified may include problem animals, poaching, rainfall, vegetation, predators and bush fires, for example. For each topic selected for monitoring, there is a complete system that begins with data collection, goes through monthly reporting and ends with long-term reporting. Every year an annual 'audit' of the system is conducted where all data is collated and compiled into a conservancy's Annual Natural Resource Report which is sent to the MET and provided to NACSO to update its monitoring databases. At the end of 2003, the Event Book system was functioning in 29 conservancies.

In addition to day-to-day monitoring with the Event Book system, most conservancies conduct periodic game censuses. The biggest of these is in the north-west where a road-based

game count has been conducted annually over the past four years **(see Figure7)**. This has included all the conservancies and concessions in that area as well as the Skeleton Coast National Park. The road count in 2003 covered an area of 5 million hectares as a joint exercise between conservancy staff and members, and MET and NGO staff. A database was established to produce customised reports for the road counts.

Finally, a number of approaches are being used to manage conflicts between people and wildlife. Five conservancies – Torra, Omatendeka and Ehirovipuka in Kunene region and Kwandu and Mayuni in Caprivi – are involved in the pilot phase of the Human-Animal Conflict Conservancy Compensation Scheme (HACCCS) that aims to insure individual conservancy members against for stock losses. Conservancies are taking the lead in running this process, and a Problem Animal Management Strategy (PAM) worked out for each conservancy forms a key component of the scheme. The strategies attempt to link rights and responsibilities; for example, stock that has not been kraaled at night may not be claimed. The review panel in Caprivi, consisting of representatives of MET, conservancy committees and traditional authorities, rejected seven of the first nine claims. In the first six months of the scheme Mayuni and Kwandu paid out a total of N$ 22,600 for 22 cattle killed by lion and crocodile, while N$5,000 was paid out for the funeral costs of a woman killed by an elephant in Kwandu. Ehirovipuka paid N$13,190 in 18 claims for livestock killed by predators. Notably, the number of stock losses that qualify for HACCCS payout are fewer than anticipated. Most payments have been made using donor funds, but conservancies with improved management strategies and greater income should soon cover their own members' losses, as Torra conservancy is now doing.[8]

Other ways of reducing human-wildlife conflict include electric fencing or the use of special repellents to keep wildlife away from fields and gardens, keeping livestock in predator secure bomas at night, and protecting water pumping equipment with mechanical barricades. The generation of income or other benefits from wildlife is central to these solutions because they require capital and active management. But human activities in communal areas (farming and settlement patterns, for example) often work against deriving income from wildlife and so a goal for conservancies is to find long-term solutions that allow competing land uses to co-exist. One solution is to zone conservancies so that different land uses are allocated to different zones. Some communities have already partitioned their conservancies in this manner, but a major limitation to effective management is the fact that conservancy committees do not have legal powers to enforce the zones. Some committees are now conferring with traditional leaders to make zonation more enforceable. In the future, they will also need to work with land boards to implement land use planning.

The Game Products Trust Fund (GPTF), established by the MET, receives revenue from the sale of animal products (skins and ivory, for example), the sale of trophy hunting concessions, head levies from the export of live game, and donations. In

funding projects, priority is given to those that aim to reduce conflict and 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; and balance wildlife conservation and rural development.

Although wildlife remains a prominent focus of natural resource use and management, many conservancies are actively managing other natural resources. Increasingly, conservancies are monitoring a larger suite of resources such as plant foods (melon seed, mangetti nuts, marula oil), palm, fish, honey, pastures or rangeland, and livestock. Several conservancies are now using an approach known as FIRM (Forum for Integrated Resource Management). The system was piloted in #Khoadi-//Hôas conservancy where the committee and local farmers union jointly and regularly bring together service providers, line ministry representatives and other stakeholders to coordinate the delivery of services and support. Conservancies and emerging conservancies in the Erongo, Otjozondjupa, Kavango, Hardap and Karas regions apply integrated resource management approaches, and some existing wildlife-focussed areas in the Kunene and Caprivi are starting to pilot initiative aimed at facilitating the holistic management of wildlife, rangeland, water, trees and other natural resources.

CHALLENGES FOR NATURAL RESOURCE MANAGEMENT

Conservancies have done much to expand the network and size of areas under conservation and natural resource management in Namibia. Increased populations of wildlife in certain areas are clear indicators of the success of communal conservancies. Despite this success, important challenges lie ahead for conservancies and the agencies that support them. For the management of natural resources, the key challenges include:

- Devolve further rights and responsibilities over wildlife and other natural resources – particularly rangelands – to appropriate local community organisations, as this would significantly improve both economic and conservation opportunities and values.
- Significantly reduce regulatory constraints and procedures in the wildlife sector, since this undermines both the economic and conservation objectives of conservancies.
- Systems and skills for stronger local management of natural resources are needed. For example, monitoring efforts have become more streamlined and rigorous, but now need to move to a stage where local people themselves analyse monitoring data to guide local decision-making. Although, the MET has grown increasingly confident in the ability of conservancies to monitor hunting activities and have, in most cases, fully devolved this responsibility to conservancies, there is a need for conservancies to play more of a truly regulatory role.
- Most wildlife does not remain within the confines of conservancy borders. As a result, more collaborative approaches towards management and utilisation between conservancies would promote both conservation and benefits objectives. Approaches to this, based on strong resource-use rights of each participating conservancy, need to be further explored.
- Wildlife resources in many conservancies are now so abundant that they can be harvested to a much larger extent and for much greater benefits than is now the case (see page 39). To achieve this, however, non-protectionist perspectives and management methods will be needed, and a more business-oriented approach will need to be adopted. In addition, because of 'boom and bust' climatic conditions in the north-west, people should be prepared for large off-takes of wildlife when dry cycles begin.
- The conservation and use of wildlife has influenced a great deal of conservancy planning and development. However, most of these communal areas remain farmland where people make a living from activities that often conflict with conservation, as shown by increasing numbers of problem animal incidents. Losses due to these incidents are now partly mitigated by benefits from wildlife, but more harmony between wildlife and competing land uses must be sought. One solution is more active, objective and effective land use planning and zonation that can actually be enforced.

1 Maps from Mendelsohn, J.M., Jarvis, A.M., Roberts, C.S. & Robertson, T. 2002. *Atlas of Namibia*. David Philip, Cape Town.
2 Based on information supplied by Keith Leggett (Namibian Elephant and Giraffe Trust) and in Lindeque, M & P Lindeque. 1991. Satellite tracking of elephants in north-western Namibia. *African journal of ecology*, 29:199–206; and Rodwell, TC. 1996. *Caprivi elephant monitoring project*. Windhoek: Ministry of Environment and Tourism.
3 WWF. 1995. *Namibian Community Based Natural Resource Management Programme*. Project Document. Gland: World Wide Fund for Nature.
4 Hearn, M. 2003. *Report on Kunene Rhino Census 2002*. Save The Rhino Trust.
5 Aerial survey data from Gibson, D. 2001. Wildlife monitoring in north-western Namibia. Report for WWF/LIFE project. Road count data from WWF/LIFE project databases.
6 Data supplied by WWF/LIFE as captured in LIFE. 2003. Semi-annual report for the period: April 1 through September 30, 2003. WWF LIFE Program, Windhoek.
7 For more detail see Stuart-Hill, G., D. Ward, B. Munali & J. Tagg. 2004. *The Event Book System: a Community Based Natural Resource Monitoring System from Namibia*. Windhoek, WWF/LIFE & NACSO.
8 Information gathered from IRDNC. 2003. *Milestones for January to July 2003*. Internal report, IRDNC, Windhoek; and IRDNC. 2004. *Milestones for July to December 2003*. Internal report, IRDNC, Windhoek.

Chapter 3

Governance and ownership

One of the greatest challenges for CBNRM in Namibia has been to establish institutions that practice good governance over the management of common property resources. In essence, how should communities sustainably manage, benefit and share benefits derived from open access, common property resources on land that belongs to the state? In the absence of appropriate common property management structures people will rapidly exploit the commons, taking whatever they can. For if they do not, someone else will. Few countries in the world have been able to develop appropriate responses that simultaneously address the challenge of managing common property while creating positive incentives for both conservation and enhanced livelihoods.

Namibia has spent the past 20 years devising, implementing and refining innovative responses to the challenge of managing common property resources. The first steps were taken when NGOs and a few free-thinking staff of the pre-independence Nature Conservation authority began to work with communities and their traditional leaders in the 1980s. This was followed by intensive consultations with communities in the early 1990s and the passage of innovative legislation in 1996 to give conditional rights and ownership of natural resources – especially wildlife and tourism – to communities. The legislation embodies policies built on established economic and management principles of:

(a) devolution of rights and responsibilities to the lowest appropriate level;
(b) proprietorship and tenure over the resources in defined geographic areas, so that local management can be effected; and
(c) the creation of appropriate incentives, through empowerment, economic opportunities and reinstatement of traditional, cultural and heritage values.

Moreover, the legislation requires local management institutions that have memberships of local people and a constitution that addresses sustainable use of resources and benefit sharing. These institutions and the areas they cover are called conservancies.

Once the enabling policy and legislation was created, much more was required to implement the policy through mechanisms for the wise management of resources. This chapter describes the efforts made in pursuit of this objective. The legislation provides considerable flexibility and allows for conservancies to contain important variations, depending on local climatic and geographic conditions, local cultures and resources, local opportunities and many other variables. This makes the programme robust and adaptable to different conditions.

COMMUNAL AREA CONSERVANCIES – A MANAGEMENT MECHANISM

By the end of 2003, 29 communities had attained registered and legal status as conservancies, while a further 40 emerging conservancies remained working towards registration – a time-consuming process requiring extensive input and commitment by local people and their support agencies. Conservancy establishment is a voluntary process and the fact that some 70 communities have elected to form these organizations demonstrates that rural communities believe there are tangible benefits to be obtained. By going through the initial, planning steps of conservancy formation, communities are beginning the process of establishing local common property management institutions. The process promotes the formation of rules to manage at least three components:

(a) the conservancy as an institution, with its membership, committee, staff, equipment, money, and processes related to development vision, agreed objectives and activities, benefits sharing and communication;
(b) the natural resources, such as wildlife, water, forests, and rangelands, and the interactions of these with livestock farming, cropping and other livelihood activities; and
(c) the enterprises that result from the use of natural resources, such as lodges, campsites, trophy hunting, and sales of crafts, live game, and veld products. These three management components clearly overlap, requiring conservancies to manage integrated systems.

The challenges are large, and yet support has been provided to build capacity and skills and allow many conservancies to establish effective management systems in a short period of time.

Institutional arrangements

Since the establishment of the first four conservancies in 1998, a number of institutional arrangements have been tested and,

where necessary revised by conservancies. In some areas entirely new conservancy institutions were created where nothing had previously existed. Elsewhere, the conservancy grew out of and remains closely linked to the local farmers union, such as at #Khoadi-//Hôas. The Nyae Nyae Conservancy evolved from the Nyae Nyae Farmer's Cooperative. Some areas paved the way for conservancies by establishing other organisations such as a Residents' Association managed by a trust. This was the case in Torra, while the Veld Committee was the precursor of the Sesfontein Conservancy committee. In several areas of the north-west, community game guards were already in place to help manage wildlife before local management institutions started to emerge. In the Caprivi most conservancies are closely linked to their traditional authorities *(khutas)* who are usually well represented on committees.

As the legislation has allowed for self-definition, some conservancies have opted for large management committees that meet on a quarterly basis. Small executives are elected from the committees to oversee the day-to-day running of the conservancy. Salambala conservancy has this system, with a management committee of 28 members that represent each of the conservancy's 19 main villages and includes representatives of the local traditional authority.

Many conservancy committees are elected from the general membership present at an annual general meeting of all members. Others, such as Tsiseb conservancy, have adopted an approach that is based on area representation, so that self identified sub-units within the conservancy elect their own representatives and nominate traditional leaders to represent them on the committee. The area representatives are more easily identified and held accountable by members of the sub-units. Two conservancies currently have absentee chairmen who are based in Windhoek rather than in the conservancy. The two people were elected for their knowledge and leadership skills, and they regularly visit their conservancies. Women chair only two of the 29 registered conservancies, but women make up approximately 30% of all committee members.

Authority and leadership varies between conservancies. Committee office bearers (chairmen, treasurers and secretaries) are salaried employees of some conservancies, whilst others employ designated staff such as managers, field officers and administrators, and their office bearers serve in a honourary capacity. Most (25 of 29) registered conservancies have employed their own staff, some being assigned to natural resources management tasks (Community Game Guards and Community Resources Monitors) and others to administrative issues. At the end of 2003, conservancies employed 223 full-time and 20 part time staff. Another 207 full-time and 714 part-time people were employed by private tourism and trophy-hunting enterprises in conservancies.

CONSERVANCY GOVERNANCE

The development of representative institutions through participatory and democratic processes is one of the most significant achievements of the communal conservancy movement. Considerable time and other resources have been invested in getting this aspect solidly established and functioning effectively, including fostering participation and ownership among local residents. Meetings, information sessions, workshops, visioning and negotiations were all part of the process. Local consensus and broad agreement took longer to build in communities that experience conflict than in those which are socially closely knit, and their conservancies often required more time to be gazetted (in one instance, it took six years for a conservancy to be gazetted).

Once a conservancy is in place there are still considerable challenges ahead. Provisions of the constitution must be implemented and to do this, conservancies need to establish and implement detailed policies and procedures for day-to-day management. As with its constitution, such policies and procedures need to be understood and their implementation carefully tracked.

Annual general meetings are important events where major issues are tabled and guided by the decisions of the members rather than the committee alone. Such processes and the

development of democratic practices are new to many rural communities, particularly in respect of wildlife and enterprise management. New forms of democratic decision-making at the local level – as in Namibia as a whole – are gradually taking root.

Conservancies face considerable challenges in ensuring that committees remain accountable to their members and have transparent, participatory decision-making processes in place. Once well-functioning local institutions are established, conservancies can move to their next logical phase of becoming development institutions and not just wildlife or natural resource management organisations. The development of such effective local institutions is being addressed in a number of ways, as described below.

NEW RIGHTS

Conservancy status brings a number of new rights and opportunities. The non-prescriptive nature of the legislation allows communities to make a number of critical decisions that shape the nature of the institution. Conservancies can decide:

How to use their wildlife resources – Twelve conservancies chose to use huntable game quotas in 2003. For example, Oskop conservancy has small numbers and a limited variety of wildlife, but through improved management resulting from its conservancy status, decided to use four ostrich in 2003 – a small but significant benefit for the conservancy. Torra, which has relatively abundant wildlife, decided to use its game animals for trophy hunting, to sell to game ranches, to distribute meat from hunted animals to members, as attractions to tourists, and for special events and ceremonies.

Who to contractually engage as investors and partners – Conservancies can choose their contractual partners. Sixteen joint venture agreements are currently in place for tourism and trophy hunting. Tender and other selection processes have been used to choose partners. This is an empowering process, as was demonstrated by the Nyae Nyae Conservancy who used its legal authority to terminate a contract with a non-performing partner.

How to use conservancy-generated benefits – Legislation requires conservancies to have procedures which guide the management and distribution of conservancy benefits in a democratic and equitable manner. The procedures are established by the conservancies themselves and require endorsement by their membership. Although the practical implementation of these procedures is often challenging, a range of different approaches and priorities have been identified and used to manage benefits. Some conservancies have left money in investment accounts until they are sufficiently organised and their committees feel comfortable that they are supporting a benefit distribution process that has the support of its membership. Whilst some critics regard this as not returning benefits to conservancy members quickly enough, keeping enough funds aside for future operating costs and making sure that appropriate decisions are made are prudent measures. Many conservancies are seeking advice on the best investment portfolios for their funds, perhaps in high interest earning bank accounts or by investing in the money market.

How the management body should be structured – The conservancy membership and committees make decisions on the most appropriate structures for the management and staffing of the conservancy. Committee sizes, staffing components, responsibilities and forms of representation differ according to the individual needs of each conservancy. It is important to note that some conservancies are changing or adapting early structures based on their experiences.

How representation and decision-making should be achieved – The development of mechanisms for representative committee membership and decision-making have provided an important learning ground for conservancies. Various lessons have directed conservancies to use differing approaches. While some conservancies hold centralised annual general meetings (AGMs), others have found the holding of a number of village AGMs, culminating with a final centralised meeting, to be more effective. Democratic processes, such as committee elections, which are usually conducted at centrally held AGMs, are being devolved to smaller, local level units such as villages, allowing for better local participation, representation and input.

How to manage different resources in the conservancy – Communities are required to assume management of a variety of activities and resources, especially wildlife. Some of the main challenges include identifying the most important resources to be managed and the management objectives to be achieved, the scale they should be managed at, the establishment of appropriate management systems, and the acquisition of skills for their management. In addition, new challenges and opportunities develop when conservancies work together. A number of such examples are already taking place: joint anti-poaching efforts along Kwando River, the sharing of quotas for elephant trophy hunting between conservancies, and the north-west annual game count, involving the collaboration of 19 conservancies, a number of NGOs, the private sector and the regional offices of the Ministry of Environment and Tourism.

NEW RESPONSIBILITIES – HOW MANAGEMENT TAKES PLACE

Namibia's conservancies represent a diverse range of bio-physical and socio-economic conditions, including differences in rainfall, vegetation types, wildlife species and numbers,

proximity to game reserves and national parks, tourism potential, numbers and composition of conservancy members, different land uses and many other factors. The challenge of catering for this diversity has called for innovative and flexible approaches to planning and management. With the focus of registration behind them, conservancies enter the real management and development phase and face the complex task of organising, planning and implementing a range of management and development activities. These are usually entirely new responsibilities that require the development of new skills and experiences. However, a number of systems and procedures are available to provide guidance, including: the conservancy legislation, conservancy constitutions, Standard Operating Procedures (produced by MET), the conservancy's own policies and management plans, and a number of evolving procedural 'best practices' manuals that are presently being developed.

One of the most important of these systems is the Conservancy Management Framework. This is a new tool that assists conservancies to: identify their long-term management goals, which resources they desire to manage, establish clear lines of authority and communication (through a conservancy organogram), and determine how the conservancy will harness the inputs of its diverse set of stakeholders to develop and carry out its management plan. This adaptable decision-making framework uses four steps as a way of leading a conservancy to establish a series of management tools. The steps in this process are as follows:

Step 1 – Conservancy purpose and management needs

1. Define the **conservancy purpose**
2. Identify what **resources the conservancy has to manage**
3. Examine **why must each component be managed**
4. Decide **what each resource should look like in future**
5. Decide on the **key 'ingredients' that are required** to achieve this for each resource.

Step 2 – what organisational structure is in place, and is it appropriate?

Examine governance issues and to ensure the structure of the conservancy committee (organogram) allows for constitutional representation and good decision-making.

Step 3 – Conservancy Zoning

All conservancies aim to have a resource use and zonation map as an essential planning and management tool.

Step 4 – Strategic plans

Having identified all the key ingredients for each management component (for example: wildlife, cropping, livestock rangelands, and tourism) the conservancy committee works through a series of exercises to check what management mechanisms are in place or what needs to be done to get them started. These activities are built into Development (long term), Annual or Quarterly workplans.

This four-step process has now been piloted in seven conservancies and has consolidated a range of management considerations into one, integrated process and plan.

LESSONS AND CHALLENGES

Scale and conservancy management

Conservancies have been designed primarily as mechanisms for the management of free-roaming wildlife, which needs to be managed over relatively large areas. However, experience has shown that smaller, local management units (or a cluster of units) are often more appropriate for sedentary resources, such as village forests, water points and craft resources. More local scales of management are sometimes needed, and some conservancies have been split to allow for decision-making and consultation that is both logistically and socially more appropriate. One example is the original Sesfontein conservancy that split into the Sesfontein, Anabeb and Puros conservancies. There are also issues of scale that are larger than single conservancies. For example, in some areas elephant populations move across many conservancies (see page 22), requiring that such populations be managed on a regional basis rather than on an individual conservancy basis. In these instances, there is a need for a number of conservancies to work closely together to manage such resources.

Devolution and representation

Conservancies have learned that effective decision-making involves true participation and allows for devolution to the lowest level possible. This has been achieved in different ways: for example using representative, self-defined units as clusters of households or farms (such as in Tsiseb) or villages as an appropriate level for representation and decision-making (as in Salambala).

The challenge of management and leadership

Running a successful conservancy requires a range of skills and expertise that generally does not exist in remote rural communities. Accordingly, great emphasis has been placed on the provision of training and support to conservancy members, their committees and staff. Training programmes provided by MET and NGO staff cover a variety of activities, including: natural resource management; tourism and enterprise development, with emphasis on working with the private sector; and organizational management, focusing on staff, assets, finances, and communications.

Accountability and transparency

Accountability upwards to the MET and support NGOs has often been far greater than downward accountability to conservancy members. Building awareness and accountability downward to members remains an important challenge for conservancies. The MET, as the ministry responsible for awarding communities status as conservancies, is also responsible for ensuring that conservancies are run according to the regulations laid out in the legislation. This is difficult to achieve because most MET staff are predominately involved in natural resource management, but are now required to monitor compliance in a number of social issues, such as governance and democracy.

Communicating with stakeholders - internal and external

Conservancies deal with a wide range of stakeholder groups. Communication mechanisms are being revised at several levels: between members and committees, with local traditional leaders, and with support agencies such as the MET and NGOs. An example is the MET/Chairmen's Forum, which was initiated in 2003. Three regional conservancy forums function effectively: the Caprivi, Kunene and the Southern CBNRM forums. Plans to establish a National Level Conservancy Association are being explored. Such an Association could play an advocacy role, for example by making meaningful inputs into new policy and legislation, such as the planned Tourism Act and pending Parks and Wildlife Act. Other important stakeholders include the growing range of regional partners, such as Regional Councils, Constituency and Village Development committees and Regional Land Boards.

Local community-based institutions are important mechanisms to promote rural development, improve livelihoods of the rural poor and ensure that natural resources are managed sustainably. They have the potential to become more embracing sustainable development institutions that promote and support all relevant aspects of local rural development. However, to be able to function at optimal levels, it is important that such institutions have more rights and authority. They should be given rights over all natural resources, further levels of devolution of wildlife and tourism rights are needed, and bureaucratic obstacles must not hold back the economic and conservation achievements that are potentially possible under this programme.

Chapter 4

Benefits

sources and uses of financial and economic gains

One of the central aims of the CBNRM programme is to improve the livelihoods of rural people through the sustainable use of natural resources. The sums of money now being earned in this way are considerable **(Figure 10)**. What is also impressive is that these are new incomes that were not possible prior to passage of the conservancy legislation, and that now give many households access to cash and other benefits that they never had before.

Most benefits have come from conservancies, and the 'earning power' of conservancies has been greater than those of all other CBNRM activities. In 2003, conservancies generated about N$8.4 million in benefits, which is approximately 64% of all the CBNRM benefits of about N$13,230,000.[1] The benefits were generated by many different activities, and the financial portions of these benefits have been used or spent in a variety of ways. This variation is explored below, as are the significant differences between conservancies in the amounts and sources of income.

Substantial incomes were first earned after the initial four conservancies were registered in 1998, and they have continued to grow **(Figure 10)**. Much of the growth has been in tandem with the boom in Namibia's tourism industry. Indeed, conservancies have earned much more from tourism than any other enterprise. It has also been

most opportune that the growth in tourism coincided with the development of conservancies and legislation that provide rights for registered conservancies to benefit from commercial tourism. The spectacular scenery, rich cultures and burgeoning wildlife populations in many conservancies have drawn increased private sector investment into up-market lodges, attracting increasing numbers of tourists to these conservancies. Whilst the Kunene and Erongo regions continue to attract the majority of tourists, many new conservancy-based enterprises have developed in Caprivi where tourist numbers continue to rise after political instability in 2000 caused the industry to crash in north-eastern Namibia.

