Volume 1 – Revised Draft Final

Executive Summary
Ngamiland Tourism Development Plan
Limits of Acceptable Change
Tourism Monitoring Programme
Implementation Programme

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VOLUME ONE - SECTIONS

1. SECTION 1 - EXECUTIVE SUMMARY

2. SECTION 2: TOURISM & CITIZEN ENGAGEMENT
   DETAILED TOURISM DEVELOPMENT AREA PLANS
   3. Okavango Core TDA
   4. Panhandle TDA
   5. Tsodilo TDA
   6. Western Tour Route TDA
   7. Moremi East TDA
   8. Maun Tourism Node

9. SECTION 3: LIMITS OF ACCEPTABLE CHANGE

10. SECTION 4 - MONITORING PROGRAMME

11. SECTION 5 - IMPLEMENTATION PROGRAMME
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TABLE OF CONTENTS

1 EXECUTIVE SUMMARY ......................................................................................... 1
  1.1 INTRODUCTION ............................................................................................... 1
  1.2 SITUATIONAL ANALYSIS .............................................................................. 1
  1.3 STRATEGIC FRAMEWORK ........................................................................... 5
  1.4 STRATEGIES FOR SUSTAINABLE TOURISM DEVELOPMENT IN NGAMILAND ... 3
  1.5 OKAVANGO CORE TDA .................................................................................. 12
  1.6 MAUN TDA ..................................................................................................... 15
  1.7 MOREMI-EAST TDA ....................................................................................... 19
  1.8 TSODILIO TDA .............................................................................................. 23
  1.9 OKAVANGO PANHANDLE TDA ...................................................................... 26
  1.10 WESTERN TOUR ROUTE TDA ..................................................................... 31
  1.11 LIMITS OF ACCEPTABLE CHANGE ........................................................... 33
  1.12 TOURISM MONITORING PROGRAMME ...................................................... 40
<table>
<thead>
<tr>
<th>Acronym</th>
<th>Description</th>
</tr>
</thead>
<tbody>
<tr>
<td>CHA</td>
<td>Controlled Hunting Area</td>
</tr>
<tr>
<td>DWNP</td>
<td>Department of Wildlife and National Parks</td>
</tr>
<tr>
<td>DoT</td>
<td>Department of Tourism</td>
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<tr>
<td>FIT</td>
<td>Fully Independent Traveler</td>
</tr>
<tr>
<td>KAZA</td>
<td>Kavango Zambezi (TFCA)</td>
</tr>
<tr>
<td>LAC</td>
<td>Limits of Acceptable Change</td>
</tr>
<tr>
<td>SADC</td>
<td>Southern African Development Committee</td>
</tr>
<tr>
<td>TDA</td>
<td>Tourism Development Area</td>
</tr>
<tr>
<td>TIC</td>
<td>Tourism Information Centre</td>
</tr>
<tr>
<td>TFCA</td>
<td>Transfrontier Conservation Area</td>
</tr>
<tr>
<td>TDN</td>
<td>Tourism Development Node</td>
</tr>
<tr>
<td>TDZ</td>
<td>Tourism Development Zone</td>
</tr>
</tbody>
</table>
1 Executive Summary

1.1 Introduction

The Ngamiland Tourism Development Plan is a thirty-year strategic plan. It is formatted as a Tourism Development Manual that includes more detailed development plans for a number of Tourism Development Areas (TDAs). The Tourism Development Manual is a dynamic document, which includes recommendations for the development of specific tourism products. The dynamic nature of the document allows the implementation agencies to keep the manual current.

The Ngamiland Tourism Development Plan contains:

✓ A situational analysis that defines the current status of the tourism industry in Ngamiland.
✓ A strategic framework that defines what Government wants to achieve in the long-term through the further development and modification of the current tourism industry of Ngamiland.
✓ A strategies and concepts section that defines how the aims and goals of the long-term strategic framework may be achieved.
✓ Strategic-level development plans for the six TDAs that have been identified in Ngamiland.
✓ A section discussing tourism-related Limits of Acceptable Change for the Okavango Delta.
✓ A monitoring programme to assess tourism impacts in the context of sustainable development.

1.2 Situational analysis

Ngamiland forms part of a larger region that includes other major tourism destinations and already has a developed tourist infrastructure including roads, tour routes, airports and a wide range of products and services. The larger region also has a wide range of tourism resources that are yet to be developed, particularly in Namibia and Angola. The development of these resources into tourist attractions will impact on the future of the Ngamiland tourism plant. It is therefore critical to plan Ngamiland's tourism development in a manner that integrates with the larger region.

The KAZA TFCA is an ambitious initiative that will have far reaching implications for the tourism plant of Ngamiland. The Okavango Delta is a "flagship" product of the KAZA TFCA and as such plays an important role in the development of this multi-national regional initiative.

Air access

Currently no airline flies directly between Botswana and any overseas destination and overseas visitors have to enter southern Africa through Namibia, Zimbabwe or South Africa.

The bilateral agreement with South Africa has an important influence on air access, frequencies and prices. Recent bilateral negotiations have agreed to phase in an open-skies aviation regime which should result in additional seat capacity, flexibility and cheaper prices.
Maun is Ngamiland’s primary airport at which scheduled regional and international flights from South Africa and Namibia land. The Okavango Core TDA is well serviced by landing strips, most of which serve up-market safari lodges that are dependent on fly-in visitors.

Maun is the distribution hub for tourists flying to the Okavango Delta. Numerous small airlines provide shuttle services to the lodges in the delta. A support industry has developed around this service employing a considerable number of people.

The location of Maun airport has had a profound impact on the town planning of Maun. A tourism precinct has developed adjacent to the airport terminal in which tourism-related services and retail activities take place. This precinct has been identified on the urban master plan for Maun as a mall but could be best developed as a tourism precinct.

The arrivals and departure facilities at Maun are too cramped to effectively handle the current number of arrivals. National Development Plan 9 prioritises the development of Maun and Kasane airports.

Road access

A high quality road network connects Botswana’s main centres. The country is linked to its neighbours by more than 20 border posts. Access to many of the main tourism attractions is by dirt road mostly only navigable by means of 4x4 vehicles. While the undeveloped road system has restricted access to conservation areas and maintained their wilderness character, it has largely limited Botswana’s product range to packaged tours and trips, and to the fully equipped, self-drive 4x4 market.

Road access to the Okavango Delta, the primary attraction of Ngamiland, is limited due to the large number of rivers and high water levels in the area. Consequently, road access is restricted to certain areas of Moremi Game Reserve and the primary roads around the Okavango Delta.

Gateways and tour routes

Ngamiland is served by three main road gateways and four tour routes:

- **Maun** is the southeast gateway of Ngamiland. Maun acts as both a gateway and dispersion point into the Okavango Delta for self-drive tourists.
- **Kasane** is the northeast gateway into Ngamiland, primarily for visitors entering from Victoria Falls on a single or multi-day itineraries. The tour route linking Kasane to Maun through Chobe is currently only accessible to 4x4 vehicles.

**Shakawe** is the northwest gateway into Ngamiland. It is currently a minor gateway but rapid tourism expansion north of the border in Namibia is likely to stimulate further development.

There are currently **four main tour routes** that serve different sectors of the market:

- **The Caprivi Tour Route** links Victoria Falls to Etosha via Caprivi. It skirts the north of Ngamiland without entering Botswana, but it has a significant impact on the flow of tourists in the region. It has a high quality paved road that has seen an increase in coach traffic. This route is also popular with overland tours and self-drive tourists from overseas and South Africa.
- **The Western Ngamiland Tour Route** links the Popa Rapids area in Namibia to Maun via Shakawe. This route is of minor road standard and is not suitable in its current form for large tour coaches. It is popular with self-drive tourists and microbus-based tour groups. A number of small, medium-priced lodges along the Okavango Panhandle of serve this market. The Panhandle is also a popular fishing destination that draws visitors from many areas.
The Chobe Link Tour Route links Maun to Kasane via Chobe National Park. This route is an unpaved track that is only passable with 4x4 vehicles. This route, usually with a detour through Moremi Game Reserve, is popular with mobile safari operators and self-drive tourists predominantly from South Africa but also from overseas.

The Okavango Access Tour Route is used by mobile tour operators linking Maun to other tourist destinations and attractions to the east of Ngamiland, and also South African self-drive visitors driving from South Africa to the Moremi Game Reserve and the Okavango Delta. The road is paved and of good quality suitable for the existing tourist market’s needs.

**Attractions**

The monitoring programme will capture the attractions associated with each tourism enterprise in the Ngamiland. This information is currently unavailable or out of date and will be captured using the pilot tourism information management system.

**Existing tourism plant**

An impressive list of tourism products exists in Ngamiland. These tourism products are dispersed throughout the district but the main concentration is in the Okavango Core TDA. Tourism products in the Okavango Core TDA focus primarily on upmarket, overseas, fly-in tourists while other TDAs focus on overseas tour groups, mobile safaris and self-drive tourists.

This tourism plant has developed over the past thirty years primarily by the private sector focused on the specific demands of various tourist market segments. Maun is the hub of the tourism industry of Ngamiland where the administrative and service functions of most tourism service providers are based. The tourism industry contributes significantly to the economy of Maun, particularly in the higher order service sectors.

**Utilization of tourism products**

The tourism-monitoring programme will provide information based on accommodation statistics on the use of the tourism products.

**Policy environment**

The policy environment relating to tourism, citizen empowerment and rural development in Botswana is therefore broadly enabling of sustainable tourism and the specific interventions recommended in the Ngamiland Tourism Development Plan. The situational analysis revealed no major policy obstacles. No immediate policy reform is required.

**Hunting tourism**

Commercial hunting is an economic activity in Ngamiland that contributes significantly to the regional and national economy. As such, it needs to be factored positively as a viable and sustainable economic activity into the tourism development framework for the Ngamiland District.

Photographic tourism and hunting are complementary economic activities for operators in Ngamiland, but compete for land in certain instances. The framework that defines CHAs was established in 1991 and focused primarily on the needs of an effective and functional hunting economy. Photographic tourism was factored into a framework that favoured hunting. As a consequence, the development of photographic tourism — including the size, number of beds, nature and spatial dispersion of photographic tourism products — was largely determined by CHA boundaries. This is hindering the ability of the photographic
tourism industry to adapt to market demands and is generally restricting the optimisation of the photographic tourism industry within the Okavango Core TDA.

It is therefore recommended that the CHA framework be modified so as to reflect more clearly the needs of the photographic tourism industry while ensuring at the same time that the impact on the commercial hunting industry in Ngamiland is not significant. This process should not form part of the Ngamiland Tourism District Development Plan, but be undertaken as a separate exercise that receives the highest level of urgency, government support and resources. The urgency is a consequence of the fact that many CHA leases are about to expire.

Citizen participation

The results of the situational analysis largely confirmed the widespread view that, while tourism is the mainstay of the Ngamiland economy, empowering Batswana to enter the industry remains an important challenge. Currently, a relatively low percentage of total tourist spend is earned by local stakeholders. The use of expatriate labour (especially in higher paid and skilled positions), the procurement of tourism inputs from foreign suppliers and the remittance of profits outside the region represent a considerable leakage from the local and national economies.

Barriers obstructing greater participation by Batswana include a shortage of skills, insufficient or inappropriate financial instruments, deficiencies in government regulation and a perception of deliberate exclusion of citizens from the tourism industry. There are also allegations that the proceeds from CBNRM projects run by community trusts are often intercepted by local elites and not equitably distributed within the local communities. Finally, a lack of public awareness about the benefits of tourism to the district also contributes to negative attitudes and a climate of mistrust between key stakeholders.

Overall, the situational analysis indicated that:

- A skilled workforce is required to develop and operate a world-class tourist destination. Appropriate skills training is one element in creating a skilled workforce to effectively manage a complex tourism plant such as that of Ngamiland. Other elements are motivation, drive, guidance, intuitiveness and hard work. Industry sources argued the formal training institutions were in place in Botswana but that the curricula offered by these institutions were not fully aligned with the needs of the industry. It was suggested that industry, government and the key training institutions cooperate to revise curricula and ensure closer alignment between the supply of training courses and the demands of the industry.

- There has been a significant increase in the number of tourism businesses owned by citizens during the last five years. However, particularly the higher value end of the industry is still dominated by foreign ownership. This is probably a consequence of the fact that tourism in Ngamiland was historically largely developed by expatriates and continues to rely on global linkages to secure market share. But it may also reflect the absence of a strong domestic entrepreneurial culture as well as appropriate financial products to help citizens capitalize equity, especially in the high value sector of the industry.

- Most of the high value leases in the Okavango core do not contain explicit provisions promoting citizen participation. Using land leasing (or concessioning) procedures and instruments to promote domestic participation in a land-based industry such as tourism is a widely used method in other jurisdictions. Many of the current leases in the Okavango Delta are due to expire shortly; the imminent renewal of these leases represents an important opportunity to advance citizen
participation via an affirmative process drawing on the experience of other jurisdictions in southern Africa and further abroad.

- Citizens make up a large proportion of the workforce at each of the operations surveyed, but large disparities exist between the remuneration levels of expatriates and citizens. Based on figures supplied, indications are that the small number of expatriate managers captures a disproportionate percentage of the total wage bill. This is broadly consistent with widespread perceptions and previous studies. Individual interviews and focus group discussions suggested a number of reasons for this disparity. They include skills shortages amongst Batswana as well as reluctance amongst skilled citizens to work in the remote areas where many of the Ngamiland's tourism enterprises are located. Some employees also suggested a prejudice against Batswana amongst employers but no overt evidence of this was found during the course of the study.

- More than half the citizen workforce is female but these women capture less than half the total citizen wage bill. This “double disadvantage” gap is similar to patterns observed elsewhere in southern Africa. It strongly reinforces the notion that this group is at a disadvantage both as citizens (compared to expatriates) and as women (compared to their male compatriots).

- Employment conditions, particularly average wage rates, are relatively low compared to, for example, South African averages. Some operations also reported minimum wage levels below the statutory threshold.

- Goods and services supplied to the operations by local rural residents make up a very small proportion of overall local benefit. This is due to a combination of factors including the remoteness and sophisticated needs of the Ngamiland operations.

- In the surveyed operations held on community leases, rentals paid to local community trusts represented about one third of the total local benefit generated by the operations, employment about two thirds and secondary enterprise an almost insignificant proportion.

### 1.3 Strategic Framework

The strategic framework defines the broad, high-level parameters within which tourism development should take place in Ngamiland. The framework comprises a cascading hierarchy from a broad vision statement to more detailed goals and strategic objectives.

The Strategic Framework for the Ngamiland Tourism Development Plan is a tool that provides both vision and actions. The higher levels provide vision for the planning process and tourism practitioners while the lowest strategic interventions gives guidance as to what actions need to be undertaken in practical terms so as to achieve the higher level goals. These strategic interventions need to be meshed with the spatial tourism development planning. The output of this process is described in the individual TDA sections below.
<table>
<thead>
<tr>
<th>Goal 1</th>
<th>To conserve the tourism resource base of the OD.</th>
</tr>
</thead>
<tbody>
<tr>
<td>Strategic Objective 1.1</td>
<td>To ensure the planning &amp; regulation of tourism in the OD.</td>
</tr>
<tr>
<td>Goal 2</td>
<td>To optimise economic returns from tourism in the OD.</td>
</tr>
<tr>
<td>Strategic Objective 2.1</td>
<td>To create an enabling environment for the development and operation of tourism in Ngamiland.</td>
</tr>
<tr>
<td>Strategic Interventions:</td>
<td>1. Identify enabling environment for tourism development in Ngamiland. 2. Ensure appropriate interventions are implemented to ensure enabling environment.</td>
</tr>
<tr>
<td>Goal 3</td>
<td>To increase the participation of citizens in the OD's tourism industry.</td>
</tr>
<tr>
<td>Strategic Objective 3.1</td>
<td>To increase the number and share of tourism businesses in the Okavango Delta owned by citizens.</td>
</tr>
<tr>
<td>Strategic Interventions:</td>
<td>1. Develop financing mechanisms to provide citizens with access to capital for investment in the tourism industry. 2. Develop lending/licensing procedures to promote broad-based empowerment of citizens.</td>
</tr>
<tr>
<td>Goal 4</td>
<td>To ensure a high quality visitor experience in the OD.</td>
</tr>
<tr>
<td>Strategic Objective 4.1</td>
<td>To monitor and assess tourists' expectations and levels of satisfaction.</td>
</tr>
<tr>
<td>Strategic Intervention 4.1.1:</td>
<td>Collect relevant tourism expectations &amp; satisfaction data.</td>
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</tbody>
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**NGAMILAND DISTRICT TOURISM DEVELOPMENT PLAN – EXECUTIVE SUMMARY**

**Vision:** To strive for the development of a world-class nature-based tourism destination that is economically sustainable and optimizes benefits to local communities and the nation within agreed limits of acceptable change.
1.4 Strategies for sustainable tourism development in Ngamiland

Strategy 1

Strive for a long-term (30 year) integrated, market-focused, responsible, sustainable tourism development plan for the Okavango Delta and Ngamiland.

Tourism has the potential to deliver appropriate benefits to host communities, regional economies and national treasuries. Tourism is an economic activity that should be public sector led and private sector implemented. Weak, inconsistent and poorly focused public sector leadership generally results in the non-realization of the full range of benefits that tourism can deliver. The under-performance of tourism in such circumstances is often blamed on the private sector and reactive measures are put in place by the public sector. These measures usually distance the private sector further from the broad aims of using tourism as a tool for social and economic upliftment in tourism rich rural areas. This situation may be the case in Ngamiland. Therefore, this strategy is to clearly determine what the long-term goals are for tourism development, what social and economic benefits tourism should deliver over time, the way to ensure that these benefits are realized and putting in place an enabling environment that ensures the effective delivery of such defined deliverables.

Strategy 2

To rejuvenate mature tourist destination status of Okavango Delta and prevent cycle of decay.

The proposed measures include:

✓ Striving to keep the Okavango Core TDA as one of Africa’s remaining wild areas by containing the extent of tourism development in the TDA to an acceptable limit.

✓ To brand the Okavango Core TDA only as the Okavango Brand and all other TDA have their own different brands so as to differential other tourist destination away from the successful Okavango brand.

✓ To modify CHA concession framework to permit more market focused supply of tourism products in concession areas.

✓ To identify new tourism resource areas in Okavango Core TDA that may effectively be utilized for market focused tourism that complies with the limits of acceptable change.

✓ To draft a strategic tourism development plan that maintains Okavango Core TDA as a world class tourist destination.

Strategy 3

To clearly delimitate the Okavango Delta tourism resource area and identify clearly other areas of tourism potential in Ngamiland.

This strategy includes:

✓ To clearly define a tourism image or brand for the Okavango Delta and to which land areas it applies.

✓ To identify and define tourism areas in Ngamiland that has tourism development potential.

✓ To establish individual tourism images or brands for these newly identified tourism development areas (TDAs).
Strategy 4

To strive to conserve the Okavango Core Tourism Development Area as a low volume, low intensity, and high value wild tourism area while focusing tourism development in other TDA's on the periphery of the Okavango Core TDA.

The Okavango Delta is a known as a world class ecotourism destination. The private sector has established a market focused tourism plant within the Okavango Core TDA that is healthy and functioning efficiently.

The strategy is to conserve the Okavango Core TDA in its current state as a low volume, low intensity, wild tourism area while intensify tourism development in other areas in Ngamiland outside of the Okavango Core TDA. This strategy will minimise the pressure to further develop the Okavango Core TDA.

Strategy 5

To plan and integrate the Okavango Delta as a flagship and integral component of the KAZA TFCA initiative.

The KAZA TFCA will provide competition and complementary opportunities for the Okavango Delta. However, the Okavango Delta is the most well established and popular destination within the TFCA. This strategy develops the Okavango Delta as the flagship destination of the KAZA TFCA so as to attract the top end, high tariff, low volume tourism that provides a high level of beneficiation to the regional economy while allowing other areas of the TFCA to absorb mass tourism.

Strategy 6

To allow the tourism potential of land to inform the demarcation of concession boundaries in the future.

Boundaries for Controlled Hunting Areas were established taking cognisance of administrative boundaries, and hunting factors and conditions. Little cognisance in this process had been taken of photographic tourism potential. Effective tourism planning means identifying and zoning land based on its overall tourism potential. Therefore, the strategy is to identify, map and monitor land with tourism potential. This strategy effectively creates a tool that can be used to identify and establish tourism carrying capacities and tourism development limits. Furthermore, such knowledge permits appropriate, efficient and integrated tourism planning and zoning at a spatial or geographic level.

Strategy 7

To rationalize optimal use of concession areas.

Concession areas in Ngamiland were initially demarcated for the purposes of hunting. With the extensive development of photographic tourism, the identification of land with different tourism potential and the need to optimise transport networks so as to minimise environmental impacts, it becomes very clear that the boundaries of the existing concession areas are not optimal.

This strategy is to optimise the use of concession areas based on the potential of the land to support different forms of tourism activities (game viewing, bird watching, hunting, etc) and consequently reassess the existing boundaries of the concession areas.

Strategy 8

To conserve the core tourism resource area of Moremi GR and Chobe NP through appropriate alignment of the Maun- Kasane link road to the east of the core area.
The Okavango Delta – Moremi Game Reserve – Chobe National Park complex of protected areas is Botswana’s primary tourism asset. Maintaining this complex as a contiguous land mass is critical to its long-term survival as one of Africa’s premier “wild” tourist destinations.

The strategy is to ensure that a future link road between Maun and Kasane is aligned appropriately to the east of Chobe National Park. This proposed road alignment is longer than the existing direct route and will cost more to construct. However, such an alignment will conserve the integrity and tourism value of Botswana’s greatest natural national asset. The value of conserving such a national asset is huge and almost impossible to quantify in monetary terms.

Strategy 9

To strive to enhance and optimise ground linkages between tourism areas within Ngamiland and other tourism areas in Botswana and neighbouring countries.

Tourism is about the movement of people (visitors) between different geographical locations. In the context of the planning domain, this movement is undertaken either in small aircraft or by vehicle.

Road transportation requires a road network and associated infrastructure. This network of roads and tracks needs to transport visitors, supplies for tourism products and services. This infrastructure not only needs to provide adequate and safe transport for visitors and goods, it also needs to create an ambiance and experience that many visitors are expecting when visiting a wild, undeveloped tourism destination such as the Okavango Delta. This strategy aims at optimising the road infrastructure network while at the same time providing appropriate visitor experiences.

The geographical location of the Okavango Delta close to the international borders of Namibia, Zimbabwe and Zambia complicate travel arrangements due to border posts, immigration procedures and bureaucracy. This strategy attempts to minimise the negative implications of cross border tourist traffic and optimise on the positive aspects of trans-border travel.

Strategy 10

To minimise the impact of tourism support infrastructure in the Okavango Delta.

Probably the greatest tourism impact on the natural resource base Okavango Delta is currently caused by road infrastructure and airstrips. In most cases roads have followed old tracks created and used for other purposes or modes of transport. These routes become larger and more extensive the greater the tourism product becomes. Furthermore, these routes are significantly influenced by concession boundaries resulting in often illogical routings and layouts.

This strategy strives to rationalize transport infrastructure required to support the tourism plant of the Okavango Delta in order to provide a more efficient transportation system and primarily to minimise the impact of roads and airstrips on the environment.

Strategy 11

To maximise opportunities and benefits for host communities.

One of the primary aims of the strategic framework for tourism development in Ngamiland is to optimise benefits for host communities. This strategy strives to provide strategic interventions that will deliver such beneficiation to local, host communities.

Strategy 12

To enhance tourism experiences in the self-drive section of Moremi Game Reserve.
Tourism facilities, services and infrastructure in the self-drive section of Moremi Game Reserve evolved rather than being planned and then developed. The consequence is a poor tourism product, a shambled road and track infrastructure and a visitor experience that is far from optimal. This strategy aims at developing interventions that will enhance the visitor’s experience in the self-drive section of Moremi Game Reserve.

**Strategy 13**

To strive to retain benefits from tourism in Ngamiland.

Tourism leakage (when money earned in a tourism area flows out of the area in which it was generated) is a problem that plagues many tourism destination areas. The very nature of the tourism product in the Okavango Delta results in high levels of leakage. There are a number of ways in which leakage can be reduced, but often they require significant government intervention or have a high impact on the environment.

This strategy strives to retain as high of a proportion of the benefits that accrue from tourism in Ngamiland within the constraints of the limits of acceptable change and within the parameters of government resources.

**Strategy 14**

To significantly improve the management of the tourism economy (plant).

Management of the tourism plant of Ngamiland is under-resourced and under-funded. Consequently, the management of the tourism plant is not effective. This does not result in private sector confidence in the public sector’s ability to lead, promote, develop and monitor the tourism plant. This lack of capacity will hamper the implementation of the Ngamiland Tourism Development Plan and the consequent monitoring programme thereafter.

This strategy is to identify weakness in the public sector’s ability to manage the Ngamiland tourism plant and promote strategic interventions that will empower it to perform at the levels at which it is expected to perform in order to be effective.

**Concepts for sustainable tourism development in Ngamiland**

**Concept 1**

Develop and promote Maun as the gateway to the Okavango Delta.

_Livingstone in Zambia will become the new international gateway to wide-bodied intercontinental jet aircraft bringing tourists into the KAZA TFCA in the near future._

The concept is to develop and promote Maun as the tourist gateway to the Okavango Delta and to form an integral destination and link for other tourist areas within the KAZA TFCA. The prime focus of this concept is to promote Maun as a tourism gateway, growth point and service town.

**Concept 2**

Develop a tourism gateway business centre at Maun airport.

_The concept is to develop a tourism zone in Maun near the airport where many of the tourism operators are currently located. This zone should be set aside by the municipality and zoned to provide a wide range of tourism services, facilities and products to entice visitors into the zone thus enhancing economic activity in Maun. Careful planning and design of the arrivals and departure facilities of Maun airport need to take place. These facilities should be incorporated into this zone._
so as to enhance activity within the zone. Innovative planning and "out of the box" thinking should be encouraged. This concept strives to make a vibrant tourism zone in the centre of Maun.

Concept 3

Broaden the permissible configuration of tourist lodges in the Okavango Delta.

This concept challenges the current regulation limiting the number of tourist beds in a concession to 24 beds. It also promotes a range of different configurations of accommodation facilities permissible with a defined tourism development node or nodes in concession areas. The number of permissible tourist facilities is dependent upon the defined, mapped tourism resources within the concession area.

Concept 4

Close part of Moremi Game Reserve to self-drive tourists.

The concept of closing part of Moremi Game Reserve to self-drive tourists is to create opportunities for the provision of less sophisticated tourism products that may be provided by emerging, local tourism operators. These products include safari operating through the provision of safari vehicles and guides, game guides, non-permanent fly camps at certain locations within the reserve, hospitality products at north and south gates to Moremi Game Reserve.

Concept 5

Establish a development zone on the eastern side of Moremi that provides an appropriate range of experiences and facilities appropriate for the self-drive tourist market that provide optimal benefits to local host communities.

This concept is to provide a purpose designed and developed wildlife safari experience for self-drive tourists that provides maximum benefits from this tourism sector to host communities living in the area.

Concept 6

Establish a new national tourism asset in the form of Tsodilo National Park based on San art and culture.

Botswana's tourism, other than business tourism, is almost exclusively based on nature-based tourism. Government is keen to promote diversification to other forms of tourism, particularly cultural tourism. "Bushman" paintings and culture are extremely popular with overseas tourists. Tsodilo Hills has a rich heritage of San rock art thus earning World Heritage Status. The concept is to establish a new national tourism asset by (i) optimising on Tsodilo Hills world class San rock paintings, (ii) diversifying Ngamiland's tourism economy from wildlife / nature-based tourism and (iii) creating a new "must see" attraction to assist spin a triangular "three country" tour route in the larger region.

Concept 7

Establish a new tour route on the periphery of the Okavango Delta aimed at the overseas coach market - the Three Countries Triangular Tour Route.

Livingstone will become the international gateway to the KAZA TFCA and region with the upgrading of Livingstone International Airport. The number of overseas tourists visiting the region is likely to increase significantly with easier, more efficient and less costly access for the overseas tourist markets. This increased number of arrivals will stimulate the overseas tour group market that
travels by large luxury coaches. The critical mass created by the coach market can be used effectively to develop new tour routes, which in turn stimulate a tourism economy along such a tour routes. The concept is to create a new tour route that links Victoria Falls through the Caprivi to Popa Falls via Tsodilo Hills to Maun through Chobe National Park back to Victoria Falls. To achieve this tour route, (i) the A35 road would need to be upgraded to a standard suitable for coaches, and (ii) a paved road would need to be constructed between Shorobe and the A33 along a suitable route to the east of Chobe National Park.

Concepts for citizen empowerment

Concept 1

Develop appropriate financing mechanisms designed to provide citizens with access to capital for investment in the tourism industry.

This concept focuses on the establishment of an appropriate financing mechanism that provides citizens with capital for investment in the tourism industry. Current facilities aimed at encouraging citizen investment such as those offered by the Citizen Entrepreneurial Development Agency (CEDA) are not wholly appropriate to the sectoral needs of the tourism industry. Likewise, the Tourism Development Fund, housed in the Department of Tourism, appears to be little used and not adequate to the needs of the industry. These facilities should be reviewed and amended instruments that are specifically tailored to the needs of the sector should be developed. This is a national level intervention that is required to enable the conditions for increased citizen ownership not just in Ngamiland but throughout the tourism industry of Botswana.

Concept 2

Promote better implementation of existing regulatory mechanisms that promote employment equity in the tourism industry (including localization of labour).

The situational analysis revealed that employment equity in the Ngamiland's tourism industry has lagged, especially at senior employment levels where the use of expatriate labour is widespread. Remediating this situation may be partially achieved through more efficient implementation of existing government regulation. It appears current labour regulations regarding employment equity (including the requirement for labour localization plans) are not consistently implemented. Likewise, compliance with localization requirements included in concession agreements between tourism investors and the land board are not dependable monitored. This neglect appears to be a major cause of policy failure.

There is an urgent need to ensure more consistent enforcement of regulation (including appropriate follow up procedures). Weaknesses in the public sector's ability to implement existing regulations should be remedied and strategic interventions promoted that build the civil service’s capacity in this regard.

Concept 3

Develop and implement tendering/licensing procedures and other regulatory arrangements that promote broad-based empowerment of citizens.

Regional jurisdictions such as Mauritius, Namibia and South Africa have successfully promoted broad-based indigenous empowerment through a combination of regulation, licensing and conditional award of commercial rights to public assets. The concept is to integrate conditions requiring broad-based citizen empowerment into the land allocation system regulating the award of leases in Ngamiland. While it is a critical function of government to create an enabling environment for citizen empowerment, it is nevertheless important that it does not adopt policies and practices
that discourage investment. The concept therefore advocates an approach that encourages citizen empowerment but avoids being so complex and bureaucratic that it stifles the growth of the industry. The key instrument is a citizen empowerment scorecard that measures the performance of lessees against a broad-based suite of empowerment categories.

**Concept 4**

Develop a workable system that enables government and other stakeholders to measure and evaluate industry performance across all components of citizen empowerment.

This concept is:

- to develop a "scorecard" that measures the performance of the industry across a broad range of citizen empowerment indicators (including ownership; strategic representation and control; management; employment equity; procurement; corporate social responsibility spend; etc.); and
- to put in place monitoring mechanisms that collect and make available the information to government and the public at large.

**Concept 5**

Develop a systematic programme (involving government, industry and communities) to communicate the benefits of tourism to key stakeholders.

A lack of public awareness about the benefits of tourism at the local, district and national scales contributes to negative attitudes and a climate of mistrust between key stakeholders. The concept is to develop a partnership between government and the organised industry to educate the public and to communicate the benefits of tourism to all sectors of society (including local host communities). The programme would build on and extend existing efforts. It would avoid one-off events by developing a programmatic approach that is sustained over an extended period.
(1) Okavango Core TDA
- The Okavango Delta brand to be clearly defined, brand guidelines developed, its use restricted to the Okavango Core and monitored over time.
- The Okavango Core to continue targeting mainly high tariff - low volume market segments.
- The current CBA boundaries and concessions framework should be reviewed as an independent exercise following the adoption of the plan.
- Existing leases for CHAs that expire within the next 3 years should be extended to allow time for the preparation of a new leasing framework.
- Government should prioritise the preparation of the new framework based on the following principles:
  - The optimal use of tourism resources and the optimal location of tourism products.
  - An affirmative procedure designed to increase citizen participation based on a “scorecard” approach, strong contractual framework and ongoing monitoring.

DoT with organized industry
DoT and TLB, in consultation with organized industry

(2) Maun TDA
- A tourism precinct to be developed as high priority next to the Maun airport. The area should be demarcated, zoned and a master precinct plan drafted.
- Certain government functions currently taking place in the designated area should be relocated.
- Citizen participation should be encouraged, larger scale opportunities awarded using a scorecard approach; smaller scale opportunities reserved for citizens.
- An Ecotourism Park should be developed north of Maun as a medium-term but high priority project. This requires:
  - A detailed precinct plan to be negotiated with local residents who should become the preferred beneficiaries for citizen participation;
  - The creation of a new category C-licence to permit citizen-owned mobile operators in western Moremi;
  - A well-planned 4x4 track network designed to give visitors a quality bush and game viewing experience;
  - The establishment of visitor information centres at Thamalakane, Kwai and Mababe;
  - The promotion of citizen participation: mobile and small-scale licences to be reserved for citizens; “footprint” leases to be awarded using scorecard approach.

DoT, NWDC, in consultation with organized industry
DoT, TLB, DWNP, Veterinary Dept., NWDC, in consultation with organized industry

(3) Moremi-East TDA
- The western section of Moremi to be closed to self-drives and access limited to licensed operators.
- An Ecotourism Park should be established as a high priority incorporating parts of eastern Moremi, the Chobe "triangle" and adjacent NGs. This requires:
  - The preparation of a detailed implementation plan;
  - The functional inclusion and appropriate zoning of parts of Moremi and Chobe;
  - The creation of a new category C-licence to permit citizen-owned mobile operators in western Moremi;
  - A well-planned 4x4 track network designed to give visitors a quality bush and game viewing experience;
  - The establishment of visitor information centres at Thamalakane, Kwai and Mababe;
  - The promotion of citizen participation: mobile and small-scale licences to be reserved for citizens; “footprint” leases to be awarded using scorecard approach.

DoT, TLB, DWNP and NWDC

(4) Tseloliko TDA
- A new protected area to be established in the Tseloliko TDA as a high priority. This requires:
  - The preparation of a detailed development plan for, and the proclamation of, the Tseloliko National Park;
  - The planning of the park to be negotiated with local residents who should become the preferred beneficiaries for citizen participation;
  - Implementation of the recommendations contained in the existing Tseloliko Hills (NG6) tourism development plan;
  - A paved road to Tseloliko from the A35 suitable for 4x4 tour vehicles and a network of four routes through the proposed park;
  - Integration into a TFCA including Kudzum and Mudum in Namibia;
  - The promotion of citizen participation: mobile & small-scale licences to be reserved for citizens; “footprint” leases to be awarded using scorecard approach.

DoT, TLB, DWNP and NWDC

(6) Okavango Panhandle TDA
- "Nkxamaser Nature Reserve" to be established as base for tourist. Seronga should be established as a low-order hub and gateway. This requires:
  - Promoting the tourist route between Mohembo and Seronga, aimed primarily self-drive tourists and tour/safari operators using light tour vehicles.
  - Preparing a new category C-licence for the Nkxamaser Nature Reserve to be negotiated with residents who should become the preferred beneficiaries for citizen participation;
  - Developing Shakave, Nkxamaser and Seronga as TODs with TICs;
  - Upgrading the A35 to a standard suitable for the passage of luxury coaches; paving the road to Seronga; constructing a bridge over the Okavango at Mohembo;
  - A route linking, signage and promotion programme.

DoT, TLB, NWDC, Dept. of Roads

(6) Western Tour Route TDA
- An Ecotourism Park along the A35 south of Guma to be established to provide a "shop window" onto wildlife-rich land and a base for tourism. This requires:
  - The use of the A35 by the coach market segment in order to reach a scale of magnitude that will make the proposed park financially viable;
  - The preparation of a detailed precinct plan;
  - The realignment of the veterinary fences to draw the wildlife area up to the A35;
  - The development of appropriate infrastructure in the Ecotourism Park;
  - The promotion of citizen participation: mobile and small-scale licences to be reserved for citizens; "footprint" leases to be issued in local CBO.

DoT, TLB, NWDC, Dept. of Roads, Veterinary Dept., TLB, DBNP, Veterinary Dept., NWDC, in consultation with organized industry

Cross-cutting Intervention
- The Maun-Vasasala link routed along the eastern flank of Chobe National Park to be developed as a high-order road suitable for luxury coaches. This is critical for the emergence of a circular tour route in greater Ngamiland/Chobe/Victoria Falls/Caprivi region.

DoT, Dept. of Roads
1.5 Okavango Core TDA

The Okavango Core TDA has two geographical components, the Central TDA incorporating the core Okavango Delta and the North TDA extending along the Linyanti River. These two geographical areas have been merged into the Okavango Core TDA because they have similar tourism products aimed at similar market segments with a similar range of natural and wildlife attractions.

Existing tourism resources & attractions

The following tourism resources and attractions currently exist in the Okavango Core TDA:

Tourism resources

✓ The wetland systems based on the Okavango and Linyanti Rivers.
✓ Wildlife (including the Big Five) offering high quality game viewing in a natural environment.
✓ The natural history of the Delta, which is unique to southern Africa.
✓ The visual landscapes – flat, endless, wetland plains un-impacted by built environments.
✓ The wild nature of area - wide open, wild, undisturbed, minimally impacted on landscapes.
✓ Wildlife for hunting.
✓ Fish stock for fishing.

Tourist attractions

✓ Wildlife - particularly Big Five - experienced through motorized excursions (vehicle & boat), as well as non-motorized safaris (mokoro and walking).
✓ Specific charismatic wildlife species – elephants, lions, etc.
✓ Wetlands experience.
✓ Birdlife with high quality bird viewing.
✓ African safari experience.
✓ Experience of one of the last of the few remaining truly wild areas of southern Africa with abundant wildlife.
✓ Easily accessible by airplane from most first world countries.
✓ High quality tourist facilities – particularly upmarket lodges, tented camps and mobile safaris.
✓ Hunting.
✓ Fishing.

Tourism image

The tourism image for this TDA is a world-class luxury safari experience of wetland wildlife in the unique, wild Okavango Delta environment.

The tourism image of the Okavango Core TDA is a world-renowned and successful brand that has served the Okavango Delta well since the 1970s. Due the success of the Okavango brand, it has been widely used to market products and destinations in other parts of Ngamiland. In most cases, these other destinations and products do not have the tourism resources, attractions and
experiences to truly fulfill the tourism experiences suggested by the brand. As a consequence, visitors are misled by inaccurate marketing to expect an Okavango Delta experience in areas that cannot offer such experiences. As a result, visitors' expectations are not met. These negative experiences impact negatively on the reputation of the Okavango Delta as an international tourist destination.

In order to overcome this, it is recommended that the tourism image of the Okavango Core TDA be clearly defined and its use restricted to the Okavango Core TDA. The Department of Tourism should develop guidelines on the use of the Okavango Delta brand and monitor the situation.

**Tour routes**

There are no formalised tour routes into the Okavango Core TDA but rather a network of feeder and game drive tracks that provides links to the numerous camps.

The majority of tourists are transported into the Okavango Core by light aircraft. Numerous light aircraft from many small airlines provide a daily shuttle service between Maun and the lodges, and between lodges in the TDA. The large number of light aircraft flying over the TDA daily can have a significant impact on visitor experience.

Most lodges either have their own landing strip for light aircraft or share an airstrip with one or more other lodges. The visual impact of airstrips and the spider web of game viewing tracks made by safari and supply vehicles are the largest perceived man-made impacts that visitors have of tourism in the TDA.

**Preferred tourist market segments**

The following preferred tourist market segments have been identified through a process of stakeholder consultation:

- The strategy for the Okavango Delta has always been, and should remain, targeting the high tariff – low volume overseas tourist market segments. This strategy is still preferred for the Okavango Core TDA while other TDAs provide for the needs of other market segments from overseas and SADC countries.
- The mobile safari market segment should be encouraged to experience at the Okavango Core TDA in limited numbers at high tariffs.

The development of the existing tourism plant in the Okavango Core TDA based on these market segments has resulted in a healthy tourism plant that is delivering significant economic benefits (although the share of benefits captured by citizens is relatively low).

**Land ownership and concessions**

Most of the current high value leases in the Okavango Core TDA were awarded in the 1990s within the framework of the 1991 Land Use Plan, the 1990 Tourism Policy and the 1992 Tourism Act. These leases are mostly valid for 15-years and are due to expire over the next two to three years.

**Restructuring concession boundaries in the Okavango Core TDA**

A consultative process with all stakeholders in the TDA – including a participatory mapping exercise – was undertaken to assess the environment for tourism. This indicated that land with tourism potential was not being optimally used due to the Controlled Hunting Area (CHA) concession framework that influences the structure and distribution of tourism throughout the TDA.
All land in the Okavango Core TDA outside Moremi has been partitioned into CHAs. The boundaries of the CHAs were defined in the early 1990s based primarily on hunting criteria with secondary consideration to photographic tourism. Concessions were awarded to each CHA for use in a prescribed manner and for a certain period. As a consequence, land use is constrained by the boundaries and concession conditions of the CHAs. The result is the non-optimal use of tourism resources and inappropriate location of tourism products in the Okavango Core TDA.

The boundaries of the CHAs have also influenced the positioning and routing of transport infrastructure. This infrastructure has the largest tourism-related environmental and visual impact in the Okavango Core TDA. A rationalization of this infrastructure is required to minimise the ongoing and future impact on the environment.

Current lease agreements also do not contain explicit provisions regarding citizen participation (although operators are required to submit “localization and training plans,” which are not consistently monitored and enforced). Many of the current leases are due to expire shortly; their imminent renewal represents an opportunity to advance citizen participation via an affirmative land-allocation process drawing on the experience of other jurisdictions in southern Africa and further abroad.

In order for effective spatial planning to optimise photographic and hunting tourism in the Okavango Core TDA, as well as addressing citizen empowerment issues, the framework defining CHAs and their associated leases needs to be reviewed. This process requires an overhaul of the existing CHA-based lease framework, which is the heart of current tenure security in the Okavango Core TDA. It will require a restructuring of the lease framework, lease awarding process, concession boundaries, and the nature and scale of permissible tourism products within each leased area. This process will require considerable, in-depth consultation with all stakeholders. If not undertaken appropriately, it may have significant implications on the existing tourism industry of the Okavango Core TDA.

Recommendations

Based on the above, the following interim recommendations are offered:

- The proposed lease review process should be undertaken as an independent exercise following the adoption of the Ngamiland Tourism Development Plan. This will allow approval of the many other tourism development aspects contained in this Plan to proceed in the meantime.
- The tourism development plan for the Okavango Core TDA based on a new concession framework and boundaries should be included in the Ngamiland Tourism Development Plan at a later stage.
- Most existing leases for CHAs in the Okavango Core TDA expire within the next two to three years. It is recommended that Government extend the existing agreements with current leaseholders for an appropriate period in order that a new leasing framework and tourism development plan for the Okavango Core TDA be established, accepted and approved prior to the issuing of new leases. Government should prioritise the preparation of the new framework incorporating the principles sketched below:
  - Optimise the use of the tourism resources and location of tourism products in the Okavango Core TDA along the lines suggested above;
  - Incorporate an affirmative procedure designed to significantly increase broad-based citizen participation in the Okavango Core TDA using a “scorecard” approach to weight and measure elements such ownership, strategic representation, employment equity, local procurement, social responsibility spend. A monitoring system designed to track the citizen empowerment performance of
individual lessees against their contractual obligations should also be developed and implemented as a high priority.

- Limit the opportunities for "rent collecting", where citizens obtain "headleases" which they then sublease to third parties (often expatriates or foreign-owned companies) for a fee. The new leasing framework should explicitly limit (or disallow) this practice. The broad-based citizen participation requirements – including the ownership requirements – should apply at the "headlease," asset ownership and operational levels and should not be circumvented through the use of subleasing or outsourcing arrangements.

1.6 Maun TDA

Existing tourism plant

The Maun TDA includes the village of Maun and its immediate hinterland.

Maun is the gateway, distribution hub and service centre for the Okavango Delta. As a consequence, most tourists and travellers visiting the Okavango Delta pass through Maun, and airlines, operators, lodges, travel agents, car hire and other support services are based there. A range of tourism accommodation has developed in Maun and on its periphery, ranging from large commercial hotels to bush lodges and backpacker facilities.

Maun is the administrative centre for the district of Ngamiland and the centre of commerce for the district. These functions also generate a significant flow of business tourists to Maun who require a different range of tourism services to those required by overseas and regional tourists.

Maun has therefore developed as a transitory and service destination, with a distribution and servicing function at the core of the village and a range of hospitality establishments on its periphery.

Tourism image

The tourism image for this TDA is to function as the gateway to the Okavango Delta – a place to prepare for the adventure and recover from the experience.

The tourism image or branding recommended for this TDA should factor in the following elements:

✓ Maun is the gateway to the Okavango Delta and a regional distribution hub for the KAZA TFCA.
✓ Maun is a place to prepare for an adventure to come and a place to recover, relax and reminisce about the experience.
✓ Maun should be an integral part of the Okavango Delta experience.
✓ Maun is an opportunity area for tourism-related commerce.

Tour routes

The following routes are currently used by different segments of the market:

✓ Overseas and regional tourists arrive at Maun airport and are immediately shuttled to a lodge in the Okavango Delta or to lodgings on the periphery of Maun. Arriving tourists therefore rarely spend much time in Maun thus contributing little to the tourism economy of the village.
Tourists returning from their safaris are transported back to Maun airport in order to connect with flights out of Maun. Departing tourists often spend time at the terminal building and tend to spend money at the retail and service outlets located in close proximity to the airport.

Self-drive tourists arrive in Maun by road in sedan and all terrain vehicles. Maun is either the launching or termination point for a safari to one of the destination areas in the region. Many of these road travellers re-supply or overnight in Maun.

**Preferred tourist market segments**

The following are the preferred market segments for this TDA:

- **Tourists arriving by air** are preferred as they are a captive market while passing through the airport terminal.
- **Mobile safaris** passing through Maun.
- Business and public sector tourists could also be encouraged to increase their spend in Maun.

**Recommended tourism products**

**Maun Tourism Precinct**

The aim of the Maun Tourism Precinct is to establish an area directly adjacent to the airport that is set aside exclusively for tourism products, facilities and services.

This product has the **very high development priority**.

The following tourist market segments should be targeted for Maun Tourism Precinct:

- Tourists arriving and departing by air;
- Mobile safari tours passing through Maun;
- Self-drive tourists passing through Maun; and
- Business and public sector tourists.

The purpose of developing this precinct is to establish:

- A tourism gateway to the Okavango Delta;
- A "one stop" zone that provides a range of tourism-related activities and services for tourists.
- A tourism hub in which most tourism businesses, service providers, public sector tourism departments, etc may be located so as to achieve a critical mass and to create an increased range of entrepreneurial, retail and service opportunities for local Maun entrepreneurs.

The Department of Tourism and Maun Municipality should be the facilitating agencies for the establishment of the Maun Tourism Precinct. The area would need to be zoned for tourism and a master precinct plan drafted. An urban design consultant would need to develop a detailed development design for the precinct including guidelines and locations for structures, architectural styles for buildings, public spaces, and pedestrian and vehicle flows. Many of the government functions currently taking place in the designated area, such as the mechanical workshops, would need to be relocated.
Maun Ecotourism Park

The Maun Ecotourism Park is an area of land to be fenced into the wildlife zone north of the Maun veterinary fence in which wildlife roams freely so that a range of high quality tourism products and experiences may developed by the private sector.

The purpose of the Maun Ecotourism Park is:

- To extend the stay of visitors in the Maun area thereby contributing to the tourism economy of the village; and
- To create a tourism environment for small-scale tourism products that are not necessarily capital-intensive thus opening opportunities for citizen involvement, particularly emerging tourism entrepreneurs based in Western Ngamiland and Maun.

To achieve this, the following interventions are required:

- The veterinary fence realigned to create a "shop window" onto the Maun/Shorobe road.
- Agriculture and livestock activities within the area should cease and it should be zoned for tourism use.
- Appropriate measures put in place to attract wildlife into the Ecotourism Park.
- The Ecotourism Park linked to the airport/Maun Tourism Node by a safari dirt track that gives visitors the illusion that they are driving straight from the airport into the bush.

This product has a very high development priority.

The following tourist market segments should be targeted for this tourism product area:

- Tourists arriving by air;
- Mobile safari tours passing through Maun;
- Self-drive tourists passing through Maun; and
- Business and public sector tourists.

Proposed supporting infrastructure

The following tourism infrastructure is required to establish an enabling environment for the development of tourism in this TDA:

- Government will need to upgrade the roads system around the Maun Tourism Precinct so as to ensure the efficient flow of traffic, parking and pedestrian walkways. The road layout will play an instrumental role in channelling tourists and travellers into the precinct.
- Government will need to plan a "safari" access track to the Maun Ecotourism Park from the airport terminal building so that visitors to the Ecotourism Park have a safari sense of arrival.

Tourist information Centre

A Tourism Information Centre (TIC) should be constructed in the Maun TDA. This would be the primary TIC for the whole of Ngamiland. The TIC should be located in the Maun Tourism Precinct and form a primary and integral component of the Maun Tourism Node.
Signage

Road and information signage is critically important to tourists and tour operators, particularly in developing rural regions. A carefully planned signage programme assists in determining the tourism image of the TDA and the efficiency of the TDA’s tourism plant.

Good road and tourist information signage also has a positive impact on the traveller’s confidence in travelling in the TDA and travel information seen and gathered by the traveller.

A detailed road signage programme should be planned and implemented for the TDA.

Telecommunications

The tourism industry of Ngamiland is predominantly based on visitors from the first world. Currently, telecommunications hinder the operational efficiency of the tourism industry. To overcome this, the following needs to be addressed by Government:

- Effective and reliable cellular telephone or microwave-based telephone coverage to all tourism products in the TDA.
- Wireless Internet access to all tourism products in the TDA.
- Fast broadband Internet should be available throughout the Maun TDA.

Tourism support services

It is the role of Government to provide, staff, manage and maintain the necessary tourism services required for visitors to have a safe, well-informed visit in the TDA and Ngamiland.

Citizen participation

The Maun TDA offers various opportunities for citizens to enter (or increase their participation in) the tourism industry of Ngamiland. This TDA is a very high priority area for citizen empowerment and is graded as having excellent potential for increased citizen participation.

The Maun Tourism Precinct aims to create a tourism business hub at a strategic location adjacent to the Maun airport. The precinct will house a variety of tourism products thus offering many opportunities for citizen empowerment. It is recommended that:

- Affirmative procedures, designed to promote citizen participation in the development of the precinct, should be incorporated into the master plan to be developed for the area.
- Larger scale business opportunities requiring significant capital investment and/or high levels of experience and expertise should be identified and offered via a tender procedure designed to promote broad-based citizen participation using a “scorecard” approach. A monitoring system designed to track the citizen empowerment performance of individual licensees against their contractual obligations should be developed and implemented.
- The precinct plan should also identify small-scale tourism products that are suitable for emerging entrepreneurs. These opportunities – which may include trading, entertainment and guiding services – should be reserved for local entrepreneurs.

The Maun Ecotourism Park is a medium-term but high priority project designed to extend the stay of visitors in the Maun area and to create a variety of small-scale tourism products that are suitable for emerging entrepreneurs. Its realization is dependent on various interventions by Government including the realignment of the veterinary fence in the area. It has a high potential for citizen involvement.
1.7 Moremi-East TDA

Location and purpose

The Moremi-East TDA is situated to the east of Moremi and provisionally incorporates NGs 19, 33, 34, 40 and 41 as well as a portion of eastern Moremi and the southern “Chobe triangle”. Its final boundaries should be negotiated with all relevant stakeholders.

The purpose of the Moremi-East TDA is:

✓ To stimulate increased participation by citizens in the tourism industry of Ngamiland; and
✓ To establish an off-road link for self-drive safari enthusiasts and mobile safari operators between Maun and Kasane via the Moremi-East TDA.

Tourism resources & attractions

The Moremi-East TDA was identified because of its strategic location relative to Maun, Moremi and the Maun – Kasane tour route.
The area is rich in wildlife with good game viewing. It will offer opportunities for:

- Photographic safaris for game viewing and bird watching;
- Hunting;
- Experiencing a wild landscape outside a proclaimed protected area; and
- Activities not normally permitted inside a proclaimed protected area.

**Tourism image**

The tourism image for this TDA is a mobile safari paradise for self-drive tourists and mobile safari operators that re-establishes the classic self-drive safari environment of the 1970s.

The tourism image or branding recommended for this TDA should factor in the following elements:

- The undeveloped nature of the area.
- The combination of wet and dry areas.
- The link between Moremi Game Reserve and Chobe National Park.
- The ability to undertake nature-based activities that are not permitted in Moremi Game Reserve and Chobe National Park.

**Tour routes**

The following routes are currently used by different segments of the market:

- The Maun to Kasane route is a 4x4 track that functions as a district transport and safari route. The relatively high volume of non-tourist traffic impacts negatively on the travel experience. Many tourists travel this track to get to Savuti or as one leg of a circular route that takes them through Moremi, Savuti and Chobe.
- The Maun to Moremi South Gate route is the primary safari link between Moremi and Maun. Self-drive tourists, mobile tour operators and safari lodge operators commonly use it. It is also the primary supply route for tourism and conservation activities in Moremi. Heavy use has impacted negatively on the track resulting in a fairly unpleasant visitor experience.
- Moremi’s internal network of tracks links the entrance gates, campsites and game viewing areas. The routing of the tracks does not optimise the full potential of the safari and wildlife experience. The myriad tracks in good game viewing areas on the edge of the delta is the result of fluctuating water levels. This has significantly impacted on the visitor experience.
- The circular route through Moremi Game Reserve is a popular route on the itinerary of most self-drive tourists to the eastern section of the Okavango Delta.

**Preferred market segments**

The following market segments are preferred for this TDA:

- **Maun-based tourists** who arrive as part of a group, as independent fly-in arrivals or by sedan vehicle and who want to experience the Delta/Moremi as day visitors or on a mobile safari.
- Visitors travelling as part of **tour groups** such as the one between Victoria Falls/Popa Falls/Maun (which is expected to grow in popularity).
NGAMILAND DISTRICT TOURISM DEVELOPMENT PLAN – EXECUTIVE SUMMARY

✓ **Self-drive visitors** who do not have access to 4x4 vehicles. This market segment will leave their car in Maun and purchase package tours or hire fully kitted 4x4 safari vehicles before departing on multi-day, multi-destination safaris.

✓ **Independent 4x4 tourists** from especially (but also elsewhere in Botswana and SADC). It is a stable market that has visited the Delta for years, which has the potential to increase as recreational 4x4 vehicle ownership grows while the number of locations where off-road safaris may take place decreases.

The establishment of a new sub-regional tourism plant in the Moremi-East TDA aimed at these market segments would increase the opportunities available for citizens to become involved as investors and entrepreneurs in the tourism industry of Ngamiland.

**Required interventions**

The implementation of the Moremi-East TDA will require the cooperation of DWNP and other stakeholders. **Within the Moremi Game Reserve the following interventions are required:**

✓ Sections of Moremi and Chobe functionally included and appropriately zoned.

✓ The parts of Moremi that have become severely degraded rehabilitated and the western section of the reserve restricted to a limited number of mobile safari operators.

✓ A new category C-licence developed that permits operator-only access to the western portion of Moremi. This category of licence should be specifically designed for emerging citizen-owned tour operators operating day and overnight safaris from Maun.

✓ The game viewing track network in those areas of high game viewing potential that have been heavily impacted by unplanned tracks rehabilitated and a new series of tourism-orientated tracks should be developed.

✓ The existing campgrounds upgraded and new sites developed.

✓ Game and bird hides developed at appropriate locations.

**Recommended tourism products**

**Moremi-East Ecotourism Park**

This product is located in the eastern portion of the Moremi-East TDA. It could house a wide range of private sector-operated tourism products, many of which may not be undertaken inside Moremi.

The purpose of the proposed park is:

✓ To create a zone for small-scale tourism products that provide opportunities for increased citizen participation in the tourism industry of the Okavango Delta.

✓ To provide an additional range of experiences for visitors to Moremi.

✓ To enhance the tourism economy of Maun.

✓ To assist host communities living in the vicinity of the Moremi-East TDA.

This product has a **very high development priority**.

The following tourist market segments should be targeted for this tourism product area:

✓ Maun-based tourists;

✓ Tour groups operated by citizen-owned mobile operators;
✓ Fly-in tourists;
✓ Self-drive tourists arriving in Maun in sedan vehicles;
✓ FIT 4x4 tourists from SADC and other international markets.

The boundaries of the proposed Ecotourism Park are not fixed and should be finalised through a government-led process of stakeholder consultation.

The product should consist of the following:

✓ A well-planned tourist track network designed to give visitors a quality bush and game viewing experience. This track network should link the proposed visitor centres located at Thamalakane, Khwai and Mababe.
✓ The establishment of visitor information centres at Thamalakane, Khwai and Mababe.
✓ The establishment of a TDA Authority to promote and facilitate tourism development as well as to monitor and manage the TDA on behalf of its stakeholders.
✓ The establishment of a new framework for leases in the TDA that permits footprint leases for the establishment of a range of tourism products.
✓ The drafting of a detailed tourism precinct development plan for the Moremi-East TDA, including a detailed tourism activity use plan and a range of sites for campgrounds, small safari lodges, tented camps, rustic temporary camps, hides, adventure activity areas, etc.

It is recommended that the Moremi-East Ecotourism Park be developed in phases linked to the expiry of the current leases in the area. It is considered a priority project due to its aim of stimulating citizen involvement and the diversification of the existing product range according to the needs of specific, preferred market segments.

Citizen participation

The Moremi-East TDA is specifically designed to create a range of opportunities for citizens to enter the tourism industry, particularly citizens resident in Maun and the villages to the northeast of Maun. It will provide small and medium scale business opportunities with relatively low barriers to entry (requiring limited capital investment and little entrepreneurial experience).

This TDA is a high priority area for citizen empowerment and is graded as having high potential for increased citizen participation.

In order to realize the opportunities for citizen participation associated with the Moremi-East TDA, it is recommended that:

✓ The drafting of the detailed tourism precinct plan recommended above should prioritize development, activity and other commercial options suitable for emerging citizen entrepreneurs. This means that the detailed tourism activity plan and the identification of products should be tailored to suit the needs of entrepreneurs who have limited experience in the tourism industry and limited access to capital.
✓ Access to the western section of Moremi Game Reserve be reserved for citizen-owned mobile safari operators to conduct day and overnight safaris from Maun. These operators should be licensed under a modified Category C licence reserved for emerging citizen-owned operators. Licensed operators should also acquire the rights to use demarcated campsites reserved for their use. Subcontracting to foreign-owned operators should not be permitted. It should be an explicit condition that the commercial opportunity associated with the licence be owned AND operated by a citizen-owned business.
A new framework for land allocation in the rest of the Moremi-East TDA be designed that permits footprint leases under a modified Category A licence, allied with an appropriate bundle of traversing rights enabling support activities such as game drives, walks, etc. in the various zones of the TDA. The leases should be awarded using a system that places a high premium on citizen participation through the use of an appropriate scorecard system. Given the high emphasis on citizen participation in this TDA – particularly new entrants from Maun and the villages to the northeast – minimum scores per category as well as overall thresholds in the scorecard should be relatively high. In this way, only businesses with strong citizen participation will qualify for rights in the Moremi-East TDA. Foreign-owned businesses will not be excluded from the area but will have to enter into strong partnerships with citizens to gain access to the available business opportunities.

Trading opportunities associated with roadside infrastructure and the Tourism Information Centres should likewise be reserved for citizens.

1.8 Tsodilo TDA

Tourism resources and attractions

The Tsodilo TDA is located between the Namibian border and the A35. Tourism resources and attractions in the Tsodilo TDA are situated on both sides of the international border with Namibia and tourism development should therefore be assessed within a cross-border context.

The Tsodilo TDA includes the Tsodilo Hills World Heritage Site, the Aha Hills, the Gchwhihabe Caves and open, largely undeveloped, semi-arid plains with a range of associated wildlife and low densities of human habitation. Livestock farming is marginal and focused around boreholes situated in dry riverbeds.

Neighbouring areas in Namibia include the Kaudom National Park, Mahango Game Reserve, the Kavango River and the Popa Falls rapids.

Existing tourism products

The primary tourist activities in the Tsodilo TDA are focused around the Tsodilo Hills World Heritage Site. Access to Tsodilo Hills is along a dirt road that is unsuitable for large coaches. Guided tours are available and tourists may visit a museum and interpretation centre. There is a campground at the hills. Government has recognized the importance of Tsodilo Hills resulting in the drafting of a tourism development plan for NG6, which includes Tsodilo World Heritage Site.

Tourism image

The tourism image for this TDA is anchored in ancient “Bushman” history and heritage in a wild, semi-arid, transfrontier conservation area.

The tourism image or branding recommended for this TDA should build on the following elements:

- The World Heritage status of the site.
- The ancient history of the people who lived in the Tsodilo Hills region.
- The wildlife that lives and migrates through the semi-arid landscape.
- The wide-open spaces, flat topography and minimal habitation of the area.
- The transfrontier nature of the tourism resources.
Tour routes

The following routes are currently used by different segments of the market:

✓ The A35 tour route from Mohembo to Gumare, which is paved and runs along the eastern sector of the Tsodilo TDA.
✓ The access road from the A35 to Tsodilo Hills, which is unpaved.

Preferred market segments

Tsodilo Hills World Heritage Site

Tsodilo Hills is a primary tourist attraction with the potential to attract a wide range of tourists and to assist in spinning tour routes in the region. The following market segments should be targeted:

✓ Overseas tour groups will be attracted to Tsodilo Hills as a major rock art heritage and "bushman" destination. The tourism resource is capable of handling high volumes with little impact if the appropriate products and infrastructure are put in place.
✓ The coach market is highly desirable due to the economic benefits it brings. The coach market is most likely to visit Tsodilo Hills as day visitors while en route along the A35.
✓ Microbus tour groups should be encouraged to spend the night. The smaller size of the touring party and flexible itineraries makes this market suitable for this site.
✓ Overseas and regional self-drive FITs are well suited to this attraction and the range of planned tourist facilities planned at Tsodilo Hills.

Tsodilo TDA outside the World Heritage Site

The rest of the Tsodilo TDA offers a range of nature-based experiences that will be attractive to:

✓ Mobile safari groups interested in exploring a high quality, semi-arid nature/wildlife experience.
✓ Overseas and especially regional self-drive FITs attracted to the remoteness of a semi-arid area reminiscent of safaris of the 1970s.

Tourism development nodes

Tsodilo Hills is a world-class attraction with high quality rock art. It has the ability to attract large numbers of tourists and thus assist in diversifying the tourism economy of Ngamiland away from wildlife-based safari tourism. The long-term development strategy for Tsodilo Hills should therefore be to develop it as a world-class tourist attraction targeted at travellers on the A35 tour route. This strategy has been encapsulated in the current tourism development plan for Tsodilo Hills or NG6. This development plan defines a range of tourism products including up-market and mid-market lodges, self-catering accommodation facilities and camping grounds.

The Medium Intensity Tourism Zone lies adjacent to the A35 tour route and provides a spatial link between Tsodilo Hills, Mahango and Kaudom. It is envisaged that, in the medium-term, a range of appropriate tourism products and associated infrastructure may be established in this zone.

The area around Aha Hills and Gqwilhaba Caves should be zoned for low intensity tourism use and the development of low order tourism products.
Recommended tourism products

Tsodilo Protected Area

It is recommended to establish a protected area in the Tsodilo TDA. The major attraction of the proposed protected area will be archaeology, San history, culture, heritage and art located within an extensive semi-arid wildlife area.

This product has a high development priority.

The boundaries of the proposed protected area are not fixed and should be finalised through a government-led process of stakeholder consultation, particularly the current residents of the area. However, it is recommended that the area of the proposed park be as large as possible.

The protected area should target a wide range of international and SADC market segments including coach and microbus-based tour groups, other mobile safari groups and self-drive tourists.

The purpose of the new protected area is to:

✓ Create a major new "must see" tourist destination that diversifies the tourism offering of Ngamiland and Botswana away from wildlife tourism;
✓ Create new opportunities for citizens – particularly the residents of the Tsodilo TDA – to enter the tourism industry;
✓ Contribute to the rejuvenation of the maturing image of Botswana and the Okavango Delta as a world class tourist destination; and to
✓ Introduce the history and heritage of the San into the tourism economy as a viable, sustainable and quality tourism product.

It is recommended that the protected area should achieve the following:

✓ Afford the highest level of protection, probably through the proclamation of a protected area.
✓ Convert the Tsodilo Hills from its current status as a day visitor experience to a multi-day, multi-experience destination.
✓ Create a range of experiences that will appeal to the preferred market segments.
✓ Create a new tourism growth area in Ngamiland away from the Okavango Delta.
✓ Integrate into a transfrontier conservation area with Kaudom and Mahango, and become an integral component of the Kavango-Zambezi TFCA.

Government needs to undertake a detailed planning process to ensure a sustainable tourism product that will become a national asset in the future.

Tsodilo Hills World Heritage High Intensity Node

It is suggested that the recommendations listed in the existing Tsodilo Hills (NG6) tourism development plan be implemented in the Tsodilo Hills World Heritage High Intensity Node.

Tsodilo/Kaudom/Mahango Transfrontier Conservation Area.

Botswana is a signatory to the KAZA TFCA initiative. The Tsodilo protected area should seek to create an integrated Tsodilo/Kaudom/Mahango Transfrontier Conservation Area.
Tour routes and supporting infrastructure

Government and the private sector should focus on establishing the following:

- A network of tour routes through the proposed Tsodilo protected area suitable for different types of vehicles from large tour coaches to sedans and 4x4s.
- A paved road to Tsodilo from the A35 suitable for 44-seater coaches.
- Roads that link Kaudom and Mudumu in Namibia with the Tsodilo TDA.

As part of the KAZA TFCA initiative, Government should ensure that appropriate immigration control and administration mechanisms are in place at border crossings between Botswana and Namibia.

Citizen participation

The Tsodilo TDA is designed to diversify the tourism of Ngamiland away from wildlife tourism and create new opportunities for citizens – particularly the highly impoverished residents of the TDA – to enter the tourism industry. Accordingly, this TDA is a high priority area for citizen empowerment and is graded as having excellent potential for increased citizen participation.

The tourism potential of the Tsodilo TDA is anchored in the culture, history and heritage of its indigenous residents and it is thus critical that they participate in, and benefit from, the development of this TDA. Therefore, it is recommended that residents be granted preferential standing as preferred beneficiaries for citizen participation in the Tsodilo TDA.

The tourism development plan for the Tsodilo Hills High Intensity Tourism Node identifies various tourism products including lodges, self-catering accommodation facilities and camping grounds. It is recommended that an affirmative procedure be used to achieve high levels of citizen participation when these opportunities are awarded. A new framework for the awarding of leases in the Tsodilo TDA (similar to that recommended for the Moremi-East TDA) should be designed that awards footprint leases for accommodation establishments allied with traversing rights in the wider TDA enabling activities such as access to the Tsodilo Hills, game drives in the new National Park, etc. The leases should be awarded using a system that places a high premium on citizen participation.

A range of opportunities with low barriers to entry will be created within the Tsodilo TDA. When developing the detailed plan for the TDA, these opportunities, which are particularly suited to the needs of small-scale citizen entrepreneurs, should be identified and reserved for residents of the TDA.

1.9 Okavango Panhandle TDA

Tourism resource and attractions

The boundaries of the Okavango Panhandle TDA broadly coincide with NG10 straddling the Okavango River between the Namibian border and Seronga. The area includes the Okavango and its fish stocks; the wildlife associated with the river and its wetlands; abundant birdlife; crocodile breeding areas and relatively large numbers of elephants.

Existing tourism products

Tourist products and activities currently include a number of mid-market lodges and campsites where tourists overnight en-route or where they come to fish, bird watch, boat and generally enjoy
the wetlands of the Panhandle. There are also more upmarket lodges and houseboats on the river.

**Tourism image**

The tourism image for this TDA is an Okavango River-based, activity-orientated experience in a semi-wild but rural experience with easy vehicular access for self-drive tourists.

The tourism image or branding recommended for this TDA should build on the following factors:

- It is primarily a river experience and not a delta experience as in the Okavango Core TDA.
- There is limited wildlife compared to Okavango Core TDA.
- It is in close proximity to a tour route that is predicted to become more popular in the future.
- It will shortly be serviced on both sides of the Panhandle by paved roads.
- It is integrated into a populated rural area with associated livestock farming and cultivation.
- Numerous tourist accommodation facilities already exist that target the mid-market tour operators, self-drive tourists, fishing enthusiasts and business travellers.

**Tour routes**

The following routes are currently used by different segments of the market:

- The route from Mohembo to Gumare on the A35 is the primary route in the western sector of Ngamiland. It carries tourist traffic from Namibia to Maun along the western side of the Panhandle. The road is paved but narrow and requires upgrading. It is currently unsuitable for coaches but it is suitable for microbus tour vehicles, overlanders and self-drive tourists in sedan cars. The A35 does not afford visitors views of the Okavango, the primary attraction in the area.

- The road between Mohembo and Seronga is scheduled to be paved road. A bridge over the Okavango at Mohembo will replace the ferry. This will make Seronga more readily available to self-drive tourists in sedan cars. However, tourists would need to double back on the route from Seronga to continue their journey along the A35. This route affords visitors good views over the river and wetlands but primarily passes through rural land that has been cultivated.

**Preferred market segments**

The following market segments should be targeted:

- **Overseas tour groups** are preferred due to the TDA’s proximity to paved roads and established tour routes, particularly the Caprivi route. This market segment can contribute significantly to tourism economy of TDA thus providing much needed tourism benefits without impacting on the Okavango Core TDA.

- **Microbus tour groups** are preferred as they stimulate the growth of smaller products off the main tour routes. This market will assist in spreading the benefits of tourism in the TDA.

- **Overseas and regional self-drive FITs** are well suited to this TDA. The regional sector of the market is highly mobile, resilient to the external influences that affect overseas tourists and is considered a growth sector as all-terrain vehicle ownership increases.
Tourism development nodes

Tourism in this TDA should be focused on three TDNs situated at Shakawe, Seronga and Nxamasere. The concept is to centralise tourism services (including tourism information centres) in these nodes to prevent linear spread along the TDA’s tour routes.

The Shakawe TDN should be the primary node for the Panhandle TDA. With its paved airstrip and proximity to the border post, Shakawe is well placed to serve as a primary TDN.

The Nxamasere TDN should function as a medium order TDN to service the central section of the Panhandle and Tsodilo TDAs because it is:

✓ Strategically located at the intersection of the A35 route and the road leading to Tsodilo Hills.
✓ Forms the gateway to the proposed Nxamasere Nature Reserve.
✓ Will operate as one of the gateways for the proposed Tsodilo National Park.

The Seronga TDN is well located as a centralised service centre on the eastern side of the Panhandle. Although it is likely to remain small in scale, tourism services, facilities and support infrastructure should be located at Seronga to prevent sprawl along the length of the tour route leading to Seronga.

Recommended tourism products

Nxamasere Nature Reserve

It is recommended to establish a nature reserve on minimally impacted land in the Nxamasere area so as to create an environment for the development of a range of market-focused tourism products. Nxamasere is well located to intercept tourist traffic along the A35 tour route and at the main intersection to Tsodilo Hills. The boundaries of the proposed reserve are to be identified through a consultation process with the host community and interested tourism service providers.

This product has the following a high development priority.
The following factors will appeal to visitors:

- The reserve’s location relative to the paved A35 tour route.
- Easy access for sedan vehicles.
- The perception of wildness, beauty and tranquility on the edge of the Okavango.
- The opportunities it affords for high quality fishing, boating, mokoro trips and nature walks.

The reserve target a wide range of international and SADC market segments including microbus-based tour groups; other mobile safari groups; and self-drive tourists (including sedan-based travellers). The reserve is likely to appeal to tourists seeking activity-based experiences.

The reserve establish an area fenced off from livestock designed to:

- Create an environment for a range of tourism products at a strategic location on the A35 route.
- Diversify tourism development away from the core area of the Okavango Delta.
- Diversify the local economy by promoting tourism as a viable activity for local communities and providing an environment for local entrepreneurs and citizens to become involved in tourism
- Conserve the natural environment of the Panhandle.
- Create a link between the A35 tour route and the Okavango River/floodplain.

The reserve could accommodate a range of lodges; tented camps; fly camps and campgrounds. Activities could include bird watching; mokoro trips; boating; guided walks and fishing.

**Government** lead a **detailed planning process** to prepare the ground for the proposed reserve.

**Seronga Tourism Hub & Gateway**

It is recommended that a minor tourism hub be developed just south of Seronga offering a range of activities and acting as a gateway through which tourists pass to travel into the northern portion of the Okavango Core TDA or the far north of Ngamiland. The boundaries of the hub should be identified through a process of consultation with the local communities and interested service providers.

This product has are **relatively low development priority**.

The following factors will appeal to visitors:

- The location of the hub relative to the Seronga tour route.
- Easy access for sedans along the upgraded Mohembo-Seronga paved road.
- A perception of wildness on the edge of the Okavango River and Okavango Core TDA.
- The role of the hub as a springboard for fishing, boating, mokoro trips and nature walks.

The hub will attract a range of international and SADC tourists including microbus-based tour groups; other mobile safari groups; and self-drive tourists (including sedan-based travellers). The hub will function as a staging point for tourists seeking activity-based experiences.

The purpose of this product is to:

- Create an environment for the development of tourism products.
NGAMILAND DISTRICT TOURISM DEVELOPMENT PLAN – EXECUTIVE SUMMARY

✓ Consolidate tourism activities into one geographical area to create economies of scale and prevent sprawl throughout the Seronga area.
✓ Create a "gateway" through which visitors pass into the wilds of the northern Okavango Core TDA and far north of Ngamiland.
✓ Diversify tourism development away from the core area of the Okavango Delta.
✓ Diversify the local economy by promoting tourism as a viable activity for local communities.

Supporting infrastructure

The A35 is predicted to become a major tour route in the medium to long-term. It is strategically important to the tourism development of the western sector of Ngamiland as it includes new major new tourism products.

Government focus on:

✓ Upgrading the A35 to a standard suitable for the safe passage of 44-seater luxury coaches.
✓ Upgrade and pave the road to Seronga.
✓ Construct a bridge over the Okavango River at Mohembo.

Government, in partnership with the private sector and local communities, should:

✓ Establish the tour route between Mohembo and Seronga, aimed primarily self-drive tourists and tour/safari operators using light tour vehicles.
✓ Apply adequate resources to develop the A35 as a primary tour route to act as the spine of the Panhandle, Tsodilo and Western Tour Route TDAs. A route branding, signage and promotion programme should be implemented. The information centres proposed at Mohembo and Nxamasere should receive priority development status.

Citizen participation

The Nxamasere Nature Reserve has a high potential for citizen involvement, particularly local residents. In order to realize the opportunities for citizen participation associated with the Nxamasere Nature Reserve, it is recommended that:

✓ The lease rights to Nxamasere Nature Reserve be vested in an appropriate community-based legal vehicle, probably a trust representing the resident and neighbouring communities. This CBO, with technical support from an appropriate support agency, enter into joint venture or other partnerships with citizen-owned or other private partners to develop and operate the various business opportunities present in the Reserve. Opportunities suitable to emerging citizen entrepreneurs should be identified and reserved for local entrepreneurs.
✓ Seronga already houses the Okavango Polers Trust, which operates mokoro trails in the area. A detailed tourism precinct plan should be developed for the Seronga Tourism Hub and Gateway, which identifies specific tourism opportunities suitable to emerging citizen entrepreneurs. These opportunities should be reserved for local residents and other citizen-owned businesses. Products that require higher levels of capital investment and experience should be awarded via a process that uses the broad-based scorecard approach described elsewhere in this plan.
1.10 Western Tour Route TDA

Tourism resource and attractions

The Western Tour Route TDA straddles the paved road from about Gumare to Maun. The route’s primary tourism resource is its proximity to the Okavango Core TDA, the proposed Tsodilo National Park and Lake Ngami. Other than this, there are currently no significant attractions along the route. This TDA is therefore primarily a transit zone in its current format but the potential exists to create a series of attractions along the route.

Tourism image

The tourism image for this TDA is an interesting tour route to meander through on route between major tourist destination areas. The tourism branding recommended for this TDA should build on:

- Lake Ngami as a unique bird watching location.
- The proximity of wildlife associated with the Okavango Core TDA
- That the TDA is a transit zone based on a tour route.