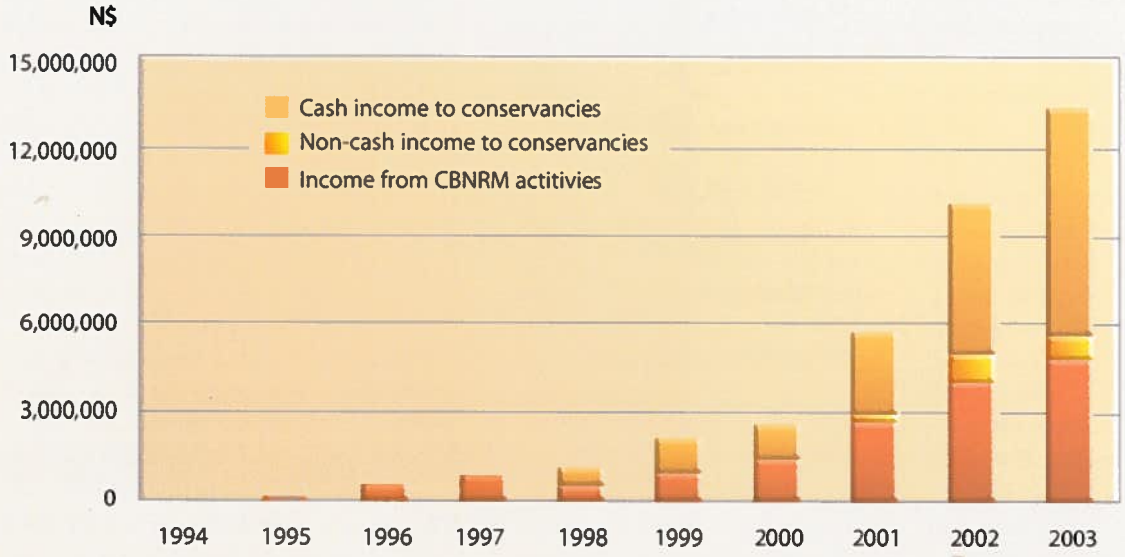


Figure 10

Benefits have risen from nothing in 1994 to over N$13 million in 2003. The graph divides the income into three categories: cash income to conservancies, non-cash or in-kind benefits to conservancies, and incomes to CBNRM activities outside conservancies. The actual values are shown in Namibian $ in the table below, and cover incomes to both registered and non-registered conservancies.

Year	1994	1995	1996	1997	1998	1999	2000	2001	2002	2003
Cash income to conservancies					$592,467	$980,724	$1,138,258	$2,741,124	$5,110,734	$7,692,037
Non-cash income to conservancies					$0	$32,000	$35,000	$222,150	$938,486	$734,348
Income to CBNRM activities	$0	$160,000	$568,850	$860,110	$559,309	$921,687	$1,441,802	$2,743,461	$4,054,132	$4,804,780
Total	**$0**	**$160,000**	**$568,850**	**$860,110**	**$1,151,776**	**$1,934,411**	**$2,615,060**	**$5,706,735**	**$10,103,352**	**$13,231,165**

TYPES AND SOURCES OF BENEFITS

Conservancies now obtain incomes from several sources (Figure 11). Most have been earned as cash payments or as salaries paid for employment, but some benefits are 'in-kind' in the form of game meat and skins, for example. These non-cash, material benefits made up 15% in 2002 and 9% of all income to conservancies in 2003. For some conservancies, however, these non-cash items were the only measured incomes (see below).

By far the most lucrative source of income is from joint venture tourism lodges and camps in which conservancies are paid as a result of a levy or income sharing agreement. A total of N$3,901,627 was earned from these ventures during 2003, making up 46% of all conservancy income. All the joint ventures are with private companies, giving conservancies useful linkages to partners that have tourism and customer service experience, access to markets, financial resources to make considerable investments and management know-how. In return, the lodge and camp operators obtain exclusive rights to attractions provided in conservancies. At the end of 2003 there were nine joint venture agreements and a further 12 opportunities were on tender or being negotiated. Through the National Tourism Development Programme, the MET is developing a number of 'community lodges'. These will be constructed with donor funds and owned by communities. Management will initially be outsourced to professional lodge management companies. These lodges are aimed at the mid-level tourist market, which is presently under developed in communal conservancies.

Conservancies have placed high priority on negotiating the best terms from joint venture lodges and camps. Options for financial benefits include direct revenue sharing with a percentage of net turnover, a flat 'concession fee' paid annually, a monthly lease fee, or a levy for every bed night sold by the lodge. Many agreements include a combination of these options. The development of social infrastructure, such as

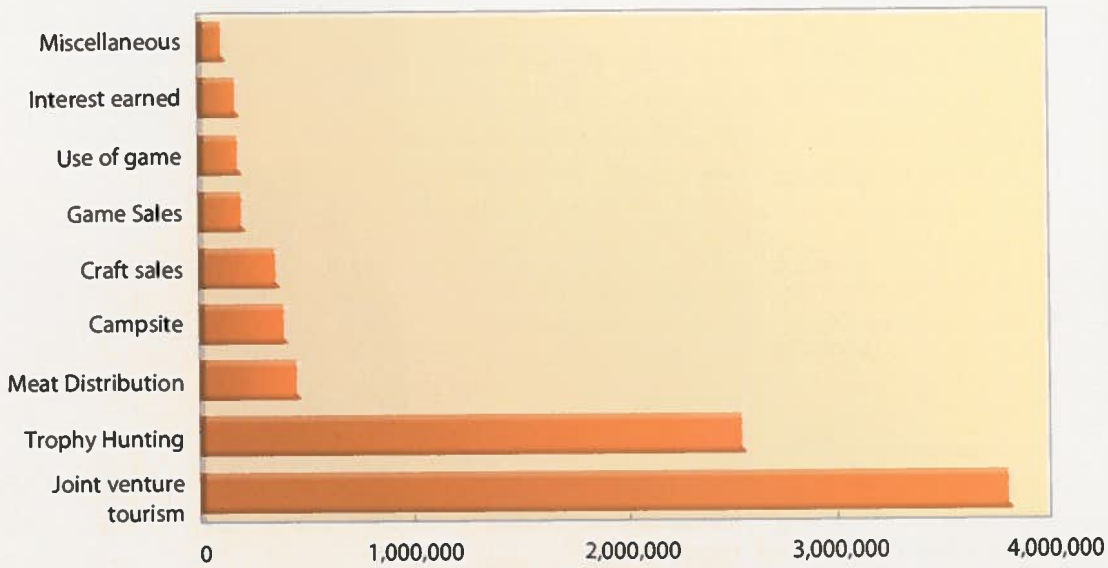


Figure 11
The main sources of benefits from conservancies during 2003. All benefits are as cash except those listed as 'Use of own game' and 'Meat distribution'. Actual values are given in the table below.

Source of income	Value in NS	Percentage of all income
Miscellaneous	$118,000	1%
Interest earned	$181,353	2%
Use of own game	$196,834	2%
Live game sales	$211,749	3%
Campsite fees	$416,568	5%
Craft sales	$400,804	5%
Meat distribution	$470,014	6%
Trophy hunting	$2,529,436	30%
Joint venture tourism	$3,901,627	46%
TOTAL	**$8,426,385**	**100%**

schools and clinics, has been included in several contracts. All agreements include clauses for minimum performance to protect conservancies against non-performing partners. Strict clauses regarding environmental impacts are included and, most importantly, conservancies have ensured that contracts provide jobs and build skills of local conservancy members. The eight agreements in operation have provided 199 full time and 46 part time jobs for members of the conservancies involved. One resident of the Torra conservancy has risen to the position of Camp Manager, fulfilling a condition of the contract with the local tourism company.

Trophy hunting concessions provide the second highest income source for conservancies. By 2003, eight concessions extending over 11 conservancies had been allocated to professional hunters. A further four conservancies have approved trophy quotas and will be entering into agreements with private sector hunters in 2004. Just under N$3 million was earned in 2003, comprising about 36% of all income to conservancies in that year. Of this, 30% was earned as concession fees and another 6% was provided in the form of game meat to the value of some N$470,000. Between 1999 and 2003, conservancies had cumulatively earned a total of N$6,063,282 through trophy hunting, and eight full time and 26 part time jobs were created for conservancy members.

All other sources of income **(Figure 11)** were considerably smaller than those provided by joint venture lodges and trophy hunting. Fees charged at camping sites and other community-based tourism enterprises (CBTEs) provided 5% of total income to conservancies in 2003. Another 5% was generated by the sale of craft, while the sale of 847 springbok to a game dealer yielded 3% of all income. Three categories each yielded 2% or less of income: the value of game harvested for the use of members in 11 conservancies, interest earned on accumulated funds and miscellaneous items. The most significant income in the miscellaneous category was N$100,000 paid for filming rights in the Nyae Nyae conservancy. While these other income categories are relatively small in overall terms, they do provide substantial benefits to some conservancies and to individuals (see below).

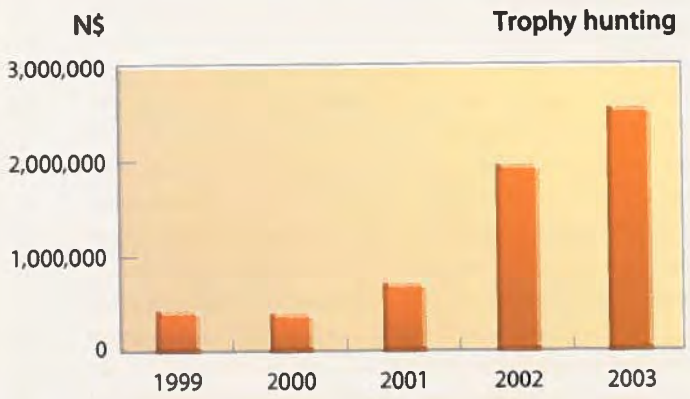
These percentages show that agreements with the private sector to provide tourism and trophy hunting rights in conservancies generated over four-fifths (82%) of all benefits to conservancies during 2003. While there is considerable potential for increasing incomes from all sources, one aspect in particular stands out as having very high potential. This is for conservancies to expand their own use of wildlife, both through selling more animals and using more game meat for domestic consumption. Up until now off-take quotas for wildlife have been extremely conservative. As an illustration of how incomes could be expanded, each of the 847 springbok sold to a game dealer was sold for N$250, earning conservancies a total of over N$200,000. This figure could be increased to several million if a higher off-take rate were applied to springbok and oryx in the north-western conservancies. There are, of course, opportunities of harvesting other species in the north-west and elsewhere.

Incomes given above are for 2003 and demonstrate how benefits have come from different sources. There is, however, enormous variation between conservancies in terms of their sources and amounts of incomes, and also in how different sources of incomes have changed over the years. The two main sources of income (tourism and trophy hunting) have increased in parallel from year to year **(Figure 12)**. There was a major jump in tourism revenue in 2001 and a similar substantial upturn for trophy hunting in 2002.

The table below shows how conservancies differ in the activities from which they earn benefits. Perhaps the most significant variation lies in the amounts of money that different conservancies have earned **(Figure 13)**. While some conservancies earned over N$1 million in 2003, 11 of the 29 conservancies registered in 2003 had no income in cash or kind. This was because most of them had only recently been formed and registered. The conservancies that now have the highest incomes are those with the greatest attractions for tourism and trophy hunting.

THE USES OF FINANCIAL BENEFITS

What happens to the substantial amounts of money earned by conservancies? More specifically, how is this income used, who benefits, how much reaches members of the conservancies, and what proportions are spent on management? Answers to these questions can be provided from an analysis of disbursements in 2003. The analysis does not, however, account for all income in 2003 because funds are carried over from year to year. Thus, a



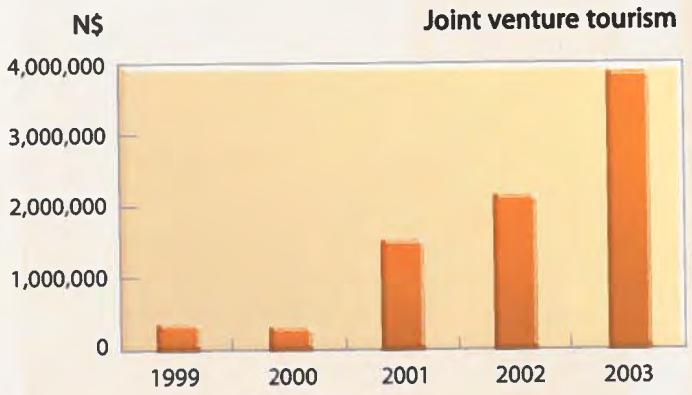
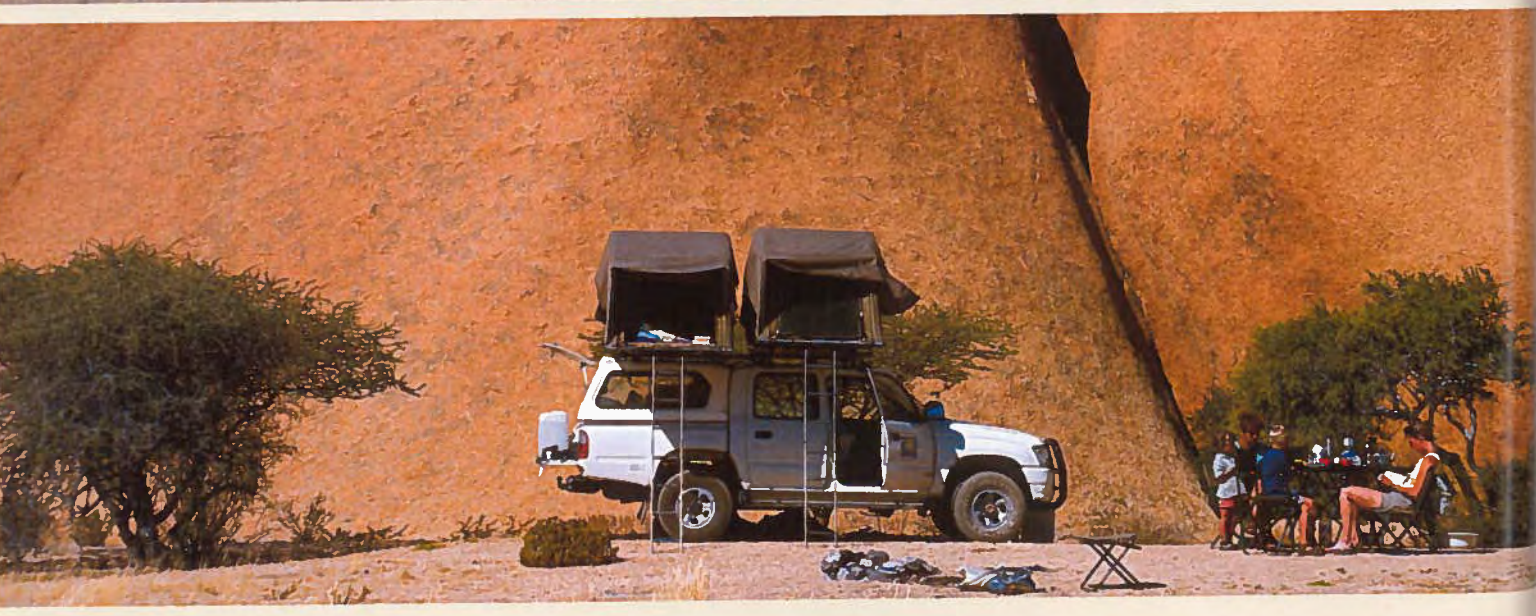


Figure12

Incomes earned by conservancies from joint venture tourism and trophy hunting increased about nine- and five-fold resectively between 1999 and 2003.



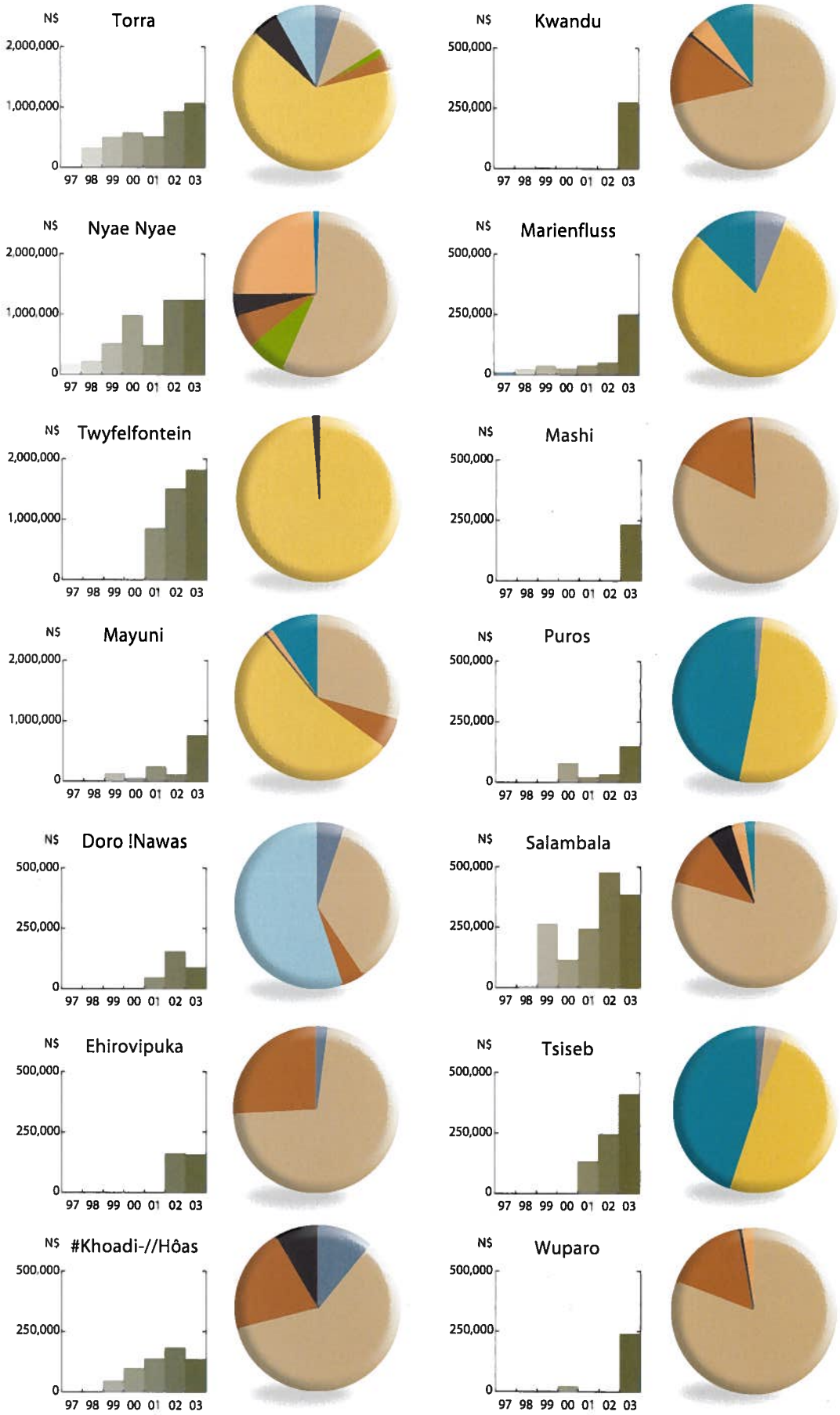
portion of funds spent in 2003 accrued from earnings in previous years, while some 2003 income will only be used in 2004 or thereafter. A total of N$6,352,886 was disbursed in 2003, the money broadly going to either the management of conservancies or as wages and benefits to member households. These were the total payments in 18 of the 29 registered conservancies; the remaining 11 newly established conservancies had no income or expenditure. Note that the N$6,352,886 had been earned in and by conservancies, and exclude any spending by donors or other support agencies.

Activities from which conservancies earned income in 2003. Each symbol ■ indicates one activity or enterprise, while a ■ shows new enterprises that are not yet earning an income or are at an advanced stage of planning. The conservancies are listed in order of registration.

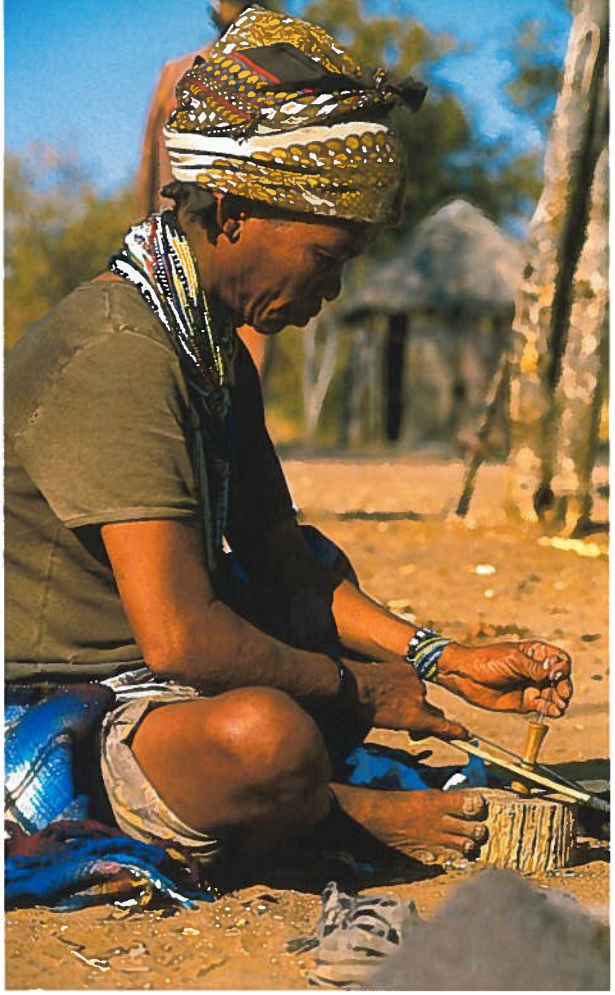
Conservancy	Campsites	Cultural tourism	Craft sales	Interest earned	Joint venture tourism	Game sales	Meat distribution	Use of game	Thatching grass sales	Trophy hunting
Nyae Nyae	■■		■	■	■		■	■		■
#Khoadi-//Hoas	■			■	■		■	■		■
Salambala	■		■	■			■		■	■
Torra			■	■	■	■	■	■		■
Dora !Nawas				■	■	■	■	■		■
Kwandu	■		■	■			■		■	■
Mayuni	■■		■	■	■■		■		■	■
Twyfelfontein	■	■		■	■					
Wuparo			■	■			■			■
Puros	■	■	■	■	■			■		■
Ehirovipuka			■	■	■		■	■		■
Marienfluss	■		■	■	■■■			■		
Tsiseb	■	■	■	■	■		■	■		■
Oskop								■		
Sorri-Sorris						■		■		■
Mashi			■	■			■			■
Omatendeka										
Otjimboyo										
Uukwaluudhi		■	■							
!Khob !Naub										
//Gamaseb										
//Huab										
Anabeb								■		■
N#a-Jaqna										
Okangundumba										
Orupembe										
Ozondundu										
Sanitatas										
Sesfontein					■			■		■

Figure 13

Incomes vary greatly between conservancies, both in terms of how much they earn and the sources of revenue. Some conservancies depend largely on one kind of income while others have a range of major sources. The histograms show how incomes have changed over the years in each area, while the pie diagrams show the different sources of income for each conservancy during 2003. Information is shown for 14 conservancies; 11 others had no income in 2003, while incomes of three others were small: Oskop (about N$640), Anabeb (N$23,925) and Sorri-Sorris (N$63,525). Note that the scales for Torra, Nyae Nyae, Twyfelfontein and Mayuni are four-times greater than those for the other conservancies.



- Campsite fees
- Craft sales
- Interest earned
- Meat distribution
- Miscellaneous
- Trophy hunting
- Use of own game
- Joint venture tourism
- Game sales



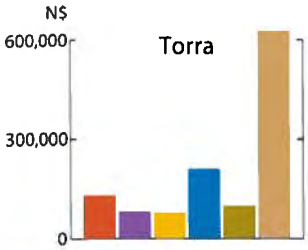
All operational costs had in fact been paid by donors until recently, but in 2003 conservancies spent approximately N$1,673,000 of their own income on management for running costs, capital developments and the employment of staff **(Figure 14)**. This amounted to almost 26% of all conservancy funds disbursed in 2003. Four conservancies are now self-funding: Uibasen became self-funding in 1999, Torra in 2000, and Salambala and Nyae Nyae in 2002. Annual operational costs (ranging from N$150,000 to N$250,000 in different conservancies during 2003) cover the running of at least one vehicle in each conservancy, salaries for Community Game Guards, Community Resource Monitors, Field Officers and administrative staff, allowances for committee members, money for travel, meetings, insurance, office administration and training activities. For example, Torra paid the salaries of eight staff, and Nyae Nyae paid the salaries of 23 staff. Nyae Nyae also contributed N$50,000 a year towards the cost of game being relocated into the conservancy. In addition, the Nyae Nyae conservancy has funded the maintenance of water points for villages and wildlife, as well as the upkeep of the conservancy boma. Salambala conservancy covers staff salaries for its campsite, the maintenance of fences, boreholes and the boma within the core wildlife area, and pays the salaries of 26 full-time and 10 part-time staff. Of all conservancy staff, 71 full-time and 20 part-time positions are fully financed using conservancy funds while donor support covers salaries for another 152 full-time employees.

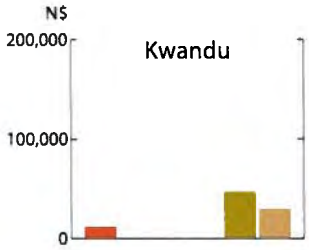
Twyfelfontein-Uibasen has been independent financially since its establishment, and used some of its funds to build its own offices. Tsiseb conservancy borrowed N$110,000 to purchase a prime piece of land at the entrance to the town of Uis, on which they have built an information centre that also houses the conservancy office and a craft outlet. The loan is being repaid with income generated from trophy hunting, a campsite, a joint venture lodge agreement and, more recently, a monthly contribution negotiated with the Brandberg Mountain Guides. #Khoadi-//Hôas covered 75% of its own running costs to June 2004, which include the salaries of nine staff, and it will pay all running costs thereafter. Mayuni has used some of its funds to compensate for cattle losses to lion predation, the purchase of a two-way radio network and salaries for an anti-poaching unit. Tsiseb, Sorri-Sorris, Kwandu, Mayuni, Wuparo, Puros, Marienfluss and Ehirovipuka conservancies all contribute to their own operational costs.

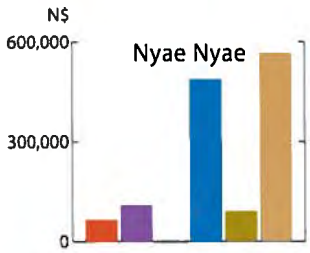
All other funds went to members of the conservancy in one form or another **(Figure 14)**. These categories – private sector jobs, cash payments, household meat, and social benefits – add up to about N$4,679,600 and represent 74% of all payments in 2003. By far the greatest proportion (46%) went to private sector jobs, with 207 full-time and 714 part-time people employed by joint venture and community-based campsite and other tourism enterprises, and trophy-hunters.

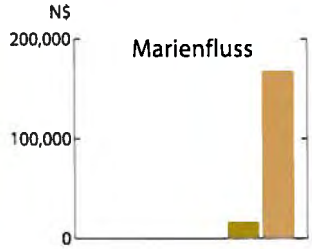
The next highest categories of spending were on cash payments and the provision of meat to members. Both categories made up 12% of all disbursements and together bought in just under N$1.5 million to conservancy households. The cash payments totalled N$745,000, and were made in three conservancies. The payments were made directly to members or to villages in areas where the number of members was too large to make individual payments viable. Nyae Nyae conservancy paid out N$620 to each of its 750 members in 2003. Previously, N$75 had been given to each of 550 registered members in 1998 and 1999. Salambala made cash payments totalling N$47,500 in 2003 to 18 villages and the local tribal council *(khuta)* at Bukalo from funds generated by its trophy-hunting contract. Torra conservancy made its first cash payment to members in 2003 when 300 members each received N$630. Pensioners also received gifts from the conservancy funded from income generated through joint venture tourism, trophy hunting and the live sale of game. Marienfluss and Puros conservancies made funds available to members on an as-needs basis at the discretion of the conservancy committee.

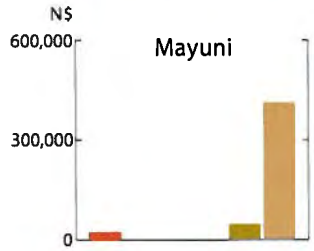
Over N$734,000 worth of meat was distributed to households in 2003. The meat came from the hunting of conservancy game and from trophy hunters. During 2003, Nyae Nyae, Torra, #Khoadi-//Hôas, Doro !Nawas, Puros, Tsiseb, Ehirovipuka, Marienfluss, Oskop, Anabeb and Sesfontein distributed meat and

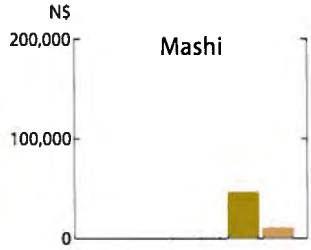


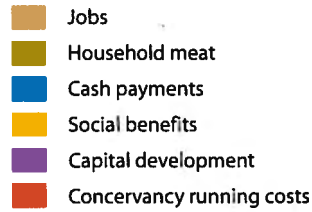


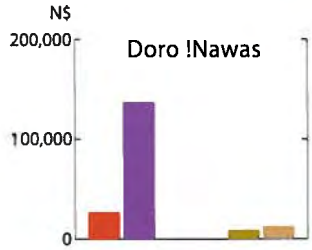


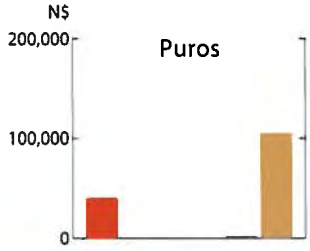


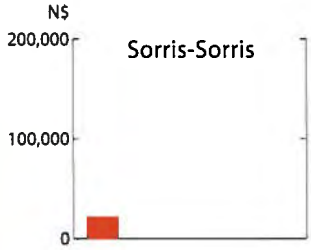


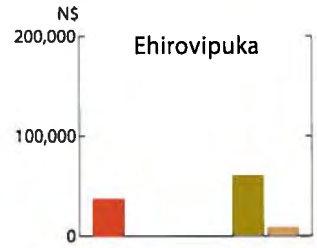


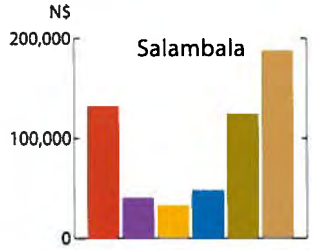


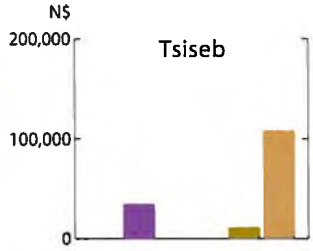


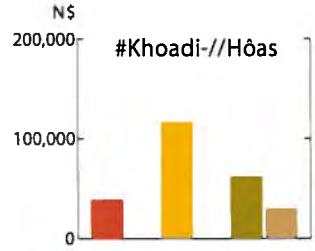


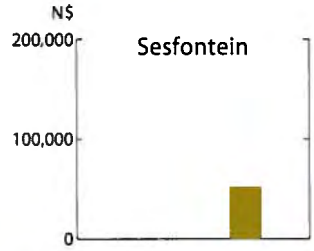


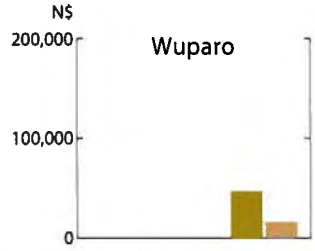












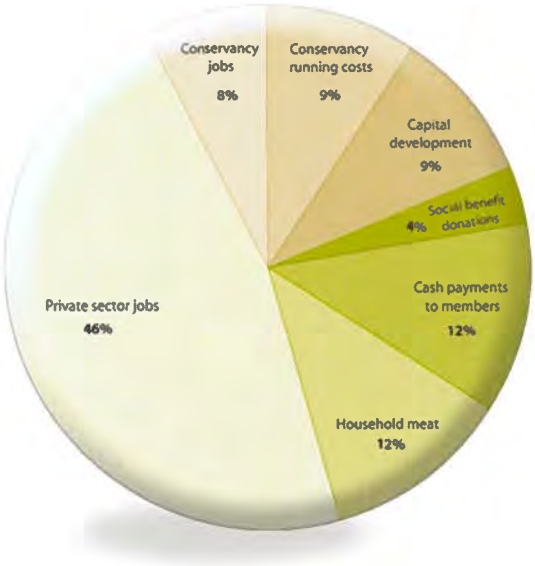


Figure 14
About N$6,353,000 of financial benefits and conservancy operating costs were paid out by conservancies and their private sector partners during 2003. Proportions of this money allocated to different categories of expenditure in all conservancies are shown in the pie diagram, while the histograms show disbursements in a select number of conservancies. Payments for private sector and conservancy jobs are pooled in the histograms. Note that scales of values for Mayuni, Torra, Nyae Nyae are double those of the scales for the other conservancies.

skins to members from animals that had been allocated as a quota for the conservancy's own use. In addition members of 11 conservancies received meat from trophy hunting in their areas. Some conservancies have supplied meat to neighbouring conservancies and traditional leaders for important festivities.

Several conservancies donated funds to social investments, and in 2003 these amounted to over N$13,250,00 or 4% of all disbursements. For example, the Torra conservancy paid N$20,000 for the renovation of the school's infrastructure and gave N$10,000 to support a local kindergarten. Nyae Nyae gave financial support to small agricultural projects and the maintenance of water points. #Khoadi-//Hôas has been funding soup kitchens for local pensioners for several years and during 2003 provided funds for the two schools in the conservancy, diesel for elephant water points and small stock loans and vaccinations. It also gave money to compensate for elephant damage costs.

CONTRIBUTIONS TO THE NAMIBIAN ECONOMY

In terms of total benefits to communities, the CBNRM programme earned N$13,231,165 in 2003, most of which was generated through conservancies **(Figure 10)**. This was the household or community income in cash or material benefits that could be measured **(Figure 11)**. Several additional economic benefits of the CBNRM programme can be estimated, however. First, private sector lodges and camps earn other income, which is not distributed in conservancies, for example as salaries for people outside the conservancy and in the form of taxes to government. Second, tourists drawn to these tourism activities also spend in the wider national tourism sector, generating direct income for enterprises such as urban hotels, airlines and car rental companies. Third, tourism and other enterprises use products such as food and fuel from other sectors in the economy, and this generates further income. Fourth, part of all this new income earned by households, firms and government gets re-spent in the economy during further rounds of spending, produce further income generation. In this way, the initial direct benefits generated by conservancies and other CBNRM activities, induce further impacts on the economy, through so-called 'linkage and multiplier' effects.

All the economic contributions described here may be termed contributions to net national income (NNI). The NNI can be defined as the value of the goods and services that economic activity – in this case CBNRM activities – make available to the nation. In 2003, the NNI contribution had reached an estimated N$79 million, and the total cumulative NNI over these years amounted to about N$231 million **(Figure 15)**.[2] These figures were adjusted for inflation to be equivalent to the value of Namibian dollars in 2003.

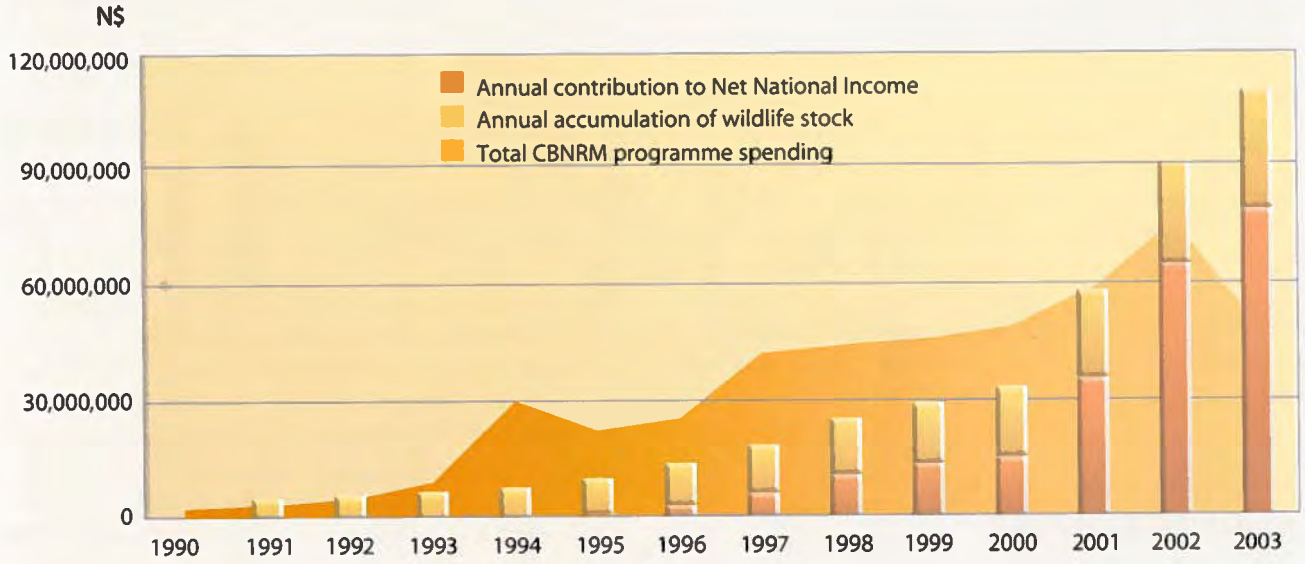
The contribution made by CBNRM to NNI should include adjustments for stock appreciation, and **Figure 15** shows an additional economic benefit of conservancies. This is the accumulated capital value of increasing wildlife numbers, which many people conclude to be a direct consequence of CBNRM activities. The incremental value of the animals produced is therefore seen as an extra economic benefit of conservancies. The animals' value is taken as their monetary value 'on the hoof' i.e. the value they could fetch if they were to be sold or harvested commercially. Over N$30 million in value was added in 2003 alone, and the total cumulative value of increased wildlife populations between 1990 and 2003 adds up to an estimated N$132 million.

The capital stock values of wildlife shown in **Figure 15** are those attributed to growing numbers of wildlife in north-western Namibia (see page 24). If other factors – such as good rainfall and other conservation activities – also contributed to the increase, the stock appreciation values would not be due to conservancies alone, and the capital values would exaggerate the economic contributions made by conservancies. However, the figures provide at least an indication of the relative values of wildlife that have benefitted from protection in conservancies. Moreover, possible exaggerating effects may be offset by the fact that other values have been excluded from the estimates in **Figure 15**. These are values for which there are no adequate data or measures. Perhaps the most important of these are the additional value of growing wildlife stocks elsewhere in Namibia, the economic value of training provided to people associated with conservancies, and the value of the conservancy institutions that are fostering rural development (see page 30).

The total value of NNI and increased capital value of wildlife in north-western Namibia from 1990 to 2003 amounts to a cumulative sum of about N$417 million. This is an impressive figure, which is increasing rapidly. But what investments have been made to achieve these benefits? **Figure 15** shows the value of spending on the CBNRM programme each year. The cumulative value of these investments between 1990 and 2003 adds up to just over N$464 million. Donors supplied most of the funds, while the MET also provided inputs, mainly as 'in-kind'

Figure 15

Estimates of economic benefits resulting from the CBNRM programme between 1990 and 2003, shown by the columns of annual values of net national income (NNI) and increasing wildlife stocks in north-west Namibia. The shaded area is the value of investment or development spending each year on CBNRM. All values were adjusted for inflation and changing foreign exchange rates to be equivalent to the value of Namibian dollars (N$) in 2003.



contributions, such as staff, vehicles and other kinds of support. The most important donor assistance has come from USAID; World Wild Fund for Nature (UK and International); World Wildlife Fund (WWF) US; the Swedish International Development Agency (Sida); Department for International Development (Dfid); DANIDA, European Union, GTZ; UNDP; Global Environment Fund (GEF); HIVOS; Canada Fund; Comic Relief; UK Lottery Fund; British High Commission; NORAD; Austrian Government and Royal Norwegian Embassy.

MANAGING THE ECONOMIES OF CONSERVANCIES

Two main sets of economic issues are being tackled by conservancies: planning and managing sources of incomes on the one hand, and then administering the use and distribution of those benefits on the other. For the former, most efforts have focussed on tourism, especially several key elements that are required for conservancies to manage their own tourism and joint ventures successfully. These include:

- participatory tourism development planning,
- viable enterprise and infrastructure development,
- the management of tourism attractions and facilities,
- understanding the tourism business,
- monitoring systems to track enterprise performance, and
- policy and regulations to allow implementation of tourism management plans.

Good planning for tourism has been of key importance, and participatory tourism development planning has been developed and implemented in most areas that have potential for tourism. Much of the support for planning has come from the CBNRM programme and key support institutions such as the Namibian Association for Community Based Tourism (NACOBTA) and WWF/LIFE.

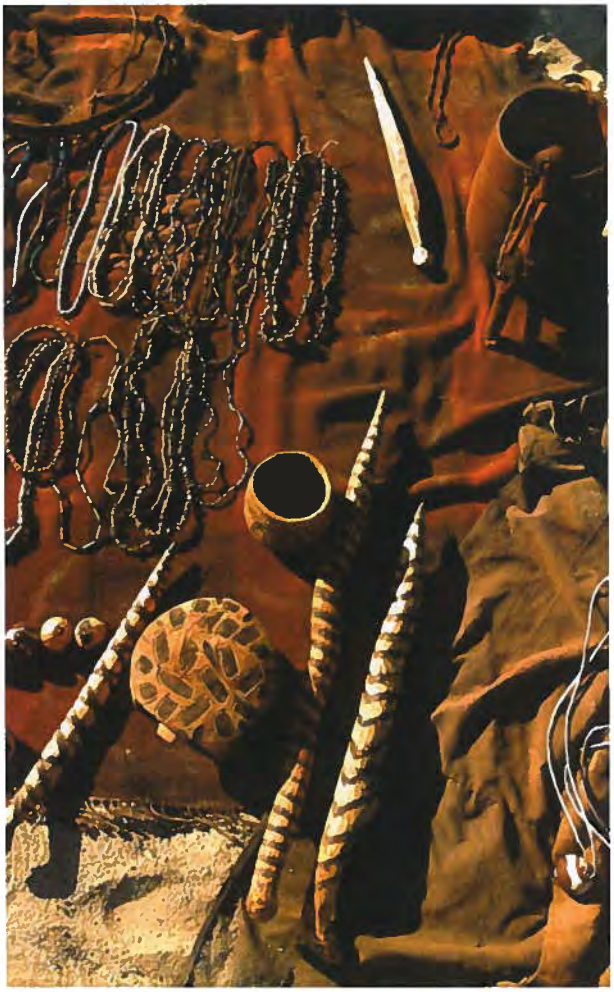
Several regional tourism plans have been developed. In the Kunene and Erongo regions, the North West Tourism Plan provides a regional master plan for communal tourism and nine individual conservancy tourism option plans. The Tourism Development Plan for the Ohangwena, Oshikoto, Oshana and Omusati regions supplied a framework for tourism planning within and across the four regions. The recently completed Eastern Caprivi Floodplains Tourism Options Plan and the Kwandu Tourism Option Plan paved the way for conservancies to optimise tourism potential in the area, with a large focus on negotiating agreements between conservancies and the range of existing tourism lodges in the region. The Community Tourism Market Research for Southern Namibia study examines options and potentials for conservancies and community-based tourism in southern Namibia. Lastly, several studies of tourism options have been conducted and plans are underway to carry out land use zoning for tourism in the Nyae Nyae conservancy.

Forums for tourism planning and coordination have grown out of these processes in north-central Namibia and Caprivi. The

two forums are unique in being the first such platforms for tourism in communal areas. Traditional authorities, conservancies, regional and local governments, line ministries (particularly the Ministry of Lands, Resettlement and Rehabilitation and MET), supporting NGOs and the private sector are represented on the forums.

A number of approaches and tools are being used to ensure that tourism enterprises are viable. For example, NACOBTA provides support to ensure the feasibility of enterprises through business planning, proper product design and development of appropriate management systems. Much emphasis is being placed on building the skills of conservancy members, committees and staff, especially in negotiating and managing joint venture agreements. Training is also devoted to understanding how business, the tourism industry and the private sector function. Management and monitoring skills for optimal performance at tourism ventures are receiving increasing attention. A performance related monitoring system is being implemented to monitor smaller community enterprises and bigger joint venture contracts. Using simple visual methods, the system allows for self-evaluation and provides the conservancy committee with an effective tool to manage its enterprises.

Although tourism activities are growing rapidly, conservancy staff and members are still largely ill equipped to deal with all aspects of these businesses. Skills in the areas of financial management and business planning, marketing, as well as a good knowledge and understanding of the tourism industry, remain important areas for training.



Although the MET policy for community-based tourism provides a framework for communities to benefit from tourism, legislation still does not give communities and conservancies adequate rights over access and control of tourism in their areas. It is anticipated that Namibia's overall Tourism Policy and the upcoming Parks and Wildlife Bill will enhance these rights for communities and conservancies. Collaboration and communication between regional Land Boards and conservancies will be essential to ensure that conservancy rights and plans are not jeopardised by the allocation of leaseholds that allow incompatible land uses.