Tour route

The Shakawe to Maun route is the primary tour route in the western sector of Ngamiland. It carries tourist traffic from Namibia to Maun along the western side of the Panhandle. The road is paved but narrow and requires upgrading. The current condition of the road makes it unsuitable for coaches but it is suitable for minibuses and self-drive tourists in sedan cars. The A35 intersects with the A3 at Sehitwa, close to Lake Ngami. Lake Ngami itself is not directly on the tour route and is currently poorly signposted.

Preferred market segments

The market segments for this TDA are similar to those described above for the Panhandle TDA.

Tourism development nodes

Gumare should be developed as a TDN because it is strategically located as a convenient fuel, comfort and refreshment stopping point along the A35. Furthermore, the proposal to establish the Gumare Ecotourism Park makes Gumare a suitable location as a service hub.

The Ngami TDN is situated at the intersection of the A35 and A3 near the village of Sehitwa and in close proximity to Lake Ngami, a popular bird watching tourist destination. This strategic location makes Ngami suitable as a low order, low intensity TDN.

Recommended tourism products

Gumare Ecotourism Park

It is proposed to establish an Ecotourism Park along the A35 providing a “shop window” onto wildlife-rich land and creating an enabling environment for the development of a range of private sector-operated tourism products. The park should be located south of Gumare between the A35 and the veterinary fence to the east. The boundaries of the park should be established through a consultative process. However, its location on the A35 tour route should not be negotiable. It is crucial that the existing veterinary fence be realigned to bring the wildlife of the Okavango Core...
TDA up to the A35 road thereby creating the opportunity to establish a range of tourism products that meet the needs of passing tourists.

The Gumare Ecotourism Park is a long-term project that requires the following interventions:

- The upgrading of the Maun-Kasane road routed along the eastern flank of Chobe National Park.
- The use of the A35 by the coach market segment in order to reach a scale of magnitude that will make the proposed park financially viable.
- The preparation of a detailed precinct plan.
- The realignment of the veterinary fence as discussed above.

This product has a medium development priority.

The purpose of the Gumare Ecotourism Park is to:

- Create an environment that stimulates small-scale, non-capital intensive tourism products that encourage citizen involvement in the tourism industry of the Okavango Delta.
- Provide an additional range of experiences for visitors on the A35 tour route.
- Provide a location for the establishment of overnight facilities on the A35 tour route.

The following factors will appeal to visitors:

- Wildlife and the opportunity for game viewing and bird watching.
- The opportunity to do undertaken excursions not normally permitted in Moremi Game Reserve such as walking safaris and other adventure activities.

The Gumare Ecotourism Park will attract the full range of international and SADC market segments described above for the Western Tour Route TDA. It is likely to have a particular appeal for tourists seeking an overnight stop or activity-based experiences while en route between other destinations.

**Supporting infrastructure**

In partnership with the private sector, Government should:

- Facilitate the process and funding of realigning the veterinary fence so as to encompass the proposed land for the Gumare Ecotourism Park.
- Develop a track network inside the Ecotourism Park and a series of boreholes to attract wildlife.
- Establish tourist facilities such as game/bird hides.
- Establish TICs at the entrance to the Gumare Ecotourism Park and at the intersection of the A35 and A3 at Sehitwa.
- Develop a road signage programme.

**Citizen participation**

The Western Tour Route TDA offers various opportunities for citizens to increase their participation in the tourism industry of Ngamiland. The Gumare Ecotourism Park has a high potential for citizen involvement but only in the long term (given the timeframe associated with the project).

In order to realize the opportunities for citizen participation, it is recommended that:
Government drive the preparation of a detailed tourism development plan for the area. It is a specific purpose of the project to create small-scale tourism products that are suitable for emerging entrepreneurs. These opportunities should be identified during the planning process and reserved for local entrepreneurs.

The lease rights to the Gumare Ecotourism Park should be vested in an appropriate community-based legal vehicle, probably a trust representing the resident and neighbouring communities. This CBO, with technical support from an appropriate support agency, should enter into joint venture or other partnerships with citizen-owned or other private partners to develop and operate the various business opportunities present in the park.

1.11 Limits of Acceptable Change

Introduction

The essential element at the heart of the Okavango Delta Ramsar Site (ODRS) is the fact that the biophysical systems, structures, functions and processes at play in the area, over time, as well as the biodiversity inherent therein, are fundamental to ensuring the health of the Delta and its continued existence into the future. Without this understanding all socio-economic activities that are dependent on the presence of the Delta and its provision of natural resources may be at risk. This is the key reason that the Okavango Delta has been declared to be a wetland of global importance through the Ramsar Convention.

Inappropriate socio-economic activities can disturb the delicately balanced biophysical systems and processes and jeopardize the provision of these natural resources to resident communities. The Okavango Delta is the primary resource for all economic activity in the Ngamiland District. Tourism is an important socio-economic activity not only for the nation, but for Ngamiland District in particular.

Tourism is a key socio-economic activity within the ODRS, providing employment and livelihood security to a great number of residents in the area. It therefore has to be carried out in a responsible and sustainable manner, not only to protect the biophysical aspects, but also to ensure the welfare of communities in the area over the long term. However the growth in development of lodges in the core section of the Delta over the past fifteen years has given rise to some concern, in that little is known about the potential impact of this growth on the biophysical aspects of the Delta, or on the type of experience that visitors might be expecting in return for the high fees paid for their packages. Currently there are no mechanisms in place to control the numbers of visitors in the Okavango Delta outside of protected areas, except where leases are given to concessionaires and management plans are approved with limitations on sizes of camps and number of beds permitted per camp.

The Ramsar Convention requires that the ODRS has a Management Plan to guide day to day management, and to protect the biodiversity and biophysical systems of the area. Such plans should use a hierarchical set of strategic objectives to outline strategic means of managing any use of the area and protecting the area. One such strategic objective would be to manage and protect the biodiversity and the biophysical systems. A particular set of activities that could adversely impact the biodiversity and biophysical systems of the ODRS is tourism - in all its forms and related activities. A key means of managing the impacts of tourism use in the ODRS is through the Limits of Acceptable Change (LACs) - a monitoring based system that uses indicators to determine if the impacts of tourism use induce unacceptable changes in the biophysical systems or biodiversity of a specified area. Unlike the concept of 'carrying capacity', LACs attempt to answer the question "How much impact or change is appropriate or acceptable?" rather than "How much use is too much?" Rather than attempting to identify an elusive carrying capacity number, LACs focus on what kinds of resource and social conditions are desired to be maintained in the protected area. The basic
The premise of the LAC concept is that change (both environmental and social) is a natural, inevitable consequence of recreation use.

LACs are based on the recognition that:

- Specific objectives are needed to identify what it is that management should to protect,
- Change is always present in nature-dominated systems,
- Any recreational use leads to some change,
- Management is therefore confronted with the question of how much change is acceptable, and
- Monitoring of the outcomes of management is needed to determine if actions were effective.

LACs are an integral component of protected area planning that involves any form of tourism. They provide a feedback mechanism within management decision-making processes, as to:

- The possible extent of any impact being caused by tourism activities on the biophysical environment; and
- The extent to which visitors enjoyed their experiences in the protected area.

These two forms of feedback enable management authorities within the protected area to respond to negative impacts (changes) to the biophysical environment and take appropriate corrective action. Information about visitor experiences also allows managers to understand visitor needs and their behavioural patterns, so that appropriate experiences may be provided where possible.

The LACs therefore, although primarily associated with the decision-making processes of those sectors dealing with aspects of biophysical processes (hydrology, soil, wildlife, vegetation etc.) and those dealing with tourism processes (tourism operators, commerce, industry etc.), also links with and takes cognizance of socio-economic issues (land use planning, use of natural resources etc.). The various ODMP studies and pieces of research have therefore informed the construction and development of the LACs. Likewise the LAC process has informed the integration of the results of other components into the overall final ODMP, especially that of the Land-use Plan.

**Methodology**

The Terms of Reference for the Tourism Master Plan Study required that the Limits of Acceptable Change approach be used to monitor tourism activities. It also required that the concept of ‘carrying capacity’ should be evaluated as an adjunct to the LAC process, to determine its current applicability. A review and comparison of the two concepts was carried out and a paper on the issue was presented to a group of interested parties at HOORC in mid 2006.

Using the fundamental principles and approaches of LACs developed in the USA by the Forest Service in the mid 1980s, in response to perceived inadequacies in previous planning processes based simply upon carrying capacities for tourism use in protected areas, especially those areas with wilderness qualities, a LAC process was initiated for the ODRS.

The LAC model developed by the US Forest Service to suit the USA conditions suggests that there should be nine principle steps in developing the complete process. In this study, given the capacity constraints encountered within the ODRS environment, these nine steps have been reduced to six steps:

- Identify issues and concerns;
- Define and describe opportunity zones;
Select indicators of resource and social conditions;

Inventory existing resource and social conditions;

Specify measurable standards for the resource and social indicators selected for each opportunity class; and

Monitor & manage conditions.

Currently there are no mechanisms in place to control the numbers of visitors in the Okavango Delta outside of protected areas, except where leases are given to concessionaires and management plans are approved with limitations on sizes of camps and number of beds permitted per camp. There are few control mechanisms to manage congestion of accommodation facilities outside of these parameters. As a precaution to mitigate environmental impact, the Tawana Land Board requires that there should be an indication of environmental sensitivity and measures to be taken to protect the environment when applying for the site and producing a management plan. However a thorough Environmental Impacts Assessment is not done because it is an expensive exercise, especially for small scale operators.

In conjunction with the extensive consultations with all stakeholders regarding major issues for consideration, the potential and opportunity for new, alternative or enhanced tourism activities was explored. One of the first activities in this step was to identify areas of high tourism potential in the ODRS. A separate series of workshops and meetings with key stakeholders was carried out and various exercises completed to identify high potential areas, low potential areas as well as sensitive areas.

An important element of LACs is the development of a series of use zones that delineate where the type and limits of specific activities can be carried out. This allows the management authority to ‘manage’ the use of the areas effectively. As a step towards identifying the spatial framework for these zones, a map showing the extent of modification of the environment in the ODRS was constructed. On this map all areas with known conservation sensitivity were plotted, to compare with the ‘ideal’ tourism planning perspective that the main Tourism planning process would create.

Zonation

In December 2006, Ministers of Angola, Botswana, Namibia, Zambia and Zimbabwe met to sign the KAZA TFCA Agreement. Inherent in this, through the facilitating NGO ‘Peace Parks’ was the need to have a common methodology of planning protected areas in southern African TFCA. As a result of this, and in anticipation that their Conservation Development Framework approach would be used, it was agreed that the categorization of the ODRS would be changed slightly to accommodate the model being currently used in other areas. The following categorization was then developed and tested with key stakeholders, including a change in overlays:

Use Areas or Zones

- Wilderness
- Remote – Low intensity use
- Remote - Wild
- Remote – medium intensity use
- Low intensity recreation
- High intensity recreation
- Rural – low density use
- Rural – moderate/high density use
Overlays

✓ Development node
✓ Sanctuary or special conservation areas or nodes
✓ Cultural site or node

The system of introducing overlays was to accommodate the fact that some factors such as special conservation needs may occur in more than one Use Zone.

Zone Characteristics

Having identified the required types of use zone, the ‘desired state’ for each zone was developed in a matrix, indicating: Quality of the environment; Experiential qualities obtainable in each zone; the Extent of interaction between users; Sophistication of facilities; Level of exertion required by visitors; Level of self-sufficiency required; Level of Commercialization; Spirituality; Primary movement within the zone.

A further matrix was developed outlining the characteristics of each use zone, covering:

✓ Experiential Qualities;
✓ Interaction between users;
✓ Type of Access;
✓ Type of activities permitted; and
✓ Type of facilities permitted in each zone.

Based upon the above categories and together with the conservation sensitivity map a draft zonation map was constructed to show where specific types and levels of tourism activity would be permitted.

Zone Indicators and Standards

Consolidating all the above data allowed for relevant indicators and standards to be developed to monitor each zone to see if unacceptable levels of tourism activity might be taking place. These indicators and standards were developed in conjunction with a LAC Reference Group that was established, drawing on the technical expertise of a number of interested and affected parties in the ODRS area. In the short term it was felt that, given the capacity constraints encountered in the ODRS, it would be prudent to introduce a simplified form of indicators, based upon surrogate indicators to start with – the rationale being that once the ODRS management authority has been clearly entrenched and is effectively coordinating management activities, then more sophisticated forms of LAC may be introduced.

Finally, a monitoring framework for the LACs was proposed, indicating that it would be necessary to have one centralised institution managing the ODRS, in order to ensure that monitoring did take place, and that had a relevant level of authority to ensure that there was compliance. Without such authority and ability to enforce compliance, the LACs process would become fragmented and dysfunctional.

Conclusion

It is this studies conclusion that through the LAC process, significant further tourism development may be permitted over the long term, as long as it is carried out in a strictly planned and adaptive management approach, allowing adequate time between phases of incremental development to assess adverse impacts occurring.
It is further suggested that this can only take place if the current system or framework of hunting concessions is rationalized in conjunction with the needs of the photographic safari industry, as stated previously. Once this has been completed it is essential that, as a future exercise, all the sites for potential lodges or semi-permanent camps are identified (see findings of this associated Tourism Master Plan process) and that these are ranked in potential for consideration as development sites in a phased programme over the next thirty years. It is suggested that the phases should be structured as follows:

- Short-term development (2-5 year horizon, from date of initiating phased programme);
- Medium-term development (6-15 year horizon); and
- Long-term development (16-30 year horizon).

This will allow for an incremental and adaptive management approach to be implemented. This programme is therefore dependent upon the completion of a rationalization of the hunting area concessions in conjunction with the photographic safari concessions.

However, it should be emphasized that when allowing any development of further lodge or semi-permanent camps in these Remote Zones, it should be a consideration that such camps should not have carrying capacities that exceed 24 tourist beds per camp, and that these beds be distributed in smaller units of no more than eight bedded clusters i.e. 4 x 2 bedded units, with these clusters being serviced by a central hospitality area consisting of a lounge, dining room, kitchen and reception etc. This requirement is to ensure that the wilderness and ‘wildness’ character of our primary tourism product in the ODRS is not compromised, and that in fact the developers are meeting the growing demand for solitude, isolation or exclusivity.

**LAC Recommendations**

In order to successfully implement the LACs it is recommended that:

- A single management authority or institution should be clearly outlined and accepted by all stakeholders of the ODRS, to coordinate the management and implementation of LACs and to encourage and enforce compliance. This ‘ownership’ of the process is essential to its successful implementation in the long term;
- The LAC Reference Group should be maintained and used to assist in the initial implementation of the overall LAC process, and to contribute to the initial fine-tuning of the indicators and standards, the exact methods of data collection and storage, the means of consolidating the data to make it a cohesive and integrated management process;
- That clear roles and responsibilities are defined up front for all the actors/agents and managers, to enable each player to carry out clearly defined functions, in agreed methodologies, against set deadlines and schedules, conforming to reporting relationships, and understanding the consequences of non-performance;
- An ‘adaptive management’ approach is taken to the implementation of the LAC process, testing the given LAC framework and its indicators and especially the standards for appropriateness, on an annual basis, analyzing the data and modifying it as necessary to provide useful management information;
- A system of centralised data collection should be developed that includes all the agents indicated in 2, above, that collates data on a systematic and regular basis; that the data is analysed and interpreted; and that ‘situation specific’ appropriate management action is decided upon, and carried out;
- Wherever possible the LACs should be initially carried out at the lowest level of activity i.e. by the actors or ‘agents’ who have the potential to allow unacceptable change to take
place 'at source' – such as lodge or camp operators, mobile safari operators, mokoro operators, DWNP, etc.;

- The overall LAC process is re-evaluated periodically i.e. every three years, using a team of peer researchers from the region who have been involved in similar processes, to exchange lessons learned and to suggest methods of strengthening the process incrementally;

- Carrying capacities should only be used to manage the exclusive or secluded 'nature' and 'character' of the fundamental product within the 'core tourism area' (the Remote Wild and Medium Density Zone) i.e. small clusters of two-bedded tents surrounding a centralised hospitality area (deck, lounge, dining area, kitchen, reception, curio shop etc.), where the total number of beds in the total complex is no greater than 24 beds.

- A full review of the controlled hunting area (CHA) framework used in the ODRS area should be carried out to determine how the framework could optimise the economic potential of tourism and hunting over the medium term without negatively affecting the biodiversity and biophysical integrity of the ODRS and rationalizing the hunting industry requirement with those of the photographic safari industry needs. This may require a 'dualist' situation where photographic safari areas (with lodge or semi-permanent camps) have a smaller footprint and that these exist within surrounding hunting concession areas – obviously with appropriate buffer zones included. As mentioned above however, it should be recognized that the CHA framework has served to protect the integrity of the biodiversity and the biophysical systems of the ODRS, and that any review of the framework should be carried out in a rigorous and scientific manner, keeping in mind the overarching objective of the Ramsar convention to balance socio-economic needs with biodiversity and biophysical needs;

- Any increase in the number of camps to be permitted for development in the 'core tourism area' should be dependent upon the review of the CHA mechanism or framework. Given the need to review a significant number of concession leases in the ODRS within the next three years, it is felt that this should be postponed for a period (say three years) in order to enable the study to occur and to allow a more synchronized renewal of leases to be effected.

- Rationalize the provision of support mechanisms to lodges, camps and hunting concessions such as air traffic for transfers etc. to minimize environmental impacts and conflicts with other users;

- Rationalize the provision of servicing mechanisms and processes to lodges, camps and hunting concessions, such as routes and permitted vehicle types, to minimize environmental impacts and conflicts with other users.
1.12 Tourism Monitoring Programme

The Tourism Monitoring Programme is informed by the requirements outlined in the Ngamiland Tourism Development Plan which incorporate Citizen Empowerment, Limits of Acceptable Change and the tourism elements of the CBNRM Action Plan. The Department of Tourism currently captures and aggregates tourism data centrally. The information collected is not capable of monitoring the impact of tourism on the Delta or assess the level of citizen empowerment resulting from the growth of the tourism industry in Ngamiland. To address this, the approach to tourism monitoring is based on the design of a “development management system” to assist the Department of Tourism in its main function of regulation of the tourism industry.

One of the objectives of the ODMP Sustainable Tourism Component is to ensure sustainability in Ngamiland, as Botswana’s main tourism destination. These will be achieved through the establishment of a “knowledge-based” platform, which requires a systematic approach to compile the knowledge needed to properly assess and manage the tourism sector in a sustainable manner.

Currently there are environmental concerns about the growth and impact of tourism on the Okavango Delta. Concerns are also common about the benefits from tourism particularly for citizens and local enterprises in Ngamiland. Due to the lack of a current knowledge base that includes these environmental and socio-cultural parameters, much of the current level of knowledge is based on perceptions, which may not be supported by actual data. A key output of the monitoring system is to address the lack of knowledge on the current status of environmental and socio-cultural impacts of tourism in Ngamiland.

The use of the tourism enterprise license is proposed as the key leverage point to monitor and regulate developmental, environmental and empowerment considerations in the tourism sector is proposed as part of the District Tourism Development Plan for Ngamiland. The tourism monitoring system will facilitate improved data management and subsequent reporting on the tourism sector in Ngamiland by including data capture elements for these three elements of sustainability.

The database driven development management system is proposed to be called TIMS, or the Tourism Information Management System. The system will initially be a pilot activity to address the information requirements specific to the Okavango Delta. The data collected will utilize existing Department of Tourism data capture tools where possible in order to support integration with the government’s national level data.

Independent of the tourism industry, Botswana ranks low in “business friendly” rankings regarding the requirements to acquire permits to run a business. Efforts were made to assess the current licensing and permit requirements for the establishment and maintenance of a tourism enterprise license in Botswana so that the industry may remain competitive in the regional market. This assessment focused on the lodges and mobile operators, or holders of category B and C enterprise licenses, as they appear to bear the greatest regulatory load in the tourism industry.

A category B or C enterprise is required on average to obtain fifteen licenses or permits and pay fees which may amount to BWP ~48,000 pula to establish and maintain a tourism enterprise. Even though the tourism enterprise license incorporates some of the licensing requirements covered under separate licenses, an enterprise may still be required to obtain more than ten licenses or permits in addition to the enterprise license. Many of these licenses relate to vehicles, immigration and labour permits that could not be easily incorporated into the tourism enterprise license.
In the absence of a clear means to integrate all permit and license requirements, it is recommended that an institutional oversight mechanism is established at the district level to oversee the coordination of inspections between government and the tourism industry. As tourism is one of government’s main vehicles for economic diversification, it is recommended that the oversight is coordinated at the highest level in the district and includes the following representatives who would meet on a quarterly basis:

- District Commissioners Office
- Land Board Secretary’s Office
- Council Secretary’s Office
- HATAB – Lodges
- HATAB – Mobiles
- Botswana Wildlife Management Association
- Botswana Guides Association

Capacity to monitor the impact of tourism on the ODRS within the tourism sector as demonstrated by available, accurate and timely data is limited. To address this, a phased approach is proposed that initially focuses exclusively on the Department of Tourism largely in support of its regulatory role. Biodiversity and nature resource management monitoring of areas in the Ramsar site where there is no direct correlation or link with tourism activities are beyond the scope of this monitoring system design.

**Recommendations**

- To address current capacity limitations, take a phased approach to monitoring development with a long-term goal of developing a web-based system accessible to managers in government, CBOs and the private sector as well as external clients and tourists;
- Utilize the Tourism Enterprise License as the key leverage point for improving monitoring compliance;
- Focus initially on supporting the Department of Tourism in Maun to develop its digital data management capacity utilizing the Tourism Information Management System (TIMS) as a pilot activity to evaluate the database as a tool for tourism monitoring;
- Integrate aspects of sustainable tourism relating to social (citizen empowerment) and environmental (utilizing limits of acceptable change) into the current license compliance requirements;
- Due to capacity limitations, utilize other Ngamiland institutions including HOORC, BioOkavango Project and private sector research support to assist in analysis and reporting of tourism impacts.
- Provide oversight to monitoring and inspections through the Project Management Committee (PMC) working with representatives of the tourism industry.
Section 2 – Revised Draft Final

Tourism Development Plan and Citizen Engagement

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April 2007
## ACCRONYMS

<table>
<thead>
<tr>
<th>Acronym</th>
<th>Description</th>
</tr>
</thead>
<tbody>
<tr>
<td>CHA</td>
<td>Controlled Hunting Area</td>
</tr>
<tr>
<td>DWNP</td>
<td>Department of Wildlife and National Parks</td>
</tr>
<tr>
<td>DoT</td>
<td>Department of Tourism</td>
</tr>
<tr>
<td>FIT</td>
<td>Fully Independent Traveler</td>
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<tr>
<td>KAZA</td>
<td>Kavango Zambezi (TFCA)</td>
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<tr>
<td>LAC</td>
<td>Limits of Acceptable Change</td>
</tr>
<tr>
<td>SADC</td>
<td>Southern African Development Committee</td>
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<tr>
<td>TDA</td>
<td>Tourism Development Area</td>
</tr>
<tr>
<td>TIC</td>
<td>Tourism Information Centre</td>
</tr>
<tr>
<td>TFCA</td>
<td>Transfrontier Conservation Area</td>
</tr>
<tr>
<td>TDN</td>
<td>Tourism Development Node</td>
</tr>
<tr>
<td>TDZ</td>
<td>Tourism Development Zone</td>
</tr>
</tbody>
</table>
## Contents

1 SUSTAINABLE TOURISM: AN INTEGRATED APPROACH ................................................. 1  
   1.1 WHAT IS SUSTAINABLE TOURISM DEVELOPMENT? ............................................... 1  
   1.2 IMPLICATIONS FOR NGAMILAND DISTRICT TOURISM DEVELOPMENT PLAN .................. 1  

2 STRATEGIC FRAMEWORK .................................................................................. 3  
   2.1 INTRODUCTION ............................................................................................. 3  
   2.2 VISION STATEMENT ..................................................................................... 3  
   2.3 GOALS AND STRATEGIC OBJECTIVES ......................................................... 3  
   2.4 IMPLEMENTING THE STRATEGIC FRAMEWORK ........................................... 13  

3 SITUATIONAL ANALYSIS: DEFINING THE ENVIRONMENT FOR TOURISM DEVELOPMENT .... 14  
   3.1 INTRODUCTION ............................................................................................. 14  
   3.2 KAVANGO-ZAMBEZI TRANSFRONTIER CONSERVATION AREA (KAZA) ...................... 14  
   3.3 REGIONAL ASSESSMENT ............................................................................... 16  
   3.4 EXISTING TOURISM PLANT .......................................................................... 25  
   3.5 UTILIZATION OF TOURISM PRODUCTS ....................................................... 30  
   3.6 POLICY ENVIRONMENT ............................................................................... 30  
   3.7 HUNTING TOURISM ..................................................................................... 31  
   3.8 CITIZEN PARTICIPATION ............................................................................... 37  

4 TOURISM MARKETS ....................................................................................... 47  
   4.1 EXISTING MARKETS ..................................................................................... 47  
   4.2 PREFERRED TARGET MARKET SEGMENTS ................................................... 47  
   4.3 MARKET SEGMENT PROFILES ..................................................................... 47  

5 STRATEGIES & CONCEPTS FOR TOURISM DEVELOPMENT & CITIZEN PARTICIPATION...... 49  
   5.1 STRATEGIES FOR SUSTAINABLE TOURISM DEVELOPMENT IN NGAMILAND ............ 49  
   5.2 TOURISM CONCEPTS .................................................................................... 59  
   5.3 CONCEPTS FOR CITIZEN EMPowerMENT IN NGAMILAND ............................... 65  
   5.4 ROLES FOR IMPLEMENTATION OF TOURISM IN NGAMILAND ....................... 67  

6 DETAILED DEVELOPMENT PLANS FOR EACH TDA ............................................ 69  
   OKAVANGO CORE TOURISM DEVELOPMENT AREA .................................................. 69  
   MAUN TOURISM DEVELOPMENT NODE ................................................................... 69  
   MOREMI-EAST TOURISM DEVELOPMENT AREA ...................................................... 69  
   TSODILIO TOURISM DEVELOPMENT AREA ............................................................ 69  
   PANHANDLE TOURISM DEVELOPMENT AREA ......................................................... 69  
   WESTERN TOUR ROUTES TOURISM DEVELOPMENT AREA ...................................... 69  

DEPARTMENT OF TOURISM & NORTH WEST DISTRICT COUNCIL  PAGE II
<table>
<thead>
<tr>
<th>Figure</th>
<th>Description</th>
<th>Page</th>
</tr>
</thead>
<tbody>
<tr>
<td>1</td>
<td>Air Botswana's flight timetable into and out of Maun.</td>
<td>18</td>
</tr>
<tr>
<td>2</td>
<td>Types of use zones used in the tourism land use potential identification model.</td>
<td>54</td>
</tr>
<tr>
<td>3</td>
<td>Zonation model for appropriate tourism-based land use planning.</td>
<td>55</td>
</tr>
<tr>
<td>4</td>
<td>Tour routes and primary road linkages in Ngamiland and neighbouring countries.</td>
<td>57</td>
</tr>
<tr>
<td>5</td>
<td>Air routes into Southern Africa and the new role that Livingstone, Zambia will play as international air gateway to the KAZA TFCA and Okavango Delta.</td>
<td>60</td>
</tr>
<tr>
<td>6</td>
<td>International tourists will fly directly to Livingstone, change to smaller aircraft for the short flight to Maun where they then fly by light aircraft to lodges and camps in the Okavango Delta.</td>
<td>60</td>
</tr>
<tr>
<td>7</td>
<td>Proposed lodge complex developed and managed by one operator / concessionaire offering a range of different sized satellite camps but functioning as a single operations unit.</td>
<td>62</td>
</tr>
<tr>
<td>8</td>
<td>Different configuration of lodge complexes offering tourists facilities with fewer guests which is being demanded by the overseas market.</td>
<td>62</td>
</tr>
</tbody>
</table>
1 Sustainable tourism: An integrated approach

1.1 What is sustainable tourism development?

Sustainable tourism development can be thought of as meeting the needs of present tourists and host regions while protecting and enhancing opportunity for the future.

Sustainable tourism development in Ngamiland is envisaged as leading to management of all resources in such a way that Government can fulfill economic, social, and aesthetic needs while maintaining cultural integrity, essential ecological processes, biodiversity and life support systems.

1.2 Implications for Ngamiland District Tourism Development Plan

To effectively plan for tourism development in Ngamiland, the planning process needs to be placed within a theoretical context of current thinking on sustainable tourism development. A detailed study was undertaken of current literature on tourism development planning which resulted in the extracting of a set of guidelines for sustainable tourism development compiled by Edward Inskeep, a consultant for the World Tourism Organization. These guidelines have been modified and used as a theoretical framework to guide the establishment of the District Development Plan for integrated and sustainable development of tourism in Ngamiland.

The following implications have had a direct influence on the compilation of the Ngamiland Tourism Development Plan:

a. The introduction of the idea of sustainable development shifts the focus away from the traditional "growth versus development" argument. The focus is increasingly on opportunities for employment, income and improved local well-being while ensuring that all development decisions reflect the full value of the natural and cultural environment.

b. Tourism development involving any loss of existing natural or cultural wealth or environmental capital will increasingly indicate how future generations will be compensated. The loss of natural and cultural assets can no longer simply be substituted for by capital wealth created by new development.

c. Tourism, as an industry can enhance environmental quality and at the same time create jobs. This provides a positive relationship between tourism and the environment. While some tourism salaries may not be as high as other sectors, tourism jobs do provide for longer-term development opportunities where other industries are not sustainable.

d. Economic growth must be adequately measured. It must include the real cost of protection and recycling not only in the present but also the future when these costs will be much higher. When tourism is compared to other industry sectors in this way, its image will greatly improve.

e. Sustainable tourism development must provide for intergenerational equity. To be fair to future generations of tourists and the travel industry we must leave them a resource base no less than what we have inherited. Each generation of tourism developers, planners and operators is obliged to look after the generations that follow.

f. Sustainable tourism development must avoid all actions that are irreversible. Some natural and cultural resources can be replaced. But old-growth forests, wildlife species and similar features, once lost, can never be enjoyed by future generations. As well, ancient monuments, historic urban areas, and distinct landscapes are irreplaceable.
g. Development which causes major changes in the environment usually has a greater impact on the poor than the rich. In the cases of relatively poor or developing regions the preservation of sustainable livelihoods must be taken into account. This is a concern where there is dependence upon fish stocks, wildlife, water supply, and other resources upon which tourism can have an impact.

h. Development in one region or country clearly can have positive or negative effects on other regions or countries. Therefore countries should work together to ensure that tourism is integrated into the overall planning and management of the environment. Cooperation in establishing and attaining economic, social and environmental goals in regard to tourism is necessary.

i. In situations where the resource base has been seriously degraded, mitigation and rehabilitation actions must be undertaken to reflect the concept of sustainable tourism development.

j. Sustainable tourism development involves promoting appropriate uses and activities that draw from and reinforce landscape character, sense of place, community identity and site opportunity.

k. Sustainable tourism development must be given policy definition and direction for each country, region and locality where it is to occur. This must be done in the light of environmental, social and economic conditions and requirements that exist there.

a. Sustainable tourism development requires guidelines for levels and types of acceptable growth but does not preclude new facilities and experiences.

l. Sustainable tourism development means promoting working partnerships among the network of actors and linking scientific research and public consultation to decision-making.

m. Sustainable tourism development involves the establishment of education and training programs to improve public understanding and enhance business and professional skills.

n. Sustainable tourism development involves making hard political choices based on complex social, economic and environmental trade-offs in a more extended time and space context than that traditionally used in decision-making.

Adapted from: Edward Inskipp, 1979; Tourism Planning: An Integrated and Sustainable Development Approach
2 Strategic framework

2.1 Introduction

A strategic framework defines the broad, high level parameters within which tourism development should take place in the planning domain. The framework comprises a cascading hierarchy from the broadest vision statement, to more detailed goals to specific strategic objectives.

The draft strategic framework is presented in a cascading framework, which moves in a descending hierarchy from:

- A high level *vision statement*;
- to a small number of broadly conceived *goals*;
- to the *strategic objectives* underpinning each goal;
- To a number of *strategic interventions* required to achieve each goal.

The structure is illustrated in the following figure:

![Hierarchy Diagram](image)

2.2 Vision statement

To strive for the development of a world class nature-based tourism destination that is economically sustainable and optimizes benefits to local communities and the nation within agreed limits of acceptable change.

2.3 Goals and strategic objectives

**Goal 1: To conserve the tourism resource base of the Okavango Delta.**
Strategic Objective 1.1

To ensure the effective planning and regulation of tourism in the Okavango Delta.

The Okavango Delta has been proclaimed a Ramsar site due to its high biodiversity value whilst also having capacity to provide reasonable levels of natural resources to local inhabitants, and to provide significant socio-economic benefits to the nation as a whole through tourism. In order to ensure that tourism activities and developments do not adversely impact upon the biophysical systems of the ODRS, adequate, systematic and regular planning needs to take place. All tourism activities and developments must be adequately regulated, but not over-regulated.

In order to ensure the effective planning and regulation of tourism in the Okavango Delta, the following Strategic Interventions need to be carried out:

Strategic Intervention 1.1.1 - Compile detailed inventory of tourism resources and attractions

Ensure that the Tourism Monitoring Programme identifies, describes and details all tourism resources and attractions in Ngamiland. The Tourism Monitoring Programme should keep this inventory current. The inventory of tourism resources and attractions should be made available to all interested and affected parties.

Strategic Intervention 1.1.2 - Maintenance of Ngamiland Tourism Development Manual

Appoint consultants to ensure that the Ngamiland Tourism Development Manual is kept current and that all new concepts, strategies and proposed tourism products are inserted into the manual.

Ensure that the Ngamiland Tourism Development Manual is accessible via the internet.

Strategic Intervention 1.1.3 - Tourism Monitoring Programme

Ensure that the tourism monitoring programme is functional, all data fields are effectively captured verified and kept current. Ensure that there an effective data dissemination system is in place and functional. Ensure that all data from the tourism monitoring programme is freely available to all interested parties.

Strategic Intervention 1.1.4 - Systematic and regular planning

Planning of an area such as the ODRS is not a once-off process. The management of the ODRS is a dynamic process that requires the concept of Adaptive Management to be introduced and used in all elements of the site management. This implies that the ODRS authorities and stakeholders do not merely wait for a ten-year period to pass before revisiting the overall ODR Management Plan and especially the Tourism Master Plan and the CBNRM Action Plan.

Adaptive management requires a ‘hands-on’ approach to continuously monitoring the activities and developments in the ODRS, and to assess in an ‘adaptive’ mode where aspects might be weak, causing problems, creating negative impacts or allowing negative trends to become established leading to the need for costly interventions.
This therefore requires an active monitoring programme to provide timely feedback to the management authority so that it may step in and correct emerging problems.

**Strategic Intervention 1.1.5 - Move towards a comprehensive CDF planning approach**

The current planning approach undertaken in the first phase of the ODMP may have certain inherent constraints that could hinder a more comprehensive management approach from being implemented in the area. The overall process could be strengthened if aspects of a Conservation Development Framework planning approach were to be followed over the next planning phase of, say, 5 years.

- In particular, the need for the planning to be based on a defined Biodiversity Management Plan for the ODRS would provide a sound foundation to planning processes – especially tourism developments.

- In addition, it is suggested that a more comprehensive and formal Conservation Sensitivity Analysis be carried out to define the specific areas of greatest conservation sensitivity. Such a Conservation Sensitivity Analysis would cover: i) Ecological and biophysical aspects; ii) Habitat Conservation Values including Special Habitats Values; Soil sensitivity; Hydrological sensitivity; Vegetation vulnerability; Legislative Sensitivity; Special Species sensitivity; Aesthetic sensitivity (visual sensitivity; Areas of special Aesthetic Value); Heritage Sensitivity etc.

This review of planning should take place on a regular basis.

**Strategic Intervention 1.1.6 - Review of the Controlled Hunting Concessions**

A key process that needs to be undertaken in order to move towards optimising the sustainable tourism potential of the ODRS, is to implement an extremely rigorous review of the controlled hunting areas: exploring their allocation processes; their economic optimisation potential; their success as conservation and protection instruments or mechanisms; and their empowerment potential.

This review should have an overarching analysis framework developed beforehand and within the next two years; and then each concession should be evaluated as it comes up for renewal. A further consideration should be to postpone the forthcoming renewal dates for all those concessions coming up for renewal in the next three years, and offer the concession holders a further period to bring the majority of them to a common renewal date.

**Strategic Objective 1.2**

To minimize the adverse impacts of tourism-related infrastructure and activities on the tourism resource base.

**Strategic Intervention 1.2.1 – Undertake effective planning of appropriate infrastructure**

Tourism infrastructure needs to be planned strategically – for the long-term – and be appropriate to the tourism resource and tourism industry demands, and be integrated into the rural economy and other economic sectors.
Appropriate consultants need to draft a detailed development and funding plan for the provision of the tourism infrastructure necessary to support the predicted growth in Ngamiland’s tourism plant and tourist numbers.

**Strategic Intervention 1.2.2 – Establish guidelines for responsible tourism operation**

Draft guidelines for tourism operators to ensure that tourism products are operated and managed according the internationally accepted principles and practices of responsible tourism.

Ensure that guidelines are effectively disseminated to (i) all appropriate parties in the tourism industry of the Ngamiland; (ii) is freely available to all interested and affected parties; and (iii) placed on the internet for public consumption.

**Strategic Intervention 1.2.3 – Ensure effective monitoring of impacts of tourism infrastructure and activities on tourism resource base**

Ensure that the Tourism Monitoring Programme is expanded to include the monitoring of the impacts of tourism activities and infrastructure on the tourism resource base.

**Strategic Intervention 1.2.4 - Respond to adverse data**

It is essential that the ODRS Authority has appropriate powers and authority, especially regulations, to enable it to enforce legislation to protect the biophysical and socio-economic aspects of the site.

It is therefore essential that appropriate legislation and especially regulations are developed to empower and authorise the ODRS Authority to effectively manage the development and activities in the area. Such legislation and regulations should be developed as a matter of priority – i.e. within two years of the ODMP being approved.

**Strategic Objective 1.3**

To effectively monitor the impact of tourism on the Okavango’s tourism resource base through time.

**Strategic Intervention 1.3.1 - Collect relevant management data**

It is essential that the ODRS Authority has access to timely and reliable data in order to be able to manage the area and to enforce regulations. It is therefore essential that a workable and effective monitoring process is established as a matter of priority that will facilitate the collection of all necessary data. A knowledge based approach to monitoring is proposed to provide the required data and information to the ODRS Authority to make decisions based on credible information.

A phased approach to capacity development is proposed to develop a data collection process that ultimately includes all relevant stakeholders. To the greatest extent possible, all data should be collected by the sectors most needing the information to make quality decisions about the wellbeing of their sector.
Goal 2: To optimise economic returns from tourism in the Okavango Delta.

**Strategic Objective 2.1**

To create an enabling environment for the development and operation of tourism in Ngamiland.

**Strategic Intervention 2.1.1 - Identify enabling environment for tourism development in Ngamiland.**

Ensure that Ngamiland Tourism Development Manual effectively articulates requirements and interventions required to establish an enabling environment for tourism development and operation.

**Strategic Intervention 2.1.2 - Ensure appropriate interventions are implemented to ensure enabling environment**

Ensure that appropriate Government department implements interventions recommended in the Ngamiland Tourism Development Manual.

**Strategic Objective 2.2**

To maintain and enhance the Okavango Delta as a competitive international tourism destination.

**Strategic Intervention 2.2.1 - Measure competitiveness of the Okavango Delta as world-class international tourist destination.**

Appoint market research consultants to periodically measure the competitiveness of the Okavango Delta as world-class international tourist destination through time.

Ensure that market research consultants provide remedial interventions to ensure competitive advantage and positioning of Okavango Delta as premier tourist destination and that remedial interventions are implemented.

**Strategic Objective 2.3**

To effectively identify target markets that return optimal benefits to the tourism industry and people of Botswana.

**Strategic Intervention 2.3.1 - Identify preferred target markets.**

Preferred segments of tourist markets are identified as target markets in the Ngamiland Tourism Development Manual. These markets are preferred as they deliver benefits from the consumption of tourism resources in the planning domain that deliver desired benefits as defined in this strategic framework.

Appoint consultants to (i) verify at regular intervals that profiles of preferred market segments are accurate and current; and (ii) that preferred market segments are delivering the desired benefits as identified in Strategic Framework.
Strategic Objective 2.4

To diversify the tourism product offering of the Okavango Delta.

Strategic Intervention 2.4.1 - Identify opportunities for product offering diversification

Convene regular stakeholder workshops to identify opportunities for product offering diversification. Establish a process to action the realisation of opportunities for product diversification.

Strategic Intervention 2.4.2 — Establish mechanism to encourage and assist with product diversification

Identify mechanisms and incentives that may be offered to private sector operators to diversify tourism products to include cultural and historical tourism products.

Implement such mechanisms to achieve desired results. Monitor effectiveness of product diversification mechanisms and incentives programmes. Implement remedial actions to ensure highest level of effectiveness of programmes.

GOAL 3: To increase the participation of citizens in the tourism industry of the Okavango Delta.

Strategic Objective 3.1 (ownership)

To increase the number and share of tourism businesses in the Okavango Delta owned by citizens.

The situational analysis revealed that the Ngamiland’s tourism industry has very high levels of foreign ownership. This skewed ownership pattern — especially in the higher value sectors — is the consequence of the specific history of the tourism cluster in northern Botswana, the global nature of the high value tourism industry, the absence of a strong indigenous culture of entrepreneurialism, skills shortages and the lack of appropriate financial instruments to assist citizens with the capitalisation of especially higher value tourism enterprises.

Strategic Intervention 3.1.1 – Develop appropriate financing mechanisms designed to provide citizens with access to capital for investment in the tourism industry.

This intervention focuses on the establishment of an appropriate financing mechanism that provides citizens with capital for investment in the tourism industry. Current facilities aimed at encouraging citizen investment such as those offered by the Citizen Entrepreneurial Development Agency (CEDA) are not wholly appropriate to the sectoral needs of the tourism industry, and new or amended instruments that are specifically tailored to the needs of the sector are required.

Strategic Intervention 3.1.2 – Develop and implement tendering/licensing procedures and other regulatory arrangements that promote broad-based empowerment of citizens.
This intervention seeks to integrate conditions requiring broad-based citizen empowerment – including ownership, strategic representation, employment equity, skills development, procurement and social responsibility spend – into the land allocation and licensing systems regulating business operations in Ngamiland. While it is a critical function of government to create an enabling environment for citizen empowerment, it is nevertheless important that it does not adopt policies and practices that discourage investment. The intervention should develop an approach that encourages citizen empowerment but avoids being so complex and bureaucratic that it stifles the growth of the industry. The key instrument is a citizen empowerment scorecard that measures the performance of lessees against a broad-based suite of empowerment categories (see the monitoring and individual TDA sections for further details).

**Strategic Objective 3.2** (strategic representation and control)

To increase the strategic representation of citizens in the tourism industry of the Okavango Delta.

Strategic Intervention 3.2.1 – Develop and implement tendering/licensing procedures and other regulatory arrangements that promote broad-based empowerment of citizens (including strategic representation).

See Strategic Intervention 3.1.2 above. This mechanism should be included in the broad-based citizen empowerment scorecard to ensure that representation of citizens in top executive and board level positions is increased.

**Strategic Objective 3.3** (employment equity)

To enhance employment equity for citizens in the tourism industry of the Okavango Delta.

Strategic Intervention 3.3.1 - Promote better implementation of existing regulatory mechanisms that promote employment equity in the tourism industry (including localization of labour).

The situational analysis revealed that employment equity in the Ngamiland’s tourism industry has lagged, especially at senior employment levels where the use of expatriate labour is widespread. Remedyng this situation may be partially achieved through more efficient implementation of existing government regulation. It appears current labour regulations regarding employment equity (including the requirement for labour localization plans) are not consistently implemented. Likewise, compliance with localization requirements included in concession agreements between tourism investors and the land board are not dependably monitored. This neglect appears to be a major cause of policy failure.

There is an urgent need to ensure more consistent enforcement of regulation (including appropriate follow up procedures). Weaknesses in the public sector’s ability to implement existing regulations should be remedied and a programme developed to build the civil service’s capacity in this regard.

Strategic Intervention 3.3.2 – Develop and implement tendering/licensing procedures and other regulatory arrangements that promote broad-based empowerment of citizens.

See Strategic Intervention 3.1.2 above. Employment equity should be given a high priority in the broad-based citizen empowerment scorecard. Employment represents the single biggest flow of income from high value tourism.
enterprises to local households. Capturing the greatest possible proportion of the payroll from tourism enterprises in Ngamiland for citizens – especially local residents – should therefore be a top priority for policy makers.

**Strategic Objective 3.4 (skills development)**

To develop appropriate skills that prepares citizens for participation in all aspects of the tourism industry.

**Strategic Intervention 3.4.1 – Develop a partnership between government and the organized tourism industry designed to broaden the skills base amongst citizens.**

Despite the existence of various formal institutions (such as the University of Botswana and the Botswana Wildlife Training Institute) and industry-based training programmes, skills shortages remain a major barrier to higher levels of citizen participation in the tourism industry of Ngamiland.

This intervention seeks to develop a partnership between government and the organized tourism industry to assess the skills needs of citizens and to develop appropriate mechanisms to remedy skill shortages. This should involve structured interaction to ensure that the skills development initiatives of government are aligned to the needs of the tourism industry.

**Strategic Intervention 3.4.2 – Develop and implement tendering/licensing procedures and other regulatory arrangements that promote broad-based empowerment of citizens (including skills development).**

See Strategic Intervention 3.1.2 above. Skills development should be prioritized in the broad-based citizen empowerment scorecard described elsewhere and should be focused on all levels – shareholders, management, employees and providers of goods and services.

**Strategic Objective 3.5 (procurement)**

To promote the procurement of products and services required by the tourism industry from citizen-owned businesses.

**Strategic Intervention 3.5.1 – Develop and implement tendering/licensing procedures and other regulatory arrangements that promote broad-based empowerment of citizens (including local procurement).**

See Strategic Intervention 3.1.2 above. Targets for the procurement of goods and services from local and citizen-owned suppliers should be systematically included in the broad-based citizen empowerment scorecard and tendering procedure advocated in this manual.

**Strategic Objective 3.6 (social development)**

To promote social development spending by established tourism businesses.

**Strategic Intervention 3.6.1 - Develop and implement tendering/licensing procedures and other regulatory arrangements that promote broad-based empowerment of citizens (including local procurement).**

See Strategic Intervention 3.1.2 above. Where appropriate, targets for the corporate social investment (in, for example, clinics, schools, HIV-AIDS
projects, etc.) should be included in the broad-based citizen empowerment scorecard and tendering procedure advocated in this manual.

**Strategic Objective 3.7 (awareness raising)**

To raise awareness of the process and benefits of the Okavango Delta’s tourism industry.

**Strategic Intervention 3.7.1 - Develop a systematic programme (involving government, industry and communities) to communicate the benefits of tourism to key stakeholders.**

A lack of public awareness about the benefits of tourism at the local, district and national scales contributes to negative attitudes and a climate of mistrust between key stakeholders. The intervention is to develop a partnership between government and the organised industry (HATAB, BOGA, etc.) to educate the public and to communicate the benefits of tourism to all sectors of society (including local host communities). The programme would build on, and extend, existing efforts. It would avoid one-off events by developing a programmatic approach that is sustained over an extended period.

**Strategic Intervention 4.1.1 - Develop a workable system that enables government and other stakeholders to measure and evaluate industry performance across all components of citizen empowerment**

This intervention is:

- To develop a “scorecard” that measures the performance of the industry across a broad range of citizen empowerment indicators (including ownership; strategic representation and control; management; employment equity; procurement; corporate social responsibility spend; etc.); and
- To put in place monitoring mechanisms that collect and make available the information to government and the public at large.
GOAL 4: To ensure a high quality visitor experience in the Okavango Delta.

Strategic Objective 4.1

To monitor and assess tourists’ expectations and levels of satisfaction.

Strategic Intervention 4.1.1 - Collect relevant tourism expectations and satisfaction data

It is essential that the ODRS Authority has access to timely and reliable data in order to be able to manage the overall tourism sector in the area.

It is therefore essential that a workable and effective monitoring process is established as a matter of priority that will facilitate the collection of all required data in order to provide the necessary tourism visitor expectation and satisfaction information to the ODRS Authority when necessary to make enlightened decisions.

Ideally this data collection process should include all relevant stakeholders and should to the greatest extent possible be data that is collected by the sectors most needing the information to make quality decisions about the wellbeing of their sector.

Strategic Objective 4.2

To ensure that appropriate actions are taken to ensure that the destination is compliant with visitor expectations.

Strategic Intervention 4.2.1 – Effective destination branding

Ngamiland consists of a number of tourism development areas and nodes. Each TDA has its own destination brand or tourism image that differentiates it from other TDAs and from the tourism brand of the Okavango Core TDA, which is the primary tourism resource of the District and country.

Ensure that each TDA clearly identifies and maintains its own tourism brand. That tourism product operators promote the tourism image of their TDA and do not draw on the image of the Okavango Core TDA to market their products in a manner that may be misleading to tourist consumers so that holiday / safari expectations are not met resulting in dissatisfied consumers / tourists.

Ensure that a monitoring system is in place to monitor the use and abuse of tourism brands within the planning domain and TDA’s.

Strategic Intervention 4.2.2 - Response to tourism expectations and satisfaction data

It is essential that the ODRS Authority has the capacity to facilitate the timely and appropriate response to information received about tourism expectation and satisfaction trends in timely manner, before negative experiences can influence international tour operators to adjust their booking patterns away from the ODRS.
Implementing the Strategic Framework

The Strategic Framework for the Ngamiland Tourism Development Plan is a tool that provides both vision and actions. The two higher levels of the cascading hierarchy – goals and strategic objectives – provide vision for the planning process and tourism practitioners tasked with implementing the Ngamiland Tourism Development Plan. The lowest level of the Strategic Framework – strategic interventions – gives guidance as to what actions need to be undertaken in practical terms so as to achieve the higher-level goals. These strategic interventions need to be meshed with the spatial tourism development planning. The output from this process is described in detail in the implementation plan.

The implementation plan is a tool that may be used by the implementing agent to direct and monitor tourism development in Ngamiland. The implementation plan should be updated regularly by the tourism development implementing agency.
3 Situational analysis: Defining the environment for tourism development

3.1 Introduction

A situational analysis study is undertaken to determine the nature and extent of the environment in which tourism takes place in Ngamiland. The ODMP programme is a broad, multi-faceted programme comprising numerous components each reviewing and assessing in detail different aspects of the social, economic and natural environments of Ngamiland. The situational analysis contained in this document assesses only those aspects of the environment pertinent to establishing an effective, long-term strategic tourism development plan\(^1\). Therefore, the Tourism Development Plan for Ngamiland should be read in conjunction with documentation from the other components of the ODMP.

This situational analysis defines the current status of the tourism plant in Ngamiland. The strategic framework defines what the Government wants to achieve in the long-term through the further development and modification of the current tourism plant of Ngamiland. The strategies and concepts section of this manual defines how the aims and goals of the long-term strategic framework are achieved.

3.2 Kavango-Zambezi Transfrontier Conservation Area (KAZA)

The Kavango-Zambezi Transfrontier Conservation Area (KAZA TFCA) is an ambitious initiative that will have far reaching implications for the tourism plant of Ngamiland. The Okavango Delta is a "flagship" product of the KAZA TFCA and as such plays an important role in the development of this multi-national regional initiative. It is therefore critically important that the development of the Ngamiland tourism plant is successfully integrated into the planning of the Kavango-Zambezi Transfrontier Conservation Area.

A brief description of the KAZA TFCA initiative is described in the following section while a more detailed account of the initiative may be found in the appendix.

3.2.1 Introduction

The Ministers responsible for tourism in Angola, Botswana, Namibia, Zambia and Zimbabwe, at a meeting held in Angola in April 2003, agreed in principle to establish a major transfrontier conservation and tourism development area in the Kavango and Upper Zambezi River basins. This proposal evolved from the Okavango Upper Zambezi International Tourism (OUZIT) Spatial Development Initiative funded by the Development Bank of Southern Africa as a project of the Southern African Development Community (SADC). The new initiative will continue to be a SADC project.

3.2.2 Background

The KAZA TFCA will be a large conservation area straddling the international boundaries of Angola, Botswana, Namibia, Zambia and Zimbabwe, and encompasses an area of approximately 300,000 square kilometres across the five countries. It includes no less than 14 formally proclaimed national parks, game reserves, forest reserves and game/wildlife management areas.

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\(^1\) The purpose of this situational analysis section is to define the current environment in which tourism development in Ngamiland will take place. The nature of this report is to identify only those aspects of the tourism environment that impact directly on the definition of the tourism development plan. Statistics that represent the functioning of the tourism plant, which in many reports are included in this section, can be found in the outputs section of the Tourism Monitoring Programme of this manual.
The biodiversity of this area includes savannah, miombo and mopane woodlands, as well as wetlands distributed in the five countries. Africa's largest contiguous elephant population is located in this area, and so are major populations of a wide range of species such as buffalo, hippopotamus, lion, rhinoceros, roan, sable, eland, zebra, wildebeest, waterbuck, puku, bushbuck, sitatunga, wild dogs, spotted hyena etc. As can be expected over such a vast area, the plant life is phenomenal with about 3,000 species, some 100 of which are endemics and more than 500 species of birds that are characteristic of the southern African savannahs, woodlands and wetlands.

The TFCA includes renowned natural features and tourist attractions such as the Okavango Delta (the largest Ramsar Site in the World), the Victoria Falls – which is one of the eight wonders of the world and a World Heritage Site, the Kafue wetlands, as well as considerable tracts of riverine and floodplain habitats along the Okavango and Zambezi Rivers and their tributaries namely the Kwando, Chobe and Chilo Rivers.

The long term use and sustainable economic development of the proposed Transfrontier Conservation initiative will be dependent on the wise use of its diverse natural resources base. This can only be realized by harmonising the policies, strategies and practices of conserving and managing the resources that the five countries share through natural movements. The untapped tourism potential of this area offers a window of opportunity for creating a magnificent Transfrontier Conservation Area and a large tourism development zone.

The region supports people of various nationalities, cultural backgrounds and income levels whose livelihood depend on the shared common waters bordering the member states. The proposed project must therefore sustain the economic developments of the people with a view to ensuring integrated long-term benefits to the region as a whole.

The Kavango-Zambezi Transfrontier Conservation Area with the existing tourism infrastructure of hotels, lodges, safari camps and three international airports has the potential of being the biggest destination for tourism in Africa. It is in light of this potential that the five participating countries wish to establish the proposed TFCA from which they intend to derive equitable socio-economic benefits through the prudent conservation, management and development of their vast wildlife, tourism and cultural resources.

3.2.3 Goal

The overall goal is to transform the Kavango-Zambezi Transfrontier Conservation Area into an integrated regional conservation and tourism development initiative that optimises the transboundary benefits and opportunities of the region.

See Appendix A for more detailed tourism development planning guidelines for the Kavango-Zambezi Transfrontier Conservation Area.

3.2.4 Location

Planning of the Kavango-Zambezi Transfrontier Conservation Area is still in the feasibility stage and as such the boundaries of the proposed TFCA are not yet final. The boundaries that are defined in the map below are those that were defined in the pre-feasibility study. However, this Development Plan recommends that the boundaries of the Kavango-Zambezi Transfrontier Conservation Area are expanded to include Khaudom National Park in Namibia and the proposed Tsodilo protected area in Botswana.
3.3 Regional assessment

The Ngamiland planning domain forms part of a larger regional planning domain that includes primary tourism destination areas of Chobe National Park in Botswana, Victoria Falls located between Zambia and Zimbabwe and the Caprivi in Namibia. The larger region already has a developed tourist infrastructure that includes roads, tour routes, airports and a wide range of tourism products and services. The larger region also has a wide range of tourism resources that are yet to be developed, particularly in Namibia and Angola. The development of these tourism resources into tourist attractions will impact on the future development of the Ngamiland tourism plant. It is therefore critical to plan Ngamiland’s tourism development in an integrated manner to take cognisance of these resources and their future development.

Therefore, an assessment of certain aspects of Ngamiland’s tourism plant will be undertaken at a broader regional level in order to spatially contextualize Ngamiland within the larger regional tourism economy.

3.3.1 Access

Inherent in the concept of tourism is travel. Tourists travel from their place of normal residence to other locations in the world for the purposes primarily of leisure and business. Air routes, airlines, airports, roads and tour routes to a destination determine the extent to which visitors may access a tourist destination area. Developing access infrastructure to a tourist destination area is the function of government. Planning and developing access infrastructure is a lengthy and costly activity. Planning access for tourism development needs to be viewed strategically and within a regional context and particularly within the context of the KAZA initiative.
Visitors to Ngamiland arrive either by air or by road. An assessment of these modes of transport is undertaken in the section below.

3.3.1.1 Air access

National situation

The skies over Botswana are managed through a series of bilateral agreements with countries who receive Air Botswana flights or whose airlines provide flights to Botswana. Currently no airline flies directly between Botswana and any overseas destination and overseas visitors to Botswana have to enter Southern Africa through Namibia, Zimbabwe or South Africa.

The bilateral agreement with South Africa has an important influence over air access, frequencies and prices to Botswana, as South Africa is the major entry point to the region for overseas visitors. Until recently the bilateral agreement provided for a single designated airline of each country to fly between the two destinations and allowed a single entry point for each country. This meant that, in the case of South Africa only SA Express could fly between South Africa and Botswana and only enter the country at Gaborone and Maun, while only Air Botswana (which in any case is the only designated airline in Botswana) could fly between Botswana and South Africa and only enter via Johannesburg.

This agreement provided these two airlines with the sole rights to the air transport market between South Africa and Botswana, with Air Botswana also being the only designated airline to fly internal routes within Botswana. The result has been limited airline capacity on the route, high prices and all visitors having to connect to Botswana in Johannesburg.
Figure 1 Air Botswana's flight timetable into and out of Maun.

During the recent bilateral negotiations in 2004 the traditional agreement was adapted significantly and the bilateral agreement concluded that:

- A phased approach would be followed towards and open-skies, multi-designated aviation regime over the next three years;
- Each country would be allowed three entry points, paving the way for Air Botswana to introduce the very important Cape Town-Maun Route in addition to the Johannesburg-Gaborone Route;
- New routes to any destination in Botswana could be introduced from any point in South Africa other than Cape Town and Johannesburg;
- All restrictions to be lifted on seat capacity and cargo.

Ngamiland situation

Ngamiland's primary airport is Maun Airport at which scheduled regional and international flights from South Africa and Namibia land. There are paved landing strips at Shakawe and Gumare which serve the western side of the Okavango Delta. The Okavango Core TDA is well serviced by over forty landing strips. Most of these landing strips serve up-market safari lodges which are dependent on fly-in visitors.
Maun situation

Maun is the distribution hub for tourists flying to the Okavango Delta. Consequently, numerous small airlines provide shuttle services from Maun Airport to the numerous safari lodges in the Okavango Delta. A complete support industry has developed around this air shuttle service employing a considerable number of people. Unfortunately, most of the high end jobs requiring technical qualifications, such as pilots, are filled by foreigners from all over the world.

The location of Maun airport has had a profound impact on the town planning of Maun. A whole tourism precinct has developed adjacent to the airport terminal in which tourism related services and retail activities take place, such airline, lodge and safari administration offices. This precinct has been identified on the urban master plan for Maun as a mall but could be best developed as a tourism specific precinct.
The arrivals and departure facilities at Maun airport are too small and cramped to effectively handle the current number of tourist arrivals at the airport. Consequently, the arrival experience of visitors to Maun airport is unsatisfactory as it is cramped, rushed and unpleasant\(^2\). Most visitors that undertake safaris in the Okavango Delta simply pass through Maun airport as quickly as possible. This situation results in little economic benefit being retained in Maun from their presence in the town as visitors pass quickly through the airport.

The National Development Plan 9 prioritises the development and improvement of Maun Airport and Kasane Airport in order to capitalize on the World Soccer Cup that will be played in South Africa in 2010. Proposed improvement the building of a new, 3.7 km long runway and the upgrading of the terminal building at Maun Airport to accommodate Boeing 767 aircraft and the extension of Kasane airport runway to also accommodate Boeing 767 planes\(^3\).

3.3.1.2 Road access

A high quality road network connects Botswana’s main centres and the country can be crossed in both a north-south and east-west direction via tarred roads. The country is connected with its neighbours by more than 20 border posts and is very accessible from all directions. Access to many of the main tourism attractions is limited to gravel roads which are mostly only navigable by means of 4-wheel drive vehicles. These include access roads to most of Botswana’s national parks, all roads within the parks and reserves and many connecting roads between the main attractions such as the road between Maun and Kasane. While the undeveloped road system has been applied as a control mechanism to limit access to conservation areas and to maintain the wilderness

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\(^2\) An interview survey was conducted at Maun airport in which most visitors expressed dissatisfaction over their arrival experience.

\(^3\) Extracted from document titled “DEVELOPING TOURISM IN BOTSWANA: PROGRESS AND CHALLENGES” by Chad Leechor, Senior Private Sector Development Specialist, The World Bank, and Mike Fabrius, Private Consultant, in association with The Botswana Institute for Development Policy Analysis.
character of the destination it has largely limited Botswana’s product range to packaged
tours and trips and to the fully equipped self-drive 4-wheel drive journey. The substantial
increases in day visitors to the Chobe Park from Kasane, which can be reached by
tarred road from Victoria Falls and Livingstone, provides and indication of the pent-up
demand for access to the Park by the broader travel market that requires greater
flexibility and wishes to include Botswana as part of a wider regional travel package.

Road access to the Okavango Delta, the primary tourist of Ngamiland, is limited due to
the large number of rivers and high water levels in the area. Consequently, road access
is restricted to certain areas of Moremi Game Reserve and the primary roads around
the Okavango Delta.

3.3.2 Gateways and tour routes

The Ngamiland planning domain is served by three main road gateways and four tour
routes.

3.3.2.1 Gateways

Maun is the south-east gateway of Ngamiland. Visitors entering and departing through
Maun are usually headed for South Africa. This gateway is most popular with the South
African self-drive market. Maun is effectively linked to Johannesburg with a tar road.
Maun acts as both a gateway and dispersion point into the Okavango Delta for self-drive
South African tourists.
Kasane

Kasane is the north-east gateway into Ngamiland. Kasane is primarily the gateway for visitors that enter the planning domain from Victoria Falls either as single or multi-day visitors. Kasane has developed into a tourist destination due to its proximity to Chobe National Park and the Chobe River. The tour route linking Kasane to Maun through Chobe National Park is currently only accessible to 4x4 vehicles.
Shakawe

Shakawe is the north-west gateway into the Ngamiland. This gateway is the least well developed of the three gateways and has a small tourism infrastructure.

However, there has been considerable tourism development in the Popa Rapids tourism development area in the past ten years with numerous lodges being constructed and the planned upgrading of Mahango Game Park. This area, where two tour routes intersect, has been identified by the Namibian authorities as a tourism development node. It is envisaged that, as part of the KAZA TFCA initiative that Popa Rapids TDA is strategically placed and provisioned with infrastructure and facilities to operate as the north-west tourism gateway into Ngamiland. Shakawe, which has larger services and support infrastructure than Divundu in Namibia, is likely to benefit economically from the future development of this TDA.
3.3.2.2 Tour Routes

There are currently four tour routes that serve different sectors of the existing tourist market in the extended planning domain.

![Tour routes in Ngamiland](image)

These tour routes are:

**Caprivi Tour Route (Shakawe to Kasane)**

This tour route effectively links Victoria Falls to Etosha via Caprivi. This route skirts to the north of Ngamiland without ever entering Botswana, but it has a significant impact on the flow of tourists in the planning domain.

This route is a high quality paved road that is suitable for large luxury tour coaches. There has been a significant increase in the number of coaches using this route in the past ten years. The Popa Rapids TDA is the midpoint between Victoria Falls and Etosha. Consequently it has evolved as an overnight stop for tour groups resulting in a significant increase in the number of tourist beds in the TDA. The Popa Rapids TDA also meets the needs of the medium and small tour coach market segment.

This route is also popular with overland tours and self-drive tourists from overseas and South Africa.

**Western Ngamiland Tour Route (Shakawe to Maun)**

This tour route links the Popa Rapids TDA in Namibia to Maun via Shakawe. This road route is of minor road standard not totally suitable in its current form for large tour coaches*. This route is popular with self-drive tourists, particularly the South African self-

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* This road would need to be upgraded and maintained in a good condition so as to attract the large tourist coach market.
drive tourists and microbus tour groups. The establishment of a number of small, medium priced lodges along the Panhandle of the Okavango Delta have been established in response to the demand from this existing self-drive market. The Panhandle is also a popular fishing destination that draws visitors from many areas along this tour route to fish in the Panhandle.

Attractions along this tour route include the Tsodilo Hills, the wetlands associated with the Okavango Delta and Lake Ngami.

**Chobe Link Tour Route** *(Maun to Kasane)*

This tour route links Maun to Kasane via Chobe National Park. This route is an unpaved track that is only passable with 4x4 vehicles. This route, usually with a detour through Moremi Game Reserve, is popular with mobile safari operators and self-drive tourists predominantly from South Africa but also from overseas.

**Okavango Access Tour Route** *(Nata to Maun)*

The Okavango Access Tour Route is used by mobile tour operators linking Maun to other tourist destinations and attraction to the east of Ngamiland, and also South African self-drive visitors driving from South Africa to the Moremi Game Reserve and the Okavango Delta.

The road is paved and of good quality suitable for the existing tourist market’s needs.

### 3.3.3 Attractions

The monitoring programme is designed to capture the attractions associated with each tourism enterprise. This information is currently unavailable or out of date and will be captured using the pilot tourism information management system.

### 3.4 Existing tourism plant

An impressive list of tourism products exists in Ngamiland. These tourism products are dispersed throughout the district but the main concentration of tourism products in the
Okavango Core TDA. Tourism products in the Okavango Core TDA focus primarily on upmarket, overseas, fly-in tourists while other TDA focus on overseas tour groups / mobile safaris and self-drive tourists.

This tourism plant has developed over the past thirty years primarily by the private sector focused on the specific demands of various tourist market segments. Maun is the hub of the tourism industry of Ngamiland where the administrative and service functions of most tourism service providers are based. The tourism industry contributes significantly to the economy of Maun as stressed in the economic assessment component of the ODMP, particularly in the higher order service sectors.

A more detailed assessment of the existing tourism plant is addressed in the sections on each Tourism Development Area (TDA), the citizen component section of this document and the monitoring programme outputs which provides current statistics of the tourism plant.

A list of the tourism products by enterprise category that operate from Maun are listed below:

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<th>Email</th>
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DEPARTMENT OF TOURISM & NORTH WEST DISTRICT COUNCIL

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3.5 Utilization of tourism products

The tourism monitoring programme will be able to provide information based on accommodation statistics on the use of the tourism products in categories A and B. At this writing, the amount of the data available is not representative of actual utilization and is not reported.

3.6 Policy environment

The history of Botswana's conservation and land use legislation can be traced to the Tribal Grazing Land Policy (TGLP) of 1975, which zoned land use with the objectives of reducing overgrazing and range degradation whilst promoting greater equality of incomes for rural Batswana. Areas that were marginal for grazing and crop production were then zoned as 'Reserved Areas', later renamed Wildlife Management Areas (WMAs). These were usually areas rich in wildlife. They provided an opportunity for people living within them to derive a source of income from wildlife utilisation.

The Wildlife Conservation Policy places emphasis on obtaining the best economic return for citizens of Botswana from WMAs, while at the same time ensuring the long-term sustainability of the wildlife resource. Wildlife utilisation is the primary form of land use in WMAs, with other land uses permitted only if they are compatible with wildlife.

The 1990 Tourism Policy's principal aim is "to obtain, on a sustainable basis, the greatest possible net social and economic benefits for Batswana...from their tourism resources". The 1992 Tourism Act endorsed the Policy. Its objectives include several that prioritise rural poverty alleviation and development:

- To generate employment, mainly in rural areas;
- To raise incomes in rural areas in order to reduce urban drift;
- Generally to promote rural development and to stimulate the provision of other services in remote areas of the country; and
- To improve the quality of national life by providing educational and recreational opportunities.

The primary goals of the National Conservation Strategy (NCS) of 1990 are to "increase the effectiveness with which natural resources are used and managed, so that beneficial interactions are optimised and harmful environmental side-effects are minimised". And, to "integrate the work of the many sectoral Ministries and interest groups throughout Botswana, thereby improving the development of natural resources through conservation". One of the more detailed development goals of the NCS focuses on the need to diversify rural economies to generate new jobs.

A Community Based Strategy for Rural Development underpinned a community-based approach for all rural development initiatives in the country and set out a facilitating, rather than decision-making or management role, for district authorities. In terms of this strategy, some 27 wildlife management areas – including some valuable tourism estate – were zoned
for community management. Some of these areas were transferred to communities and
developed to as joint venture wildlife enterprises (see below).

In the draft CBNRM policy document (June 2004), the Government of Botswana recognizes
the need for diversification of rural livelihoods and acknowledges the contribution of tourism
to sustainable rural livelihoods. The policy was recently adopted but a copy of the final
version was not available for review at the time of writing.

The policy environment relating to tourism, citizen empowerment and rural development in
Botswana is therefore broadly enabling of sustainable tourism and the specific interventions
recommended in the Ngamiland Tourism Development Plan. The situational analysis
revealed no major policy obstacles. No immediate policy reform is required to
implement the Ngamiland Tourism Development Plan.

3.7 Hunting Tourism

3.7.1 Background

Natural Resource based Conservation areas make up the bulk of State land and account for
some 30% of the country’s total land area\(^5\). These areas consist of national parks (7.6%),(game
reserves (10.3%), gazetted wildlife management areas (WMAs) (11.3%), and
proposed wildlife management areas (10.6%).

Non-consumptive tourism occurs within Botswana’s national parks and game reserves,
whereas hunting is regarded as a legitimate form of landuse in WMAs and CHAs. Wildlife
utilization and management are recognized as the primary form of land use in WMAs that
are usually located in areas that are agriculturally marginal. CHAs occur within some WMAs
where hunting often results in higher economic return to government than some of the more
conventional industries, such as agriculture (Cassidy and Jansen, 2000).

In State and communal land, the ownership of wildlife is vested in the State on behalf of the
people, although the right of ownership of animals in free-hold land is provided for any
private landholder who has erected a game-proof fence around their property. The
sustainable utilization of wildlife through ranching, farming and licensed hunting are
supported in these game-proof fenced areas as a viable and sometimes preferable land use
especially in agriculturally marginal areas.

In State and communal land where Botswanan live with wildlife, government also recognises
the income disparity between urban and rural population, and the role wildlife plays in
sustaining the livelihoods of many rural poor and Remote Area Dwellers (RADs). In order to
promote wildlife as a primary land use in these areas, the Wildlife Conservation Policy of
1986 established WMAs. In contrast to CHAs, where licensed hunting is allowed for the
benefit of the local populace, but no control exists over other activities that may be
detrimental to wildlife populations (e.g. mining, livestock development), wildlife utilization in
WMAs is regarded as the primary land-use. Other land uses in VMAs are only permitted if
they are compatible with the conservation of wildlife populations (GOB, 1986).

When WMAs began to be gazetted in the 1990s, many CHAs fell within WMAs. As WMAs
are State land as opposed to CHAs which are communal land, the establishment of WMAs
resulted in an overall 24% increase in State land versus communal land with WMAs
representing some 23% of the national land area by 1995 (BCSO, 2000). The creation of
WMAs paved the way for rural communities to manage and benefit from wildlife directly
through sustainable utilization, and community-based natural resource management

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\(^5\) This information is extracted from the Barnett, R. and Patterson, C. (2005). *Sport Hunting in the Southern African
Development Community (SADC) Region: An overview.* TRAFFIC East/Southern Africa, Johannesburg, South Africa
programmes (CBNRM) were established in the early 1990s to facilitate this process (Cassidy and Tweden, 1999). WMAs also perform the role of acting as buffer zones for the parks and reserves and as migratory corridors for wildlife moving from one area to another (Broedhuis, 1997).

3.7.2 Hunting as an industry in the Ngamiland Area

The sport hunting industry began in the 1960s and its early development is described by FGU (1988) and White (1995). In 1962, East African safari companies were invited to set up sport hunting in Botswana. Three East African and one locally established-company signed agreements and were granted large hunting concession areas around the Okavango Delta and Chobe Game Reserve. Foreign sport hunters began to come to Botswana and, by 1965, some 300 sport hunters paid BWP73 816 for hunting licenses, a considerable increase over the BWP3212 collected in 1960 (White, 1995).

Sport hunting by foreigners in community-managed areas and private concession areas is by far the most lucrative form of hunting in Botswana, with revenue obtained through citizen hunting hardly covering the cost of administering licenses by DWNP. BWMA (2001) estimated that the total value of foreign sport hunting in the Community-managed Areas (CMAs) and private concessions during 2000 was USD12.58 million. More importantly, a substantial proportion of this revenue goes to those who manage and ultimately own the hunting resource, stimulating the conservation of the hunting resource over large tracts of Botswana’s State, communal and freehold land.

For an area to be allocated a community management wildlife quota it must have established a ‘Trust’ which is authorised to represent the community (Cassidy and Tweden, 1999). Once done, the Trust collectively decides on how best the quota can be used, either by undertaking joint ventures with sport hunting, photographic tourism or through cropping schemes to produce meat for residents of the area. Since the early 1990s, the move towards community management through the establishment of Community-based Organisations (CBO) has been steady. Of the approximately 93 CBOs registered in Botswana, only 5 are provided with annual wildlife quotas by DWNP in the Ngamiland area.

Of the 68 CHAs in Botswana, 15 CHAs that are located in State land are allocated by DWNP through lease agreements to private safari operators. All 15 CHAs under private concession are mainly used for sport hunting by foreign clients. A significant number of these private concessions fall within the Ngamiland District boundaries. Although DWNP are responsible for allocating safari operators the right to utilise wildlife and provide the quota of animals that can be hunted, it is the Lands Board under the Ministry of Lands and Housing that is responsible for establishing lease fees and entering into contractual agreements with operators.

Of all animals allocated for licensed hunting, sport hunting accounts for some 73% of all animals hunted, however despite this, it is characterised as a low volume, high paying industry (FGU, 1988; DWNP, 2000a). In 2000, only about 339 foreign clients were responsible for hunting an estimated 2,505 animals and generating some USD12.6 million in revenue (BWMA, 2001). Each client spends approximately USD37 000 per hunting trip, which makes Botswana possibly the most expensive hunting destination in the SADC region.

One of the reasons for such high costs is that Botswana maintains a reputation for scenically beautiful unspoilt and unfenced landscapes and offers some of the largest key trophy species in Africa (Barnes, 1998). Elephant and lion are particularly renowned in Botswana for large Safari Club International (SCI) and Rowland Ward winning trophies, with an average 48 kg combined elephant trophy during 2000 and trophy weights of 90 kg being not uncommon (Peake, Botswana Wildlife Management Association, in litt. to TRAFFIC East/Southern Africa, 2001). The bulk of clients visiting the country are American followed by
Europeans. Botswana offers 36 different sport hunting species to foreign clients, ranging from the common species such as duiker and Steenbok to the more renowned key trophy species such as buffalo, leopard and elephant.

During the 2000 hunting season, all off-take quotas from five CHA concessions (CH8, CT3, NG16, NG29, NG30) in the Ngamiland and Chobe Districts, Botswana’s premier sport hunting districts, were analysed. It was noted that renowned and sought after trophy species such as elephant (97%), buffalo (86%), lion (67%), leopard (82%) and sable (100%) have very high quota use rates (DWNP, 2001). In addition, these key trophy species are responsible for generating the majority of total revenue for the industry. In 2000, it was estimated that the license and trophy fees from elephant alone accounted for some 56% of total revenue, followed by leopard (7%), buffalo (6%) and lion (5%) (BVMA, 2001) – all species found in significant numbers in the Ngamiland District and the ODLS.

The actual number of animals hunted by foreign clients in any one year is very limited, with only 2505 animals estimated to be killed during 2000 in the country as a whole. Representing only 22% of the quota available, the industry still managed to generate some USD12.6 million during 2000 (Table 12). This has been achieved by promoting a high-cost, low-impact industry, with each of the estimated 338 foreign clients thought to spend about USD37 000 on their hunting safari.

Overall, however, local and central government retain a considerable proportion of the total USD12.6 million generated by the industry. After incorporating direct expenses, levies and taxes, local and central government retained about 22.5% of total revenue. In addition, the proportion accruing to communities via CMAs is substantial at 15.1% resulting in a total public return of 37.6% from the sport hunting industry. This public return has increased significantly since 1990, when only about 11% of the gross incomes of safari operators accrued to the public sector (GoB, 1990).