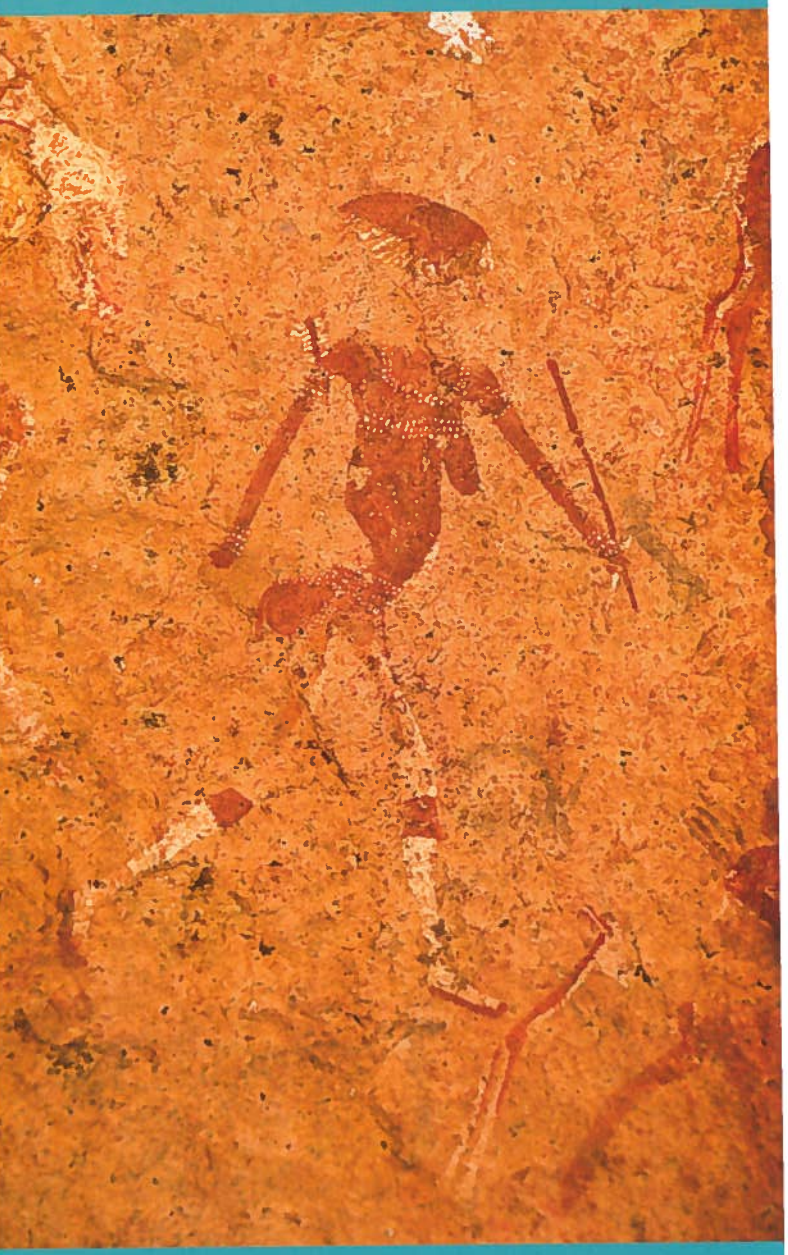
Returning benefits to members is critically important, allowing people to enjoy the benefits (and not just suffer the costs) that wildlife can afford. The MET also requires that each conservancy plan how benefits should be shared and produce an Equitable Benefits Distribution Plan, which forms part of the application for conservancy registration. However, the management and distribution of benefits is a key challenge, and practical difficulties often emerge once funds become available for actual distribution. The problems have escalated as conservancy incomes have risen, and it is in those conservancies now obtaining rather large sums of money that there is a need to address the management of funds most critically. Many of the rural communities in conservancies have never seen such incomes before, and thus have no experience or customary methods for distributing and using such incomes. Some conservancies committees have solved the problem by creating decision-making forums at local levels, allowing the members themselves to decide how benefits should be distributed.

1 This figure differs from the Total Financial Benefits from CBNRM for 2003 as reflected in the LIFE. 2003. Semi-annual report for the period: April 1 through September 30, 2003. WWF LIFE Program, Windhoek. The figure above excludes the value of game donated to conservancies in 2003 which amounted to N$271,800 and an amount of N$1,103,376 which had been incorrectly allocated to non-conservancy income.

2 NNI is simply the gross national income (GNI) less any depreciation of capital assets. GNI is also roughly comparable with gross national product (GNP) and the gross domestic product (GDP). Use was made of CBNRM enterprise models as well as the social accounting matrix (SAM) model for Namibia developed by Namibia Economic Policy Research Unit.

Chapter 5

Profiles



of the 29 conservancies registered in 2003

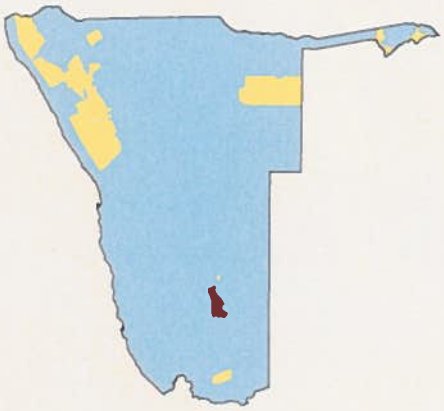
LEGEND FOR THE MAPS

- Agriculture or forestry station
- Baobab tree
- Borehole
- Closed mine
- Active mine
- Conservancy office
- Cultural village
- Dam
- Farm house
- Health facility
- Lodge
- Palms
- Pans
- Picnic place
- Place of interest
- Quarantine camp or veterinary fence control point
- Rock art
- School
- Settlement
- Spring
- Tourist campsite
- Main road
- Minor road
- Main ephemeral river
- Minor ephemeral river

!KHOB !NAUB

(Named after the plateau)

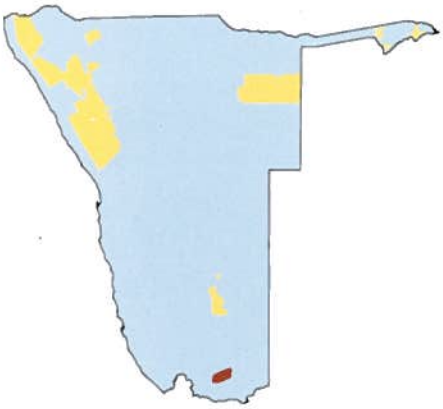
Registered	1 July 2003
Address	!Khob !Naub Conservancy Private Bag 2185, Keetmanshoop
Telephone	063-223572 (NDT)
Approximate population	5,000
Main home languages	Khoekhoegowab, Otjiherero, Oshiwambo
Area	2,747 square kilometers
Region	Karas
Geographical features	Semi-desert receiving about 150 mm rain/year. Sparse savanna and grasslands. Northern part dominated by plateau, eastern and western parts flat and rolling sand dunes towards the central area.
Unusual or important features	Giant quiver trees on top of the plateau.
Major wildlife resources	Kudu, steenbok, springbok.
Management	Management Committee of four women and seven men. No staff at present.
Enterprises	None at present.
Support agencies	MET, NDT (main local NGO), MAWRD, RWS, LAC, UNAM, NACOBTA.

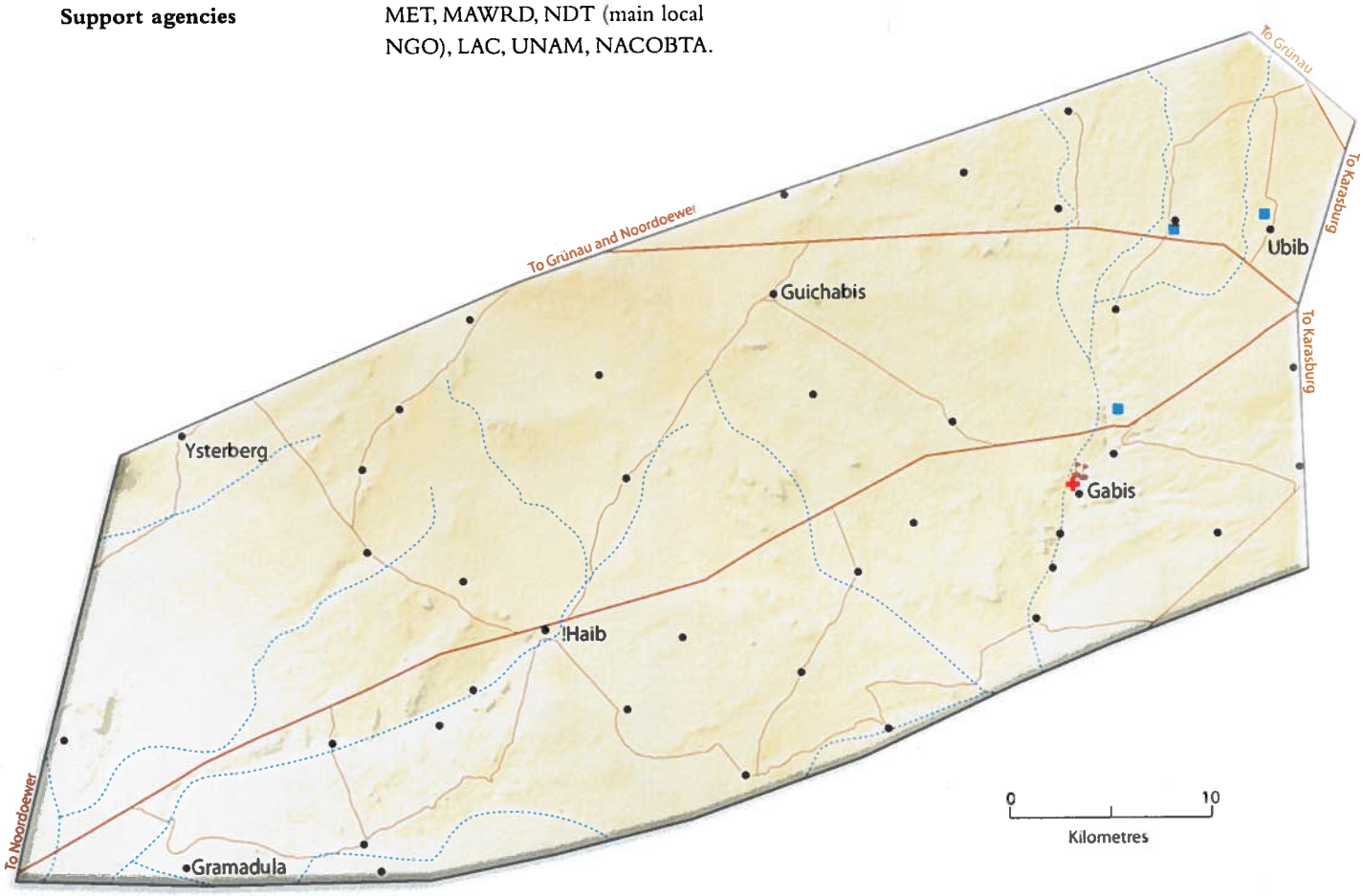


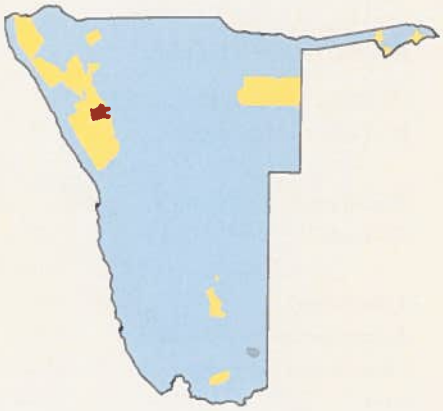
//GAMASEB

(Named after the mountain used to house medicine, food and water)

Registered	1 July 2003
Address	P.O. Box 372, Karasburg
Telephone	063-270711 (Mr. Rooi), 063-173008 (Mr. Sneuwel)
Approximate population	5,000
Main home languages	Khoekhoegowab, Afrikaans, Oshiwambo
Area	1,748 square kilometers
Region	Karas
Geographical features	Semi-desert receiving about 150 mm rain/year. Sparse savanna and grasslands. Landscape dominated by the flat Gamaseb Mountain in the north-west.
Unusual or important features	Gamaseb Mountain.
Major wildlife resources	Kudu, steenbok, oryx, springbok, ostrich.
Management	Management Committee of five women and four men. No staff at present.
Enterprises	None at present.
Support agencies	MET, MAWRD, NDT (main local NGO), LAC, UNAM, NACOBTA.

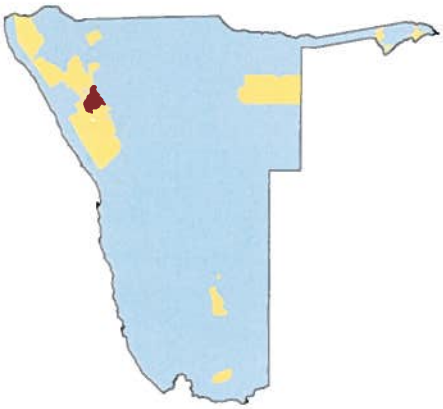






//HUAB

Registered	1 July 2003
Address	//Huab Conservancy P.O. Box 228, Khorixas
Telephone	067-331984
Approximate population	5,000
Main home languages	Khoekhoegowab
Area	1,817 square kilometers
Region	Kunene
Geographical features	Semi-arid with less than 300 mm rain/year. Largely sparse savanna, with wooded river valleys separating hills and plains.
Unusual or important features	Huab River.
Major wildlife resources	Elephant, leopard, mountain zebra, kudu, duiker, warthog, steenbok, klipspringer, ostrich, oryx, springbok.
Management	Management Committee of seven men and three women. Four Community Game Guards and one Liaison Officer are employed. Monitoring using annual vehicle-based counts and Event Books.
Enterprises	None at present.
Support agencies	MET, NNF, NACOBTA, UNAM.



#KHOADI–//HÔAS

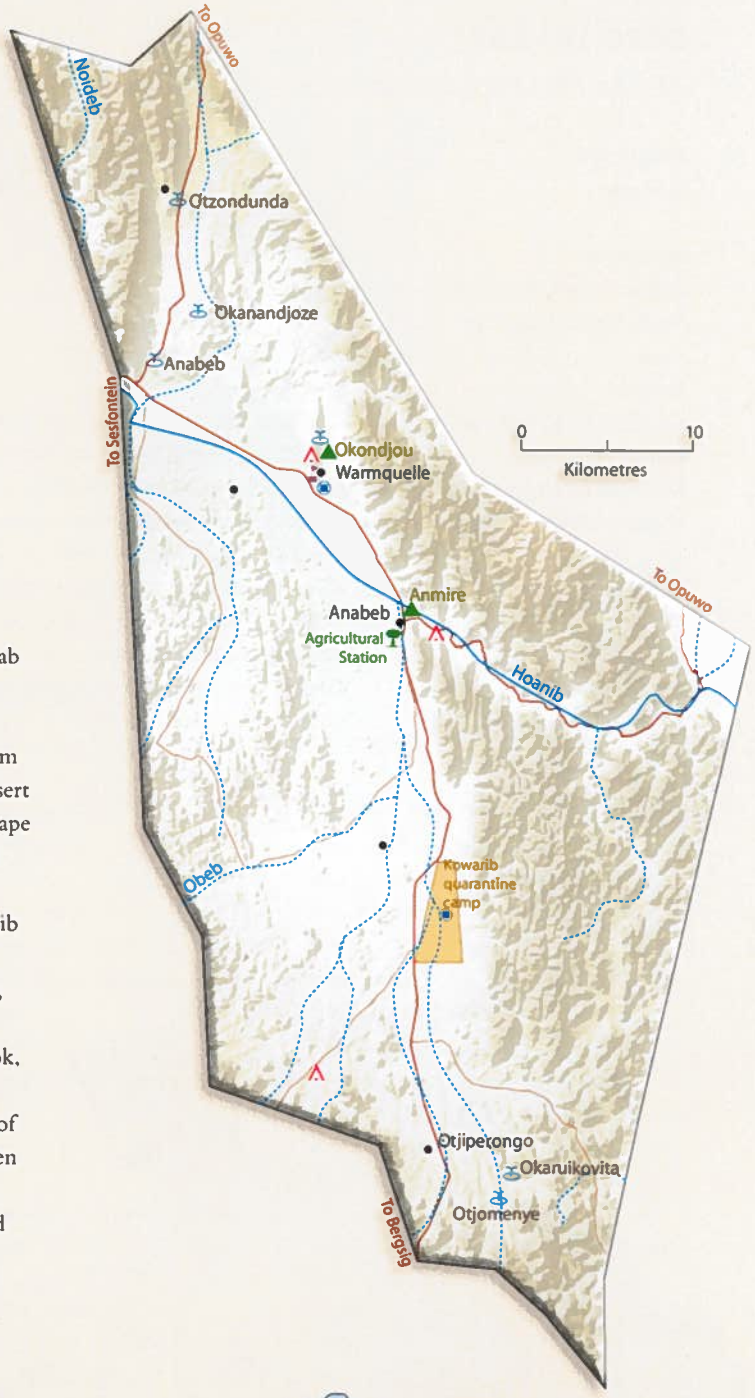
(Means 'elephants corner' in Khoekhoegowab)

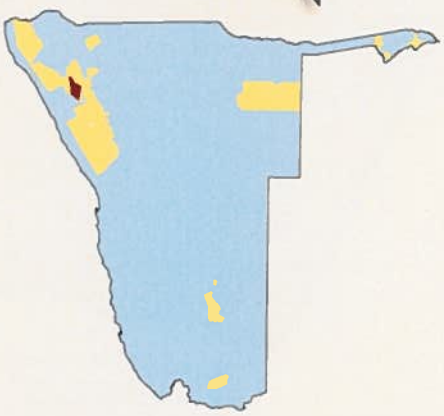
Registered	June 1998
Address	P O Box 119 Kamanjab
Telephone	067-333 017
Approximate population	3,200
Main home languages	Khoekhoegowab, Otjiherero, Oshiwambo
Area	3,366 square kilometers
Region	Kunene
Geographical features	Hilly landscape dominated by the Grootberg. Dry savanna vegetation. Annual rainfall varies between 200 and 300 mm.
Unusual or important features	Grootberg mountain range, Forum for Integrated Resource Management (FIRM).
Major wildlife resources	Elephant, black rhino, leopard, mountain zebra, kudu, oryx, ostrich, springbok, steenbok, giraffe, duiker, klipspringer, warthog, hyena, jackal and cheetah.
Management	Management committee of 11 men and six women. Executive committee of six people. Traditional Authority acts as advisors. Staff of seven Environmental Shepherds, one Environmental Shepherd Coordinator and one Information Officer. Monitoring using Event Book system and annual vehicle count.
Enterprises	Trophy hunting contract, Conservancy Campsite, conducted own use hunting in conservancy in 2003 and a lodge under construction.
Support agencies	MET, NNF, NACOBTA, LAC, WWF/LIFE, MAWRD and DRFN.

ANABEB

(Named after the Ana tree)

Registered	1 July 2003
Address	c/o IRDNC P.O. Box 2450, Windhoek
Telephone	061-228506
Approximate population	2,000
Main home languages	Otjiherero, Khoekhoegowab
Area	1,570 square kilometers
Region	Kunene
Geographical features	Arid with less than 150 mm rain/year. Largely semi-desert and sparse savanna. Landscape is a mix of hills, plains and wooded river valleys.
Unusual or important features	Khowareb Schlucht, Hoanib River, Bushman paintings.
Major wildlife resources	Elephant, leopard, cheetah, mountain zebra, oryx, springbok, ostrich, steenbok, kudu, klipspringer.
Management	Management Committee of 19 men and six women. Ten male Community Game Guards and one male Field Officer are employed. Monitoring using annual vehicle-based counts and Event Books.
Enterprises	Ongongo and Khowareb campsites; own use hunting.
Support agencies	MET, IRDNC (main local NGO), WWF/LIFE, NACOBTA, SRT.

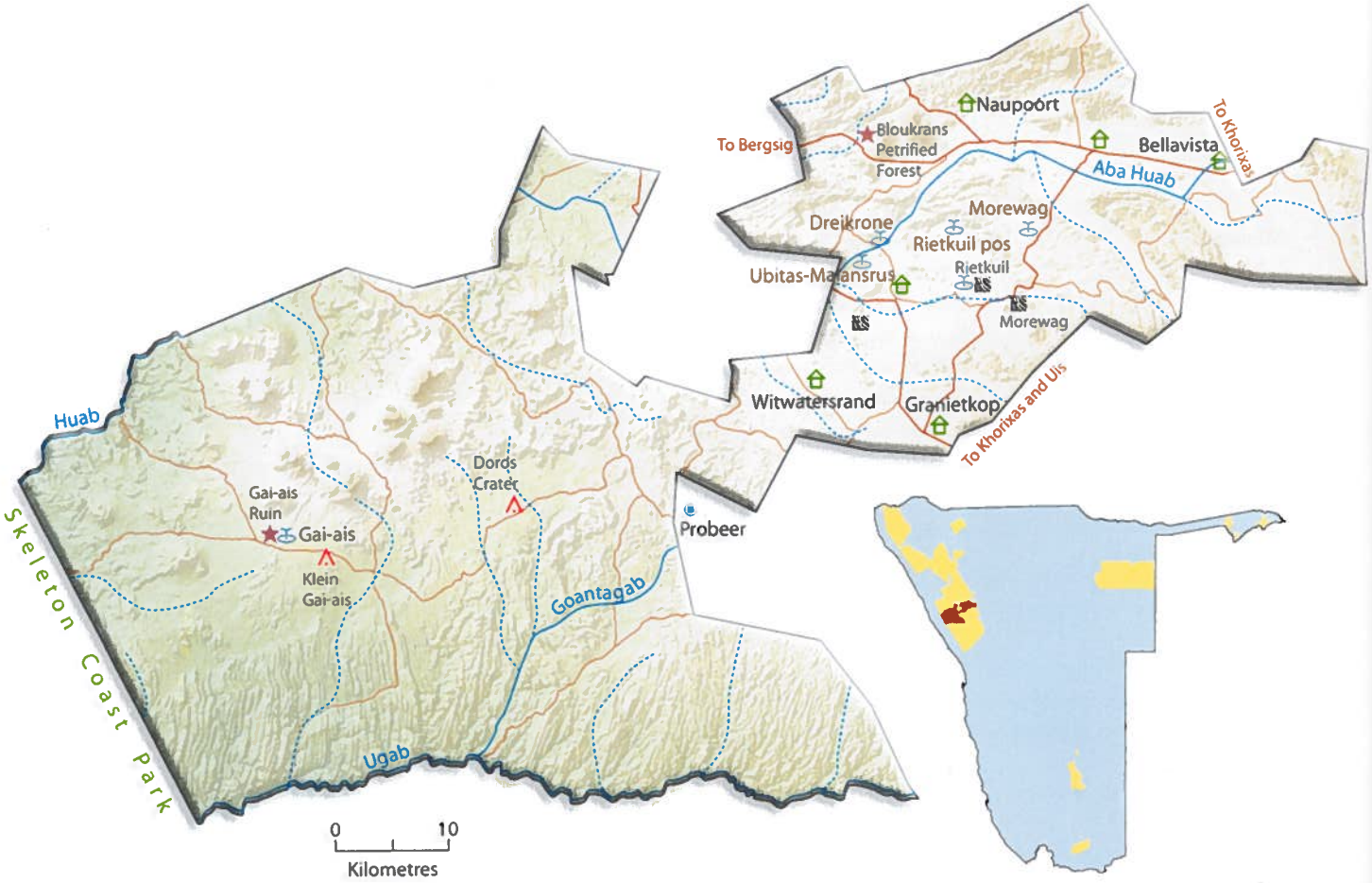


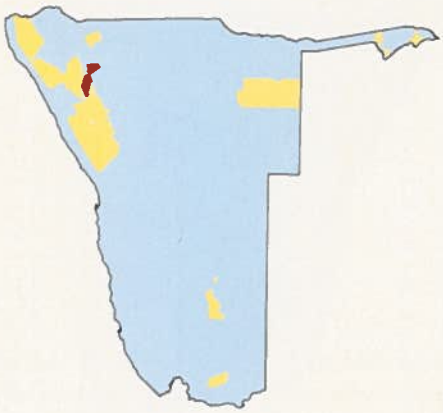


DORO !NAWAS

(Named after the Doros Crater which means 'the place where rhinos roam')

Registered	December 1999
Address	Doro !Nawas Conservancy P.O. Box 66, Khorixas
Telephone	067-331940
Approximate population	1,500
Main home language	Khoekhoegowab
Area	4,073 square kilometres
Region	Kunene
Geographical features	Arid with less than 100mm rain/year. Largely semi-desert and sparse savanna. Landscape of rugged, folded hills, plains and wooded river valleys.
Unusual or important features	Petrified Forest, Welwitschia abundant.
Major wildlife resources	Elephant, leopard, black rhino, cheetah, mountain zebra, giraffe, kudu, oryx, springbok, duiker, steenbok, klipspringer, ostrich.
Management	Management Committee of ten men and eight women. Nine Community Game Guards, one Office Co-ordinator, two Conservancy Facilitators and one Secretary are employed. Monitoring using annual vehicle-based counts and Event Books.
Enterprises	Trophy hunting contract and joint venture lodge under negotiation. Own use hunting in 2003.
Support agencies	MET, RISE (main local NGO), NACOBTA, NNF, LAC, WWF/LIFE, SRT.

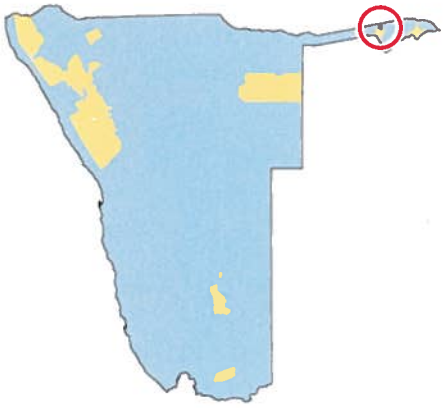




EHIROVIPUKA

(Meaning place of wildlife in Otjiherero)

Registered	1 January 2001
Address	Ehirovipuka Conservancy P.O. Box 66, Kamanjab
Telephone	065-276200
Approximate population	2,500
Main home languages	Otjiherero
Area	1,975 square kilometers
Region	Kunene
Geographical features	Semi-desert with 250 to 300 mm rain/year. Savanna woodlands cover the rolling landscape while the river valleys support taller trees.
Unusual or important features	Ombonde and Ominsuea Rivers.
Major wildlife resources	Elephant, leopard, lion, cheetah, eland, kudu, duiker, warthog, steenbok, oryx, giraffe, springbok, ostrich, mountain zebra.
Management	Management Committee of 14 men and two women. Six people form the Executive. Employees consist of four Community Game Guards, one Field Officer and one Community Activators. Monitoring done using Event Books and annual vehicle counts of game.
Enterprises	One joint venture lodge, trophy hunting enterprise, craft centre and traditional homestead, and hunting for own use.
Support agencies	MET, IRDNC (main local NGO), NACOBTA, LAC, WWF/LIFE.



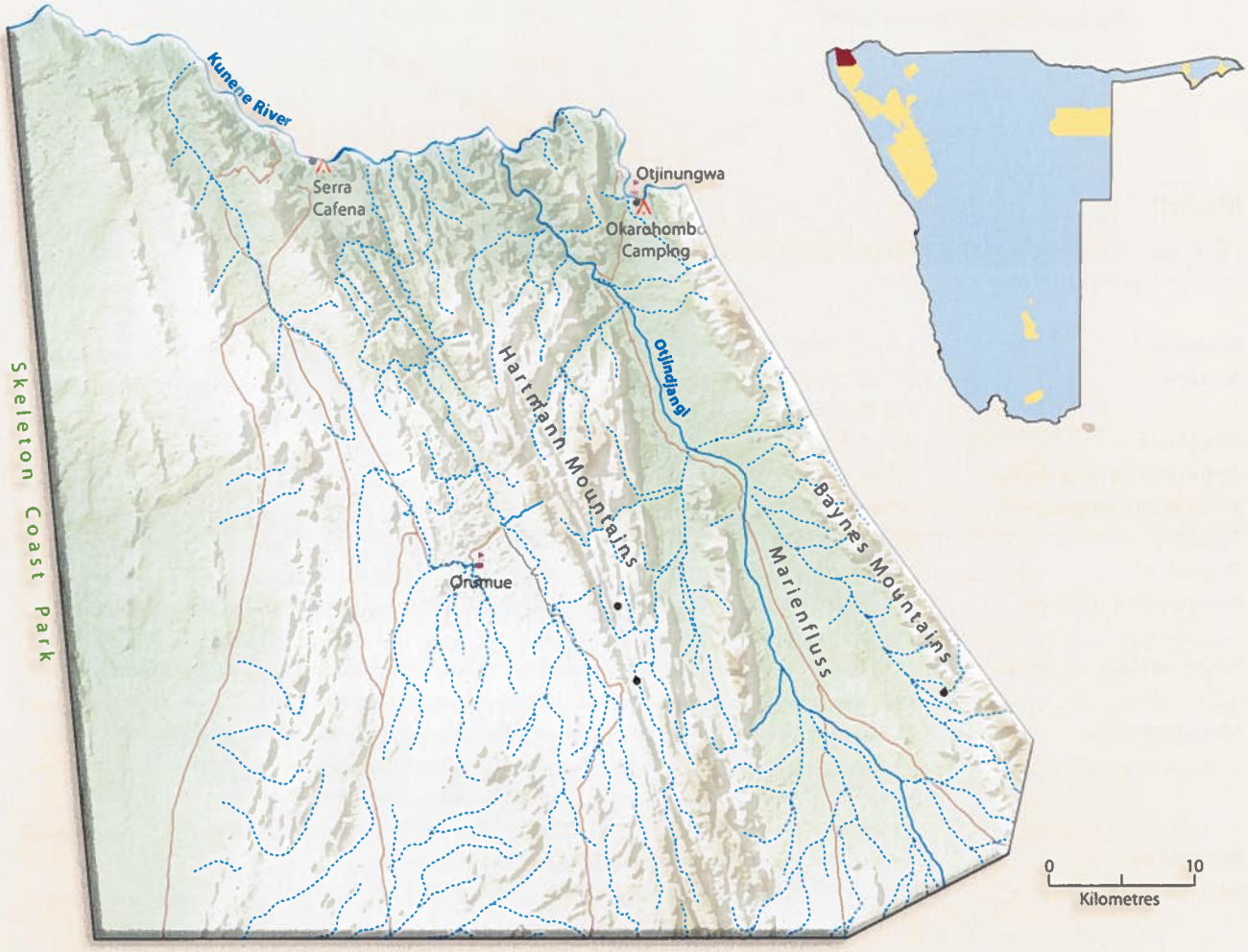
KWANDU

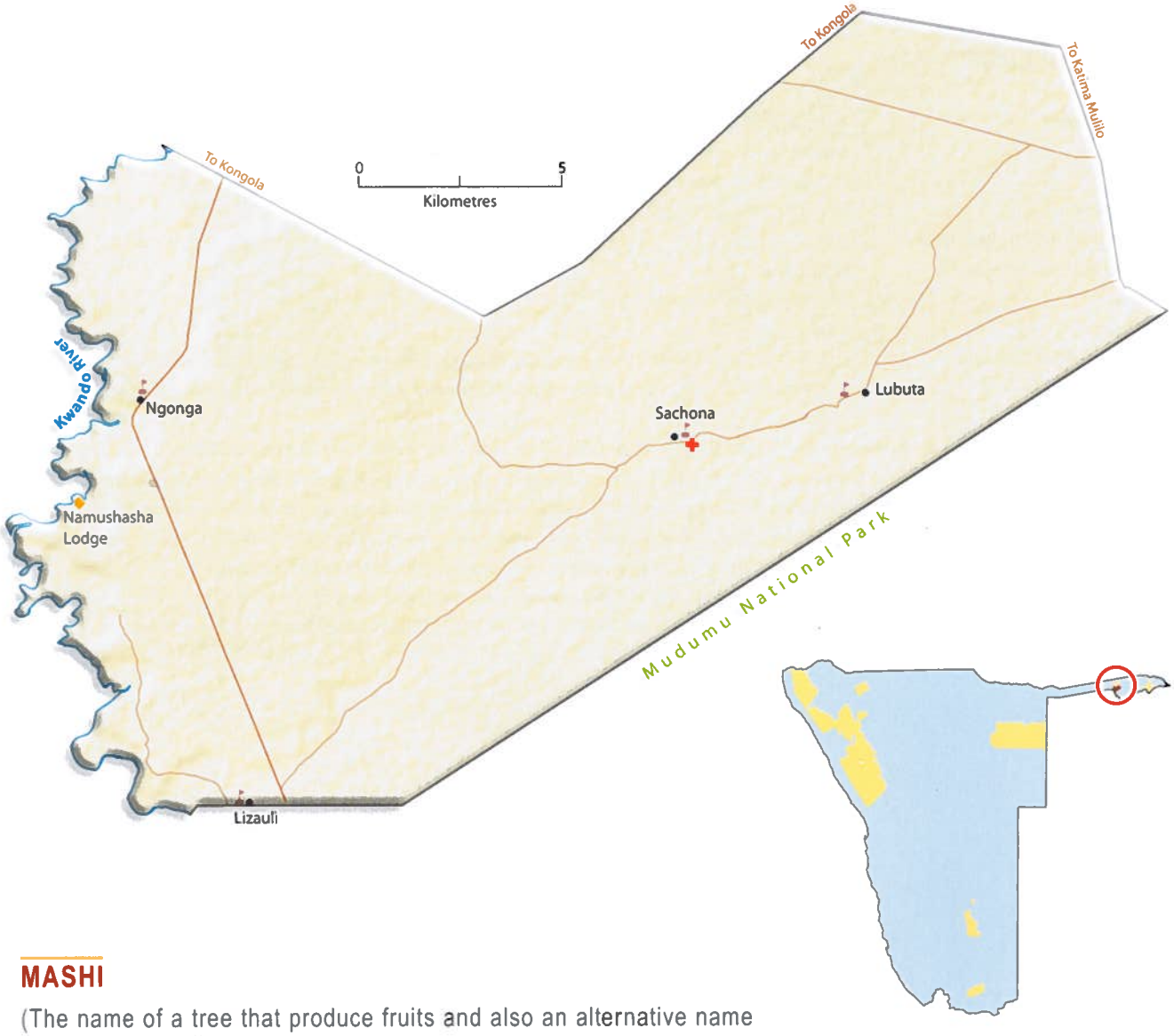
(Named after the Kwando river on the western boundary of the conservancy)

Registered	December 1999
Address	Kwandu Conservancy P.O. Box 8075, Katima Mulilo
Telephone	066 252108
Approximate population	4,300
Main home languages	Sifwe
Area	190 square kilometers
Region	Caprivi
Geographical features	Average annual rainfall of about 600 mm. Grasslands and swamp vegetation dominate the floodplain, while much of the woodland on higher ground to the east has been cleared or damaged by frequent fires.
Unusual or important features	Kwando River and its floodplain.
Major wildlife resources	Lion, leopard, elephant, roan, reedbuck, kudu, duiker, lechwe, crocodile, bushbuck, impala, warthog, bush pig, hippopotamus and sitatunga.
Management	Management committee of five men and three women. Executive Committee of three men and one woman and six trustees. The staff includes three Community Game Guards, a Manager, two Community Resource Monitors, a Treasurer, a Secretary and a Field Officer. Event book system and bi-annual game count on foot used for monitoring.
Enterprises	Bum Hill Conservancy Campsite and joint venture trophy hunting; craft production; thatching grass sales.
Support agencies	MET, IRDNC, NNF, NACOBTA, LAC, WWF/LIFE, Likwama Farmers Union, CRIAA.

MARIENFLUSS

Registered	1 January 2001
Address	Marienfluss Conservancy P.O. Box 38, Opuwo
Telephone	061-228506 (IRDNC)
Approximate population	300
Main home languages	Otjihimba
Area	3,034 square kilometers
Region	Kunene
Geographical features	Desert with less than 100 mm rain/year. Rugged hills cover the eastern area, while grasslands dominate the broad, central Marienfluss/Hartmanns Valley. Extensive dunes cover the western section.
Unusual or important features	Kunene River, Baynes Mountains, dune fields, Marienfluss and Hartmanns Valley.
Major wildlife resources	Leopard, cheetah, giraffe, duiker, steenbok, oryx, springbok, ostrich, mountain zebra, crocodile.
Management	Management Committee of 11 men and five women. Six people form the Executive. Staff consists of three Community Game Guards, two Field Officers and two Community Activators. Monitoring done using Event Books and annual vehicle counts of game.
Enterprises	Three joint venture tourism enterprises, a campsite and hunting for own use.
Support agencies	MET, IRDNC (main local NGO), LAC, WWF/LIFE, NACOBTA.

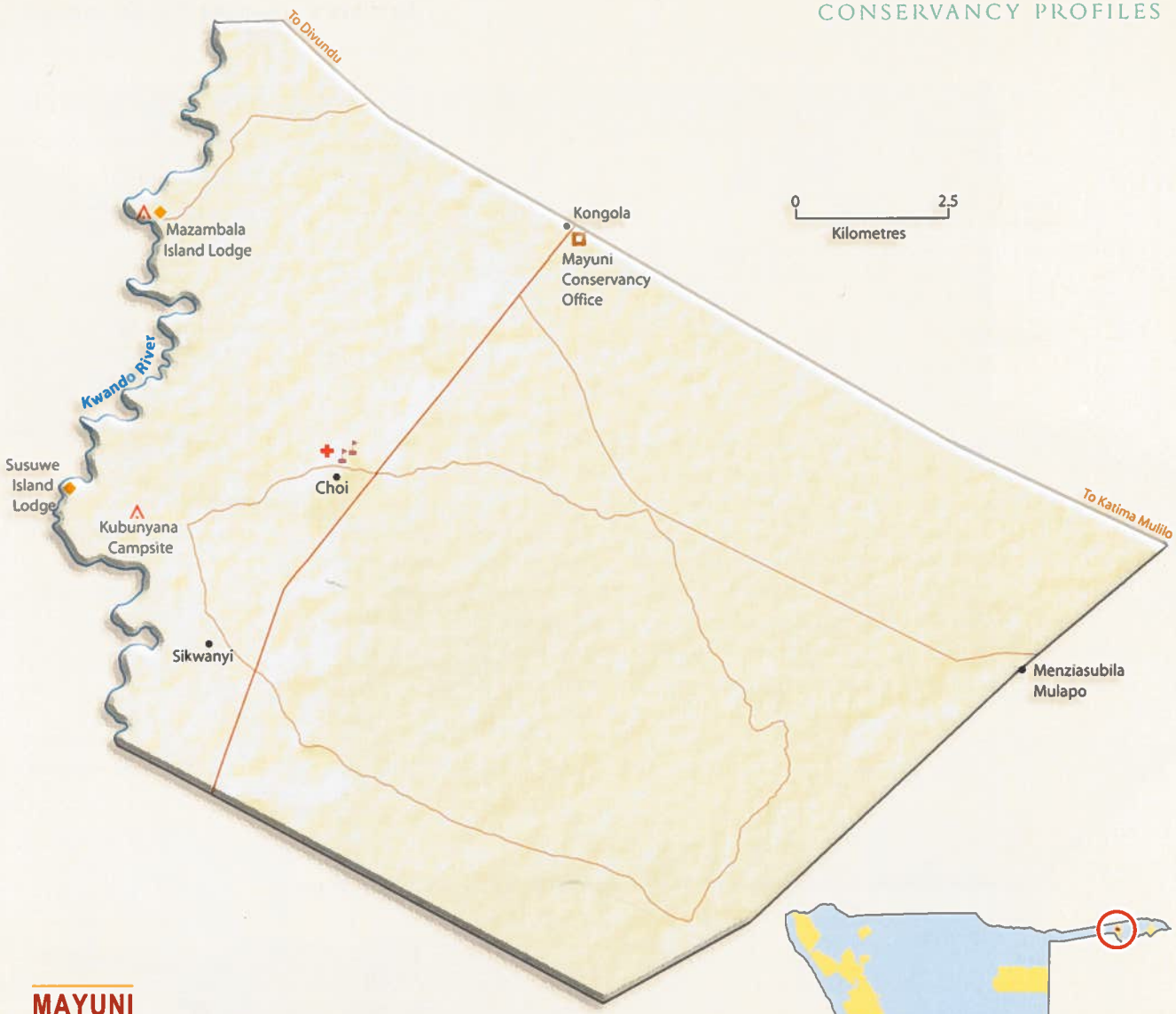


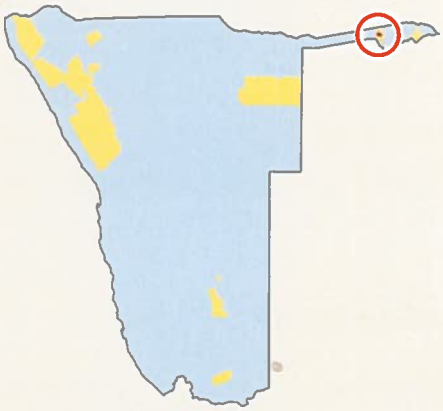


MASHI

(The name of a tree that produce fruits and also an alternative name for the Kwando river)

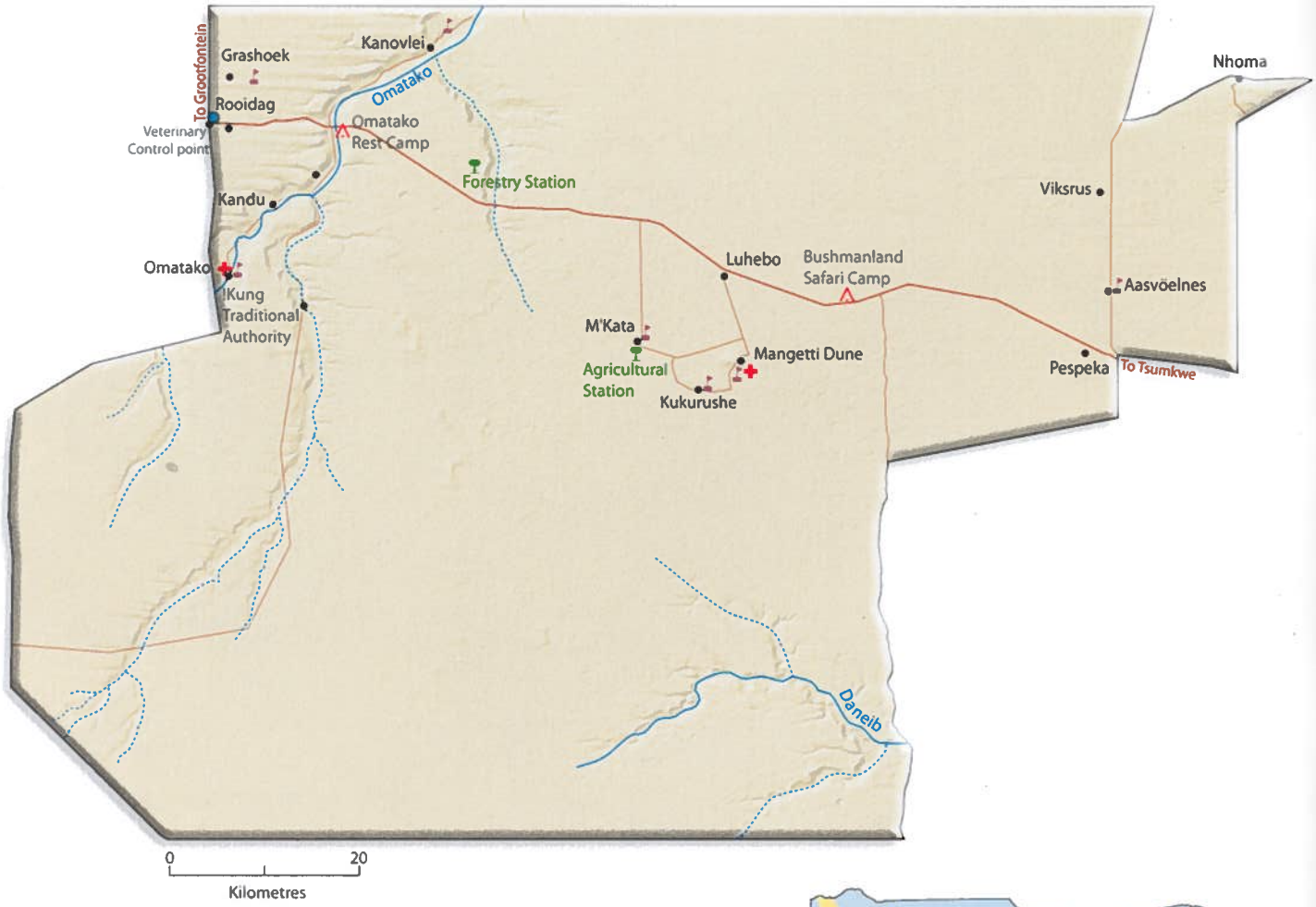
Registered	1 April 2003
Address	Mashi Conservancy P.O. Box 8003, Katima Mulilo
Telephone	066 252108
Approximate population	3,900
Main home languages	Sifwe, Mbukushu
Area	297 square kilometers
Region	Caprivi
Geographical features	Kwando River and its floodplain marshes, with Kalahari Sand woodlands to the east. Rainfall averages 600 mm per year.
Major wildlife resources	Lion, leopard, elephant, hippo, roan, sitatunga, cheetah, tsessebe, reedbuck, kudu, duiker, warthog, crocodile, bushbuck, lechwe, steenbok, hippopotamus.
Management	Management Committee consists of eight men four representatives of the traditional authority. Employees include 11 Community Rangers and Resource Monitors, a Chairman, Treasurer and Secretary. Monitoring is done using Event Books and annual game counts on foot. A joint venture anti-poaching unit is shared with Kwandu and Mayuni conservancies.
Enterprises	Trophy hunting; craft production; thatching grass sales.
Support agencies	MET, IRDNC (main local NGO), NNF, NACOBTA, LAC, WWF/LIFE.

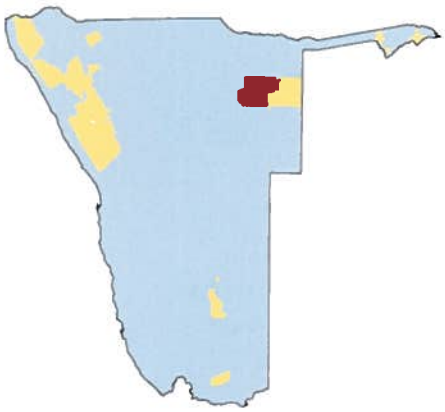




MAYUNI

Registered	December 1999
Address	Mayuni Conservancy P.O. Box 8011, Katima Mulilo
Telephone	066 252108
Approximate population	2,400
Main home languages	Sifwe
Area	151 square kilometers
Region	Caprivi
Geographical features	Average annual rainfall of about 600 mm. The Kwando River floodplain is dominated by grasslands and swamp vegetation, while much of the woodland on higher ground to the east has been cleared or damaged by frequent fires.
Unusual or important features	Kwando River and its islands and floodplain.
Major wildlife resources	Lion, leopard, elephant, buffalo, steenbok, kudu, duiker, lechwe, reedbuck, crocodile, hippopotamus and bushbuck.
Management	Management committee of 13 men and two women and two men as trustees. Staff consists of six Anti-poaching Officers, a Manager, a Community Resource Monitor, a Senior Field Officer and a Senior Community Resource Monitor. Monitoring using Event book system, joint venture anti-poaching unit and bi-annual game counts on foot.
Enterprises	Two conservancy campsites, joint venture trophy hunting and two joint venture lodges; craft production; thatching grass sales.
Support agencies	MET, IRDNC, NNF, NACOBTA, WWF/LIFE.