### 3.7.3 Location of Community Hunting Areas and Active Private Concession Areas

The following map shows the CHAs allocated to communities to carry out professional hunting operations as per the study carried out for the Ministry of Local Government, Lands and Housing (1995):
3.7.4 Hunting as an economic sector of the ODRS

Hunting in Botswana has had an organic growth, with its origins being in a largely ‘free-for-all’ context in the late 1950s and the 1960s. With the invitation to East African safari operations to establish formal businesses in the resource rich areas of the Chobe and Ngamiland areas, the industry started to come of age.

More recently the formation of the Botswana Wildlife Management Association (BWMA) has brought in a strong element of professionalism and has created a cohesive professional hunting industry, with many of its members operating on individually allocated concessions or on community concessions in the ODRS, thus forming a significant element of the economic activity in the Ngamiland District.

Given the constraints placed upon all global hunting operations by CITES, the industry is to a large extent exposed to the whims of ‘extremist’ groups who have demonstrated the ability to impact significantly upon the optimal potential and value of hunting as a sector. Given that the hunting sector in the ODRS is largely premised upon charismatic species such as elephant and lion, it is open to dramatic fluctuations of fortune, as evidenced in recent years with the national ban on lion hunting.

Further, as the original boundaries of the CHAs were determined more than 15 years ago with very different socio-economic factors at play in the country, the current boundaries of the CHAs might not be appropriate to meet the challenges of today, and certainly would require re-evaluation within the future scope of this study’s 30 year planning horizon. The Ramsar Convention clearly states that planning in Ramsar site should be viewed in a dynamic and adaptive management approach, linked to an ecosystems management approach.

It cannot be doubted however that the structure of the CHA framework as developed and described in 1991 through the SMEC and related studies, have served the nation well, in ensuring that the most important ‘core’ area of the Okavango Delta has been well protected and conserved during the ensuing fifteen years. It is likely that this might not have been achieved without the creation of the system of buffer zone concessions surrounding the Moremi Game Reserve.

A case may be made for using the dictum of “if it is not broke, don’t fix it” in this situation, but the equally valid perspective could apply, of needing to understand more clearly the ecological and socio-economic dynamics of the CHA Framework. A thorough investigation of the tourism versus hunting industry as it pertains to the ODRS would only be beneficial, in enlarging the data base of information on these key sectors, and allowing the Government to make rational responsible and enlightened decisions about its prioritisation of land use potential.

3.7.5 The place of hunting within a tourism development framework

Commercial hunting is an economic activity in Ngamiland that is contributing significantly to the regional and national economy. As such, it needs to be factored positively as a viable and sustainable economic activity into the tourism development framework for the Ngamiland District.

Photographic tourism and hunting are complementary economic activities for operators in Ngamiland but competitive activities for land in certain instances. The framework that defines CHAs that was established in 1991 focused primarily on ensuring that an effective, functional hunting economy was ensured. Photographic tourism was factored into a framework that favoured hunting. As a consequence, the spatial development of photographic tourism was largely determined by CHA boundaries. The size, number of beds, nature and spatial dispersion of photographic tourism products were determined by the CHA concessions. The
limitations of the CHA framework shaped the development of photographic tourism in Ngamiland resulting in the industry that currently exists.

However, a spatial analysis of the photographic tourism resource base (taking consideration of game viewing, bird watching and other water and land-based tourism activities) reveals the full potential of the tourism resource base for photographic tourism in those CHA studied6. Superimposing the CHA boundaries on top of the identified photographic resource base revealed that photographic tourism potential was not optimised. It was revealed that CHA boundaries had a constraining effect on the rational development of the photographic tourism product base and associated infrastructure. Furthermore, the constraints placed on the nature and scale of photographic tourism products by the CHA concession lease agreements inhibited photographic product owners / concessionaires from adapting to the changing market preferences and demands, particularly, for example, the demand by the upper end of the overseas market for smaller more isolated satellite lodges associated to a central lodge and service area.

The consequence of an inhibited ability to change to market preferences, particularly in a high tariff – low volume destination, is that the destination stagnates as a top-end destination and over time, matures and decays. In order for the Okavango Delta to remain a world class, unique wetland tourist destination, the tourism industry of the Okavango Delta needs to adapt and change readily and timely to the needs, demands, preferences and whims of a highly ‘experience-sensitive’, wealthy tourist market segment that is ready to pay high prices for the experience that they demand. The structure of the CHA concession framework with its spatial ramifications is hindering the ability of the photographic tourism industry’s ability to adapt to market demands as well as restricting the optimisation of the photographic tourism industry within the Okavango Core TDA.

As a result of these revelations, it is recommended that the Controlled Hunting Area framework be modified so as to reflect more clearly the needs of the photographic tourism industry’s needs while ensuring at the same time that the impact on the commercial hunting industry in Ngamiland is not significant. However, such a recommendation has a significant impact on the most important sector of the nation’s tourism industry particularly that concessions and leases are soon to expire on many activities and products in the Okavango Core TDA. In the light of such urgency and seriousness for the national economy, the following recommendations are made.

3.7.6 Recommendations

1. That the process of reassessing the CHA framework does not form part of the Ngamiland Tourism District Development Plan, but is undertaken as a separate exercise that receives the highest level of urgency, government support and resources. Removing this highly contentious process from the Ngamiland Tourism District Development Plan, but making clear reference to this process in the Development Plan is recommended because:

   o There is an urgency to address this controversial and thorny issue as some CHA and tourism product long leases have already expired while many others will expire within the next three years. Uncertainty in a highly sensitive, capital intensive, market orientated industry such as the high-end ecotourism industry can have a significant negative impact on the future of that industry and consequently the benefits accrued from it by the nation.

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6 This assessment was undertaken with significant input from commercial tourism and community stakeholders in the form of tourism resource base mapping workshops.
2. That an exercise is commissioned by government that ensures that a detailed mapping of photographic tourism and hunting natural resources base, with associated infrastructure, is undertaken by skilled professionals in consultation with all stakeholders.

3. That a new concession framework is established that takes more considerations of the strategic objectives that the Government is striving to achieve regarding tourism diversification, citizen empowerment and benefit retention.

4. That a detailed plan focused at a micro level, be established for the development of photographic tourism and hunting in the Okavango Core TDA as a viable economic plant. This plan needs to ensure that Government strives to conserve the Okavango Delta as a national tourism asset and a wild, low volume – high tariff, world-class tourist destination aimed at the upper-end of the overseas tourist market.

5. Only then can the boundaries of the concession areas be defined spatially so that these boundaries may provide equal benefit to the photographic tourism and hunting industries so that the nation may benefit from both economic activities for the next thirty years.

6. That this process be initiated as a matter of urgency, in a completely transparent manner within a process of thorough consultation with all stakeholders facilitated at the highest level of government.

3.8 Citizen participation

3.8.1 Introduction

The northern Botswana tourism cluster can be traced back to the late 1950s when hunting safari companies from East Africa began visiting with their clients. By 1961, Ker and Downey were established in Maun with their main hunting operations based at Khwai in Ngamiland and Kachikau in Chobe District.

Khwai River Lodge, developed in 1963, became Botswana’s first wildlife tourism facility, initially as a base for hunting safaris and, with the creation of Moremi Game Reserve, for photographic tourism. Until the 1970s however Botswana’s tourism industry was largely confined to the consumptive use of wildlife.

The country’s photographic tourism sector really began developing in the late 1970s and early 1980s, led largely by expatriates including retired professional hunters. Operators obtained 15 to 25 year tribal or state leases for lodge and camp concessions in and around Chobe National Park and Moremi Game Reserve. International media exposure, proclaiming Botswana as Africa’s last wilderness, coupled with rapid improvements in land and air communications, provided a stimulus for long haul tourists to visit northern Botswana and resulted in rapid growth of the industry during the late 1980s and early 1990s. As these new markets developed, the quality of tourism accommodation and services improved.

The development of Ngamiland’s high value tourism industry, centred on the Okavango Delta, was thus largely driven by expatriates or Batswana of European descent. This history has helped shape the ownership pattern of the tourism industry in Ngamiland to the present, with a large portion of the high value industry still owned by expatriate or foreign interests.
3.8.2 Skills and training

The tourism industry of Ngamiland needs to be managed by skilled, appropriately trained professionals in order to realise the benefits prioritized in the Strategic Framework. Furthermore, tourism products need to be operated by skilled, trained operators and staff to provide the level of service, safety and interpretation that visitors expect from a world-class destination such as the Okavango Delta and Ngamiland.

A skilled workforce is required to develop and operate the Okavango Delta and Ngamiland as a first rate, successful, world-class tourist destination. Appropriate skills training is one element in creating a skilled workforce to effectively manage a complex tourism plant such as that of Ngamiland. Other elements are motivation, drive, guidance, intuitiveness and hard work. These elements are required by those working in the private sector, but also by those in government who drive development and regulation of the tourism industry. Especially at the local level, these individuals are the foot soldiers of the Ngamiland tourism industry that play a significant promotion and facilitating role in the operation of the industry.

Several formal training institutions offer tourism or tourism-related training. The University of Botswana is the premier tertiary institution offering university-level training. The university generally offers degree-based training in the full range of skills needed to service the higher levels of the industry. The Department of Environmental Science offers courses on tourism and development and

The Botswana Wildlife Training Institute was established in 1980 by the DWNP and provides training primarily for government authorities focused on wildlife management and community extension. The latter includes components that touch on tourism, particularly community-based tourism.

The Maun Technical College offers diploma courses in Hospitality and Tourism. Students attend full-time classes and as well as doing components as in-service training. The intake at the Maun Technical College for these courses appears to be about twenty students per year.

Hospitality and tourism training is also offered by several leading private sector companies. Okavango Wilderness Safaris has probably the most advanced such training programme. The organization has a training division dedicated full-time to training. Curricula have been developed and courses accredited by BTA. Courses cover the following topics such as lodge management; guiding; hospitality; services; house keeping; front-of-house management; first aid; weapon usage, etc.

Currently, some training is done at the OWS centre in Maun, some at a training facility in the Delta and some on the job at the various lodges operated by the company. Although the focus is on training the staff of lodges owned or managed by OWS, training opportunities have been made available to other participants.

Industry sources argued that the formal training institutions were in place in Botswana but that the curricula offered by these institutions were not fully aligned with the needs of the industry. It was suggested that industry, government and training institutions such as the University of Botswana and the Maun Technical College cooperate to revise curricula and ensure closer alignment between the supply of training courses and the demands of the industry.

3.8.3 Lease structures

By the late 1980s, many lodge concession leases were close to termination. New leases for the management of redesigned Controlled Hunting Areas (CHAs) were subsequently awarded within the framework of the 1991 Land Use Plan, the Tourism Policy (1990) and
the Tourism Act (1992). These leases are mostly valid for 15-years and are due to expire over the next two to three years.