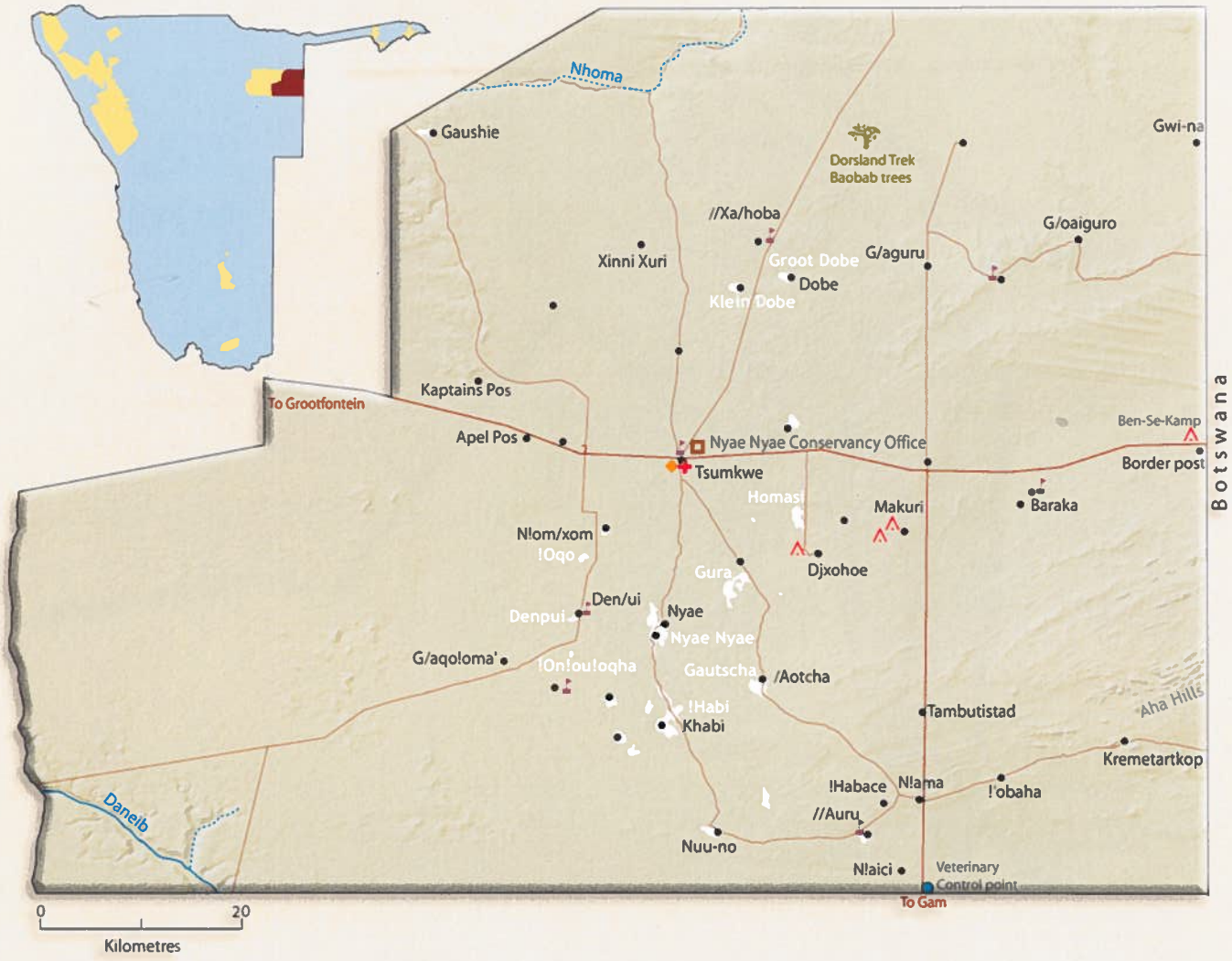
N#A–JAQNA

Registered	1 July 2003
Address	Private Bag 2044 Grootfontein
Telephone	None
Approximate population	7,000
Main home language	Ju/'hoansi
Area	9,120 square kilometers
Region	Otjozondjupa
Geographical features	Annual rainfall of 400-450 mm. Kalahari sands cover the flat landscape of broadleaf and acacia woodland.
Unusual or important features	Traditional lifestyles of San people.
Major wildlife resources	Elephant, leopard, eland, duiker, steenbok, oryx and kudu.
Management	Conservancy Committee; annual general meeting, no staff at present.
Enterprises	None at present.
Support agencies	MET, NNDF, WIMSA, CRIAA.

NYAE NYAE

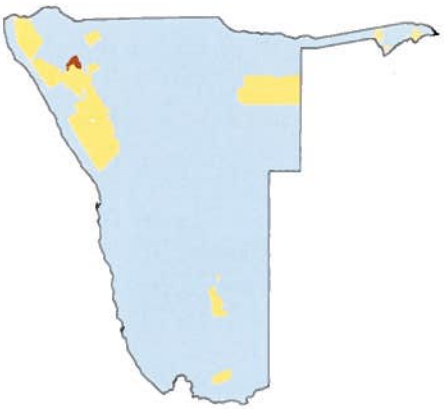
(Place without mountains, but rocky)

Registered	February 1998
Address	Nyae Nyae Conservancy P.O. Box 45, Grootfontein
Telephone	067-244 011
Approximate population	2,300
Main home languages	Ju/'hoansi
Area	9,003 square kilometers
Region	Otjozondjupa
Geographical features	Mix of broad-leafed and acacia woodlands around a series of pans that fill after good rains. The Aha Hills in the east are prominent in the flat landscape.
Unusual or important features	The culture of the San people, the Nyae Nyae and other pans. Great diversity of wildlife and birds.
Major wildlife resources	Lion, reedbuck, buffalo, elephant, leopard, roan, cheetah, African wild dog, hartebeest, kudu, duiker, warthog, steenbok, oryx, springbok, blue wildebeest, eland and giraffe.
Management	The conservancy board consists of four women and eight men. Management committee has six members. The staff comprises 10 Community Rangers, a CBNRM Field Officer, a Project Manager, a Public Relations Manager, four members of the water team, four junior teachers, a pre-school teacher and an Education Coordinator. Monitoring system uses Event Books and an annual full moon game count.
Enterprises	Joint venture trophy hunting, craft centre, devils claw harvesting and two community camp sites.
Support agencies	MET, NNDF (main local NGO), WWF/LIFE, NACOBTA, LAC, CRIAA.

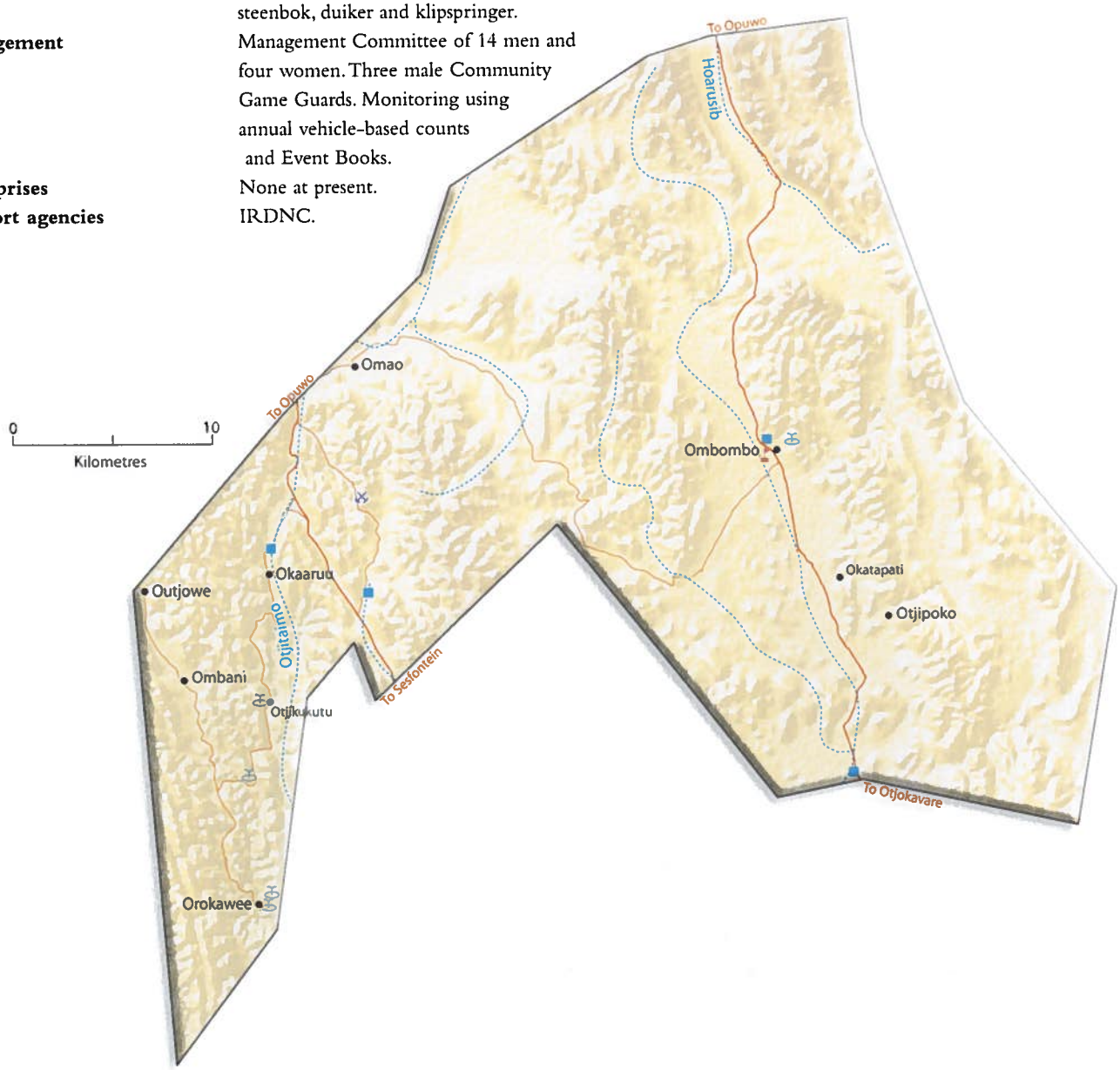


OKANGUNDUMBA

(Named after a headman, the place is holy)



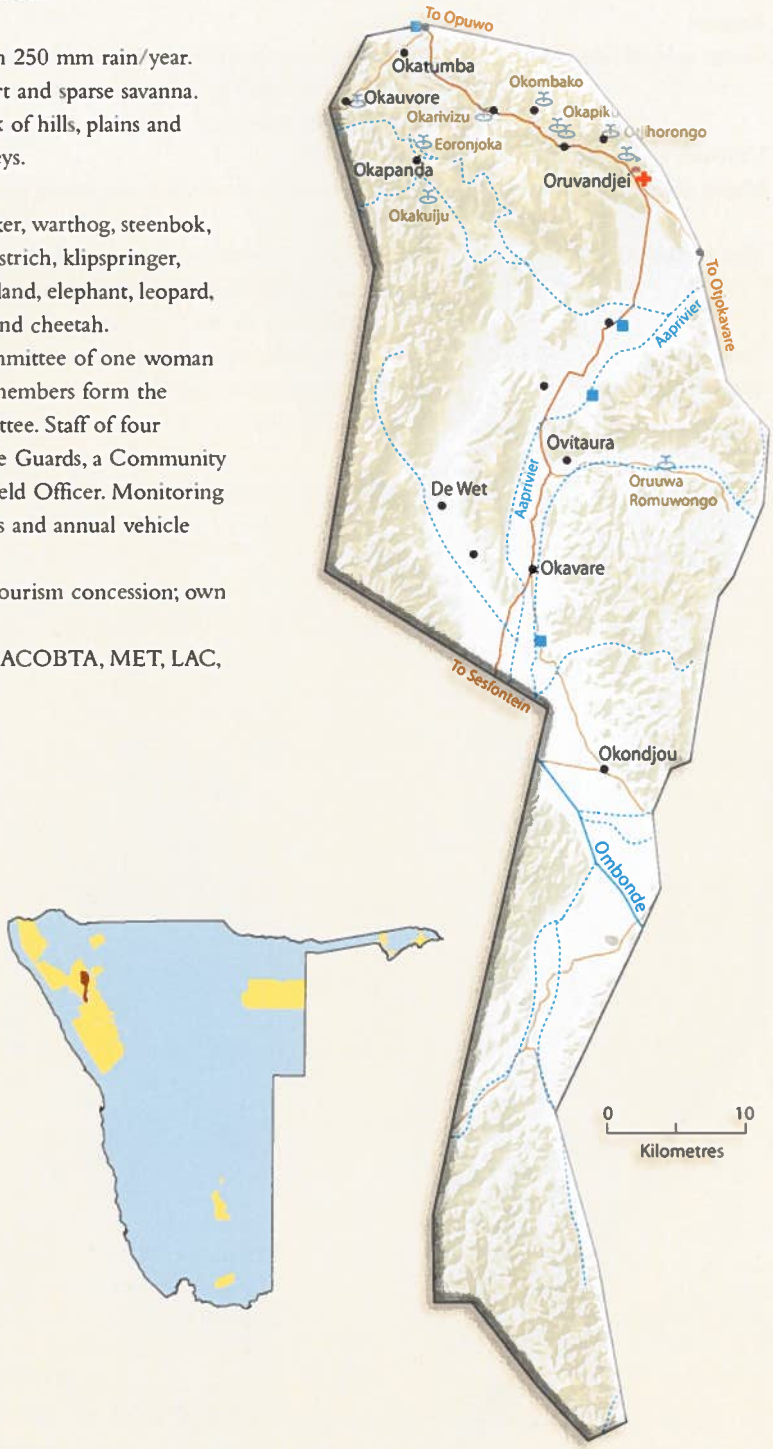
Registered	1 July 2003
Address	c/o IRDNC P.O. Box 2450, Windhoek
Telephone	061-228506
Approximate population	2,500
Main home languages	Otjiherero/Otjihimba
Area	1,131 square kilometres
Region	Kunene
Geographical features	Arid with less than 200 mm rain/year. Largely semi-desert and sparse savanna. Landscape is a mix of hills, plains and wooded river valleys.
Unusual or important features	Dolomite mountains.
Major wildlife resources	Elephant, leopard, mountain zebra, kudu, oryx, springbok, steenbok, duiker and klipspringer.
Management	Management Committee of 14 men and four women. Three male Community Game Guards. Monitoring using annual vehicle-based counts and Event Books.
Enterprises	None at present.
Support agencies	IRDNC.



OMATENDEKA

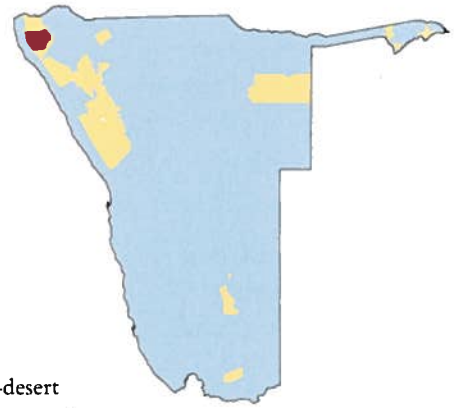
(Named after reddish rocks in the area)

Registered	March 2003
Address	Omatendeka Conservancy P.O. Box 71, Opuwo
Telephone	061-228506 (IRDNC)
Approximate population	2,500
Main home languages	Otjiherero
Area	1,619 square kilometers
Region	Kunene
Geographical features	Arid with less than 250 mm rain/year. Largely semi-desert and sparse savanna. Landscape is a mix of hills, plains and wooded river valleys.
Unusual or important features	'Serengeti Plains'.
Major wildlife resources	Giraffe, kudu, duiker, warthog, steenbok, oryx, springbok, ostrich, klipspringer, mountain zebra, eland, elephant, leopard, lion, black rhino and cheetah.
Management	Management Committee of one woman and 17 men. Six members form the Executive Committee. Staff of four Community Game Guards, a Community Activator and a Field Officer. Monitoring using Event Books and annual vehicle counts.
Enterprises	Agreement with tourism concession; own use hunting.
Support agencies	MET, IRDNC, NACOBTA, MET, LAC, WWF/LIFE.

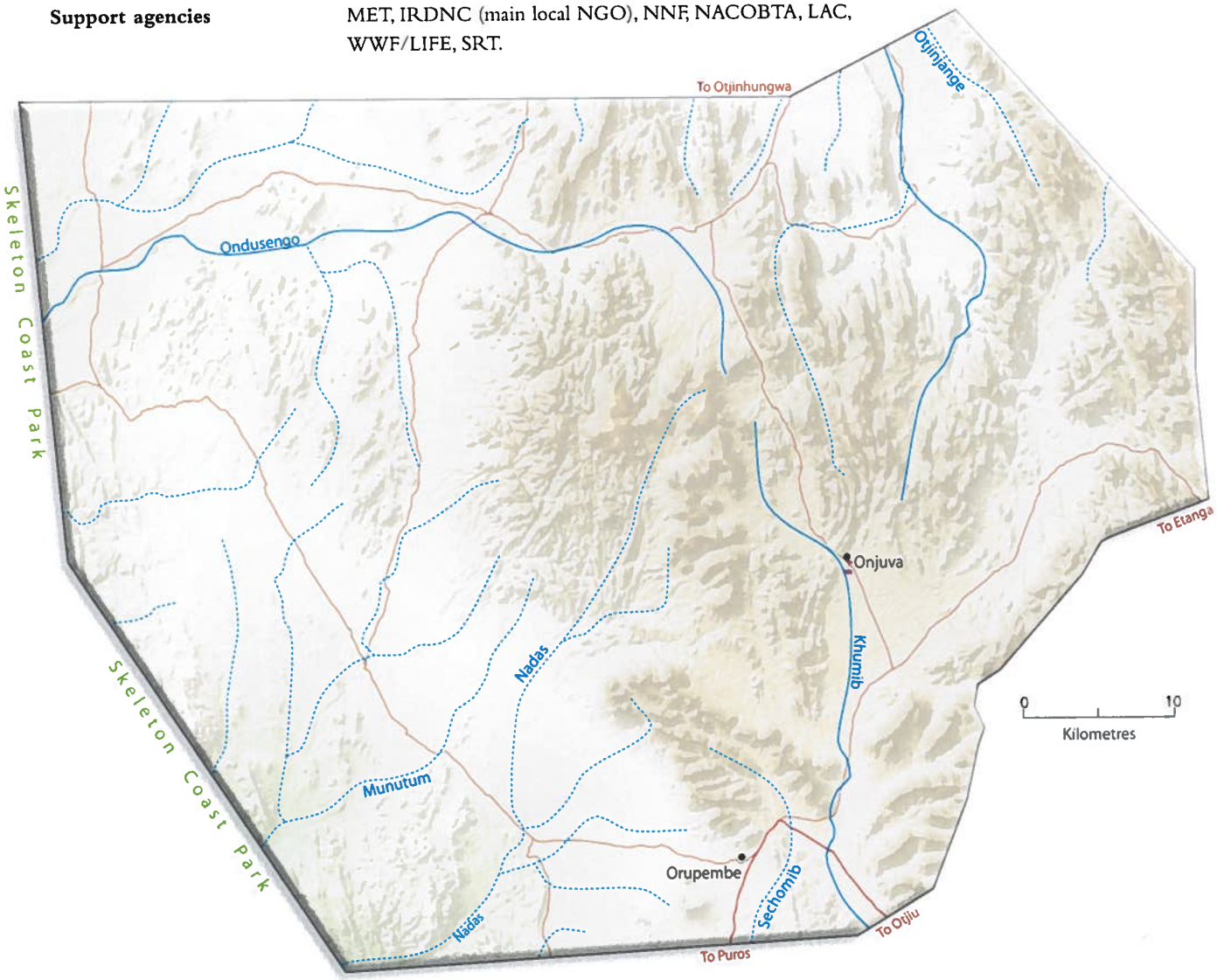


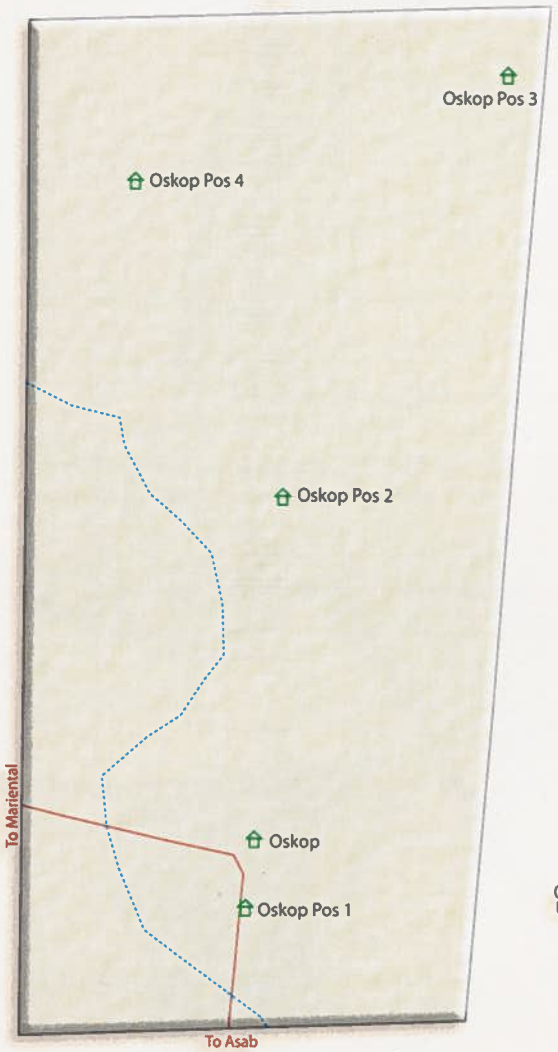
ORUPEMBE

(Meaning wilderness area)



Registered	1 July 2003
Address	c/o IRDNC P.O. Box 24050, Windhoek
Telephone	061-228 506
Approximate population	400
Main home languages	Otjihimba
Area	3,565 square kilometers
Region	Kunene
Geographical features	Arid with less than 100mm rain/year. Largely semi-desert and sparse savanna. Landscape is a combination of hills, plains and wooded river valleys.
Unusual or important features	Onjuva Plains.
Major wildlife resources	Leopard, cheetah, steenbok, kudu, ostrich, giraffe, oryx, mountain zebra, springbok and klipspringer.
Management	Management Committee of ten men and four women. A Manager, three Community Game Guards and one Community Activator are employed. Monitoring using annual vehicle-based counts and Event Books.
Enterprises	Joint venture agreement for game viewing in conservancy, and craft production.
Support agencies	MET, IRDNC (main local NGO), NNF, NACOBTA, LAC, WWF/LIFE, SRT.