Most of the high value leases awarded in the core areas of the Okavango Delta during this period display the following basic structure:

```
Lessor:
Tawana Land Board (TLB)
or TLB on behalf of
Department of Wildlife & National

Lessee:
Botswana Resident/Corporation
or
Community Trust

Sublessee:
Hunting/photographic
tourism operator
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The two principal lessors in Ngamiland are the Department of Wildlife & National Parks (DWNP) and the Tawana Land Board (TLB). However, the TLB acts for the DWNP in regard to leases for the Moremi Game Reserve and is thus the official lessor of all concessions in the Ngamiland cluster.

Lessees must be either Botswana citizens or legal entities registered in Botswana. They are entitled to sublet their rights if they are not themselves lodge operators.

The typical practice is for a Motswana, a Botswana-registered company (not necessarily a lodge operator) or a community trust to acquire a “head lease” to a concession area and to sublet the concession to one or more hunting/photographic tourism operator(s) subject to the conditions of the head lease.

A citizen may hold only one head lease either directly or through a legal entity. This principle is however widely circumvented through the use of subleases. For example, a Botswana-based company may enter into only one direct 15-year lease but may operate several other lodges via subleases from third parties.

The Tawana Land Board leases to community structures on the following terms:

- Currently, leases granted by the TLB to communities are for 15-year terms with a right of first refusal at the end of the lease term.

- The lease rentals are nominal, commencing at P1,000 per annum, escalating at 10% and reviewed every five years.

The TLB leases to commercial concerns on the following terms:

- Most of the clauses in the standard commercial lease are identical to the community contract but lease length and renewal option periods are shorter.
The initial lease term is five years with an option to renew for two further five-year terms subject to rental reviews at each five-year anniversary.

The base rental usually escalates at 10 or 12% per annum with one or two exceptions.

Providing lessees meet all obligations, their tenure is secure for 15 years.

Initial base rentals ranged from P 35,000 to P 187,500 per annum.

Importantly, in the case of community CHAs, a nominal rental is charged by the TLB. These rentals commenced at P1000 per annum, escalating at 10%. Any monies payable to the community trust by way of sublease then accrue to the community; the TLB or DWNP do not participate in or benefit from such ‘rentals’. This gives communities the opportunity to sublease at market rates earning them substantial revenue.

A common practice in Ngamiland – where principal lessees are not established lodge operators or choose not to use all their tourist bed allocations – is to sublet all or part of their concession areas to lodge operators. Lodge operators and lessees were reluctant to disclose these figures but sublease fees are known to be generally much higher than the rentals paid by the principal lessee to the TLB. Sublessees thus typically pay a substantial premium for the rights to operate in such areas.

Current lease agreements do not contain any explicit provisions regarding citizen participation although operators are required to submit a “localization and training plan” to the Commissioner of Labour. It appears however there is no consistent monitoring or enforcement of these plans by Government. Using land leasing (or concessions) procedures and instruments to promote domestic participation in a land-based industry such as tourism is a widely used method in other jurisdictions. Many of the current leases in the Okavango Delta are due to expire shortly; the imminent renewal of these leases represents an important opportunity to advance citizen participation via an affirmative land-allocation process drawing on the experience of other jurisdictions in southern Africa and further abroad.

### 3.8.4 Ownership

The following table provides information supplied by the Department of Tourism regarding ownership of tourism businesses in Ngamiland:

<table>
<thead>
<tr>
<th>Ownership</th>
<th>2000</th>
<th>2005</th>
<th>Increase</th>
<th>% change</th>
</tr>
</thead>
<tbody>
<tr>
<td>Citizen-owned</td>
<td>16</td>
<td>62</td>
<td>46</td>
<td>287.5%</td>
</tr>
<tr>
<td>Joint Ventures</td>
<td>36</td>
<td>59</td>
<td>23</td>
<td>63.9%</td>
</tr>
<tr>
<td>Foreign-owned</td>
<td>51</td>
<td>80</td>
<td>29</td>
<td>56.5%</td>
</tr>
<tr>
<td>Totals</td>
<td>103</td>
<td>201</td>
<td>98</td>
<td>95.1%</td>
</tr>
</tbody>
</table>

Source: DoT, (2005)

These figures indicate that the tourism industry in Ngamiland expanded very rapidly between 2000 and 2005 with the overall number of enterprises nearly doubling. During this period, the number of citizen-owned businesses increased by nearly 300% but 139 of the 201 businesses operational in 2005 (nearly 70%) were still either wholly or partly owned by non-citizens.

<table>
<thead>
<tr>
<th>Category</th>
<th>Totals</th>
<th>Citizen</th>
<th>Joint-ventures</th>
<th>Non-citizen</th>
</tr>
</thead>
<tbody>
<tr>
<td>A</td>
<td>12</td>
<td>10</td>
<td>2</td>
<td>0</td>
</tr>
<tr>
<td>B</td>
<td>107</td>
<td>25</td>
<td>41</td>
<td>41</td>
</tr>
<tr>
<td>C</td>
<td>71</td>
<td>24</td>
<td>13</td>
<td>34</td>
</tr>
<tr>
<td>D</td>
<td>11</td>
<td>3</td>
<td>3</td>
<td>5</td>
</tr>
<tr>
<td>Totals</td>
<td>201</td>
<td>62</td>
<td>59</td>
<td>80</td>
</tr>
</tbody>
</table>

Source: DoT, (2005)
The table above indicates that most Category A businesses in Ngamiland (hotels, bed & breakfasts, motels, etc.) are citizen-owned. Ownership of Category B facilities, which include most of the high value lodges in the Okavango Delta, is however dominated by foreigners either through direct holdings or via joint ventures with citizens. Of the 107 enterprises in this category, nearly 77% (82 of 107) have some form of foreign ownership. Likewise, 66% (47 of 71) of the Category C businesses (mobile operators) and 72% (8 of 11) of the Category D businesses (travel agencies) involve foreign ownership.

The ownership figures provided by the Department of Tourism segment the industry by number and type of enterprise. They do not provide an indication of the scale or value of the individual enterprises or category of enterprises. It is however clear that so-called Category B enterprises include the flagship products of Ngamiland’s tourism industry (the high value lodges of the Okavango Core) and that this category is dominated by foreign ownership. Although the figures are not available, it is evident that, if segmented by value, foreign ownership of tourism assets in Ngamiland would be even more prominent than in the figures presented above.

The exceptionally high levels of foreign ownership evident in the Ngamiland tourism cluster – especially at the higher value end of the industry – is probably a consequence of the expatriate-driven history of the cluster as well as the global character of high value tourism in general (which relies on worldwide linkages to penetrate its mainly international markets). Individual industry stakeholders and focus group discussions cited further reasons for the relatively low level of domestic ownership in the Ngamiland tourism industry. Some claimed that citizen participation was inhibited by a domestic culture that is risk-averse and non-entrepreneurial. Others referred to the absence of appropriate financial products designed to accommodate the specific cash flow needs of ecotourism enterprises while at the same time promoting citizen participation in the industry. It was claimed that the financial products offered by the Citizen Entrepreneurial Development Agency were not appropriate to the needs of the high value ecotourism industry, which is capital-intensive but typically suffers from long product development cycles and early liquidity problems. Citizens therefore struggled to raise the capital needed to finance equity in the industry.

### 3.8.5 Citizen participation survey

In the absence of industry-wide figures, a survey of citizen participation in the Ngamiland tourism industry was conducted to assess the extent to which Batswana participate in the
core industry of the Okavango Delta, especially in the employment sector. The survey targeted 20 tourism operations (n = 20) involving 17 individual companies. The surveyed enterprises employ 646 full-time employees and disburse a total annual wage bill of P13,246 million.

3.8.5.1 Structural arrangements

Three distinct landholding arrangements underpin the lodges surveyed in the Ngamiland cluster. Two of the operations fall within the Moremi Game Reserve and are held on medium-term leases from the Department of Wildlife and National Parks via the Tawana Land Board. Another two of the operations are situated on community-held leases that have been subleased to photographic tourism operators. The rest of the operations sampled are held on direct lease from the Tawana Land Board.

3.8.5.2 Employment

The 20 operations surveyed employ a total of 646 persons of which 585 are Batswana and 61 are expatriates.

![Employment survey (n = 646)](image)

The total annual wage bill at the surveyed operations amounts to P13,246 million of which citizens capture P7,718 million and non-citizens P5,528 million. Citizens thus make up 90.6% of the total workforce at the operations surveyed but capture only 58.3% of the total payroll. Conversely, non-citizens, representing 9.4% of total employees, earned 41.7% of the total payroll.
Citizen participation (employment)

Comparative wage levels

There was very little variation between the surveyed operations, with all showing broadly similar trends. There was, for example, no evidence that citizens captured a greater percentage of the payroll at the operations on community-held leases.

Ten of the surveyed operations employing a total of 236 citizens provided information on the gender composition of their citizen workforces. These operations employ 116 males (49.2% of citizens employees) and 120 females (50.8%). Although women make up 50.8% of the sample, they capture only 42.2% of the total citizen payroll. The average monthly wage for women is P915 compared to P1,137 for all citizen employees and P1,413 for male citizens. On average, women therefore earn only 64.8% of the average paid to their male counterparts.
3.8.6 Small business linkages

Four of the operations surveyed provided estimates of the value of goods and services purchased from local rural residents. Local procurement at the four operations averaged just under P59,000 for the year. This amounts to approximately 8.9% of the total local payroll benefits generated by the operations over the same period and represents a very small proportion compared to, for example, typical patterns in countries such as South Africa.

There is a small but high quality basket weaving industry in the Okavango Delta, which accounts for most local sales to the lodges. But overall, the very low level of secondary enterprise associated with the surveyed lodges probably reflects the fact that local settlements are generally geographically distant from the operations. In addition, low levels of local economic capacity in the hinterland of the lodges and the sophisticated needs of operations aimed at the upper end of the international tourism market combine to discourage the purchase of goods and services from so-called remote area dwellers. This means that virtually all supplies and services are purchased from Maun, a large proportion of which is imported from Gaborone and South Africa.
3.8.6.1 Lease fees

Two lodges in the sample are located on CHAs held on community photographic leases. The resource rental paid to the community trusts for the rights to operate the photographic lodges on each of the two leases amounted to more than P555,000 per year. At these operations, lease fees represent about one third of the total local benefit generated by the lodges, employment about two thirds and secondary enterprise an almost insignificant proportion.

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3.8.7 Conclusion

Overall, the situational analysis indicates that:

- There has been a significant increase in the number of tourism businesses owned by citizens during the last five years. However, particularly the higher value end of the industry is still dominated by foreign ownership. This is probably a consequence of the fact that tourism in Ngamiland was historically largely developed by expatriates and continues to rely on global linkages to secure market share. But it may also reflect the absence of a strong domestic entrepreneurial culture as well as appropriate financial products to help citizens capitalize equity, especially in the high value sector of the industry.

- Most of the high value leases in the Okavango core do not contain explicit provisions promoting citizen participation. Using land leasing (or concessioning) procedures and instruments to promote domestic participation in a land-based industry such as tourism is a widely used method in other jurisdictions. Many of the current leases in the Okavango Delta are due to expire shortly; the imminent renewal of these leases represents an important opportunity to advance citizen participation via an affirmative process drawing on the experience of other jurisdictions in southern Africa and further abroad.

- Citizens make up a large proportion of the workforce at each of the operations surveyed, but large disparities exist between the remuneration levels of expatriates and citizens. Based on figures supplied, indications are that the small number of expatriate managers captures a disproportionate percentage of the total wage bill. This is broadly consistent with widespread perceptions and previous studies. Individual interviews and focus group discussions suggested a number of reasons for this disparity. They include skills shortages amongst Batswana as well as reluctance amongst skilled citizens to work in the remote areas where many of the
Ngamiland's tourism enterprises are located. Some employees also suggested a prejudice against Batswana amongst employers but no overt evidence of this was found during the course of the study.

- More than half the citizen workforce is female but these women capture less than half the total citizen wage bill. This "double disadvantage" gap is similar to patterns observed elsewhere in southern Africa. It strongly reinforces the notion that women are at a disadvantage both as citizens (compared to expatriates) but also as women (compared to their male compatriots).

- Employment conditions, particularly average wage rates, are relatively low compared to, for example, South African averages. Some operations also reported minimum wage levels below the statutory threshold.

- Goods and services supplied to the operations by local rural residents make up a very small proportion of overall local benefit. This is due to a combination of factors including the remoteness and sophisticated needs of the Ngamiland operations.

- In the two operations held on community leases, rentals paid to local community trusts represented about one third of the total local benefit generated by the operations, employment about two thirds and secondary enterprise a small proportion of overall income.
4 Tourism markets

4.1 Existing markets

4.2 Preferred target market segments

Ngamiland is not a homogeneous tourism destination or tourism economy. Tourists from different market segments visit different parts of Ngamiland for different reasons at different times of the year so as to enjoy different experiences. Furthermore, visitors from each of these different market segments have different expectations as to what they are likely experience on their holiday in Ngamiland.

Therefore, attempting to identify the preferred target market segment in detail would be complex and difficult to communicate with any degree of accuracy at this point in the Tourism Development Manual. Consequently, the preferred target market segment is discussed in detail in the section on each Tourism Development Area (TDA) and for most tourism products recommended for such TDA’s.

4.3 Market segment profiles

A generic profile has been established for each segment of the existing and potential Ngamiland tourism market. These profiles have been compiled based on information gained from research surveys and inputs from experienced managers in the Ngamiland tourism plant.
These profiles assist tourism practitioners to get a clear understanding of the nature of the tourists in the preferred market segment for which they are planning tourism plants and products. It is to be understood that (i) these profiles are generic (ii) may vary from TDA to TDA, and (iii) change over time. As a consequence, market profiles should be reviewed periodically by a workgroup made up of informed tourism practitioners to amend these profiles to reflect more accurately the profiles of tourists from each market segment. These profiles may be found in the Appendix.

A summary profile of preferred market segments for each TDA, as well as for each proposed product, may be found in the TDA sections of this manual.
Strategies & Concepts for tourism development & citizen participation

5.1 Strategies for sustainable tourism development in Ngamiland

Strategy 1:

Strive for a long-term (30 year) integrated, market focused, responsible, sustainable tourism development plan for the Okavango Delta and Ngamiland.

Motivation:

The purpose of this strategy is to ensure that planning for tourism is put into a long-term, integrated planning framework.

In the past, tourism in the planning domain evolved according to economic forces of supply and demand initially based on hunting tourism in the 1960’s and 70’s. Since then the tourism economy of the planning domain has developed into a sizable, world class, capital intensive, sophisticated industry. This industry and economy has emerged generically rather than being planned, structured and focused on delivering social and economic benefits.

Tourism has the potential to deliver appropriate benefits to host communities, regional economies and national treasuries. Tourism is an economic activity that should be public sector led and private sector implemented. Weak, inconsistent and poorly focused public sector leadership generally results in the non-realization of the full range of benefits that tourism can deliver. The under-performance of tourism in such circumstances is often blamed on the private sector and reactive measures are put in place by the public sector. These measures usually distance the private sector further from the broad aims of using tourism as a tool for social and economic upliftment in tourism rich rural areas. This situation may be the case in Ngamiland.

Therefore, this strategy is to clearly determine what the long-term goals are for tourism development, what social and economic benefits tourism should deliver over time, the way to ensure that these benefits are realized and putting in place an enabling environment that ensures the effective delivery of such defined deliverables.

NOTE:

The Ngamiland Tourism Development Plan has been drafted as a thirty-year strategic tourism development plan. It has been formatted as part of a Tourism Development Manual that also has more detailed development plans for a number of specific Tourism Development Areas (TDA’s) in Ngamiland. As the Tourism Development Manual is conceived as a dynamic document, it also includes some specific recommendations for the development of specific tourism products. The dynamic nature of the document allows the Tourism Development Implementation Agency tasked with facilitating tourism development in Ngamiland to readily include new detailed product plans, upgrade statistics with more current data and basically keep the Manual current for a much longer period.

Strategy 2:

To rejuvenate mature tourist destination status of Okavango Delta and prevent cycle of decay.

Motivation:
All tourism destinations have a life cycle. They emerge as new interesting destination that, initially pioneer tourists visit (Okavango Delta in 1960's and early 70's), then becomes a popular destination for the wealthy as a vogue destination (Okavango Delta in 80's), then becomes popular a mass tourist destination as more products are developed and tourism development spreads to periphery of tourism resources (Okavango Delta in 90's and today), and then the destination moves into a period of decline and decay as the destination lososes its vogue appeal and declines (similar to Plettenberg Bay and Hermanus in South Africa). The Okavango Delta is in its mature phase and can potentially start decaying as a tourist destination if strategic, long-term interventions are not implemented.

This proposed strategy seeks measures to prevent the Okavango Delta progressing through its mature phase into decay by identifying a long-term development programme that rejuvenates the Okavango Delta as a primary, popular tourist destination of world class.

These measures include:

- Striving to keep the Okavango Core TDA as one of Africa's remaining wild areas by containing the extent of tourism development in the TDA to an acceptable limit.
- To brand the Okavango Core TDA only as the Okavango Brand and all other TDA have their own different brands so as to differential other tourist destination away from the successful Okavango brand.
- To modify CHA concession framework to permit more market focused supply of tourism products in concession areas.
- To identify new tourism resource areas in Okavango Core TDA that may effectively be utilized for market focused tourism that complies with the limits of acceptable change.
- To draft a strategic tourism development plan that maintains Okavango Core TDA as a world class tourist destination.

**Strategy 3:**

To clearly delimitate the Okavango Delta tourism resource area and identify clearly other areas of tourism potential in Ngamiland.

This strategy includes:

- To clearly define a tourism image or brand for the Okavango Delta and to which land areas it applies.
- To identify and define tourism areas in Ngamiland that has tourism development potential.
- To establish individual tourism images or brands for these newly identified tourism development areas (TDA's).

**Motivation:**

The Okavango Delta's initial development was based on hunting tourism. When photographic tourism became popular to the Okavango Delta, it was mainly focused on Chief's Island and its immediate hinterland. The initial tourism plant of the Okavango Delta expanded as it became more popular, tourism products were established in other
less favourable or ancillary areas. This expansion resulted in the tourism image of the Okavango Delta becoming less distinct as more and more products in outlying areas were relying on the popular image of the Delta to sell its tourism products and services. A consequence of this dilution of tourism image is the rising level of disappointment amongst visitors to the Okavango Delta who are not receiving the experience that they were expecting on a visit to the Okavango Delta.

Therefore, this strategy aims at defining what the core area of the Okavango Delta as well as a range of other areas in Ngamiland that offer different by complementary experiences to the wetland-based Okavango Delta experience. This strategy goes further to identify other opportunities for tourism development in parts of Ngamiland that are tourism underdeveloped.

**Strategy 4:**

**Strive to conserve the Okavango Core Tourism Development Area as a low volume, low intensity, and high value wild tourism area while focusing tourism development in other TDA’s on the periphery of the Okavango Core TDA.**

**Motivation:**

The Okavango Delta is a known as a world class ecotourism destination. The private sector has established a market focused tourism plant within the Okavango Core TDA that is healthy and functioning efficiently.

The strategy is to conserve the Okavango Core TDA in its current state as a low volume, low intensity, wild tourism area while intensify tourism development in other areas in Ngamiland outside of the Okavango Core TDA. This strategy will minimise the pressure to further develop the Okavango Core TDA.

The potential to increase the number of tourism offerings in the Okavango Core TDA will be determined at a later stage based on the potential of the natural environment to support photographic tourism. However, realising this potential is based on the premise and recommendation that the boundaries of Controlled Hunting Areas (CHA’s) are rationalised. This rationalization should be based primarily on establishing an effective photographic tourism plant first in the Okavango Core TDA while land only with hunting potential should be identified for that activity. Land with neither photographic nor hunting tourism potential within the Okavango Core TDA should be zoned only for other tourism related land use activities associated with photographic and hunting tourism. This process should be compliant with the Limits of Acceptable Change guidelines.

In order to achieve the social and economic benefits as defined in the Strategic Framework, tourism development should be focused in other TDA’s in Ngamiland and not in the Okavango Core TDA.
Strategy 5:

To plan and integrate the Okavango Delta as a flagship and integral component of the KAZA TFCA initiative.

Motivation:

The Kavango Zambezi Transfrontier Conservation Area (KAZA TFCA) initiative is rapidly becoming a reality as the five member countries (Angola, Botswana, Namibia, Zambia and Zimbabwe) have signed the memorandum of understanding in late 2006. This new conservation area is likely to become a major tourist destination in the future providing international visitors with a wide range of diverse tourist experiences.

The KAZA TFCA will provide competition and complementary opportunities for the Okavango Delta. However, the Okavango Delta is the most well established and popular destination within the TFCA. This strategy develops the Okavango Delta as the flagship destination of the KAZA TFCA so as to attract the top end, high tariff, low volume tourism that provides a high level of beneficiation to the regional economy while allowing other areas of the TFCA to absorb mass tourism.

The Okavango Delta must be planned as an integral component of the KAZA TFCA to realize this goal. Therefore, the strategy is to plan Okavango Delta as the flagship of the TFCA and also in an integrated manner so as to assist and facilitate the development of the TFCA as a strategic, significant, popular tourist destination that can deliver significant benefits to the region and promote nature-based tourism as means conserving biodiversity and wildlife.
Strategy 6:
To allow the tourism potential of land to inform the demarcation of concession boundaries in the future.

Motivation:
Boundaries for Controlled Hunting Areas were established taking cognisance of administrative boundaries and hunting factors and conditions. Little cognisance was taken land potential for various forms of photographic tourism. Consequently photographic tourism products and infrastructure were forced to conform to hunting and administrative boundaries. Furthermore, land in the planning domain had been zoned and concessioned primarily according to these hunting concessions. Little cognisance in this process had been taken of photographic tourism potential.

To plan effectively for tourism means that land with tourism potential needs to be identified. This identification needs take place on different levels as land may be used for numerous different tourism pursuits. The preferable way is to identify that land that has photographic wildlife / bird watching potential, hunting potential, cultural / historical tourism potential or NO tourism potential at all. Land that has no tourism use potential in a tourism rich region should be used for non-tourism purposes.

Therefore, the strategy is to identify, map and monitor land with tourism potential. This strategy effectively creates a tool that can be used to identify and establish tourism carrying capacities and tourism development limits. Furthermore, such knowledge permits appropriate, efficient and integrated tourism planning at a spatial or geographic level.
Figure 2 Types of use zones used in the tourism land use potential identification model.

**Strategy 7:**

**To rationalize optimal use of concession areas.**

**Motivation:**

Concession areas in Ngamiland were initially demarcated for the purposes of hunting. With the extensive development of photographic tourism, the identification of land with different tourism potential and the need to optimise transport networks so as to minimise environmental impacts, it becomes very clear that the boundaries of the existing concession areas are not optimal.

This strategy is to optimise the use of concession areas based on the potential of the land to support different forms of tourism activities (game viewing, bird watching, hunting, etc) and consequently reassess the existing boundaries of the concession areas.
Figure 3 Zonation model for appropriate tourism-based land use planning.

**Strategy 8:**

To conserve the core tourism resource area of Moremi GR and Chobe NP through appropriate alignment of the Maun-Kasane link road to the east of the core area.

**Motivation:**

The Okavango Delta – Moremi Game Reserve – Chobe National Park complex of protected areas is Botswana’s primary tourism asset. Maintaining this complex of protected areas as a contiguous land mass is critical to its long-term survival as Botswana’s primary tourism asset and one of Africa’s premier “wild” tourist destinations. Linear human development always occurs over time alongside rural roads in Africa, particularly paved roads. This phenomenon is clearly indicated along the A35 paved road that runs up the western flank of the Panhandle. Significant human settlement has taken place alongside this road since the early 1990’s. A consequence of these settlements and associated agricultural/ livestock practices is the removing large tracks of land for potential tourism use and the devaluing of the potential value of such land for a national tourism asset.

It is recommended that a paved road be built between Maun and Kasane to complete the Victoria Falls – Popa Falls – Maun triangular regional tour route. This link road has been mooted for years and is likely to be constructed eventually in the medium-term.

Therefore, the strategy is to ensure that such a link road between Maun and Kasane is aligned appropriately to the east of Chobe National Park. This proposed road alignment is longer than the existing direct route and will cost more to construct. However, such an alignment will conserve the integrity and tourism value of Botswana’s greatest natural
national asset, the Okavango Delta – Moremi Game Reserve – Chobe National Park complex of protected areas as a contiguous protected area. The value of conserving such a national asset is huge and almost impossible to quantify in monetary terms.

Strategy 9:

Strive to enhance and optimise ground linkages between tourism areas within Ngamiland and other tourism areas in Botswana and neighbouring countries.

Motivation:

Tourism is about the movement of people (visitors) between different geographical locations. In the context of the planning domain, this movement is undertaken either in small aircraft or by vehicle.

Road transportation requires a road network and associated infrastructure. This network of roads and tracks needs to transport visitors, supplies for tourism products and services. This infrastructure not only needs to provide adequate and safe transport for visitors and goods, it also needs to create an ambiance and experience that many visitors are expecting when visiting a wild, undeveloped tourism destination such as the Okavango Delta. This strategy aims at optimising the road infrastructure network while at the same time providing appropriate visitor experiences.

The geographical location of the Okavango Delta close to the international borders of Namibia, Zimbabwe and Zambia complicate travel arrangements due to border posts, immigration procedures and bureaucracy. This strategy attempts to minimise the negative implications of cross border tourist traffic and optimise on the positive aspects of trans-border travel.
Strategy 10:

To minimise the impact of tourism support infrastructure in the Okavango Delta:

Motivation:

Nature-based tourism strives to get visitors into remote natural areas in order to enjoy the unspoilt wildness and remoteness of the tourism resource area. However, getting those visitors into the area has an impact on the environment. This impact can be divided into three categories: (1) impact from visitors experiencing the tourism resources of the area through specific activities such as game drives, walking, canoeing, etc.; (2) the construction of hospitality facilities such as camps, lodges and hotels; and (3) through the infrastructure that supports the hospitality facilities and tourists such as access roads, airstrips, power lines, communication infrastructure, etc.

The greatest impact on a remote and wild environment is caused by road infrastructure and airstrips in the Okavango Delta. In most cases roads have followed old tracks created and used for other purposes or modes of transport. These routes become larger and more extensive the greater the tourism product becomes. Furthermore, these routes are significantly influenced by NG concession boundaries resulting in often illogical routings and layouts.

This strategy strives to rationalize transport infrastructure required to support the tourism plant of the Okavango Delta in order to provide a more efficient transportation system and primarily to minimise the impact of roads and airstrips on the environment.
Strategy 11:

To maximise opportunities and benefits for host communities.

Motivation:

One of the primary aims of the strategic framework for tourism development in Ngamiland is to optimise benefits for host communities.

This strategy strives to provide strategic interventions that will deliver such beneficiation to local, host communities.

Strategy 12:

To enhance tourism experiences in the self-drive section of Moremi Game Reserve.

Motivation:

Tourism facilities, services and infrastructure in the self-drive section of Moremi Game Reserve evolved rather than being planned and then developed. The consequence is a poor tourism product, a shambled road and track infrastructure and a visitor experience that is far from optimal.

This sub-standard visitor experience applies to self-drive visitors and mobile safari operators that comprise a significant proportion of the visitors to the planning domain.

This strategy aims at developing interventions that will enhance the visitor’s experience in the self-drive section of Moremi Game Reserve.

Strategy 13:

To strive to retain benefits from tourism in Ngamiland.

Motivation:

Tourism leakage (when money earned in a tourism area flows out of the area in which it was generated) is a problem that plagues many tourism destination areas. The very nature of the tourism product in the Okavango Delta results in high levels of leakage. There are a number of ways in which leakage can be reduced, but often they require significant government intervention or have a high impact on the environment.

This strategy strives to retain as high of a proportion of the benefits that accrue from tourism in Ngamiland within the constraints of the limits of acceptable change and within the parameters of government resources.

Strategy 14:

To significantly improve the management of the tourism economy (plant).

Motivation:

The tourism plant of Ngamiland is managed by the public sector. Management of the tourism plant of Ngamiland, which is the largest outside of Gaborone, is under-resourced and under-funded. Consequently, the management of the tourism plant is not effective.
This lack of effective management of the tourism plant in Ngamiland does not result in private sector confidence in the public sector’s ability to lead, promote, develop and monitor the tourism plant. This lack of capacity will further hamper the implementation of the Ngamiland Tourism Development Plan and the consequent monitoring programme there after.

This strategy is to identify weakness in the public sector’s ability to manage the Ngamiland tourism plant and promote strategic interventions that will empower it to perform at the levels at which it is expected to perform in order to be effective.

5.2 Tourism concepts

Concept 1:

Develop and promote Maun as the gateway to the Okavango Delta.

Motivation:

Livingstone in Zambia will become the new international gateway to wide-bodied intercontinental jet aircraft bringing tourists into the KAZA TFCA in the near future. Livingstone is likely to replace Johannesburg and Gaborone as the international gateway to the Okavango Delta.

The most direct route to the Okavango Delta from Livingstone could be achieved if a new small aircraft airport was built in the centre of the Okavango Delta. The consequence of this facility would enhance visitor experiences by shortening their travel time and unpleasant arrival / departure experience that currently have at Maun airport. However, there would be significant negative economic impacts on Maun and environmental impacts on the Okavango Delta or Chief’s Island where the logical place for the airport is likely to be.

Therefore, the concept is to develop and promote Maun as the tourist gateway to the Okavango Delta and to form an integral destination and link for other tourist areas within the KAZA TFCA. The prime focus of this concept is to promote Maun as a tourism gateway, growth point and service town.
Figure 5 Air routes into southern Africa and the new role that Livingstone, Zambia will play as international air gateway to the KAZA TFCA and Okavango Delta.

Figure 6 International tourists will fly directly to Livingstone, change to smaller aircraft for the short flight to Maun where they then fly by light aircraft to lodges and camps in the Okavango Delta.
Concept 2:

Develop a tourism gateway business centre at Maun airport. This centre links the airport to the commercial area to main road to north into a specifically identified and zoned tourism development node within Maun. A full range of tourism related economic, retail, service, travel, hospitality and restaurant facilities would be provided.

Motivation:

Maun is to become the gateway to the Okavango Delta as described in concept 1.

However, this gateway does not bring much direct benefit to Maun from fly-in tourists as they arrive at the airport and are immediately whisked away in a light aircraft by lodge and safari operators. Similarly, self-drive tourists passing through Maun tend to buy fuel and food supplies before heading on safari as there is little incentive to spend time in Maun as it is considered to be “just another dusty African town”. Basically, through the lack of facilities and services, Maun is missing out on a unique opportunity to provide a wide range of facilities and services to tourists that are forced to pass through Maun due to its geographical location.

This concept is to develop a tourism zone in Maun near the airport where many of the tourism operators are currently located. This zone should be set aside by the municipality and so zoned to provide only a wide range of tourism services, facilities and product to so entice visitors into the zone thus enhancing economic activity in Maun. Careful planning and design of the arrivals and departure facilities of Maun airport need to take place. These facilities should be incorporated into this zone so as to enhance activity within the zone. Innovative planning and “out of the box” thinking should be encouraged. This concept strives to make a vibrant tourism zone in the centre of Maun.

Concept 3:

Broaden the permissible configuration of tourist lodges in the Okavango Delta. This concept challenges the current regulation limiting the number of tourist beds in a concession to 24 beds. It also promotes a range of different configurations of accommodation facilities permissible with a defined tourism development node or nodes in concession areas. The number of permissible tourist facilities is dependent upon the defined, mapped tourism resources within the concession area.

Motivation:

The number of tourist beds in concession areas has been restricted by regulation for the past fifteen years. These bed restrictions are not based on any sound tourism development principles but are simply a “thumb suck”.

This concept is to be viewed in conjunction with strategies to rejuvenate the tourism image of the Okavango Delta, to identify land with tourism potential and to rework concession boundaries.

This concept will permit tourism products keep pace with changing demands and trends in international nature-based tourism demand and not be limited by outdated restrictions.
and regulations. It will allow operators to provide smaller, more personal facilities that are being demanded by the tourist market yet cluster facilities into nodes so as to provide the economies of scale to operate them on a financially viable basis.

This concept will examine a range of alternative combination of facilities and provide guidelines for future development.

Figure 7 Proposed lodge complex developed and managed by one operator / concessionaire offering a range of different sized satellite camps but functioning as a single operations unit.

Figure 8 Different configuration of lodge complexes offering tourists facilities with fewer guests which is being demanded by the overseas market.

**Concept 4:**
Close part of Moremi Game Reserve to self-drive tourists. The concept of closing part of Moremi Game Reserve to self-drive tourists is to create opportunities for the provision of less sophisticated tourism products that may be provided by emerging, local tourism operators. These products include safari operating through the provision of safari vehicles and guides, game guides, non-permanent fly camps at certain locations within the reserve, hospitality products at north and south gates to Moremi Game Reserve.

**Motivation:**

This concept closes Moremi Game Reserve to self-drive tourists but keeps it open for registered mobile safari operators.

The self-drive tourist market is largely South Africans who tend to contribute little to the economy and local host communities as their aim is to be as self-sufficient as possible while on safari in Botswana. The impact of this market is estimated to be high on the environment and facilities as there is little way to control them effectively.

The concept is to convert ‘free range’ self-driving in Moremi to that similar to 4x4 trails offered in the Kruger National Park. This system will both enhance the visitor experience and increase the level of beneficiation to members of the host communities through the creation of a range of jobs and entrepreneurial opportunities.

This concept is in line with the strategy of enhancing benefits to host communities, reducing leakages, enhancing visitor experiences and increasing citizen involvement.

**Concept 5:**

Establish a development zone on the eastern side of Moremi that provides an appropriate range of experiences and facilities appropriate for the self-drive tourist market that provide optimal benefits to local host communities.

**Motivation:**

This concept is to provide a purpose designed and developed wildlife safari experience for self-drive tourists that provide maximum benefits from this tourism sector to host communities living in the area.

This concept focuses on developing a network of 4x4 routes that are specifically designed for the self-drive, camping safari enthusiasts that provides exciting, interesting and rewarding nature and outdoor experiences particularly aimed at the southern African tourist. A range of rustic tourist facilities would be planned that suit the need of this market that can be established with minimal development funds and operated effectively by members of host communities with minimal training. The concept is to provide those tourism products and experiences that meet market demands, which maximise job creation at a level suitable for local host communities, deliver maximum benefits and are within the limits of acceptable change for the environment.
Concept 6:

Establish a new national tourism asset in the form of Tsodillo National Park based on San art and culture.

Motivation

Botswana’s tourism, other than business tourism, is almost exclusively based on wildlife / nature-based tourism. A government directive is to strive to diversify tourism away from wildlife / nature-based tourism to other forms of tourism, particularly cultural tourism. “Bushman” paintings and culture are extremely popular with overseas tourists as they tend to perceive “Bushmen” as one of the “Big Four” tribes of Africa – the other being the ancient Egyptians, Masai and Zulus (no logic here!). Tsodillo Hills has a rich heritage of San rock art thus earning World Heritage Status.

The concept is to establish a new national tourism asset by (i) optimising on Tsodillo Hills world class San rock paintings, (ii) diversifying Ngamiland’s tourism economy from wildlife / nature-based tourism and (iii) create a new “must see” attraction to assist spin the Triangular “Three Country” Tour Route (Victoria Falls to Popa Falls to Maun) and extend the visitors stay in Botswana. This national tourism asset would take the form of a new, large national park focused on Tsodillo Hills. Furthermore, this proposed national park would be link between the Okavango Delta, Namibia’s Kadom National Park and Mahango Game Reserve in a large Transfrontier Conservation Area.

This new national park, Tsodillo National Park, would create a new national tourism asset, diversify the country’s tourism industry away from wildlife tourism and include a new culture-based, semi-and area attraction on the Three Countries Tour Route.

Concept 7:

Establish a new tour route on the periphery of the Okavango Delta aimed at the overseas coach market - the Three Countries Triangular Tour Route

Motivation

Livingstone will become the international gateway to the KAZA TFCA and region with the upgrading of Livingstone International Airport to land wide body jet aircraft. The number of overseas tourists visiting the planning domain is likely to increase significantly with easier, more efficient and less costly access for the overseas tourist markets. This increased number of arrivals will stimulate the overseas tour group market that travels by large 44-seater luxury coaches out of Livingstone into the planning domain. The critical mass created by the coach market can be used effectively to develop new tour routes, which in turn stimulate a tourism economy along such a tour routes.

The concept is to create a new tour route that links Victoria Falls through the Caprivi to Popa Falls via Tsodillo Hills to Maun through Chobe National Park back to Victoria Falls. To achieve this tour route, (i) the A35 road would need to be upgraded to a standard suitable for coaches, and (ii) a paved road would need to be constructed between Shorobe and the A33 along a suitable route to the east of Chobe National Park.
5.3 Concepts for citizen empowerment in Ngamiland

5.3.1 Introduction

The results of the situational analysis largely confirmed the widespread view that, while tourism is the mainstay of the Ngamiland economy, empowering Botswana to enter the industry remains an important challenge. Currently, a relatively low percentage of total tourism spend is earned by local stakeholders. The use of expatriate labour (especially in higher paid and skilled positions), the procurement of tourism inputs from foreign suppliers and the remittance of profits outside the region represent a considerable leakage from the local and national economies.

Barriers obstructing greater participation by Botswana include a shortage of skills, insufficient or inappropriate financial instruments, deficiencies in government regulation and a perception of deliberate exclusion of citizens from the tourism industry. There are also allegations that the proceeds from CBNRM projects run by community trusts are often intercepted by local elites and not equitably distributed within the local communities. Finally, a lack of public awareness about the benefits of tourism to the district also contributes to negative attitudes and a climate of mistrust between key stakeholders.

Concept 1:

Develop appropriate financing mechanisms designed to provide citizens with access to capital for investment in the tourism industry.

This concept focuses on the establishment of an appropriate financing mechanism that provides citizens with capital for investment in the tourism industry. Current facilities aimed at encouraging citizen investment such as those offered by the Citizen Entrepreneurial Development Agency (CEDA) are not wholly appropriate to the sectoral needs of the tourism industry. Likewise, the Tourism Development Fund, housed in the Department of Tourism, appears to be little used and not adequate to the needs of the industry. These facilities should be reviewed and amended instruments that are specifically tailored to the needs of
the sector should be developed. This is a national level intervention that is required to enable the conditions for increased citizen ownership not just in Ngamiland but throughout the tourism industry of Botswana.

Concept 2:

Promote better implementation of existing regulatory mechanisms that promote employment equity in the tourism industry (including localization of labour).

The situational analysis revealed that employment equity in the Ngamiland’s tourism industry has lagged, especially at senior employment levels where the use of expatriate labour is widespread. Remediying this situation may be partially achieved through more efficient implementation of existing government regulation. It appears current labour regulations regarding employment equity (including the requirement for labour localization plans) are not consistently implemented. Likewise, compliance with localization requirements included in concession agreements between tourism investors and the land board are not dependably monitored. This neglect appears to be a major cause of policy failure.

There is an urgent need to ensure more consistent enforcement of regulation (including appropriate follow up procedures). Weaknesses in the public sector’s ability to implement existing regulations should be remedied and strategic interventions promoted that build the civil service’s capacity in this regard.

Concept 3:

Develop and implement tendering/licensing procedures and other regulatory arrangements that promote broad-based empowerment of citizens.

Regional jurisdictions such as Mauritius, Namibia and South Africa have successfully promoted broad-based indigenous empowerment through a combination of regulation, licensing and conditional award of commercial rights to public assets.

The concept is to integrate conditions requiring broad-based citizen empowerment into the land allocation system regulating the award of leases in Ngamiland. While it is a critical function of government to create an enabling environment for citizen empowerment, it is nevertheless important that it does not adopt policies and practices that discourage investment. The concept therefore advocates an approach that encourages citizen empowerment but avoids being so complex and bureaucratic that it stifles the growth of the industry. The key instrument is a citizen empowerment scorecard that measures the performance of lessees against a broad-based suite of empowerment categories (see below).

Concept 4:

Develop a workable system that enables government and other stakeholders to measure and evaluate industry performance across all components of citizen empowerment.

This concept is:

- to develop a “scorecard” that measures the performance of the industry across a broad range of citizen empowerment indicators (including ownership; strategic representation and control; management; employment equity; procurement; corporate social responsibility spend; etc.); and

- To put in place monitoring mechanisms that collects and makes available the information to government and the public at large.
The system will be integrated in the broader monitoring programme being developed under Component 6 of the ODMP.

Concept 5:

Develop a systematic programme (involving government, industry and communities) to communicate the benefits of tourism to key stakeholders.

A lack of public awareness about the benefits of tourism at the local, district and national scales contributes to negative attitudes and a climate of mistrust between key stakeholders. The concept is to develop a partnership between government and the organised industry to educate the public and to communicate the benefits of tourism to all sectors of society (including local host communities). The programme would build on and extend existing efforts. It would avoid one-off events by developing a programmatic approach that is sustained over an extended period.

5.4 Roles for implementation of tourism in Ngamiland.

Implementation of tourism requires the collaboration of numerous different role players and stakeholders. It is important that the three primary role players (i.e. Government, non-government organizations and the private sector of the tourism industry) understand clearly what their roles are in the process of tourism development.

These roles are as follows:

<table>
<thead>
<tr>
<th>Role of Public Authorities in Promoting Sustainable Tourism Development</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Public authorities should:</strong></td>
</tr>
<tr>
<td>1. Undertake area (TDA) and sector specific research into the environmental, cultural and economic effects of tourism.</td>
</tr>
<tr>
<td>2. Support the development of tourism economic models to help define appropriate levels and types of economic activities for natural and built-up areas.</td>
</tr>
<tr>
<td>3. Central government should assist and support lower levels of governments to develop their own tourism development strategies in conjunction with conservation strategies.</td>
</tr>
<tr>
<td>4. Develop standards and regulations for environmental and cultural impact assessments, monitoring and auditing of existing and proposed tourism developments.</td>
</tr>
<tr>
<td>5. Apply sectoral and/or regional environmental accounting systems for the tourism industry.</td>
</tr>
<tr>
<td>6. Design and implement public consultation techniques and processes in order to involve all stakeholders in making tourism-related decisions.</td>
</tr>
<tr>
<td>7. Develop and implement new economic indicators which define national well-being in the sustainable development sense. These indicators, such as those for &quot;sustainable income,&quot; must incorporate environmental and resource services and resource depletion.</td>
</tr>
<tr>
<td>8. Design and implement educational and awareness programs which will sensitize people to the issues of sustainable tourism development.</td>
</tr>
<tr>
<td>9. Develop adequate tools and techniques to analyze the effect of tourism development projects on heritage sites and ancient monuments as an integral part of cultural and environmental impact assessment.</td>
</tr>
<tr>
<td>10. Develop design and construction standards which will ensure that tourism development projects are sympathetic with local culture and natural environments.</td>
</tr>
<tr>
<td>11. Ensure that carrying capacities of tourism destinations reflect sustainable levels of development and are monitored and adjusted appropriately.</td>
</tr>
<tr>
<td>12. Enforce regulations for illegal trade in historic objects and crafts; unofficial archaeological research; the prevention of erosion of aesthetic values and desecration of sacred sites.</td>
</tr>
<tr>
<td>13. Regulate and control tourism in environmental and culturally sensitive areas.</td>
</tr>
<tr>
<td>15. Create tourism advisory boards that involve all stakeholders (the public, indigenous populations, industry, NGOs, etc.).</td>
</tr>
<tr>
<td>16. Ensure that all government departments involved in tourism are briefed on the concept of sustainable development. The respective Ministers (e.g. Environment, Natural Resources, etc.) should collaborate to achieve sustainable tourism development.</td>
</tr>
</tbody>
</table>
17. Ensure that tourism interests are represented at major caucus planning meetings that affect the environment and economy.
18. Ensure that national and local tourism development agreements stress a policy of sustainable tourism development.

### Role of Non-Government Organizations in Promoting Sustainable Tourism Development

Non-government organizations (NGOs) represent and protect the interests of the public. They also have access to local information, expertise and labour.

1. NGOs should be part of sustainable tourism advisory boards at all levels of government and/or industry and offer input into sustainable tourism planning and development. This would include assessment of regional as well as site-specific development plans and the appropriate mix and location of different land use designations.
2. NGOs should continue to seek local support for appropriate tourism development as well as opposition to inappropriate tourism development. They should also support the protection of an adequate sustainable tourism resource base.
3. NGOs should promote the use of local residents to assist in sustainable tourism research and data collection.
4. NGOs should offer to other agencies information on locally innovated sustainable tourism products and proposals, including the use of locally appropriate technologies.
5. NGOs should become more involved in public education concerning:
   a. the economic importance of sustainable tourism development;
   b. the need for a secure resource base (particularly natural landscapes);
   c. sustainable tourism development projects;
   d. Appropriate behaviour related to sustainable tourism on the part of government, industry and tourists.
6. NGOs should be encouraged to identify and communicate to the appropriate agencies those issues related to sustainable tourism as well as solutions to these problems. This includes monitoring:
   a. impacts of sustainable tourism on the local culture and environment;
   b. equity participation in local sustainable tourism developments;
   c. impacts of other sectors of the economy on sustainable tourism;
7. Government and industry commitments to sustainable tourism.

### Role of the Tourism Industry in Promoting Sustainable Tourism Development

The private sector is responsible for delivering products and services to the tourist. In this regard it is imperative that the industry support sustainable development through the following actions:

1. Protecting the Biosphere, for example, by minimizing and eliminating pollution which causes environmental damage (e.g. use of herbicides on golf courses, artificial snow-making on ski hills) and by supporting parks and reserves at key sites.
2. Sustained Use of Resources, for example, by ensuring sustainable use of land, water, forests in tourism activities.
3. Reducing and Disposing of wastes, for example, by recycling, reusing, and reducing wherever possible and by having high standards for sewage treatment and waste disposal.
4. Adopting Energy Efficiency Practices, for example, by maximizing when possible the use of solar power, wind power, etc.
5. Minimizing Environmental Risks for example, by minimizing environmental and health risks (e.g. avoid hazardous locations such as near marshal swamps, favoured wildlife areas, unique features, ancient sites).
6. Undertaking Green Marketing, for example, by promoting "soft" tourism that minimizes adverse environmental and cultural impacts (e.g. nature tourism) as well as informing tourists of the impacts of their presence.
7. Mitigating Damage, for example, by replacing or restoring degraded environments and compensating for local adverse effects.
8. Providing Complete and Credible Information to Tourists, for example, by disclosing hazardous locations.
9. Incorporating Environmental Values in Management of Operations, for example, by ensuring environmental representation at the executive level on board or management groups.
10. Conducting Regular Environmental Audits, for example, by conducting independent assessments of environmental performance of the entire business operations (e.g. monitor water quality, carrying capacity, energy consumption, environmental aesthetics, sewage, etc.).

6 Detailed development plans for each TDA

Okavango Core Tourism Development Area

Maun Tourism Development Node

Moremi-East Tourism Development Area

Tsodilo Tourism Development Area

Panhandle Tourism Development Area

Western Tour Routes Tourism Development Area
Okavango Core TDA

Detailed tourism development plan for Okavango Core Tourism Development Area

Prepared for:
North West District Council
Private Bag 01
Maun, Botswana
Department of Tourism
P O Box 439
Maun, Botswana
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<th>Ngamiland Regional Tourism Office</th>
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<tbody>
<tr>
<td></td>
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<tr>
<td>TECHNICAL ADVISORS</td>
<td>NRP</td>
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<td>e-mail: <a href="mailto:nrp@ffm.bots.com">nrp@ffm.bots.com</a></td>
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## DOCUMENT INFORMATION

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Contents

CONTENTS ........................................................................................................................................... II

1 OKAVANGO CORE TDA ......................................................................................................................... 1

1.1 LOCATION OF OKAVANGO CORE TDA .......................................................................................... 1

1.2 TOURISM RESOURCES AND ATTRACTIONS IN TDA ................................................................. 1

1.3 EXISTING TOURISM PRODUCTS IN TDA ....................................................................................... 1

1.4 TOURISM IMAGE OF TDA ............................................................................................................... 2

1.5 TOUR ROUTES .................................................................................................................................. 3

1.6 PREFERRED TARGETED TOURIST MARKET SEGMENTS ............................................................. 4

1.7 LAND OWNERSHIP AND CONCESSIONS ....................................................................................... 5

1.8 TOURISM DEVELOPMENT ZONES & NODES .................................................................................. 7

1.9 RECOMMENDATIONS ..................................................................................................................... 11
The Okavango Core TDA has two geographical components, the Okavango Core – Central TDA and Okavango Core – North TDA. These two geographical areas have been merged into the Okavango Core TDA because they have similar kinds of tourism products (facilities, services and activities) aimed at similar tourist market segments with a similar range of natural and wildlife attractions but in a different geographical area and based on different river systems. However, for the purposes of the Tourism Development Plan they will be treated as two parts of the same Okavango Core TDA.

1.2 Tourism resources and attractions in TDA

Tourism resources and attractions are those entities that attract tourists to the TDA. The nature and quality of these resources and attractions influence significantly the demand by tourists to visit and experience them. The role of government is to develop, manage and maintain tourism resources and attractions in the TDA. These tasks are necessary actions to be taken by government to encourage a flow of tourists from the preferred targeted tourist market segment to the TDA.

1.2.1 Existing tourism resources & attractions

The following tourism resources and attractions currently exist in the Okavango Core TDA:

Tourism resources

- The wetland system based on the Okavango River and Linyanti River which is a Ramsar Site and unique in Africa.
- Wildlife, including the Big Five, offers extremely high quality game viewing experiences in a wild and natural environment.
- Natural history of the Delta is unique to southern Africa.
DETAILLED TOURISM DEVELOPMENT PLAN FOR THE OKAVANGO COPE TOURISM DEVELOPMENT AREA (TDA)

- The visual landscapes – flat, endless, wetland plains un-impacted by built environments.
- Wild nature of area – wide open, wild, undisturbed, minimally impacted on landscapes.
- Wildlife for hunting.
- Fish stock for fishing.

Tourist attractions

What attracts visitors to the Okavango Core TDA?

- Wildlife - particularly Big Five - experienced through game viewing motorised (vehicle & boat), mokoro and walking safaris.
- Specific species of wildlife – elephants, crocodiles for example.
- Wetlands experience.
- Birdlife with high quality bird viewing.
- African safari experience.
- Experience one of the last of the few remaining truly wild areas of southern Africa with abundant wildlife.
- Easily accessible by airplane from most first world countries.
- High quality tourist facilities – particularly upmarket lodges, tented camps and mobile safaris.
- Hunting.
- Fishing.

1.3 Existing tourism products in TDA

1.3.1 Tourist activities

What activities can tourists do and experience currently while visiting the Okavango Core TDA?

- Undertake a guided safari – walking, canoeing, mokoro, vehicle, boat, elephant-back, horseback, flying, and balloon.
- Camping.
- Hunting.
- Fishing.
- Bird watching.
- Relaxing in luxury hospitality facilities.

A full list of the most current tourist activities in this TDA may be found in the Tourism Monitoring section of this manual. A tourism monitoring programme is operated by the Department of
Tourism in Maun. It is the responsibility of this office to ensure that the inventories of tourism activities are kept current.

1.3.2 Tourism facilities

A full list of the most current tourist facilities in this TDA may be found in the Tourism Monitoring section of this manual. A tourism monitoring programme is operated by the Department of Tourism in Maun. It is the responsibility of this office to ensure that the inventories of tourism facilities are kept current.

1.3.3 Tourism services

A full list of the most current tourist facilities in this TDA may be found in the Tourism Monitoring section of this manual. A tourism monitoring programme is operated by the Department of Tourism in Maun. It is the responsibility of this office to ensure that the inventories of tourism services are kept current.

1.4 Tourism image of TDA

1.4.1 What is a tourism image?

A tourism image is a particular image or "brand" that is depicted to the tourists of the Tourism Development Area. This image may be created through focused marketing efforts and by the provision of key, strategic tourist attractions and products. Each TDA in the Ngamiland planning domain needs to have its own distinct tourism image which differs significantly from the tourism images of other TDA's. In this manner, tourists who visit Ngamiland will be encouraged to view the district as a number of distinctively different areas each offering a range of different attractions and experiences worth visiting. Such tourists may be encouraged to stay longer in Ngamiland to sample the varied experiences promoted by the different tourism images of other TDA's.

Furthermore, the TDA's tourism image assists greatly in focusing marketing and promotion efforts towards the needs and demands of the preferred targeted market segment. This focus is important in accurately informing the tourist of the experience that they are likely to have in the TDA. Clearly identifying and promoting a tourism image for a TDA helps prevent the mismatch that so frequently occurs between ‘tourist’s expectations’ and “tourist’s experience”. This mismatch frequently causes visitor dissatisfaction with their holiday experience which results in negative publicity those impacts negatively on tourist arrivals in the planning domain.

1.4.2 Tourism image for Okavango Core TDA

The tourism image for this TDA is:

A world-class luxury safari experience of wetland wildlife in the unique, wild Okavango Delta environment.

The tourism image or branding recommended for this TDA should factor in the following elements:

- Unique Delta wetland environment protected under the Ramsar Convention.
- Wetland experience which is unique.
- Abundant wildlife and the “Big Five”.
- Unrivalled, world class, wetland game viewing experiences.
- Luxury safaris and lodges offering to pamper visitors with five star service and meals.
Tourism image / branding concern

The tourism image or brand of the Okavango Core TDA is a world renowned and successful brand that has served the Okavango Delta well and since the 1970's. The success of this brand has resulted in its misuse over time which has caused some confusion in tourist markets.

This confusion stems from the fact that the brand or tourism image for the Okavango Delta really only applies to the Okavango Core TDA and not to other TDA’s in Ngamiland. Due the success of the Okavango brand it has been widely used to market products and destinations in other parts of Ngamiland. In most cases, these other destinations and products usually do not have the tourism resources, attractions and experiences to truly fulfill the tourism experiences suggested by this brand. As a consequence, visitors are misled by inaccurate and misleading marketing to expect an Okavango Delta experience in other areas of Ngamiland that can not offer such experiences. As a result, visitors’ expectations are not met due to misleading marketing and are consequently disappointed by their holiday experience. These negative experiences impact negatively on the reputation of the Okavango Delta as an international tourist destination.

In order to overcome this phenomenon, it is recommended that the tourism image of the Okavango Core TDA is clearly defined and its use is restricted to only the Okavango Core TDA. Restricting the use of the Okavango Delta image to the Okavango Core TDA area only will go some way towards alleviating this problem. The Department of Tourism should develop guidelines on the use of the Okavango Delta brand and monitor the situation.

1.5 Tour routes

1.5.1 Existing tour and flight routes in TDA

There are no formalised tour routes into the Okavango Core TDA but a network of unpaved feeder roads and tracks that provide links to the numerous camps in the TDA. These roads and tracks serve two purposes, namely (i) as supply routes for the camps and lodges in the TDA; and (ii) as safari routes for some visitors that arrive by vehicle or on a mobile safari in the TDA.

However, the majority of tourists are transported by light aircraft throughout the two sections of the Okavango Core TDA. Numerous light aircraft from many small airlines provide a daily shuttle service between Maun and the lodges and between lodges in the TDA. The large number of light aircraft flying over the TDA daily can have a significant impact on the visitor experience in the TDA.

Most lodges / camps either have their own landing strip for light aircraft or share an airstrip with one or more other lodges in the vicinity. The visual impact of airstrips on the landscape is the largest perceived man-made impact that visitors have of tourism in the TDA other than a spider web network of game viewing tracks made by safari vehicles and supply vehicles.
1.6 Preferred targeted tourist market segments

The strategy that has been accepted for tourism development in Ngamiland is to focus tourism development at clearly identified tourist market segments. These targeted market segments are preferred as they are likely to contribute favourably to the achievement of the tourism vision and development goals of the District and this specific TDA (as defined in the Strategic Framework). Therefore, it is important to clearly identify which tourist market segment or segments are preferred for this TDA.

The following tourist market segments have been identified through a process of stakeholder consultation:
The following market segments have been identified as segments of preference.

<table>
<thead>
<tr>
<th>Tourist Market Segment</th>
<th>Preference</th>
<th>Comment</th>
</tr>
</thead>
<tbody>
<tr>
<td>Overseas tourists</td>
<td>High</td>
<td>The strategy for the Okavango Delta has always been, and should remain, targeting the high tariff - low volume overseas tourist market segments. This strategy is still preferred for the Okavango Core TDA, while other TDAs provide for the needs of other market segments, from overseas and SADC countries.</td>
</tr>
<tr>
<td>Fly-in safaris</td>
<td>High</td>
<td>This market segment remains the preferred market segment due to the high tariffs of the flying safari experience. This market segment has a limited number of vacation days and has the desire to get into and out of the safari experience as quickly as possible. The luxury fly-in safari experience provides the needed rapid transportation, high quality safari and game viewing experiences, luxury lodge facilities and services within a 7-10 period. The majority of overseas visitors to the Okavango Core TDA are from North America.</td>
</tr>
<tr>
<td>Mobile safaris</td>
<td>High</td>
<td>This market segment is preferred as the high tariffs charged generates financial returns that the government and operators are seeking but has minimal permanent damage to the environment. A limited number of mobile operators operate within the concessions that they hold for specific controlled hunting areas (CHAs). This market segment should be encouraged to experience at the Okavango Core TDA in limited numbers at high tariffs.</td>
</tr>
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</table>

It is recommended that the development of the tourism plant in the Okavango Core TDA continue to be focussed on the needs and demands of these market segments. The development of the existing tourism plant in the Okavango Core TDA based on these market segments has resulted in a healthy tourism plant that is delivering the economic benefits to the nation in terms of foreign exchange earnings and tax revenue as defined in the Strategic Framework. The delivering of other benefits in terms of ownership and citizen empowerment are addressed in a later section in this document.

1.7 Land ownership and concessions

Most of the current high value leases in the Okavango Core TDA were awarded in the 1990s within the framework of the 1991 Land Use Plan, the Tourism Policy (1990) and the
Tourism Act (1992). These leases are mostly valid for 15-years and are due to expire over the next three to five years. They generally display the following basic structure:

**Lessor:**
Tawana Land Board (TLB)

**Lessee:**
Botswana Resident/Corporation or Community Trust

**Sublessee:**
Hunting/photographic tourism operator

The Tawana Land Board (TLB) is the official lessor of all concessions in the Okavango Core TDA although certain leases in the Moremi Game Reserve are leased by the TLB on behalf of the Department of Wildlife and National Parks.

Lessees must be either Botswana citizens or legal entities registered in Botswana. They are entitled to sublet their rights if they are not themselves lodge operators. The typical practice is for a Motswana, a Botswana-registered company (not necessarily a lodge operator) or a community trust to acquire a “head lease” to a concession area and to sublet the concession to one or more hunting/photographic tourism operator(s) subject to the conditions of the head lease.

A citizen may hold only one head lease either directly or through a legal entity. This principle is however widely circumvented through the use of subleases. For example, a Botswana-based company may enter into only one direct 15-year lease but may operate several other lodges via subleases from third parties.

The Tawana Land Board leases to community structures on the following terms:

- Currently, leases granted by the TLB to communities are for 15-year terms with a right of first refusal at the end of the lease term.

- The lease rentals are nominal, commencing at P1,000 per annum, escalating at 10% and reviewed every five years.

The TLB leases to commercial concerns on the following terms:

- Most of the clauses in the standard commercial lease are identical to the community contract but lease length and renewal option periods are shorter.

- The initial lease term is five years with an option to renew for two further five-year terms subject to rental reviews at each five-year anniversary.

- The base rental usually escalates at 10 or 12% per annum with one or two exceptions.

- Providing lessees meet all obligations, their tenure is secure for 15 years.

- Initial base rentals ranged from P 35,000 to P 187,500 per annum.
Importantly, in the case of community CHAs, a nominal rental is charged by the TLB. These rentals commence at P1000 per annum, escalating at 10%. Any monies payable to the community trust by way of sublease then accrue to the community; the TLB or DWNP do not participate in or benefit from such ‘rentals’. This gives communities the opportunity to sublease at market rates earning them substantial revenue (excluding wages) from various sources.

A common practice in Ngemiland – where principal lessees are not established lodge operators or choose not to use all their tourist bed allocations – is to sublet all or part of their concession areas to one or more lodge operators. Lodge operators and lessees were reluctant to disclose these figures but sublease fees are known to be generally much higher than the rentals paid by the principal or head lessee to the TLB. Sublessees thus typically pay a substantial premium for the rights to operate in such areas.

1.8 Tourism development zones & nodes

1.8.1 Introduction

The task of a regional or district tourism development plan is to establish an environment in which tourism may develop and flourish. It is the responsibility of Government to strive to establish such an environment in which the private sector and host communities may develop the necessary tourism products needed for the effective operation of a sub-regional tourism plant. A means of achieving this environment for tourism is to divide the Okavango Core TDA into smaller spatial areas into which detailed, market focused tourism planning may take place.

Consequently, land within each Tourism Development Area is divided into:

- **Tourism Development Zones (TDZ)** which are zones in which particular type of tourism or land use activity may take place.

- **Tourism Development Nodes (TDN)** which are specific places or locations where high intensity tourism development takes place.

![Tourism Development Area (TDA)](image)

Tourism development zones are identified by integrating the following tourism related factors:

- **Target markets segments:** The market’s needs, demands, preferences, profiles, recreation characteristics, affordability.

- **Tourism resources and attractions:** The range, extent and quality of the tourism resources that is available in the TDA for consumption by targeted market segment.

- **Limits of acceptable change (LAC):** The zonation that emanates from the Limits of Acceptable Change process is used as a foundation layer for the spatial planning with the TDA.
Tourism support infrastructure: The nature, extent and condition of existing tourism support infrastructure that is required to support the tourism plant of the TDA.

Strategic Framework: This framework provides guidelines as to the benefits that should emanate from tourism development in this TDA.

Host communities: The wishes and concerns of the host community.

Private sector: The guidance of the private sector tourism industry.

A consultative process with all stakeholders in the TDA was undertaken to assess the above factors and to establish the environment for tourism in the Okavango Core TDA. This process resulted in data with which to plan tourism development within the Okavango Core TDA. Of particular interest to the planning process was the mapping of land areas with different categories of tourism potential (see Tourism Monitoring section X [To be included in final report]). This mapping clearly indicated that land with tourism potential in the Okavango Core TDA was not being optimally utilized from a tourism perspective due to the influence of the Controlled Hunting Area concession framework that influences the structure and distribution of tourism throughout the TDA.

1.8.2 Planning for tourism development in the Okavango Core TDA

Land for tourism use in the Okavango Core TDA is divided into land inside Moremi Game Reserve and land outside of it. Different dynamics and factors apply to each category of land which affects the potential for tourism development in the Okavango Core TDA.

All land in the Okavango Core TDA outside of Moremi Game Reserve has been partitioned into Controlled Hunting Areas (CHA's). The boundaries of CHA's were defined in the early 1990's based primarily on hunting criteria with secondary consideration to photographic tourism. Concessions were awarded to concessionaires for each CHA for use in a prescribed manner for a certain period of time as defined in the concession agreement or lease for the CHA. As a consequence, all land outside of Moremi Game Reserve in the Okavango Core TDA is locked into a tourism development process constrained by and confined to the boundaries and concessions of the CHA's. These boundaries and concessions were primarily defined by hunting considerations. The result is the non-optimal use of the tourism resources and location of tourism products in the Okavango Core TDA due to the constraints of the CHA boundaries and concession framework defining land use and tourism within the CHA's.

The boundaries of CHA's have also influenced the positioning and routing of transport infrastructure (road / tracks and airstrips) required to support photographic tourism and hunting. This infrastructure has the largest tourism related environmental and visual impact on the environment in the Okavango Core TDA. A rationalization of this infrastructure is required to minimise the ongoing and future impact on the environment. However, this rationalisation is best planned once the tourism potential of the TDA is established, an improved concession framework is identified and the identification of locations for all future planned and potential tourism products have been identified.

Current lease agreements also do not contain explicit provisions regarding citizen participation although operators are required to submit a "localization and training plan" to the Commissioner of Labour. It appears however there is no consistent monitoring or enforcement of these plans by Government. Using land leasing (or concessioning) procedures and instruments to promote domestic participation in a land-based industry such as tourism is a widely used method in other jurisdictions. Many of the current leases in the Okavango Delta are due to expire shortly; the imminent renewal of these leases represents an important opportunity to advance citizen participation via an affirmative land-allocation process drawing on the experience of other jurisdictions in southern Africa and further abroad.

In order for effective spatial planning to be undertaken that will optimise photographic and hunting tourism in the Okavango Core TDA, as well as addressing social and citizen...
empowerment issues, the framework defining CHA’s and their associated concessions needs to be addressed.

Recommended planning process to achieve optimal tourism development potential in Okavango Core TDA

Implementing change in a well established, functioning tourism plant that is entrenched in an existing framework is a sensitive process that may have considerable implications for stakeholders and the tourism plant of the Okavango Core TDA. Care needs to be taken to ensure that this process does not impact excessively on operator, investor and tourism confidence in the existing tourism plant of the Okavango Core TDA which could affect its current operation.

In order to adopt an integrated and holistic approach to planning, the following factors need to be considered:

- **Spatial Planning:**
  - Identification of all land with different land use potential:
    - Photographic tourism
    - Hunting
    - Farming
    - Proclaimed protected areas
  - Identification of sub-land use areas of land identified for photographic tourism for the following possible, but not exclusive, use categories:
    - Game viewing / safaris (walking, vehicle, horse back, elephant back)
    - Bird watching
    - Boating
    - Mokoro trips
    - Walking / trails
    - Nature-based activities:
      - Wild use areas
      - Activity areas
    - Accommodation facilities:
      - Semi-permanent Large, medium & small lodge sites
      - Non-permanent fixed structure facilities.
  - Identification of necessary infrastructure to support proposed spatial tourism plan:
    - Roads / tracks:
      - Tourist routes
DETAILED TOURISM DEVELOPMENT PLAN FOR THE OKAVANGO COPE TOURISM DEVELOPMENT AREA (TDA)

- Access roads
- Service roads
- Safari tracks:
  - Exclusive use
  - Communal
- Air transportation:
  - Air routes within Okavango Core TDA.
  - Airstrips & helipads.
  - Dispersal hubs and services.
  - Scheduled and charter trips.
- Water body usage:
  - Boat routes
  - Use and restricted areas.
  - Exclusive use areas.
- Tourism product development guidelines
  - Nature of products:
    - Size, scale, dispersion of facilities.
    - Product footprints
    - Materials
  - Visual / landscape
  - Support infrastructure:
    - Roads / tracks
    - Water
    - Sewage
    - Power
    - Telecommunication / radios
    - Solid waste management
    - Staff / service areas / management areas.
  - Tourist activities
  - Safety & security
Implementation of tourism planning process for Okavango Core TDA

Planning for appropriate, market focused tourism development within the Okavango Core TDA that provides the benefits that Government wants to achieve (as described in the Strategic Framework) is a complicated, involved and controversial process. This process requires an overhaul of the existing Controlled Hunting Area concession framework which is the heart of the current tenure and investment security mechanism of tourism in the Okavango Core TDA. This process will require a restructuring of the concession framework, concession awarding process, type and concession boundaries, and the nature and scale of permissible tourism products within the concession.

This process will require considerable, in-depth consultation with all stakeholders in order to achieve a model acceptable to the majority of stakeholders. This process, if not undertaken appropriately, may have significant implications on the existing tourism plant and tourists of the Okavango Core TDA. This process is not to be rushed or undertaken in a haphazard manner but with due consideration and transparent procedures. It is however, imperative that an appropriate concession and citizen empowerment framework is identified before spatial planning of the tourism plant of the Okavango Core TDA takes place as it has significant implications as how to optimise the distribution of tourism products and the alignment of support infrastructure.

1.9 Recommendations:

The following interim recommendations are offered:

- As a consequence of the factors sketched above, the client, stakeholders and consultants agreed that the process described above be undertaken as an independent exercise following after the adoption of this Ngamiland Tourism Development Plan. This decision was taken in order to allow approval of the many other tourism development aspects contained in this Development Plan to proceed in the meantime.

The tourism development plan for the Okavango Core TDA based on a new concession framework and boundaries should be included in the Ngamiland Tourism Development Plan at a later stage.

- Most existing leases for CHA’s in the Okavango Core TDA expire within the next two to three years. It is recommended that Government extend the existing agreements with current lease holders for an appropriate length of time in order that a new leasing framework and tourism development plan for the Okavango Core TDA is established, accepted and approved prior to the issuing of new leases. Government should then prioritise the preparation of the new framework as a matter of high priority incorporating the principles sketched below.

- The new leasing framework should:
  - Optimise the use of the tourism resources and location of tourism products in the Okavango Core TDA along the lines suggested above;
  - Incorporate an affirmative procedure designed to significantly increase citizen participation in the Okavango Core TDA.

Stringent requirements for broad-based citizen participation using a scorecard approach to weight and measure elements such ownership, strategic representation, employment equity, local procurement, social responsibility spend; etc. should be structured into the lease-allocation and monitoring process. Citizen participation should be awarded a significant weight in the evaluation criteria used to assess proposals from bidders. Minimum thresholds should be set for each element of the scorecard and for the minimum overall citizen participation score required from bidders. Bidders should be required to
present their citizen participation proposals as an integral part of their bids. Once bids have been awarded, their citizen participation proposals should be incorporated into the lease agreements between the Tawana Land Board and the new lessees. This will mean that the citizen participation proposals are converted into contractual obligations against which the ongoing performance of lessees may be assessed. A monitoring system designed to track the citizen empowerment performance of individual lessees against their contractual obligations should be developed and implemented as a high priority (see Monitoring Section).

- Limit the opportunities for "rent collecting" (described in the situational analysis above), where citizens obtain "head leases" which they then sublease to third parties (often expatriates or foreign-owned companies) for a fee. The new leasing framework should explicitly limit (or disallow this practice. The broad-based citizen participation requirements – including the ownership requirements – should apply at the "head lease," asset ownership and operational levels and should be circumvented through the use of subleasing or outsourcing arrangements.
Panhandle TDA

Detailed tourism development plan for the Panhandle Tourism Development Area

Prepared for:
- North West District Council

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### DOCUMENT INFORMATION

| DOCUMENT NUMBER |  
| DOCUMENT TITLE |  
| FILE NAME |  

1.2 Tourism resource and attractions in TDA

Tourism resources and attractions are those entities that attract tourists to the TDA. The nature and quality of these resources and attractions influence significantly the demand by tourists to visit and experience them. The role of government is to develop, manage and maintain tourism resources and attractions in the TDA. These tasks are necessary actions to be taken by government to encourage a flow of tourists from the preferred targeted tourist market segment to the TDA.

1.2.1 Existing tourism resources & attractions

The following tourism resources and attractions currently exist in the TDA:

Tourism resources
- Okavango River and fish stocks in the river.
- Wildlife associated with river and wetland.
  - Birdlife.
  - Crocodiles and crocodile breeding.
Elephants migrating though TDA.

Tourist attractions

What attracts visitors to the Panhandle TDA?

- Okavango River
- Wetland with bird and wildlife
- Fishing
- Tranquility.

1.3 Existing tourism products in TDA

1.3.1 Tourist activities

What activities can tourists do and experience currently while visiting the Panhandle TDA?

- Fishing.
- Bird watching.
- Boating:
  - Motor boat cruises
  - House boating.
  - Mokoros
- Hiking & walking.

A full list of the most current tourist activities in this TDA may be found in the Tourism Monitoring section of this manual. A tourism monitoring programme is operated by the Department of Tourism in Maun. It is the responsibility of this office to ensure that the inventories of tourism activities are kept current.

1.3.2 Tourism facilities

A full list of the most current tourist facilities in this TDA may be found in the Tourism Monitoring section of this manual. A tourism monitoring programme is operated by the Department of Tourism in Maun. It is the responsibility of this office to ensure that the inventories of tourism facilities are kept current.

1.3.3 Tourism services

A full list of the most current tourist facilities in this TDA may be found in the Tourism Monitoring section of this manual. A tourism monitoring programme is operated by the Department of Tourism in Maun. It is the responsibility of this office to ensure that the inventories of tourism services are kept current.
1.4 Tourism image of TDA

1.4.1 What is a tourism image?

A tourism image is a particular image or "brand" that is depicted to the tourists of the Tourism Development Area. This image may be created through focused marketing efforts and by the provision of key, strategic tourist attractions and products. Each TDA in the Ngamiland planning domain needs to have its own distinct tourism image which differs significantly from the tourism images of other TDA's. In this manner, tourists who visit Ngamiland will be encouraged to view the district as a number of distinctly different areas each offering a range of different attractions and experiences worth visiting. Such tourists may be encouraged to stay longer in Ngamiland to sample the varied experiences promoted by the different tourism images of other TDA's.

Furthermore, the TDA's tourism image assists greatly in focusing marketing and promotion efforts towards the needs and demands of the preferred targeted market segment. This focus is important in accurately informing the tourist of the experience that they are likely to have in the TDA. Clearly identifying and promoting a tourism image for a TDA helps prevent the mismatch that so frequently occurs between 'tourist's expectations' and "tourist's experience". This mismatch frequently causes visitor dissatisfaction with their holiday experience which results in negative publicity that impact negatively on tourist arrivals in the planning domain.

1.4.2 Tourism image for TDA

The tourism image for this TDA is:

An Okavango River-based, activity orientated experience in a semi-wild but rural experience with easy vehicular access for self-drive tourists.

The tourism image or branding recommended for this TDA should factor in the following elements:

- That it is primarily a river experience and not a delta experience as experienced in the Okavango Core TDA.
- That it is a rural experience as opposed to a wild/wilderness experience.
- That there is limited wildlife compared to Okavango Core TDA.
- That it is in close proximity to a tour route that is predicted to become more popular in the future.
- That it will shortly be serviced on both sides of the Panhandle by paved roads.
- That it is integrated into a fairly densely populated rural area with associated livestock farming and cultivation.
- That numerous tourist accommodation facilities exist that target the mid-market tour operators, self-drive tourists, fishing enthusiasts and business travellers.
1.5 Tour routes

1.5.1 Existing tour routes in TDA

The following routes are currently being used as tour routes by different segments of the existing user market:

- **Mohembo Border Post to Gumare (A35) Tour Route:**

  This route is the primary tour route in the western sector of Ngamiland. This route carries tourist traffic from Namibia to Maun along the western side of the Panhandle. The road is paved but narrow. The condition of the road is mature and will soon require significant maintenance or upgrading.

  The condition of this road makes it currently unsuitable for large tour coaches but is suitable for microbus tour vehicles, overlanders and self-drive tourists in sedan cars.

  The A35 tour route is a boring tour route for tourists as it does not take visitors past any of the tourist attractions in the TDA. The route does not even afford visitors a glimpse of the Okavango River or wetland, the primary attraction in the area.

  The amount of tourist traffic currently passing along this tour route is currently low.

- **Mohembo Ferry to Seronga:**

  The road between the Mohembo Ferry and Seronga is scheduled to be upgraded to a paved road by the end of 2008. A bridge over the Okavango River at Mohembo will replace the diesel ferry that has been operating there in the past.

  The upgrading of this road will make Seronga more readily available to self-drive tourists in sedan cars. However, for the sedan self-drive market segment, tourists would need to double back on
the route from Seronga to continue their journey along the A35. Doubling-back on a tour route is never favourable for tourists and should be avoided when planning tour routes.

This tour route affords visitors good views over the river and wetlands at occasions but primarily passes through rural land that has been cultivated. There is small potential to develop this road as a tour route.

1.6 Preferred targeted tourist market segments

The strategy that has been accepted for tourism development in Ngamiland is to focus tourism development at clearly identified tourist market segments. These targeted market segments are preferred as they are likely to contribute favourably to the achievement of the tourism vision and development goals of the District and this specific TDA (as defined in the Strategic Framework). Therefore, it is important to clearly identify which tourist market segment or segments are preferred for this TDA.

The following tourist market segments have been identified through a process of stakeholder consultation:

The following market segments have been identified as segments of preference.

<table>
<thead>
<tr>
<th>Tourist Market Segment</th>
<th>Preference</th>
<th>Comment</th>
</tr>
</thead>
<tbody>
<tr>
<td>Overseas tourists</td>
<td>High</td>
<td></td>
</tr>
<tr>
<td>Tour groups</td>
<td>Medium</td>
<td></td>
</tr>
<tr>
<td>Coach tours</td>
<td>Low</td>
<td></td>
</tr>
<tr>
<td>SADC tourists</td>
<td>Low</td>
<td></td>
</tr>
<tr>
<td>Domestic tourists</td>
<td>Medium</td>
<td></td>
</tr>
<tr>
<td>Touring</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Leisure-based</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Sedan vehicles</td>
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<td></td>
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<tr>
<td>All-terrain vehicles</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Activity-based</td>
<td></td>
<td></td>
</tr>
<tr>
<td>National</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Sport-based</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Safaris</td>
<td>Low</td>
<td></td>
</tr>
<tr>
<td>Self-drive</td>
<td></td>
<td></td>
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<tr>
<td>Safari package</td>
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</tr>
</tbody>
</table>

Tour group market is preferred due to the TDA’s proximity to paved roads and established tour routes, particularly Caprivi tour route. This market segment can contribute significantly to tourism economy of TDA and nation thus providing much needed tourism related benefits without impacting on the Okavango Core TDA.

This market segment preferred as it will contribute significantly to economy of TDA through the high number of tourists it delivers into the TDA. This market is dependent on the circular tour route around the Okavango Delta being in place. The
<table>
<thead>
<tr>
<th>Tourist Market Segment</th>
<th>Preference</th>
<th>Comment</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>High</td>
<td>Medium</td>
</tr>
<tr>
<td>Microbus tour groups</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Adventure tour groups</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Fly-in safaris</td>
<td>X</td>
<td></td>
</tr>
<tr>
<td>Mobile safaris</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Luxury safaris</td>
<td>X</td>
<td></td>
</tr>
<tr>
<td>Adventure safaris</td>
<td></td>
<td></td>
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<tr>
<td>FIT/Self-drive</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Sedan vehicles</td>
<td>X</td>
<td></td>
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<tr>
<td>All-terrain vehicles</td>
<td></td>
<td></td>
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<tr>
<td>SADC / Domestic Tourists</td>
<td></td>
<td></td>
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<tr>
<td>Touring</td>
<td></td>
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<tr>
<td>Leisure-based</td>
<td></td>
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<tr>
<td>Sedan vehicles</td>
<td></td>
<td></td>
</tr>
<tr>
<td>All-terrain vehicles</td>
<td>X</td>
<td></td>
</tr>
<tr>
<td>Activity-based</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Fishing</td>
<td></td>
<td></td>
</tr>
</tbody>
</table>
| River-based |     |        |     | This market segment preferred as the section of the Okavango River that passes through this TDA is the only river on which high levels of river-based facilities, such as house-boats, may be located comfortably. Houseboats offer unique opportunities for tourism accommodation if limited in scale and number and focused on overseas tourists and not local recreationists. Local recreational house boats should be discouraged as they impact on the river experience while contributing little in terms...
1.7 Tourism development zones & nodes

1.7.1 Introduction

The task of a regional or district tourism development plan is to establish an environment in which tourism may develop and flourish. It is the responsibility of Government to strive to establish such an environment in which the private sector and host communities may develop the necessary tourism products needed for the effective operation of a sub-regional tourism plant. A means of achieving this environment for tourism is to divide the planning domain or Ngamiland into smaller spatial areas into which detailed, market focused tourism planning may take place.

Consequently, land with tourism potential in Ngamiland has been demarcated into seven Tourism Development Areas (TDA). Within each Tourism Development Area are:

- **Tourism Development Zones (TDZ)** which are zones in which a particular type of tourism or land use activity may take place.

- **Tourism Development Nodes (TDN)** which are specific places or locations where high intensity tourism development takes place.

Tourism development zones are identified by integrating the following tourism related factors:

- **Target markets segments**: The market's needs, demands, preferences, profiles, recreation characteristics, affordability.

- **Tourism resources and attractions**: The range, extent and quality of the tourism resources that is available in the TDA for consumption by targeted market segment.
- **Limits of acceptable change (LAC):** The zonation that emanates from the Limits of Acceptable Change process are used as a foundation layer for the spatial planning with the TDA.

- **Tourism support infrastructure:** The nature, extent and condition of existing tourism support infrastructure that is required to support the tourism plant of the TDA.

- **Strategic Framework:** This framework provides guidelines as to the benefits that should emanate from tourism development in this TDA.

- **Host communities:** The wishes and concerns of the host community.

- **Private sector:** The guidance of the private sector tourism industry.

### 1.7.2 Spatial demarcation for tourism development

The following recommendation for spatial tourism development planning within this TDA is recommended after due consideration of the above factors:

Tourism Development Nodes

The tourism in the Panhandle TDA should be focused on three Tourism Development Nodes (TDNs) situated at Shakawe, Seronga and Nxamasere. These three nodes are the recommended locations on which to focus tourism services. It is from these TDNs that all the high level tourism services that are required to drive tourism in the TDA would be provided. The concept is to centralise tourism services and support into these nodes to prevent the spread (particularly the linear spread along the road) of tourism related support services.

It is within each of these nodes that a full range of tourist comfort and information services would be provided including Tourism Information & Development Centres.
Shakwe TDN:

This TDN is the primary tourism node for the Panhandle TDA. Shakwe, with its paved airstrip and proximity to the border post, is strategically and infrastructurally well placed to serve the role of primary TDN for the TDA. Shakwe would serve the tourism plant in the Panhandle TDA as well as the tourism plant in the Popa Falls TDA which is in close proximity in Namibia. The Popa Falls TDA and Shakwe TDN is essentially one tourism functional spatial unit. Shakwe TDN would be the centre from which tourism in the Panhandle would be driven and promoted and should be identified as a priority node to receive an upgrading in telecommunications services.

Nxamasere TDN:

The Nxamasere TDN is strategically located:

- At the intersection of the A35 tour route and the road leading to Tsodilo Hills.
- At the gateway to the proposed Nxamasere Nature Reserve that provides access to the Okavango River and wetland.
- Will operate as one of the exit gateways for the proposed Tsodilo National Park.

This TDN is to function as a medium order TDN to service the central section of the Panhandle TDA and the Tsodilo TDA. It is to provide middle order services that are needed on a frequent basis in the central part of the Panhandle and Tsodilo TDA. All future tourism related services and facilities necessary for this section of the TDA should be located in this TDN. Nxamasere village is to function as the tourism dormitory settlement for those involved in tourism wishing to reside in a village.

Seronga TDN

The Seronga TDN is strategically located as a centralised tourism service centre and as a gateway to the Far North TDA. Although Seronga is likely to remain small in scale and sophistication, tourism services and facilities and support infrastructure should be located in the Seronga TDN. Developing these facilities in Seronga TDN is required in order to prevent the sprawl of tourism service facilities, infrastructure and products along the length of the tour route leading to Seronga.

Tourism Development Zones

There are three tourism development zones proposed for the Panhandle TDA:

Natural Tourism Resource Conservation Zone:

Natural tourism resources that attract visitors need to be conserved in order to continue attracting visitors in the future. Often development takes place in areas rich with natural tourism resources which frequently degrade the tourism resource base resulting in poorer visitor experiences and consequently fewer visitors.

The purpose of this zone, irrespective of the conservation or LAC zoning, is to protect and conserve the natural tourism resources contained in the zone, particularly the visual landscape, thus adding value to the tourism plant of the TDA.

Access to the zone is permitted in motorised transport but under clear management guidelines, tourist facilities may be established but only on a temporary basis according to strict guidelines for infrastructure and services that dictate minimal impact on the natural environment (e.g. temporary fly camps, bird hides, etc)
The area recommended for this zoning is the wetland area that surrounds the Okavango River as it passes through the TDA.

Ecotourism Product Zones:

Ecotourism Product Zones are areas that have potential for a tourism product due to, amongst others, its location, vegetation, proximity to natural tourism resources, wildlife viewing, and views. The purpose of Ecotourism Product Zoning is to identify such parcels of land so that it may be realised in the future for tourism purposes, effectively "land banking" the land for future, higher valued, tourism orientated land use.

It is recommended that the east bank of the Okavango River floodplain be identified for Ecotourism Product Zones. There are numerous spots between the Seronga road and floodplain that would be suitable for ecotourism products, such as lodges, tented/rustic camps. These products would be targeted at the market segments identified in the 'target market' section of this document as preferred market segments.

These zones should be identified as part of a consultation process with interested and affected parties. The zones should be demarcated so that they are clearly identifiable. No permanent structures should be permitted within the zone and use rights should be made available to land owners on a short-term basis only.

The following diagram indicates conceptually where such zones may be located.
Tour Route Visual Conservation Zones:

Views experienced by tourists along tour routes form an integral and important part of the tourist's experience of the TDA. Structures and land use activities along a tour route that are unsightly impact negatively on the viewers' experience and expectations of the TDA. An education and monitoring process should be put into place by the Tourism Authority of the TDA to inform people living in the area of the importance and benefits of conserving tour route landscapes.

1.8 Nxamasere Nature Reserve

Product name:

Nxamasere Nature Reserve

Product description:

The establishment of a nature reserve on minimally impacted land suitable for nature-based tourism so as to create an environment for the development of a range of market-focused tourism products.
Development priority:

This product has the following development priority in this TDA:

<table>
<thead>
<tr>
<th>Development Priority</th>
</tr>
</thead>
<tbody>
<tr>
<td>Very High</td>
</tr>
<tr>
<td>X</td>
</tr>
</tbody>
</table>

Location:

Nxamasere is perfectly located along the A35 tour route and at the main intersection to Tsodilo Hills for the establishment of a nature-based tourism activity zone to intercept tourist traffic travelling along these tour routes.

Boundaries of nature reserve