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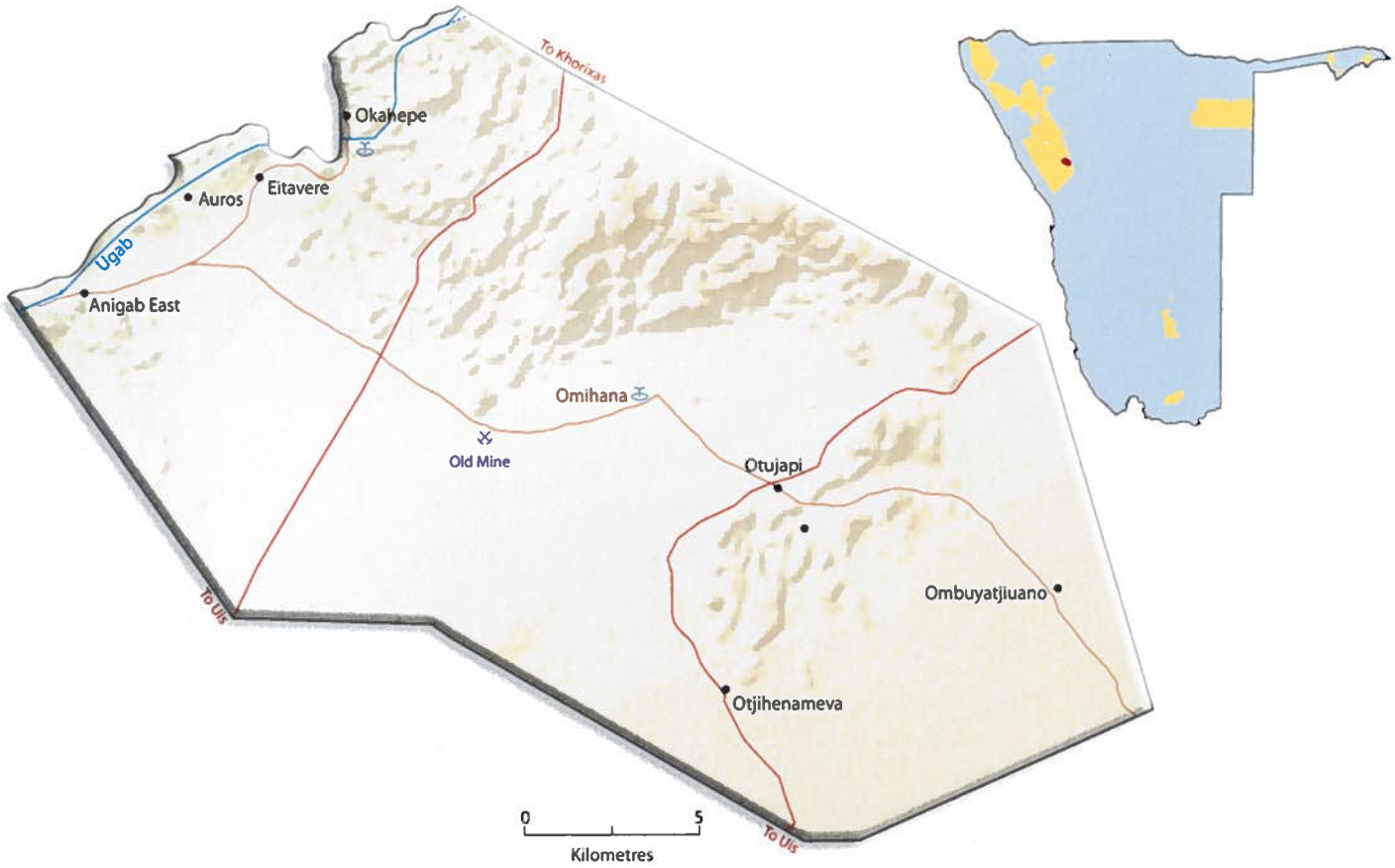
Kilometres

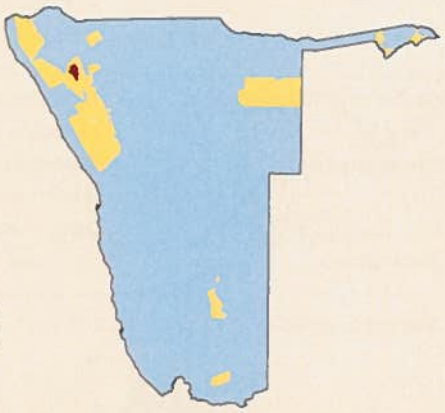
OSKOP

Registered	1 February 2001
Address	Oskop Conservancy Private Bag 2003, Gibeon
Telephone	063-252253
Approximate population	120
Main home languages	Khoekhoegowab
Area	95 square kilometers
Region	Hardap
Geographical features	Flat landscape of shrub savanna. Annual rainfall varies between 100 and 200 mm.
Major wildlife resources	Springbok, ostrich, steenbok and oryx.
Management	Management committee of nine men and two women, Monitoring using the Event Book system. A wildlife management plan has been formulated.
Enterprises	Own use hunting.
Support agencies	MET, NDT (main local NGO), NACOBTA, NNF, LAC, DRFN, MAWRD, WWF/LIFE.

OTJIMBOYO

Registered	1 March 2003
Address	Otjimboyo Conservancy P.O. Box 51, Uis
Telephone	064-504167 (RISE office)
Approximate population	1,000
Main home languages	Otjiherero
Area	448 square kilometers
Region	Erongo
Geographical features	Arid with less than 100mm rain/year. Largely semi-desert and sparse savanna. Landscape is a mix of hills, plains and wooded river valleys.
Unusual or important features	Ugab River Valley.
Major wildlife resources	Elephant, leopard, cheetah, kudu, oryx, ostrich, springbok, steenbok and duiker.
Management	Management Committee of six women and ten men. Six people form the Executive. Four Community Game Guards, two Community Resource Monitors, two Community Activators, a Field Officer and a Project Manager are employed. Monitoring using annual vehicle-based counts and Event Books.
Enterprises	None at present.
Support agencies	MET, RISE (main local NGO), NNF, NACOBTA, CRIAA, LAC, WWF/LIFE, MAWRD.





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Kilometres

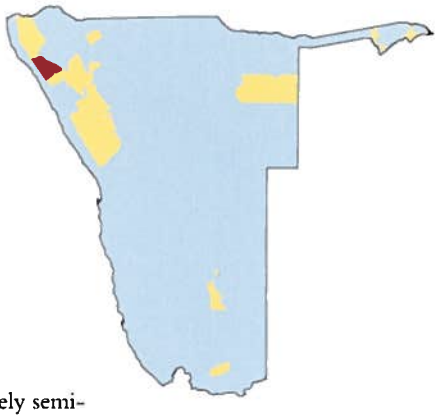
OZONDUNDU

(Named after local mountains)

Registered	1 July 2003
Address	c/o IRDNC P.O. Box 2450, Windhoek
Telephone	061-228506
Approximate population	2,000
Main home language	Otjiherero
Area	745 square kilometers
Region	Kunene
Geographical features	Arid with less than 150mm rain/year. Largely semi-desert and sparse savanna. Landscape is a mix of hills, plains and wooded river valleys.
Unusual or important features	Ochre mountain with iron oxide used by Himba women for colouring; dry waterfall.
Major wildlife resources	Elephant, leopard, mountain zebra, kudu, oryx, springbok, steenbok, klipspringer and ostrich.
Management	Conservancy Committee of 21 men and four women. Three male Community Game Guards are employed. Monitoring using annual vehicle-based counts and Event Books.
Enterprises	None at present; pilot Hoodia cultivation project.
Support agencies	MET, IRDNC (main local NGO).

PUROS

(From Omburo meaning fountain in the Otjiherero)



Registered	May 2000
Address	Puros Conservancy P.O. Box 2195, Windhoek
Telephone	Radio - 064-203581 #241
Approximate population	260
Main home languages	Otjiherero and Otjihimba
Area	3,568 square kilometers
Region	Kunene
Geographical features	Arid with less than 100 mm rain/year. Largely semi-desert and sparse savanna. Landscape is a mix of hills, plains and wooded river valleys.
Unusual or important features	Culture of the Ovahimba and Herero people; wildlife and domestic stock grazing together near villages; spectacular dune, hill and desert scenery.
Major wildlife resources	Elephant, lion, leopard, black rhino, cheetah, giraffe, kudu, duiker, springbok, steenbok, oryx, mountain zebra and klipspringer.
Management	Management committee of two women and ten men. Six executive members. Staff consists of three Community Game Guards, two Conservancy Activators and two Field Officers. Monitoring using Event Books and annual vehicle based counts of wildlife.
Enterprises	Two joint venture agreements; a conservancy campsite; traditional village and craft market; own use hunting.
Support agencies	MET, IRDNC, NNF, NACOBTA, LAC, WWF/LIFE.

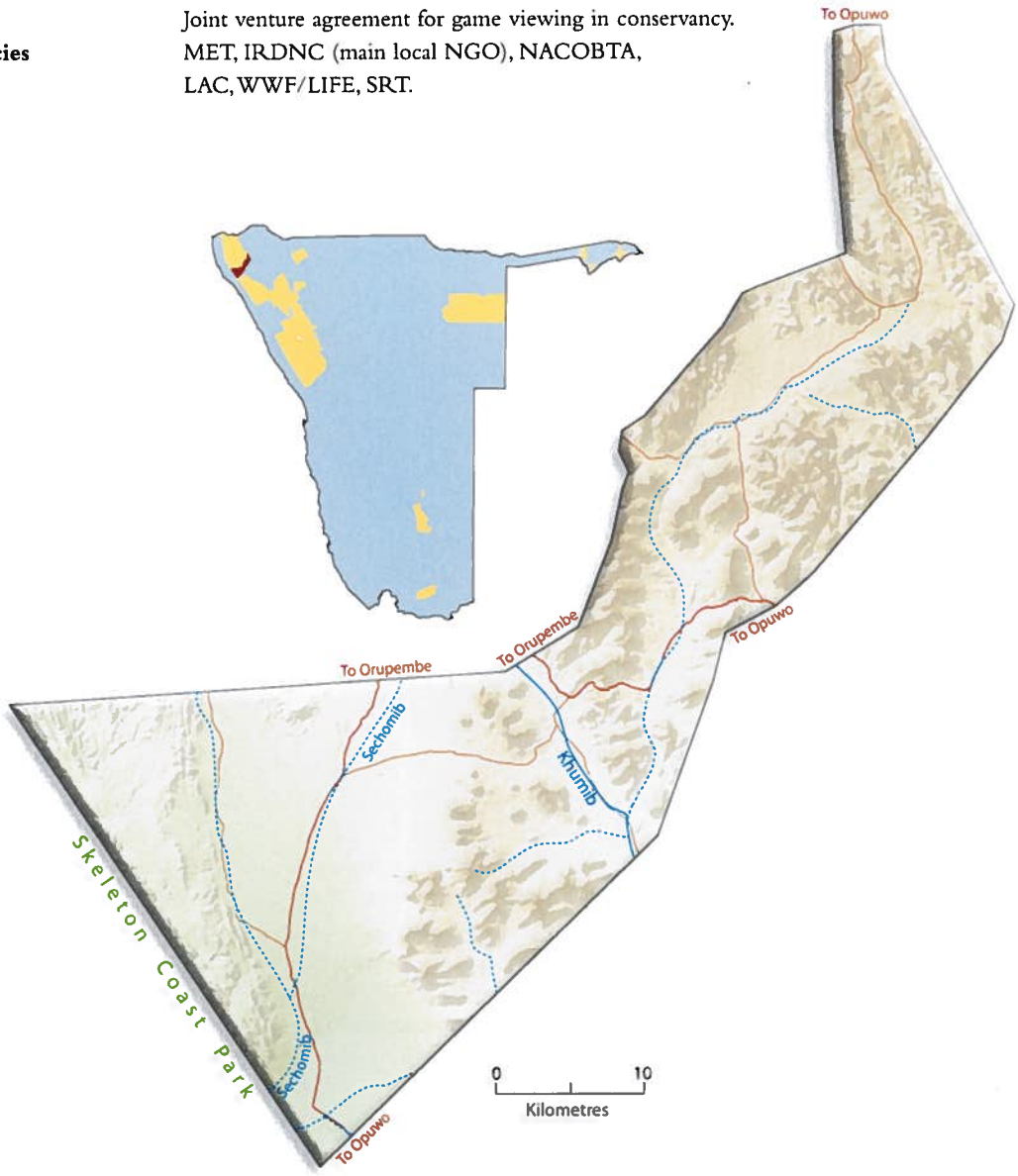
SALAMBALA

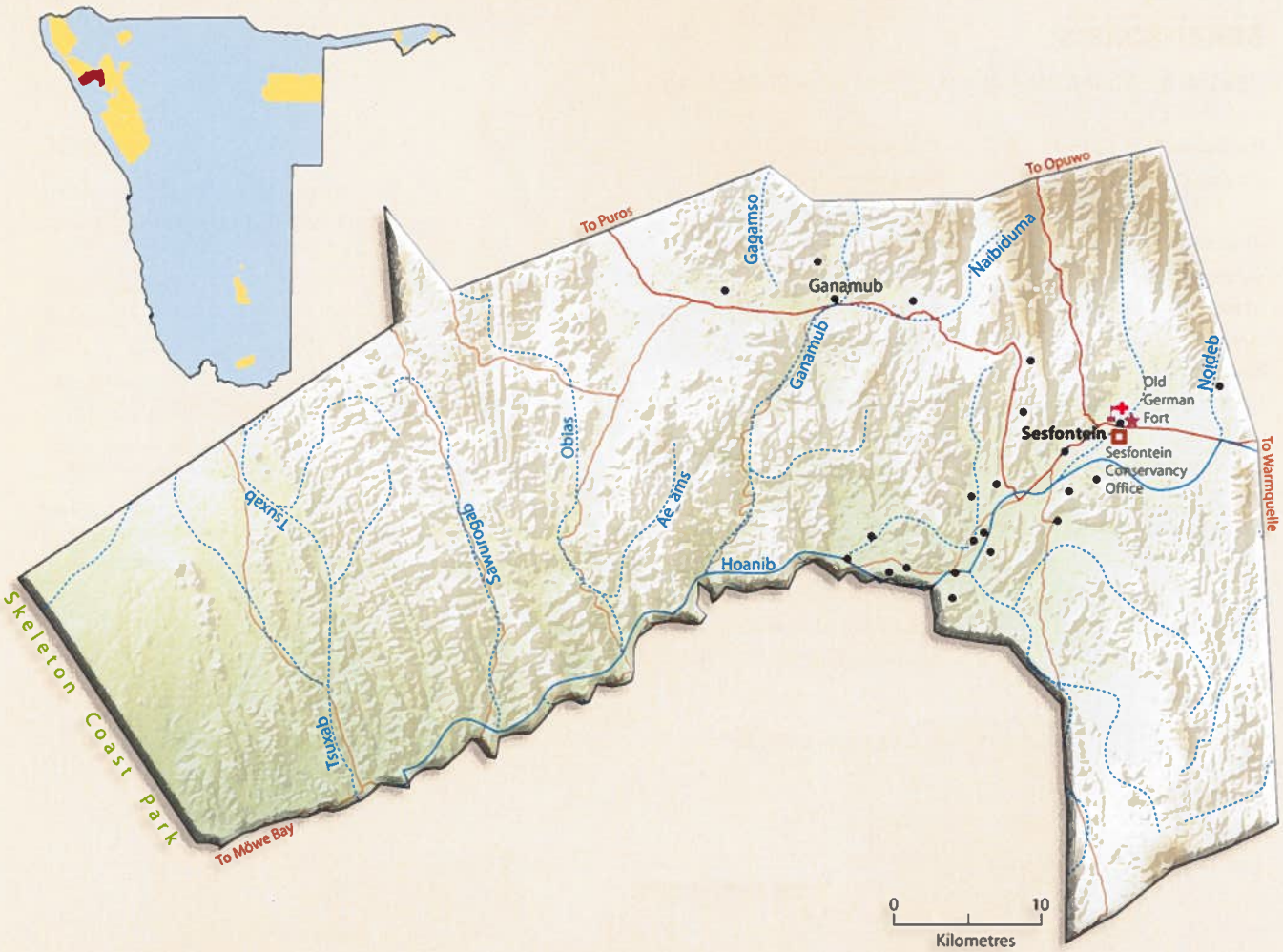
(Named after the lovers Sala and Bala whose illicit relationship resulted in them being banished to the forest)

Registered	June 1998
Address	Salambala Conservancy P.O. Box 1797, Bukalo
Telephone	066-252875
Number of members	7,700
Main home languages	Subia
Area	930 square kilometers
Region	Caprivi
Geographical features	Average rainfall of 600 mm per year. Mopane woodland dominates the northern area, while floodplain grasslands cover the southern section.
Unusual or important features	High diversity of bird species, including many that are rare elsewhere in Namibia; strategic location opposite Botswana's Chobe National Park.
Major wildlife resources	Lion, elephant, leopard, buffalo, waterbuck, impala, kudu, duiker, reedbuck, blue wildebeest, red lechwe, hippopotamus, crocodile, zebra, warthog and steenbok.
Management	Management committee of 14 women and 14 men. Nine members form the executive. Staff of nine Community Game Guards, two Community Resource Monitors, three Campsite workers and an Environmental Awareness Officer. Monitoring using Event Book system, fixed foot patrols and annual vehicle based count.
Enterprises	Salambala Conservancy Campsite, joint venture trophy hunting and craft production; Ngoma Craft centre.
Support agencies	MET, WWF/LIFE, IRDNC, NACOBTA, LAC.

SANITATAS

Registered	1 July 2003
Address	c/o IRDNC P.O. Box 24050, Windhoek
Telephone	061-228 506
Approximate population	250
Main home languages	Otjihimba
Area	1,446 square kilometers
Region	Kunene
Geographical features	Arid with less than 100 mm rain/year. Largely semi-desert and sparse savanna. Hills, plains and wooded river valleys make up the landscape.
Unusual or important features	Sanitatas Spring.
Major wildlife resources	Leopard, giraffe, kudu, duiker, klipspringer, steenbok, oryx, ostrich, mountain zebra and springbok.
Management	Management Committee of ten people, five of who form an Executive. Four male Community Game Guards and one male Field Officer are employed. Monitoring using annual vehicle-based counts and Event Books.
Enterprises	Joint venture agreement for game viewing in conservancy.
Support agencies	MET, IRDNC (main local NGO), NACOBTA, LAC, WWF/LIFE, SRT.





SESFONTEIN

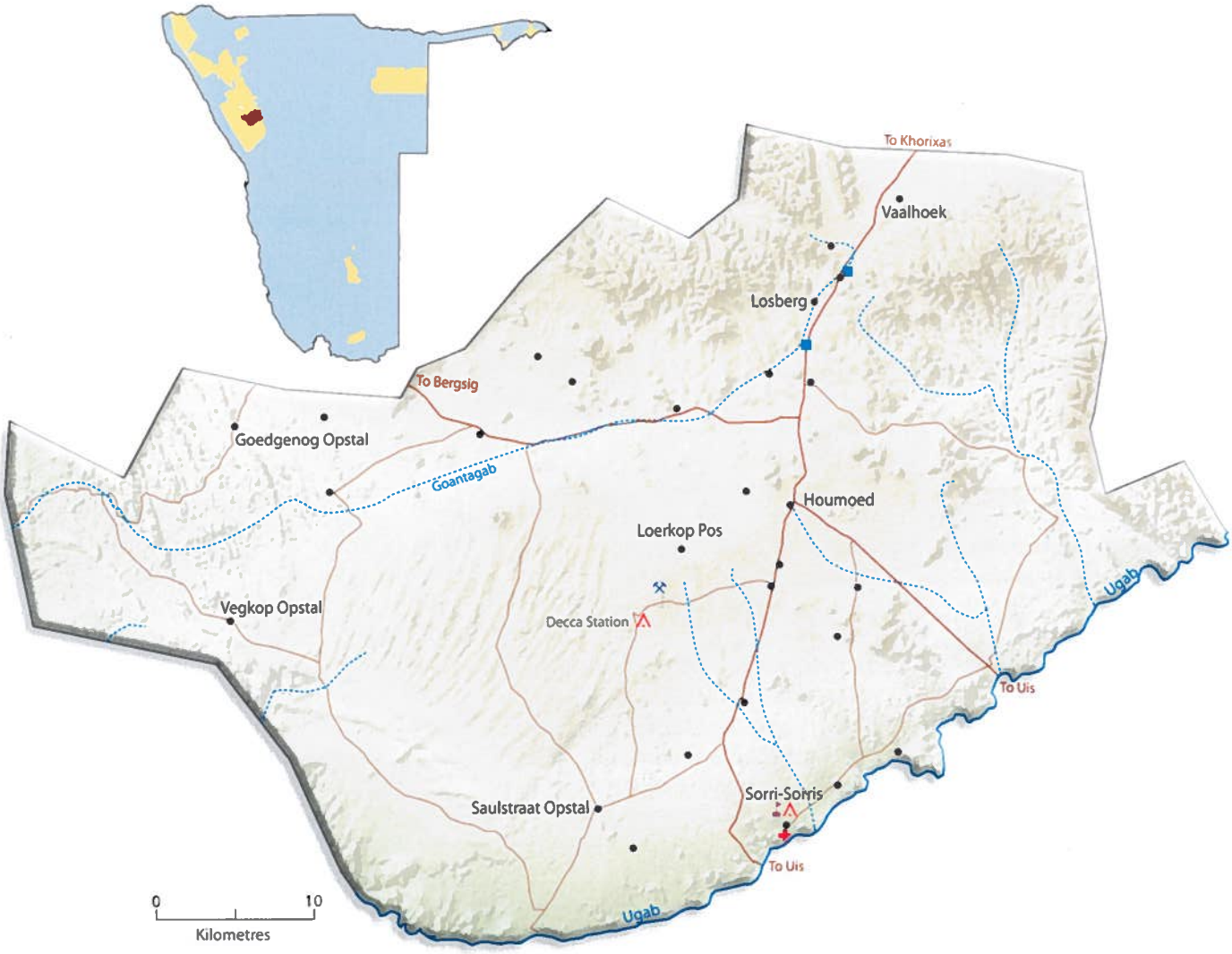
(Named after the six local fountains)

Registered	1 July 2003
Address	Sesfontein Conservancy P.O. Box 220, Khorixas
Telephone	065-275536
Approximate population	2,500
Main home languages	Otjiherero, Khoekhoegowab
Area	2,591 square kilometers
Region	Kunene
Geographical features	Arid with less than 150 mm rain/year. Largely semi-desert and sparse savanna. Landscape is a mix of hills, plains and wooded river valleys.
Unusual or important features	Scenic Hoanib Valley, fountains, old German fort.
Major wildlife resources	Elephant, leopard, lion, black rhino, cheetah, mountain zebra, giraffe, kudu, oryx, springbok, duiker, steenbok, klipspringer and ostrich.
Management	Management Committee of eight men and one woman. Four male Community Game Guards and one male Field Officer are employed. Monitoring using annual vehicle-based counts and Event Books.
Enterprises	Joint venture lodge agreement; own use hunting.
Support agencies	IRDNC (main local NGO), NACOBTA.

SORRI-SORRIS

(Means an abundance of sunlight in Khoekhoegowab)

Registered	1 October 2001
Address	Sorri-Sorris P.O. Box 83, Khorixas
Telephone	067-331890
Approximate population	1,300
Main home languages	Khoekhoegowab
Area	2,290 square kilometers
Region	Kunene
Geographical features	Arid area receiving about 100 mm rain/year. Sparse grass cover and trees, mostly along dry river courses. Landscape of hills and plains.
Major wildlife resources	Elephant, leopard, black rhino, cheetah, mountain zebra, kudu, oryx, ostrich, springbok, steenbok, duiker and giraffe.
Management	Management Committee of eight men and seven women. Four Community Game Guards, one Liaison Officer and one Project Coordinator are employed. Monitoring using annual vehicle-based counts and Event Books.
Enterprises	Sale of live game and hunting for own use.
Support agencies	MET, NNF, NACOBTA, CRIAA, LAC, WWF/LIFE.