The boundaries of the proposed nature reserve are to be identified through a consultation process with the host community and interested tourism service providers, led by government.

Attractions & experiences:

Attractions and experiences attract visitors to a particular location. The following factors will be appealing to visitors thus encouraging them to visit this product:

- Location relative to A35 tour route.
- Easy access to sedan type vehicles from paved A35 road.
- Perception of wilderness on edge of Okavango River floodplain.
- Natural beauty and tranquillity of wild location.
- Fishing.
- Boating and mokoro trips
Target market:

The following tourist market segments should be targeted for this tourism product area:

<table>
<thead>
<tr>
<th>Tourist Market Segment</th>
<th>Comment</th>
</tr>
</thead>
<tbody>
<tr>
<td>Overseas tourists</td>
<td></td>
</tr>
<tr>
<td>Luxury safaris</td>
<td>The potential exists for the establishment of a large up-market lodge of 100+ rooms once the triangular tour linking Kasane, Mabula &amp; Chobe Falls is operational and visitor numbers on the tour route have increased significantly.</td>
</tr>
<tr>
<td>Adventure safaris</td>
<td>This market segment preferred as the TDA offers the scope for a range of activities that are suitable to this market segment, particularly the lower to middle sections of the market.</td>
</tr>
<tr>
<td>F1T/Self-drive</td>
<td>This market segment preferred as this TDA is accessible by paved roads suitable for self-drive tourists. This market segment will stimulate the establishment of smaller, less capital intensive facilities which may be dispersed more widely throughout the TDA. This market segment also prefers to experience less commercial types of tourist facilities and is prepared to visit community operated tourism products.</td>
</tr>
<tr>
<td>Sedan vehicles</td>
<td>This market segment preferred as the TDA has two paved touring routes running the length of the TDA.</td>
</tr>
<tr>
<td>Domestic Tourists</td>
<td></td>
</tr>
<tr>
<td>Touring</td>
<td>This market segment preferred as it is highly mobile, resilient to international external influences that affect overseas tourist arrivals and is considered a growth market as all terrain vehicle ownership in RSA increases significantly. This market segment will seek out the less expensive tourist destinations in Namibia that are accessible in their own vehicle thus reducing the costs of vehicle hire.</td>
</tr>
<tr>
<td>Sedan vehicles</td>
<td>This market segment preferred as the TDA is accessible by paved roads suitable for self-drive tourists. This market segment will stimulate the establishment of smaller, less capital intensive facilities which may be dispersed more widely throughout the region. This market segment also prefers to experience less commercial types of tourist facilities and is prepared to visit community operated tourism products.</td>
</tr>
<tr>
<td>Activity-based</td>
<td>This market segment preferred as the TDA offers opportunities to undertake river and wetland based tourism &amp; recreation activities that may not be undertaken in other parts of the Delta. Which are suitable for this market segment.</td>
</tr>
<tr>
<td>Fishing</td>
<td>This market segment preferred as there is already high demand from this segment which is based on high quality fishing destinations. This market segment is a growth segment which has loyal domestic tourist support.</td>
</tr>
<tr>
<td>River-based</td>
<td>This market segment preferred as the section of the Okavango River that passes through this TDA is well suited for low intensity river use.</td>
</tr>
<tr>
<td>Safaris</td>
<td></td>
</tr>
<tr>
<td>Self-drive</td>
<td>This market segment has a medium preference as it tends to contribute little to the economy of the TDA as those visitors strive to be self-sufficient and avoid contact with local people.</td>
</tr>
</tbody>
</table>

Purpose of product

The purpose of this product is:

- To create an environment for the development of tourism products by the private sector.
- To diversify the tourism products away from the core area of the Okavango Delta.
- To diversify the local economy to include tourism as a viable economic activity for host communities.
- To conserve the natural environment in an appropriate condition that encourages the potential for tourism development and the sustainable management of such environment.
- To provide an environment for local entrepreneurs and citizens to become involved in the effective operation of tourism products.
- To create a node for tourism development at a strategic location along the A35 tour route.
To create a link between the A35 tour route and the Okavango River / floodplain.

To expand the range of tourism related opportunities in the Nxamasere Tourism Node.

Nature of tourism product & environment:

Description:

An area fenced off from livestock for the express purpose of establishing a range of market focused tourism products.

Type of products:

The following types of products are envisaged in this tourism environment:

Tourist facilities:

- Tourist lodges
- Tented camps
- Rustic overnight facilities.
- Fly camps on islands in floodplain.
- Campground.

Nature orientated activities such as:

- Bird watching.
- Mokoro trips.
- Guided walks.
- Fishing trips in boats.

1.9 Seronga Tourism Hub & Gateway

Product name:

Seronga Tourism Hub and Gateway

Product description:

The establishment of a:

- Tourism hub at which a range of tourism activities may take place and from which they may depart.
- Gateway through which tourists must pass to travel into the wild Far North TDA.

Development priority:

This product has the following development priority in this TDA:
Development Priority

<table>
<thead>
<tr>
<th>Very High</th>
<th>High</th>
<th>Medium</th>
<th>Low</th>
<th>Very Low</th>
</tr>
</thead>
<tbody>
<tr>
<td>X</td>
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</tbody>
</table>

Location:

The proposed site is located south of Seronga at the end of the upgraded, paved road from Mohembo.

Boundaries of nature reserve

The boundaries of the hub are to be identified through a consultation process with the host community, interested tourism service providers led by government.

Attractions & experiences:

Attractions and experiences attract visitors to a particular location. The following factors will be appealing to visitors thus encouraging them to visit this product:

- Location relative to Seronga tour route.
- Easy access to sedan type vehicles from paved A35 road along the recently upgraded Mohembo-Seronga paved road.
- Strong perception of wilderness on edge of Okavango River floodplain and edge of Okavango Delta Core TDA.
- Natural beauty and tranquillity of wild location.
- Fishing.
- Boating and mokoro trips
Target market:

The following tourist market segments should be targeted for this tourism product area:

<table>
<thead>
<tr>
<th>Tourist Market Segment</th>
<th>Preference</th>
<th></th>
<th>Comment</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>High</td>
<td>Medium</td>
<td>Low</td>
</tr>
<tr>
<td>Overseas tourists</td>
<td></td>
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<tr>
<td>Adventure tour groups</td>
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<tr>
<td>Mobile safaris</td>
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<td>Adventure safaris</td>
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<td>FITI/Self-drive</td>
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<td>Sedan vehicles</td>
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<tr>
<td>All-terrain vehicles</td>
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<tr>
<td>SADC/Domestic Tourists</td>
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<tr>
<td>Touring</td>
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<tr>
<td>Leisure-based</td>
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<tr>
<td>Sedan vehicles</td>
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<tr>
<td>All-terrain vehicles</td>
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<tr>
<td>Safaris</td>
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</tr>
<tr>
<td>Self-drive</td>
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<td></td>
<td></td>
</tr>
<tr>
<td>Package safaris</td>
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</tbody>
</table>

Purpose of product

The purpose of this product is:

- To create an environment for the development of tourism products by the private sector (including entrepreneurs from the local host community).

- To consolidate all tourism activities into one geographical area so that they may benefit from the economies of scale and association and prevent the sprawl of tourism activities throughout the Seroniga area.
DETAILED TOURISM DEVELOPMENT PLAN FOR THE PANHANDLE TOURISM DEVELOPMENT AREA (TDA)

- To create a tourism "gateway" through which visitors pass into the wilds of the Far North TDA.
- To diversify the tourism products away from the core area of the Okavango Delta.
- To diversify the local economy to include tourism as a viable economic activity for host communities.
- To provide an environment for local entrepreneurs and citizens to become involved in the effective operation of tourism products.

Nature of tourism product & environment:

Description:

An area fenced off from livestock for the express purpose of establishing a range of market focused tourism products.

Type of products:

The following types of products are envisaged in this tourism environment:

Tourist facilities:

- Tented camps
- Rustic overnight facilities.
- Campground.

Nature orientated activities such as:

- Bird watching.
- Mokoro trips.
- Guided walks.
- Fishing trips in boats.

1.10 Proposed supporting infrastructure

The role of government in tourism destination development is to plan, design, develop, fund and manage the necessary infrastructure to support the efficient and effective operation of the tourism plant at the tourist destination. The role of establishing the tourism products (facilities, activities and services) is the role of the private sector. The development of tourism infrastructure is guided by the tourism development plan for the TDA. In this plan the infrastructural needs necessary to support an appropriate range of tourism products needed to attract the preferred tourist market segment to the TDA are defined. Government needs to develop this recommended tourism infrastructure to enable the private sector to provide the necessary tourism products to attract the preferred target market to the TDA so that the desired benefits from tourism may be realised by the communities living in that TDA.

The following tourism infrastructure is required to establish an enabling environment for the development of tourism in this TDA.
1.10.1 Tour routes

Roads

Government should focus on establishing the following tourist transport infrastructure:

- Upgrading the A35 to a standard suitable for the safe passage of large 44-seater luxury coaches.
- Upgrade and pave the road to Seronga.
- Construct a bridge over the Okavango River at Mokolobo.

Tour routes

The nature of tourism is to travel. Tourists travel by air, road and boat. Tour routes do play an important role in establishing a TDA, growing the tourism plant of the TDA and spreading benefits of tourism to host communities.

The role of Government is to facilitate the establishment, management and maintenance of tour routes and tourist transport infrastructure in the TDA. This development function is critically important to the development of the tourism plant in the TDA as facilitates the dispersion of tourists through the TDA and channels them into preferred areas where tourism has been deemed desirable by Government, host communities and the private sector.

Government and the private sector should focus on establishing the following:

- The tour route between Mokolobo to Seronga is likely to grow in popularity with the paving of the road to Seronga and the further development of the wildlife & adventure tourism hub at Seronga. Government should establish this route as a tour route aimed at the targeted tourist markets, primarily self-drive tourists and tour/safari operators using light tour vehicles.

- The section of the A35 from the Namibia/Botswana border to Guma Lagoon falls within the Panhandle TDA. The A35 is predicted to become a major tour route in the medium to long-term. This section of this tour route is strategically important to the tourism development of the Panhandle TDA and also the western sector of Ngamiland as it includes new tourism products such as the Nxamasere tourism node and the link to the Tsodilo Hills and TDA.

Government should apply adequate resources in developing this section of the tour route as a primary tour route as it is the gateway to north western Ngamiland. A tour route branding, signage and promotion programme should be implemented as describe in the Queensland example provided in the Appendix. The information centres proposed at Mokolobo and Nxamasere should receive priority development status in terms of developing this tour route.

Signage

Road and information signage is critically important to tourists and tour operators, particularly in developing rural regions. A carefully planned signage programme assists in determining the tourism image of the TDA and the efficiency of the TDA’s tourism plant.

Good road and tourist information signage also has a positive impact on the traveller’s confidence in travelling in the TDA and travel information seen and gathered by the traveller.

A detailed road signage programme should be planned and implemented for the TDA.
An example of an effective road and tourist information signage programme in the Appendices Volume. This programme was implemented for Queensland in Australia.

1.10.2 Telecommunications

Effective and efficient communication with in the tourism industry is critical to its successes. The bulk of tourism related communications (information gathering, enquiries, availability, reservations, etc) and financial interactions (deposits, payments, refunds etc) throughout the world are currently undertaken electronically by means of telephone, email and internet.

The tourism industry of Ngamiland is predominantly based on visitors from the first world visiting tourist attractions in Ngamiland, a developing region. Telecommunications in Ngamiland are at a level of sophistication, reliability and extent that hinder the operational effectiveness and efficiency of the existing tourism plant and hinder the further and future development of new tourism products in the District. To overcome this disadvantage, the following needs to be addressed by Government with urgency in this TDA:

- Effective and reliable cellular telephone or microwave-based telephone coverage to all tourism products in the TDA.
- Wireless internet access to all tourism products in the TDA.
- Fast broadband internet availability in the following centres:
  - Shakawe
  - Nxamasere TIC.

1.10.3 Tourism Information Centres

Tourists travelling along tour routes do not contribute to the local, rural economy unless they stop along the tour route. There are five ways of encouraging tourists to interrupt their journey through the provision of (a) comfort facilities (toilets, wash rooms); (b) motor services (fuel, repairs); (c) route and tourist information / interpretation material; (d) food outlets (fast foods & restaurants) and (e) retail outlets and markets for curios and tourist art.

An effective means of encouraging tourists to break their journey is to provide them with incentives to stop at strategically identified locations, and then to provide them with the opportunity to become consumers. The means recommended is to construct Tourism Information Centres (TICs) at strategic points along the tour routes.

Tourism information centres should be planned, funded and established by government. TIC in a tourism area need to be viewed not as single entities but as a range of entities that create an integrated tourism product which should all be developed at the same time in order to have maximum effect. High quality signage and TICs contribute significantly in establishing a tour route and convincing tourists that there are quality tourism attractions in the area that need to be experienced. It is highly recommended that government invests significantly in implementing the proposed range of TICs in this TDA.

There are three orders of Tourism Information Centre, namely high order, medium order and low order, which provide the following functions & services and should be established at the following locations in this TDA:

<table>
<thead>
<tr>
<th>Location</th>
<th>Order of TIC</th>
<th>Functions &amp; Services of TIC</th>
</tr>
</thead>
<tbody>
<tr>
<td>Mohembo West</td>
<td>High Order</td>
<td>A high order TIC provides the full range of functions to provide a fully integrated, telecommunications supported information service to all visitors to the TDA.</td>
</tr>
<tr>
<td>Located at the</td>
<td>Tourism</td>
<td></td>
</tr>
<tr>
<td>junction between</td>
<td>Information</td>
<td></td>
</tr>
<tr>
<td>the two tour</td>
<td>Centre</td>
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<tr>
<td>routes of the TDA</td>
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<td></td>
</tr>
<tr>
<td>Location</td>
<td>Order of TIC</td>
<td>Functions &amp; Services of TIC</td>
</tr>
<tr>
<td>------------------</td>
<td>-------------------------------</td>
<td>-----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------</td>
</tr>
<tr>
<td></td>
<td>A high order TIC would provide the following functions.</td>
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</tr>
<tr>
<td></td>
<td>• Tourist information office that is manned by trained staff.</td>
<td></td>
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<tr>
<td></td>
<td>• Well designed interpretation material about the natural and human history of the TDA.</td>
<td></td>
</tr>
<tr>
<td></td>
<td>• A reservations and promotion service for tourism products (facilities and services) in the TDA.</td>
<td></td>
</tr>
<tr>
<td></td>
<td>• A point from which special interest tours and activities may take place from.</td>
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</tr>
<tr>
<td></td>
<td>• Clean ablation facilities.</td>
<td></td>
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<tr>
<td></td>
<td>• Restaurants and fast food facilities to provide meals and refreshment.</td>
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<tr>
<td></td>
<td>• Safe parking for tour vehicles.</td>
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<tr>
<td></td>
<td>• A commercial / retail market / bazaar area that provides:</td>
<td></td>
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<tr>
<td></td>
<td>• Well designed stores and retail outlets.</td>
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</tr>
<tr>
<td></td>
<td>• The whole market is operated as a tourism product.</td>
<td></td>
</tr>
<tr>
<td></td>
<td>• Creates a safe and secure environment for tourists as it should be well policed by private security guards.</td>
<td></td>
</tr>
<tr>
<td></td>
<td>• Only tourist related products and produce is sold at the market.</td>
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<tr>
<td></td>
<td>• Traditional products / manufacturing of such products should be showcased.</td>
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<tr>
<td></td>
<td>• A food court that provides:</td>
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</tr>
<tr>
<td></td>
<td>• A wide range of different foods including:</td>
<td></td>
</tr>
<tr>
<td></td>
<td>• Traditional restaurants.</td>
<td></td>
</tr>
<tr>
<td></td>
<td>• Fast food outlets.</td>
<td></td>
</tr>
<tr>
<td></td>
<td>• Western restaurants.</td>
<td></td>
</tr>
<tr>
<td></td>
<td>• Tourism training facilities for local people.</td>
<td></td>
</tr>
<tr>
<td>Nxamasere</td>
<td>Medium Order Tourism Information Centre</td>
<td>A medium order TIC provides fewer functions than a high order TIC is less capital intensive to develop and operate. This level of TIC would provide the following functions.</td>
</tr>
<tr>
<td></td>
<td>Located at the junction between the A35 route and the approach road to Tsodilo Hills.</td>
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<tr>
<td></td>
<td>• Tourist information and interpretation material displays.</td>
<td></td>
</tr>
<tr>
<td></td>
<td>• A point from which special interest tours and activities may take place from.</td>
<td></td>
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<tr>
<td></td>
<td>• Clean ablation facilities for which tourist pay to use.</td>
<td></td>
</tr>
<tr>
<td></td>
<td>• Clean picnic area with shade. Tour operators will plan their itineraries to ensure that their passengers have a break to stretch their legs every 60-90 minutes. Tour operators should be encouraged to use the picnic spots for such purposes.</td>
<td></td>
</tr>
<tr>
<td></td>
<td>• Fast food facilities to provide meals and refreshment.</td>
<td></td>
</tr>
<tr>
<td></td>
<td>• Safe parking for tour vehicles.</td>
<td></td>
</tr>
<tr>
<td></td>
<td>• A commercial / retail market / bazaar area that provides:</td>
<td></td>
</tr>
<tr>
<td></td>
<td>• Well designed stores and retail outlets.</td>
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<tr>
<td></td>
<td>• The whole market is operated as a tourism product.</td>
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</tr>
<tr>
<td></td>
<td>• Creates a safe and secure environment for tourists as it should be well policed by private security guards.</td>
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<tr>
<td></td>
<td>• Only tourist related products and produce is sold at the market.</td>
<td></td>
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<tr>
<td></td>
<td>• Traditional products / manufacturing of such products should be showcased.</td>
<td></td>
</tr>
<tr>
<td>Seronga TIC</td>
<td>Low Order Tourism Information Centre</td>
<td>A medium order TIC provides fewer functions than a medium order TIC is less capital intensive to develop and operate. This level of TIC would provide the following functions.</td>
</tr>
<tr>
<td></td>
<td>Located at the end of the paved road that will become a tour route down the eastern side of the Panhandle.</td>
<td></td>
</tr>
<tr>
<td></td>
<td>• Tourist information and interpretation material displays.</td>
<td></td>
</tr>
<tr>
<td></td>
<td>• Clean picnic area with shade. Tour operators will plan their itineraries to ensure that their passengers have a break to stretch their legs every 60-90 minutes. Tour operators should be encouraged to use the picnic spots for such purposes.</td>
<td></td>
</tr>
</tbody>
</table>
### Functions & Services of TIC

- A commercial / retail market / bazaar area that provides:
  - Informal stores and retail outlets.
  - Only tourist related products and produce is sold at the market.
  - Market operated as a unit by stall holders association.

### Tourism information centres (TICs) should be established at the following locations:

#### 1.11 Citizen participation

The Panhandle TDA offers various opportunities for citizens to enter (or increase) their participation in the tourism industry of Ngamiland. This TDA is a medium priority area for citizen empowerment and is graded as having mixed potential for increased citizen participation.

#### Citizen Participation: Priority Rating

<table>
<thead>
<tr>
<th>TDA/TIC</th>
<th>High</th>
<th>Medium</th>
<th>Low</th>
<th>Very Low</th>
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</table>

The Nxamasere Nature Reserve has a high potential for citizen involvement, particularly local residents. Specific business opportunities identified for the TDA include:

- Tourist lodges;
- Tented camps;
- Rustic overnight;
- Campsites;
- Nature-orientated activities including:
- Bird watching;
- Mokoro trips;
- Guided walks;
- Fishing trips in boats.

In order to realize the opportunities for citizen participation associated with the Nxamasere Nature Reserve, it is recommended that:

- The lease rights to Nxamasere Nature Reserve should be vested in an appropriate community-based legal vehicle, probably a trust representing the resident and neighbouring communities. The CBO, with technical support from an appropriate support agency, should enter into joint venture or other partnerships with citizen-owned or other private partners to develop and operate the various business opportunities present in the Reserve. Opportunities suitable to emerging citizen entrepreneurs should be identified and reserved for local entrepreneurs.

- Seronga already houses the Okavango Polers Trust, which operates mokoro trails in the area. A detailed tourism precinct plan should be developed for the Seronga Tourism Hub and Gateway, which identifies specific tourism opportunities suitable to emerging citizen entrepreneurs. These opportunities should be reserved for local residents and other citizen-owned businesses. Products that require higher levels of capital investment and experience should be awarded via a process that uses the broad-based scorecard approach described elsewhere in this plan.
Western Tour Route TDA

Detailed tourism development plan for Western Tour Route Tourism Development Area

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Department of Tourism
P O Box 439
Maun, Botswana
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<th>Ngamiland Regional Tourism Office</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Department of Tourism</td>
</tr>
<tr>
<td></td>
<td>Maun</td>
</tr>
<tr>
<td>CONTACT DETAILS</td>
<td>P O Box 439</td>
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<tr>
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<td>Maun, Botswana</td>
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<tr>
<td></td>
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</tr>
</tbody>
</table>

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Contents

CONTENTS ........................................................................................................................................ II

1 WESTERN TOUR ROUTE TDA ........................................................................................................1

  1.1 LOCATION OF TDA ..................................................................................................................1
  1.2 TOURISM RESOURCE AND ATTRACTIONS IN TDA ............................................................1
  1.3 EXISTING TOURISM PRODUCTS IN TDA ..............................................................................4
  1.4 TOURISM IMAGE OF TDA .......................................................................................................4
  1.5 TOUR ROUTES ..........................................................................................................................5
  1.6 PREFERRED TARGETED TOURIST MARKET SEGMENTS ......................................................6
  1.7 TOURISM DEVELOPMENT ZONES & NODES ..........................................................................8
  1.8 PROPOSED SUPPORTING INFRASTRUCTURE .......................................................................18
  1.9 CITIZEN PARTICIPATION .........................................................................................................21
1 Western Tour Route TDA

1.1 Location of TDA

1.2 Tourism resource and attractions in TDA

Tourism resources and attractions are those entities that attract tourists to the TDA. The nature and quality of these resources and attractions influence significantly the demand by tourists to visit and experience them. The role of government is to develop, manage and maintain tourism resources and attractions in the TDA. These tasks are necessary actions to be taken by government to encourage a flow of tourists from the preferred targeted tourist market segment to the TDA.

1.2.1 Existing tourism resources & attractions

The following tourism resources and attractions currently exist in the TDA:

Tourism resources

The Western Tour Route's primary tourism resource is (i) its proximity to the wild areas of the Okavango Core TDA and the proposed Tsodilo National Park / TDA, and (ii) Lake Ngami.

A veterinary fence divides the Western Tour Route TDA from the wildlife resources in the Okavango Core TDA. The alignment of this fence and the Controlled Hunting Area boundaries determines largely the extent of the access that the Western Tour Route TDA has to the wildlife resources of the Okavango Core TDA. Realignment of the veterinary fence to the west will allow the movement or flow of wildlife into the eastern part of the
Western Tour Route TDA thus creating a wildlife tourism resource in the TDA that may be exploited for wildlife-based tourism.

Tourist attractions

What attracts visitors to the Western Tour Route TDA?

Lake Ngami:

Lake Ngami occupies the north-east part of a shallow sedimentary basin, in north-west Botswana, close to Sehitwa and south-west of the Okavango Delta, of which it is an integral part. It is bounded to the south-east by a low escarpment along an extension of the Kunyere fault, and to the west by a 25-km-long sand-ridge from the Dautsa Flats. To the north, a series of old shoreline features and minor sand-ridges separate the basin from the River Thaoge system.

The lake or depression is surrounded by Acacia savanna. Although Lake Ngami is at present dry, it formerly flooded seasonally, fed by the Nghabe (Lake) and Kunyere rivers. These two rivers join at Toteng and flow into the north-east edge of the lake. The Kunyere is the more reliable source of water. Water in the Nghabe comes from the Thamalakane at the southern edge of the Okavango Delta; in recent years little water has flowed in the Thamalakane.

The Thaoge River in the west of the delta flowed into Lake Ngami in the north-west corner in the 19th century. This source of water dried up between the 1870s and 1898 through blockage by papyrus Cyperus. The lake varies from a series of small pools near the inflow in the north-east to a maximum extent of 250 km² (34.5 km x 8 km, with a circumference of 80 km). Some 80% of the lake’s water is derived from river inflow and just 20% from local precipitation. The lake reaches its seasonal peak during the dry season, the rise occurring from June to a maximum in August. Lake levels fall from October to May, except in high-flow years such as 1978, when there was limited inflow in all
months. In the 80 years prior to 1983, the lake had been dry five times for two consecutive years. Maximum levels were attained in 1898, 1899, 1904, 1925, 1926, 1968/69 and 1978/79.

Historical evidence suggests that the lake regime was no more constant in the 19th century than it has been during the 20th century, although low levels have been normal during the latter. More recently, a series of years of low rainfall in the Angolan highlands has resulted in little, if any, water reaching the Thamalakane, and hence into the Ngabhi. Moreover, drought years during the 1980s in Botswana meant little water in the Kunyere either. Prior to 1989, the lake was dry for seven years and little water has reached Lake Ngami since 1989. Its current use is for grazing cattle, horses and other livestock, and for hunting. In years of flooding the lake was highly productive and full of fish, notably barbel, which were an important food source for the local people.

Lake Ngami had many famous visitors during the 19th (and into the 20th) century. In 1849 David Livingstone described it as a "shimmering lake, some 80 miles long and 20 wide". Livingstone also made a few cultural notes about the people living in this area; he noticed they had a story similar to that of the Tower of Babel, except that the builders' heads were "cracked by the fall of the scaffolding" (Missionary Travels, chap. 26). Charles John Andersson (who published Lake Ngami; or, Explorations and Discoveries during Four Years' Wanderings in the Wilds of Southwestern Africa in 1855) and Frederick Thomas Green also visited the area in the early 1850s. Frederick Lugard led a British expedition to the lake in 1896. Arnold Weinhold Hodson passed through the area on his journey from Serowe to Victoria Falls in 1906. (Source: Birdlife Botswana)
Other than Lake Ngami, there are no significant existing tourist attractions in the Western Tour Route TDA that will attract tourists to the TDA. This TDA is primarily a transitory TDA in its existing or current format but the potential exists to create a series of tourist attractions through the modification of existing factors that restrict the development of tourism in this TDA.

1.3 Existing tourism products in TDA

1.3.1 Tourist activities

What activities can tourists do and experience currently while visiting the Western Tour Route TDA?

- Bird watching at Lake Ngami.

A full list of the most current tourist activities in this TDA may be found in Tourism Monitoring section of this manual. A tourism monitoring programme is operated by the Department of Tourism in Maun. It is the responsibility of this office to ensure that the inventories of tourism activities are kept current.

1.3.2 Tourism facilities

A full list of the most current tourist facilities in this TDA may be found in the Tourism Monitoring section of this manual. A tourism monitoring programme is operated by the Department of Tourism in Maun. It is the responsibility of this office to ensure that the inventories of tourism facilities are kept current.

1.3.3 Tourism services

A full list of the most current tourist facilities in this TDA may be found in the Tourism Monitoring section of this manual. A tourism monitoring programme is operated by the Department of Tourism in Maun. It is the responsibility of this office to ensure that the inventories of tourism services are kept current.

1.4 Tourism image of TDA

1.4.1 What is a tourism image?

A *tourism image* is a particular image or “brand” that is depicted to the tourists of the Tourism Development Area. This image may be created through focused marketing efforts and by the provision of key, strategic tourist attractions and products. Each TDA in the Ngamiland planning domain needs to have its own distinct tourism image which differs significantly from the tourism images of other TDA’s. In this manner, tourists who visit Ngamiland will be encouraged to view the district as a number of distinctly different areas each offering a range of different attractions and experiences worth visiting. Such tourists may be encouraged to stay longer in Ngamiland to sample the varied experiences promoted by the different tourism images of other TDA’s.

Furthermore, the TDA’s tourism image assists greatly in focusing marketing and promotion efforts towards the needs and demands of the preferred targeted market segment. This focus is important in accurately informing the tourist of the experience that they are likely to have in the TDA. Clearly identifying and promoting a tourism image for a TDA helps prevent the mismatch that so frequently occurs between ‘tourist’s expectations’ and “tourist’s experience”. This mismatch frequently causes visitor dissatisfaction with their holiday experience which results in negative publicity that impact negatively on tourist arrivals in the planning domain.
1.4.2 Tourism image for TDA

The tourism image for this TDA is:

An interesting tour route to meander through in which to overnight between major tourist destination areas.

The tourism image or branding recommended for this TDA should factor in the following elements:

- Lake Ngami as a unique bird watching location.
- The proximity of wildlife associated with the Okavango Core TDA
- That the TDA is a transitory TDA based on a tour route.

1.5 Tour routes

1.5.1 Existing tour routes in TDA

The following routes are currently being used as tour routes by different segments of the existing user market:

- Shakawe to Maun Tour Route

This route is the primary tour route in the western sector of Ngamiland. This route carries tourist traffic from Namibia to Maun along the western side of the Panhandle. The road is paved but narrow. The condition of the road is mature and will soon require significant maintenance or upgrading.
The existing condition of this road makes it currently unsuitable for large tour coaches but is suitable for microbus tour vehicles, overlanders and self-drive tourists in sedan cars.

The A35 tour route is a boring tour route for tourists as it does not take visitors past any of the tourist attractions in the TDA as it does not afford visitors a glimpse of the Okavango River or wetland, the primary attraction in the area.

The A35 section of the tour route intersects with the A3 at Sehitwa, close to Lake Ngami. Lake Ngami itself is not on the tour route and is currently poorly signposted.

The amount of tourist traffic currently passing along this tour route is currently low.

1.6 Preferred targeted tourist market segments

The strategy that has been accepted for tourism development in Ngamiland is to focus tourism development at clearly identified tourist market segments. These targeted market segments are preferred as they are likely to contribute favourably to the achievement of the tourism vision and development goals of the District and this specific TDA (as defined in the Strategic Framework). Therefore, it is important to clearly identify which tourist market segment or segments are preferred for this TDA.

The following tourist market segments have been identified through a process of stakeholder consultation:
The following market segments have been identified as segments of preference.

<table>
<thead>
<tr>
<th>Tourist Market Segment</th>
<th>Preference</th>
<th>Comment</th>
</tr>
</thead>
<tbody>
<tr>
<td>Day trips</td>
<td>High</td>
<td></td>
</tr>
<tr>
<td>Tour groups</td>
<td>Medium</td>
<td>Tour group market is preferred due to the TDA’s proximity to paved roads and established tour routes, particularly Caprici tour route. This market segment can contribute significantly to tourism economy of TDA and nation thus providing much needed tourism related benefits without impacting on the Okavango Core TDA.</td>
</tr>
<tr>
<td>Coach tours groups</td>
<td>Low</td>
<td>This market segment preferred as it will contribute significantly to economy of TDA through the high number of tourists it delivers into the TDA. This market is dependent on the circular tour route around the Okavango Delta being in place. This segment is preferred as it provides the critical mass to establish an effective tour route. The tourism products that are planned along this route are largely dependent on securing this market segment along this route.</td>
</tr>
<tr>
<td>Microbus tour groups</td>
<td>Medium</td>
<td>This market segment preferred as it stimulates the growth of smaller tourist accommodation in the TDA and products off of the main tour routes. This market segment will assist in spreading the benefits of tourism in the TDA.</td>
</tr>
<tr>
<td>Adventure tour groups</td>
<td>Low</td>
<td>This market segment preferred as the TDA offers the scope for a range of activities that are suitable to this market segment, particularly as the overlander market that passes along the Caprici tour route.</td>
</tr>
<tr>
<td>Fly-in safaris</td>
<td>X</td>
<td></td>
</tr>
<tr>
<td>Mobile safaris</td>
<td>Low</td>
<td></td>
</tr>
<tr>
<td>Luxury safaris</td>
<td>Low</td>
<td></td>
</tr>
<tr>
<td>Adventure safaris</td>
<td>X</td>
<td>This market segment preferred as the TDA offers the scope for a range of activities that are suitable to this market segment, particularly the lower to middle sections of the market.</td>
</tr>
<tr>
<td>FITI/Self-drive</td>
<td>Low</td>
<td>This market segment preferred as the TDA is accessible by paved roads suitable for self-drive tourists. This market segment will stimulate the establishment of smaller, less capital intensive facilities which maybe dispense more widely throughout the TDA. This market segment also prefers to experience less commercial types of tourist facilities and is prepared to visit community operated tourism products.</td>
</tr>
<tr>
<td>Sedan vehicles</td>
<td>Low</td>
<td>This market segment preferred as the TDA has two paved tour routes running the length of the TDA.</td>
</tr>
<tr>
<td>All-terrain vehicles</td>
<td>X</td>
<td>This market segment preferred as it may provide opportunities to establishing low intensity tourism products on the eastern side of the Panhandle which are away from the paved road.</td>
</tr>
<tr>
<td>USA Domestic</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Touring</td>
<td>Low</td>
<td>This market segment preferred as it is highly mobile, resilient to international external influences that affect overseas tourist arrivals and is considered a growth market as all-terrain vehicle ownership in RSA increases significantly. This market segment will seek out the lower expensive tourist destinations in Namibia that are accessible in their own vehicle thus reducing the costs of vehicle hire.</td>
</tr>
<tr>
<td>Leisure-based</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Sedan vehicles</td>
<td>Low</td>
<td>This market segment preferred as the TDA is accessible by paved roads suitable for self-drive tourists. This market segment will stimulate the establishment of smaller, less capital intensive facilities which maybe dispense more widely throughout the TDA. This market segment also prefers to experience less commercial types of tourist facilities and is prepared to visit community operated tourism products.</td>
</tr>
<tr>
<td>All-terrain vehicles</td>
<td>X</td>
<td>This market segment has a medium preference as it tends to contribute little to the economy of the TDA as these visitors...</td>
</tr>
</tbody>
</table>
1.7 Tourism development zones & nodes

1.7.1 Introduction

The task of a regional or district tourism development plan is to establish an environment in which tourism may develop and flourish. It is the responsibility of Government to strive to establish such an environment in which the private sector and host communities may develop the necessary tourism products needed for the effective operation of a sub-regional tourism plan. A means of achieving this environment for tourism is to divide the planning domain or Ngamiland into smaller spatial areas into which detailed, market focused tourism planning may take place.

Consequently, land with tourism potential in Ngamiland has been demarcated into seven Tourism Development Areas (TDA). Within each Tourism Development Area are:

- **Tourism Development Zones (TDZ)** which are zones in which a particular type of tourism or land use activity may take place.

- **Tourism Development Nodes (TDN)** which are specific places or locations where high intensity tourism development takes place.

Tourism development zones are identified by integrating the following tourism related factors:

- **Target markets segments**: The market's needs demands, preferences, profiles, recreation characteristics, affordability.

- **Tourism resources and attractions**: The range, extent and quality of the tourism resources that is available in the TDA for consumption by targeted market segment.
• **Limits of acceptable change (LAC):** The zonation that emanates from the Limits of Acceptable Change process are used as a foundation layer for the spatial planning with the TDA.

• **Tourism support infrastructure:** The nature, extent and condition of existing tourism support infrastructure that is required to support the tourism plant of the TDA.

• **Strategic Framework:** This framework provides guidelines as to the benefits that should emanate from tourism development in this TDA.

• **Host communities:** The wishes and concerns of the host community.

• **Private sector:** The guidance of the private sector tourism industry.

### 1.7.2 Spatial demarcation for tourism development

The following recommendation for spatial tourism development planning within this TDA is recommended after due consideration of the above factors:

**Tourism Development Nodes**

![Western Tour Route TDA Map](image)

**Gumare TDN:**

Gumare is a convenient fuel, comfort and refreshment stopping point along the A35 tour route for tour groups and self-drive tourists. This strategic location along the tour route affords Gumare the opportunity of being developed as a Tourism Development Node.

Furthermore, the proposal of establishing an ecotourism development zone to the south of Gumare that offers a wide range of tourism products and activities makes Gumare a suitable location as a service hub to serve the ecotourism zone.
Gumare already has a well established infrastructure and already has a number of fuel stations.

Ngami TDN:

The Ngami TDN is situated at the intersection of the A35 and A3 near the village of Sehitwa and in close proximity to Lake Ngami, a popular bird watching tourist destination.

This strategic location makes Ngami suitable as a low order, low intensity Tourism Development Node.
There are two tourism development zones proposed for the Western Tour Route TDA:

**Gumare Tourism Zone**

The Gumare Tourism Zone is a zone that is located strategically on the A35 tour route as a convenient stopping place for tourists and as a linkage area between the Okavango Core TDA and Tsodilo TDA. This linkage could allow for the movement of wildlife between the Okavango Core TDA and Tsodilo TDA in the long-term thus bringing tourism related opportunity to land situated in the Gumare Tourism Zone. Furthermore, linking the Okavango Core TDA and Tsodilo TDA could facilitate the establishment of Botswana's most important and diverse nature / culture-based national tourism asset, the Okavango-Tsodilo National Park.

Furthermore, linking the Okavango Core TDA and Tsodilo TDA could strategically facilitate the establishment of Botswana's most important and diverse nature / culture-based national tourism asset, the Okavango-Tsodilo National Park.
Ngami Tourism Zone

The Ngami Tourism Zone is focused on the intersection of a two tour route roads and the location of Lake Ngami. This zone’s has limited tourism development potential and will be identified as a low intensity node in which a limited range of appropriate tourism services are located to serve the tourists and host community serving the tourists.

1.7.3 Product Title

Product name:

Gumare Ecotourism Park

Product description:

The establishment of an Ecotourism Park providing a “shop window” onto wildlife rich land linked to Moremi Game Reserve and creating an enabling environment for the development of a wide range of private sector operated tourism products.

Context:

The Gumare Ecotourism Park is a long-term project that requires the following interventions:

- That the Maun-Kasane road is upgraded to a paved road routed along the eastern flank of Chobe National Park.
- That the coach market segment starts to use the A35 tour route in order to reach a scale of magnitude that will make this proposal financially viable to private sector investors in the Gumare Ecotourism Park.
- That the veterinary fence is realigned as proposed to the A35 in order to create a shop window for tourists travelling along the A35.
Development priority:

This product has the following development priority in this TDA:

<table>
<thead>
<tr>
<th>Development Priority</th>
<th>High</th>
<th>Medium</th>
<th>Low</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>X</td>
<td>X</td>
<td></td>
</tr>
</tbody>
</table>

Location:

The proposed Gumare Ecotourism Park is located between the A35 and veterinary fence to the east of the A5 and south of Gumare.
Boundaries of Product:

The boundaries of the proposed Gumare Ecotourism Park are illustrated in the sketch above. However, these boundaries are only indicative and would need to be established through extensive consultation with all interested and affected parties. However, the location of the Gumare Ecotourism Park relative to its position on the A35 tour route is not negotiable as it is strategically positioned relative to the manner in which the tour route is expected to operate.

However, the key criteria is that the existing alignment of the veterinary fence that separates livestock and wildlife is realigned so that a portion of it runs parallel to the A35 at a location some ten kilometres south of Gumare. This section of fence functions as a “shop window” to tourists travelling along the A35 as it brings the wildlife and wildlife experiences1 of the Okavango Core TDA right up to the A35 road. Bringing this type of wildlife experience up to a tour route creates the opportunity for the establishment of a range of tourism products that meet the needs of tourists passing along the tour route.

Rationale:

To create a tourism development environment that creates opportunities for the development or operation of small scale tourism products that are not necessarily capital intensive thus creating the opportunity for further citizen involvement in the existing tourism industry of the Okavango Delta. In particular, to create opportunity for emerging tourism entrepreneurs based in Western Ngamiland and Maun.

---

1 It is acknowledge the wildlife experiences that are likely to be experienced in the “shop window” will not be of the same high quality as in the wilderness zone of the Okavango Core, but nevertheless, the experience will still be a quality experience for visitors travelling along A35 tour route which, currently, could be described as a boring experience.
Attractions & experiences:

Attractions and experiences attract visitors to a particular location. The following factors will be appealing to visitors thus encouraging them to visit this product:

- Wildlife and the opportunity to go game viewing.
- Bird watching
- In the bush experience.
- Opportunity to do activities not normally permitted in Moremi Game Reserve:
  - Walking safaris.
  - Adventure activates.

Target market:

The following tourist market segments should be targeted for this tourism product area:

<table>
<thead>
<tr>
<th>Tourist Market Segment</th>
<th>Preference</th>
<th>Comment</th>
</tr>
</thead>
<tbody>
<tr>
<td>Overseas tourists</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Tour groups</td>
<td>Medium</td>
<td></td>
</tr>
<tr>
<td></td>
<td>Low</td>
<td></td>
</tr>
<tr>
<td>Coach tours groups</td>
<td>Medium</td>
<td></td>
</tr>
<tr>
<td></td>
<td>Low</td>
<td></td>
</tr>
<tr>
<td>Microbus tour groups</td>
<td>Medium</td>
<td></td>
</tr>
<tr>
<td></td>
<td>Low</td>
<td></td>
</tr>
<tr>
<td>Adventure tour groups</td>
<td>Medium</td>
<td></td>
</tr>
<tr>
<td></td>
<td>Low</td>
<td></td>
</tr>
<tr>
<td>Fly-in safaris</td>
<td>X</td>
<td></td>
</tr>
<tr>
<td>Mobile safaris</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Luxury safaris</td>
<td>X</td>
<td></td>
</tr>
<tr>
<td>Adventure safaris</td>
<td></td>
<td></td>
</tr>
<tr>
<td>FITI/Self-drive</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Sedan vehicles</td>
<td></td>
<td></td>
</tr>
<tr>
<td>All-terrain vehicles</td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

Tour group market is preferred due to the TDA's proximity to paved roads and established tour routes, particularly Capital tour route. This market segment can contribute significantly to tourism economy of TDA and nation thus providing much needed tourism related benefits without impacting on the Okavango Delta TDA.

This market segment preferred as it will contribute significantly to economy of TDA through the high number of tourists it delivers into the TDA. This market is dependent on the circular tour route around the Okavango Delta being in place. This segment is preferred as it provides the critical mass to establish an effective tour route. The tourism products that are planned along this route are largely dependent on securing this market segment along this route.

This market segment preferred as it stimulates the growth of smaller tourist accommodation in the TDA and products off of the main tour routes. This market segment will assist in spreading the benefits of tourism in the TDA.

This market segment preferred as the TDA offers the scope for a range of activities that are suitable to this market segment, particularly the overlander market that passes along the Capital tour route.

This market segment preferred as the TDA offers the scope for a range of activities that are suitable to this market segment, particularly the lower to middle sections of the market.

This market segment preferred as the TDA is accessible by paved roads suitable for self-drive tourists. This market segment will stimulate the establishment of smaller, less capital intensive facilities which maybe dispense more widely throughout the TDA. This market segment also prefers to experience less commercial types of tourist facilities and is prepared to visit community operated tourism products.

This market segment preferred as the TDA has two paved tour routes running the length of the TDA.
<table>
<thead>
<tr>
<th>Type of Service</th>
<th>Market Segment</th>
<th>Description</th>
</tr>
</thead>
<tbody>
<tr>
<td>Touring</td>
<td></td>
<td>This market segment, with preferences for travel, is highly mobile, resilient to international influences, and is less likely to change its plans. This market segment is not considered a growth market as vehicle ownership in RSA increases significantly. This market segment will seek out the less expensive tourist destinations in the region that are accessible by vehicle hire.</td>
</tr>
<tr>
<td>Leisure-based</td>
<td>Sedan vehicles</td>
<td>This market segment is accessible by paved roads suitable for self-drive tourists. This market segment will stimulate the establishment of smaller, less capital-intensive facilities which can be dispersed more widely throughout the TDA. This market segment also prefers to experience less commercial types of tourist facilities and is interested in visiting community-owned tourism products.</td>
</tr>
<tr>
<td>All-terrain vehicles</td>
<td></td>
<td>This market segment has a medium preference as it tends to contribute little to the economy of the TDA as these visitors strive to be self-sufficient and avoid contact with local people.</td>
</tr>
<tr>
<td>Safaris</td>
<td>Self-drive</td>
<td>This market segment has a medium preference as it tends to contribute little to the economy of the TDA as these visitors strive to be self-sufficient and avoid contact with local people.</td>
</tr>
<tr>
<td></td>
<td>Package safaris</td>
<td>X</td>
</tr>
</tbody>
</table>

**Purpose of product:**

The purpose of this product is to:

- Create the environment to stimulate the supply of small-scale, non-capital intensive tourism products with the purpose of encouraging citizen involvement in the tourism industry of the Okavango Delta.
- Provide an additional range of experiences for visitors to on the A35 tour route.
- Provide a location for the establishment of overnight facilities on the A35 tour route.
- To enhance the tourism economy of Western Tour Route TDA.

**Nature of tourism product**

It is envisaged that the product will consist of the following products:
Accommodation:

- The identification of a range of specific sites for the development of a range of tourism products such as:
  
  o Small safari lodges.
  
  o Tented camps including:
    - Multi-tented camps.
    - Camps comprising a number of solitude tents (i.e. individuals safari tents erected as strategically locations to give guest the feeling of being alone in the bush but serviced from a central hub).

  o Fly camps for guide walking safaris

  o Rustic, temporary camps

Facilities:

- Entrance gate facility
- Restaurant/s
- Interpretation Centre
- Museum
- Game and bird hides.
Services:
- Guide safaris and walking trails.
- Adventure experiences.

Activities:
- Safari routes for walking, horse and motor cycle safaris.
- Adventure activity area in which a range of appropriate nature / wildlife activities may offered a by private sector operator.
- Fishing.
- Bird watching.
- Walking & game drives

Infrastructure

Government / TDA Authority should focus on establishing the following tourist infrastructure in the Gumare Ecotourism Park:

Veterinary fence

Government should facilitate the process and funding of realigning the veterinary fence so as to encompass the proposed land for the Gumare Ecotourism Park.

Roads
- A road / track network inside the Ecotourism Park.

Wildlife based facilities
- A series of boreholes to feed artificial waterholes so as to attract wildlife into the Ecotourism Park.
- The establishment of tourist facilities such as game / bird hides.

1.8 Proposed supporting infrastructure

The role of government in tourism destination development is to plan, design, develop, fund and manage the necessary infrastructure to support the efficient and effective operation of the tourism plant at the tourist destination. The role of establishing the tourism products (facilities, activities and services) is the role of the private sector. The development of tourism infrastructure is guided by the tourism development plan for the TDA. In this plan the infrastructural needs necessary to support an appropriate range of tourism products needed to attract the preferred tourist market segment to the TDA are defined. Government needs to develop this recommended tourism infrastructure to enable the private sector to provide the necessary tourism products to attract the preferred target market to the TDA so that the desired benefits from tourism may be realised by the communities living in that TDA.

The following tourism infrastructure is required to establish an enabling environment for the development of tourism in this TDA.
1.8.1 Tour routes

Tour routes

The nature of tourism is to travel. Tourists travel by air, road and boat. Tour routes do play an important role in establishing a TDA, growing the tourism plant of the TDA and spreading benefits of tourism to host communities.

The role of Government is to facilitate the establishment, management and maintenance of tour routes and tourist transport infrastructure in the TDA. This development function is critically important to the development of the tourism plant in the TDA as facilitates the dispersion of tourists through the TDA and channels them into preferred areas where tourism has been deemed desirable by Government, host communities and the private sector.

Tourist information centres

Tourism Information Centres should be constructed at the following locations:

<table>
<thead>
<tr>
<th>Location</th>
<th>Order of TIC</th>
<th>Notes</th>
</tr>
</thead>
<tbody>
<tr>
<td>Entrance to Gumare Ecotourism Park</td>
<td>High, Medium, Low</td>
<td>X To be constructed as part of the Gumare Ecotourism Park.</td>
</tr>
<tr>
<td>Intersection of A3 and A35 at Sehitlwa</td>
<td>X</td>
<td>This TIC may be developed in the short-term for the existing levels of tourists travelling along the A3/A35 tour route and also to act as an entrance and information facility for Lake Ngami.</td>
</tr>
</tbody>
</table>

See section on section below for detailed descriptions and functions of Tourism information Centres.

Signage

Road and information signage is critically important to tourists and tour operators, particularly in developing rural regions. A carefully planned signage programme assists in determining the tourism image of the TDA and the efficiency of the TDA’s tourism plant.

Good road and tourist information signage also has a positive impact on the traveller’s confidence in travelling in the TDA and travel information seen and gathered by the traveller.

A detailed road signage programme should be planned and implemented for the TDA.

An example of an effective road and tourist information signage programme in the Appendix. This programme was implemented for Queensland in Australia.

1.8.2 Telecommunications

Effective and efficient communication with in the tourism industry is critical to its successes. The bulk of tourism related communications (information gathering, enquiries, availability, reservations, etc) and financial interactions (deposits, payments, refunds etc) throughout the world are currently undertaken electronically by means of telephone, email and internet.

The tourism industry of Ngamiland is predominantly based on visitors from the first world visiting tourist attractions in Ngamiland, a developing region. Telecommunications in Ngamiland are at a level of sophistication, reliability and extent that hinder the operational effectiveness and efficiency of the existing tourism plant and hinder the further and future
development of new tourism products in the District. To overcome this disadvantage, the following needs to be addressed by Government with urgency in this TDA:

- Effective and reliable cellular telephone or microwave-based telephone coverage to all tourism products in the TDA.
- Wireless internet access to all tourism products in the TDA.
- Fast broadband internet availability in the following centres:
  - Gumare Ecotourism Park

1.8.3 Tourism services

It is the role of Government to provide staff, manage and maintain the necessary tourism services required for visitors to have a safe, well-informed visit in the TDA and Ngamiland.

1.8.4 Tourism Information Centres

Tourists travelling along tour routes do not contribute to the local, rural economy unless they stop along the tour route. There are five ways of encouraging tourists to interrupt their journey through the provision of (a) comfort facilities (toilets, wash rooms); (b) motor services (fuel, repairs); (c) route and tourist information / interpretation material; (d) food outlets (fast foods & restaurants) and (e) retail outlets and markets for curios and tourist art.

An effective means of encouraging tourists to break their journey is to provide them with incentives to stop at strategically identified locations, and then to provide them with the opportunity to become consumers. The means recommended is to construct Tourism Information Centres (TICs) at strategic points along the tour routes.

Tourism information centres should be planned, funded and established by government. TIC in a tourism area need to be viewed not as single entities but as a range of entities that create an integrated tourism product which should all be developed at the same time in order to have maximum effect. High quality signage and TICs contribute significantly in establishing a tour route and convincing tourists that there are quality tourism attractions in the area that need to be experienced. It is highly recommended that government invests significantly in implementing the proposed range of TICs in this TDA.

There are three orders of Tourism Information Centre, namely high order, medium order and low order, which provide the following functions & services and should be established at the following locations in this TDA.

<table>
<thead>
<tr>
<th>Location</th>
<th>Order of TIC</th>
<th>Functions &amp; Services of TIC</th>
</tr>
</thead>
<tbody>
<tr>
<td>1. Entrance to Gumare Ecotourism Park</td>
<td>Low Order</td>
<td>A low order TIC provides fewer functions than a medium order TIC is less capital intensive to develop and operate. This level of TIC would provide the following functions.</td>
</tr>
<tr>
<td>2. Intersection of A3 and A35 at Sehitwa</td>
<td>Tourism Information Centre</td>
<td>• Tourist information and interpretation material displays.</td>
</tr>
<tr>
<td></td>
<td></td>
<td>• Clean picnic area with shade. Tour operators will plan their itineraries to ensure that their passengers have a break to stretch their legs every 60-90 minutes. Tour operators should be encouraged to use the picnic spots for such purposes.</td>
</tr>
<tr>
<td></td>
<td></td>
<td>A commercial / retail market / bazaar area that provides:</td>
</tr>
<tr>
<td></td>
<td></td>
<td>• Informal stores and retail outlets.</td>
</tr>
<tr>
<td></td>
<td></td>
<td>• Only tourist related products and produce is sold at the market.</td>
</tr>
<tr>
<td></td>
<td></td>
<td>• Market operated as a unit by stall holders association.</td>
</tr>
</tbody>
</table>
1.9 Citizen participation

The Western Tour Route TDA offers various opportunities for citizens to enter (or increase their participation in) the tourism industry of Ngamiland. This TDA is a medium priority area for citizen empowerment and is graded as having mixed potential for increased citizen participation.

<table>
<thead>
<tr>
<th>Citizen Participation Priority Rating</th>
</tr>
</thead>
<tbody>
<tr>
<td>High</td>
</tr>
<tr>
<td>X</td>
</tr>
</tbody>
</table>

The Gumare Ecotourism Park is a long-term project designed to open a "shop window" onto the wildlife rich areas of the core delta. Its realization is dependent on various interventions by Government including the upgrading of the A35 tour route and the realignment of the veterinary fence in the area towards the east. It has a high potential for citizen involvement but only in the long term (given the timeframe associated with the project). Specific business opportunities identified for the Gumare Ecotourism Park include:

- Small safari lodges;
- Tented camps;
- Fly camps for guided walking safaris;
- Support infrastructure including an entrance facility;
- Nature-orientated activities including:
  - Bird watching;
  - Mokoro trips;
  - Guided walks.
In order to realize the opportunities for citizen participation associated with the Gumare Ecotourism Park, it is recommended that:

- Government should drive the preparation of a detailed tourism development plan for the area. It is a specific purpose of the project to create small-scale tourism products that are suitable for emerging entrepreneurs. These opportunities should be identified during the planning process and reserved for local entrepreneurs.

- The lease rights to the Gumare Ecotourism Park should be vested in an appropriate community-based legal vehicle, probably a trust representing the resident and neighbouring communities. The CBO, with technical support from an appropriate support agency, should enter into joint venture or other partnerships with citizen-owned or other private partners to develop and operate the various business opportunities present in the Reserve.
Tsodilo TDA

Detailed tourism development plan for the Tsodilo Tourism Development Area

Prepared for:
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Department of Tourism
P O Box 439
Maun, Botswana
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|  
| DOCUMENT INFORMATION |  
| DOCUMENT NUMBER |  
| DOCUMENT TITLE |  
| FILE NAME |  
|
### Contents

<table>
<thead>
<tr>
<th>CONTENTS</th>
<th>PAGES</th>
</tr>
</thead>
<tbody>
<tr>
<td>I TSODILO TDA</td>
<td>III</td>
</tr>
<tr>
<td>1.1 LOCATION OF TDA</td>
<td>1</td>
</tr>
<tr>
<td>1.2 TOURISM RESOURCES AND ATTRACTIONS IN TDA</td>
<td>1</td>
</tr>
<tr>
<td>1.3 EXISTING TOURISM PRODUCTS IN TDA</td>
<td>3</td>
</tr>
<tr>
<td>1.4 TOURISM IMAGE OF TDA</td>
<td>3</td>
</tr>
<tr>
<td>1.5 TOUR ROUTES</td>
<td>4</td>
</tr>
<tr>
<td>1.6 PREFERRED TARGETED TOURIST MARKET SEGMENTS</td>
<td>4</td>
</tr>
<tr>
<td>1.7 TOURISM DEVELOPMENT ZONES &amp; NODES</td>
<td>6</td>
</tr>
<tr>
<td>1.8 TSODILO NATIONAL PARK</td>
<td>9</td>
</tr>
<tr>
<td>1.9 PROPOSED SUPPORTING INFRASTRUCTURE</td>
<td>13</td>
</tr>
<tr>
<td>1.10 CITIZEN PARTICIPATION</td>
<td>16</td>
</tr>
</tbody>
</table>
1 Tsodilo TDA

1.1 Location of TDA

1.2 Tourism resources and attractions in TDA

Tourism resources and attractions are those entities that attract tourists to the TDA. The nature and quality of these resources and attractions influence significantly the demand by tourists to visit and experience them. The role of government is to develop, manage and maintain tourism resources and attractions in the TDA. These tasks are necessary actions to be taken by government to encourage a flow of tourists from the preferred targeted tourist market segment to the TDA.

In the case of Tsodilo TDA, tourism resources and attractions that have significant bearing on the tourism development of this TDA are situated on both sides of the international border with Namibia. Consequently, tourism development should be assessed within a cross-border context in order to realize the full potential of tourism development for the sub-region.

1.2.1 Existing tourism resources & attractions

The following tourism resources and attractions currently exist in the TDA:

Tourism resources and attractions

The following tourism resources exist in the Tsodilo TDA:

- Tsodilo Hills World Heritage site.

The Tsodilo Hills World Heritage site is found some 50km west of Sepopa Village. These hills rise up to a height of 410m above the Kalahari sand plains. They are of significant spiritual and cultural quality to the San, who have been living around the vicinity of these hills for thousands of years.
The hills are considered sacred to the San people as they are considered the resting place for the spirits of the dead and the home of their various gods. Archaeological studies have revealed that this area has been occupied by humans for the past 100,000 years. Rocks paintings in the Tsodilo Hills differ from other San rock paintings in southern Africa predominantly in painting style.

- Aha Hills

The Aha Hills straddle the Botswana-Namibia border, and are visible and some 50km northwest from the Gchwihabe Caves. This dolomite, limestone and marble plateau is believed to be over 700 million years old.

- Gchwihabe Caves

Gchwihabe Caves are situated some 50km south east of Aha Hills on undulating Kalahari sand dunes. The caves are linked passages and caverns that exist on two levels; one raised several meters above the other, with spectacular rock formations, flowstones, stalactites, inlets, hallways apertures and fossil waterfalls. The caves are home to large bat populations.

- Wide open, largely undeveloped, semi-arid plains.

The Tsodilo TDA comprises wide open, semi-arid plains with a wide range of semi-arid area associated wildlife. Human habitation is of extremely low density and largely concentrated along the dry water courses in the north and east. Livestock farming is marginal and focused around boreholes situated in dry riverbeds. However, the tourism resource is the experience of being wild, largely uninhabited country-side that has a history that goes back to the dawn of man.

- Elephant and other wildlife migration routes.

Elephants migrate between the Kaudom National Park in Namibia through the Tsodilo TDA to the Okavango River and eastwards to the Far North TDA. These migration routes also follow the dry river courses that run in an East – West direction. These wildlife migration routes are an attraction to tourists as it increases the likelihood of viewing semi-arid area wildlife.

The following tourism resources exist in Namibia's Western Capriví:

- Protected areas comprising:
  - Mahango Game Reserve.
  - Kaudom National Park.
  - Caprivi Game Park
  - Buffalo Game Reserve

- Popa Falls rapids.

- Kavango River
1.3 Existing tourism products in TDA

1.3.1 Tourist activities

Tsodilo Hills

The primary tourist activities taking place currently in the Tsodilo TDA is focused around the Tsodilo Hills World Heritage Site. Access to Tsodilo Hills is along a dirt road from the A35 that varies in condition depending on the amount of rain that the area has had. The road is unsuitable for large coaches.

Guide tours by trained tourist guides are available to tourists at Tsodilo Hills. Tourists may visit a museum and interpretation centre at the World Heritage site. A number of camping facilities are available.

The importance of Tsodilo Hills as a tourist destination has been recognized by Government resulting in the drafting of a tourism development plan for NG6, which includes the Tsodilo Hills World Heritage Site.

Gcwihaba Caves

Exploring the Gcwihaba caves is undertaken as a self-guided experience for tourists to the caves. Rough camping may take place at Gcwihaba Caves for the adventurous tourist.

A full list of the most current tourist activities in this TDA may be found in the Tourism Monitoring section of this manual. A tourism monitoring programme is operated by the Department of Tourism in Maun. It is the responsibility of this office to ensure that the inventories of tourism activities are kept current.

1.3.2 Tourism facilities

A full list of the most current tourist facilities in this TDA may be found in the Tourism Monitoring section of this manual. A tourism monitoring programme is operated by the Department of Tourism in Maun. It is the responsibility of this office to ensure that the inventories of tourism facilities are kept current.

1.3.3 Tourism services

A full list of the most current tourist facilities in this TDA may be found in Tourism Monitoring section of this manual. A tourism monitoring programme is operated by the Department of Tourism in Maun. It is the responsibility of this office to ensure that the inventories of tourism services are kept current.

1.4 Tourism Image of TDA

1.4.1 What is a tourism image?

A tourism image is a particular image or "brand" that is depicted to the tourists of the Tourism Development Area. This image may be created through focused marketing efforts and by the provision of key, strategic tourist attractions and products. Each TDA in the Ngamiland planning domain needs to have its own distinct tourism image which differs significantly from the tourism images of other TDA’s. In this manner, tourists who visit Ngamiland will be encouraged to view the district as a number of distinctly different areas each offering a range of different attractions and experiences worth visiting. Such tourists may be encouraged to stay longer in Ngamiland to sample the varied experiences promoted by the different tourism images of other TDA’s.

Furthermore, the TDA’s tourism image assists greatly in focusing marketing and promotion efforts towards the needs and demands of the preferred targeted market segment. This focus is important in accurately informing the tourist of the experience that they are likely to have in the
TDA. Clearly identifying and promoting a tourism image for a TDA helps prevent the mismatch that so frequently occurs between 'tourist’s expectations' and "tourist's experience". This mismatch frequently causes visitor dissatisfaction with their holiday experience which results in negative publicity that impact negatively on tourist arrivals in the planning domain.

1.4.2 Tourism image for TDA

The tourism image for this TDA is:

Ancient “Bushman” history and heritage in a wild, semi-arid, transfrontier conservation area.

The tourism image or branding recommended for this TDA should factor in the following elements:

- The ancient history of the people who lived in the Tsodilo Hills region.
- The wildlife that lives and migrates through the semi-arid landscape.
- The wide open spaces, flat topography and minimal habitation of the area.
- The Transfrontier nature of the tourism resources.

1.5 Tour Routes

1.5.1 Existing tour routes in TDA

The following routes are currently being used as tour routes by different segments of the existing user market:

- The A35 tour route from Mohembo to Gumare which is paved and runs along the eastern sector of the Tsodilo TDA.
- The access road from the A35 to Tsodilo Hills which is unpaved. The condition of this road deteriorates significantly during the rainy season.

1.6 Preferred targeted tourist market segments

The strategy that has been accepted for tourism development in Ngamiland is to focus tourism development at clearly identified tourist market segments. These targeted market segments are preferred as they are likely to contribute favourably to the achievement of the tourism vision and development goals of the District and this specific TDA (as defined in the Strategic Framework). Therefore, it is important to clearly identify which tourist market segment or segments are preferred for this TDA.
The following tourist market segments have been identified for two different types of products in the Tsodilo TDA, namely:

- Tsodilo Hills World Heritage Site
- Tsodilo TDA outside of the World Heritage Site.

1.6.1 Preferred tourist market for Tsodilo Hills World Heritage Site

Tsodilo Hills is a World Heritage Site and a primary tourist attraction. It has the potential to attract tourists and assist in spinning the tour routes in the region. The tourist market segments that should be targeted for Tsodilo Hills World Heritage site are the following:

<table>
<thead>
<tr>
<th>Tourist Market Segment</th>
<th>Preference</th>
<th>Comment</th>
</tr>
</thead>
<tbody>
<tr>
<td>Overseas tourists</td>
<td>High</td>
<td>Overseas tour groups will be attracted to Tsodilo Hills as a primary &quot;Bushman&quot; heritage attraction and destination. The tourism resources at Tsodilo Hills will be capable of handling high volumes of tourists with little impact on the resources if the appropriate tourism products and infrastructure is put in place and the destination is effectively and efficiently managed.</td>
</tr>
<tr>
<td>Tour groups</td>
<td>High</td>
<td>The coach market is highly desirable due to the economic benefits that it can bring to the TDA. The coach market is most likely to visit Tsodilo Hills as day visitors to the attractions. The coach market is generally only interested in overnight stay at Kopane Falls TDA, Maun TDA or Guma TDA due to the provision of more accommodation facilities at locations more strategically located along the tour route for the coach market.</td>
</tr>
<tr>
<td>Coach tours groups</td>
<td>Medium</td>
<td>The coach market is highly desirable due to the economic benefits that it can bring to the TDA. The coach market should be encouraged to spend the night in tourist accommodation facilities planned to be provided at the Tsodilo Hills World Heritage. The smaller size of the tour party, the flexibility of their itinerary makes this market segment highly suitable for this site.</td>
</tr>
<tr>
<td>Microbus tour groups</td>
<td>Low</td>
<td></td>
</tr>
</tbody>
</table>
1.6.2 Preferred tourist market for Tsodilo TDA outside of World Heritage Site

The Tsodilo TDA offers a range of nature-based, semi-arid, wild open, wildlife orientated experiences away from the Tsodilo Hills World Heritage Site. These experiences will be attractive to other segments of the tourist market that could be targeted. These market segments are described below:

1.7 Tourism development zones & nodes

1.7.1 Introduction

The task of a regional or district tourism development plan is to establish an environment in which tourism may develop and flourish. It is the responsibility of Government to strive to establish such an environment in which the private sector and host communities may develop the necessary tourism products needed for the effective operation of a sub-regional tourism plant. A means of achieving this environment for tourism is to divide the planning domain or Ngamiland into smaller spatial areas into which detailed, market focused tourism planning may take place.

Consequently, land with tourism potential in Ngamiland has been demarcated into seven Tourism Development Areas (TDA). Within each Tourism Development Area are:

- Tourism Development Zones (TDZ) which are zones in which a particular type of tourism or land use activity may take place.

- Tourism Development Nodes (TDN) which are specific places or locations where high intensity tourism development takes place.
Tourism development zones are identified by integrating the following tourism related factors:

- **Target markets segments**: The market's needs, demands, preferences, profiles, recreation characteristics, affordability.

- **Tourism resources and attractions**: The range, extent and quality of the tourism resources that is available in the TDA for consumption by targeted market segment.

- **Limits of acceptable change (LAC)**: The zonation that emanates from the Limits of Acceptable Change process are used as a foundation layer for the spatial planning with the TDA.

- **Tourism support infrastructure**: The nature, extent and condition of existing tourism support infrastructure that is required to support the tourism plant of the TDA.

- **Strategic Framework**: This framework provides guidelines as to the benefits that should emanate from tourism development in this TDA.

- **Host communities**: The wishes and concerns of the host community.

- **Private sector**: The guidance of the private sector tourism industry.

### 1.7.2 Spatial demarcation for tourism development

- The following recommendation for spatial tourism development planning within this TDA is recommended after due consideration of the above factors:
Tourism Development Nodes

Tsodilo Hills High Intensity Tourism Node

Tsodilo Hills is a World Heritage site that has high quality "bushman" paintings and rock art that is a world class attraction. This attraction has the ability to attract large numbers of tourists and thus assist in diversifying the tourism economy of Ngamiland away from wildlife-based safari tourism. The long-term development strategy therefore for Tsodilo Hill would be to develop it as a world class tourist attraction targeted at the tourist market segments travelling on the A35 tour route. This strategy has been encapsulated in the tourism development plan that has been drafted for Tsodilo Hills or NG6.

This development plan (see appendix) defines a range of tourism products including up-market and mid-market lodges, self-catering accommodation facilities and camping grounds.

All high intensity tourism products, services and support infrastructure would be located within the High Intensity Tourism Node.

Medium Intensity Tourism Zone

The factors that determine the spatial location of the Medium Intensity Tourism Zone include:
1.8 Tsodilo Protected Area

Product name:
Tsodilo National Park

Product description:
The establishment of a world class protected area in the Tsodilo TDA. The major attraction of the proposed protected area being the archaeology, San history, cultural heritage and art located within an extensive semi-arid wildlife and nature protected area.

Development priority:
This product has the following development priority in this TDA:

<table>
<thead>
<tr>
<th>Development Priority</th>
<th>High</th>
<th>Medium</th>
<th>Low</th>
</tr>
</thead>
<tbody>
<tr>
<td>X</td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>
Location:

Boundaries of Protected Area:

The boundaries of the proposed protected area are not defined in this document as they need to be negotiated through a consultative process with all stakeholders and interested/affected parties. The boundaries on the diagram above are conceptual depicting a three-phase approach for the realization of the protected area.

However, the recommendation is that decision makers strive to make the area of the proposed protected area as large as possible.

Attractions & experiences:

Attractions and experiences attract visitors to a particular location. The following factors will be appealing to visitors thus encouraging them to visit this product:

- San rock art and heritage at the Tsodilo Hills World Heritage site.
- Aha Hills
- Gowihaba Caves
- Wide open, largely undeveloped, semi-arid plains.
- Elephant and other wildlife migration routes
Target market:

The following tourist market segments should be targeted for this tourism product area:

<table>
<thead>
<tr>
<th>Tourist Market Segment</th>
<th>Preference</th>
<th>Comment</th>
</tr>
</thead>
<tbody>
<tr>
<td>Overseas tourists</td>
<td>Medium</td>
<td>Overseas tour groups will be attracted to Tsodilo Hills as a primary “Bushman” heritage attraction and destination. The tourism resource at Tsodilo Hills will be capable of handling high volumes of tourists with little impact on the resources if the appropriate tourism products and infrastructure is put in place and the destination is effectively and efficiently managed.</td>
</tr>
<tr>
<td></td>
<td>Low</td>
<td></td>
</tr>
<tr>
<td>Tour groups</td>
<td>Low</td>
<td>The coach market is highly desirable due to its economic benefits that it may bring to the TDA. The coach market is most likely to visit Tsodilo Hills as day visitors to the attractions. The coach market is most likely to overnight at Pope Falls TDA, Mam TON or Gumare TDA due to the provision of more accommodation facilities at locations more strategically located along the tour route for the coach market.</td>
</tr>
<tr>
<td></td>
<td>Low</td>
<td></td>
</tr>
<tr>
<td>Coach tours groups</td>
<td>Low</td>
<td></td>
</tr>
<tr>
<td></td>
<td>Low</td>
<td></td>
</tr>
<tr>
<td>Microbus tour groups</td>
<td>Low</td>
<td>The coach market is highly desirable due to its economic benefits that it may bring to the TDA. The coach market is most likely to visit Tsodilo Hills as day visitors to the attractions. The coach market is most likely to overnight at Pope Falls TDA, Mam TON or Gumare TDA due to the provision of more accommodation facilities at locations more strategically located along the tour route for the coach market.</td>
</tr>
<tr>
<td></td>
<td>Low</td>
<td></td>
</tr>
<tr>
<td>FIT/Self-drive Sedan vehicles</td>
<td>Low</td>
<td>The nature and profile of overseas self-drive tourists perfectly suits the nature of this attraction and range of tourist facilities that are planned at Tsodilo Hills. This market segment is highly preferred and should be actively targeted.</td>
</tr>
<tr>
<td></td>
<td>Low</td>
<td></td>
</tr>
<tr>
<td>4x4 vehicles</td>
<td>Low</td>
<td>This market segment will be attracted to the wilderness and remoteness of the semi-arid area that is reminiscent of safaris of the 1970's where there was very little tourism infrastructure and safaris were rough in lifestyle.</td>
</tr>
<tr>
<td></td>
<td>Low</td>
<td></td>
</tr>
<tr>
<td>Mobile safaris</td>
<td>Low</td>
<td>An appropriate range of experiences, facilities and infrastructure may be developed to provide this market segment with a high quality semi-arid nature/wildlife at minimal capital cost to government but high income generating returns for the TDA.</td>
</tr>
<tr>
<td></td>
<td>Low</td>
<td></td>
</tr>
<tr>
<td>Touring: self-drive</td>
<td>Low</td>
<td>The nature and profile of overseas self-drive tourists perfectly suits the nature of this attraction and range of tourist facilities that are planned at Tsodilo Hills. This market segment is highly preferred and should be actively targeted.</td>
</tr>
<tr>
<td>Sedan vehicles</td>
<td>Low</td>
<td></td>
</tr>
<tr>
<td></td>
<td>Low</td>
<td></td>
</tr>
<tr>
<td>Mobile safaris</td>
<td>Low</td>
<td>An appropriate range of experiences, facilities and infrastructure may be developed to provide this market segment with a high quality semi-arid nature/wildlife at minimal capital cost to government but high income generating returns for the TDA.</td>
</tr>
<tr>
<td></td>
<td>Low</td>
<td></td>
</tr>
<tr>
<td>FIT/Self-drive 4x4</td>
<td>Low</td>
<td>This market segment will be attracted to the wilderness and remoteness of the semi-arid area that is reminiscent of safaris of the 1970's where there was very little tourism infrastructure and safaris were rough in lifestyle.</td>
</tr>
<tr>
<td></td>
<td>Low</td>
<td></td>
</tr>
</tbody>
</table>

Rationale:

Government is striving to generate more tax revenue and foreign exchange from tourism. It is also striving to diversify the tourism industry away from wildlife-based tourism and also striving to reduce the pressure to develop more tourism products in Okavango Delta Core TDA. It is further striving to revive the tourism image of Botswana and the Okavango Delta as a world class tourist destination.
The Tsodilo TDA has the potential to establish a new national tourism product that will largely achieve the aims that the government is striving for above. This potential is due to the rich heritage attractions and diverse nature/wildlife-based tourist attractions in the TDA. These attractions, if developed appropriately, will have significant appeal to the recommended targeted tourist market segments which will diversify their holiday experience in Ngamiland and Namibia.

Purpose of product:

The purpose of this product is:

- Create a major new "must see" tourist destination.
- To expand the range of tourism products in Ngamiland.
- To diversify the tourism offering of Ngamiland and Botswana away from wildlife tourism.
- To create new opportunities for citizens – particularly the residents of the Tsodilo TDA – to enter the tourism industry.
- To contribute to the rejuvenation of the maturing image of Botswana and the Okavango Delta as a world class tourist destination.
- To introduce the culture, history and heritage of indigenous host populations into the tourism economy as viable, sustainable and quality tourism product.

Nature of tourism product & environment:

It is envisaged that the proposed Tsodilo protected area would have a full range of tourism products (facilities, services, activities and attractions) suitable for a protected area.

Recommendation:

It is recommended that Government establish a major new tourist destination in north-west Ngamiland in the form of a new protected area. This proposed protected area needs to achieve the following:

- Afford the highest level of protection to the area, probably by proclaiming it a protected area.
- Conform to all environmental management criteria required of a protected area of protected area status.
- Create a new "must see and experience" tourist destination in Ngamiland.
- Convert the Tsodilo Hills from its current status of a day visitor experience to a multi-day, multi-experience type destination.
- Create a range of experiences that will appeal to the preferred market segments.
- Create a new tourism growth area in Ngamiland away from the Okavango Delta.
- Integrate into a transfrontier conservation area with Kaudom National Park and Mahango Game reserve, and become and integral component of the Kavango-Zambezi TFCA.
Planning & Development of the proposed Tsodilo Protected Area.

Government needs to undertake a detailed planning process to ensure a sustainable tourism product that will become a national asset in the future.

1.8.1 Tsodilo Hills World Heritage High Intensity Node

It is recommended that the recommendation listed in the Tsodilo Hills (NG6) tourism development plan be implemented.

1.8.2 Tsodilo NP / Kaudom NP / Mahango GR Transfrontier Conservation Area.

Botswana is a signatory to the Kavango-Zambezi Transfrontier Conservation Area initiative. The establishment of the recommended Tsodilo protected area should be planned under the guidelines of establishing an integrated Tsodilo NP / Kaudom NP / Mahango GR Transfrontier Conservation Area.

1.9 Proposed supporting infrastructure

The role of government in tourism destination development is to plan, design, develop, fund and manage the necessary infrastructure to support the efficient and effective operation of the tourism plant at the tourist destination. The role of establishing the tourism products (facilities, activities and services) is the role of the private sector. The development of tourism infrastructure is guided by the tourism development plan for the TDA. In this plan the infrastructural needs necessary to support an appropriate range of tourism products needed to attract the preferred tourist market segment to the TDA are defined. Government needs to develop this recommended tourism infrastructure to enable the private sector to provide the necessary tourism products to attract the preferred target market to the TDA so that the desired benefits from tourism may be realised by the communities living in that TDA.

The following tourism infrastructure is required to establish an enabling environment for the development of tourism in this TDA.

1.9.1 Tour routes

Roads

Government should focus on establishing the following tourist transport infrastructure:

- A network of roads and tracks that support the proposed Tsodilo protected area and Tsodilo Hills.
- Linkage roads in the Tsodilo TDA that link Kaudom National Park and Mudumu Game Reserve in Namibia.
- As part of the KAZA TFCA initiative ensuring that appropriate immigration control and administration mechanisms are in place at border crossings between Botswana and Namibia.

Tour routes

The nature of tourism is to travel. Tourists travel by air, road and boat. Tour routes do play an important role in establishing a TDA, growing the tourism plant of the TDA and spreading benefits of tourism to host communities.

The role of Government is to facilitate the establishment, management and maintenance of tour routes and tourist transport infrastructure in the TDA. This development function is critically important to the development of the tourism plant in the TDA as facilitates the dispersion of
tourists through the TDA and channels them into preferred areas where tourism has been
deemed desirable by Government, host communities and the private sector.

Government and the private sector should focus on establishing the following:

- A network of tour routes through the proposed Tsodilo National Park that is suitable for
different types of tour vehicles from large tour coaches to sedan vehicles to 4x4 safari
vehicles.

- An interesting and informative tour route to the Tsodilo Hills from the A35. This tour
route should be a paved road suitable for a luxury 44-seater motor coach. It is
preferable that this tour route has a separate entry and exit road to Tsodilo Hills from
the A35 as retracing a tour route is considered by tourists not to be an optimal
experience.

Signage

Road and information signage is critically important to tourists and tour operators,
particularly in developing rural regions. A carefully planned signage programme assists in
determining the tourism image of the TDA and the efficiency of the TDA’s tourism plant.

Good road and tourist information signage also has a positive impact on the traveller’s
confidence in travelling in the TDA and travel information seen and gathered by the
traveller.

A detailed road signage programme should be planned and implemented for the TDA.

An example of an effective road and tourist information signage programme in the
Appendices Volume. This programme was implemented for Queensland in Australia.

1.9.2 Telecommunications

Effective and efficient communication with in the tourism industry is critical to its successes. The
bulk of tourism related communications (information gathering, enquiries, availability,
reservations, etc) and financial interactions (deposits, payments, refunds etc) throughout the
world are currently undertaken electronically by means of telephone, email and internet.

The tourism industry of Ngamiland is predominantly based on visitors from the first world visiting
tourist attractions in Ngamiland, a developing region. Telecommunications in Ngamiland are at a
level of sophistication, reliability and extent that hinder the operational effectiveness and
efficiency of the existing tourism plant and hinder the further and future development of new
tourism products in the District. To overcome this disadvantage, the following needs to be
addressed by Government with urgency in this TDA:

- Effective and reliable cellular telephone or microwave-based telephone coverage to all
tourism products in the TDA.

- Wireless internet access to all tourism products in the TDA.

- Fast broadband internet availability in the following centres:
  - Tsodilo Hills High Intensity Tourism Node
  - Proposed Tsodilo National Parks management offices.

1.9.3 Tourism services

It is the role of Government to provide staff, manage and maintain the necessary tourism
services required for visitors to have a safe, well-informed visit in the TDA and Ngamiland.
1.9.4 Tourism Information Centres

Tourists travelling along tour routes do not contribute to the local, rural economy unless they stop along the tour route. There are five ways of encouraging tourists to interrupt their journey through the provision of (a) comfort facilities (toilets, wash rooms); (b) motor services (fuel, repairs); (c) route and tourist information / interpretation material; (d) food outlets (fast foods & restaurants) and (e) retail outlets and markets for curios and tourist art.

An effective means of encouraging tourists to break their journey is to provide them with incentives to stop at strategically identified locations, and then to provide them with the opportunity to become consumers. The means recommended is to construct Tourism Information Centres (TICs) at strategic points along the tour routes.

Tourism information centres should be planned, funded and established by government. TIC in a tourism area need to be viewed not as single entities but as a range of entities that create an integrated tourism product which should all be developed at the same time in order to have maximum effect. High quality signage and TIC’s contribute significantly in establishing a tour route and convincing tourists that there are quality tourism attractions in the area that need to be experienced. It is highly recommended that government invests significantly in implementing the proposed range of TIC’s in this TDA.

There are three orders of Tourism Information Centre, namely high order, medium order and low order, which provide the following functions & services and should be established at the following locations in this TDA:

<table>
<thead>
<tr>
<th>Location</th>
<th>Order of TIC</th>
<th>Functions &amp; Services of TIC</th>
</tr>
</thead>
<tbody>
<tr>
<td>Tsodilo Hills World Heritage Site</td>
<td>High Order Tourism Information Centre</td>
<td>A high order TIC provides the full range of functions to provide a fully integrated, telecommunications supported information service to all visitors to the TDA.</td>
</tr>
</tbody>
</table>

A high order TIC would provide the following functions:

- Tourist information office that is manned by trained staff.
- Well designed interpretation material about the natural and human history of the TDA.
- A reservations and promotion service for tourism products (facilities and services) in the TDA.
- A point from which special interest tours and activities may take place from.
- Clean ablution facilities.
- Restaurants and fast food facilities to provide meals and refreshment.
- Safe parking for tour vehicles.
- A commercial / retail market / bazaar area that provides:
  - Well designed stores and retail outlets.
  - The whole market is operated as a tourism product.
  - Creates a safe and secure environment for tourists as it should be well policed by private security guards.
  - Only tourist related products and produce is sold at the market.
  - Traditional products / manufacturing of such products should be showcased.
- A food court that provides:
  - A wide range of different foods including:
    - Traditional restaurants.
    - Fast food outlets.
    - Western restaurants.
  - Tourism training facilities for local people.
Tourism information centres (Tic's) should be established at the following locations:

1.10 Citizen participation

The Tsodilo TDA is designed to create a new “must see” tourist destination in north-western Botswana that diversifies the tourism offering of Ngamiland away from wildlife tourism and creates new opportunities for citizens – particularly the highly impoverished residents of the TDA – to enter the tourism industry. Accordingly, this TDA is a high priority area for citizen empowerment and is graded as having excellent potential for increased citizen participation.

<table>
<thead>
<tr>
<th>Citizen Participation: Priority Rating</th>
</tr>
</thead>
<tbody>
<tr>
<td>Factor</td>
</tr>
<tr>
<td>X</td>
</tr>
</tbody>
</table>

The tourism potential of the Tsodilo TDA is anchored in the culture, history and heritage of its indigenous host populations and it is thus critical that they participate in, and benefit from, the development of this TDA. Therefore, it is recommended that residents be granted preferential standing as preferred beneficiaries for citizen participation in the Tsodilo TDA.

The Tsodilo TDA will provide a broad range of business opportunities. The tourism development plan for the Tsodilo Hills High Intensity Tourism Node identifies various tourism products including up-market and mid-market lodges, self-catering accommodation facilities and camping grounds. It is recommended that an affirmative procedure be used to achieve high levels of citizen participation when these opportunities are awarded. A new framework for the awarding of leases in the Tsodilo TDA (similar to that recommended for the Moremi-East TDA) should be designed that awards footprint leases for accommodation establishments allied with an appropriate bundle of traversing rights in the wider TDA enabling support activities such as access to the Tsodilo Hills World Heritage Site, game drives in the new National Park, etc.

The leases should be awarded using a system that places a high premium on citizen participation. The system should develop an appropriate broad-based citizen participation
scorecard (including the various indicators described above) designed to measure the level of
citizen participation in proposals from prospective lessees as well as the ongoing performance
of lessees after award (i.e. during the operational phase of the business). Given their standing
as preferred citizen beneficiaries, a premium should be awarded for participation by residents of
the TDA.

A range of business opportunities with relatively low barriers to entry (requiring limited capital
investment and little entrepreneurial experience) will be created within the various zones of the
Tsodilo TDA (especially, but not exclusively, in the Medium and Low Intensity zones described
above). When developing the detailed plan for the TDA recommended above, these
opportunities, which are particularly suited to the needs of small-scale emerging citizen
entrepreneurs, should be specifically identified and reserved for residents of the TDA.
Moremi-East TDA

Detailed tourism development plan for Moremi-East Tourism Development Area

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Contents

CONTENTS ........................................................................................................ II

1 MOREMI EAST TDA ......................................................................................... 1
  1.1 LOCATION OF MOREMI EAST TDA ....................................................... 1
  1.2 PURPOSE OF MOREMI-EAST TDA ....................................................... 1
  1.3 TOURISM RESOURCE AND ATTRACTIONS IN TDA ......................... 2
  1.4 EXISTING TOURISM PRODUCTS IN TDA ............................................. 5
  1.5 TOURISM IMAGE OF TDA ................................................................. 6
  1.6 TOUR ROUTES .................................................................................... 7
  1.7 PREFERRED TARGETED TOURIST MARKET SEGMENTS .................. 10
  1.8 LAND OWNERSHIP AND CONCESSIONS .......................................... 12
  1.9 TOURISM DEVELOPMENT ZONES & NODES ..................................... 14
  1.10 TOURISM DEVELOPMENT CONCEPT FOR MOREMI-EAST TDA .... 21
  1.11 PROPOSED / RECOMMENDED TOURISM PRODUCTS IN TDA ...... 22
  1.12 MOREMI-EAST ECOTOURISM PARK ............................................... 22
  1.13 TOURISM SERVICES ....................................................................... 27
  1.14 CITIZEN PARTICIPATION .................................................................. 29
1. Location of Moremi East TDA

1.1 Location of Moremi East TDA

1.2 Purpose of Moremi-East TDA

1.2.1 Citizen empowerment

The purpose of establishing the Moremi-East TDA is specifically to implement the challenges defined in goal 3 of the strategic framework. "To increase the participation of citizens in the tourism industry of the Okavango Delta."

Furthermore, to implement through planning and design the strategic objectives that are defined under this goal, which are the following:

<table>
<thead>
<tr>
<th>#</th>
<th>Category</th>
<th>Strategic Objective</th>
</tr>
</thead>
<tbody>
<tr>
<td>3.1</td>
<td>ownership</td>
<td>To increase the number and share of tourism businesses in the Okavango Delta owned by citizens.</td>
</tr>
<tr>
<td>3.2</td>
<td>strategic representation and control</td>
<td>To increase the strategic representation of citizens in the tourism industry of the Okavango Delta.</td>
</tr>
<tr>
<td>3.3</td>
<td>employment equity</td>
<td>• To enhance employment equity for citizens in the tourism industry of the Okavango Delta.</td>
</tr>
<tr>
<td></td>
<td></td>
<td>• To provide assistance to citizen-owned enterprises in the tourism industry.</td>
</tr>
<tr>
<td>3.7</td>
<td>social development</td>
<td>To promote social development spending by established tourism businesses.</td>
</tr>
<tr>
<td>3.8</td>
<td>awareness raising</td>
<td>To raise awareness of the process and benefits of Okavango Delta's tourism industry.</td>
</tr>
</tbody>
</table>
Therefore, the purpose of establishing the Moremi-East TDA is to set aside land with high tourism potential and value so as to create a conducive environment and range of opportunities for citizens to enter the tourism industry. On this land, through the process of planning and design, an environment is established that is suitable for the development of tourism products by citizens and local people from Maun and the sub-region.

1.2.2 Alternative 4x4 link between Maun & Kasane

To strive to establish an off-road link for self-drive safari enthusiasts and mobile safari operators that links Maun to Kasane via the Moremi-East TDA. This link would be an alternative, more picturesque route to taking the direct route to Kasane via the existing dirt road or proposed new road. This route would also attract tourists into the Moremi-East TDA who would normal drive past the area.

1.3 Tourism resource and attractions in TDA

Tourism resources and attractions are those entities that attract tourists to the TDA. The nature and quality of these resources and attractions influence significantly the demand by tourists to visit and experience them. The role of government is to develop, manage and maintain tourism resources and attractions in the TDA. These tasks are necessary actions to be taken by to the TDA.

1.3.1 Existing tourism resources & attractions

The following tourism resources and attractions currently exist in the TDA:
Tourism resources

- **Location:**

  The Moremi-East TDA was identified because of its strategic location relative to:

  - **Maun:** An hour’s drive away on the existing paved/dirt road.

  - **Maun – Kasane tour route:** The tour route links Maun to Kasane through Chobe National Park (both existing and proposed new road alignment) pass in close proximity to the Moremi-East TDA.

  - **Access road to Moremi Game Reserve’s South Gate:** This road passes directly through the southern section of the Moremi-East TDA.

- **Wildlife:**

  The area is rich in wildlife with good quality (not excellent) game viewing opportunities.

  - A number of animal migration routes pass through the TDA.

  - There are wet areas and dry areas in the TDA resulting in varying wildlife behaviour. Borehole-fed waterholes may be placed at strategic locations so as to manage wildlife movements throughout the year, particularly the dry season which is the high tourist season.
- Vegetation

The majority of the Moremi-East TDA is covered with shrubbed woodland with mixed Mopane which is not ideal for photographic tourism. However, there are large areas of shrubbed grassland that were on former floodplains as well as dry floodplains with island interiors. There are also significant sized areas of treed shrubland with Acacia suitable for tourism activities and products.

- Flood levels

Flood levels in the Okavango Delta determine the range, scale and nature of tourism products, activities and experiences that may take place in the delta.

Approximately 70% of the Moremi-East TDA is dry land that is not flooded. The remainder of the land area is flooded annually to some degree. The best game viewing areas are at the interface between flooded areas and dry areas. Therefore, the nature of the flooding in the Moremi-East TDA creates opportunity for seasonal game viewing in the area.
Tourist attractions

What attracts visitors to the Moremi-East TDA?

- Photographic safaris for game viewing and bird watching.
- Hunting.
- The wildness of the landscape outside of a proclaimed protected area.
- The ability to undertake activities not normally permitted inside a formally proclaimed protected area.

1.4 Existing tourism products in TDA

1.4.1 Tourist activities

What activities can tourists do and experience currently while visiting the Moremi-East TDA?

- Photographic safaris.
- Hunting.

A full list of the most current tourist activities in this TDA may be found in The Tourism Monitoring section of this manual. A tourism monitoring programme is operated by the Department of Tourism in Maun. It is the responsibility of this office to ensure that the inventories of tourism activities are kept current.
1.4.2 Tourism facilities

A full list of the most current tourist facilities in this TDA may be found in the Tourism Monitoring section of this manual. A tourism monitoring programme is operated by the Department of Tourism in Maun. It is the responsibility of this office to ensure that the inventories of tourism facilities are kept current.

1.4.3 Tourism services

A full list of the most current tourist facilities in this TDA may be found in the Tourism Monitoring section of this manual. A tourism monitoring programme is operated by the Department of Tourism in Maun. It is the responsibility of this office to ensure that the inventories of tourism services are kept current.

1.5 Tourism image of TDA

1.5.1 What is a tourism image?

A tourism image is a particular image or “brand” that is depicted to the tourists of the Tourism Development Area. This image may be created through focused marketing efforts and by the provision of key, strategic tourist attractions and products. Each TDA in the Ngamiland planning domain needs to have its own distinct tourism image which differs significantly from the tourism images of other TDA’s. In this manner, tourists who visit Ngamiland will be encouraged to view the district as a number of distinctly different areas each offering a range of different attractions and experiences worth visiting. Such tourists may be encouraged to stay longer in Ngamiland to sample the varied experiences promoted by the different tourism images of other TDA’s.

Furthermore, the TDA’s tourism image assists greatly in focusing marketing and promotion efforts towards the needs and demands of the preferred targeted market segment. This focus is important in accurately informing the tourist of the experience that they are likely to have in the TDA. Clearly identifying and promoting a tourism image for a TDA helps prevent the mismatch that so frequently occurs between ‘tourist’s expectations’ and ‘tourist’s experience’. This mismatch frequently causes visitor dissatisfaction with their holiday experience which results in negative publicity that impact negatively on tourist arrivals in the planning domain.

1.5.2 Tourism image for TDA

The tourism image for this TDA is:

- A mobile safari paradise for self-drive tourists and mobile safari operators offering wild experiences and activities that were so popular in the 1970’s.
- Re-establishing the classic self-drive, explorer safari experiences from the 1970’s.

The tourism image or branding recommended for this TDA should factor in the following elements:

- The undeveloped nature of the area.
- Wet and dry areas.
1.6 Tour routes

1.6.1 Existing tour routes in TDA

The following routes are currently being used as tour routes by different segments of the existing user market:

- **Maun to Savute to Kasane:**
  
  This route is the main road route that links Kasane to Maun. It is an unpaved track suitable only for 4x4 vehicles. Its primary function is that of a district transport route and secondarily as a tourist safari route. Its relatively high volume of non-tourist traffic has resulted in the track being wide, very sandy / muddy in places which impacts negatively on the tourism image of the travel experience for tourists.

  Many tourists travel this track to get to Savuti or as one leg of their circular safari route that takes them through Moremi, Savuti and Chobe, the three main destinations for self-drive tourists to the Moremi-East TDA.

- **Maun to South Gate of Moremi Game Reserve:**
  
  This unpaved route is the primary safari route that links Moremi Game Reserve to Maun. It is the route most commonly used by self-drive tourists entering Moremi Game Reserve from the south or from Maun. It is also the route used by many mobile tour operators operating safaris out of Maun. It is also the route used by safari lodge operators to ferry their guests into Moremi Game Reserve by vehicle.
This route is also the primary supply route for tourism and conservation activities in Moremi which has impacted negatively on the track in terms of numbers of vehicles and wear on the unpaved road. As a result the road is wide and sandy with some large mud holes in places. The nature of the road and volume of traffic has resulted in a fairly unpleasant visitor experience while travelling along this road.

- Moremi Game Reserve – Internal safari routes:

The internal roads of Moremi Game Reserve link the entrance gates to one another and also the prime game viewing areas. The current road network in Moremi Game Reserve is based on the network of tracks that evolved due to necessity in the early 1960’s/70’s. The routing of the tourist tracks in Moremi Game Reserve does not optimise the full potential of the safari and wildlife experience for visitors to the reserve.

The myriad of vehicle tracks in good game viewing areas on the edge of the swamps in Moremi Game Reserve is the result of fluctuating water levels over the past twenty five years. This situation has significantly impacted on the visitor experience to such areas.

The circular route through Moremi Game Reserve is a popular route on the itinerary of most self-drive tourists to the eastern section of the Okavango Delta.
1.7 Preferred targeted tourist market segments

The strategy that has been accepted for tourism development in Ngamiland is to focus tourism development at clearly identified tourist market segments. These targeted market segments are preferred as they are likely to contribute favourably to the achievement of the tourism vision and development goals of the District and this specific TDA (as defined in the Strategic Framework). Therefore, it is important to clearly identify which tourist market segment or segments are preferred for this TDA.

The following tourist market segments have been identified through a process of stakeholder consultation:

![Diagram showing tourist market segments]

The following market segments have been identified as segments of preference:

<table>
<thead>
<tr>
<th>Tourist Market Segment</th>
<th>Preference</th>
<th>Comment</th>
</tr>
</thead>
<tbody>
<tr>
<td>Overseas tourists</td>
<td>Medium</td>
<td></td>
</tr>
<tr>
<td>Maun-based tourists</td>
<td>Low</td>
<td></td>
</tr>
<tr>
<td>Tour groups</td>
<td>Low</td>
<td></td>
</tr>
<tr>
<td>Fly-in tourists</td>
<td>Low</td>
<td></td>
</tr>
</tbody>
</table>

These tourists are tourists that arrive in Maun as part of a tour group, as independent fly-in arrivals or by sedan motor vehicle. They prefer not wish to stay at the luxury lodges and camps in the Okavango Delta Core TDA but still want to experience the Okavango Delta and Moremi Game Reserve in a more economical manner as either day visitor or part of a mobile safari.

Visitors travelling as part of tour groups travelling the Victoria Falls - Popa Falls - Maun tour route that is expected to become popular in the medium to long term.

Tourists that have flown into Maun as independent travellers or who want to extend the lodge / safari package with a trip to Moremi East TDA.
An itinerary of a 12-day typical mobile safari of the Delta-Moremi-Victoria Falls is displayed below. It will be mobile operators such as this that will be targeted for the proposed products in the Moremi-East TDA.
The aim of the tourism development plan for the Moremi-East TDA is to develop a range of products that meet the needs of the above market segments. By providing such products, it is expected that the numbers of this market segment visiting the area would increase. The establishment of a new mini-tourism plant in the Moremi-East TDA aimed at this market segment would increase the number of opportunities available for local people from Ngamiland and elsewhere in Botswana to become involved as investors and entrepreneurs in the tourism industry of Ngamiland. The range of tourism products proposed for development by the private sector in the Moremi-East TDA is contained in the following sections. It is the role of government to create the environment for such activities to take place and provide the infrastructure necessary to support such a tourism economy.

1.8 Land ownership and concessions
1.8.1 Areas of Moremi Game Reserve and Chobe National Park to be included into Moremi-East TDA

The following two areas should be included into the Moremi-East TDA.
1.9 Tourism development zones & nodes

1.9.1 Introduction

The task of a regional or district tourism development plan is to establish an environment in which tourism may develop and flourish. It is the responsibility of Government to strive to establish such an environment in which the private sector and host communities may develop the necessary tourism products needed for the effective operation of a sub-regional tourism plant. A means of achieving this environment for tourism is to divide the planning domain or Ngamiland into smaller spatial areas into which detailed, market focused tourism planning may take place.

Consequently, land with tourism potential in Ngamiland has been demarcated into seven Tourism Development Areas (TDA). Within each Tourism Development Area are:

- Tourism Development Zones (TDZ) which are zones in which a particular type of tourism or land use activity may take place.

- Tourism Development Nodes (TDN) which are specific places or locations where high intensity tourism development takes place.
Tourism development zones are identified by integrating the following tourism related factors:

- **Target markets segments**: The market's needs, demands, preferences, profiles, recreation characteristics, affordability.

- **Tourism resources and attractions**: The range, extent and quality of the tourism resources that is available in the TDA for consumption by targeted market segment.

- **Limits of acceptable change (LAC)**: The zonation that emanates from the Limits of Acceptable Change process are used as a foundation layer for the spatial planning with the TDA.

- **Tourism support infrastructure**: The nature, extent and condition of existing tourism support infrastructure that is required to support the tourism plant of the TDA.

- **Strategic Framework**: This framework provides guidelines as to the benefits that should emanate from tourism development in this TDA.

- **Host communities**: The wishes and concerns of the host community.

- **Private sector**: The guidance of the private sector tourism industry.

**1.9.2 Spatial demarcation for tourism development**

The following recommendation for spatial tourism development planning within this TDA is recommended after due consideration of the above factors:
Tourism Development Nodes and Zones

Tourism Development Nodes (TDN) are small areas in which high order tourism products (facilities, services and activities) are concentrated. High order tourism products are concentrated in TDNs to (i) prevent the uncoordinated and unsightly spread of tourism products in to wild areas, (ii) to enhance tourism activities through association and economies of scale, and (iii) to reduce the cost and logistics of providing the necessary infrastructure that is required in such a zone.

Tourism Development Nodes are proposed at the following locations:

**Thamalakane TDN:**

The Thamalakane Tourism Development Node is the primary, high intensity tourism node of the TDA due to its strategic location in the south of the TDA and on the primary access route to the TDA. This TDN is located at the split in the road leading north from Maun to Kasane and west to Moremi Game Reserve’s south gate. The road from Shorobe to Thamalakane TDN will be paved in the short to medium term making access to Maun comfortable and quick in terms of time.

This strategic location makes the Thamalakane TDN the primary Distribution Hub for the Moremi-East TDA from which most tourism activities in the TDA will emanate. Visitors will be shuttled...
from Maun to the Thamalakane TDN before transferring into safari vehicles to undertake safari activities or transfers to lodges.

The Thamalakane TDN would be the location from where small independent safari operators, field guides and other tourism service personnel would operate. The Thamalakane TDN would be the gateway to the (i) Moremi-East TDA, (ii) Moremi Game Reserve, (iii) the Savuti and Chobe National Park.

**THAMALAKANE TDN**

---

**Khwai TDN:**

The Khwai Tourism Development Node is a secondary, medium intensity tourism node of the TDA due to its strategic location in the north of the TDA. This TDA serves as a northern gateway to the TDA and Moremi Game Reserve. This gateway will serve primarily tourists on travelling on the safari route coming from Savuti and Chobe continuing their journey through the TDA.

The Khwai TDN is located on the northern bank of the Khwai River opposite the North Gate to Moremi Game Reserve and incorporates the village of Khwai into the TDN. Including the village of Khwai into the TDN will through time will increase the opportunities for members of the Khwai community to become involved in main-stream tourism and its support services.

The Khwai TDN is a medium intensity tourism development node with a medium term development priority.
**Savuti TDN:**

The Savuti TDN is a tourism development node that may be developed in the long term based on the assumption that the proposed new paved road that will eventually link Maun to Kasane is constructed. The alignment of the road to the east of Chobe National Park and not aligning it through the park is fundamental to conserving the core tourism resource of Ngamiland and Botswana as a contiguous resource zone for the future.
However, the proposed Savuti TDN would be located on this new road as an eastern
gateway into the Moremi-East TDN.

It is envisaged that this TDN would be of medium intensity for long term development.

Tourism Development Zones

The Moremi-East TDA is a cross-boundary tourism development initiative that strives to
optimise tourism development opportunity based on tourism resources / attractions and
clearly identified preferred tourist markets, irrespective of administrative boundaries that are
of little consequence to tourism and tourists. Therefore, the TDA boundaries may be seen as
a “higher level” of administrative boundary that give spatial focus to areas with relatively
homogenous tourism resources or preferred tourist market segments. Consequently, the
Moremi-East TDA boundaries, which are not static, do flow over the boundaries of Moremi
Game Reserve and Chobe National Park.

There are five tourism development zones proposed for the Moremi-East TDA:

Tourism Activity Zone:

Tourism activity zones are demarcated areas in which tourism related activities,
facilities, services, experiences and attractions are located and maybe undertaken.
Tourism activity may take place at a medium intensity, unlike Tourism Development
Nodes (TDNs) in which high intensity tourism may take place. The purpose of these
zones is to confine tourism activities within a clearly defined spatial area and to manage
the level of intensity within such demarcated areas or zones.

The following may take place in a Tourism Activity Zone:

- Facilities:
  - Tourist accommodation:
    - Game & safari lodges.
    - Tented safari camps.
    - Rustic and fly camps.
    - Rustic campsites (not campgrounds which are located in
      Tourism Development Nodes)
    - Solitude campsites and tents.
  - Picnic / sundowners type facilities with appropriate ablution facilities.
  - Environmental Interpretation and visitor information facilities.

- Activities & Services:
  - Guided trails:
    - Walking, overnight, horse, elephant trails, 4x4, motor cycle, quad bike trails.
  - Unguided trails:
    - 4x4 and motor cycle trails.

- Infrastructure:
  - Unpaved roads and tracks.
  - Air strips (unpaved) and helicopter landing pads.
Boat jetties.
- Boreholes and solar/diesel water pumps.
- Solid waste management facilities.
- Electrical power cables underground.
- Telecommunication aerials.

The purpose of the Tourism Activity Zone is establish a contained environment in which a multitude of tourism activities may take place concurrently in areas demarcated for those specific types of activities. The purpose of establishing this tourism environment is to provide the private sector opportunities to offer a wide range of tourism activities, facilities and services. Such an environment creates the opportunity for enhanced citizen participation and investment in the tourism industry of Ngamiland.

A new land lease framework will need to be devised for the establishment of such tourism products in TDA's. The area of land that is leased for the establishment of tourist facilities would be restricted to 'footprint precinct' area leases (for example a lodge) where common land would be used for associated and supportive activities such as game drives and walks.

**Exclusive Use Zone:**

Exclusive use zones are areas around tourist facilities that are reserved for the exclusive use of the guests/visitors to that facility.

Exclusive use areas have been demarcated around existing tourist lodges in the Moremi-East TDA as they were developed and marketed by their owners under a different tourism development paradigm which should be respected in order to maintain investor confidence in the development of the Ngamiland tourism plant.

The demarcating of exclusive use zones in the Moremi-East TDA should be kept to a minimum and then issued at a high tariff.

**Game Viewing Zone:**

Game Viewing Zones are areas where high quality game viewing can take place and in which only game viewing related activities are permitted. These activities include game drives, walking safaris - both day and multi-day (overnight in tents that are erected and struck daily), bird viewing and mokoro trips. The establishment of facilities and infrastructure to assist game viewing activities are permitted such as game viewing hides and bird watching hides.

Game viewing zones are common areas accessible to all concession holders situated in the Moremi-East TDA and undertaken in accordance to a clear set of guidelines established, monitored and enforced by the TDA Authority.

**Wild Area Zone:**

Wild Areas Zones are areas where high quality game viewing experiences are unlikely, but where visitors can still enjoy a high quality "bush experience in the wilds of Africa".

No new permanent structures should be developed in wild area zones but visitors should be able to traverse through these areas by vehicle, horse/elephant back and on foot.

Wild areas in the Moremi-East TDA have only been zoned in Moremi Game Reserve and Chobe National Park in accordance with the Protected Area's management plans.
DWNP should offer / sell traversing rights to Moremi-East TDA tourism concession holders and their guests in to those areas of the Moremi-East TDA that are zoned as Wild Areas.

**Hunting Zone:**

A hunting zone has been identified within the Moremi-East TDA. The purpose of this hunting zone is to permit hunting and to generate revenue for the Moremi-East TDA. This revenue generated from hunting is required to fund the monitoring, management and compliance activities necessary for the Moremi-East TDA to operate an efficient tourism plant within the TDA.

Hunting would be concessioned to a private sector professional hunter in accordance with standing laws, rules and regulations.

### 1.10 Tourism development concept for Moremi-East TDA

#### 1.10.1 Background

The concept for development of the Moremi-East TDA is focused on the establishment of a practical development programme that may be implemented in the short term so as to action the citizen empowerment aims defined in the strategic framework for tourism development in Ngamiland.

However, there are three considerations that need to be considered which require the cooperation of DWNP in terms of the management of Moremi Game Reserve and Chobe National Park, namely:

- That a small section of both Moremi Game Reserve and Chobe National Park be included functionally in the Moremi-East TDA as which would be zoned as "wild areas".
- That visitors and operators to the Moremi-East TDA are given traversing rights into these wild area zones based on a mutually acceptable concession agreement.
- That parts of Moremi Game Reserve which have become severely degraded because of overuse by self-drive visitors and mobile safari operators, be rehabilitated and restricted to a limited number of mobile safari operators.

With the above three considerations in place, an environment for tourism development would be in place in the TDA that stimulates a wide range of low investment tourism opportunities suitable to be taken up by citizens and local small entrepreneurs. Tourism opportunities in the Moremi-East TDA, which is considered to part of a national tourism asset, would be aimed not only at the local communities of Khwai, Sankuyo and Mababe, but at entrepreneurs from Maun and Gaborone as well.

#### 1.10.2 Proposal for establishment of tourism development area

In order to establish an environment suitable for the proposed for of tourism development in the Moremi-East TDA, the following interventions are required:

- **Moremi Game Reserve:**
  - Restrict access of the western section of Moremi Game Reserve tourist track system to mobile safari operators only.
1.11 Proposed / recommended tourism products in TDA

The Tourism Development Plan for Nqamibind is a strategic plan for integrated, sustainable tourism development. It is in this section in the manual that detailed plans are inserted for specific tourism products for this TDA.

Product name:

1.12 Moremi-East Ecotourism Park

Product description:

The proposed Moremi-East Ecotourism Park is an area set aside with the Moremi-East TDA for the establishment of a wide range of private sector operated tourism products, many of which may not be undertaken inside Moremi Game Reserve.

Rationale:

To create a tourism development environment that creates opportunities for the development or operation of small scale tourism products that are not necessarily capital intensive thus creating the opportunity for further citizen involvement in the existing tourism industry of the Okavango Delta. In particular, to create opportunity for emerging tourism entrepreneurs based in Maun.

Development priority:

This product has the following development priority in this TDA:

<table>
<thead>
<tr>
<th>Development Priority</th>
</tr>
</thead>
<tbody>
<tr>
<td>Low</td>
</tr>
<tr>
<td>X</td>
</tr>
</tbody>
</table>
Location:

Moremi East TDA

Proposed Moremi-East Ecotourism Park

Boundaries of Product:

The boundaries of this proposed Ecotourism Park are not fixed but recommendations as how to link activity zones to tourism product.

 Attractions & experiences:

Attractions and experiences attract visitors to a particular location. The following factors will be appealing to visitors thus encouraging them to visit this product:

- Wildlife and the opportunity to go game viewing.
- Bird watching
- In the bush experience.
- Opportunity to do activities not normally permitted in Moremi Game Reserve:
  - Walking safaris.
  - Adventure activates.
Target market:

The following tourist market segments should be targeted for this tourism product area:

<table>
<thead>
<tr>
<th>Tourist Market Segment</th>
<th>Preference</th>
<th>Comment</th>
</tr>
</thead>
<tbody>
<tr>
<td>Overseas tourists</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Maun-based tourists</td>
<td></td>
<td>These tourists are tourists that arrive in Maun as part of a tour group, as independent fly-in arrivals or by sedan motor vehicle. They prefer not to stay at the luxury lodges and camps in the Okavango Delta Core TDA but still want to experience the Okavango Delta and Moremi Game Reserve in a more economical manner as either day visitors or part of a mobile safari.</td>
</tr>
<tr>
<td>Tour groups</td>
<td></td>
<td>Visitors travelling as part of tour groups travelling the Victoria Falls - Popa Falls - Maun tour route that is expected to become popular in the medium to long term.</td>
</tr>
<tr>
<td>Fly-in tourists</td>
<td></td>
<td>Tourists that have flown into Maun as independent travellers or who want to extend the lodge/safari package with a trip to Moremi East TDA.</td>
</tr>
<tr>
<td>Self-drive tourist in sedan vehicles</td>
<td></td>
<td>Self drive visitors travelling the Victoria Falls - Popa Falls - Maun tour route that do not have access to 4x4 vehicles to travel into the Moremi Game Reserve and Moremi East TDA. This market segment will have their hire car in Maun, and purchase package tours into the Moremi GT and TDA.</td>
</tr>
<tr>
<td>Mobile safari Operators</td>
<td></td>
<td>This market segment is already well established and operational in the Moremi East TDA. This market could expand significantly creating new opportunities for citizen and local entrepreneurs. Mobile safari operators would provide safari services to Maun-based tourists and pre-purchased safari packages.</td>
</tr>
<tr>
<td>FIT/Self-drive 4x4 vehicles</td>
<td></td>
<td>This segment of the market that has been visiting Moremi Game Reserve for over thirty years. The market segment is likely to grow with due to the increase in recreational 4x4 vehicles market in RSA and the establishment of products specifically aimed at this market segment in the Moremi-East TDA.</td>
</tr>
<tr>
<td>Overseas</td>
<td></td>
<td>This market segment hires fully kitted 4x4 safari vehicles from car hire companies before departing on multi-day, multi-destination safaris. This market segment is specifically looking to enjoy an &quot;Out of Africa&quot; type safari experience where the experience of being on safari is as important as the wildlife that is seen on the safari. This market segment is currently travelling from Namibia into Botswana. The number of self-drive visitors from Livingstone is likely to increase once Livingstone International airport becomes operational as the international dispersion hub for the region.</td>
</tr>
<tr>
<td>South African &amp; SADC</td>
<td></td>
<td>The South African 4x4 market segment is the largest component of the SADC self-drive market segment. The SA 4x4 market segment is a stable market segment that has visited the Okavango Delta over the past 35 years. It has the potential to increase significantly in numbers as recreational 4x4 vehicle ownership in SA continues to increase while the number of locations where off-road safaris may take place in SA decreases. This market segment is looking for an active, &quot;back to basics&quot; in the bush experience.</td>
</tr>
</tbody>
</table>

Purpose of product:

The purpose of this product is:

- Create the environment to stimulate the supply of small scale, non-capital intensive tourism products with the purpose of encouraging citizen involvement in the tourism industry of the Okavango Delta.
- Provide an additional range of experiences for visitors to Moremi Game Reserve.
- To enhance the tourism economy of Maun.
- To assist host communities living in the vicinity of the Moremi-East TDA.

**Nature of tourism product**

It is envisaged that the product will consist of the following products:

- A well planned tourist track network in the area of the TDA managed by the TDA Authority designed to give visitors from the preferred market segments a quality bush and potential game viewing experience. This track network is to link the proposed visitor centres located at Thamalakane, Khwai and Mababe.
- The establishment of visitor information centres at Thamalakane, Khwai and Mababe.
- The establishment of a TDA Authority to promote and facilitate tourism development as well as to monitor and manage the TDA on behalf of its stakeholders.
- The establishment of a new framework for leases in the TDA that permits footprint leases for the establishment of a range of tourism products in the TDA.
- The drafting of a detailed tourism precinct development plan for the Moremi-East TDA, which identifies:
  - A detailed tourism activity use plan ensures that complementary recreation activities take place in the same areas and do not conflict with other uses.
  - The identification of a range of specific sites for the development of a range of tourism products such as:
    - Small safari lodges.
    - Tented camps including:
      - Multi-tented camps.
      - Camps comprising a number of solitude tents (i.e. individuals safari tents erected as strategically locations to give guests the feeling of being alone in the bush but serviced from a central hub.
    - Fly camps for guide walking safaris
    - Rustic, temporary camps
    - Game and bird hides.
    - Adventure activity area in which a range of appropriate nature / wildlife activities may offered a by private sector operator.
    - Safari routes for walking, horse and motor cycle safaris.
Recommendation:

It is recommended that the Moremi-East Ecotourism Park may be developed in phases according to the expiry of leases on the existing Controlled Hunting Areas 34, 41 and 43. It is considered a priority project due to its nature of stimulating citizen involvement and the diversification of the existing product range according to the needs of specific, preferred market segments.

Signage

Road and information signage is critically important to tourists and tour operators, particularly in developing rural regions. A carefully planned signage programme assists in determining the tourism image of the TDA and the efficiency of the TDA’s tourism plant.

Good road and tourist information signage also has a positive impact on the traveller’s confidence in travelling in the TDA and travel information seen and gathered by the traveller.

A detailed road signage programme should be planned and implemented for the TDA.

An example of an effective road and tourist information signage programme in the Appendix. This programme was implemented for Queensland in Australia.

1.12.1 Telecommunications

Effective and efficient communication with in the tourism industry is critical to its successes. The bulk of tourism related communications (information gathering, enquiries, availability, reservations, etc) and financial interactions (deposits, payments, refunds etc) throughout the world are currently undertaken electronically by means of telephone, email and internet.

The tourism industry of Ngamiland is predominantly based on visitors from the first world visiting tourist attractions in Ngamiland, a developing region. Telecommunications in Ngamiland are at a level of sophistication, reliability and extent that hinder the operational effectiveness and efficiency of the existing tourism plant and hinder the further and future development of new tourism products in the District. To overcome this disadvantage, the following needs to be addressed by Government with urgency in this TDA:

- Effective and reliable cellular telephone or microwave-based telephone coverage to all tourism products in the TDA.
- Wireless internet access to all tourism products in the TDA.
- Fast broadband internet availability in the following centres:
  - Maun
  - Thamalakane
1.13 Tourism services

It is the role of Government to provide staff, manage and maintain the necessary tourism services required for visitors to have a safe, well-informed visit in the TDA and Ngamiland.

1.13.1 Tourism Information Centres

Tourists travelling along tour routes do not contribute to the local, rural economy unless they stop along the tour route. There are five ways of encouraging tourists to interrupt their journey through the provision of (a) comfort facilities (toilets, wash rooms); (b) motor services (fuel, repairs); (c) route and tourist information / interpretation material; (d) food outlets (fast foods & restaurants) and (e) retail outlets and markets for curios and tourist art.

An effective means of encouraging tourists to break their journey is to provide them with incentives to stop at strategically identified locations, and then to provide them with the opportunity to become consumers. The means recommended is to construct Tourism Information Centres (TICs) at strategic points along the tour routes.

Tourism information centres should be planned, funded and established by government. TIC in a tourism area need to be viewed not as single entities but as a range of entities that create an integrated tourism product which should all be developed at the same time in order to have maximum effect. High quality signage and TICs contribute significantly in establishing a tour route and convincing tourists that there are quality tourism attractions in the area that need to be experienced. It is highly recommended that government invests significantly in implementing the proposed range of TICs in this TDA.

There are three orders of Tourism Information Centre, namely high order, medium order and low order, which provide the following functions & services and should be established at the following locations in this TDA:

<table>
<thead>
<tr>
<th>Location</th>
<th>Order of TIC</th>
<th>Functions &amp; Services of TIC</th>
</tr>
</thead>
<tbody>
<tr>
<td>Location</td>
<td>High Order Tourism Information Centre</td>
<td>A high order TIC provides the full range of functions to provide a fully integrated, telecommunications supported information service to all visitors to the TDA.</td>
</tr>
</tbody>
</table>

A high order TIC would provide the following functions:

- Tourist information office that is manned by trained staff.
- Well designed interpretation material about the natural and human history of the TDA.
- A reservations and promotion service for tourism products (facilities and services) in the TDA.
- A point from which special interest tours and activities may take place from.
- Clean ablution facilities.
- Restaurants and fast food facilities to provide meals and refreshment.
- Safe parking for tour vehicles.
- A commercial / retail market / bazaar area that provides:
  - Well designed stores and retail outlets.
  - The whole market is operated as a tourism product.
  - Creates a safe and secure environment for tourists as it should be well policed by private security guards.
  - Only tourist related products and produce is sold at the market.
  - Traditional products / manufacturing of such products should be showcased.
<table>
<thead>
<tr>
<th>Location</th>
<th>Order of TIC</th>
<th>Functions &amp; Services of TIC</th>
</tr>
</thead>
<tbody>
<tr>
<td>Thamalakane</td>
<td>Medium Order Tourism Information Centre</td>
<td>A medium order TIC provides fewer functions than a high order TIC, is less capital intensive to develop and operate. This level of TIC would provide the following functions.</td>
</tr>
<tr>
<td>Sawu (long-term)</td>
<td></td>
<td>• Tourist information and interpretation material displays.</td>
</tr>
<tr>
<td></td>
<td></td>
<td>• A point from which special interest tours and activities may take place from.</td>
</tr>
<tr>
<td></td>
<td></td>
<td>• Clean ablution facilities for which tourist pay to use.</td>
</tr>
<tr>
<td></td>
<td></td>
<td>• Clean picnic area with shade. Tour operators will plan their itineraries to ensure that their passengers have a break to stretch their legs every 60-90 minutes. Tour operators should be encouraged to use the picnic spots for such purposes.</td>
</tr>
<tr>
<td></td>
<td></td>
<td>• Fast food facilities to provide meals and refreshment.</td>
</tr>
<tr>
<td></td>
<td></td>
<td>• Safe parking for tour vehicles.</td>
</tr>
<tr>
<td></td>
<td></td>
<td>• A commercial / retail market / bazaar area that provides:</td>
</tr>
<tr>
<td></td>
<td></td>
<td>o Well designed stores and retail outlets.</td>
</tr>
<tr>
<td></td>
<td></td>
<td>o The whole market is operated as a tourism product.</td>
</tr>
<tr>
<td></td>
<td></td>
<td>o Creates a safe and secure environment for tourists.</td>
</tr>
<tr>
<td></td>
<td></td>
<td>o Only tourist related products and produce is sold at the market.</td>
</tr>
<tr>
<td></td>
<td></td>
<td>o Traditional products / manufacturing of such products should be showcased.</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Location</th>
<th>Low Order Tourism Information Centre</th>
<th>A low order TIC provides fewer functions than a medium order TIC, is less capital intensive to develop and operate. This level of TIC would provide the following functions.</th>
</tr>
</thead>
<tbody>
<tr>
<td>Khweii</td>
<td></td>
<td>• Tourist information and interpretation material displays.</td>
</tr>
<tr>
<td></td>
<td></td>
<td>• Clean picnic area with shade. Tour operators will plan their itineraries to ensure that their passengers have a break to stretch their legs every 60-90 minutes. Tour operators should be encouraged to use the picnic spots for such purposes.</td>
</tr>
<tr>
<td></td>
<td></td>
<td>A commercial / retail market / bazaar area that provides:</td>
</tr>
<tr>
<td></td>
<td></td>
<td>• Informal stores and retail outlets.</td>
</tr>
<tr>
<td></td>
<td></td>
<td>• Only tourist related products and produce is sold at the market.</td>
</tr>
<tr>
<td></td>
<td></td>
<td>• Market operated as a unit by stall holders association.</td>
</tr>
</tbody>
</table>
1.14 Citizen participation

The Moremi-East TDA is specifically designed to create a range of opportunities for citizens to enter the tourism industry, particularly citizens resident in Maun and the villages to the northeast of Maun. This TDA is a high priority area for citizen empowerment and is graded as having high potential for increased citizen participation.

<table>
<thead>
<tr>
<th>Citizen Participation: Priority Rating</th>
</tr>
</thead>
<tbody>
<tr>
<td>High</td>
</tr>
<tr>
<td>X</td>
</tr>
</tbody>
</table>

The Moremi-East TDA will provide small and medium scale business opportunities with relatively low barriers to entry (requiring limited capital investment and little entrepreneurial experience). Specific business opportunities identified for the TDA include:

- Motorized safari operations;
- Tented safari camps;
- Rustic and fly camps;
- Campsites;
- Guided trails:
  - Motorized safari operations;
  - Walking trails;
  - Mokoro trails;
  - Other trails (horses, elephants, quad bike, etc.)
- Unguided trails:
4X4 trails using demarcated tracks and campsites.

In order to realize the opportunities for citizen participation associated with the Moremi-East TDA, it is recommended that:

- The drafting of the detailed tourism precinct plan recommended above should prioritize development, activity and other commercial options suitable for emerging citizen entrepreneurs. This means that the detailed tourism activity plan and the identification of products referred to under 1.12 above should be tailored to suit the needs of entrepreneurs who have limited experience in the tourism industry and limited access to capital.

- Access to the western section of Moremi Game Reserve should be reserved for citizen-owned mobile safari operators to conduct day and overnight safaris from Maun. These operators should be licensed under a modified Category C licence reserved for emerging citizen-owned operators. Licensed operators should also acquire the rights to use demarcated campsites reserved for their use in the western portion of Moremi. Subcontracting to foreign-owned operators (or Joint Ventures) should not be permitted. This is to avoid the "rent collecting" behaviour, described in the situational analysis, where citizens obtain "headrights" which they then subcontract to third parties for a fee. It should be an explicit condition that the commercial opportunity associated with the licence be owned AND operated by a citizen-owned business.

- A new framework for land allocation in the rest of the Moremi-East TDA should be designed that permits footprint leases under a modified Category A licence, allied with an appropriate bundle of traversing rights enabling support activities such as game drives, walks, etc. in the various zones of the TDA. The leases should be awarded using a system that places a high premium on citizen participation. The system should develop an appropriate broad-based citizen participation scorecard (including the various indicators described above) designed to measure the level of citizen participation in proposals from prospective lessees as well as the ongoing performance of lessees after award (i.e. during the operational phase of the business). Given the high emphasis on citizen participation in this TDA – particularly new entrants from Maun and the villages to the northeast – minimum scores per category as well as overall thresholds in the scorecard should be relatively high. In this way, only businesses with strong citizen participation will qualify for rights in the Moremi-East TDA. Foreign-owned businesses will not be excluded from the area but will have to enter into strong partnerships with citizens to gain access to the available business opportunities.

- Trading opportunities associated with roadside infrastructure and the Tourism Information Centres described under 1.13.1 above should likewise be reserved for citizens.
Maun TDA

Detailed tourism development plan for Maun Tourism Development Area

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Contents

CONTENTS ........................................................................................................................................ II

1 MAUN TDA .................................................................................................................................. 1

1.1 LOCATION OF TDA .............................................................................................................. 1

1.2 TOURISM PLANT OF MAUN TDA ...................................................................................... 1

1.3 TOURISM IMAGE OF TDA .................................................................................................. 2

1.4 TOUR ROUTES ...................................................................................................................... 3

1.5 PREFERRED TARGETED TOURIST MARKET SEGMENTS ................................................ 4

1.6 TOURISM DEVELOPMENT ZONES & NODES .................................................................. 6

1.7 PROPOSED / RECOMMENDED TOURISM PRODUCTS IN TDA ..................................... 9

1.8 MAUN TOURISM PRECINCT ............................................................................................ 9

1.9 MAUN ECOTOURISM PARK ............................................................................................ 12

1.10 PROPOSED SUPPORTING INFRASTRUCTURE .............................................................. 16

1.11 CITIZEN PARTICIPATION ............................................................................................... 19
1 Maun TDA

1.1 Location of TDA

Maun TDA

1.2 Tourism plan of Maun TDA

Maun Tourism Development Area is the geographical area that includes the village of Maun and its immediate hinterland.

Maun is the gateway, distribution hub and service centre for the Okavango Delta. Maun is the primary international gateway into Ngamiland for air travellers. As a consequence, most tourists and travellers visiting the Okavango Delta will pass through Maun. The strategic location of Maun and its function of servicing the tourism industry of the Okavango Delta creates a unique environment for tourism development in the Maun TDA.

Maun’s gateway, distribution hub and service centre function has created a vibrant tourism industry in the village. As a consequence, head or regional offices of airlines, tour/safari operators, safari lodge, travel agents, car hire and a wide range of other tourism industry support services are based in Maun. A wide range of divergent tourism accommodation has developed in Maun and on its periphery from large commercial hotels to bush lodges and backpacker facilities.

Maun is the administrative centre for the district of Ngamiland and the centre of commerce for the district. These functions also generate a significant flow of business tourists to Maun who require a different range of tourism services to those required by overseas and regional tourists.

As a consequence of these of these functions, Maun has developed as a transitory and service destination with a distribution function at the core of the village and a range of hospitality establishments on its periphery.
1.3 Tourism image of TDA

1.3.1 What is a tourism image?

A *tourism image* is a particular image or “brand” that is depicted to the tourists of the Tourism Development Area. This image may be created through focused marketing efforts and by the provision of key, strategic tourist attractions and products. Each TDA in the Ngamiland planning domain needs to have its own distinct tourism image which differs significantly from the tourism images of other TDA’s. In this manner, tourists who visit Ngamiland will be encouraged to view the district as a number of distinctly different areas each offering a range of different attractions and experiences worth visiting. Such tourists may be encouraged to stay longer in Ngamiland to sample the varied experiences promoted by the different tourism images of other TDA’s.

Furthermore, the TDA’s tourism image assists greatly in focusing marketing and promotion efforts towards the needs and demands of the preferred targeted market segment. This focus is important in accurately informing the tourist of the experience that they are likely to have in the TDA. Clearly identifying and promoting a tourism image for a TDA helps prevent the mismatch that so frequently occurs between ‘tourist’s expectations’ and ‘tourist’s experience’. This mismatch frequently causes visitor dissatisfaction with their holiday experience which results in negative publicity, that impacts negatively on tourist arrivals in the planning domain.

1.3.2 Tourism image for TDA

The proposed tourism image for this TDA is:

The gateway to the Okavango Delta – *a place to prepare for the adventure and recover from the experience.*

The tourism image or branding recommended for this TDA should factor in the following elements:

- That all tourists to the Okavango Delta that flies or drives in from the south have to pass through Maun.
1.4 Tour routes

1.4.1 Existing tour routes in TDA

The following routes are currently being used as tour routes by different segments of the existing user market:

- Air routes:
  - Arrivals:
    Overseas and regional tourists arrive at Maun airport either on scheduled domestic or international flights. These visitors are usually met in the airport building by their safari operator who either (i) rushes them through the domestic departures onto a light aircraft for a shuttle flight to a game lodge deep in the Okavango Delta, or (ii) takes them immediately out of the airport building onto a waiting safari vehicle for a road transfer to a safari lodge in the Okavango Delta or on the periphery of Maun.
    Arriving tourists are unlikely to spend much time in Maun thus contributing little to the tourism economy of the village.
  - Departures:
    Tourists returning from their safari in the Okavango Delta and Ngamiland are flown from their last safari camp in light aircraft back to Maun airport in order to connect with regional or international flights out of Maun. This process
frequently leaves the tourist with down time at Maun airport while waiting for the connecting flights. These tourists tend to wander around the airport terminal building or visit the Natlee Centre situated opposite the Maun airport terminal building. The Natlee Centre provides a range of retail outlets, services and restaurants that have been established to meet the needs of this market and that of the workers from the supporting tourism services that are located in close proximity to the airport terminal building.

Departing tourists can spend a significant amount of time at the airport terminal building on their departure from Maun and tend to spend money at the retail and service outlets located in close proximity to the airport terminal building.

- **Road Routes:**

  Self-drive tourists arrive in Maun by road in sedan vehicles and all terrain vehicles. These tourists are arriving either from South Africa, Namibia via the A3 and A35 tour routes or from Moremi Game Reserve or Chobe National Park. Maun is either the launching point for a safari into the Okavango Delta (usually by light aircraft), Moremi Game Reserve or Chobe National Park, or a termination point at the end of a safari around one of these destination areas.

  Maun is always a stopping off place for road travellers in which to re-supply either for the safari into the Delta or for the preparation for the road trip back home. In many instances, Maun will be an overnight stop on the itinerary for these tourists before departing on their way into the bush or back home.

**1.5 Preferred targeted tourist market segments**

The strategy that has been accepted for tourism development in Ngamiland is to focus tourism development at clearly identified tourist market segments. These targeted market segments are preferred as they are likely to contribute favourably to the achievement of the tourism vision and development goals of the District and this specific TDA (as defined in the Strategic Framework). Therefore, it is important to clearly identify which tourist market segment or segments are preferred for this TDA.

The following tourist market segments have been identified through a process of stakeholder consultation:
The following market segments have been identified as segments of preference.

<table>
<thead>
<tr>
<th>Tourist Market Segment</th>
<th>Preference</th>
<th>Comment</th>
</tr>
</thead>
<tbody>
<tr>
<td>Tourist arriving by air</td>
<td>High</td>
<td>This market segment is a preferred market segment as it is a captive market while passing through the airport terminal. A strategy can be put into place to encourage this market to contribute to the local economy of Maun by spending more time and money in Maun. This increased spend can be achieved by timing the arrivals of international and regional flights for late in afternoon and early in morning so that tourists are forced to spend the night in Maun.</td>
</tr>
<tr>
<td>Mobile safari operators</td>
<td>Low</td>
<td>This market segment is preferred as the mobile operators and guides can control the itinerary of mobile safaris. May safari will either begin or end in Maun or pass through Maun. Guides have the ability to build in itineraries time in Maun to undertake tourist activities if there are tourism products in place to meet the need of such tours. This market segment is easily manipulated and often has the need to stock-up prior to the departure of a safari. This market segment may contribute significantly to the tourism economy of Maun if the first and/or last night of the safari are in Maun.</td>
</tr>
<tr>
<td>Self-drive tourists</td>
<td>Medium</td>
<td>This market segment is preferred as they are forced to drive through Maun on their way to and from the Okavango Delta, Moremi GR and Chobe NP. This market segment does contribute to the economy of Maun by purchasing supplies and services for their safari and road trip.</td>
</tr>
</tbody>
</table>
### 1.6 Tourism development zones & nodes

#### 1.6.1 Introduction

The task of a regional or district tourism development plan is to establish an environment in which tourism may develop and flourish. It is the responsibility of Government to strive to establish such an environment in which the private sector and host communities may develop the necessary tourism products needed for the effective operation of a sub-regional tourism plant. A means of achieving this environment for tourism is to divide the planning domain or Ngamiland into smaller spatial areas into which detailed, market focused tourism planning may take place.

Consequently, land with tourism potential in Ngamiland has been demarcated into Six **Tourism Development Areas (TDA)**. Within each Tourism Development Area are:

- **Tourism Development Zones (TDZ)** which are zones in which a particular type of tourism or land use activity may take place.

- **Tourism Development Nodes (TDN)** which are specific places or locations where high intensity tourism development takes place.

![Diagram of tourism development areas](image)

Tourism development zones are identified by integrating the following tourism related factors:

- **Target markets segments**: The market's need, demands, preferences, profiles, recreation characteristics, affordability.
- **Tourism resources and attractions**: The range, extent and quality of the tourism resources that is available in the TDA for consumption by targeted market segment.

- **Limits of acceptable change (LAC)**: The zonation that emanates from the Limits of Acceptable Change process are used as a foundation layer for the spatial planning with the TDA.

- **Tourism support infrastructure**: The nature, extent and condition of existing tourism support infrastructure that is required to support the tourism plant of the TDA.

- **Strategic Framework**: This framework provides guidelines as to the benefits that should emanate from tourism development in this TDA.

- **Host communities**: The wishes and concerns of the host community.

- **Private sector**: The guidance of the private sector tourism industry.

### 1.6.2 Spatial demarcation for tourism development

The following recommendation for spatial tourism development planning within this TDA is recommended after due consideration of the above factors:
Tourism Development Nodes

Maun TDN:

The Maun Tourism Development Node is strategically situated next to the airport terminal building and adjacent to the road tour route north to Moremi Game Reserve and Chobe National Park. This node should be developed to intercept all tourists passing through Maun.
Tourism Development Zones

There is one tourism development zone proposed for the Maun TDA:

Ecotourism Zone

The Ecotourism zone is proposed to establish a link between Maun and the wildlife resource area to the north and west of the veterinary fence which is located on the western side of Maun. This zone will establish an environment in which a range of high quality, medium density wildlife-based tourism products.

1.7 Proposed / recommended tourism products in TDA

The Tourism Development Plan for Ngamiland is a strategic plan for integrated, sustainable tourism development.

It is in this section in the manual that detailed plans are inserted for specific tourism products for this TDA.

Product Title:

Product Name:

Maun Tourism Precinct

Product description:

The aim of the Maun Tourism Precinct is to establish an area within the Maun Tourism Development Node that is set aside for the exclusive use by tourism products, facilities and services.
Development priority:

This product has the following development priority in this TDA:

<table>
<thead>
<tr>
<th>Development Priority</th>
</tr>
</thead>
<tbody>
<tr>
<td>Very High</td>
</tr>
<tr>
<td>X</td>
</tr>
</tbody>
</table>

Location:

Boundaries of Precinct:

The boundaries of the precinct are outlined in the diagram above.

Target market:

The following tourist market segments should be targeted for this tourism product area:

<table>
<thead>
<tr>
<th>Tourist Market Segment</th>
<th>Preference</th>
<th>Comment</th>
</tr>
</thead>
<tbody>
<tr>
<td>Tourist arriving by air</td>
<td>High</td>
<td></td>
</tr>
<tr>
<td>Mobile safari operators</td>
<td>Medium</td>
<td></td>
</tr>
</tbody>
</table>

This market segment is preferred as the mobile operators and guides can control the itinerary of mobile safaris. Many safaris will either begin or end in Maun or pass through Maun. Guides have the ability to build into itineraries time in Maun to undertake tourist activities if there are tourism products in place to meet the need of such tourists. This market segment is easily manipulated and offers the need to stock-up prior to the departure of a safari. This market...
DETAILED TOURISM DEVELOPMENT PLAN FOR THE MAUN TOURISM DEVELOPMENT AREA (TDA)

<table>
<thead>
<tr>
<th>Tourist Market Segment</th>
<th>Preference</th>
<th>Comment</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>High</td>
<td>Medium</td>
</tr>
<tr>
<td>Self-drive tourists</td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Business / public sector tourists</td>
<td>X</td>
<td></td>
</tr>
</tbody>
</table>

Rationale:

The purpose of establishing this precinct is to establish:

- An image of a tourism Gateway to the Okavango Delta;
- A "one stop" tourism zone that provides a range of tourism related activities and services for tourists.
- A tourism hub in which most tourism businesses, service providers, public sector tourism departments, etc may be located so as to achieve a critical mass to enhance efficiency and communication in the tourism industry in Maun.
- To create a tourism precinct that visitors may visit and experience as a tourist destination in Maun, as is, for example the V&A Waterfront is in Cape Town.
- Forcing all tourists to pass through one area will create the critical mass necessary to provide a market for a whole range of retail tourism outlets and services, thus creating an increased range of tourism related entrepreneurial, retail and service opportunities that may be supplied by local Maun entrepreneurs.
- To enhance the visitor image of Maun.

Nature of tourism product

It is envisaged that the Department of Tourism and Maun Municipality would be the driving and facilitating agency for the establishment of the Maun Tourism Precinct. The area would need to be zoned for tourism type activities and a master precinct plan would need to be drafted for the area. An urban design consultant would need to develop a detailed development design for the precinct that would include guidelines and locations for structures, architectural styles for buildings, public open spaces and pedestrian and vehicles flows. Many of the existing government functions that are currently taking place in the designated precinct area, such as the mechanical workshops, would need to be relocated to a more appropriate location so as to free up land for tourism development.
It is envisaged that the following products will be located in the precinct:

- **Facilities:**
  - Accommodation:
    - A budget hotel (similar to Road Lodge / Town Lodge) aimed at business tourists and budget tourists needing to overnight close to the airport or without a car.
    - Self-catering rooms.
    - Backpackers hostel.
  - Restaurants.
  - Bars.

- **Services:**
  - Tourist information Centre
  - Interpretation centres
  - Reservation services – airlines, accommodation, and transport.
  - Internet cafes
  - Tourist guides.
  - Transportation – shuttle services, safaris, car hire.

- **Activities:**
  - Entertainment facilities

**Product Name:**

Maun Ecotourism Park

**Product description:**

Maun Ecotourism Park is an area of land that has been fenced into the wildlife side of the Maun veterinary fence in which wildlife roams freely so that a range of high quality tourism products and experiences could be developed by the private sector.

**Context:**

The primary purpose of the Maun Ecotourism Park is to extend the stay of visitors in the Maun area and thereby contribute to the tourism economy of the village. However, to establish an environment that is conducive for the establishment of the Ecotourism Park, the following interventions are required:

- That the veterinary fence is realigned so as to create a shop window onto the Maun – Shorobe road.
- That agriculture and livestock activities cease within this demarcated area and that it is zone for tourism use.
Detailed Tourism Development Plan for the Maun Tourism Development Area (TDA)

- That appropriate measures are put in place that will attract wildlife into the Ecotourism Park.
- That the Ecotourism Park is linked to the airport / Maun Tourism Node by a safari dirt track that gives visitors the illusion that they are driving straight from the airport into the bush.

Development priority:

This product has the following development priority in this TDA:

<table>
<thead>
<tr>
<th>Development Priority</th>
</tr>
</thead>
<tbody>
<tr>
<td>High</td>
</tr>
<tr>
<td>X</td>
</tr>
</tbody>
</table>

Location:

Boundaries of Product:

The boundaries of the proposed Gumare Ecotourism Park are illustrated in the sketch above. However, these boundaries are only indicative and would need to be established through extensive consultation with all interested and affected parties.

Rationale:

- To create a tourism development environment that creates opportunities for the development or operation of small scale tourism products that are not necessarily capital intensive thus creating the opportunity for further citizen involvement in the existing tourism industry of the Okavango Delta. In particular, to create opportunity for emerging tourism entrepreneurs based in Western Ngamiland and Maun.
- To create a “holding area” in which tourists can overnight in safari conditions within close proximity to Maun.
Attractons & experiences:

Attractions and experiences attract visitors to a particular location. The following factors will be appealing to visitors thus encouraging them to visit this product:

- Within a thirty minute safari ride or fifteen minute paved road drive of the airport.
- Wildlife and the opportunity to go game viewing.
- Bird watching
- In the bush experience.
- Opportunity to do activities not normally permitted in Moremi Game Reserve:
  - Walking safaris.
  - Adventure activities.

Target market:

The following tourist market segments should be targeted for this tourism product area:

<table>
<thead>
<tr>
<th>Tourist Market Segment</th>
<th>Preference High</th>
<th>Medium</th>
<th>Low</th>
<th>Comment</th>
</tr>
</thead>
<tbody>
<tr>
<td>Tourist arriving by air</td>
<td></td>
<td></td>
<td></td>
<td>This market segment is a preferred market segment as it is a captive market while passing through the airport terminal. A strategy can be put into place to encourage this market to contribute to the local economy of Maun by spending more time and money in Maun. This increased spend can be achieved by timing the arrivals of international and regional flights for late in afternoon and early in morning so that tourists are forced to spend the night in Maun.</td>
</tr>
<tr>
<td>Mobile safari operators</td>
<td></td>
<td></td>
<td></td>
<td>This market segment is preferred as the mobile operators and guides can control the itinerary of mobile safaris. They are either driven or and in Maun in Maun. Guides have the ability to build into their itinerary time in Maun to enforce tourist activities if there are tourism products in place to meet the need of such tourists. This market segment is easily manipulated and often has the need to stock-up prior to the departure of a safari. This market segment may contribute significantly to the tourism economy of Maun if the test and for last night of the safari is in Maun.</td>
</tr>
<tr>
<td>Self-drive tourists</td>
<td></td>
<td></td>
<td></td>
<td>This market segment is preferred as they are forced to drive through Maun on their way to and from the Okavango Delta, Moremi GR and Chobe NP. This market segment does contribute to the economy of Maun by purchasing supplies and services for their safari and road trip home. This market segment could be encouraged to spend more time in Greater Maun, particularly the sedan car market that enters with vehicle unsuited for safaris but are likely to purchase safari packages.</td>
</tr>
</tbody>
</table>
Purpose of product:

The purpose of this product is to:

- Create the environment to stimulate the supply of small scale, non-capital intensive tourism products with the purpose of encouraging citizen involvement in the tourism industry of the Okavango Delta.

- Provide an additional range of experiences Maun visitors.

- Provide a location for the establishment of safari-type overnight facilities in the Maun area

- To enhance the tourism economy of the Maun TDA.

Nature of tourism product

It is envisaged that the product will consist of the following products:

Accommodation:

- The identification of a range of specific sites for the development of a range of tourism products such as:
  - Safari lodges and hotels.
  - Tented safari type camps:
  - Fly camps for guide walking safaris

Facilities:

- Entrance gate facility
- Restaurant/s
- Interpretation Centre
- Museum
- Game and bird hides.

Services:

- Guide safaris and walking trails.
- Adventure experiences.
Activities:
- Safari routes for walking, horse and motor cycle safaris.
- Adventure activity area in which a range of appropriate nature / wildlife activities may be offered by a private sector operator.
- Bird watching.
- Walks & game drives

Infrastructure

Government / TDA Authority should focus on establishing the following tourist infrastructure in the Maun Ecotourism Park:

Veterinary fence

Government should facilitate the process and funding of realigning the veterinary fence so as to encompass the proposed land for the Maun Ecotourism Park.

Roads
- An entrance track that links the Maun Ecotourism Park to the Maun airport terminal that gives visitors the experience of driving from the airport through the bush to their lodge in the Ecotourism Park.
- A road / track network inside the Ecotourism Park.

Wildlife based facilities
- A series of boreholes to feed artificial waterholes so as to attract wildlife into the Ecotourism Park.
- The establishment of tourist facilities such as game / bird hides.

1.8 Proposed supporting infrastructure

The role of government in tourism destination development is to plan, design, develop, fund and manage the necessary infrastructure to support the efficient and effective operation of the tourism plant at the tourist destination. The role of establishing the tourism products (facilities, activities and services) is the role of the private sector. The development of tourism infrastructure is guided by the tourism development plan for the TDA. In this plan the infrastructural needs necessary to support an appropriate range of tourism products needed to attract the preferred tourist market segment to the TDA are defined. Government needs to develop this recommended tourism infrastructure to enable the private sector to provide the necessary tourism products to attract the preferred target market to the TDA so that the desired benefits from tourism may be realised by the communities living in that TDA.

The following tourism infrastructure is required to establish an enabling environment for the development of tourism in this TDA.

1.8.1 Roads

- Government would need to upgrade the roads system around the Maun Tourism Precinct so as to ensure the efficient flow of traffic, parking and pedestrian walkways. The road layout in this area would play an instrumental role in channelling tourists and travellers into the Maun Tourism Precinct and establishing a gateway to the Okavango.
Government would need to plan a "safari" access track to the Maun Ecotourism Park from the airport terminal building so that visitors to the Ecotourism Park have a safari sense of arrival.
1.8.2 Tourist information centres

Tourism Information Centres should be constructed at the following locations:

<table>
<thead>
<tr>
<th>Location</th>
<th>Order of TIC</th>
<th>Notes</th>
</tr>
</thead>
<tbody>
<tr>
<td>Maun tourism node</td>
<td>High</td>
<td>X</td>
</tr>
</tbody>
</table>

This TIC would be the primary TIC for the whole of Ngamiland, Okavango Delta and Maun TDA. The TIC should form a primary and integral component of the Maun Tourism Node.

See section below for detailed descriptions and functions of Tourism Information Centres.

Signage

Road and information signage is critically important to tourists and tour operators, particularly in developing rural regions. A carefully planned signage programme assists in determining the tourism image of the TDA and the efficiency of the TDA’s tourism plant.

Good road and tourist information signage also has a positive impact on the traveller’s confidence in travelling in the TDA and travel information seen and gathered by the traveller.

A detailed road signage programme should be planned and implemented for the TDA.

An example of an effective road and tourist information signage programme in the Appendix. This programme was implemented for Queensland in Australia.

1.8.3 Telecommunications

Effective and efficient communication with in the tourism industry is critical to its successes. The bulk of tourism related communications (information gathering, enquiries, availability, reservations, etc) and financial interactions (deposits, payments, refunds etc) throughout the world are currently undertaken electronically by means of telephone, email and internet.

The tourism industry of Ngamiland is predominantly based on visitors from the first world visiting tourist attractions in Ngamiland, a developing region. Telecommunications in Ngamiland are at a level of sophistication, reliability and extent that hinder the operational effectiveness and efficiency of the existing tourism plant and hinder the further and future development of new tourism products in the District. To overcome this disadvantage, the following needs to be addressed by Government with urgency in this TDA.

- Effective and reliable cellular telephone or microwave-based telephone coverage to all tourism products in the TDA.
- Wireless internet access to all tourism products in the TDA.
- Fast broadband internet availability should be available throughout the Maun TDA

1.8.4 Tourism services

It is the role of Government to provide, staff, manage and maintain the necessary tourism services required for visitors to have a safe, well-informed visit in the TDA and Ngamiland.

1.8.5 Tourism Information Centres

Tourism information centre in Maun should be planned, funded and established by government. The Maun TIC should be integrated into the Maun Tourism Node and form a key destination within the node for all segments of the tourist market. It is highly recommended that government invests significantly in implementing the proposed Maun TIC.
The Maun TIC should encompass the following factors and criteria:

<table>
<thead>
<tr>
<th>Order of TIC</th>
<th>Functions &amp; Services of TIC</th>
</tr>
</thead>
<tbody>
<tr>
<td>High Order Tourism Information Centre</td>
<td>A high order TIC provides the full range of functions to provide a fully integrated, telecommunications supported information service to all visitors to the TDA.</td>
</tr>
</tbody>
</table>

A high order TIC would provide the following functions:

- Tourist information office that is manned by trained staff.
- Well designed interpretation material about the natural and human history of the TDA.
- A reservations and promotion service for tourism products (facilities and services) in the TDA.
- A point from which special interest tours and activities may take place from.
- Clean ablution facilities.
- Restaurants and fast food facilities to provide meals and refreshment.
- Safe parking for tour vehicles.
- A commercial / retail market / bazaar area that provides:
  - Well designed stores and retail outlets.
  - The whole market is operated as a tourism product.
  - Creates a safe and secure environment for tourists as it should be well policed by private security guards.
  - Only tourist related products and produce is sold at the market.
  - Traditional products / manufacturing of such products should be showcased.
- A food court that provides:
  - A wide range of different foods including:
    - Traditional restaurants.
    - Fast food outlets.
    - Western restaurants.
  - Tourism training facilities for local people.

1.9 Citizen participation

The Maun TDA offers various a full spectrum of opportunities for citizens to enter (or increase their participation in) the tourism industry of Ngamiland. This TDA is a very high priority area for citizen empowerment and is graded as having excellent potential for increased citizen participation.

<table>
<thead>
<tr>
<th>Citizen Participation: Priority Rating</th>
</tr>
</thead>
<tbody>
<tr>
<td>High</td>
</tr>
<tr>
<td>X</td>
</tr>
</tbody>
</table>

The Maun Tourism Precinct aims to create a tourism business hub at a strategic location adjacent to the Maun airport. The precinct will house a variety of tourism products ranging from hotels to restaurants, bars, tourist information centres, reservation services, Internet cafés and transportation services. As such, the precinct will offer a full spectrum of opportunities for citizen empowerment. It is recommended that:

- Affirmative procedures designed to promote citizen participation in the development of the Maun Tourism Precinct should be incorporated into the master precinct to be developed for the area.
Larger scale business opportunities requiring significant capital investment and/or high levels of experience and expertise should be identified and offered via a tender procedure designed to promote broad-based citizen participation. This should be done using a scorecard approach to weight and measure the various elements of citizen empowerment (including ownership, strategic representation, employment equity, local procurement, social responsibility spend, etc.). Citizen participation should be awarded a significant weight in the evaluation criteria used to assess proposals from bidders. Minimum thresholds should be set for each element of the scorecard and for the minimum overall citizen participation score required from bidders. Bidders should be required to present their citizen participation proposals as an integral part of their bids. Once bids have been awarded, their citizen participation proposals should be incorporated into their licensing agreements. This will mean that citizen participation proposals are converted into contractual obligations against which the ongoing performance of commercial operators in the Maun Tourism Precinct may be assessed. A monitoring system designed to track the citizen empowerment performance of individual lessees against their contractual obligations should be developed and implemented as a high priority (see Monitoring Section).

The precinct plan should also identify small-scale tourism products that are suitable for emerging entrepreneurs. These opportunities – which may include trading, entertainment and guiding services – should be reserved for reserved for local entrepreneurs.

The Maun Ecotourism Park is a medium-term but high priority project designed to extend the stay of visitors in the Maun area and to create a variety of small scale tourism products that are suitable for emerging entrepreneurs. Its realization is dependent on various interventions by Government including the realignment of the veterinary fence in the area. It has a high potential for citizen involvement.

Specific business opportunities identified for the Maun Ecotourism Park include:

- Safari lodges and hotels;
- Tented camps;
- Fly camps for guided walking safaris;
- Support infrastructure including an entrance facility;
- Nature-orientated activities including guided safaris and walking trails.

In order to realize the opportunities for citizen participation associated with the Maun Ecotourism Park, it is recommended that:

- The Maun Ecotourism Park will impact on the local livelihood options and its establishment will have to be negotiated with local residents. These residents participate in, and benefit from, the development of, the Park. Therefore, it is recommended that residents be granted preferential standing as preferred beneficiaries for citizen participation in the Maun Ecotourism Park.

- Government should drive the preparation of a detailed tourism development plan for the area. It is a specific purpose of the project to create small-scale tourism products that are suitable for emerging entrepreneurs. These opportunities should be identified during the planning process and reserved for local entrepreneurs, particularly local residents.

- Mobile safari operator access to the Maun Ecotourism Park should be reserved for citizen-owned operators to conduct day and overnight safaris from Maun. These operators should be licensed under a modified Category C licence reserved for emerging citizen-owned operators. Subcontracting to foreign-owned operators (or Joint Ventures) should not be permitted. This is to avoid the "rent collecting" behaviour, described in the situational analysis, where citizens obtain "headrights" which they then
subcontract to third parties for a fee. It should be an explicit condition that the commercial opportunity associated with the licence be owned AND operated by a citizen-owned business.

- Lease rights in the Maun Ecotourism Park should be awarded using a new framework for land allocation that permits footprint leases under a modified Category A licence, allied with an appropriate bundle of traversing rights enabling support activities such as game drives, walks, etc.. The leases should be awarded using a system that places a high premium on citizen participation. The system should develop an appropriate broad-based citizen participation scorecard (including the various indicators described above) designed to measure the level of citizen participation in proposals from prospective lessees as well as the ongoing performance of lessees after award (i.e. during the operational phase of the business). Given the high emphasis on citizen participation in this TDA, minimum scores per category as well as overall thresholds in the scorecard should be relatively high. In this way, only businesses with strong citizen participation will qualify for rights in the Maun Ecotourism Park. Foreign-owned businesses will not be excluded from the area but will have to enter into strong partnerships with citizens to gain access to the available business opportunities.
Section 3 – Revised Draft Final

Limits of Acceptable Change

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April 2007
CONTENTS

1 LIMITS OF ACCEPTABLE CHANGE IN THE CONTEXT OF THE OVERALL ODMP ..........1
  1.1 HIERARCHY OF OBJECTIVES ................................................................. 1
  1.2 VISION, GOALS AND STRATEGIC OBJECTIVES OF THE ODRS AS AN ENTITY ..... 2
  1.3 THE LAC PROCESS ................................................................................. 3
  1.4 'DESIRED STATE' OF THE ODRS .......................................................... 4
  1.5 PROBLEM STATEMENT ........................................................................ 5
  1.6 OPPORTUNITY ZONES IN THE ODRS .................................................. 6
  1.7 INDICATORS OF CHANGE ........................................................................ 13

2 MONITORING LACS .................................................................................. 15
  2.1 APPROPRIATE CONDITIONS FOR A MONITORING INSTITUTION ............. 15
  2.2 METHODOLOGIES AND APPROACHES TO IMPLEMENTING LACS .......... 21
  2.3 INSTITUTIONAL FRAMEWORK TO MANAGE THE IMPLEMENTATION OF LACS 22
  2.4 LAC RECOMMENDATIONS ..................................................................... 23
1 Limits of Acceptable Change in the context of the overall ODMP

The essential element at the heart of the Okavango Delta Ramsar Site (ODRS) is the fact that the biophysical systems, structures, functions and processes at play in the area, over time, are fundamental to ensuring the health of the Delta and its continued existence into the future. Without this understanding all socio-economic activities that are dependent on the presence of the Delta and its provision of natural resources may be at risk.

Inappropriate socio-economic activities can disturb the delicately balanced biophysical systems and processes and jeopardize the provision of these natural resources to resident communities. The Okavango Delta is the primary resource for all economic activity in the Ngamiland District. Tourism is an important socio-economic activity not only for the nation, but for Ngamiland District in particular.

Tourism is a key socio-economic activity within the ODRS, providing employment and livelihood security to a great number of residents in the area. It therefore has to be carried out in a responsible and sustainable manner, not only to protect the biophysical aspects, but also to ensure the welfare of communities in the area over the long term.

The Limits of Acceptable Change (LACs) are an integral component of protected area planning that involves any form of tourism. They provide a feedback mechanism within management decision-making processes, as to: i) the possible extent of any impact being caused by tourism activities on the biophysical environment; and ii) the extent to which visitors enjoyed their experiences in the protected area. These two forms of feedback enable management authorities within the protected area to respond to negative impacts (changes) to the biophysical environment and take appropriate corrective action. Information about visitor experiences also allows managers to understand visitor needs and their behavioural patterns, so that appropriate experiences may be provided where possible.

The LACs therefore, although primarily associated with the decision-making processes of those sectors dealing with aspects of biophysical processes (hydrology, soil, wildlife, vegetation etc.) and those dealing with tourism processes (tourism operators, commerce, industry etc.), also links with and takes cognizance of socio-economic issues (land use planning, use of natural resources etc.). The various ODMP studies and pieces of research have therefore informed the construction and development of the LACs. Likewise the LAC process has informed the integration of the results of other components into the overall final ODMP, especially that of the Land-use Plan.

1.1 Hierarchy of Objectives

A Vision embodies the cohesive social values, scientific knowledge, and management experience in a management system. It is also a logical point of convergence within a strategic management objectives hierarchy. The cascading sub-objectives provide increasing levels of detail about what successive layers of implementation should look like. Each step in the hierarchy is developed by the same iterative, analytical process as the vision. A vision must be broken down into a hierarchical, cascading series of objectives of increasing focus and rigor – moving from the conceptual to the achievable. Objectives are qualitative articulations of values defined in the vision and operating principles of the organization. They form a foundation on which to develop quantitative, achievable operational goals.
1.2 Vision, Goals and Strategic Objectives of the ODRS as an entity

1.2.1 Vision

The Okavango Delta Ramsar Site’s Shared and Common Vision is designed to provide guidance to policy development and the execution of the various sector programmes that brings sustainability to the Okavango Delta; help inform the Government and its partners, of the stakeholder priorities for future action; and provide a common focus and direction (roadmap) to the diverse stakeholders utilising and managing natural resources within the Ramsar site. This vision is intended to nurture healthy relationships among Okavango Delta ecosystem stakeholders and enable them to move from the status quo (business as usual) towards a new reality that meets future natural resources needs, and brings socio-economic prosperity and sustainability of the ecosystem.

The Okavango Delta Ramsar Site’s Shared and Common Vision is:

“A carefully managed well functioning ecosystem that equitably and sustainably provides benefits for local, national and international stakeholders by 2016”

The ODRS Shared and Common Vision for 2016 (ODMP, 2006) states that “strategies for achieving the vision calls for integrated planning, management and development of the Okavango Delta. It calls for a framework for action that is underpinned by partnership and solidarity between stakeholders at the local, national and basin level. It requires some changes in policies, strategies and legal frameworks, as well as changes in institutional arrangements and management practices. Above all, the vision requires that the following critical success factors are ensured:

- The development of appropriate institutional structures
- Adopting adaptive management strategies to facilitate the periodic review of plans.
- Provide necessary resources finance and human to facilitate achievement of the vision, appropriate resources on the ground are needed otherwise vision will be a mirage.
- Effective communication strategy in place to facilitate communication between the stakeholders.
- Endorsement of the vision by parliament so that it can have the requisite political support.

1.2.2 Goal

The long-term Strategic goal of the Okavango Delta Management Plan (ODMP) is:

“to integrate resource management for the Okavango Delta that will ensure its long term conservation and that will provide benefits for the present and future well being of the people, through sustainable use of its natural resources”

Expressed in direct terms it may be reconfigured as:

“To protect and maintain the biodiversity and biophysical systems of the Okavango Delta such that they will continue to provide social and economic benefits to its residents, the nation and the world, through the sustainable use of its natural resources over the long term future.”
1.2.3 Strategic Objectives

It is then suggested in the Vision Component Study that this long-term goal is supported by three strategic objectives, and these are:

1. To establish viable management infrastructure and tools to sustainably manage the delta resources at the local, district, national and international (river basin) level.
2. To ensure that the Okavango delta (and its associated dry lands) continues to deliver present day ecosystem services and products for the benefit of all organisms dependent on it.
3. To sustainably use the delta resources for improvement of livelihoods of all stakeholders that are directly and indirectly dependent on the ecosystem products and services of the Okavango Delta (and associated dry lands) in an equitable way.

However, through extensive consultation with the various stakeholders during this Tourism Master Plan study, it became apparent that the LACS were ultimately intended to “Protect, maintain and improve the biodiversity of the Okavango Delta Ramsar Site”, as well as “Securing the functioning of all essential biophysical (ecological) and hydrological systems, processes and mechanisms that drive the Delta as a holistic entity” and “Optimising the socio-economic potential and concomitant benefits of the Ramsar Site, through the sustainable use of its natural resources without compromising its ecological or biophysical integrity”.

The development of the LACs has taken into account the processes inherent in the ‘Conservation Development Framework’ approach as developed by the South African National Parks Board (SANParks) and integrated into transfrontier conservation area development processes such as KAZA.

1.3 The LAC process

The Terms of Reference for the Tourism Master Plan Study required that the Limits of Acceptable Change approach be used within the overall ODMP process. It also required that the concept of ‘carrying capacity’ should be evaluated as an adjunct to the LAC process, to determine its current applicability. A review and comparison of the two concepts was carried out and a paper on the issue was presented to a group of interested parties at HOORC in mid 2006.

1.3.1 The formal LAC model and planning steps

The Limits of Acceptable Change planning approach was developed in the USA in response to perceived inadequacies in previous planning processes based simply upon carrying capacities for tourism use in protected areas, especially those areas with wilderness qualities. Early scientific work on carrying capacity generated an extensive literature base on resource and social aspects of protected area use and their application to carrying capacity.

Efforts to determine and apply carrying capacity to protected areas have often resulted in frustration, where the principal difficulty lies in determining how much resource or social impact is too much. Given the substantial demand for public use of the protected areas, some decline or change in resource condition and the quality of visitor experience is inevitable. But how much decline or change is appropriate or acceptable is the burning question? This issue is often referred to as the limits of acceptable change (LAC) and is fundamental to addressing carrying capacity.

Several planning and management frameworks have been developed to address carrying capacity. While each framework includes refinements to suit individual agency missions, policies, and procedures, all of the frameworks share a common set of elements:
1. A description of desired future conditions for protected area resources and visitor experiences, The identification of indicators of quality experiences and resource conditions, Establishment of standards that define minimum acceptable conditions, The formulation of monitoring techniques to determine if and when management action must be taken to keep conditions within standards, and The development of management actions to ensure that all indicators are maintained within specified standards.

Generally the LAC process is guided by 11 Principles as a means of ensuring appropriate implementation:

Principle 1: Appropriate management depends upon Objectives
Principle 2: Diversity in resource and social conditions in Protected Area is inevitable and may be desirable
Principle 3: Management is directed at influencing Human-Induced Change
Principle 4: Impacts on Resource and Social Conditions are inevitable consequences of human use
Principle 5: Impacts may be temporally or spatially discontinuous
Principle 6: Many variables influence the Use/Impact Relationship
Principle 7: Many management problems are not use-density dependent
Principle 8: Limiting use is only one of many management options
Principle 9: Monitoring is essential to professional management
Principle 10: The decision-making process should separate technical decisions from value judgments
Principle 11: Consensus among affected groups about proposed actions is needed for successful implementation of Protected Area management strategies

In this study, given the capacity constraints encountered within the ODRS environment, these nine steps have been reduced to six:

Step 1 – identify issues and concerns
Step 2 – define and describe opportunity zones
Step 3 – select indicators of resource and social conditions
Step 4 – inventory existing resource and social conditions
Step 5 – specify measurable standards for the resource and social indicators selected for each opportunity class
Step 6 – implement actions—monitor & manage conditions

It was felt that reducing the process to the 6 steps would allow the development of adequate zonation parameters and still allow appropriate indicators to be identified.

1.4 ‘Desired State’ of the ODRS

The ‘desired state’ of the ODRS outlines the most preferred sets of conditions that should be described for the various elements within the Site. In some ways it could be described as a more detailed Vision Statement. It is by some, considered to be a confusing term that is best actualized through the hierarchical process of objectives i.e. Vision, Goal, Objectives, Sub-objectives etc.

In the instance of this ODMP study, where the strategic planning and vision study has not entirely been concluded and agreed upon, we have chosen to use the version above:
"A carefully managed well functioning ecosystem that equitably and sustainably provides benefits for local, national and international stakeholders by 2016".

1.5 Problem statement

The growth in development of lodges in the core section of the Delta over the past fifteen years has given rise to some concern, in that little is known about the potential impact of this growth on the biophysical aspects of the Delta, or on the type of experience that visitors might be expecting in return for the high fees paid for their packages. Mbaika (2006) reports that 81.6% of the tourism facilities in the Delta are less than 15 years old, and only 13.9% are older than 20 years. Much of this development has taken place in an 'organic' manner, with no overarching development plan to guide this growth. More recently however, previously established carrying capacity limits on concessions have been invoked to contain this unmitigated expansion, out of concern for possible impacts on the biophysical environment.

A key problem is understanding the physical and environmental impacts of tourism in the Delta. Problems associated with tourism related environmental impacts arise when there is a large number of tourists in a given area or if the resource is overused. Direct impacts of tourism are caused by the presence of tourists. Indirect impacts are caused by the infrastructure created in connection with tourism activities. There has been minimal or no sustained research on tourism carrying capacities. Therefore it is not known to what extent tourism related activities are impacting on the biophysical aspects of the Delta, or to what extent the activities are impacting on the expected experiences of visitors. Impacts caused through tourism activities and operations can be in the forms of:

Biophysical

- Modify vegetation, habitat and landscape – driving off-road, creating new unplanned roads, picking endangered species of plants, cutting firewood, creating new campsites or illegally extending existing ones
- Pollution water resources through inappropriate sanitation systems, chemicals and litter ie. oil, fuel, detergents, waste
- Modifying wild animal behavior due to habituation or harassment ie. crowding of game-viewing vehicles around animals, chasing animals, feeding animals, disturbing breeding sites
- Driving boats too fast, disturbing crocodile and bird breeding sites on banks
- Over-harvesting – sport fishing and exceeding bag limits
- Causing human induced wild-fires – campfires, cigarettes
- Introduction of invasive species – boats and invasive plants such as salvinia

Visitor Experiences and Expectations

- Noise Pollution – loud radios and music systems, singing, shouting, talking, engines, motors
- Uncontrolled movement of mobile safari operators which may cause overcrowding
- Human crowding in remote places – reduce wilderness qualities of isolation and solitude
- Buildings and infrastructure – reduced feeling of wilderness and natural atmosphere of areas
- Creating new unplanned roads – reduce wilderness quality – seeing too many other tourists
- Aircraft and vehicle noise

Currently there are no mechanisms in place to control the numbers of visitors in the Okavango Delta outside of protected areas, except where leases are given to concessionaires and management plans are approved with limitations on sizes of camps.
and number of beds permitted per camp. There is few control mechanism to manage congestion of accommodation facilities outside of these parameters. As a precaution to mitigate environmental impact, the Tawana Land Board requires that there should be an indication of environmental sensitivity and measures to be taken to protect the environment when applying for the site and producing a management plan.

At present there is an inadequate system of Monitoring and Regulating tourism operations across the Delta. Monitoring of tourism activities is a cross-sectoral activity with little coordination between sectors and players. The Department of Tourism, the Land Board, and the NWDC are not able to carry out regular inspections to ensure that operators are abiding by lease agreements and regulations.

It should be noted however that the introduction of the Controlled Hunting Area (CHA) framework in the early 1990s, together with the allocation of hunting and photographic safari concessions within the CHAs has served to protect the biodiversity and biophysical systems in the Okavango Delta very effectively over the past decade and a half. Without this framework it is likely that unplanned and unmanaged use of the Delta and its natural resources would have resulted in significant impacts at this point in time.

1.6 Opportunity Zones in the ODRS

In conjunction with the extensive consultations with all stakeholders regarding major issues for consideration, the potential and opportunity for new, alternative or enhanced tourism activities was explored.

One of the first activities in this step was to identify areas of high tourism potential in the ODRS. A separate series of workshops and meetings with key stakeholders was carried out and various exercises completed to identify high potential areas, low potential areas as well as sensitive areas.

1.6.1 Developing categories of tourism use in the ODRS

An important element of LACs is the development of a series of use zones that delineate where the type and limits of specific activities can be carried out. This allows the management authority to ‘manage’ the use of the areas effectively.

A key concern of concession holders in the ODRS was that areas or zones with their associated criteria should be able accommodate the dynamic nature of the changes in water levels of the Delta annually and over more extended period. The success of their hunting and photographic safari operations depended on their ability to shift camps and change access routes to respond to shifts in wildlife populations and ecological situations.

In December 2006, Ministers of Angola, Botswana, Namibia, Zambia and Zimbabwe met to sign the KAZA TFCA Agreement. Inherent in this, through the facilitating NGO ‘Peace Parks’ was the need to have a common methodology of planning protected areas in southern African TFCAAs. As a result of this, and in anticipation that their Conservation Development Framework approach would be used, it was agreed that the categorization of the ODRS would be changed slightly to accommodate the model being currently used in other areas. The following categorization was then developed and tested with key stakeholders, including a change in overlays:
Use Areas or Zones

- Wilderness
- Remote – Low intensity use
- Remote - Wild
- Remote – medium intensity use
- Low intensity recreation
- High intensity recreation
- Rural – low density use
- Rural – moderate/high density use

Overlays

- Development node
- Sanctuary or special conservation areas or nodes
- Cultural site or node

The system of introducing overlays was to accommodate the fact that some factors such as special conservation needs may occur in more than one Use Zone.

A further category might be considered for the Rural Zone, to accommodate Community Conservation Areas. This needs to be tested with stakeholders.

A chart outlining the ‘Desired State Characteristics’ for each category is provided in Table 1, whilst a more detailed account of particular characteristics is provided in Table 2.

A map outlining these new zones, incorporating previously identified areas with different types of potential for tourism was developed (See Map 1).
Table 1: Description of Desired State - Experiential Use Zones

<table>
<thead>
<tr>
<th>Experience</th>
<th>Zone</th>
<th>Descriptions</th>
<th>Quality of the natural environment</th>
<th>Experiential Qualities</th>
<th>Interaction between humans</th>
<th>Sophistication of facilities</th>
<th>Level of Excess</th>
<th>Level of soil acidity</th>
<th>Conservation</th>
<th>Spirituality</th>
<th>Primary management within the zone</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td><strong>REMOTE WILDERNESS</strong></td>
<td>Unspoiled natural landscape where unintruded natural processes proceed. Areas with very high natural qualities and little visible human impact, when the sights and sounds of modern, urban life are not apparent. Allowing for spiritual experiences of solitude and solitude. These are generally inaccessible, requiring additional physical exertion to reach and experience, with some degree of risk. Visitors need to be more self-reliant and experienced. The nature of the experience is highly dependent on the quality of the natural environment. The main focus of management is biodiversity conservation and &quot;Pack it in Pack it out&quot; principles are strictly applied to all activities including management.</td>
<td>Primitive</td>
<td>Isolation</td>
<td>Very low</td>
<td>Very low</td>
<td>Very high</td>
<td>Very high</td>
<td>Very low</td>
<td>Very high</td>
<td>Very high</td>
</tr>
<tr>
<td></td>
<td><strong>REMOTE Low Intensity Use</strong></td>
<td>Areas with very high natural qualities with little visible human impact, where the sights and sounds of modern, urban life are not apparent or unfamiliar. The experience is to a challenge providing subjective experiences of solitude and wildness. Signs and sounds of other human activities are slightly more obvious than in the Wilderness category, and experiences with other visitors are slightly more frequent. Although less physical exertion is required, a reasonable level of fitness, self-reliance and experience is required, with some degree of risk. The nature of the experience is dependent on the quality of the natural environment. The main focus of management is biodiversity conservation and &quot;Pack it in Pack it out&quot; principles are strictly applied to all activities including management.</td>
<td>Primitive</td>
<td>Solitude</td>
<td>Low</td>
<td>Low</td>
<td>High</td>
<td>High</td>
<td>Very Low</td>
<td>High</td>
<td>Very Low</td>
</tr>
<tr>
<td></td>
<td><strong>REMOTE Wild</strong></td>
<td>Areas with very high natural qualities with little visible human impact, where the sights and sounds of modern, urban life are not apparent or unfamiliar, allowing for an experience (somewhat like walking) of nature amongst charismatic wild animals. They are generally remote and inaccessible, requiring some effort to reach and experience. Visitors need to be more self-reliant and experienced. The nature of the experience is highly dependent on the quality of the natural environment and the presence of charismatic wild animals. The main focus of management is biodiversity conservation and &quot;Pack it in Pack it out&quot; principles are strictly applied to all activities including management.</td>
<td>Primitive</td>
<td>Harmony</td>
<td>Low</td>
<td>Very low</td>
<td>High to Moderate</td>
<td>Moderate</td>
<td>Low</td>
<td>High to Moderate</td>
<td>Pedestrian &amp; Managed</td>
</tr>
<tr>
<td></td>
<td><strong>REMOTE Moderate Intensity Use</strong></td>
<td>Areas with very high natural qualities with moderate visible human impact, where the sights and sounds of modern, urban life are virtually non-existent or infrequent, allowing for a whole-slam experience of being in nature amongst wild animals. They are generally remote and inaccessible, requiring some effort to reach and experience. Visitors need to be more self-reliant and experienced. The nature of the experience is highly dependent on the quality of the natural environment and the presence of charismatic wild animals. The main focus of management is biodiversity conservation and &quot;Pack it in Pack it out&quot; principles are strictly applied to all activities including management.</td>
<td>Semi-Primitive</td>
<td>Harmony</td>
<td>Low</td>
<td>Very low</td>
<td>High to Moderate</td>
<td>Moderate</td>
<td>Low</td>
<td>High to Moderate</td>
<td>Pedestrian &amp; Managed</td>
</tr>
<tr>
<td></td>
<td><strong>RUINAL Low Intensity Use</strong></td>
<td>Areas situated within rural communities, where the nature of the experience is dependent on its remoteness and the quality of the natural environment with the presence of some wild animals. The main activities and recreational activities which are more dependent on the quality of the facilities provided here are complementing natural environment. By their nature these areas are placed in more transformed landscapes. Interaction and socialisation are an integral part of the experience, as are also being exposed to rural livelihoods and local cultural activities.</td>
<td>Natural</td>
<td>Harmony</td>
<td>Low to Infrequent</td>
<td>Low</td>
<td>Moderate</td>
<td>Low</td>
<td>Moderate</td>
<td>Low</td>
<td>Pedestrian &amp; Managed</td>
</tr>
<tr>
<td></td>
<td><strong>LOW INTENSITY LEISURE</strong></td>
<td>Areas situated within rural areas based around high-density tourism developments with modern recreational activities and developed natural environment. The visitors experience is highly dependent on the quality of the facilities which enable the visitor to experience the environment or culture with a minimum of effort and impact on the environment. Due to the high impacts these are concentrated at specific nodes. These nodes are generally situated in more urban centres. The main focus of management is to ensure a high quality visitor experience whilst ensuring that the activities have a minimal impact on the surrounding environment.</td>
<td>Transformed</td>
<td>Socialisation</td>
<td>Frequent</td>
<td>Moderate to High</td>
<td>Low</td>
<td>Moderate</td>
<td>Moderate</td>
<td>Pedestrian Non monetised Managed</td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td>The main focus is on recreational activities which are more dependent on the quality of the facilities provided here on a completely natural environment. The nature of the experience is heavily dependent on the quality of the facilities which enable the visitor to experience the environment with a minimum of effort and impact on the environment. Areas are generally situated in remote rural areas. The main focus of management is to ensure a high quality visitor experience whilst ensuring that the activities have a minimal impact on the surrounding environment.</td>
<td>Transformed</td>
<td>Socialisation</td>
<td>Frequent</td>
<td>High</td>
<td>Low</td>
<td>Moderate</td>
<td>Moderate</td>
<td>Pedestrian Non monetised Managed</td>
<td></td>
</tr>
</tbody>
</table>

Adapted from SANParks Planning
<table>
<thead>
<tr>
<th>Experience</th>
<th>Zone</th>
<th>Experiential Qualities</th>
<th>Interaction between users</th>
<th>Type of Access</th>
<th>Type of activities permitted</th>
<th>Type of facilities</th>
</tr>
</thead>
<tbody>
<tr>
<td>Back to Nature at landscape level</td>
<td>PRISTINE (Wilderness)</td>
<td>Isolation; solitude; wildness; primiveness; solitude with nature; communing with nature; contemplation; reflection; timelessness; oneness with nature; aloneness; sense of humility.</td>
<td>Extremely low; usually limited to people in the same 'exclusive' party or group.</td>
<td>Only on foot or in mokoro or in some instances (main navigable channels) motorized boats, horseback.</td>
<td>Wilderness-friendly tourism activities are allowed in the Wilderness zone. These will include limited boating (mokoro trips, motorized boat trips, house-boat) on the main navigable channels of the primary watercourses, in keeping with any other regulations controlling the use of boats.</td>
<td>No access roads and tracks are permitted in this zone and any old and existing tracks must be closed off and rehabilitated. No facilities, buildings, tourism facilities or construction other than wilderness campsites are permitted; game paths. No artificially supplied water will be made available.</td>
</tr>
<tr>
<td>Close to Nature Activities and to be at landscape level</td>
<td>WILD</td>
<td>Isolation; solitude; wildness; adventure; excitement; possibilities of viewing existing, spectacular wildlife (charismatic mega-fauna)</td>
<td>Very low; usually limited to people in the same 'exclusive' party or group.</td>
<td>On foot or in mokoro or in some instances (main navigable channels) motorized boats, horseback; in game-viewing vehicles operated by lodges, camps, or mobile-safari operators. These areas are generally characterized by concession areas.ie. CHA areas (photographic and hunting).</td>
<td>Hiking, Mokoro trips motorized boat trips, house-boat, elephant safaris, and overnight camping accompanied by a professionally qualified, Botswana certified guide; overnight camping – either based upon &quot;pack it in, pack it out&quot; principle.</td>
<td>Pre-determined and specified tracks and roads, as indicated in Management Plans required in concession and lease agreements. Fixed camps, base camps and Lodges, semi-permanent camps, temporary tented-camps.</td>
</tr>
<tr>
<td></td>
<td>WET</td>
<td>Isolation; solitude; wildness; adventure; excitement; possibilities of viewing existing, spectacular wildlife (charismatic mega-fauna)</td>
<td>Very low; usually limited to people in the same party or group.</td>
<td>The aim of this zone is to provide areas for primarily non-motorised tourism (in the terrestrial-dryland portions). Motorised land transport will be allowed only to access the areas for the conducting of alternative non-motorised activities and will be via the most direct route on the existing access network. Both motorised and non-motorised boating will be acceptable in the wetland portions i.e. motor boating, mokoro trips, houseboat/large boat.</td>
<td>Hiking, Mokoro trips motorized boat trips, house-boat, elephant safaris accompanied by a professionally qualified, Botswana certified guide; Overnight camping – either based upon &quot;pack it in, pack it out&quot; principle, or in pre-prepared temporary tented-camps in designated sites. Game-drives in designated areas and along pre-determined, specified tracks and road networks.</td>
<td>Pre-determined and specified tracks and roads, as indicated in Management Plans required in concession and lease agreements. Access tracks will be kept to a minimum. Any tracks made by researchers, management or any other activities will be rehabilitated immediately upon completion of the project. No permanent or semi-permanent tourism facilities other than a network of access roads and tracks with essential linked infrastructure (ie. Bridges) will be permitted. No artificial water supply will be made available (except in identified Development Nodes for staff accommodation and administrative facilities). Essential staff and administrative infrastructure will be allowed in identified Development Nodes within the zone. Due consideration will be paid to the aesthetics of these developments to fit the wilderness atmosphere.</td>
</tr>
</tbody>
</table>

1 Charismatic mega-fauna: the exciting, dangerous large wild animal species such as elephant, lion, buffalo, rhinoceros, leopard, cheetah.
2 Fixed camps, base camps and lodges: camps and lodges in the photographic CHAs which will only have a lease for a plot large enough to accommodate the camp. These camps can consist of permanent structures including the use of imported permanent building materials (brick, stone, timber etc.) – although it is required that local, natural material (reeds, thatching grass etc.) is incorporated as a major component into the design and architecture of such buildings to maintain the natural aesthetic 'African' ambiance that tourists are seeking in the wilderness experience of the Okavango Delta. Semi-permanent camps may only be predominantly constructed out of local materials, with tentage, decking and superstructure being imported to the site.
3 Charismatic mega-fauna: the exciting, dangerous large wild animal species such as elephant, lion, buffalo, rhinoceros, leopard, cheetah.
### Limits of Acceptable Change in the Okavango Delta Ramsar Site

<table>
<thead>
<tr>
<th>Experience</th>
<th>Zone</th>
<th>Experiential Qualities</th>
<th>Interaction between users</th>
<th>Type of Access</th>
<th>Type of activities permitted</th>
<th>Type of facilities</th>
</tr>
</thead>
<tbody>
<tr>
<td>Outdoor Nature</td>
<td>ECO SET 1 - Medium Density</td>
<td>Wilderness; nature; adventure; excitement; possibilities of viewing existing, spectacular wildlife (charismatic mega-fauna); viewing wild animals (including birds).</td>
<td>Moderate, usually limited to other vehicles encountered on game-drives, or boat trips.</td>
<td>Self-drive 4x4 vehicles, game-drive vehicles; Access routes to lodges and mobile-safari camps open only to residents. General roads accessible by all residents of lodges, campsites and day visitors.</td>
<td>Game-drives in self-drive 4x4 and game-drive vehicles; Game-viewing from hides and platforms; Picnicking in designated areas;</td>
<td>Fixed camps, base camps and Lodges, semi-permanent camps, temporary tented camps.</td>
</tr>
<tr>
<td>Experience</td>
<td>RURAL (Medium Density)</td>
<td>Culture, rural life, wild animals, calmness, tranquility; High, frequent contact with other people (villagers, tourists, etc.).</td>
<td>Self-drive 4x4 vehicles, game-drive vehicles. Access routes to lodges and fishing camps open only to residents. General roads accessible by all residents of lodges, campsites and day visitors.</td>
<td>Fishing, boating (mokoro and motorised - but motorised may be subject to limitations on speed); hiking and walking; Limited game-viewing where wildlife occurs. Cultural activities where these may be provided.</td>
<td>Fising, boating (mokoro and motorised - but motorised may be subject to limitations on speed); hiking and walking; Limited game-viewing where wildlife occurs. Cultural activities where these may be provided.</td>
<td>Fixed camps, base camps and Lodges, semi-permanent camps, temporary tented camps.</td>
</tr>
<tr>
<td>OVERLAY AREAS</td>
<td>SANCTUARY</td>
<td>Experiential qualities restricted to ‘respect’ for being in area and obeying required conditions of behaviour to minimize disturbance or impact.</td>
<td>Minimal interaction between users due to restricted entry requirements.</td>