TORRA

(Named after the red 'torra' rocks predominant in the area)

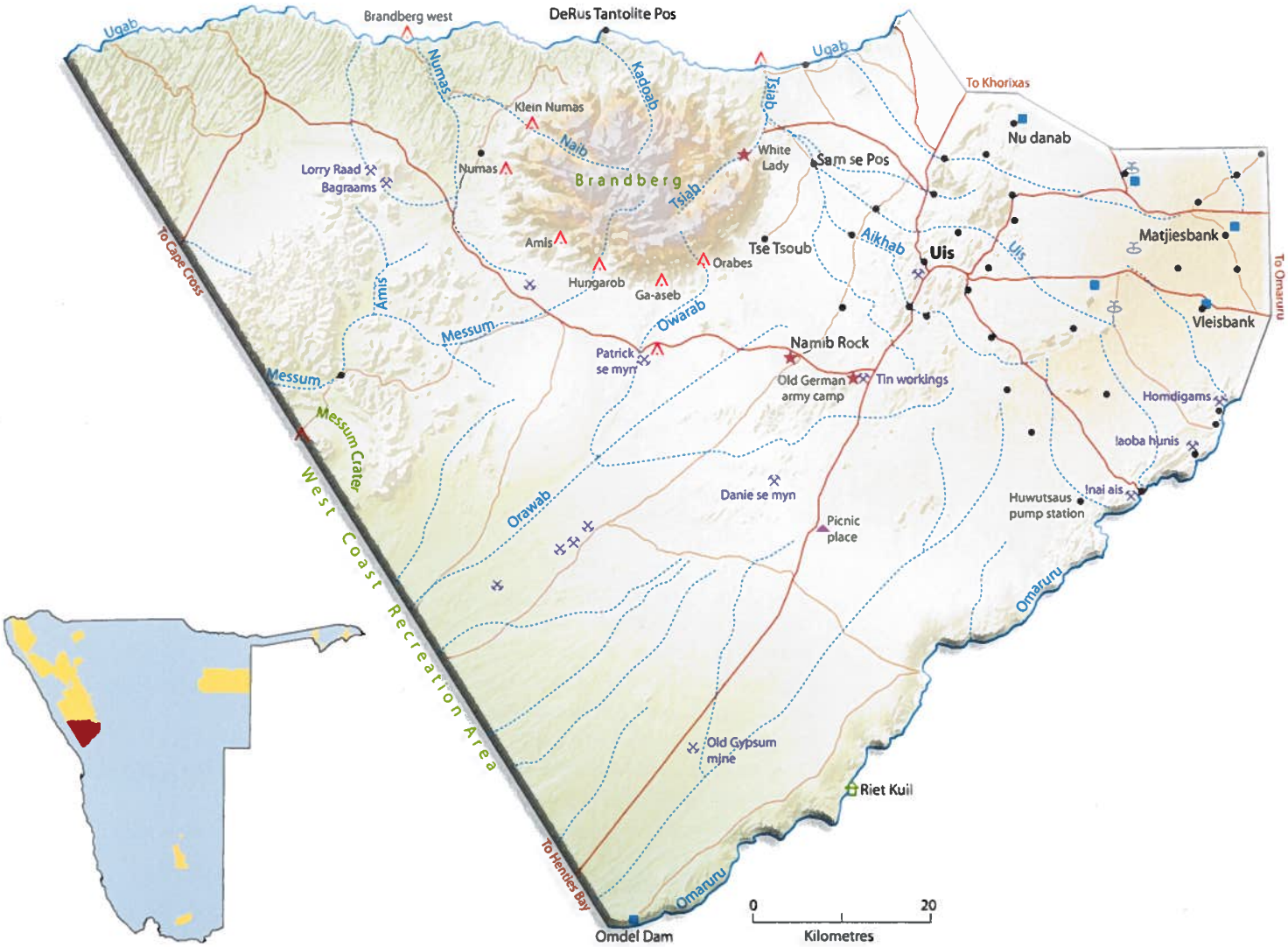
Registered	June 1998
Address	Torra Conservancy P.O. Box 462, Khorixas
Telephone	067-697063
Approximate population	1,200
Main home languages	Khoekhoegowab, Otjiherero, and Afrikaans
Area	3,522 square kilometers
Region	Kunene

Geographical features	Arid with less than 100 mm rain/year. Largely semi-desert and sparse savanna. Landscape is a mix of hills, plains and wooded river valleys.
Unusual or important features	Wildlife in stark desert scenery.
Major wildlife resources	Elephant, lion, leopard, black rhino, cheetah, ostrich, kudu, duiker, warthog, steenbok, oryx, springbok, giraffe, mountain zebra and klipspringer.
Management	Management committee of five men and one woman. The staff consists of five. Community Game Guards, a Field Officer, a Community Activist and a Receptionist. Monitoring using Event book system and annual vehicle based count.
Enterprises	Joint venture trophy hunting, joint venture lodge, live sale of springbok and own use hunting.
Support agencies	MET, IRDNC, NACOBTA, NNF, LAC, WWF.

TSISEB

(Named after a river that runs from the gorges to the White Lady and provided water for wildlife)

Registered	January 2001
Address	Tsiseb Conservancy P.O. Box 72, Uis
Telephone	064-504 162, 064-504 182
Approximate population	2,000
Main home languages	Khoekhoegowab and Otjiherero.
Area	8,083 square kilometers
Region	Erongo
Geographical features	Arid area with annual rainfall that is usually less than 100 mm per year. Rolling or flat landscape on which the Brandberg massif stands out. Ugab River forms the northern border.
Unusual or important features	Brandberg. Petrified forest. White Lady rock paintings. Ugab River, Messum Crater.
Major wildlife resources	Elephant, black rhino, leopard, cheetah, mountain zebra, kudu, oryx, ostrich, springbok, steenbok, jackal and klipspringer.
Management	Management committee of nine men and seven women, and an Executive committee of six people. Two Technical Assistants. ten Game Guards, a Manager, an Office Clerk and a Cleaner are employed. Monitoring using Event Books and annual vehicle based count.
Enterprises	Joint venture trophy hunting, joint venture lodge, Daureb Craft Center, coffee shop, Internet café, Daureb Mountain Guides and own-use hunting in conservancy. SRT pays an annual fee.
Support agencies	MET, RISE (main local NGO), NNF, NACOBTA, LAC, WWF/LIFE.



TWYFELFONTEIN-UIBASEN

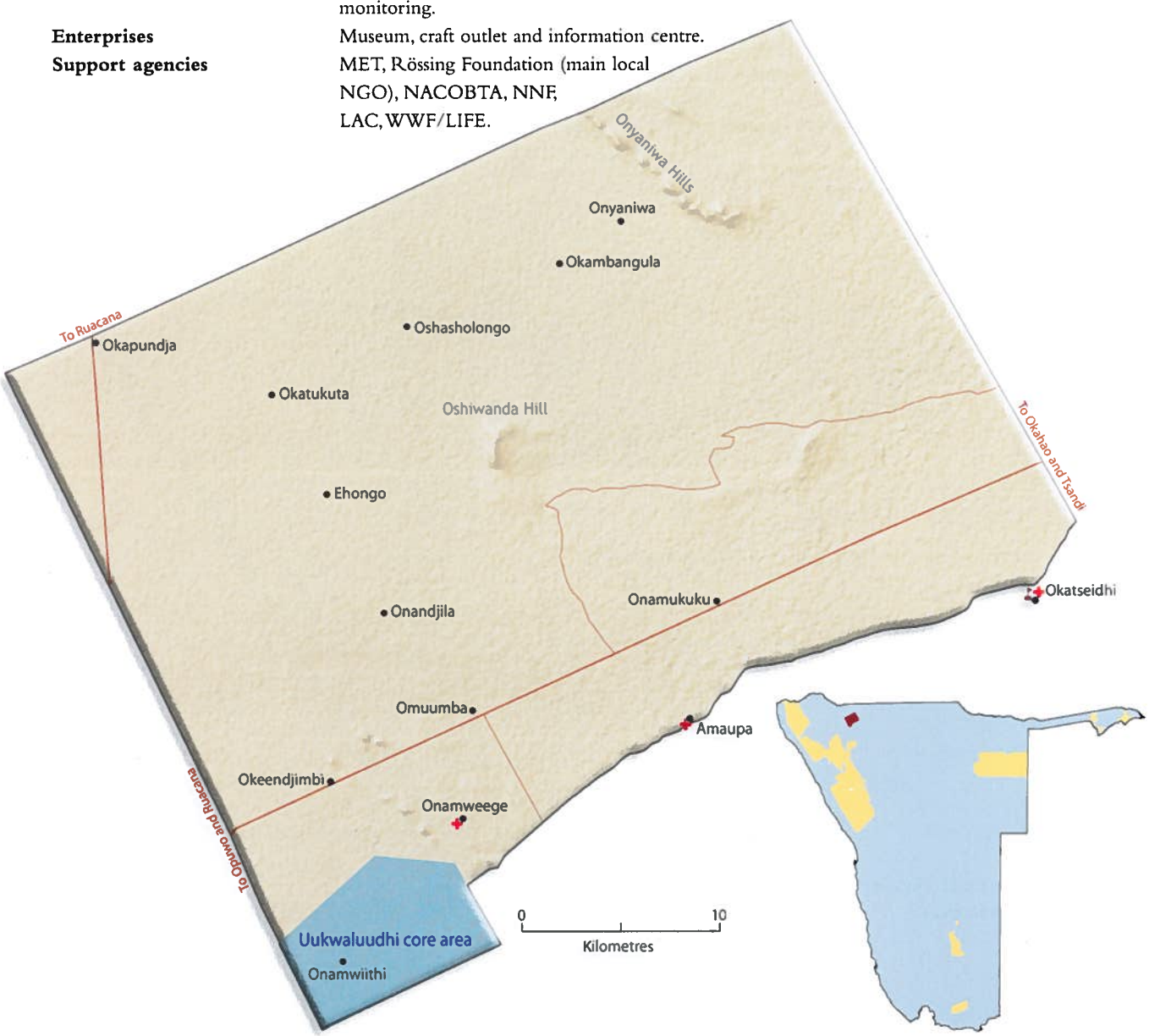
(Uibasen means 'Live for yourself' in Khoekhoegowab)

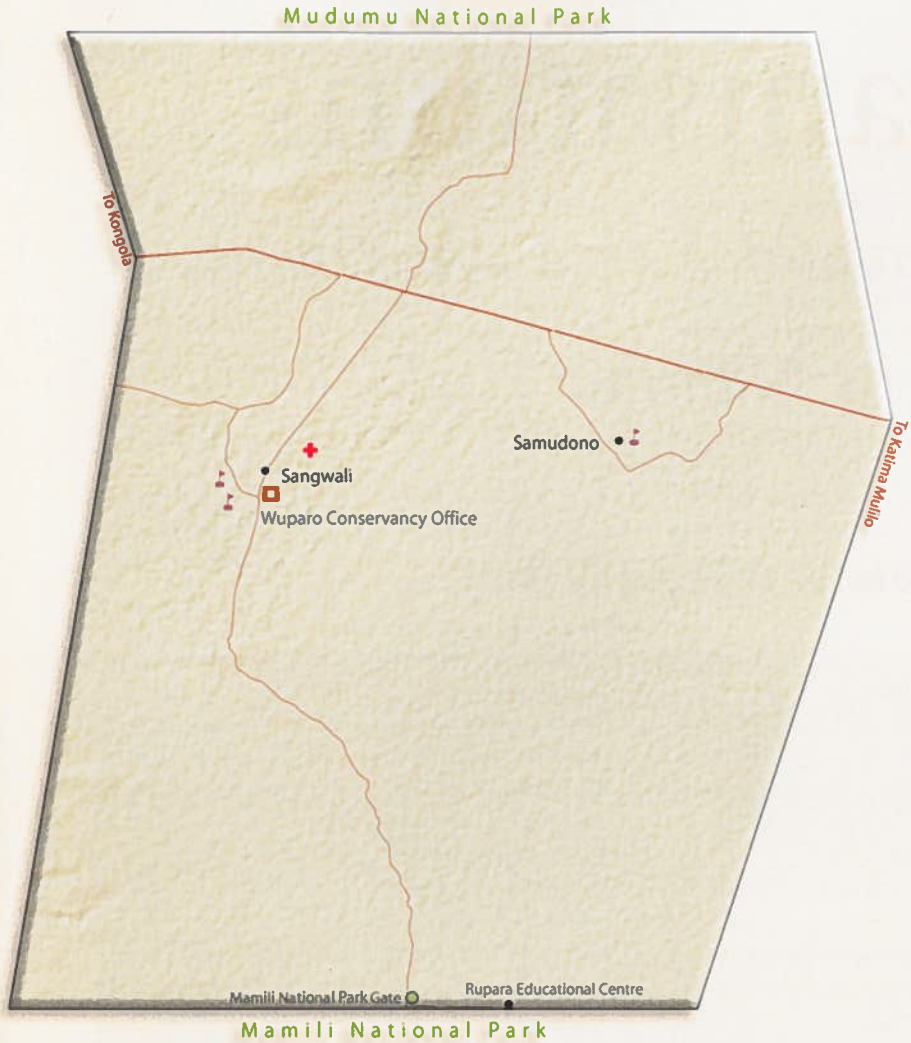
Registered	December 1999
Address	Uibasen Conservancy P.O. Box 398, Khorixas
Telephone	067-697983
Approximate population	230
Main home languages	Khoekhoegowab
Area	286 square kilometers
Region	Kunene
Geographical features	Semi-arid area usually receiving 100-200 mm rain/year. Largely semi-desert and sparse savanna. Landscape is a mix of hills, plains and wooded river valleys.
Unusual or important features	Twyfelfontein rock engravings and Burnt Mountain.
Major wildlife resources	Elephant, leopard, mountain zebra, kudu, oryx, ostrich, springbok, steenbok, duiker and klipspringer.
Management	Management committee of four women and nine men. No staff at present.
Enterprises	Joint venture lodge; Twyfelfontein guides; joint venture contract with ballooning company.
Support agencies	MET, NACOBTA, LAC, WWF/LIFE, NNF.

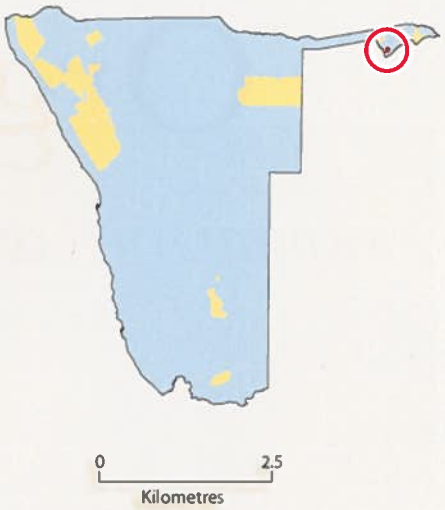
UUKWALUUDHI

(Named after the tribal group in the area)

Registered	1 March 2003
Address	Uukwaluudhi Conservancy P.O. Box 113, Tsandi
Telephone	065-273099
Approximate population	25,000
Main home languages	Oshiwambo
Area	1,437 square kilometers
Region	Omusati
Geographical features	Small hills dot the flat landscape of savanna woodland. Rainfall averages 350-400 mm per year.
Unusual or important features	Core wildlife area.
Major wildlife resources	Black rhino, black-faced impala, kudu, duiker, hartebeest, eland, plains zebra, giraffe and springbok.
Management	Management Committee consists of nine women and nine men. Nine of these people form the Executive. Three Community Game Guards are employed. The event book system is used for monitoring.
Enterprises	Museum, craft outlet and information centre.
Support agencies	MET, Rössing Foundation (main local NGO), NACOBTA, NNF, LAC, WWF/LIFE.







WUPARO

(Means life in Siyeyi)

Registered	December 1999
Address	Wuparo Conservancy P.O. Box 1707, Katima Mulilo
Telephone	066-696011
Approximate population	2,100
Main home languages	Siyeyi
Area	148 square kilometers
Region	Caprivi
Geographical features	Originally a floodplain but now a mosaic of woodland and grassland. Average annual rainfall is 600 mm.
Unusual or important features	Wuparo lies between two national parks: Mudumu and Mamili.
Major wildlife resources	Lion, elephant, buffalo, leopard, roan, tsessebe, impala, kudu, duiker, reedbuck, wildebeest and warthog.
Management	Management committee of four women and 13 men. Six members form the executive committee. Staff of seven Community Game Guards, a Manager, a Community Resource Monitor, a Treasurer and a Secretary. Monitoring using Event Books and annual game count on foot.
Enterprises	Joint venture trophy hunting and Rupara Environmental Centre; craft production.
Support agencies	MET, IRDNC (main local NGO), NNF, NACOBTA, LAC, WWF/LIFE.

Organisations

supporting communal area conservancies in Namibia

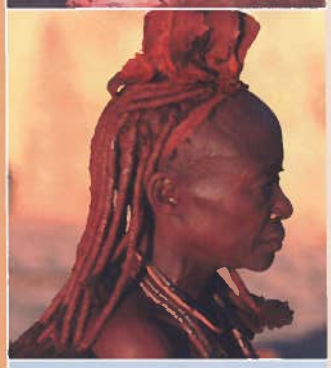
MINISTRY OF ENVIRONMENT AND TOURISM (MET)

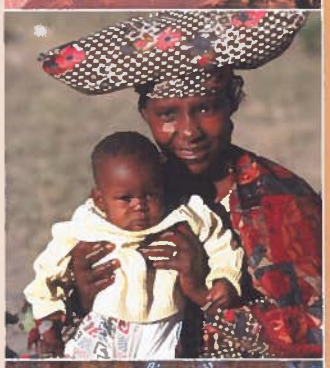
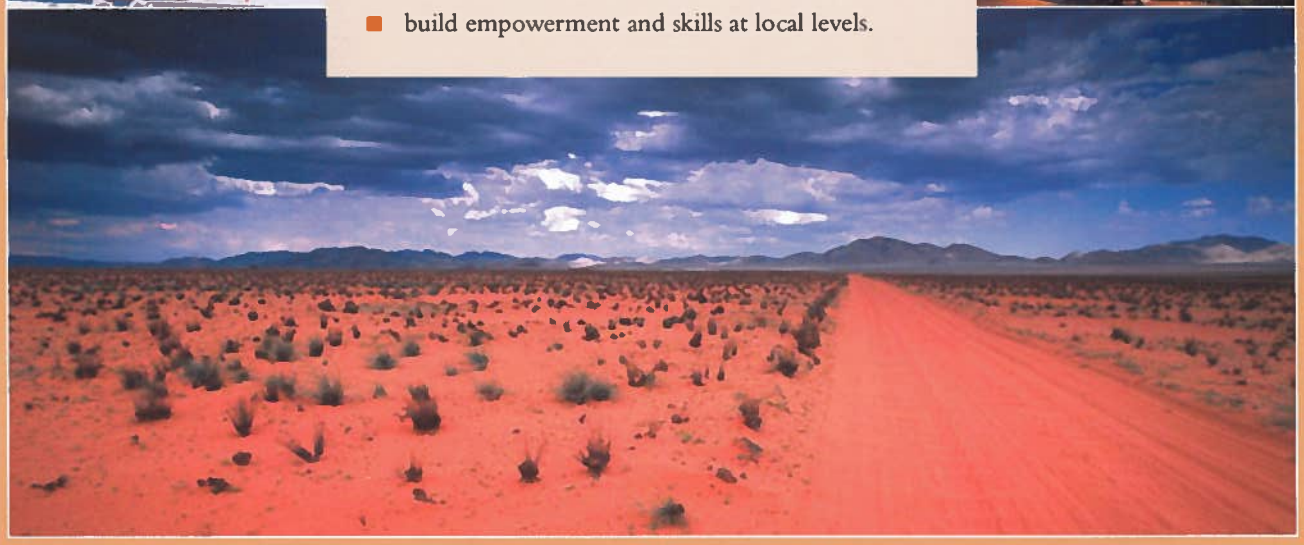
Directorate of Parks and Wildlife Director: Mr. B. Beytell **b.beytell@mweb.com.na** **www.met.gov.na**	Private Bag 13306 Windhoek, Namibia Tel: +264 61 284 2186 Fax: +264 61 253 469
CBNRM Sub Division (CSD) Chief Control Warden: Ms. T. //Garoes **tmgaroes@iway.na**	Private Bag 13306 Windhoek, Namibia Tel: +264 61 284 2244 Fax: +264 61 253 649
Directorate of Environmental Affairs Director: Mr. T. Nghitila **nghitila@dea.met.gov.na** **www.dea.met.gov.na**	Private Bag 13306 Windhoek, Namibia Tel: +264 61 249 015 Fax: +264 61 240 339
Directorate of Scientific Support Services Director: Dr. P. Lindeque **plindeque@mweb.com.na**	Private Bag 13306 Windhoek, Namibia Tel: +264 61 263 131 Fax: +264 61 259 101
Directorate of Forestry Director: Mr. J. Hailwa **jhailwa@met.gov.na**	Private Bag 13346 Windhoek, Namibia Tel: + 264 61 221 478 Fax: +264 61 222 830
Directorate of Tourism Director: Mr. A. Mieze **amieze@met.gov.na**	Private Bag 13306 Windhoek, Namibia Tel. +264 61 284 2178 Fax +264 61 221 930
Directorate of Administration and Support Services Director: Mr. I. Muhinda	Private Bag 13306 Windhoek, Namibia Tel. +264 61 284 2111

NACSO PARTNERS

Name	Contact	Services provided	Area of operation
Legal Assistance Centre (LAC)	P.O. Box 604 Windhoek, Namibia Tel: +264 61 223 356 Fax:+264 61 234 953 **Ntjombe@lac.org.na** **www.lac.org.na**	Legal advice to conservancies on constitutions, contracts, legal conflicts and conflict resolution and advocacy on CBNRM issues	National
Namibia Community-Based Tourism Association (NACOBTA)	P.O. Box 86099 Windhoek, Namibia Tel: +264 61 250 558 Fax:+264 61 222 647 **nacobta@iafrica.com.na** **nacobta@iway.na**	National support to community-based ourism enterprises (CBTE), joint venture lodge developments, tourism planning and advocacy on CBT related issues	National
Integrated Rural Development and Nature Foundation (IRDNC)	P.O. Box 24050 Windhoek, Namibia Tel: +264 61 228 506 Fax:+264 61 228 530 **irdnc@iafrica.com.na** **www.irdnc.org.na**	Field based NGO providing technical support to registered and emerging conservancies	Kunene, Caprivi
Nyae Nyae Development Foundation of Namibia (NNDFN)	P.O. Box 9026 Windhoek, Namibia Tel: +264 61 236 327 Fax:+264 61 225 997 **nndfn@iafrica.com.na**	Field based NGO providing technical support to registered and emerging conservancies	Otjozondjupa
Namibia Non-Governmental Organization Forum (NANGOF)	P.O. Box 70433 Windhoek, Namibia Tel: +264 61 236 327 Fax:+264 61 225 997 **nangof@iafrica.com.na**	Represents broad range of CBOs and NGOs	National
Namibia Nature Foundation (NNF)	P.O. Box 245 Windhoek, Namibia Tel: +264 61 248 345 Fax:+264 61 248 344 **nnf@nnf.org.na** **www.nnf.org.na**	Provides assistance in grant administration, fundraising, financial management and M & E, and support to emerging conservancies in Kavango	National; Every River Has Its People Project - Kavango
Rural Peoples' Institute for Social Empowerment (RISE)	P.O. Box 50155 Bachbrecht Windhoek, Namibia Tel: +264 61 236 029 Fax:+264 61 232 597 **Rise-ww@iafrica.com.na**	Field based NGO providing technical support to registered and emerging conservancies	Erongo

Name	Contact	Services provided	Area of operation
Rössing Foundation	Private Bag 13301 Khomasdal Windhoek Tel: +264 61 211721 Fax:+264 61 211668 **Lleroux@rf.org.na** **www.rf.org.na**	Supports community craft development and marketing. Support for conservancies in north central Namibia	National and Omusati, Ohangwena, Oshana and Oshikoto
Multi-disciplinary ResearchCentre and Consultancy (MRCC-UNAM)	Private Bag 13301 Windhoek Tel: +264 61 2063051 Fax:+264 61 2063050 **amosimane@unam.na** **www.unam.org**	Research into the social effectiveness of CBNRM and conservancies in Namibia	National
Namibia Development Trust (NDT)	P.O. Box 8226 Bachbrecht Windhoek Tel: +264 61 238002 Fax:+264 61 233261 **ndtwhk@iway.na**	Field based NGO providing technical support to registered and emerging conservancies	Karas, Hardap and Otjozondjupa
Desert Research Foundation Namibia (DRFN)	P.O. Box 20232 Windhoek Tel: +264 61 229855 Fax:+264 61 230172 **drfn@drfn.org.na** **www.drf.org**	Support to community organizations on desertification and livelihood issues	National
Centre for Research Information Action in Africa - Southern Africa Development and Consulting (CRIAA SADC)	P.O. Box 2377 Windhoek Tel: +264 61 220117 Fax:+264 61 232293 **criaawhk@iafrica.com.na** **www.criaasadc.org.na**	Technical advice, feasibility assessments and market linkages to organizations and communities on development of the veld product industry	National



Conservancies grew from the recognition that wildlife and other natural resources had disappeared in many areas, and that measures to reverse the losses could enable communities improve their livelihoods. In essence, conservancies are now legal instruments through which rural people gain rights to use, manage and benefit from wildlife in geographically defined areas. In Namibia, conservancies have helped:

- bring new sets of natural resources into production,
- create incentives to manage wildlife and other natural resources sustainably,
- boost the abundance and productivity of natural resources,
- unlock the economic potential of wildlife and tourism in communal areas,
- promote the establishment of local management institutions and
- build empowerment and skills at local levels.