<td>Appropriate vehicle, boat or vessel with modifications to reduce disturbance or impact if so required; on foot; or by mokoro. Entry roads may be created if absolutely necessary, or else minimal disturbance or impact rules apply.</td>
<td>Walking, observing, data collection and recording through permit, non-intrusive photography, research activities by permit etc. Tagging. Over-nighting in designated area unless for data collection purposes should not be permitted.</td>
<td>No facilities unless required for research and data collection purposes etc.</td>
</tr>
<tr>
<td>OVERLAY AREAS</td>
<td>CULTURAL SITE</td>
<td>Experiential qualities ‘respect’ for being in area and obeying required conditions of behaviour to minimize disturbance or impact; Opportunities for solitude and reflection; Reverence etc.</td>
<td>Moderate, controlled interaction between users due to restricted entry requirements.</td>
<td>Primarily by foot, or if necessary in appropriate vehicle or boat to reduce disturbance or impact if so required; on foot; or by mokoro. Entry roads may be created to periphery entrance point if absolutely necessary, or else minimal disturbance or impact</td>
<td>Walking, observing; viewing, non-intrusive non-destructive photography. Sitting and reflecting, meditating, conducting personal non-intrusive religious rites, may be permitted in specially set aside sites or areas. Over-nighting in the core designated area should not be permitted. Data collection and recording through permit, research activities by permit etc. Copying rock paintings. All activities should be in accordance with requirements for respect of culture and context.</td>
<td>Minimal facilities in the actual designated core cultural area i.e. paths, tracks, steps, seat, barrier walls, interpretation signs and displays etc. Interpretation facilities should be placed on the periphery of the core designated area.</td>
</tr>
</tbody>
</table>

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4 Charismatic mega-fauna: the exciting, dangerous large wild animal species such as elephant, lion, buffalo, rhinoceros, leopard, cheetah.
5 Game Drive vehicles: specially modified 4x4 vehicles operated under a Botswana tourism license by tour operators.
6 Fixed camps, base camps and lodges: camps and lodges in the photographic CHAs which will only have a lease for a plot large enough to accommodate the camp. These camps can consist of permanent structures including the use of imported ‘permanent’ building materials (brick, stone, timber etc.) – although it is required that local, natural material (reeds, thatching grass etc.) is incorporated as a major component into the design and architecture of such buildings to maintain the natural aesthetic ‘Africa’ ambience that tourists are seeking in the wilderness experience of the Okavango Delta. Semi-permanent camps may only be predominantly constructed out of local materials, with tentage, decking and superstructure being imported to the site.
7 Game Drive vehicles: specially modified 4x4 vehicles operated under a Botswana tourism license by tour operators.
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<th>Experiential Qualities</th>
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<th>Type of facilities</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td></td>
<td>spiritual awareness, Sense of history and culture.</td>
<td></td>
<td>rules apply.</td>
<td>Wide range of activities permitted – beyond nature based focus. Opportunities for recreation ie. dancing, dining, music, theatre, shows, etc.;</td>
<td>Wide range of developed infrastructure provided: various tourism accommodation including high volume tourism accommodation, shops, commercial enterprises, Visitor Centres, Police Stations, restaurants, fuel stations, internet cafés etc.</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Socialisation and interaction with other visitors and locals; Fun, enjoyment, exchange of cultures.</td>
<td>High. No specific controls other local and national laws and regulations.</td>
<td>No specific controls other local and national laws and regulations.</td>
<td></td>
<td></td>
</tr>
</tbody>
</table>
1.7 Indicators of change

Three levels of indicators are being proposed to manage the LACs of the ODRS in the most effective and efficient way over the long term, based upon an adaptive management approach. The full three levels may be refined periodically.

Only the first level is being proposed at this time due to identified capacity constraints amongst the stakeholders in the ODRS at present. It is intended that the two successive levels of indicators will be identified and brought into play as capacity and resources permit, in the future.

In the short term it was felt that, given the capacity constraints encountered in the ODRS, it would be prudent to introduce a simplified form of indicators, based upon surrogate indicators to start with – the rationale being that once the ODRS management authority has been clearly entrenched and is effectively coordinating management activities, then more sophisticated forms of LAC may be introduced.

Given the lack of immediate capacity and the relative lack of detailed coordination amongst stakeholders at the present time, it has been concluded that it may be counterproductive and wasteful to set out a detailed set of secondary and tertiary level indicators if these will never be monitored or used in the short term. A further factor is that the use of LACs is in its most effective form an iterative, adaptive and evolutionary process of trial and error – constantly responding to new information gathered, changing circumstances and emerging new techniques.

1.7.1 Capacity for enforcement

This study has identified that there is generally a lack of capacity to manage complex processes such as LACs and Licensing-based performance monitoring. The study therefore recommends that where possible the LAC process is built into the ‘Score-card’ and Licensing monitoring system that is being developed within this Tourism Master Plan study, to ensure that it is mainstreamed into general management systems and procedures.

Where possible particular agencies or bodies that have a particular need to collect specific data that may link to LACs because it is merely good business practice (i.e. Tourism operators collecting wildlife population data to use as marketing; or the Botswana Wildlife Management Association collecting data on trophy quality) should be encouraged to share and use their data to construct a fuller picture of the health and wellbeing of the biophysical or tourism state of the Delta.
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1.7.2 Implementation approach for LACs

The Primary Indicators will be simple and easily monitored in a cost effective way ie. by the stakeholder group that immediately has need for such information to work ‘smartly’ and productively. These will be comprised of simple key indicators that may have proxy elements to them, that may trigger further investigation and possibly deeper enquiry if satisfactory answers are not immediately identified.

It is felt that this Primary set of indicators should be, in the short term, kept to a minimum to ensure that they are manageable, and will not present too onerous a task of monitoring, allowing the analysis and response mechanisms to be developed incrementally over the next few years. It has been found that where monitoring of indicators is too complex, costly, resource-hungry, voluminous and time-consuming, it will invariably be neglected in a short space of time.

The Secondary Indicators will relate to the Primary indicators, and will be invoked if the Primary Indicators do not easily and in a timely manner supply answers to any identified changes. Should the Secondary Indicators not supply required answers, then further more detailed research would be carried out on Tertiary Level indicators that relate to the Secondary Indicators.

1.7.3 Overall indicators and concomitant standards

Through consultation and discussion with a wide range of stakeholders, including scientists, communities, conservationists, tourism business operators, NGOs, Government and interested parties, an array of indicators have been identified as possible candidates for consideration at the three levels described above, and across the aspects of biophysical, tourism and management.

In order to ensure that the recommendations from this study are not disregarded and 'shelved' it has been the consultants approach to form a LAC Reference Group comprising approximately 20 interested and affected parties, to assume ownership of the LAC process, as well as the development of Indicators and Standards, and also to ensure that they are implemented and managed into the future. This Reference Group met a number of times in late 2006 and early 2007 to discuss the LACs, Categories, Indicators and Standards.

Surrogate, proxy and representative indicators have also been included in the matrix given their potential to keep the monitoring process simple, reduce time and effort, as well as keeping resource needs to a minimum. The indicators developed have been applied to each of the Tourism Use Zones, in a matrix format, together with the concomitant standards for each use zone, and an indication of who would be accountable for the oversight of their monitoring and implementation (See Table 3).
2 Monitoring LACs

Monitoring is a key element of implementing LACs, in that it is essential that data is collected on a systematic and regular basis, so that possible changes may be identified. Without adequate monitoring the whole LAC process will become dysfunctional and irrelevant.

2.1 Appropriate conditions for a monitoring institution

The following are seen to be the conditions necessary for LACs to be managed professionally.

2.1.1 Accountability

It is foreseen that the LAC Reference Group will spearhead the further development, refinement and implementation of the LACs, in an adaptive management manner.

LACs cannot work if there is no institutional management authority that has the official government mandate or accountability for them. The reason for this is simply that the LACs are intended to be a mechanism that will indicate unacceptable changes, and that then requires an organization with the relevant legislative powers to enforce compliance and correction.

It is possibly most appropriate that this ultimate body should be a government Department, which can play a coordinating role in ensuring that all sectors with relationships to LACs are performing and enforcing compliance.

2.1.2 Representation, participation and transparency

Experience shows that performance is most effective and efficient when cooperation and collaboration are well maintained. Apart from this however, experience also proves that when stakeholders see that management approaches include high levels of representation, exclusivity, participation and transparency then high levels of compliance will follow.
### Table 3: Okavango Delta Ramsar Site: Limits of Acceptable Change in Tourism Use Zones and Overlays

<table>
<thead>
<tr>
<th>Zone</th>
<th>Indicators</th>
<th>Standards of Indicators</th>
<th>Monitoring Accountability</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>WILDERNESS</strong></td>
<td><strong>Biophysical</strong></td>
<td><strong>Wilderness</strong></td>
<td><strong>Monitoring Accountability</strong></td>
</tr>
<tr>
<td>A1</td>
<td>Water: Inorganic quality of open water, as a result of tourism activity is excessive build up of unacceptable chemicals in open water near temporary camps, directly attributable to tourism or camp activities.</td>
<td>A1.a Chemical upper limits as stated in Tables 2 and 3 of Botswana Bureau of Standards BSS 93:2004</td>
<td>A1.b DWA and lodge operator, Mobile Safari operators and DoT</td>
</tr>
<tr>
<td></td>
<td></td>
<td>A1.b. No (ii) items of man-made litter encountered in water or water habitat, per trip, in areas used by tourists and tour operators for hikes, moke rides and overnight camps.</td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td>A2.a. No (ii) items of man-made litter present on land in areas used by tourists and tour operators for hikes and overnight camps.</td>
<td></td>
</tr>
<tr>
<td></td>
<td>A3</td>
<td>Soil &amp; terrestrial habitat</td>
<td>A3.a. Less than 0.001 km of road or track per square kilometer of permanently dry land.</td>
</tr>
<tr>
<td></td>
<td></td>
<td>A3.b. No (iii) areas of man-made litter present on land in areas used by tourists and tour operators for hikes and overnight camps.</td>
<td></td>
</tr>
<tr>
<td></td>
<td>A4</td>
<td>Air &amp; Aerial</td>
<td>A4.a. No (i) low level (below 1,500 feet above ground level) aircraft flights per day in areas more than 5 km from camps (i.e. aircraft have 5 km is despended from 1,500 feet outside of approach and take off/landing). Only exceptions will be when aircraft are moving ordered to be heavily loaded on hot days.</td>
</tr>
<tr>
<td></td>
<td></td>
<td>A4.b. No (ii) low level flights per day in areas more than 5 km from camps (i.e. aircraft have 5 km is despended from 1,500 feet outside of approach and take off/landing). Only exceptions will be when aircraft are moving ordered to be heavily loaded on hot days.</td>
<td></td>
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<tr>
<td></td>
<td>A5</td>
<td>Wildlife: Primarily larger mammal species</td>
<td>A5.a No reports of large mammals portraying lack of fear of humans, and habitually entering occupied campsites and camps in close proximity of humans (day or night).</td>
</tr>
<tr>
<td><strong>Visitor Experience Indicators</strong></td>
<td><strong>B1</strong></td>
<td>Encounters with other tourists</td>
<td>B1.a. Zero encounters with other tourists, per day – either on hikes or on moke trips.</td>
</tr>
<tr>
<td></td>
<td></td>
<td>B1.b. No encounters with other tourists, per day – either on hikes or on moke trips.</td>
<td></td>
</tr>
<tr>
<td></td>
<td>B2</td>
<td>Diversity of wildlife experience</td>
<td>B2.a. No annual decrease in average number of different wildlife (mammals) species recorded by visitors per completed visit.</td>
</tr>
<tr>
<td></td>
<td></td>
<td>B2.b. No annual decrease in average number of bird species recorded by visitors per completed visit.</td>
<td></td>
</tr>
<tr>
<td></td>
<td>B3</td>
<td>Unnatural noise disturbance</td>
<td>B3.a. No (i) complaints received from tourists relating to excessive, loud or frequent aircraft noise – except where aircraft are landing at local airports.</td>
</tr>
<tr>
<td><strong>Biophysical</strong></td>
<td>C1</td>
<td>Water: Inorganic quality of open water, as a result of tourism activity is excessive build up of unacceptable chemicals in open water near camps or lodges directly attributable to tourism or camp activities.</td>
<td>C1.a Chemical upper limits as stated in Tables 2 and 3 of Botswana Bureau of Standards BSS 93:2004</td>
</tr>
<tr>
<td></td>
<td></td>
<td>C1.b. Two or less classes of man-made litter encountered per trip in water or water habitat, in areas used by tourists and tour operators for hikes, moke rides and overnight camps.</td>
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</tr>
<tr>
<td></td>
<td>C2</td>
<td>Water: Benthic organisms Number of aquatic invertebrate taxonomic groupings found per water sample from temporary overnight camp sites, semi-permanent camps and lodge sites.</td>
<td>C2.a Score of higher than 6 in miniSASSS system.</td>
</tr>
<tr>
<td></td>
<td></td>
<td>(The very accurate but complex 'Southern African Scoring System' (SASS) used for testing the 'biode health' of water bodies has been modified and simplified into the 'miniSASSS' methodology – see African Journal of Aquatic Science 2004, 29(1))</td>
<td></td>
</tr>
<tr>
<td></td>
<td>C3</td>
<td>Soil &amp; terrestrial habitat</td>
<td>C3.a. Less than 0.05 km of road or track used at least four times annually, per square kilometer of permanently dry land.</td>
</tr>
<tr>
<td></td>
<td></td>
<td>C3.b. Two or less items of man-made litter per month present on land areas or within temporary camp sites used by tourists and tour operators.</td>
<td></td>
</tr>
<tr>
<td></td>
<td>C4</td>
<td>Air &amp; Aerial</td>
<td>C4.a. No (i) low level (below 1,500 feet above ground level) aircraft flights per day in areas more than 5 km from camps (i.e. aircraft have 5 km is despended from 1,500 feet outside of approach and take off/landing). Only exceptions will be when aircraft are moving ordered to be heavily loaded on hot days.</td>
</tr>
<tr>
<td></td>
<td></td>
<td>C4.b. No (ii) low level flights per day in areas more than 5 km from camps (i.e. aircraft have 5 km is despended from 1,500 feet outside of approach and take off/landing). Only exceptions will be when aircraft are moving ordered to be heavily loaded on hot days.</td>
<td></td>
</tr>
<tr>
<td></td>
<td>C5</td>
<td>Wildlife: Primarily larger mammal species</td>
<td>C5.a. No reports of large mammals portraying lack of fear of humans, and habitually entering occupied campsites and camps in close proximity of humans (day or night).</td>
</tr>
<tr>
<td><strong>Visitor Experience Indicators</strong></td>
<td>D1</td>
<td>Encounters with other tourists (over-crowding)</td>
<td>D1.a. Only 1 encounter with tourists, other than in own party per day – on hikes or moke trips.</td>
</tr>
<tr>
<td></td>
<td></td>
<td>D1.b. No encounter with other tourists, other than in own party per day – on hikes or moke trips.</td>
<td></td>
</tr>
<tr>
<td></td>
<td>D2</td>
<td>Diversity of wildlife experience</td>
<td>D2.a. No annual decrease in average number of different wildlife (mammals) species recorded by visitors per completed visit.</td>
</tr>
<tr>
<td></td>
<td></td>
<td>D2.b. No annual decrease in average number of bird species recorded by visitors per completed visit.</td>
<td></td>
</tr>
<tr>
<td></td>
<td>D3</td>
<td>Unnatural noise disturbance</td>
<td>D3.a. No complaints per year, per lodge, camp or mobile safari operator recorded from tourists whilst on walking trails, relating to excessive, loud or frequent aircraft noise – except where aircraft are landing at local airports.</td>
</tr>
</tbody>
</table>

An encounter is described as a tourist (or formal party of tourists) seeing or hearing other tourists who may be on foot, in moke, or in a game-viewing vehicle, whilst they themselves are out on a hike, a moke ride, on a game-viewing trip, or on a specially organised event that depends upon solitude, being alone or in exclusive of other tourists. This applies to areas further than 1 km radius from the party's base i.e. campsites, camp, lodge. It is accepted that parties from the same camp might encounter each other when leaving, or returning to, their base.
Biophysical

E1: Water: Inorganics quality of open water, as a result of tourism activity. Excessive build up of unacceptably high concentrations of open water near camps or lodges directly attributable to tourism or camp activities.

E1.a: Chemical upper limits as stated in Sections 2 and 3 of Botswana Bureau of Standards (BBS) 93-2004
E1.b: Two or less items of sand made litter encountered per trip in water or water habitat, in areas used by tourists and tour operators for hires, kikos, kikos rides and overnight camps.

E2: Water: Benthic organisms Number of aquatic invertebrate taxonomic groupings found per water sample from temporary overnight camp sites, semi-permanent camps and lodge sites.

E2.a: Score of higher than 6 in miniSASS scoring system.

E3: Soil & terrestrial habitat:

E3.a: Less than 0.1 km of road or track used at least four times annually, per square kilometer of permanently dry land
E3.b: Five or less items of sand made litter per month present on land or road tracks in areas used by tourists and tour operators for hires, kikos, kikos rides and overnight camps.
E3.c: Five or less items of sand made litter per month present on land immediately around camps and lodges in the camps or within 200m of camps or lodge perimeters.

E4: Air & Aerial

E4.a: No (S)h low level (less than 1,500 feet above ground level) aircraft flights per day in areas more than 5 km from camps (ie. aircraft have 5 km to descend from 1,500 feet) outside of approach and take off channels. The only exceptions will be when aircraft are moving between two camps or lodges that are within a 5 km radius of each camp ie. 10 km from each other, or when aircraft operation limits might be exceeded by heavily loaded on hot days etc.

E5: Mammals: Hunting trophies

E5.a: No (S)h decrease in quality of hunting trophies as per trophy quality measurement index.

E6: Wildlife: Primarily large mammal species

E6.a: Less than 5 reports a year per camp of large mammals poaching lack of fear of humans, and habitually entering occupied camps and camps in close proximity of humans (day or night).

Visitor Experience Indicators

F1: Encounters with other tourists (over-crowding)

F1.a: 1-2 encounters with tourists, other than in own party per trip per day – either on hikes, kikos rides or game-viewing trips.
F1.b: In the case of hunting groups – not more than one encounter with other tourists per hunting day per trip.

F2: Diversity of wildlife experience

F2.a: No annual decrease in average number of different wildlife species recorded by visitors per completed visit (General Diversity)
F2.b: No annual decrease in average number of charismatic mega-fauna species recorded by visitors per completed visit. (Specific Diversity)
F2.c: No change in average number of bird species recorded by visitors per completed visit.

F3: Unnatural noise disturbance

F3.a: Less than 5 complaints per year, per lodge, camp or mobile safari operator received from tourists, relating to excessive, loud or frequent aircraft noise – except when aircraft are landing at local airports.

F4: Natural habitat of lodge or camp

F4.a: Less than 5 complaints per year, per lodge, of accommodation units being too close to other units (ie. lack of natural feeling, exclusivity, solitude).
F4.b: Less than 5 complaints per year, per camp or lodge of impacts of noise or activities of other tourists in adjacent accommodation units impacting on natural feeling, exclusivity, solitude etc.

Biophysical

G1: Water: Inorganics quality of open water, as a result of tourism activities. Excessive build up of unacceptably high concentrations of open water near camps or lodges directly attributable to tourism or camp activities.

G1.a: Chemical upper limits as stated in Sections 2 and 3 of Botswana Bureau of Standards (BBS) 93-2004
G1.b: Five or less items of sand made litter encountered per trip in water or water habitat, in areas used by tourists and tour operators for hires, kikos, kikos rides and overnight camps.

G2: Visitor Benthic organisms Number of aquatic invertebrate taxonomic groupings found per water sample from temporary overnight camp sites, semi-permanent camps and lodge sites.

G2.a: Score of higher than 6 in miniSASS scoring system.

G3: Soil & terrestrial habitat:

G3.a: Less than 0.1 km of road or track used at least four times annually, per square kilometer of permanently dry land
G3.b: Five or less items of sand made litter per month present on land or road tracks in areas used by tourists and tour operators for hires, kikos, kikos rides and overnight camps.
G3.c: Five or less items of sand made litter per month present on land immediately around camps and lodges in the camps or within 200m of camps or lodge perimeters.

G4: Air & Aerial

G4.a: No (S)h low level (less than 1,500 feet above ground level) aircraft flights per day in areas more than 5 km from camps (ie. aircraft have 5 km to descend from 1,500 feet) outside of approach and take off channels. The only exceptions will be when aircraft are moving between two camps or lodges that are within a 5 km radius of each camp ie. 10 km from each other, or when aircraft operation limits might be exceeded by heavily loaded on hot days etc.

G5: Wildlife: Primarily large mammal species

G5.a: Less than 10 reports a year per camp of large mammals poaching lack of fear of humans, and habitually entering occupied camps and camps in close proximity of humans (day or night).

Visitor Experience Indicators

H1: Encounters with other tourists (over-crowding)

H1.a: Only 1-5 encounters with tourists, other than in own party per day – either on hikes or mobile trips
H1.b: Only 0-20 encounters with tourists, other than in own party per game-viewing trip in the zone (if the party takes two separate trips in a day ie. morning and evening game drive, each is recorded as an individual trip)

H2: Diversity of wildlife experience

H2.a: No annual decrease in average number of different wildlife species recorded by visitors per completed visit (General Diversity)
H2.b: No annual decrease in average number of charismatic mega-fauna species recorded by visitors per completed visit. (Specific Diversity)
H2.c: No change in average number of bird species recorded by visitors per completed visit.
<table>
<thead>
<tr>
<th>RURAL</th>
<th>Medium Intensity Leisure</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Biophysical</strong></td>
<td></td>
</tr>
<tr>
<td>K1: Water: Inorganic quality of water, as a result of tourism activity.</td>
<td>K1a: Chemical upper limits as stated in Tables 2 and 3 of Botswana Bureau of Standards BOS 92:2004. K1b: Ten or less items of man-made litter encountered per day in water or water bodies, in areas used by tourists and tour operators.</td>
</tr>
<tr>
<td>K2: Water: Organic quality of water as a result of tourism activity.</td>
<td>K2a: Microbiological upper limits as stated in Table 1 of Botswana Bureau of Standards BOS 92:2004. K2b: Scale of higher than 6 in miniBASS scoring system. (The very accurate but complex South African Scoring System (SASS)) used for testing the 'basic health' of water bodies has been modified and simplified into the miniBASS methodology – see African Journal of Aquatic Science 2004, 29(1):7-28.</td>
</tr>
<tr>
<td>K3: Soil &amp; terrestrial habitat;</td>
<td>K3a: Ten or less items of man-made litter per month present on land or roadsides in self-driven areas used by tourists and tour operators. K3b: Ten or less items of man-made litter per month present on land or roadsides in self-driven areas used by tourists and tour operators.</td>
</tr>
<tr>
<td>K4: Air &amp; Aerial</td>
<td>K4a: Air pollutant emissions to be less than standards specified in legislation. K4b: Less than 15 reports a year per camp of large mammal in close proximity of human settlements (day or night).</td>
</tr>
<tr>
<td><strong>Visitor Experience Indicators</strong></td>
<td></td>
</tr>
<tr>
<td>L1: Encounters with other tourists (over-crowding)</td>
<td>L1a: Less than 50 encounters with tourists and local residents on tourism activities</td>
</tr>
<tr>
<td>L4: Nature of tourism experiences</td>
<td>L4a: Less than 20 complaints per year, per operator relating to quality of marketed or advertised goods or services.</td>
</tr>
</tbody>
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<thead>
<tr>
<th>RURAL</th>
<th>Low Intensity Leisure</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Biophysical</strong></td>
<td></td>
</tr>
<tr>
<td>I1: Water: Inorganic quality of water, as a result of tourism activity.</td>
<td>I1a: Chemical upper limits as stated in Tables 2 and 3 of Botswana Bureau of Standards BOS 92:2004. I1b: Two or less items of man-made litter encountered per trip in water or water habitat, in areas used by tourists and tour operators for hikes, maksoro rides and overnight camps.</td>
</tr>
<tr>
<td>I2: Water: Organic quality of water as a result of tourism activity.</td>
<td>I2a: Microbiological upper limits as stated in Table 1 of Botswana Bureau of Standards BOS 92:2004. I2b: Scale of higher than 6 in miniBASS scoring system. (The very accurate but complex South African Scoring System (SASS)) used for testing the 'basic health' of water bodies has been modified and simplified into the miniBASS methodology – see African Journal of Aquatic Science 2004, 29(1):7-28.</td>
</tr>
<tr>
<td>I3: Soil &amp; terrestrial habitat;</td>
<td>I3a: Ten or less items of man-made litter per month present on land or roadsides in self-driven areas used by tourists and tour operators.</td>
</tr>
<tr>
<td>I4: Air &amp; Aerial</td>
<td>I4a: Air pollutant emissions to be less than standards specified in legislation.</td>
</tr>
<tr>
<td><strong>Visitor Experience Indicators</strong></td>
<td></td>
</tr>
<tr>
<td>J1: Encounters with other tourists (over-crowding)</td>
<td>J1a: Only 1-5 encounters with tourists or local residents, other than in own party per day. J1b: Only 1-5 encounters with tourists or local residents, other than in own party per day.</td>
</tr>
<tr>
<td>J2: Diversity of wildlife experience</td>
<td>J2a: No annual decrease in average number of different wildlife species by 10% per year per camp. (General Diversity) J2b: No change in average number of bird species recorded by visitors at each camp.</td>
</tr>
<tr>
<td>J3: Unnatural noise disturbance</td>
<td>J3a: Only 1-3 complaints per year, per lodge, camp or mobile safari operator received from tourists, relating to excessive, loud or frequent man-made noise – traffic, livestock, singing, drumming etc.</td>
</tr>
<tr>
<td>J4: Natural nature of lodge or camp</td>
<td>J4a: Only 1-20 complaints per year, per camp or lodge, of accommodation units being too close to other units (i.e. lack of natural feeling, exclusivity, solitude). J4b: Only 1-20 complaints per year, per camp or lodge of impacts of noise or activities of other tourists in adjacent accommodation units or other section of the camp or lodge impacting on natural feeling, exclusivity, solitude etc.</td>
</tr>
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Department of tourism & north west district council
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<thead>
<tr>
<th>Biophysical</th>
<th>Visitor Experience Indicators</th>
</tr>
</thead>
<tbody>
<tr>
<td>M1. Water, Inorganic quality of water, as a result of tourism activity.</td>
<td>M1.1. Unlimited encounters with tourists and local residents on tourism activities</td>
</tr>
<tr>
<td>M2. Water, Organic quality of water as a result of tourism activity.</td>
<td>M1.2. Less than 2 reports per year of damage to or desecration of specially protected artifacts or sites - especially rock-art.</td>
</tr>
<tr>
<td>M3. Soil &amp; terrestrial habitat:</td>
<td>R1.1. Less than 2 reports per year of damage to or desecration of specially protected artifacts or sites - especially rock-art.</td>
</tr>
<tr>
<td>4. Air &amp; Aerial</td>
<td>R1.2. Less than 2 reports per year of damage to or desecration of specially protected artifacts or sites - especially rock-art.</td>
</tr>
<tr>
<td>M4. Aerial pollution emissions to be less than standards specified in legislation.</td>
<td>M1.3. Tour Operators, DoT &amp; Police.</td>
</tr>
</tbody>
</table>

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<thead>
<tr>
<th>Biophysical</th>
<th>Visitor Experience Indicators</th>
</tr>
</thead>
<tbody>
<tr>
<td>O1. Water, Inorganic quality of water, as a result of tourism activity.</td>
<td>C1.4. A Tour Operators, DWA &amp; NVGC.</td>
</tr>
<tr>
<td>O2. Water, Organic quality of water as a result of tourism activity.</td>
<td>C1.5. Tour Operators, DWA &amp; NVGC.</td>
</tr>
<tr>
<td>O3. Soil &amp; terrestrial habitat:</td>
<td>C1.6. Tour Operators, DWA &amp; NVGC.</td>
</tr>
<tr>
<td>O4. Air &amp; Aerial</td>
<td>C1.7. Tour Operators, DWA &amp; NVGC.</td>
</tr>
<tr>
<td>O6. Cultural Artifacts</td>
<td>C1.8. Tour Operators, DWA &amp; NVGC.</td>
</tr>
</tbody>
</table>
Notes:
1. ‘General Diversity’ is calculated on an individual operation specific basis for each formal camp, semi-permanent camp or lodge, building up a picture of trend over time, indicating the biodiversity ‘richness’ of a tourist’s wildlife or nature-based experience. This ‘richness’ may be linked to the marketability or demand for the type of experience that a tourist is seeking.
2. ‘Specific Diversity’ is calculated on an individual operation specific basis for each formal camp, semi-permanent camp or lodge, building up a picture of trend over time, indicating the specific species ‘richness’ of a tourist’s wildlife or nature-based experience — especially with regard to sightings or encounters with ‘charismatic mega-fauna’ and in particular the ‘big five’. This ‘richness’ can clearly be linked to the marketability or demand for the type of experience that a tourist is seeking.
3. The above indices of diversity will be monitored using a MOMS-based recording sheet.
2.2 Methodologies and approaches to implementing LACs

The indicators identified for possible inclusion in the LAC system for the ODRS originally numbered nearly one hundred. However due to capacity constraints, the ones chosen at this time have deliberately been those that are simple, those that may be surrogate of proxy indicators and those that may already be being monitored by interested parties. Some show immediate change, whilst others, measured with larger intervals between sampling (ie. Length of road per square kilometer) may only show slow or gradual change over time.

It is suggested that any indicator that can be linked into the scorecard approach should have the ability for general testing ie. By a trained team of centralised testers. However where an indicator is only invoked to test a significant episodic event ie. outbreak of diarrhea in a camp or lodge, then specialist investigators should be used to use more advanced forensic tests.

Most ecological change in the Okavango delta which involves such small-scale transformations as thicket development (shrub growth) and minor land-use changes related to tourism, requires the use of finer resolution systems for instance high resolution false colour aerial photography in conjunction with fieldwork. (S. Ringrose, C. Vanderpost, W. Matheson. 2003). However simple satellite imagery techniques can be used to measure changes in the extent of roads in zones that have limitations of the amount of roads in the area. Baseline data will be needed to establish the current extent of roads in such areas, and ground-truth the data, and make appropriate decisions ie. close down some existing roads, shift some roads, allow further expansion etc.

The mode of implementation of the LACs is seen to be that the relevant Accountable Parties as shown in the Matrix will need to take the shown LAC’s indicators, and introduce monitoring systems within their organisations to ensure that the indicators and standards are being monitored. Concomitantly the overall Management Authority (ie. DEA or whoever) will likewise need to develop and implement a system to track the data gathering processes of any Accountable

In some cases a dual system may need to be developed to accommodate the routine collection of data and a parallel system of situation specific issues that arise. An example of this would be checking the quality of water adjacent to camps and lodges (See Figure AAA).

For those LAC indicators that have a routine monitoring approach ie. testing the quality of water in water near lodges where effluent is discharged or treated, an appropriate system of logging, recording and storing the data should be instituted eg. record book of weekly results, name and signature of recorder, name and signature of supervisor checking entries, actions taken for unacceptable levels of data recorded etc.

The parallel system to the routine checking of water would be the situation specific indicator of a sudden outbreak of significant number of cases of diarrhea in a camp or lodge, and the need to institute specific special investigation / monitoring of water quality (See Figure AAA)
2.3 Institutional Framework to Manage the Implementation of LACs

The ODMP’s Research Policy suggests that a Research Advisory Group (RAG) should be formed to guide any future research that should take place in the ODRS. Given the LAC process is essentially a research based operation, it would be logical for the RAG to manage the long term implementation of the LACs – overseeing their evolution to a more substantial monitoring process based upon adaptive management in years to come, as capacity emerges.

It should again be re-iterated that the LACs do not provide carrying capacities for tourism activities in the ODRS. They provide the basis for monitoring when agreed limits are exceeded and then limitation measures may be instituted. However, that being said, it is the recommendation of this study in conjunction with the overall Tourism Master Plan that the future evolution of the LAC process will be predicated upon three factors:

Dismantling the CHA boundary approach over the medium term, and rationalizing the hunting industry requirement with those of the photographic safari industry needs. This may require a ‘dualist’ situation where photographic safari areas (with lodge or semi-permanent camps) have a smaller footprint and that these exist within surrounding hunting concession areas – obviously with appropriate buffer zones included;

Rationalizing the provision of support mechanisms to lodges, camps and hunting concessions such as air traffic for transfers etc. to minimize environmental impacts and conflicts with other users;

Rationalizing the provision of servicing mechanisms and processes to lodges, camps and hunting concessions, such as routes and permitted vehicle types, to minimize environmental impacts and conflicts with other users;
It is this study's conclusion that through the LAC process significant further tourism development may be permitted over the long term, as long as it is carried out in a strictly planned and adaptive management approach, allowing adequate time between phases of incremental development to assess adverse impacts occurring. It is further suggested that this can only take place if the current system or framework of hunting concessions is rationalized in conjunction with the needs of the photographic safari industry, as stated previously. Once this has been completed it is essential that, as a future exercise, all the sites for potential lodges or semi-permanent camps are identified (see findings of this associated Tourism Master Plan process) and that these are ranked in potential for consideration as development sites in a phased programme over the next thirty years. It is suggested that the phases should be structured as follows: i) Short-term development (2-5 year horizon, from date of initiating phased programme); ii) medium-term development (6-15 year horizon); and iii) Long-term development (16-30 year horizon). This will allow for an incremental and adaptive management approach to be implemented. This programme is therefore dependent upon the completion of a rationalization of the hunting area concessions in conjunction with the photographic safari concessions.

However, it should be emphasized that when allowing any development of further lodge or semi-permanent camps in these Remote Zones, it should be a consideration that such camps should not have carrying capacities that exceed 24 tourist beds per camp, and that these beds be distributed in smaller units of no more than eight bedded clusters i.e. 4 x 2 bedded units, with these clusters being serviced by a central hospitality area consisting of a lounge, dining room, kitchen and reception etc. This requirement is to ensure that the wilderness and ‘wildness’ character of our primary tourism product in the ODRS is not compromised, and that in fact the developers are meeting the growing demand for solitude, isolation or exclusivity.

2.4 LAC Recommendations

In order to successfully implement the LACs it is recommended that:

1. A single management authority or institution should be clearly outlined and accepted by all stakeholders of the ODRS, to coordinate the management and implementation of LACs and to encourage and enforce compliance. This ‘ownership’ of the process is essential to its successful implementation in the long term;
2. The LAC Reference Group should be maintained and used to assist in the initial implementation of the overall LAC process, and to contribute to the initial fine-tuning of the indicators and standards, the exact methods of data collection and storage, the means of consolidating the data to make it a cohesive and integrated management process;
3. That clear roles and responsibilities are defined up front for all the actors/agents and managers, to enable each player to carry out clearly defined functions, in agreed methodologies, against set deadlines and schedules, conforming to reporting relationships, and understanding the consequences of non-performance;
4. An ‘adaptive management’ approach is taken to the implementation of the LAC process, testing the given LAC framework and its indicators and especially the standards for appropriateness, on an annual basis, analyzing the data and modifying it as necessary to provide useful management information;
5. A system of centralised data collection should be developed that includes all the agents indicated in 2, above, that collates data on a systematic and regular basis; that the data is analysed and interpreted; and that ‘situation specific’ appropriate management action is decided upon, and carried out;
6. Wherever possible the LACs should be initially carried out at the lowest level of activity i.e. by the actors or ‘agents’ who have the potential to allow unacceptable change to take place ‘at source’ — such as lodge or camp operators, mobile safari operators, mokoro operators, DWNP, etc.;
7. The overall LAC process is re-evaluated periodically i.e. every three years, using a team of peer researchers from the region who have been involved in similar processes, to exchange lessons learned and to suggest methods of strengthening the process incrementally;

8. Carrying capacities should only be used to manage the exclusive or secluded ‘nature’ and ‘character’ of the fundamental product within the ‘core tourism area’ (the Remote Wild and Medium Density Zone) i.e. small clusters of two-badged tents surrounding a centralised hospitality area (deck, lounge, dining area, kitchen, reception, curio shop etc.), where the total number of beds in the total complex is no greater than 24 beds.

9. A full review of the controlled hunting area (CHA) framework used in the ODRS area should be carried out to determine how the framework could optimise the economic potential of tourism and hunting over the medium term without negatively affecting the biodiversity and biophysical integrity of the ODRS and rationalizing the hunting industry requirement with those of the photographic safari industry needs. This may require a ‘dualist’ situation where photographic safari areas (with lodge or semi-permanent camps) have a smaller footprint and that these exist within surrounding hunting concession areas – obviously with appropriate buffer zones included. As mentioned above however, it should be recognized that the CHA framework has served to protect the integrity of the biodiversity and the biophysical systems of the ODRS, and that any review of the framework should be carried out in a rigorous and scientific manner, keeping in mind the overarching objective of the Ramsar convention to balance socio-economic needs with biodiversity and biophysical needs;

10. Any increase in the number of camps to be permitted for development in the ‘core tourism area’ should be dependent upon the review of the CHA mechanism or framework. Given the need to review a significant number of concession leases in the ODRS within the next three years, it is felt that this should be postponed for a period (say three years) in order to enable the study to occur and to allow a more synchronized renewal of leases to be effected.

11. Rationalize the provision of support mechanisms to lodges, camps and hunting concessions such as air traffic for transfers etc. to minimize environmental impacts and conflicts with other users;

12. Rationalize the provision of servicing mechanisms and processes to lodges, camps and hunting concessions, such as routes and permitted vehicle types, to minimize environmental impacts and conflicts with other users;
Section 4 – Revised Draft Final

Tourism Monitoring Programme

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CONTENTS

1 SUMMARY AND RECOMMENDATIONS
   1.1 RECOMMENDATIONS 1

2 INFORMATION AND MONITORING SYSTEM REQUIREMENTS
   2.1 AIMS AND OBJECTIVES
      2.1.1 Vision 3
   2.2 SITUATION ANALYSIS
      2.2.1 Institutional Arrangements for Monitoring Management 3
      2.2.2 Licensing 4
      2.2.3 Data Management 4
      2.2.4 Community Based Organizations 5
      2.2.5 Private Sector and Association Based Monitoring Data 5
      2.2.6 Academic and Project Related Monitoring Data 6
   2.3 BACKGROUND
      2.3.1 World Tourism Organisation (WTO) 6
      2.3.2 Guidelines for Management Planning RAMSAR site 7
   2.4 CHARACTERISTICS OF EFFECTIVE MONITORING PROGRAMS
      2.4.1 Regional and International Approaches to Tourism Monitoring 8
   2.5 ASSESSMENT OF DATA COLLECTION AND ANALYSIS
      2.5.1 Tourism Statistics Reporting 9
   2.6 MONITORING REQUIREMENTS
      2.6.1 Tourism Monitoring User Requirements 10
      2.6.2 Immediate Tourism Specific Monitoring Requirements 11
      2.6.3 Coordination of Licensing and Inspections 12

3 RECOMMENDED APPROACH
   3.1 BASIS FOR PROPOSED SOLUTION 16
   3.2 PROCESS BASED APPROACH 16
   3.3 RELEVANT AUTHORITIES IN THE PROCESS OF ESTABLISHING A TOURISM ENTERPRISE
      3.3.1 Roles and Responsibilities 17
   3.4 ENTERPRISE DEVELOPMENT REQUIREMENTS
      3.4.1 Current Processes for Establishing a Tourism Enterprise by Category 18
   3.5 PROCESS STEPS FOR ESTABLISHING A LODGE IN A CONCESSION AREA 19
   3.6 PROCESS STEPS FOR ESTABLISHING A MOBILE SAFARI 20
   3.7 PROCESS STEPS FOR ESTABLISHING A TRAVEL AGENCY 20
   3.8 PROPOSED ADDITIONS TO INCORPORATE SUSTAINABLE TOURISM CONSIDERATIONS 21
   3.9 PROCESS STEPS FOR ENSURING CITIZEN EMPOWERMENT IS INCORPORATED INTO AGREEMENT 22
   3.10 PROCESS STEPS FOR ENSURING ENVIRONMENTAL CONSIDERATIONS ARE INCORPORATED INTO AGREEMENT 23

4 FUNCTIONAL REQUIREMENTS
   4.1 DATA CAPTURE AND MANAGEMENT PHASE
      4.1.1 Indicators 24
      4.1.2 Technical Requirements 24
      4.1.3 Reporting Requirements 25
      4.1.4 Institutional Requirements 26
      4.1.5 Geo-Spatial Inputs 27
   4.2 DATA SHARING, ANALYSIS AND REPORTING — HOORC, BIUOKAVANGO OF TOURISM SPECIFIC DATA
      4.2.1 Indicators 28
      4.2.2 Technical Requirements 28
      4.2.3 Reporting Requirements 29
      4.2.4 Institutional Requirements 30
5 DATABASE DESCRIPTION AND WORKFLOW TO MANAGE TOURISM ENTERPRISE DEVELOPMENT IN NGAMILAND

5.1 INTRODUCTION

5.2 WORKFLOW
  5.2.1 Process Steps
  5.2.2 Visitor Satisfaction (Expectations / Experience)

5.3 DOCUMENTS PROVIDED BY DISTRICT AUTHORITIES REQUIRING PERMITS OR LICENSES TO OPERATE A TOURISM ENTERPRISE
1.1 Recommendations

1) To address current capacity limitations, take a phased approach to monitoring development with a long-term goal of developing a web-based system accessible to managers in government, CBOs and the private sector as well as external clients and tourists;

2) Utilize the Tourism Enterprise License as the key leverage point for improving monitoring compliance;

3) Focus initially on supporting the Department of Tourism in Maun to develop its digital data management capacity utilizing the Tourism Information Management System (TIMS) as a pilot activity to evaluate the database as a tool for tourism monitoring;

4) Integrate aspects of sustainable tourism relating to social (citizen empowerment) and environmental (utilizing limits of acceptable change) into the current license compliance requirements;

5) Due to capacity limitations, utilize other Ngamiland institutions including HOORC, BioOkavango Project and private sector research support to assist in analysis and reporting of tourism impacts.

6) Create an institutional oversight mechanism at the highest level in Ngamiland District that includes members of the Project Management Committee and representatives from the tourism industry to facilitate the coordination of inspections as well as assist with implementation of the tourism development plan.
1 Summary and Recommendations

The Tourism Monitoring Programme is informed by the requirements outlined in the Tourism Development Plan which incorporate Citizen Empowerment, Limits of Acceptable Change and the tourism elements of the CBNRM Action Plan. The Department of Tourism currently captures and aggregates tourism data centrally. The information currently collected is not capable of monitoring the impact of tourism on the Delta or assess the level of citizen empowerment resulting from the growth of the tourism industry in Ngamiland.

To address this, the system design approach is based on the design of a ‘development management system’ to assist the Department of Tourism in its main function of regulation of the tourism industry. One of the objectives of the ODMP Sustainable Tourism Component is to ensure sustainability in Ngamiland as Botswana’s main tourism destination. These will be achieved through the establishment of Jarari’s ‘knowledge-based’ platform, which requires a systematic approach to compile the knowledge needed to properly assess and manage the tourism sector in a sustainable manner.

Currently there are environmental concerns about the growth and impact of tourism on the Okavango Delta. Concerns are also common about the benefits from tourism particularly for citizens and local enterprises in Ngamiland. Due to the lack of a current knowledge base that includes these environmental and socio-cultural parameters, much of the current level of knowledge is based on perceptions, which may not be supported by actual data. A key output of the monitoring system is to address the lack of knowledge on the current status of environmental and socio-cultural impacts of tourism in Ngamiland.

The ODMP Sustainable Tourism component proposes the inclusion of environmental concerns relating to tourism impact through the establishment of the limits of acceptable change (LAC) approach. Socio-cultural considerations relating to broad-based citizen economic empowerment are proposed to be linked to the tourism enterprise licensing agreement.

The use of the tourism enterprise license as the key leverage point to monitor and regulate developmental, environmental and empowerment considerations in the tourism sector is proposed as part of the District Tourism Development Plan for Ngamiland. The tourism monitoring system will facilitate improved data management and subsequent reporting on the tourism sector in Ngamiland.

The database driven development management system is proposed to be called TIMS, or the Tourism Information Management System. The system will initially be a pilot activity to address the information requirements specific to the Okavango Delta. The data collected will utilize existing Department of Tourism data capture tools where possible in order to support integration with the government’s national level data.

Capacity to monitor the impact of tourism on the ODRS within the tourism sector as demonstrated by available, accurate and timely data is limited. To address this, a phased approach is proposed that initially focuses exclusively on the Department of Tourism, largely in support of its regulatory role. Biodiversity and nature resource management monitoring of areas in the Ramsar site where there is no direct correlation or link with tourism activities are beyond the scope of this monitoring system design.
be useful, the TIMS must model this development process and is proposed to be based on the concept of a development management system.

2.2 Situation Analysis

Presently, there is limited information available to report on issues of concern around the impact of tourism on the Delta, citizen empowerment and tourism overall contribution to diversification of the economy. The latter is being addressed by the development of the Tourism Satellite Accounting system. The former can result in potentially misrepresentation of the actual situation on the ground through the use of perceptions over dialogue on relevant data. This situation is seen as critical and it should be a high priority to district, national and key stakeholders in the tourism sector to avoid a situation where Botswana’s tourism industry is portrayed based on perceptions over descriptions of the actual situation on the ground. It is for this reason that a ‘knowledge based’ system is proposed for development.

2.2.1 Institutional Arrangements for Monitoring Management

Tourism management monitoring in the Okavango Delta Ramsar Site (ODRS) is unique in that the Ramsar site is not under the management jurisdiction of a single authority or institution. The Moremi Game Reserve is managed by the Government of Botswana through the Department of Wildlife and National Parks. The two Wildlife Management Areas (WMA) are also the responsibility of the DWNP, but the land is administered through the Tawana Land Board. The Controlled Hunting Areas (CHA) within each WMA are administered by the Land Board, but are either effectively managed by the private sector through concession leases, or by the communities for those CHAs currently not tendered for photographic or hunting concessions.

In the Delta, management is effectively under either public (government), private or community control. This places a unique challenge to providing an encompassing picture of the status of the tourism resource base and tourism plant, as each management type has been largely operating independently of each other. The long-term goal for tourism monitoring will be to address these requirements in order to produce an integrated monitoring system. Due to data, technical and institutional limitations however, this is currently beyond the capacity of any of the three management types. A phased approach to capacity development is proposed to address this limitation.

2.2.2 Licensing

Licensing of tourism enterprises is the main means by which the Department of Tourism, the Tawana Land Board and the Northwest District Council regulate the tourism sector in Ngamiland. This approach requires the coordination and integration of a number of different government departments at the district level that inspect or have inspections completed on their behalf for the issuing of a tourism enterprise license. This process has been noted for being completed in an un-systematic manner that is does not allow for the tracking of compliance over the duration of a concession lease.

Although monitoring of some aspects of citizen empowerment is completed on both the tourism and labour inspection forms, there is no direct linkage between demonstrated compliance on empowerment issues and the renewal of the enterprise license. The same lack of a direct linkage with monitoring environmental impacts and the renewal of the enterprise license applies for environmental considerations. Presently, there is no clear means to address sustainable tourism considerations under the license inspection and renewal process. This will require an approach that
2 Information and Monitoring System Requirements

The information and monitoring requirements outlined below relate specifically to tourism and its impacts on the Delta. Overall monitoring of change in the ODRS must consider climate change, geo-physical influences and change in flow regimes, as well as the impact of tourism. All but the tourism related impacts are beyond the responsibility for monitoring in the tourism sector and are envisioned to be covered by other stakeholders in the ODRS.

2.1 Aims and Objectives

2.1.1 Vision

The vision for the Tourism Development Plan is to strive for the development of a world class nature-based tourism destination that is economically and socially sustainable and optimizes benefits to local communities and the nation within agreed limits of acceptable change.

In order to achieve this four goals are identified:

1. To conserve the tourism resource base of the Okavango Delta.
   a. To optimise economic returns from tourism in the Okavango Delta.
   b. To increase the participation of citizens in the tourism industry of the Okavango Delta.
   c. To ensure a high quality visitor experience in the Okavango Delta.

The aim of the Tourism Information Management System (TIMS) is to provide the data and information required for ensuring the four goals are being achieved. This will be achieved through the establishment of Jarani’s ‘knowledge-based’ platform, which requires a systematic approach to compile the knowledge needed to properly assess and manage the tourism sector in a sustainable manner.

There are a number objectives relating to the four goals in the Tourism Management Plan Strategic Framework, the most relevant objectives relating to tourism monitoring are:

- To effectively monitor the impact of tourism on the Okavango's tourism resource base through time. (Strategic Objective 1.3)
- To monitor and assess tourists’ expectations and levels of satisfaction. (Strategic Objective 4.1)
- To ensure that appropriate actions are taken to ensure that the destination is compliant with visitor expectations. (Strategic Objective 4.2)
- To identify and remove obstacles that diminish visitor experience in the Okavango Delta. (Strategic Objective 4.2)

The strategic objectives inform the specific development interventions required to achieve the goals for the Tourism Development Plan. This describes the proposed tourism development process for the Ngamiland over the next thirty years. In order to
integrates citizen empowerment and environmental considerations as part of the compliance requirements for the issuing and renewal of an enterprise license.

Without placing an undue burden on the private sector to meet additional requirements for establishing and maintaining tourism enterprises, positive incentives through the use of the regulatory approach, can be achieved through the establishment of a 'scorecard' system that rewards those who demonstrate verifiable compliance with empowerment and environmental requirements.

Independently of the tourism sector, Botswana scores quite low amongst African countries in "business friendly" ratings relating to the issuing of licenses and permits for establishing and maintaining a business. To address this, and ensure that the tourism sector remains competitive in the region, a coordination and oversight mechanism at the highest district level is proposed. Facilitating the establishment of tourism enterprises could be addressed through the establishment of a 'one stop shop' to assist potential investors in the tourism sector.

2.2.3 Data Management

Consistent good work practices in data collection and management are the foundations for the creation of the proposed ‘knowledge based’ approach to the development of the TIMS. Data collection and management are stumbling blocks to the current monitoring programme. Many datasets are incomplete, out of date and stored in paper format. This is partially due to the fact that the district tourism office largely functions as a data collection node for furthering data onward to the headquarters office of the Department of Tourism. There is existing digital and paper capture tools for some of the forms proposed to be included in the pilot TIMS database system, but they are often not completed or updated on a regular basis.

Some of the required monitoring data is required for an enterprise operator to meet their license compliance requirements. This requirement is not strictly enforced, which is an issue that needs to be addressed if the proposed key leverage point of linking new sustainability requirements for citizen empowerment and environmental to the fulfillment of compliance requirements for maintaining a tourism enterprise license.

It should be noted that the data management limitations are not specific to the district tourism office. Discussions were held with the IT section of the Department of Tourism headquarters office concerning facilitating improved data collection to support national reporting requirements. At the time, a strong emphasis was on supporting improved national level data collection and management to support the development of the Department’s Tourism Satellite Accounts system. Any modifications to the national system to support district specific requirements for monitoring sustainable tourism was not seen appropriate until improvements were demonstrated in the capture of national level information at the district level. It is for this reason that a district specific pilot system is proposed.

2.2.4 Community Based Organizations

The development of a CBNRM action plan is included as part of the activities in the preparation of the Tourism Master Plan. At the time of the preparation of the action plan, government was in the process of presenting a new CBNRM policy which potentially would significantly impact CBNRM as currently implemented. Community based organizations (or Trusts) potentially face a large reduction in the amount of financial benefits received from participating in joint venture partnerships in Ngamiland.

Some CBOs in Ngamiland received project based assistance in the collection and management of community generated natural resources data through a regional
initiative entitled Management Oriented Monitoring System (MOMS). This system has been adopted by the Department of Wildlife and National Parks who will support CBOs in implementing the MOMS. The data collection to be supported through the DVNP relates largely to field level wildlife issues and is not tourism specific. In addition, it does not support institutional or policy impact data collection that will allow CBOs or government to assess the impact of the new CBNRM policy.

The long-term approach to development of the TIMS will be to integrate CBO captured data into TIMS, or at the minimum to be able to share data between systems. Technically and institutionally, this requires the development of a data infrastructure to support data sharing. Due to current data management limitations within the tourism sector, this is not seen as the initial priority in building a foundation for a 'knowledge based' tourism monitoring system.

In addition, as the new CBNRM policy may significantly impact the CBRNM model, it may not be prudent to dedicate sources in developing TIMS linkages to MOMS until greater understanding of the impact of the new policy is gained.

2.2.5 Private Sector and Association Based Monitoring Data

The Botswana Wildlife Management Association (BWMA) represents the hunting sector in Botswana including the operators in the non-photographic or joint venture partnership CHAs in Ngamiland. Concession holders in these areas are required to prepare monitoring programmes as part of the compliance requirements of their lease agreements. The BWMA has engaged with a local private sector company to assist in preparing monitoring inputs and outputs utilizing GIS and GPS that can be integrated and harmonized across the hunting concessions.

Photographic concession operators form the balance of the private sector operators responsible for monitoring through lease agreements. Unlike, the approach being taken by the BWMA members, there does not appear to be an effort to uniformly collect data for comparison purposes. It is also difficult to actually assess what approaches are being taken by the various operators. NG16 for example takes and reports from a very systematic grid based longitudinal approach to monitoring wildlife and water related data that has informed and been adapted by one of the largest operators in the Delta.

Tourism specific monitoring of visitor experience is collected and used by many lodges for assessing quality of visitor experience. This data is managed internally and not made available to the Department of Tourism. The Botswana Tourism Board utilizes a hotel satisfaction assessment form, whose results are not utilized locally at the district level.

2.2.6 Academic and Project Related Monitoring Data

The Harry Oppenhiemer Okavango Research Centre (HOORC) in the University of Botswana is based in Maun and provides an academic institution to assist in research and analysis of tourism data. There are at least two academic posts at HOORC focusing on tourism specific research. One academic has published Ngamiland specific tourism papers.

HOORC supported the ODMP through the development of the Okavango Delta Information System (ODIS) and has an established post for a GIS specialist to assist in data management and GIS support of a large number of digital datasets covering the Ramsar site.
The GEF BioOkavango Project is housed at HOORC and is supporting tourism through the project in two areas. A tourism specialist is being recruited as a senior staff member on a contract basis with a terms of reference to complement the activities completed through the preparation of the Tourism Master Plan. The BioOkavango Project is supporting research in the Delta with funding support from some of the larger private sector tour operators that will provide an opportunity to follow-up data collection and analysis for a 3-4 year period.

The BioOkavango Project intends to provide support to the tourism sector through monitoring of tourism related environmental impacts on biodiversity utilizing the LAC indicators on a pilot basis in some of the concessions in the Delta.

2.3 Background

The background information that follows highlights the important distinction between monitoring tourism impacts and the monitoring requirements for a Ramsar site.

2.3.1 World Tourism Organisation (WTO)

The World Tourism Organisation define sustainable tourism as “tourism which leads to management of all resources in such a way that economic, social and aesthetic needs can be fulfilled while maintaining cultural integrity, essential ecological processes, biological diversity and life support systems.” In addition they describe the development of sustainable tourism as a process which meets the needs of present tourists and host communities whilst protecting and enhancing needs in the future (World Tourism Organisation 1996).

While management experience is an important element of decision-making, the results of systematic monitoring provide a more defensible basis for management actions. Subjective impressions of conditions are not good enough: the public demands to see the data upon which decisions are taken, and to be assured that they were collected in a scientifically reliable manner. Without the data on conditions and trends that monitoring provides, managers cannot respond to many public concerns and criticisms, nor can they properly fulfill their responsibilities, nor judge the effectiveness of actions they take. Moreover, if managers do not undertake the monitoring, someone else will and such monitoring may well be biased. (Phillips, 2002, pg 160)

There are two particular aspects of monitoring tourism in protected areas:

- Monitoring visitor impacts: through the tourism planning process for the park, tourism and related objectives are defined and indicators developed. Through periodic measurement of indicators, data on visitor impacts are collected, analysed and evaluated.

- Monitoring service quality: The planning process also determines the kind of experience which it is intended to provide for visitors. Monitoring service quality, therefore, involves collecting, analysing and evaluation information about the fulfillment of the needs of visitors.

Several points should be noted about the use of indicators to monitor tourism in protected areas:

- They should identify conditions or outputs of tourism development or protected area management (e.g. the proportion of the park impacted by human activity or annual labour income from tourism) rather than inputs;
• They should be descriptive rather than evaluative;

• They should be relatively easy to measure and;

• Initially only a few key variables should be selected for monitoring.

The Nature Conservancy found monitoring programmes were most effective when they addressed impacts and threats, and dealt with issues that affected both the full range of stakeholders, and the protected area. (Rome, 1999)

This positive use of monitoring is one which is often neglected in many of the impact monitoring methodologies but which is critical for stimulating project support. Recognition of progress towards identified goals provides powerful incentives on the local level for increased data collection, analysis and adaptive management. (Rome, 1999)

As part of the approach to monitoring in the Biodiversity Conservation Network, monitoring has been carried out by tourists, guides, local NGO staff and community members, and is analyzed by international NGOs. (Rome, 1999) This may be what is ultimately required in the ODRS.

2.3.2 Guidelines for Management Planning RAMSAR site

The following information is taken from the Ramsar website page covering the New Guidelines for Management Planning of a Ramsar site (Ramsar, 2002). The guidelines focus more on planning for management and monitoring of management of a wetland, than tourism specific monitoring.

The functions of wetland management planning monitoring and the most important functions of a wetland management planning process and a management plan are:

• To define the monitoring requirements - A function of monitoring, in the context of management planning, is to measure the effectiveness of management. It is essential to know, and to be able to demonstrate to others, that the objectives are being achieved. Thus, monitoring must be recognized as an integral component of management and planning. It should be designed to identify and manage change in ecological character of the site. (Function IV)

• To maintain continuity of effective management - Continuity of effective management and monitoring is essential. Management processes must be adapted to meet a wide range of varying factors. Although management will change as circumstances require, the purpose of management should remain more or less constant. This is why continuity of effective management must be maintained, and not simply the continuity of any specified process. Continuity of monitoring is as important as is continuity of management. (Function VI)

• To demonstrate the management is effective and efficient. Those responsible for developing the plan must always be in a position to demonstrate that they are making the best use of resources and that management will be effective. In other words, the plan should provide the basis for any cost benefit analysis. It is also important that the need for accountability is recognized. (Function IX)

Clearly, the requirements for monitoring as documented in the Ramsar guidelines extend beyond what can be expected of the tourism sector.
2.4 Characteristics of Effective Monitoring Programs

The Nature Conservancy report highlights the following characteristics of nature based tourism relating monitoring programs, similar to tourism in the ODRS:

- Monitoring must be incorporated into general planning and management
- Monitoring must be grounded in protected area management and community development objectives
- The complex causes of impacts must be recognized and analyzed
- Indicators and methods for measuring them must be selected carefully
- Local stakeholder participation is critical
- Monitoring methodology and analysis of findings must be user-friendly and minimally demanding in time or budget
- Monitoring results must be carefully analyzed to determine appropriate management options - Findings from monitoring exercises may indicate any number of impacts which may or may not be directly related to ecotourism. It is important to explore all possible causes for the results found and determine which impacts can be influenced by changes in management.

Monitoring should be approached in an organized, system manner. The following are ideal characteristics of a monitoring system:

- Meaningful variable – the variable measured should provide information that is useful in leading to management change
- Accurate results – the results should reflect actual conditions
- Reliable system – the monitoring should lead to repeatable results, form which reliable conclusions can be drawn;
- Able to detect change – the system should be able to detect change resulting from human activity and environmental fluctuations;
- Affordable – the monitoring design must consider the ability of the agency to fund and carry out the recommended procedures;
- Easy to implement – procedures should be as simple and straightforward as possible; and
- Appropriate to management capability – the monitoring protocol must be capable of implementation within the capacity of the protected area management (if it call for additional resources, this must be made explicit)

It is important to identify the management changes which will be needed once standards or acceptable ranges of indicators are exceeded, i.e., the range or standard must be defined such that once the measure of an indicator is unacceptable, a management change is triggered. (or LAC status is changed)

Indicators to cover aspects of management of biodiversity and sustainable tourism, including socio-economic and cultural aspects, should be identified and monitored at
global, national, and local levels, and should include, but not be limited to, the following:

- Conservation of biodiversity;
- Generation of income and employment from tourism (long-term and short-term);
- Proportion of tourism income retained in the local community;
- Effectiveness of multi-stakeholder processes for management of biodiversity and sustainable tourism;
- Effectiveness of impact management;
- Contribution of tourism to the well-being of the local population;
- Visitor impacts and visitor satisfaction (CBD, 2004)

To be effective, a *monitoring plan* should be developed with these features:

- Objective and rationale – the goals of the monitoring plan relate directly to the goals outlined in the protected area management plan;
- Indicators – the chosen indicators are those that best indicate the conditions to be monitored;
- Monitoring procedures – the frequency, timing and location of measurement activity, as well as specific instructions on methods used;
- Analysis and display of monitoring data – procedures for data analysis and for the presentation of results; and
- Personnel – explicit indication of responsibility for monitoring, effectively integrating the monitoring task into the overall management of the protected area. (Phillips, 2002)

### 2.4.1 Regional and International Approaches to Tourism Monitoring

The multi-management regime found within the Delta is unique for Botswana and quite possibly, for much of southern Africa. Therefore, there are few regional approaches for comparison. The Limits of Acceptable Change model is also based largely on a single management regime for bounded protected areas, generally administered by a governmental authority. Monitoring examples for areas from within the region may be useful for consideration, but must be adapted to the unique situation for the Delta as a Ramsar site under mixed management regimes and additional variables such as annual variations in flow regimes.

The South African National Parks (SANParks) Conservation Development Framework (CDF) helped guide the preparation of the LAC for the ODRS. The CDF is being applied in parks in South Africa but has yet to develop specific indicators to monitor visitor experience (P. Bretton, personal communication) The CDF approach is being applied to areas outside of South Africa as has been proposed for the KAZA TFCA, which Botswana is a signatory.
2.5 Assessment of Data Collection and Analysis

As mentioned previously, the workflow for data collection, management, analysis and reporting is currently centralized in the headquarters of the Department of Tourism. The district offices largely act as conduits for data sent to headquarters for capture, conversion, storage, analysis and management. In addition, all data required for modeling tourism is not collected by the Department of Tourism. A general data collection model is as follows:

1) The Department of Immigration collects data on tourists upon entry into Botswana through the airports or border gates;

2) The tourist entry information is analyzed and reported on by the Central Statistics Office;

3) The Department of Tourism headquarters office collects visitor expenditure information through bi-annual visitor surveys. This information and the CSO information is summarized in Annual Visitor Survey Reports;

4) The Botswana Tourism Board collects information on visitor satisfaction with hotels through paper survey forms available through the hotels;

5) The Department of Tourism has a system for capturing monthly accommodation statistics for individual tourism enterprises. This information is often not collected, or is often incomplete if it is collected. Submission of the forms is supposed to be part of the compliance requirements for the tourism enterprise license. The current situation results in under reporting of monthly accommodation. The DoT has streamlined the form in an attempt to reduce the burden on operators to submit forms.

6) Each District Tourism Office maintains at least a paper based filing system to track tourism enterprise licenses which is also utilized to track payment of the tourism training levy. Some offices have automated this system using a spreadsheet. These systems are not part of a master database of tourism enterprises in either the districts or Gaborone as they are part of a separate section of the Department;

7) Annual inspections are conducted by the Department of Tourism, Land Board and District Council (see Licensing section). A lodge specific integrated checklist has been created for Ngamiland. This checklist is used to produce a report for lodge operators. This is a paper based system that is not automated or linked to a master database of tourism enterprises;

8) Concession lease fees are paid to the Land Board and Royalties on Category B lodges are paid to the District Council. Total payments due and records of payments made are not linked to a master database of tourism enterprises;

9) Separate inspections independent of the tourism enterprise license inspections can be completed by district departments that require permits other than the tourism enterprise (see Licensing section). Except for the Department of Labour’s capture tool, which contains specific information on employment equity relating to citizen empowerment this information is not seen as specifically required by the Department of Tourism. It is not captured or linked to a master database of tourism enterprises;

10) It was not possible to tell if information regarding the impact of tourism on the environment is reported on by the enterprise operators, due to data management
issues. It is unlikely that any data on environmental issues is linked to the tourism enterprises.

The data collection model described above reflects the largely sectoral approach taken to data management generally found in Botswana. As can be noted, it does lead to potential problems in accessing data for reporting, as appears to be the case experienced in Ngamiland.

If tourism is to be assessed from the perspective of sustainability, which includes the need to report on social and environmental issues, a much more integrated approach is necessary, than the current centralized, non-integrated, sectoral approach described above.

As tourism is a global industry, in which Botswana will increasing have to compete with its regional neighbours, there is a need to have a more Delta specific data captured that contributes to the assessing sustainable tourism in a timely manner. Taking this from the local to the global perspective, Ngamiland as the home of the Okavango Delta is the main engine for diversification of Botswana’s mineral dependent economy. This diversification is based on a nature based wetland tourism product that has global recognition and significance.

2.5.1 Tourism Statistics Reporting

With the current system that is largely based on Botswana’s national tourism reporting requirements, it will be difficult to specifically monitor tourism’s impact on the environment or its contribution to citizen empowerment without potentially jeopardizing the tourism in generally. It currently is not possible to distinguish the impact of tourism by tourist type (fly-in, overland, self-drive, etc), by location, whether the current or proposed new tourism destination areas (TDAs). Table 1 indicates provides a simple regional example of how accommodation statistics are being used by tourism destination area and type of tourist (non-camping). With improved data collection, this type of comparative analysis will be possible.

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Table 1: Summary of Visitor Statistics for the Twelve Months Ended March 2006 for Parks - ARID Cluster (Source: SANParks)
Similar types of analysis by area and type tourist in relation to visitor expectation and actual experience will be necessary in the future. This will require incorporation of TDA classifications if these are adopted from the Tourism Master Plan and developed.

2.6 Monitoring Requirements

To summarize the previous section, tourism data is currently captured by the Department of Tourism and aggregated to the national level at the Department’s Headquarters in Gaborone. This information is being adapted and incorporated into a Tourism Satellite Accounting (TSA) system. Tourism in Ngamiland is unique to Botswana being nature and wetland based. The majority of the tourism enterprises are not hotels, but lodges and camps for which there are not specific Botswana Bureau of Standards grading rules. Much of the information needs for the sector is specific to Ngamiland. Therefore, a district specific pilot tourism monitoring system is proposed.

The current approach to monitoring tourism specific data is not integrated at the district level. There is no ‘systematic’ follow-up from the license evaluation and approval through the annual inspection process. The monitoring proposed in concession management plans is not integrated across the CHAs to give an overview of the status of the natural resource base. No common ‘master’ dataset exists to be shared at the between the Department of Tourism, the Tawana Land Board and the Northwest District Council.

Monitoring is an essential component of any planning or management process, for without monitoring, managers know nothing about progress towards the objectives that have been set or have set themselves. Monitoring is the systematic and periodic measurement of key indicators of biophysical and social conditions. The word systematic means that an explicit plan should exist to set indicators, chart how and when these should be monitored, and show how the resulting data will be used. Periodic means that indicators are measured at predetermined stages. This chapter outlines some considerations involved in developing and implementing a monitoring programme as this relates to tourism in protected areas. (Phillips, 2002, pg 160)

2.6.1 Tourism Monitoring User Requirements

Tourism monitoring is somewhat unique in that there are both monitoring responsibilities of host country (Botswana) and originating or source countries of tourists. Many potential visitors now expect to be aware of what impact their planned tourist visit may have on the host country. As the concept of sustainable tourism matures, countries that can provide this information may be at a strategic marketing advantage over those that cannot.

This point raises the issue of information requirements and availability of information for different users from:

- International
- National
- District
- Local
- Specialist user group

Information needs were assessed at the district and national level and will eventually require an integrated approach that is capable of incorporating the mixed government,
private sector and communal management regime that characterizes the varying land tenure and nature resource management system in the Okavango Delta Ramsar Site (ODRS). This will include integrating the Department of Wildlife and National Parks information from the Moremi Game Reserve, with the proposed community based Management Oriented Monitoring System (MOMS) and the Botswana Wildlife Management Association’s (BWMA) GIS with the Department of Tourism’s tourism information. This may be seen as the ultimate future goal for tourism monitoring in the ODRS. However, due to data limitations (consistency, completeness and currency) and the lack of a data infrastructure to facilitate data sharing and exchange, it is proposed that the initial system focuses on the Department of Tourism District office in Maun.

2.6.2 Immediate Tourism Specific Monitoring Requirements

In order to effectively monitor the growth and impact of tourism in Ngamiland the following information is initially required to be collected during the initial phase of the development of the TIMS:

1. *How* many visitors arrive in ODRS via airport and park gates? This information is currently captured by the Central Statistics Office through assessment of immigration forms at the airport and the Department of Wildlife and National Parks through gate entry logbooks. The Department of Tourism will utilize the information from these government departments to avoid duplication in data capture.

2. *Where* visitors go once they are in Ngamiland. This information is captured from the monthly accommodation forms that are submitted each month by the lodge operators. As the tourism products are diversified in the Delta as part of the District Tourism Development Plan, this information will be classified by:
   a. Tourism Development Area (TDA)
   b. Tourism market segment – ecotourism, fishing, etc.

3. *What* type of tourism enterprises tourists visit will be determined from the accommodation records that are linked to the enterprises in the tourism ‘master database’. The database will use the enterprise as the key entity from which all data capture and reporting functions are related. Tourism enterprises are currently characterized in four categories:
   A. Hotels, Lodges, Guest Houses or Camping Sites – accommodation facilities established on plots not in concession areas.
   B. Lodges and Mobiles - established in concession areas through a tendering process with the Tawana Land Board. This category can include licensing for mobiles equivalent to Category C below.
   C. Mobiles
   D. Travel Agencies

4. *What* is the current licensing (developmental) status of tourism facilities will be determined from an updated ‘integrated’ checklist developed by the District Tourism Office in Ngamiland. This information will only relate to the inspections and licensing requirements under the Department of Tourism or those district
authorities providing inspection elements to the Department of Tourism, i.e. the Department of Labour and NWDC Environmental Health.

5. a) What is the current level of citizen empowerment achieved through the licensed enterprises in Ngamiland as characterized by:

   a. Citizen Ownership
   b. Strategic representation and control by citizens
   c. Type of joint venture partnership
   d. Employment equity
   e. Procurement from local or citizen owned companies
   f. Social responsibility

This is proposed to be reported in the form of a scorecard:

[Insert graphic and additional details]

b) What are the overall financial returns from tourism operations in Ngamiland to the Northwest District Council and the Tawana Land Board?

6. What is the current impact of tourism on the ODRS as measured against the Limits of Acceptable Change indicators? The LAC measure visitor experience and biophysical impacts due to tourism. There are seven zones and three overlays with different standards for environmental media or visitor experience.

![Diagram of zones and indicators]

The standards and indicators will vary by environmental parameters based on what zone a Category A or B tourism enterprise is located. There are less than ten biophysical and visitor experience indicators (twenty total) to be monitored for any specific zone.

Monitoring of the LAC zones is new for the ODRS and will be experimented with on a pilot basis through the BioOkavango (GEF Project funded through 2010 (confirm date)).

7. What was the visitor's experience in the ODRS? As an early warning to government and the tourism operators of potential change in the quality of the tourism products in the ODRS, visitor satisfaction will be monitored by survey either through the operators or by the Department of Tourism. Visitor satisfaction will be measured in addition to the monitoring of visitor experience in the LAC zones.
2.6.3 Coordination of Licensing and Inspections

In addition to the seven critical monitoring elements highlighted in the previous section, a specific issue, largely focusing on point four — the development status of an enterprise, is the issue of coordination and integration of information for the inspections relating to the tourism enterprise license. This issue is an immediate concern to the government and private sector as it potentially impacts foreign direct investment in Botswana and its ability to diversify its economy.

The issue of coordination is a long outstanding problem characterized by:

- Lack of personnel;
- Funding requirements for inspections required from three different sources;
- Lack of access and need to rely on operators for transportation;
- Multiple acts, regulations and permits required — (a large company may be responsible for over 100 permits at multiple lodges.)

The coordination issue is both technical and institutional in nature. The technical solution is proposed as an adaptation of the already exiting Integrated Checklist developed by the Department of Tourism’s District Office. This checklist needs to be adapted to include the additional proposed license compliance requirements for citizen empowerment and environmental impact using the LAC approach.

There are two levels or purposes for an integrated checklist:

1) To incorporate citizen empowerment and limits of acceptable change into the current Department of Tourism checklist in order to develop a means to monitor compliance with the proposed new requirements under the tourism enterprise license;

2) To streamline and facilitate coordination of the licensing and subsequent inspections for both the Department of Tourism’s requirements and those of Departments not included under the enterprise license.

A request was made to all departments requiring licenses, permits or fees from tourism enterprises to provide input in preparing an integrated checklist to facilitate the coordination of all inspections, point two above. The list of departments was developed based on input from the tourism associations responsible for lodges and mobile operators. Based on feedback from some of the departments, a table was prepared as a working document to assist in developing an integrated checklist to include all departments requiring permits, not just those under the tourism enterprise license. (Scanned copies of the documents received are included at the end of this document.)

This table focuses mostly on category B and C operators, as they are the ones who initially raised concerns over the coordination of inspections. They also face greater inspection constraints than hotel and travel agent enterprises operating out of Maun. The table groups inspection indicates the current DoT checklist requirements for a tourism enterprise. The permits required in addition to the enterprise license are in the following "license / permit" column.

The following two columns indicate whether the requirements are covered under the enterprise license and the responsible authority for the requirement. This appears to be a source of confusion during inspections as representatives from authorities that
are endorsed as part of the tourism enterprise license have raised issues with operators for which are perceived to be beyond the requirements of an enterprise license. The Department of Tourism is attempting to facilitate the issuing of enterprise licenses by including endorsements for other authorities under the enterprise license. This does not preclude these authorities from participating in the inspections as they are ultimately responsible for compliance under the relevant regulations.

Analysis of this first version of the table, indicates that based on the type of tourism products and services, in addition to the tourism enterprise license, a category B or C enterprise may be required to have up to sixteen additional licenses, permits or fees to be in compliance with all regulations. Many of the requirements relating to immigration, labour, hunting and airstrips are unlikely to be incorporated under the tourism enterprise license. Nor are they likely to be included under the requirements of the Tourism Act and regulations.

2.6.3.1 INCORPORATION OF CITIZEN EMPOWERMENT AND LAC INTO THE CURRENT DoT INTEGRATED CHECKLIST

The current DoT integrated checklist does not include the citizen empowerment and limits of acceptable change requirements recommended to be included under the requirements for obtaining and maintaining a tourism enterprise license. These requirements would be part of the regulatory framework for ensuring sustainable tourism and could be included under any revisions to the Tourism Act or regulations.

A new integrated checklist specific for Ngamiland that includes citizen empowerment and LAC checks has been developed and incorporated into the database which can be used for monitoring compliance. These are not detailed checklists, rather they are suitable for ensuring that operators have included in their proposals means to ensure sustainable tourism that includes citizen empowerment and the monitoring of tourism related environmental variables.

The checklist can be initially utilized during the application review process and subsequently during the annual inspections. The results then would be the ability to say based on the total number of enterprises operating in the ODRS, that percentage can be determine to indicate how many enterprises have citizen empowerment elements and LAC monitoring that is tracked through the monitoring system.

This approach is similar to the tracking of primary indicators proposed in the LAC section. If the Department of Tourism identifies an issue that requires follow-up, more detailed inspections can be initiated with support from the relevant local authority.

2.6.3.2 INTEGRATION OF ALL LICENSING AND PERMIT REQUIREMENTS IN ONE INTEGRATED CHECKLIST

The first version table produced to assess the requirements for integrating may be reviewed and confirmed with the relevant departments. It would appear that although it is unlikely that the requirements can be streamlined, a 'one stop' shop integrating all the requirement electronically could be produced to facilitate an understanding of the process and requirements for establishing and maintaining a tourism Category B and C enterprise in Ngamiland.

Agreement on the checklist for tourism or all relevant departments, accompanied by the required permit forms and relevant regulations could be incorporated into a 'one stop shop' that is made available electronically and distributed through the DoT, or over the Internet.
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**PAGE 20**

**DEPARTMENT OF TOURISM - NORTHWEST DISTRICT COUNCIL**
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<td>Police</td>
<td>Dev. Stts.</td>
<td>Employment Act, Trade Dispute Act, Workplace Compensation Act</td>
<td>Employment Act contains regulations</td>
<td>1,000.00</td>
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<tr>
<td>C</td>
<td>Lease or Property</td>
<td>No</td>
<td>Land Board</td>
<td>Dev. Stts.</td>
<td>Employment Act, Trade Dispute Act, Workplace Compensation Act</td>
<td>Employment Act contains regulations</td>
<td>1,000.00</td>
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<tr>
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<td>Citizen Empowerment Stts. Currently not required by an Act</td>
<td>Currently not required by an Act</td>
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<td>Currently not required by an Regulation</td>
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<td>Currently not required by an Act</td>
<td>Currently not required by an Regulation</td>
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<tr>
<td>Category</td>
<td>Checklist (Based on existing SOT checklist)</td>
<td>License / Permit</td>
<td>Dell Enterprise License Endorsement</td>
<td>Responsible Authority</td>
<td>Sustainability Scorecard Category (Proposed)</td>
<td>Act(s)</td>
<td>Regulation(s)</td>
</tr>
<tr>
<td>----------</td>
<td>-------------------------------------------</td>
<td>-----------------</td>
<td>------------------------------------</td>
<td>-----------------------</td>
<td>---------------------------------------------</td>
<td>--------</td>
<td>-------------</td>
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<td>Procurement Criteria</td>
<td>Currently not included</td>
<td>Proposed</td>
<td>Dept. of Tourism</td>
<td>Citizen Employment Stds.</td>
<td>Currently not required by an Act</td>
<td>Currently not required by an Regulation</td>
</tr>
<tr>
<td>C</td>
<td></td>
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<td>Proposed</td>
<td>Dept. of Tourism</td>
<td>Citizen Employment Stds.</td>
<td>Currently not required by an Act</td>
<td>Currently not required by an Regulation</td>
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<tr>
<td>C</td>
<td></td>
<td>Currently not included</td>
<td>Proposed</td>
<td>Dept. of Tourism</td>
<td>Citizen Employment Stds.</td>
<td>Currently not required by an Act</td>
<td>Currently not required by an Regulation</td>
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<tr>
<td>C</td>
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<td>Proposed</td>
<td>Dept. of Tourism</td>
<td>Citizen Employment Stds.</td>
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<td>Limits of Accessible Changes &lt; 152</td>
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<td>Dept. of Tourism</td>
<td>Env. Stds.</td>
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<tr>
<td>C</td>
<td>Limits of Accessible Changes</td>
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<td>Dept. of Tourism</td>
<td>Env. Stds.</td>
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<tr>
<td>D</td>
<td>Company Formation &amp; Registration</td>
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<td>Registrar of Companies</td>
<td>Dev. Stds.</td>
<td>1,600.00</td>
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<tr>
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<td>Registration of Trading Name</td>
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<td>Registrar of Companies</td>
<td>Dev. Stds.</td>
<td>500.00</td>
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<td>No</td>
<td>Dept. of Labour</td>
<td>Dev. Stds.</td>
<td>Employment Act, Trade Dispute Act, Workmen's Compensation Act</td>
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<td></td>
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<td>D</td>
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<td>No</td>
<td>Dept. of Immigration</td>
<td>Dev. Stds.</td>
<td>Non-citizen Act</td>
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<td>Dept. of Tourism</td>
<td>Citizen Employment Stds.</td>
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</table>
2.6.3.3 INSTITUTIONAL REQUIREMENTS

To oversee the resolution of the coordination issue, the institutional solution is proposed to establish an oversight mechanism at the highest level in the district through the Project Management Committee (PMC). This committee is chaired by the District Commissioner and includes the Council Secretary and the Landboard Secretary. It is suggested that the ‘State of Tourism in Ngamiland’ is made a regular agenda item for which regular quarterly reporting is made available through the district office of the Department of Tourism.

To provide representation of the tourism sector and foster a cooperative working environment, the oversight committee would include:

- The District Commissioner
- The Landboard Secretary
- The Council Secretary
- Representative of HATAB Lodges
- Representative of Botswana Guides Association (BOGA)
- Representative of HATAB Mobiles
- Representative of Botswana Wildlife Management Association (BWMA)
- A secretary to the oversight committee should be identified to document proceedings
3 Recommended Approach

As part of the original monitoring concept proposed during the concepts phase, monitoring was proposed to consider a process that promotes communication and teamwork through the following practices:

- Active stakeholder participation
- Monitoring with others
- Displaying monitoring results publicly
- Collective ownership (Conservation Commons)

This is still relevant in light of the need for a ‘knowledge-based’ tourism information system, but is initially proposed to be more specifically focused on improving the process of monitoring the expanded tourism enterprise license compliance using the technical and institutional recommendations noted in previous section.

3.1 Basis for Proposed Solution

The basis for the proposed approach of improved implementation of the expanded tourism enterprise license compliance requirement is informed by three factors:

- Recognize problem is of national significance as it impacts economic diversification
- Recognize that Botswana must be competitive and attractive for investment in relation to alternative investment options available through KAZA Trans-frontier Conservation Area
- Botswana currently ranked 31st in Africa for "dealing with licenses" www.doingbusiness.org (World Bank)

None of these factors is exclusive to Ngamiland, but as the district’s economy is largely tourism based, and the Delta is the main engine for tourism led diversification, Ngamiland would be expected to take leadership in implementing a sustainable tourism monitoring programme.

3.2 Process Based Approach

The proposed approach to monitoring follows the process required to establish and maintain a tourism enterprise. The monitoring system is based on this enterprise establishment process and may be best understood as a tourism enterprise development management system.

3.3 Relevant Authorities in the Process of Establishing a Tourism Enterprise

During the preparation of this document, a number of transitions were taking place, and the Botswana Tourism Board was being established. Clarification of the roles and responsibilities in relation to the establishment of a tourism enterprise are provided as the basis for documenting the process of establishing an enterprise.
3.3.1 Roles and Responsibilities

- The Botswana Bureau of Standards developed the standards for the construction of hotels and lodges.

- The Botswana Tourism Board has responsibility for the grading of hotels and lodges in Botswana.

- The Land Board is responsible for the administration of the land on which a tourism enterprise is established.

- The Department of Tourism is responsible for the administration and regulation of tourism activities through the issuing of a tourism enterprise license.

- There are a number of departments for which permits are either required or are incorporated under the tourism enterprise license. These include:
  
  Included under the tourism enterprise license:
  
  - District Council Environmental Health
  - District Council Physical Planning
  - Department of Trade and Commerce

  Independent of the tourism enterprise license:

  - Registrar of Companies (Gaborone)
  - Land Board (Maun)
  - Department of Labour (Gaborone or Maun)
  - Department of Immigration (Gaborone or Maun)
  - Department of Wildlife and National Parks (DWNP) (Maun)
  - Department of Water Affairs (Maun)
  - Department of Transport (DoT) (Maun)
  - Botswana Telecommunications Authority (BTA) (Gaborone)
  - Medical Doctor (Maun)
  - Police (Maun)
  - Civil Aviation (Maun)

It is the large number of requirements of departments independent of the tourism enterprise compliance requirements that appears to create confusion as to who is responsible for what aspects of inspection. All the departments listed above can carry out inspections. Only the first set of departments inspections are included as part of the tourism enterprise license. The number of departments and the time required to obtain permits is the source of the low ranking in Botswana for 'licensing' related issues in the process of establishing a business.
The Tourism Master Plan proposes that citizen empowerment and environmental impacts relating to tourism are included under the tourism enterprise license. This is viewed as the most appropriate means to ensure compliance with these elements of sustainable tourism. Therefore the idea of including all Departments on an integrated checklist is not seen as appropriate as their requirements are not regulated through the Department of Tourism.

The provision of all relevant requirements and forms for establishing a tourism enterprise can be included in a 'one stop shop', it is just that all requirements cannot be linked to the tourism license approval process. For example, it is unlikely that the requirements for residence and work permits can ever be linked to an enterprise license. These will always be the responsibility of the Departments of Immigration and Labour. Refer to the Section on Process Steps to Establishment of an Enterprise below.

3.4 Enterprise Development Requirements

There are currently four categories of tourism enterprises for which a license may be issued:

A. Hotels, Lodges, Guest Houses or Camping Sites – accommodation facilities established on plots not in concession areas.

B. Lodges and Mobiles - established in concession areas through a tendering process with the Tawana Land Board. This category can include licensing for mobiles equivalent to Category C below.

C. Mobiles

D. Travel Agencies

The Department of Tourism in Maun has the application form and guidelines for establishing tourism enterprises in Ngamiland. (Refer to Appendix)

3.4.1 Current Process for Establishing a Tourism Enterprise by Category

The following sections provide an initial outline of the process steps for establishing a tourism enterprise including requirements under the tourism enterprise license and those independent of the license.

3.4.1.1 PROCESS STEPS FOR ESTABLISHING A HOTELS, LODGES, GUEST HOUSES OR CAMPING SITES

1. Obtain a lease agreement from the Land Board – see General Guidelines for the Application of Land for Tourism Related Activities.

2. Register company or provide company registration or trading name

3. Submit a business plan – see Guidelines for Preparing a Business Plan from the Department of Tourism

4. Obtain permission to build

5. Obtain letter of approval for Tourism Enterprise License

6. Construct with appropriate permits (detail requirements if not included in appendix)
7. Obtain occupancy certificate

8. Review appendix for required permits or enterprise license endorsements based on proposed tourism activities i.e. airstrip, boats, mobile

9. Schedule inspection to obtain Tourism Enterprise License

3.5 Process Steps for Establishing a Lodge in a Concession Area

1. a) Obtain a lease agreement from the Land Board – see General Guidelines for the Application of Land for Tourism Related Activities.
   b) Prepare tender documents for concession area

2. Register company or provide company registration or trading name

3. Submit a business plan – see Guidelines for Preparing a Business Plan from the Department of Tourism

4. Obtain permission to build

5. Obtain letter of approval for Tourism Enterprise License

6. Construct with appropriate permits (detail requirements if not included in appendix)

7. Obtain occupancy certificate

8. Review appendix for required permits or enterprise license endorsements based on proposed tourism activities i.e. airstrip, boats, mobile

9. Schedule inspection to obtain Tourism Enterprise License

3.6 Process Steps for Establishing a Mobile Safari

1. Provide proof of citizenship

2. Obtain a lease agreement from the Land Board or landlord for office – see General Guidelines for the Application of Land for Tourism Related Activities.

3. Register company or provide company registration or trading name

4.Submit a business plan – see Guidelines for Preparing a Business Plan from the Department of Tourism

5. Obtain letter of approval for Tourism Enterprise License

6. Review appendix for required permits or enterprise license endorsements for vehicles from Department of Transport, guides from DWNP, work and residence permits

7. Schedule inspection to obtain Tourism Enterprise License

3.7 Process Steps for Establishing a Travel Agency

1. Obtain a lease agreement from the Land Board or landlord for office – see General Guidelines for the Application of Land for Tourism Related Activities.
   Register company or provide company registration
2. Submit a business plan – see Guidelines for Preparing a Business Plan from the Department of Tourism

3. Provide rental lease or building ownership in commercial area

4. Acquire office and equipment

5. Obtain letter of approval for Tourism Enterprise License

6. Schedule inspection to obtain Tourism Enterprise License
3.8 Proposed Additions to Incorporate Sustainable Tourism Considerations

A scorecard is proposed to provide positive incentives to incorporate citizen empowerment and environmental considerations into the tourism enterprise establishment or renewal process. The actual scoring system and score designations is proposed to be discussed between government and the tourism industry. See Figure 1.

<table>
<thead>
<tr>
<th>Citizen Participation Scorecard</th>
<th>General Indicators</th>
<th>Weighting A</th>
<th>Sub-weighting B</th>
<th>Contractual Target</th>
<th>Specific Indicators</th>
</tr>
</thead>
<tbody>
<tr>
<td>Ownership</td>
<td></td>
<td>20%</td>
<td></td>
<td></td>
<td>Percentage direct shareholding by citizens (including employee share schemes)</td>
</tr>
<tr>
<td>Strategic representation</td>
<td></td>
<td>15%</td>
<td></td>
<td></td>
<td>Citizens as a percentage of board of directors</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td>Local citizens as a percentage of board of directors</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td>Citizens as a percentage of executive management</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td>Citizens as a percentage of management</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td>Local citizens as a percentage of management</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td>Citizens as a percentage of supervisors and skilled employees</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td>Local citizens as a percentage of supervisors and skilled employees</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td>Citizens as a percentage of total staff</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td>Local citizens as a percentage of total staff</td>
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<td>Employment equity</td>
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<td>30%</td>
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<td>Total annual skills development spend on citizens</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td>Total annual skills development spend on local citizens</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td>Percentage of total skills development spend on citizen employees</td>
</tr>
<tr>
<td>Skills development</td>
<td></td>
<td>20%</td>
<td></td>
<td></td>
<td>Total annual procurement spend on citizen-owned companies and individuals</td>
</tr>
<tr>
<td>Preferential procurement</td>
<td></td>
<td>10%</td>
<td></td>
<td></td>
<td>Spend on citizen-owned companies and individuals as percentage of total annual procurement spend</td>
</tr>
<tr>
<td>Corporate social responsibility</td>
<td></td>
<td>5%</td>
<td></td>
<td></td>
<td>Total annual corporate social investment spend on local education, community programmes, health, conservation, etc.</td>
</tr>
</tbody>
</table>

Figure 1: Proposed Scorecard for Citizen Empowerment
3.9 Process Steps for Ensuring Citizen Empowerment is Incorporated into Agreement

1. Citizen Ownership
   a. Strategic representation and control by citizens
   b. Type of joint venture partnership
   c. Employment equity
   d. Procurement from local or citizen owned companies
   e. Social responsibility

3.10 Process Steps for Ensuring Environmental Considerations are Incorporated into Agreement

Environmental considerations are those specifically relating to the impact of tourism activities in the Okavango Delta Ramsar Site (ODRS) and are to be monitored using the Limits of Acceptable Change (LAC) approach. The application of these criteria are proposed to relate specifically to Category B and C license holders operating in concession areas. Environmental Health and EIA requirements are anticipated to cover environmental impacts associated with Category A – Hotel and Category B – Lodges not in concession areas (to be confirmed). See Table 2 for a list of active enterprises by LAC category.

a) Determine LAC category for location of tourist enterprise.
   o Wilderness
   o Remote
     - Medium intensity
     - Low intensity
   o High intensity Leisure
   o Low intensity Leisure

b) Determine if overlay for developed, urban or sanctuaries applies.

c) Determine indicators for specified LAC and overlay (See LAC Section Appendix)
Table 2: Active Camps by NG / TDA / LAC Category

<table>
<thead>
<tr>
<th>NAME</th>
<th>NG</th>
<th>PROPOSED TDA</th>
<th>LAC CATEGORY</th>
</tr>
</thead>
<tbody>
<tr>
<td>Guma Fishing Camp</td>
<td>NG/7</td>
<td>Western Tour Route</td>
<td>Rural Medium Density</td>
</tr>
<tr>
<td>Guma Camp</td>
<td>NG/7</td>
<td>Western Tour Route</td>
<td>Rural Medium Density</td>
</tr>
<tr>
<td>Makwena</td>
<td>NG/7</td>
<td>Western Tour Route</td>
<td>Rural Medium Density</td>
</tr>
<tr>
<td>Mbiroba Camp</td>
<td>NG/12</td>
<td>Panhandle</td>
<td>Remote Wild</td>
</tr>
<tr>
<td>Naxamasere Lodge</td>
<td>NG/10</td>
<td>Panhandle</td>
<td>Rural (Low Density)</td>
</tr>
<tr>
<td>Xaro Lodge</td>
<td>NG/10</td>
<td>Panhandle</td>
<td>Rural (Low Density)</td>
</tr>
<tr>
<td>Drotsky's Cabins</td>
<td>NG/10</td>
<td>Panhandle</td>
<td>Rural Medium Density</td>
</tr>
<tr>
<td>Sepopa Fishing Camp</td>
<td>NG/10</td>
<td>Panhandle</td>
<td>Rural Medium Density</td>
</tr>
<tr>
<td>Kwando Lagoon</td>
<td>NG/16</td>
<td>Okavango Core North</td>
<td>Remote Wild</td>
</tr>
<tr>
<td>Dumatau</td>
<td>NG/15</td>
<td>Okavango Core North</td>
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</tr>
<tr>
<td>Savuti</td>
<td>NG/15</td>
<td>Okavango Core North</td>
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</tr>
<tr>
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<td>NG/15</td>
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<td>Remote Wild</td>
</tr>
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<td>Linyanti Tented Camp</td>
<td>NG/15</td>
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<td>Remote Wild</td>
</tr>
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<td>Kwando Lodge</td>
<td>NG/14</td>
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<td>Remote Wild</td>
</tr>
<tr>
<td>Ivory Hunting Camp</td>
<td>NG/32</td>
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<td>Remote Wild</td>
</tr>
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<td>Stanley's Camp</td>
<td>NG/32</td>
<td>Okavango Core</td>
<td>Remote Wild</td>
</tr>
<tr>
<td>Gorokwe</td>
<td>NG/32</td>
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<td>Remote Wild</td>
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<tr>
<td>Chetabi South</td>
<td>NG/31</td>
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</tr>
<tr>
<td>Rann</td>
<td>NG/30</td>
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</tr>
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<td>Remote Wild</td>
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</tr>
<tr>
<td>Xudum</td>
<td>NG/29</td>
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<td>Remote Wild</td>
</tr>
<tr>
<td>Mombo</td>
<td>NG/28</td>
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<td>Remote Density</td>
</tr>
<tr>
<td>Chief's Camp</td>
<td>NG/28</td>
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<td>NG/28</td>
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<td>Remote Density</td>
</tr>
<tr>
<td>Mboma Boat Station</td>
<td>NG/28</td>
<td>Okavango Core</td>
<td>Remote Low Density Use</td>
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<td>Okavango Core</td>
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<td>NG/28</td>
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</tr>
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<td>Xigera</td>
<td>NG/28</td>
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<td>Wilderness</td>
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<td>Nxabega</td>
<td>NG/27</td>
<td>Okavango Core</td>
<td>Remote Wild</td>
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<td>Delta</td>
<td>NG/27</td>
<td>Okavango Core</td>
<td>Remote Wild</td>
</tr>
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<td>Gunn's Camp</td>
<td>NG/27</td>
<td>Okavango Core</td>
<td>Remote Wild</td>
</tr>
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<td>NG/27</td>
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<td>Abu</td>
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<td>LAC CATEGORY</td>
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<td>----</td>
<td>--------------------</td>
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<tr>
<td>Old-vumbura</td>
<td>NG/23</td>
<td>Okavango Core</td>
<td>Remote Wild</td>
</tr>
<tr>
<td>Duba Plains</td>
<td>NG/23</td>
<td>Okavango Core</td>
<td>Remote Wild</td>
</tr>
<tr>
<td>Vumbura</td>
<td>NG/22</td>
<td>Okavango Core</td>
<td>Remote Wild</td>
</tr>
<tr>
<td>Little Vumbura</td>
<td>NG/22</td>
<td>Okavango Core</td>
<td>Remote Wild</td>
</tr>
<tr>
<td>Shindi</td>
<td>NG/21</td>
<td>Okavango Core</td>
<td>Remote Wild</td>
</tr>
<tr>
<td>Camp Okavango</td>
<td>NG/21</td>
<td>Okavango Core</td>
<td>Remote Wild</td>
</tr>
<tr>
<td>Xugana</td>
<td>NG/21</td>
<td>Okavango Core</td>
<td>Remote Wild</td>
</tr>
<tr>
<td>Tsum Tsum</td>
<td>NG/20</td>
<td>Okavango Core</td>
<td>Remote Wild</td>
</tr>
<tr>
<td>Kwara</td>
<td>NG/20</td>
<td>Okavango Core</td>
<td>Remote Wild</td>
</tr>
<tr>
<td>Modumo Lodge</td>
<td>NG/12</td>
<td>Okavango Core</td>
<td>Remote Wild</td>
</tr>
<tr>
<td>Mankwee</td>
<td>NG/43</td>
<td>Moremi East</td>
<td>Remote Wild</td>
</tr>
<tr>
<td>Shandereka</td>
<td>NG/34</td>
<td>Moremi East</td>
<td>Remote Wild</td>
</tr>
<tr>
<td>Starlin's Camp</td>
<td>NG/34</td>
<td>Moremi East</td>
<td>Remote Wild</td>
</tr>
<tr>
<td>Santawani</td>
<td>NG/33</td>
<td>Moremi East</td>
<td>Remote Wild</td>
</tr>
<tr>
<td>Khwai River Lodge</td>
<td>NG/19</td>
<td>Moremi East</td>
<td>Remote Wild</td>
</tr>
<tr>
<td>Maun Lodge</td>
<td>NG/36</td>
<td>Maun</td>
<td>Medium Density Leisure</td>
</tr>
<tr>
<td>Riley's Hotel</td>
<td>NG/36</td>
<td>Maun</td>
<td>Medium Density Leisure</td>
</tr>
<tr>
<td>Maduo Lodge</td>
<td>NG/36</td>
<td>Maun</td>
<td>Medium Density Leisure</td>
</tr>
<tr>
<td>Sedie Hotel</td>
<td>NG/36</td>
<td>Maun</td>
<td>Medium Density Leisure</td>
</tr>
<tr>
<td>Alfa Lodge</td>
<td>NG/36</td>
<td>Maun</td>
<td>Medium Density Leisure</td>
</tr>
<tr>
<td>Alfa Lodge</td>
<td>NG/36</td>
<td>Maun</td>
<td>Medium Density Leisure</td>
</tr>
<tr>
<td>Island Safari Lodge</td>
<td>NG/36</td>
<td>Maun</td>
<td>Medium Density Leisure</td>
</tr>
<tr>
<td>Okavango River Lodge</td>
<td>NG/36</td>
<td>Maun</td>
<td>Medium Density Leisure</td>
</tr>
<tr>
<td>Crocodile Camp</td>
<td>NG/36</td>
<td>Maun</td>
<td>Medium Density Leisure</td>
</tr>
<tr>
<td>Audi Camp</td>
<td>NG/36</td>
<td>Maun</td>
<td>Medium Density Leisure</td>
</tr>
<tr>
<td>Marina's Backpackers</td>
<td>NG/36</td>
<td>Maun</td>
<td>Medium Density Leisure</td>
</tr>
<tr>
<td>Maun Rest Camp</td>
<td>NG/36</td>
<td>Maun</td>
<td>Medium Density Leisure</td>
</tr>
<tr>
<td>Bukakhwe Camp</td>
<td>NG/12</td>
<td>Far North</td>
<td>Remote Wild</td>
</tr>
<tr>
<td>Discovery Bed And Breakfast</td>
<td>NG/35</td>
<td>Chobe Link</td>
<td>Rural (Low Density)</td>
</tr>
</tbody>
</table>
4 Functional Requirements

This section outlines the functional requirements for the database system to support the Tourism Information Management System. Four phases are proposed, of which the greatest detail is outlined for the first three phases on 1) improved data capture and management, 2) data sharing, analysis and reporting and 3) improved access and updating. This is due to the uncertainty over which aspects of the tourism master plan will be implemented, the impact of the proposed CBRNM policy on the participation of communities and the ability for Botswana to continue to market consumptive use of elephants under CITES regulations.

Proposed phased approach to integration

1. Improved Data Capture and Management – focusing on the key leverage point from citizen empowerment and LAC linking compliance with approval and renewals of tourism enterprise licenses, district level pilot
   
   a. Data Sharing, Analysis and Reporting – HOORC, BioOkavango of tourism specific data
   
   b. Improved Access and Updating – communication infrastructure of tourism specific data
   
   c. Increased Data Integration with other sectors – CBOs, Private Sector, Government Departments

4.1 Data Capture and Management Phase

Goal: Capture and management of essential tourism related data to provide a factual basis for decisions relating to sustainable tourism in the Okavango Delta.

Objective(s):

1. To populate and maintain a district level tourism master database as the basis for ‘knowledge based’ tourism information management system (TIMS);

2. To utilize the TIMS system for capturing data on the establishment and status of all categories of enterprise licenses in the ODRS;

3. To be able to provide in a timely manner, essential data on:
   
   - The number and types of tourism enterprises in the ODRS;
   
   - The monthly accommodation statistics for these enterprises;
   
   - The status of tourism enterprise license in a checklist format for each enterprise;
   
   - The expectation and level of satisfaction with the enterprises as reported by the visitors to the ODRS;
   
   - The fees and royalties received and outstanding for enterprises in the ODRS

4. To produce in a timely manner reports summarizing the information noted above;
5. To assist in the long-term coordination and integration of tourism enterprise licensing.

4.1.1 Indicators

As noted in the situation analysis, no Delta wide data is being routinely captured and managed to provide a ‘knowledge based’ assessment of the sustainability of tourism in the ODRS. Therefore a simple set of indicators is proposed based on the functional requirements of the tourism database. A total of ten indicators covering developmental and social aspects of sustainability, with an additional set of environmental numbering to no more than eleven, depending on location are proposed for capture during this phase of development.

<table>
<thead>
<tr>
<th>Indicator Type</th>
<th>Indicator</th>
</tr>
</thead>
<tbody>
<tr>
<td>Developmental</td>
<td>Number of visitors to enterprises – based on accommodation statistics to be compared against number of visitors entering through gates and airport.</td>
</tr>
<tr>
<td></td>
<td>Number of enterprises by category type</td>
</tr>
<tr>
<td></td>
<td>Number of enterprises established by category on an annual basis to indicate trends in development.</td>
</tr>
<tr>
<td></td>
<td>Amount of royalties and levies paid on annual basis</td>
</tr>
<tr>
<td></td>
<td>Number of visitors whose expectations for visiting the Delta matched their experience.</td>
</tr>
<tr>
<td>Social (Citizen Empowerment)</td>
<td>Number and percentage of citizen shareholders</td>
</tr>
<tr>
<td></td>
<td>Number of citizen employees compared to total employees</td>
</tr>
<tr>
<td></td>
<td>Number of citizens by gender and job category</td>
</tr>
<tr>
<td></td>
<td>Number of enterprises with social responsibility initiatives</td>
</tr>
<tr>
<td></td>
<td>Amount and percentage procurement from locally owned operations</td>
</tr>
<tr>
<td>Environmental (Biophysical and Visitor Experience from LAC)</td>
<td>LAC indicators vary by zone and location in the ODRS. Refer to LAC section for indicators by zone.</td>
</tr>
</tbody>
</table>

4.1.2 Technical Requirements

The technical requirements for implementation of this phase of TIMS development are:

<table>
<thead>
<tr>
<th>Requirement</th>
<th>Input</th>
</tr>
</thead>
<tbody>
<tr>
<td>Who – (is responsible)</td>
<td>The Department of Tourism has overall responsibility for implementing the TIMS, it has been proposed they will provide information to the Tourism Oversight Committee coordinated by the PMC. The Land Board presently organizes inspections for the concessions in the CHAs. The Northwest District Council cooperates with the DoT and Landboard in organizing enterprise license compliance inspections.</td>
</tr>
<tr>
<td>Where -</td>
<td>The TIMS is a district based pilot activity Inspections will be conducted at the lodge sites in the Delta.</td>
</tr>
<tr>
<td>When - (timing)</td>
<td>Inspections are conducted on an annual basis Quarterly ‘State of Tourism in the Delta’ reports are to be provided to the Tourism Oversight Committee coordinated by the PMC.</td>
</tr>
<tr>
<td>What – (is captured)</td>
<td>See functional requirements, database structure and indicators.</td>
</tr>
</tbody>
</table>
4.1.3 Reporting Requirements

[Note: Final confirmation of reporting outputs has not been completed with the Department of Tourism]

If the information outlined above is captured in the database, the following standard reports may be produced suggest in the form of a "State of Tourism in Ngamiland Quarterly Report" to be produced by the Department of Tourism District Office:

4.1.3.1 ANNUAL REPORT TABLE OF CONTENTS

1. Annual Ngamiland Tourism Enterprise Directory – including contacts, amenities, services, activities and camping details as per earlier directory output (see attached document). Classified by range of accommodation – hotels, lodges, concession lodges, etc. (Confirm how this is to be classified, propose by category A,B,C,D, future categorization by Tourism Development Area (TDA))

2. District Visitor Statistics – captured as per DoT form, summarized by lodge, country of origin of visitor, need to include means to classify type of tourist (overland, self-drive, fly-in) by association with lodge type. (Note: Employment, wages and salaries, turnover figures need to be confirmed (DoT - Gaborone) if these are being supplied or required on this form)

   a. Quarterly Reporting - Number of enterprises reporting out of total licensed in Ngamiland per quarter

   b. Automated reminder letter generated on Department of Tourism letterhead requesting information to be provided and requirements as per license.

3. ODRS Visitor satisfaction – captured as per forms and summarized to show total number of reports classified by level of satisfaction.

4. District Licensing Results

   a. Number of enterprises inspected during the year

   b. Level of citizen empowerment by categories

   c. Number of enterprises meeting LAC minimum standards out of total enterprises inspected

5. Scoring based on standards (Scorecard)

   a. Development standards

   b. Empowerment criteria

   c. Environmental indicators

4.1.3.2 QUARTERLY REPORT TABLE OF CONTENTS

District Visitor Statistics – captured as per DoT form, summarized by lodge, country of origin of visitor, need to include means to classify type of tourist (overland, self-drive, fly-in) by association with lodge type. (Note: Employment, wages and salaries, turnover figures need to be confirmed (DoT - Gaborone) if these are being supplied or required on this form)
1. Quarterly Reporting - Number of enterprises reporting out of total licensed in Ngamiland per quarter

2. Licensing and inspections
   a) Permits or endorsements on enterprise license held
   b) Permits due to expire in next 3 months
   c) Issues or comments from application approval to be tracked as part of inspections:
      1. Development standards
      2. Empowerment criteria
      3. Environmental indicators
   d) Issues or comments from inspections to be tracked as part of subsequent inspections:
      1. Development standards
      2. Empowerment criteria
   e) Environmental indicators

4.1.3.3 Access and Communication Infrastructure

The first phase of development is designed around the current communication infrastructure and level of access available to the Department of Tourism in Maun. Access is currently through dial-up connections which are largely unreliable. The ability to download and share large files does not exist. There is no connectivity to the government wide area network. Most private tour operators have access to the Internet through either broadband connection provided by local service providers or individual satellite access.

Due to the unreliable level of Internet access the initial deployment will be a standalone desktop system based in the Department of Tourism’s Maun office. This system will have user access privileges defined so that individuals are limited to either view only user rights of exiting data or have privileges for adding, editing and updating data.

4.1.4 Institutional Requirements

As noted earlier, a district level tourism oversight mechanism composed of the government and private sector representatives is proposed to ensure improved performance in monitoring of tourism enterprise licensing. This group is recommended to meet on a quarterly basis. Output from the meetings should be in the form of a Quarterly State of Tourism in Ngamiland report with information that is populated utilizing data from the TIMS.

Training requirements are anticipated to be minimal other than assistance in utilization of the database. A paper based, digital and / or online help system in the use of the database system will be provided to assist in maintaining knowledge in the use of the database system.
4.1.5 Geo-Spatial Inputs

Development of the tourism master plan involved spatial data capture utilizing participatory planning techniques with CBOs and the private sector. Analysis of this information followed to a certain degree the Conservation Development Framework (CDF) utilized by SANParks in South Africa. Two outputs from the analysis were prepared:

1. The Limits of Acceptable Change Map indicating the location of ten zones or overlays defining areas to be monitored utilizing indicators and standards developed through a highly consultative process.

2. Tourism Development Areas Map indicating the five proposed TDAs to differentiate tourism markets within the ODRS. Tabular data associated with this data layer includes an updated attribute table of the current tourism lodges in the Delta. The information was validated through the participatory planning process by the CBOs and private sector.

These are the only two new datasets that were developed through the planning process. The base data utilized was provided from the HOORC. The datasets are documented utilizing current ISO metadata standards and provided back to HOORC for incorporation into the ODIS database management system.

Follow-up spatial data management and analysis is not anticipated to be necessary, but a means to query the maps in order to understand the proposed planning or monitoring requirements is necessary. This will be achieved through the production of portable map file documents that can be circulated with relevant data for query and viewing by users.

4.2 Data Sharing, Analysis and Reporting – HOORC, BioOkavango of tourism specific data

Goal: Improved understanding of the actual impacts of tourism on the Okavango Delta and tourism’s contribution to economic diversification in the Ngamiland.

Objective(s):

1. To have data available for more detailed analysis and reporting on specific tourism related issues in the ODRS;

2. To contribute to an enhance knowledge and understanding of the tourism sector in the ODRS;

3. To provide input into progress in implementation of the Tourism Master Plan and other district planning documents;

4. To contribute tourism specific data in support of integrated analysis and reporting in the ODRS.
4.2.1 Indicators

The indicators remain the same as for the first phase of development of the TIMS.

4.2.2 Technical Requirements

The technical requirements for this phase relates to the specification and documentation of data to begin to support dynamic data use. These include documenting:

- Access – open access (Conservation Commons)
- Sharing – file formats and standards
- ISO, FGDC, WTO metadata standards
- Database architecture
- Data naming conventions - catalog
- Updating procedures

4.2.3 Reporting Requirements

Increased sharing of tourism specific data is envisioned to enhance an understanding of tourism’s impact on the ODRS and its contribution to economic diversification. This will most likely be reported on through specialized reports that utilize DoT data from the TIMS system. The outline of these reports cannot be predicted, but it is anticipated they would reflect greater integration of environmental, social and development factors required for understanding sustainable tourism.

4.2.3.1 Access and Communication Infrastructure

It is unclear when technical improvements to the communication architecture will be made in Ngamiland. Until there is an upgrading of the system, specifically improving internet access for DoT, the system will remain a desktop based stand-alone or office networked system.

4.2.4 Institutional Requirements

The institutional requirements include the development of some technical oversight mechanism to oversee data sharing. This role under the ODMP was the responsibility of HOORC.

<table>
<thead>
<tr>
<th>Institution</th>
<th>Responsibility</th>
</tr>
</thead>
<tbody>
<tr>
<td>Stakeholder sectors including government</td>
<td>Data collection and capture</td>
</tr>
<tr>
<td>Private sector</td>
<td>Technical assistance</td>
</tr>
<tr>
<td>Research</td>
<td>Technical oversight, data analysis and synthesis</td>
</tr>
<tr>
<td>ODMP</td>
<td>Communication, reporting and integration</td>
</tr>
</tbody>
</table>
5 Database Description and Workflow to Manage Tourism Enterprise Development in Ngamiland

5.1 Introduction

The pilot Tourism Information Management System (TIMS) is developed to assist the workflow of the district tourism office. When populated with updated data on existing enterprises it will be able to provide information noted in the Ngamiland Tourism Development Plan on enterprises, products, activities and services. It will support data capture requirements for information that is required at a national level on enterprises and accommodation statistics. It will support district specific requirements unique to Ngamiland relating to the limits of acceptable change in the ODRS as well as beginning to assess steps to incorporating the elements of citizen empowerment proposed for each of the TDAs in the development plan.

In order to achieve this, it is recommended that the proposed incorporation of citizen empowerment and LAC requirements under the Tourism Enterprise License are implemented as a matter of high priority. This will provide the institutional and regulatory incentives to actively use the TIMS to support monitoring and implementation of the tourism development plan.

In addition to the recommendation for including citizen empowerment and LAC under the enterprise license, it is recommended that the Ngamiland District Project Management Committee working with representatives of the tourism industry is requested to provide oversight responsibilities to application approval, license renewal and monitoring of tourism development in Ngamiland. This expansion on the recommendation for the PMC to assist in providing oversight to the coordination of the inspections of tourism enterprises, that is based on the need to ensure that tourism continues to provide opportunities for economic diversification in Botswana and maintains Ngamiland’s position as home to the flagship tourism product in the KAZA TFCA.

5.2 Workflow

With the recommendations proposed above, the workflow provides brief description of how the TIMS will assist in providing a ‘knowledge based’ approach to tourism development in the ODRS. Figure 2 shows the browser based interface for the TIMS data capture tool. From this screen:

- A new enterprise may be added,
- An existing enterprise’s data updated,
- View an enterprise’s details,
- Enter monthly accommodation statistics,
- Enter inspection details,
- Enter visitor satisfaction, or
- Print reports.
5.2.1 Process Steps

Entering a new enterprise

From the opening screen, a new enterprise may be added utilizing the data capture from the application, or the enterprise information form (Form 1). Figure 3 is for illustrative purposes and does not include all the fields on the form, see the following page for the actual form.

This form has been adapted from the Department of Tourism’s General Information form. This form collects information that is utilized to produce tourism directories.

This form is stored within the database. A blank form can be printed for data capture or the information can be entered through the browser.
Form 1: Enterprise Information

**Instructions:** A district level tourism information management system has been developed as part of the ODMIP Tourism Component to assist in supporting tourism monitoring in Ngamiland. As part of this activity, the district office of the Department of Tourism is updating information on tourism enterprises in the district. Please assist by completing the information requested on the following pages. You may print out and complete this form or capture the information electronically.

<table>
<thead>
<tr>
<th>General Information</th>
</tr>
</thead>
<tbody>
<tr>
<td>Name of Establishment:</td>
</tr>
<tr>
<td>Postal Address:</td>
</tr>
<tr>
<td>Town:</td>
</tr>
<tr>
<td>Region:</td>
</tr>
<tr>
<td>Physical Location:</td>
</tr>
<tr>
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</tr>
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<td>Fax:</td>
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<td>Mobile:</td>
</tr>
<tr>
<td>E-mail:</td>
</tr>
<tr>
<td>Web Site:</td>
</tr>
<tr>
<td>Tourism Enterprise License Number:</td>
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</table>

<table>
<thead>
<tr>
<th>Rooms and Restaurants</th>
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<tbody>
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<td>Number of Bed spaces:</td>
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<td>Double Room Rate:</td>
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<td>Number of Restaurants:</td>
</tr>
<tr>
<td>Total Restaurant seating capacity:</td>
</tr>
<tr>
<td>Number of Bars:</td>
</tr>
<tr>
<td>Total Bar seating capacity</td>
</tr>
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</table>

<table>
<thead>
<tr>
<th>Employees</th>
</tr>
</thead>
<tbody>
<tr>
<td>Number of Permanent Male employees:</td>
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<tr>
<td>Number of Permanent Female employees:</td>
</tr>
<tr>
<td>Number of Employees Trained Hospitality:</td>
</tr>
<tr>
<td>Number of Employees Trained in Tourism:</td>
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</table>

<table>
<thead>
<tr>
<th>Casino And Sporting</th>
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<tbody>
<tr>
<td>Black Jack Tables:</td>
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<tr>
<td>American Roulette Tables:</td>
</tr>
<tr>
<td>Poker Tables:</td>
</tr>
<tr>
<td>Slot Machines:</td>
</tr>
<tr>
<td>Golf Course:</td>
</tr>
<tr>
<td>Gymnasium:</td>
</tr>
<tr>
<td>Swimming:</td>
</tr>
<tr>
<td>Facilities:</td>
</tr>
<tr>
<td>Tennis Courts:</td>
</tr>
<tr>
<td>Squash:</td>
</tr>
<tr>
<td>Other Sports:</td>
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</tbody>
</table>

<table>
<thead>
<tr>
<th>Yes</th>
<th>No</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
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</tbody>
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### Amenities and Services

<table>
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<th>Service</th>
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<th>No</th>
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<tbody>
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<td>Airport Transfer</td>
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<tr>
<td>Travel reservations</td>
<td></td>
<td></td>
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<tr>
<td>Vehicle rental</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Vehicle washing</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Children's recreational</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Cribs and high chairs</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Colour television</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Credit card facilities</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Daily Newspapers</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Doctor on call</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Dentist/Hyge on call</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Same day laundry</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Excursions or Safaris</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Foreign Exchange</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Secure Parking</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Air-conditioned rooms</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Radio in rooms</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Refrigerator in rooms</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Disabled facilities</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Beauty salon</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Information desk</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Mail services</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Business centre</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Photocopy service</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Safety deposit boxes</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Gift shop</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Fax services</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Roll away Beds</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Banking facilities</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Other amenities and services</td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

### Activities and Camping

<table>
<thead>
<tr>
<th>Activity</th>
<th>Yes</th>
<th>No</th>
</tr>
</thead>
<tbody>
<tr>
<td>Bird watching</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Game Drives</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Boat Trips</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Walking Trails</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Rafting</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Hiking</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Canoeing (Mokoros)</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Fishing</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Camping facilities</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Capacity of campsite</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Facilities for campers</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Are reservation required for camping</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Other activities</td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

### Banqueting and Conference Facilities

<table>
<thead>
<tr>
<th>Facility</th>
<th>Yes</th>
<th>No</th>
</tr>
</thead>
<tbody>
<tr>
<td>Number of conference rooms</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Total conference room seating capacity</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Number of banqueting halls</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Total banqueting hall seating capacity</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Film Projector</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Slide projector</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Overhead Projector</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Lectern</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Portable amplifier</td>
<td></td>
<td></td>
</tr>
<tr>
<td>PA system</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Marker Boards Flip Charts</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Television</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Video Recorder</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Tape Recorder</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Spotlights</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Stage</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Secretarial Services</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Translation Facilities</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Telephone Points</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Fax services</td>
<td></td>
<td></td>
</tr>
</tbody>
</table>
5.2.1.1 Monthly Accommodation Statistics

Monthly accommodation statistics are required but presently inconsistently reported at the district or national level. Without this information, it is quite difficult to accurately report on impact due to tourism. A facility has been provided to allow operators to capture the accommodation electronically in a spreadsheet which can be automatically loaded into the DoT central TSA system if forwarded to the offices in Gaborone. It is not clear why this is not being done.

In order to attempt to report on tourism use levels in Ngamiland, a similar facility to the one used by central offices is included in TIMS. It is recommended that requirement for enterprises to provide monthly accommodation statistics is pursued at both the district and central levels through written reminders and linkages to the renewal of inspection permits. The DoT needs to follow-up these reminders with demonstrated use of the information provided by the enterprises. This is proposed to be done with quarterly reports to the PMC and tourism representatives oversight group at the district level.

5.2.1.2 Integrated Checklist for Inspection

Once an enterprise is entered in TIMS, the license issue and expiry date will be used to determine when an inspection should be scheduled. The system has the ability to list all enterprises whose licenses will expire within the next three months. A blank integrated inspection list can be printed to take out to the enterprise for recording information during the inspection. Form once the information is captured in the field it can be entered into TIMS for tracking. The existing information can be used on subsequent annual inspection to follow-up on outstanding issues from previous inspections. Figure 4 and 5 illustrate the new citizen empowerment and LAC screens in TIMS.

Figure 4: Citizen Empowerment Inspection Input Screen

Tourism Information Management System
A Pilot District Level Database in Support Tourism Development in the Okavango Delta Region Site

- Non-Res
- Add Enterprise
- Add Facilities
- Add Value extinction
- Add Construction
- Add Activities & Camping
- Add Amenities & Services
- Add Mobility
- Accommodation Statistics
- Add Inspector Checklist
- Edit Enterprise
- Edit Facilities
- Edit Visitor Satisfaction
- Edit Construction
- Edit Activities & Camping
- Edit Amenities & Services
- Edit Accommodation Statistics
- Edit Inspector Checklist
- View Enterprise
- View Report

Enter Citizen Empowerment Details for an Enterprise

Enterprise Name:
Number of Citizen Share Holders:
Percentage of Citizen Share Holders:
Number of Employees:
Number of Permanent Employees:
Number of Male Employees:
Number of Female Employees:
Number of Employees Trained in Hospitality:
Number of Citizen Employees:
Number of Male Citizen:
Number of Female Citizen:
Employment Equity:
Citizen Employees Positions held (Enter total number per position e.g. 2 or 0)
Male:
Female:

Procurement:
Total amount of money spent in procuring local goods from local companies in Pula:
What percentage is this of your total procurement?
Social Responsibilities:

Department of Tourism & North West District Council
<table>
<thead>
<tr>
<th>1. Reception Area</th>
<th>YES/NO</th>
<th>Observations</th>
</tr>
</thead>
<tbody>
<tr>
<td>- Receptionist Available</td>
<td>□ □</td>
<td></td>
</tr>
<tr>
<td>- Is staff neatly uniformed with name tags</td>
<td>□ □</td>
<td></td>
</tr>
<tr>
<td>- Are walls, ceiling, carpet clean and in good condition</td>
<td>□ □</td>
<td></td>
</tr>
<tr>
<td>- Is general appearance of the area tidy</td>
<td>□ □</td>
<td></td>
</tr>
<tr>
<td>- Erection of sign to direct guest to reception area</td>
<td>□ □</td>
<td></td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>2. Medical Facilities</th>
<th>YES/NO</th>
<th>Observations</th>
</tr>
</thead>
<tbody>
<tr>
<td>- Is there a provision of first aid kit</td>
<td>□ □</td>
<td></td>
</tr>
<tr>
<td>- Status of supply (adequate or inadequate)</td>
<td>□ □</td>
<td></td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>3. Entrance and Lobby</th>
<th>YES/NO</th>
<th>Observations</th>
</tr>
</thead>
<tbody>
<tr>
<td>- Are there fire extinguishers/or other approved methods</td>
<td>□ □</td>
<td></td>
</tr>
<tr>
<td>- Is service record up to date</td>
<td>□ □</td>
<td></td>
</tr>
</tbody>
</table>
- Are there facilities for wheel chair users
- Are elevators working
- Is the lobby well lit
- Fire escape facilities indicated by prominent notices

4. Bedrooms
- Are mattresses firm
- Is good linen used
- Electric lighting and electricity outlet provided
- Electric lighting switch situated close to the bed
- Lighting fixtures in good repair
- Are ice jugs, glasses available
- Waste paper basket provided
- Luggage rages provided
- Is ventilation adequate/inadequate

5. Bathrooms
- Is lighting adequate and lighting fixtures in good conditions
- Is general appearance, cleanliness of walls and ceiling good
- At least one bathroom and a toilet for every 8 beds which are not served by a private bathroom
- Hot and cold water provided
- Baths constructed with impervious material up to a height of 180cm, clean and free from chips
- Mirrors, wash basins clean and in good condition
- Are shower curtains, clips and rods in good condition
- Are there adequate bath towels, hand towels, wash cloth
- Is bathroom free from odour
- Toilet pans provided with lids and seats
- Provisions of toilet paper dispenser and suitable sanitary disposal in female toilet
- Fly screen in openable windows

6. Bar and Lounge

- Are uniforms being worn by staff members, clean
- Is furniture in good conditions
- Are washing facilities for glassware adequate and is a sanitiser used, hot and cold water provided
- Is there a fire extinguisher in the area
- Provision for storing glasses
- Ashtrays provided

7. Kitchen

- Does staff have valid food handlers certificates
- Is staff attire provided and appropriate
- Are food handlers observing standard food preparation regulations (no smoking eating etc)
- Pantries wall tiles to height not less than 180 cm
- Separate wash hand basin with splash-back for the preparation of food
- Separate wash hand basin hot and cold water for use by staff
- Furniture tops and shelving of stainless steel or other impervious material
- External openings fly screened
- Adequate ventilation. Hot air fumes disposed of appropriate means
- No chipped or damaged utensils
- Impervious and graded, drained and coved corners
- Free from rodents and other vermin

- Are grease traps flushed daily

DEPARTMENT OF TOURISM & NORTHWEST DISTRICT COUNCIL

YES/NO
8. Dining Rooms

- Menu cards provided and clean
- Are walls, ceiling and floor areas clean and in good conditions
- Is cutlery/glassware spotless and without chips
- Air conditioner/rotating fans functional
- Staff members neatly attired in uniform
- Tooth picks available
- Is furniture in good conditions
- Adequate ventilation
- Where no air conditioners, are external openings fly screened

9. Food storage facilities

- Are refrigerators in good conditions
- Is correct temperature maintained
- Is there adequate air circulation
- Are storage facilities adequate
- Are floors, walls and shelves clean
- Are racks or platforms high enough to permit cleaning
- Is the area rodent/insect free
- Receivable area floor clean, free from debris, food inspected
- The moved promptly to storage areas, any evidence of rodents insects

YES/NO
10. Garbage Disposal Area

- Is there a provision for disposal of waste
- Is garbage container clean
- Is the area free from insects/rodents
- Final disposal?

11. Public Cloakrooms

- Urinal of stainless steel or other impervious material
- Toilet pan with lid, toilet paper dispenser bolted/locking doors
- Wash hand basin with hot/cold water running
- Mirror of 60 x 80 cm and shelf
- Hand drying facilities, hooks for garments
- Adequate lighting and ventilation
- A chair or stool in ladies toilets
- A suitable form of sanitary disposal in ladies toilets
- Is there adequate supply of toiletries

12. Limits of Acceptable Change (If required for the LAC Zone)

- Are Inorganic Water variables being monitored
- Are Organic Water variables being monitored
- Are Soil and Terrestrial variables being monitored
- Are Air and Aerial variables being monitored
- Are Avian and Heronries being monitored
- Are cultural variables being monitored
- Are noise variables being monitored
- Are tourist encounters being monitored
- Are wildlife variables being monitored
- Are visitor experience variables being monitored

13. Citizen Empowerment
- Number of citizen shareholders
- Percentage citizen shareholders
- Number of employees
- Number of permanent employees
- Number of male employees
- Number of female employees
- Number of employees trained in hospitality
- Number of citizen employees
- Number of male citizen employees
- Number of female citizens employees

14. Employment Equity

- Citizen employment positions

<table>
<thead>
<tr>
<th></th>
<th>Management</th>
<th>Kitchen</th>
<th>House keeping</th>
<th>Maintenance</th>
<th>Guide</th>
<th>Driver</th>
</tr>
</thead>
<tbody>
<tr>
<td>Male</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Female</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

- Non-Citizen employment positions

<table>
<thead>
<tr>
<th></th>
<th>Management</th>
<th>Kitchen</th>
<th>House keeping</th>
<th>Maintenance</th>
<th>Guide</th>
<th>Driver</th>
</tr>
</thead>
<tbody>
<tr>
<td>Male</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Female</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

15. Local Procurement

- Total amount spent on local goods or citizen companies
- What percentage is this of total procurement

16. Social Responsibility

- Do you have social responsibility initiatives / programmes
- What amount is spent on SRI / programmes
5.2.2 Visitor Satisfaction (Expectations / Experience)

As noted in the tourism development plan and limits of acceptable change section, measurement of visitor satisfaction is one means to ensure that the tourism experience in the ODRS continues to meet the expectations visitors had when they planned their trips. Visitor experience to expectation is captured by form and entered into TIMS through the visitor satisfaction screen. The visitor experience form is based on the largely hotel centric Botswana Tourism Board’s visitor satisfaction form adapted to meet the needs of Ngamiland.

**Tourism Information Management System**

![Tourism Information Management System](image)

<table>
<thead>
<tr>
<th>Main Menu</th>
<th>Click here to download the Visitor Experience Expectation</th>
</tr>
</thead>
<tbody>
<tr>
<td>Add Enterprises</td>
<td>![Select]</td>
</tr>
<tr>
<td>Add Activities &amp; Camping</td>
<td>![Select]</td>
</tr>
<tr>
<td>Add Amenities &amp; Services</td>
<td>![Select]</td>
</tr>
<tr>
<td>Add Monthly</td>
<td>![Select]</td>
</tr>
<tr>
<td>Accommodation Statistics</td>
<td>![Select]</td>
</tr>
<tr>
<td>Add Inception Checklist</td>
<td>![Select]</td>
</tr>
<tr>
<td>Edit Inception</td>
<td>![Select]</td>
</tr>
<tr>
<td>Exit Facilities</td>
<td>![Select]</td>
</tr>
<tr>
<td>Exit Visitor Satisfaction</td>
<td>![Select]</td>
</tr>
<tr>
<td>Exit D Hyde IPP</td>
<td>![Select]</td>
</tr>
<tr>
<td>ExitActivities &amp; Camping</td>
<td>![Select]</td>
</tr>
<tr>
<td>Edit Amenities &amp; Services</td>
<td>![Select]</td>
</tr>
<tr>
<td>Exit Monthly</td>
<td>![Select]</td>
</tr>
<tr>
<td>Accommodation Statistics</td>
<td>![Select]</td>
</tr>
<tr>
<td>Exit Inception Checklist</td>
<td>![Select]</td>
</tr>
<tr>
<td>View Inception</td>
<td>![Select]</td>
</tr>
<tr>
<td>Exit Facilities</td>
<td>![Select]</td>
</tr>
</tbody>
</table>

Figure 5: Visitor Experience Screen

Blank data capture forms can be printed out from the system. As this form is specific to Ngamiland, it currently is not captured or stored within the Department of Tourism. The means for distributing and capturing this information, either through the lodges or by survey need to be discussed and agreed upon. This form in its electronic form could be used to capture information online, once the Department migrates to an online system. The form is included on the following pages.
Dear Guest, Thank you for choosing Botswana as your holiday destination. We hope you enjoyed your stay and look forward to welcome you in the near future. We value your feedback, which helps us to improve our service delivery in Botswana. Could you please take a couple of minutes of your valuable time, complete the following questionnaire:

**Enterprise Name:**

<table>
<thead>
<tr>
<th>Tangibles: Appearance facilities, equipment</th>
</tr>
</thead>
<tbody>
<tr>
<td>My expectation of this Enterprise</td>
</tr>
<tr>
<td>Game drive experience</td>
</tr>
<tr>
<td>Mokoro trips on Delta.</td>
</tr>
<tr>
<td>Motorised boat trips on Delta.</td>
</tr>
<tr>
<td>Guided nature walks with field guide.</td>
</tr>
<tr>
<td>Game viewing.</td>
</tr>
<tr>
<td>Wetland game viewing and bird watching.</td>
</tr>
<tr>
<td>Seeking sightings of the &quot;Big Five&quot;.</td>
</tr>
<tr>
<td>Bird watching.</td>
</tr>
<tr>
<td>Game lodge experience</td>
</tr>
<tr>
<td>Food and cuisine at lodges</td>
</tr>
</tbody>
</table>

DEPARTMENT OF TOURISM & NORTH WEST DISTRICT COUNCIL
Cultural experiences with local people / or at lodges

Arrival and checking

Air transfers between lodges

Interaction with safari staff.

EXPERIENCES

a. What were the two BEST experiences you had during your trip to the Okavango Delta? Please enter them below

1) 

2) 

b. What were the two WORST experiences you had during your trip in Moremi?

1)
5.3 Documents Provided by District Authorities Requiring Permits or Licenses to Operate a Tourism Enterprise

The following authorities submitted their requirements where possible in the form of a checklist for consideration of the creation of a district wide integrated checklist to facilitate the coordination and streamlining of tourism enterprise licensing. See section 2.6.3.

- Department of Tourism
- Tawana Land Board
- Department of Civil Aviation
- Department of Water Affairs
- Department of Immigration
Section 5 – Revised Draft Final

Tourism Implementation Programme

Prepared for:

North West District Council
Private Bag 01
Maun, Botswana
Department of Tourism
P.O. Box 439
Maun, Botswana

Natural Resources & People
Robford Tourism
P.O. Box 1761
Gaborone
Botswana.

April 2007
Contents

1 NGAMILAND TOURISM IMPLEMENTATION PROGRAMME ......................................................... 1
   1.1 INTRODUCTION ............................................................................................................. 1
   1.2 USING THE IMPLEMENTATION PROGRAMME .......................................................... 2
1 Ngamiland District Tourism Implementation Programme

1.1 Introduction

The implementation programme is developed by integrating the strategic interventions with the spatial tourism development planning that is guided by the higher level of the strategic framework (refer to section 1.6, Implementing the Strategic Framework). The implementation plan is the tool proposed to be used by the implementing partners to direct and monitor tourism development in Ngamiland.

[Diagram showing Strategic Framework and Spatial tourism development planning]

Figure 1: Inputs to the Implementation Plan

Figure 1 illustrates a tabular format from the strategic framework and a map-based or spatial format from the tourism development planning. The resulting output is presented in tabular format, although the tables were produced in a structure that would allow future map-based tracking of progress of plan implementation.

The Ngamiland Tourism Development Plan is a long-term thirty-year planning document. Many of the proposed interventions and activities may not take place until suitable political will and enabling conditions are demonstrated. The implementation programme therefore does not presently include specific details for actual implementation relating to duration and costs as these may change dramatically by the time the activities are endorsed or planned for in district level planning documents.

The implementation programme presents in tabular format the goals, strategic objectives and strategic interventions from the strategic framework. These are followed by the recommended activities from the spatial planning documents for the individual TDAs. Reference is then made to the specific location of the activity in a TDA or in some cases applies to all TDAs. The institution responsible for the activity and any development partners follow for each activity. The priority specified for the intervention in the TDA planning documents and the recommended phasing follow in the next two columns. Many activities are integrated and depend on a decision to, for example, develop an ecotourism park, therefore the timing of many activities is dependent on preceding activities taking place. Inputs are proposed, but not detailed as more information will be needed from detailed follow-on planning documents, although references to section detailing the activities in the documents are included.
1.2 Using the Implementation Programme

The implementation programme is seen as a working document to support management and monitoring of the activities proposed in the Ngamiland Tourism Development Plan. It will require updating and adjusting based on the preferences of the stakeholders and changes in priorities for development within the district. The version presented in the following tables is informed by the consultants responsible for the development of the ODMP Tourism Component and is largely indicative. Once the Tourism Development Plan is approved and implementation begins, greater detail can be incorporated into the document.

The implementation programme may be best utilized as an electronic document as it has been developed to facilitate sorting by strategic intervention, location, responsible institution or priority. For project management it may be linked or imported to project management software. As an electronic document it can be easily expanded to include addition fields to supporting costing and development of activities proposed in the plan.

It is important that the implementation programme does not lose traction, and suggested that along with the tourism monitoring programme, that the implementation programme is shared and reviewed at the highest level in the district as part of the quarterly meeting with the Project Management Committee (PMC) and the representatives of the tourism industry operating in the district.
<table>
<thead>
<tr>
<th>GOAL 1: TO CONSERVE THE TOURISM RESOURCE BASE OF THE OKAVANGO DELTA.</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Strategic Objective 1.1:</strong> To ensure the effective planning and regulation of tourism in the Okavango Delta.</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Strategic Interventions</th>
<th>Activities</th>
<th>Location/TDA</th>
<th>RESPONSIBILITY</th>
<th>PRIORITY</th>
<th>PHASING</th>
<th>TIMING</th>
<th>INPUTS</th>
<th>REFERENCE</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Strategic Objective 1.1.1:</strong> Compile detailed inventory of tourism resources and attractions</td>
<td>District wide</td>
<td>DoT, PMC - Oversight Group</td>
<td>High</td>
<td>Year 1</td>
<td>Ongoing</td>
<td>Quarterly reports and meetings</td>
<td>Tourism Monitoring Section</td>
<td></td>
</tr>
<tr>
<td><strong>Strategic Objective 1.1.2:</strong> Ensure Maintenance and Accessibility of Ngamiland Tourism Development Manual</td>
<td>District wide</td>
<td>DoT</td>
<td>Medium</td>
<td>Year 3</td>
<td>Ongoing</td>
<td>Consultants</td>
<td></td>
<td></td>
</tr>
<tr>
<td><strong>Strategic Objective 1.1.3:</strong> Ensure Tourism Monitoring Programme is functional with an effective data dissemination system in place</td>
<td>District wide</td>
<td>DoT, PMC - Oversight Group</td>
<td>High</td>
<td>Year 1</td>
<td>Ongoing</td>
<td>Database maintenance and updating</td>
<td>Tourism Monitoring Section</td>
<td></td>
</tr>
<tr>
<td><strong>Form oversight mechanism with Project Management Committee and Tourism Industry Representatives</strong></td>
<td>District wide</td>
<td>Oversight Group – PMC, HATAB, SWMA, BOGA, DoT</td>
<td>High</td>
<td>Year 1</td>
<td>Ongoing</td>
<td>Quarterly meetings</td>
<td>Tourism Monitoring Section</td>
<td></td>
</tr>
<tr>
<td><strong>Strategic Objective 1.1.4:</strong> Ensure systematic and regular planning for the ODRS using adaptive management principles</td>
<td>District wide</td>
<td>ODRS</td>
<td>Medium</td>
<td>Year 3</td>
<td>Ongoing</td>
<td>Assessment of management effectiveness</td>
<td>Limits of Acceptable Change</td>
<td></td>
</tr>
<tr>
<td><strong>Implement recommendations in Tsodilo Hills tourism development plan</strong></td>
<td>Tsodilo</td>
<td>DoT, Tawana Land Board, NWDC</td>
<td>Medium</td>
<td>Year 3</td>
<td>Ongoing</td>
<td>Consultants</td>
<td></td>
<td></td>
</tr>
<tr>
<td><strong>Plan proposed Tsodilo protected area under the guidelines of establishing an integrated Tsodilo and Kaudum protected area / Mahango Game Reserve Transfrontier Conservation Area</strong></td>
<td>Tsodilo</td>
<td>DoT, Tawana Land Board, NWDC, D handful, CBO</td>
<td>Medium</td>
<td>Year 3</td>
<td>Ongoing</td>
<td>Consultants</td>
<td></td>
<td></td>
</tr>
<tr>
<td><strong>Strategic Objective 1.1.5:</strong> Move towards a comprehensive CDF planning approach that incorporates biodiversity and formal conservation sensitivity analysis</td>
<td>District wide</td>
<td>ODRS</td>
<td>Medium</td>
<td>Year 5</td>
<td>Periodic</td>
<td>BioOkavango</td>
<td>Limits of Acceptable Change</td>
<td></td>
</tr>
<tr>
<td><strong>Strategic Objective 1.1.6:</strong> Review of the Controlled Hunting Concessions</td>
<td>District wide</td>
<td>Tawana Land Board, DoT</td>
<td>High</td>
<td>Year 1</td>
<td>Immediate</td>
<td>Consultants - land use planner, tourism planner</td>
<td>Section 1.8.2 ODC TDA</td>
<td></td>
</tr>
<tr>
<td><strong>Extend existing leases for a period of time to review current concession lease framework and CHA boundaries</strong></td>
<td>Okavango Core</td>
<td>Tawana Land Board, DoT</td>
<td>High</td>
<td>Year 1</td>
<td>Immediate</td>
<td>Consultants - land use planner, tourism planner</td>
<td>Section 1.8.2 ODC TDA</td>
<td></td>
</tr>
</tbody>
</table>

**Strategic Objective 1.2:** To minimize the adverse impacts of tourism-related infrastructure and activities on the tourism resource base.

| Strategic Objective 1.2.1:** Undertake effective planning of appropriate infrastructure | All TDA | DoT, Physical Planner, Department of Roads | High | Year 1 | | | | Section 1.8 Maun TDA |

<p>| Maun Tourism Precinct | Maun | DoT, Tawana Land Board, NWDC | Very High | Year 1 | | | |</p>
<table>
<thead>
<tr>
<th>GOALS</th>
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<th>Location / TDA</th>
<th>RESPONSIBILITY</th>
<th>PRIORITY</th>
<th>PHASING</th>
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<td>Strategic Interventions Activities</td>
<td>Identify 'one stop' shopping zone</td>
<td>Maun</td>
<td>DoT, Tawana Land Board, NWDC</td>
<td>Very High</td>
<td>Year 1</td>
<td>Urban design consultant</td>
<td>Section 1.8 Maun TDA</td>
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<tr>
<td></td>
<td>Create tourism hub for Maun</td>
<td>Maun</td>
<td>DoT, Tawana Land Board, NWDC</td>
<td>Very High</td>
<td>Year 1</td>
<td>Urban design consultant</td>
<td>Section 1.8 Maun TDA</td>
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<td></td>
<td>Upgrade roads in Maun Tourism Precinct</td>
<td>Maun</td>
<td>Dept. of Roads</td>
<td>High</td>
<td>Year 3</td>
<td>Contractors</td>
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<td>Upgrade A35 road to promote Western Tour Route</td>
<td>Western Tour Route, Panhandle</td>
<td>Dept. of Roads</td>
<td>Medium</td>
<td>Year 5</td>
<td>Road engineers and EIA</td>
<td>Section 1.10.1 Maun TDA</td>
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<td></td>
<td>Tourist Information Centre in Maun</td>
<td>Maun</td>
<td>DoT, Tawana Land Board, NWDC, Tourism Associations</td>
<td>High</td>
<td>Once off</td>
<td>Design Consultancy</td>
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<td>Tourist Information Centre at Gumare and Sehitwa</td>
<td>Western Tour Route</td>
<td>DoT, Tawana Land Board, NWDC, Tourism Associations</td>
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<td>Road Signage</td>
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<td>Year 2</td>
<td>Ongoing</td>
<td>Consultancy</td>
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<td>Ongoing</td>
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<td>Proposed Maun Ecotourism Park</td>
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<td>Integrated with park development</td>
<td>Consultative meetings</td>
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<tr>
<td></td>
<td>Veterinary fence realigned to create shop window</td>
<td>Maun</td>
<td>DoT, Veterinary Dept., CBO</td>
<td>Very High</td>
<td>Integrated with park development</td>
<td>Consultative meetings</td>
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<td></td>
<td>Agriculture and livestock activities harmonized with tourism</td>
<td>Maun</td>
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<td>Consultative meetings</td>
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<td>Wildlife migration promoted into ecotourism zone</td>
<td>Maun</td>
<td>DWNP</td>
<td>Very High</td>
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<td>Ecotourism zone linked with Maun Tourism node</td>
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<td>DoT, Veterinary Dept.</td>
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<td>Integrated with park development</td>
<td>Consultative meetings</td>
<td>Section 1.7.3 Western Tour Route</td>
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<td>Year 5</td>
<td>Integrated with park development</td>
<td>Consultative meetings</td>
<td>Section 1.7.3 Western Tour Route</td>
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<td>Wildlife migration promoted into ecotourism zone</td>
<td>Western Tour Route</td>
<td>DWNP</td>
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<td>Year 5</td>
<td>Integrated with park development</td>
<td>Consultative meetings</td>
<td>Section 1.7.3 Western Tour Route</td>
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<tr>
<td></td>
<td>Establish road and track network inside ecotourism park</td>
<td>Western Tour Route</td>
<td>DWNP</td>
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<td>Year 5</td>
<td>Integrated with park development</td>
<td>Consultative meetings</td>
<td>Section 1.7.3 Western Tour Route</td>
</tr>
<tr>
<td></td>
<td>Establish boreholes and tourist facilities such as game and bird hides</td>
<td>Western Tour Route</td>
<td>DWNP</td>
<td>Medium</td>
<td>Year 5</td>
<td>Integrated with park development</td>
<td>Consultative meetings</td>
<td>Section 1.7.3 Western Tour Route</td>
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<tr>
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<td>Moremi-East Ecotourism Park</td>
<td>Moremi-East</td>
<td>DoT, DWNP</td>
<td>Very High</td>
<td>Year 1</td>
<td>Integrated with park development</td>
<td>Consultative meetings</td>
<td>Section 1.7.3 Western Tour Route</td>
</tr>
<tr>
<td></td>
<td>Propose ‘Wild Area’ zones for Moremi Game Reserve and Chobe protected area</td>
<td>Moremi-East</td>
<td>DoT, DWNP</td>
<td>Very High</td>
<td>Year 1</td>
<td>Integrated with park development</td>
<td>Consultative meetings</td>
<td>Section 1.10.1 Moremi-East</td>
</tr>
<tr>
<td></td>
<td>Propose visitors and operators are given ‘traversing’ rights to wild areas in Moremi Game Reserve and Chobe protected area</td>
<td>Moremi-East</td>
<td>DoT, DWNP</td>
<td>Very High</td>
<td>Year 1</td>
<td>Integrated with park development</td>
<td>Consultative meetings</td>
<td>Section 1.10.1 Moremi-East</td>
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<tr>
<td></td>
<td>Propose that severely degraded parts of Moremi Game Reserve are closed or restricted for rehabilitation</td>
<td>Moremi-East</td>
<td>DoT, DWNP</td>
<td>Very High</td>
<td>Year 1</td>
<td>Integrated with park development</td>
<td>Consultative meetings</td>
<td>Section 1.10.1 Moremi-East</td>
</tr>
<tr>
<td></td>
<td>Issue a new category of mobile license that restricts access to the Moremi Game Reserve to mobile operators, (limits self drive and encourages emerging tour operators)</td>
<td>Moremi-East</td>
<td>DoT, DWNP</td>
<td>Very High</td>
<td>Year 1</td>
<td>Integrated with park development</td>
<td>Consultative meetings</td>
<td>Section 1.10.2 Moremi-East</td>
</tr>
<tr>
<td></td>
<td>Establish a new framework for lease in the TDA that permits footprint leases for the establishment of a range of tourism products in the TDA</td>
<td>Moremi-East</td>
<td>DoT, DWNP</td>
<td>Very High</td>
<td>Year 1</td>
<td>Integrated with park development</td>
<td>Consultative meetings</td>
<td>Section 1.10.2 Moremi-East</td>
</tr>
<tr>
<td></td>
<td>Develop a well planned track network in new TDA designed to give visitors from the preferred market segments a quality bush and game viewing experience</td>
<td>Moremi-East</td>
<td>DoT, DWNP</td>
<td>Very High</td>
<td>Year 2</td>
<td>Integrated with park development</td>
<td>Consultative meetings</td>
<td>Section 1.10.2 Moremi-East</td>
</tr>
<tr>
<td></td>
<td>Establish visitor information centres at Thamalakane, Khwai and Mababe</td>
<td>Moremi-East</td>
<td>DoT, DWNP</td>
<td>Very High</td>
<td>Year 3</td>
<td>Integrated with park development</td>
<td>Consultative meetings</td>
<td>Section 1.10.2 Moremi-East</td>
</tr>
<tr>
<td></td>
<td>Draft detailed tourism precinct development plan for the TDA</td>
<td>Moremi-East</td>
<td>DoT, DWNP, Tawana Land Board</td>
<td>Very High</td>
<td>Year 2</td>
<td>Integrated with park development</td>
<td>Consultative meetings</td>
<td>Section 1.10.2 Moremi-East</td>
</tr>
<tr>
<td></td>
<td>Upgrade and pave road to Seronga</td>
<td>Panhandle</td>
<td>Dept. of Roads</td>
<td>Medium</td>
<td>Year 5</td>
<td>Currently planned?</td>
<td></td>
<td>Section 1.10.1 Panhandle</td>
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### GOALS

#### Strategic Objectives

<table>
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<tr>
<th>Activities</th>
<th>Location / TDA</th>
<th>RESPONSIBILITY</th>
<th>PRIORITY</th>
<th>PHASING</th>
<th>TIMING</th>
<th>INPUTS</th>
<th>REFERENCE</th>
</tr>
</thead>
<tbody>
<tr>
<td>Plan and construct a new series of tourism orientated tracks in Moremi Game Reserve</td>
<td>Moremi-East</td>
<td>DWNP</td>
<td>Very High</td>
<td>Year 1</td>
<td>Contractors</td>
<td>Section 1.10.2 Moremi-East</td>
<td></td>
</tr>
<tr>
<td>Identify new, rehabilitate and upgrade existing campgrounds and campsites.</td>
<td>Moremi-East</td>
<td>DWNP</td>
<td>Very High</td>
<td>Year 1</td>
<td>Contractors</td>
<td>Section 1.10.2 Moremi-East</td>
<td></td>
</tr>
<tr>
<td>Construct game and bird hides at appropriate locations.</td>
<td>Moremi-East</td>
<td>DWNP</td>
<td>Very High</td>
<td>Year 1</td>
<td>Contractors</td>
<td>Section 1.10.2 Moremi-East</td>
<td></td>
</tr>
<tr>
<td>Strategic Intervention 1.2.5 - Establish appropriate legislation and regulations to empower the ODMP Authority to effectively manage development and activities in the ODSP NEW</td>
<td>ODRS</td>
<td></td>
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<tr>
<td>Strategic Objective 1.3 - To effectively monitor the impact of tourism on the Okavango's tourism resource base through time.</td>
<td>All TDAs</td>
<td>DOT, ODBs, BWMA, HOROC</td>
<td>High</td>
<td>Year 1</td>
<td>Ongoing</td>
<td></td>
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</tbody>
</table>

#### GOAL 2: TO OPTIMISE ECONOMIC RETURNS FROM TOURISM IN THE OKAVANGO DELTA.

| Strategic Objective 2.1 - To create an enabling environment for the development and operation of tourism in Ngamiland. |
|-------------------------|-------------------------------------------------|
| Strategic Intervention 2.1.1 - Identify enabling environment for tourism development in Ngamiland. | All TDAs | DOT, Tourism Associations | Year 2 | Third party consultant |
| Strategic Intervention 2.1.2 - Ensure appropriate interventions are implemented and monitored to ensure enabling environment. | All TDAs | DOT, Tourism Associations | Year 2 | Ongoing |

| Strategic Objective 2.2 - To maintain and enhance the Okavango Delta as a competitive international tourism destination. |
|-------------------------|-------------------------------------------------|
| Strategic Intervention 2.2.1 - Measure competitiveness of the Okavango Delta as world-class international tourist destination. | All TDAs | DOT, Botswana Tourism Board | Year 2 | Every five years | Consultants | (if necessary) |

| Strategic Objective 2.3 - To effectively identify target markets that return optimal benefits to the tourism industry and people of Botswana. |
|-------------------------|-------------------------------------------------|
| Strategic Intervention 2.3.1 - Confirm preferred target market segments in the Tourism Development Manual. | All TDAs | DOT, Tourism Associations, Botswana Tourism Board | Year 1 | Ongoing | Consultants, tourism boards |
| Prepare detailed tourism development plan for Gomare Ecotourism Park. | Western Tour Route | DOT | Year 5 | Ongoing | Tourism planning consultants |

| Strategic Objective 2.4 - To diversify the tourism product offering the Okavango Delta. |
|-------------------------|-------------------------------------------------|
| Strategic Intervention 2.4.1 - Establish a process to identify opportunities for product offering diversification | All TDAs | DOT, Tourism Associations, Botswana Tourism Board | Year 2 | Ongoing | Consultants | (if necessary) |
| Strategic Intervention 2.4.2 - Establish mechanisms and incentives to encourage and assist with product diversification | All TDAs | DOT, Tourism Associations, Botswana Tourism Board | Year 3 | Ongoing | Consultants | (if necessary) |

#### GOAL 3: TO INCREASE THE PARTICIPATION OF CITIZENS IN THE TOURISM INDUSTRY OF THE OKAVANGO DELTA.

<p>| Strategic Objective 3.1 - Increase the number and share of tourism businesses in the Okavango Delta owned by citizens. |
|-------------------------|-------------------------------------------------|</p>
<table>
<thead>
<tr>
<th>GOALS</th>
<th>Location / TDA</th>
<th>RESPONSIBILITY</th>
<th>PRIORITY</th>
<th>PHASING</th>
<th>TIMING</th>
<th>INPUTS</th>
<th>REFERENCE</th>
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<tr>
<td>Strategic Objectives</td>
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<td>Activities</td>
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</tr>
<tr>
<td>Strategic Intervention 3.1.1 - Develop appropriate financing mechanisms designed to provide citizens with access to capital for investment in the tourism industry.</td>
<td>All TDAs</td>
<td>DoT, Tourism Associations, CEDA, LEA</td>
<td>High</td>
<td>Year 1</td>
<td></td>
<td>Consultants - (if necessary)</td>
<td></td>
</tr>
<tr>
<td>Strategic Intervention 3.1.2 - Develop and implement tendering/licensing procedures and other regulatory arrangements that promote broad-based empowerment of citizens.</td>
<td>All TDAs</td>
<td>DoT, Tourism Associations</td>
<td>High</td>
<td>Year 1</td>
<td>Ongoing</td>
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<tr>
<td>Strategic Objective 3.2 (strategic representation and control) - To increase the strategic representation of citizens in the tourism industry of the Okavango Delta.</td>
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<tr>
<td>Strategic Intervention 3.2.1 - Develop and implement tendering/licensing procedures and other regulatory arrangements that promote broad-based empowerment of citizens (including strategic representation).</td>
<td>All TDAs</td>
<td>DoT, Tourism Associations</td>
<td>High</td>
<td>Year 1</td>
<td>Ongoing</td>
<td>See Citizen Participation Sections of TDA Development plans</td>
<td></td>
</tr>
<tr>
<td>Develop lease rights that permit small footprint leases that ensure broad-based citizen participation.</td>
<td>Maun, Moremi-East, Western Tour Route, Tsodilo, Panhandle</td>
<td>DoT, Tourism Associations</td>
<td>High</td>
<td>Medium Term</td>
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<td>See Citizen Participation Sections of TDA Development plans</td>
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<tr>
<td>Negotiate development of Maun Ecotourism Park with local residents.</td>
<td>Maun</td>
<td>DoT, Tourism Associations</td>
<td>High</td>
<td>Medium Term</td>
<td></td>
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<tr>
<td>Negotiate development of Gumare Ecotourism Park with local residents.</td>
<td>Western Tour Route</td>
<td>DoT, Tourism Associations</td>
<td>Medium</td>
<td>Year 5</td>
<td>Medium Term</td>
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<td>Strategic Objective 3.3 (employment equity) - To enhance employment equity for citizens in the tourism industry of the Okavango Delta.</td>
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<tr>
<td>Strategic Intervention 3.3.1 - Promote better implementation of existing regulatory mechanisms that promote employment equity in the tourism industry (including localization of labour).</td>
<td>All TDAs</td>
<td>DoT, Tourism Associations</td>
<td>High</td>
<td>Year 1</td>
<td>Ongoing</td>
<td>See Citizen Participation Sections of TDA Development plans</td>
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<td>Strategic Intervention 3.3.2 - Develop and implement tendering/licensing procedures and other regulatory arrangements that promote broad-based empowerment of citizens.</td>
<td>All TDAs</td>
<td>DoT, Tourism Associations</td>
<td>High</td>
<td>Year 1</td>
<td>Ongoing</td>
<td>See Citizen Participation Sections of TDA Development plans</td>
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<td>Strategic Objective 3.4 (skills development) - To develop appropriate skills that prepare citizens for participation in all aspects of the tourism industry.</td>
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<td>Strategic Intervention 3.4.1 - Develop a partnership between government and the organized tourism industry designed to broaden the skills base amongst citizens.</td>
<td>All TDAs</td>
<td>DoT, Tourism Associations</td>
<td>High</td>
<td>Year 1</td>
<td>Ongoing</td>
<td>See Citizen Participation Sections of TDA Development plans</td>
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<td>Strategic Objective 3.4.2 - Develop and implement tendering/licensing procedures and other regulatory arrangements that promote broad-based empowerment of citizens (including skills development).</td>
<td>All TDAs</td>
<td>DoT, Tourism Associations</td>
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<td>Year 1</td>
<td>Ongoing</td>
<td>See Citizen Participation Sections of TDA Development plans</td>
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<td>Strategic Objective 3.5 (procurement) - To promote the procurement of products and services required by the tourism industry from citizen-owned businesses.</td>
<td>All TDAs</td>
<td>DoT, Tourism Associations</td>
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<td>Year 1</td>
<td>Ongoing</td>
<td>See Citizen Participation Sections of TDA Development plans</td>
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<td>Strategic Objective 3.6.1 - Develop and implement tendering/licensing procedures and other regulatory arrangements that promote broad-based empowerment of citizens (including local procurement).</td>
<td>All TDAs</td>
<td>DoT, Tourism Associations</td>
<td>High</td>
<td>Year 1</td>
<td>Ongoing</td>
<td>Consultants - (if necessary)</td>
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<td>Strategic Objective 3.6 (social development) - To promote social development spending by established tourism businesses.</td>
<td>Maun, Moremi-East, Western Tour Route, Tsoiilo, Panhandle</td>
<td>DoT, Tourism Associations</td>
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<td>Year 1</td>
<td>Ongoing</td>
<td>MESA, LEA</td>
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<td>Strategic Objective 3.7 (awareness raising) - To raise awareness of the process and benefits of Okavango Delta's tourism industry.</td>
<td>All TDAs</td>
<td>DoT, Tourism Associations, VDCs, CBNRM Forum</td>
<td>Medium</td>
<td>Year 2</td>
<td>Ongoing</td>
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<td>Strategic Intervention 3.7.1 - Develop a systematic programme (involving government, industry and communities) to communicate the benefits of tourism to key stakeholders.</td>
<td>All TDAs</td>
<td>DoT, Tourism Associations, VDCs, CBNRM Forum</td>
<td>Medium</td>
<td>Year 2</td>
<td>Ongoing</td>
<td></td>
</tr>
<tr>
<td></td>
<td>Strategic Intervention 3.7.2 - Develop a workable system that enables government and other stakeholders to measure and evaluate industry performance across all components of citizen empowerment</td>
<td>All TDAs</td>
<td>PMC - Tourism Oversight, DoT, Tourism Associations, VDCs, CBNRM Forum</td>
<td>Medium</td>
<td>Year 2</td>
<td>Ongoing</td>
<td></td>
</tr>
</tbody>
</table>
### GOAL 4: TO ENSURE A HIGH QUALITY VISITOR EXPERIENCE IN THE OKAVANGO DELTA.

#### Strategic Objective 4.1 - To monitor and assess tourists' expectations and levels of satisfaction.

<table>
<thead>
<tr>
<th>Strategic Intervention 4.1.1 - Collect relevant tourism expectations and satisfaction data</th>
<th>All TDAs</th>
<th>DoT, Tourism Associations, Botswana Tourism Board</th>
<th>High</th>
<th>Year 1</th>
<th>Ongoing</th>
<th>Sub-contract data collection (if necessary)</th>
<th>Tourism Monitoring Section</th>
</tr>
</thead>
</table>

#### Strategic Objective 4.2 - To ensure that appropriate actions are taken to ensure that the destination is compliant with visitor expectations.

<table>
<thead>
<tr>
<th>Strategic Intervention 4.2.1 - Establish effective destination branding for each proposed TDA. Ensure that each TDA maintains its own tourism brand.</th>
<th>All TDAs</th>
<th>DoT, Tourism Associations, Botswana Tourism Board</th>
<th>High</th>
<th>Year 1</th>
<th>Ongoing</th>
<th>Marketing specialists, private sector</th>
</tr>
</thead>
<tbody>
<tr>
<td>Clearly define and restrict use of tourism image for Okavango Core TDA</td>
<td>Okavango Core</td>
<td>DoT, Tourism Associations, Botswana Tourism Board</td>
<td>Medium</td>
<td>Year 2</td>
<td></td>
<td>Section 1.5 OC TDA</td>
</tr>
</tbody>
</table>

| Strategic Intervention 4.2.1 - Response to tourism expectations and satisfaction data through the establishment of a district oversight mechanism | All TDAs | PMC - Tourism Oversight, DoT, Tourism Associations | High | Year 1 | Ongoing |
DEPARTMENT OF TOURISM  
Private bag 0047  
Gaborone  

Tel: 3953024  
Fax: 3908675  

GUIDELINES FOR PREPARING BUSINESS PLAN  

STEP 1. – Preparing a Business Plan/Feasibility Study  

1. A detailed background of the project must be provided, entailing the following:  
   - **Name of the Company:** (registration certificates must be attached).  
   - **Ownership:** Is the Company citizen or non-citizen owned?  
   - **Location:** Specify the location of the project and analyse suitability.  
   - **Nature:** of the operation or intended activity.  
   - **Size:** of the operation in terms of investment, project cost, employment.  
   - **Share Certificates/CV`s Directors and Shareholders** to be attached.  

2. **Management and Directorship** of the company must be indicated, including professional experience, the capacity and necessary qualities to oversee successful operation and running of the company, e.g. entrepreneurship skills, management skills, technical knowledge etc.  

3. **Manpower Development or Staffing Levels, Sources a detailed Training Plan** outlining duration, cost per item, number of employees, the courses to be attended, the institution and staff welfare packages (where applicable) need to be highlighted.  

4. **The Technical detail Aspects of the Project including Architectural Drawings/Technical Plans and Drawings** where necessary and also the orientation of the plans including sketches must be provided. (Title Deeds
Register, change of land use, lease agreements must be forwarded).

5. Tourism projects are very environmentally friendly. Therefore an **Environmental Impact Assessment/Analysis (E.I.A.)** of the project must be done (where applicable).

6. **A Feasibility Study** must be undertaken and a **SOUND Marketing Strategy Plan** need to be outlined with more emphasis on the following:

- **Need for the service.**
- Level of competition. Who are your competitors?
- The **priorities** of the business. What is of utmost importance in your project.
- **Promotion.**
- Networking: Nationally, regionally and internationally e.g. through the website, internet etc.
- **key Targets:** Target Markets/Outlets.
- Advertising: campaigns/Publicity.
- Any other relevant feasibility aspects of the project

7. **The financial Statements/Projects Cost Statements.**
The company must be in a position to demonstrate the following aspects:
- sufficient financial strength for the proposed investment
- proof of citizen/non-citizen equity
- proof of loan/overdraft facility
- financial projections or cash flows/revenue for the next (5) five years.

**N.B. PLEASE INICATE YOUR PROJECTS COSTS/EXPENDITURES against your intended source of finance/funding.**

**FINALLY, (8) EIGHT COPIES (i.e. 1 original copy plus 7 copies) OF THE FULL BUSINESS PLAN TOGETHER WITH ALL THE NECESSARY ATTACHMENTS/DOCUMENTS MUST BE SUBMITTED OTHERWISE YOUR APPLICATION WOULD NOT BE PROCESSED.**
DEPARTMENT OF TOURISM
LICENCING, INSPECTION AND GRADING UNIT

1. Licence Requirements and Compliance Issues

(i) Licence Requirements

The following are the requirements to be fulfilled for an application for a Tourism Enterprise Licence:

- The application form must be filled in detail
- A copy of the certificate of incorporation and/or a copy of the certificate of registration of the business trading name should be attached
- Copies of the share certificates
- Companies proclamation by company secretaries i.e. Form 2
- Title deed or lease agreement/rental agreement - where the land was acquired for a different purpose other than the project you wish to undertake you should apply for a change of use.
- Approved technical/architectural building plans
- Detailed business plan covering the following aspects (attached) must be provided.

The Tourism Industry Licensing Board considers all applications which must be submitted directly to Department of Tourism Gaborone or through the Tourism Offices in the country. The Board meets four times a year to consider applications.

(ii) Compliance Issues

- Companies must be registered, licensed and operated in accordance with the provision of both the Tourism Act, 1992 and the Regulations of 1996
- Companies must pay Government Tax as determined by the Department of Taxes
- Licensed enterprises should also comply with all the Government Statutes which are applicable to their operations such as Land Act, Road Transport Act and Wildlife and National Parks Act and Regulations.
FORM A

REPUBLIC OF BOTSWANA

TOURISM ACT, 1992
(Act No. of 1992)

APPLICATION FOR LICENCE

The Director,
Department of Tourism,
P/Bag 0047,
Gaborone

(All information supplied on this form will be treated as confidential)

1(a). Please provide the name under which the tourist enterprise to be licensed will operate:

1(b). Please list all other trade names that are connected to the above enterprise

2. Is the enterprise named in 1(a) registered/ incorporated as a business/company in Botswana: Yes/No
   (i) Elsewhere: Yes/No. If yes, please state where:

3. If registered/incorporated in Botswana, please provide:
   (i) Date so registered (attach copy of certificate of registration/incorporation)
   (ii) Name, address and citizenship of each shareholder and percentage of shares retained by each shareholder.
   (iii) Name, address and citizenship of each director

4. Has any Director or Shareholder been convicted within or outside Botswana of any serious criminal offence involving dishonesty, if so give details

5. For which category of tourist enterprise is the licence required.
   A Facilities offered only on site e.g. hotel, motel. YES/NO
   B Facilities offered on and off site e.g. tourist camps. YES/NO
   C Facilities offered only off site e.g. mobile operators. YES/NO
   D Travel agent. YES/NO

6. Does the enterprise currently operate in any of the categories listed under 5:
   (a) Yes/No
   (b) Yes/No
   (c) Yes/No
   (d) Yes/No

7. If yes has been given in 6, please provide supporting details for each category concerned in regard to:
(a) Existing premises including offices, workshops, tourist facilities, etc.

(b) Existing leases (please attach copies of such leases)

(c) Existing operations including details of assets

(d) Existing staffing

(e) Existing training plan (please attach copy submitted to Department of Labour)

(f) Tourism based activities or companies conducting such activities outside Botswana, including marketing or other tour operated facilities. In addition please list any international tourism based company in which Botswana shareholders or directors have an interest.

8. Is the licence required for:
   (a) existing operations; YES/NO
   (b) new operations; YES/NO

9. If seeking a licence that includes new operations, please provide supporting details with regard to own initiative, including proposals in regard sites, scope of enterprise, style of operations, etc.

10. Show proof that you have good prospects of acquiring the personnel, structures, equipment, land and financial resources required to provide the services associated with the business.

11. Please indicate, with supporting details, over the next 5 years:
   (a) What gross receipts are or will be paid outside Botswana?

   (b) What expenditure is or will be incurred outside Botswana?

   (c) What percentage of overall gross profit is or will be represented by the gross receipts which are paid outside Botswana?

   (d) What percentage of gross receipts paid outside Botswana is or will be brought back to Botswana?

12. Please indicate, with supporting details, the proposed business plan for the tourist enterprise over the next 5 years.

13. Please indicate, with supporting details, the proposed manpower training plan for the tourist enterprise (should not be less than two years).

14. If applying for a licence in regard to categories A or B, please indicate for each “on site” facility the suggested grading that should be applied.
6. Environment impacts analysis – how the negative impacts borne out of the projects will be mitigated. (for projects located outside developed areas).

- What is the present state of the area/site applied for? Explain fully.
- How do you intend minimising the ecological impacts that may result from your developments on the site? Explain fully.
  - Is the site densely or sparsely vegetated?
  - How are you going to save the vegetation during development?
  - Is the area on a riverfronts/swampy area or other?
  - What type of buildings are you going to put up? (Specify the depth of building foundations, and if the structures are temporary or permanent).
- Is the area/site applied for in a wildlife area (explain fully).
  - Is the area in a wildlife migratory route?
  - Is the site grazing ground for any animal species?
- Sewage (explain fully)
  - What septic tanks/sewage system are you going to build/install?
  - Which system are you going to put in place?
  - What measures you take to dispose sewage if you are located outside designated development area?
  - What other management aspects are you going to put in place?
- Litter (explain fully)
  - How are you going to manage litter?
  - Where are going to dispose your litter?
  - What measures are you going to ensure there is no littering

7. Management/Directorship of applicant (where applicable)

- Professional experience/work relevant experience?
- Capacity and necessary qualities to oversee the project.

8. Financial Analysis

- Show how much the project will cost
- Sources of finance (where you will get the money to invest on the project).
GENERAL GUIDELINES FOR THE APPLICATION OF LAND 
FOR TOURISM RELATED ACTIVITIES

1. A detailed background of the intended project must be provided, 
   entailing the following:
   
   - Name of applicant
   - Citizenship/Nationality
   - Exact location of area applied for (including a detailed location 
     sketch)

2. General features

   This should be a general description of the intended activity (ies);
   
   - What purpose do you intend to use the site for?
   - How will activities be carried out?
   - What does it involve?

3. Physical & Technical Plan

   Description and Sketch

   All planned developments must be detailed i.e.
   - scaled plans drawings
   - number and type of accommodation for clients
   - ablutions
   - staff facilities
   - workshops
   - sewage disposal
   - waste disposal
   - water provision for human consumption
   - energy for heating water
   - lighting or fueling
   - stores

4. Marketing Plan

   - Marketing strategy
   - Need for the service/demand
   - Competition
   - Promotion strategy (advertising, publicity)
   - Target market (who are your clients)

5. Staffing

   - The number and type of staff required (staffing levels)
   - Source (from where are you going to recruit your staff)
   - Training plan (applicable only for major projects)
DEPARTMENT OF TOURISM

LICENCE RENEWAL APPLICATION FORM

1. Name of Company: .................................................................
   (Please, state both the registered and trading names where applicable)

2. Postal Address: ................................................................. Taxation No: .................................................................

3. Telephone No: .................. Fax No: .............. Email Address: .................................................................

4. Physical Location: ................................................................. Area: .................................................................
   District/Town Council: .................................................................

5. Current Licence No: ................................................................. Place of Issue: .................................................................

6. Category of current licence (A,B,C and D): .................................................................

7. If your licence is category A or B, please provide the following information

<table>
<thead>
<tr>
<th>Total Number of Rooms/Tents</th>
<th>Total Number of Beds available to Guests</th>
<th>Total Number of beds sold during the past 12 months</th>
<th>Total occupancy rate for the past 12 months</th>
<th>Total length of guest stay (Nights only) for the past 12 months</th>
</tr>
</thead>
</table>

8. Is the company currently operating? Yes/No (Circle the answer)

9. If the answer to 8 is No, provide a brief explanation: .................................................................

10. Current level of employment (Full time employees only)

<table>
<thead>
<tr>
<th>Citizens</th>
<th>Name</th>
<th>Sex</th>
<th>ID No:</th>
<th>Educational Level</th>
<th>Job Title</th>
</tr>
</thead>
<tbody>
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</tbody>
</table>

(N.B Attach separate list if necessary)

<table>
<thead>
<tr>
<th>Non-Citizens</th>
<th>Name</th>
<th>Sex</th>
<th>Work Permit Number</th>
<th>Educational Level</th>
<th>Job Title</th>
</tr>
</thead>
<tbody>
<tr>
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</table>

(N.B Attach separate list if necessary)

<table>
<thead>
<tr>
<th></th>
<th>Non Supervisory Jobs</th>
<th>Supervisory Jobs</th>
<th>Middle Management Jobs</th>
<th>Senior Management Jobs</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>Citizens</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Non-Citizens</td>
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<tr>
<td>Total</td>
<td></td>
<td></td>
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</tr>
</tbody>
</table>

12. Man power Training

a) Has the company/business implemented any manpower training program? Yes/No (Circle the answer)

b) If the answer provided above is Yes list the name(s) of staff member/s sent for training over the past 12 months.

<table>
<thead>
<tr>
<th>Name of staff member</th>
<th>Institution</th>
<th>Course offered</th>
<th>Duration</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

13. Has the business owner/manager been convicted for violating any of the laws and regulations pertaining to the operations of the company in the past 12 months?

Yes/No (Circle the answer)

14. If the answer to 13 is yes, state the nature of offence: ..................................................

15. I ...........................................(Name of person filling the form) certify that the information given above is true and correct.

16. Signature: .................................. Date: ..................................

17. Position in the company .................................................................

**FOR OFFICIAL USE ONLY**

18. Date on which application was received ............................................

19. Date on which application was approved/rejected .................................

20. If rejected, state reasons for rejection ..............................................

21. Name of Licencing Officer ......................................................... ID No. ...

22. Signature of Licencing Officer ....................................................... Date .........
MN/DCA 2/21 (65)

To: Board Secretary
   Tawana Land Board
   P.O.Box 134
   Maun

Dear Sir,

RE: INTEGRATED CHECKLIST FOR THE ESTABLISHMENT AND SUBSEQUENT INSPECTIONS FOR A TOURISM ENTERPRISE LICENCE

Reference is made to your letter TLB/R11 (134) requesting information on licensing/inspections/permits. The Department of Civil Aviation licence aerodromes (Airfields), carry out inspections of Aerodromes and issue temporary Air Service permits (TASP) to foreign aircraft operators.

- Name of Department - Civil Aviation
- Name of required permit - Temporary Air Service Permit
- Relevant act that specifies the requirement – Civil Aviation Act (1975), Aviation Security Act (1993)
- Relevant Regulations - Air Transport (TASP) Regulations.
  - Air Navigation Regulations 1977-78
- Relevant Standards - A service performed by any aircraft other than a scheduled service, for hire or reward in an aircraft not registered in Botswana from a place outside Botswana to a place in Botswana shall apply to the Director of Civil Aviation for a temporary Air service Permit
- Requirements to issue permit - operator’s name and address
  - Aircraft type, registration and flight number
  - Date and time of departure on journey to Botswana, route and estimated time of arrival at destination
  - Date and time of departure from Botswana, route and destination
  - Name of Captain
  - General nature of freight, and weight
  - Number and nationality of passengers
  - Name of charterers

Yours faithfully,

[Signature]

S.Seleke
For/Airport Manager


**DEPARTMENT OF CIVIL AVIATION**

**AERODROME INSPECTION REPORT**

| AERODROME | : |
| OWNER | : |
| TELEPHONE/FAX | : |
| VALIDITY/FILE | : |
| INSPECTION TEAM | : |
| DATE | : |

### A. AIP INFORMATION

<table>
<thead>
<tr>
<th></th>
<th>OBSERVATIONS</th>
</tr>
</thead>
<tbody>
<tr>
<td>1.</td>
<td>LOCATION :</td>
</tr>
<tr>
<td>2.</td>
<td>ELEVATION :</td>
</tr>
<tr>
<td>3.</td>
<td>RUNWAY QDM :</td>
</tr>
<tr>
<td>4.</td>
<td>RUNWAY DIMENSIONS :</td>
</tr>
</tbody>
</table>

### B. SURVEY/COMMENTS

<p>| | |</p>
<table>
<thead>
<tr>
<th></th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>1.</td>
<td>RUNWAY SURFACE AND ITS CONDITION</td>
</tr>
<tr>
<td>2.</td>
<td>TAXIWAY</td>
</tr>
<tr>
<td>3.</td>
<td>APRON</td>
</tr>
<tr>
<td>4.</td>
<td>RUNWAY STRIP</td>
</tr>
</tbody>
</table>
5. WINDSOCK
6. RUNWAY MARKERS
7. AERODROME NAME
8. FENCING
9. OBSTACLES
10. FIRE EXTINGUISHERS
11. FIRST AID BOX
12. SHELTER
13. OTHER REMARKS
14.

C. REMARKS AND RECOMMENDATIONS AIRFIELD

Following remarks and recommendations have been made after the inspection of .................... Airfield on .........................
BOAT REGISTRATION

1. Expect to see a boat displayed with registration number
2. Registration number is identical to the vehicle registration number
3. Number plate is painted with white colour and the number is written in black letters
4. Number plate should be on both sides in front of the boat
5. The owner is expected to produce the registration papers when a need arise

BOREHOLES

1. The validity of the borehole area and authority issued by the Tawana Land Board
2. How the borehole looks like, i.e. whether the pumping unit is installed as per the regulations
3. To check whether the owner is complying with the amount of water abstraction he has been sanctioned under Water Act.

CLEANING THE BOREHOLES

1. Checking the water level in the borehole
2. Checking the rust in the casing pipe
3. Checking the borehole depth before cleaning
4. After cleaning, to repeat 1, 2, and 3.
5. To check whether there is any improvement in water level after cleaning.

Water Pollution control and Data sheet is enclosed
DEPARTMENT OF WATER AFFAIRS
WATER QUALITY AND CONSERVATION DIVISION

WATER POLLUTION CONTROL DATA SHEET

NAME OF FACILITY: .................................................................

FACILITY TYPE: .................................................................

FACILITY AREA (Town/Village): ...........................................

Inspection Series

1

12-FEB-2007 MON 08:23 TEL:6960024 NAME:POLICE MAUN P. 2
1. General Information

   Contact Person:
   Name: ...................................................................................
   Position: ..............................................................................
   Address: ............................................................................... 
   Tel: ............................................................................. Fax: .............. E-mail: ........................................

2. Details of Facility

   2.1 Facility Area: ............................................................................
   2.2 Slope Direction: ......................................................................
   2.3 Distance to Water Course: .......................................................
   2.4 Longitude: .......................................................... Latitude: .......... 

3. Physical Features of the area

   3.1 Geological Vulnerability: ..........................................................
   3.2 Surface Soils: ............................................................................
   3.3 Climate: ..................................................................................
   3.4 Vegetation: .............................................................................
   3.5 Geology: ................................................................................
   3.6 Use of adjoining land: ............................................................

4. Description (including “flow diagram”) of processes

   Description:........................................................................................

   ...........................................................................................................

   ...........................................................................................................

   ...........................................................................................................
5. **Details of Production**

5.1 Principal materials used:
5.2 Present Production:
5.3 Planned max production:
5.4 Normal Hours of operation:
5.5 No of Persons using facility:
5.6 Max capacity (No of persons):
5.7 Laundry:
5.8 Canteen:
5.9 Ablution:

6. **Water Entering Site**

6.1 Source of water supply
   a) Principal Source: .................................................. Quantity (m3/day):
   b) Other Sources: .................................................. Quantity (m3/day):
   c) Total Quantity (m3/day):
6.2 Supplier:
6.3 WAB Abstraction Right No. .................................. Dated:
6.4 Water Use:

7. **Water Leaving Site**

7.1 Are you licensed with DWM&PC? (Y/N):
7.2 Discharge Permit No.: ............................................. Dated:
7.3 Discharged Wastewater Composition:
7.4 Effluent quality requirement:
7.5 Does the facility have Inlet and Outlet meters? (Y/N):

7.6 Discharge Destination
   A) Treated Quantity m³/day:
   Foul sewer:
   Storm drain:
   Natural watercourse:
   Ground absorption:
Evaporation Ponds: .............................................................
Other (specify): .............................................................

B) Untreated Quantity m³/day
Foul sewer: ........................................................................
Storm drain: ........................................................................
Natural watercourse: ..............................................................
Ground absorption: ............................................................... Evaporation Ponds: ..............................................................
Other (specify): ..........................................................

7.7 Water body likely to be affected by discharge
Surface water: ........................................................................
Ground water aquifer: .............................................................
Comments: ...........................................................................
..........................................................................................
..........................................................................................
..........................................................................................
..........................................................................................

8. Waste Management

3.1 Proper Oil and Chemical Storage: (Y/N) ...........................................

3.2 Types of Waste
a) Solid: ...........................................................................

b) Liquid: ..........................................................................

3.3 Quantities of wastewater generated: ..................................................

3.4 Wastewater treatment: ................................................................

3.4 Methods of Waste Disposal
a) Solid: ...........................................................................

b) Liquid: ..........................................................................

9. Assessment Scheme

9.1 Wastewater Load (mg/l) unless otherwise stated

pH: ........................................................ Na⁺ ............................................................
EC: ........................................................ K⁺ ............................................................
TDS: ........................................................ Ca²⁺ ........................................................
TSS: ........................................................ NO₃⁻ .............................................
Turbidity:..........................PO_4^{3-}..........................
DO:..............................NO_3-N..........................
Sulphates (SO_4^{2-})........NH_4-N..........................
Mg^{2+}........................SAR value..........................

9.2 Does discharged wastewater comply with regulations (y/n):..............

9.3 Comments:...........................................................................
...........................................................................
...........................................................................
...........................................................................
...........................................................................

9.4 Pollution Potential:.....................................................................
...........................................................................
...........................................................................
...........................................................................

Inspected by:...........................................Dated:..........................
Assessed by:...........................................Date:.............................

9.5 Recommendations by Management.
...........................................................................
...........................................................................
...........................................................................
...........................................................................

Name:..................................................Signature:..........................
Date...........................................................

Dispatched to:...........................................By:..........................
Date:..........................................................
CHECKLIST – NOTES

REQUIRED DOCUMENTS FOR RESIDENCE PERMIT APPLICATIONS:

a) No application shall be accepted without the necessary requirements.
b) Form 16 must be completed and signed by the applicant.
c) Immigration Declaration Form 1 should be completed by the applicant on arrival.

FRESH BUSINESS/INVESTOR:

a) Fees
b) Form 1
c) Form 4
d) Form 16
e) Four identical passport sized photos
f) Passport copies
g) Share certificate
h) Certificate of incorporation
i) Recent bank statement
j) Form 2 showing list of directors
k) Lease agreement
l) List of assets and value
m) Number of employees

I........................................certify that I have checked the application and all stipulated requirement in the checklist are submitted.

NAME:............................SIGNATURE:..............DATE:..............

RANK:...........STATION:..................................DATE:..............
GOVERNMENT OF BOTSWANA

LABOUR INSPECTION FORM

Labour Office: ................................................................. Classification: ................................

PART A

PARTICULARS OF UNDERTAKING

1. Employer/Company: .................................................................

2. Type of undertaking: .................................................................

3. Address: Postal: .................................................................

Phone No: .................................................................

Fax No: .................................................................

4. (a) Date of inspection: .................................................................

(b) Date of last inspection: .................................................................

PART B

BASIC EMPLOYMENT STANDARDS

5. (a) Working days per week: .................................................................

(b) (i) Hours of work per day: No. of shifts: Hours of over time per day: .................................................................

(ii) Tea break: (iii) Lunch break: (iv) Overtime rate: .................................................................

(c) (i) Rest period: .................................................................

(ii) Overtime rate: .................................................................

(d) (i) No. of paid Public Holidays: .................................................................

(ii) Rate of pay: .................................................................

6. (a) Probationary period (i) Skilled Workers: .................................................................

(ii) Unskilled Workers: .................................................................
(b) Notice period
(i) Week =  
Fortnight =  
Month =  
Other =  
(tick the corresponding space(s))

(ii) If other, state the period..............................................................

(iii) Where a week notice is given, state the notice period during probation

(iv) Where the notice period is two weeks or more, is this different from notice given during probation? Yes/No

(v) If yes, state the notice period..............................................................

7. (a) Long term benefits – Severance /Gratuity/Pension...........................................

(b) Period of entitlement:..............................................................

8. (a) Paid sick leave:..............................................................

(b) Annual leave:..............................................................

(c) (i) Length of maternity leave:

(ii) Maternity allowance:

(iii) Time allowed to nurse child:..............................................................

9. (i) Total No. of employees..............................................................

(ii) No. of employees under 15 years of age:..............................................................

(iii) No. of employees between 15 and 18 years of age:..............................................................

(iv) No. of employees 18 years and above..............................................................

PART C

SAFETY AND HEALTH IN THE WORKPLACE INCLUDING WORKER'S COMPENSATION

10. Are employees insured against injury at work? Yes/No.

(a) Insurance company:..............................................................

(b) Policy number:..............................................................

(c) Expiry date:..............................................................

11. (a) Number of accidents in the last 12 months:..............................................................

(b) Number and type of injury: Temporary:..............................................................  Partial:

                               Permanent:..............................................................  Fatal:

(c) How many of these accidents were reported to the Labour Office?..............................................................
12. (i) If factory, is it registered? Yes/No
   (ii) Are there lifting equipment and pressure vessels? Yes/No
   (iii) Is water provided? Yes/No
   (iv) Are sanitary facilities available? Yes/No
   (v) Is a First Aid Kit provided? Yes/No

   Other safety observations: ...........................................................................

PART D

MISCELLANEOUS: UNIONISATION, LOCALISATION, RECRUITMENT, ETC

13. (a) Membership of employers organisation Yes/No
     Name: ..................................................
   (b) (i) Membership of a trade union Yes/No
        Name: ..................................................
     (ii) Number of employees belonging to the trade union: ..........................

14. (a) Any collective labour agreement: Yes/No
     (b) If yes (a) date of agreement: ..................................................
         (ii) date of registration: ..................................................

15. Total work force (i) Number of citizens: .............................
     (ii) Number of non-citizens: ..................................................
     (iii) Number of males: ..................................................
     (iv) Number of females: ..................................................

16. (a) Has a training and localisation programme been submitted to Commissioner of Labour?
     Yes/No.
     (b) If yes, state duration of the programme: ..................................................
     (c) If no, why not? ..................................................

17. Method of recruitment (ESU, Internal/External Media, Private agencies etc): ..................................................

18. (a) Has there been retrenchment in the last 6 months? Yes/No.
     (b) Number of males affected: ................. No. of females affected: .................
19. Casual Employees

<table>
<thead>
<tr>
<th>Occupation</th>
<th>Number Employed</th>
<th>Payment Period</th>
<th>Hours of Work</th>
<th>Wages</th>
<th>Period Employed</th>
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20. Non-Citizens Employees

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<thead>
<tr>
<th>NAME</th>
<th>M/F</th>
<th>Occupation</th>
<th>Work Permit No.</th>
<th>Expiry Date</th>
<th>Gross Salary*</th>
<th>Hours of Work per Week</th>
<th>Counterpart/Trainee</th>
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21. Citizen Employees

<table>
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<tr>
<th>Designation</th>
<th>No.</th>
<th>M/F</th>
<th>Gross Salary/Wages</th>
<th>Period of Payment</th>
<th>Hours of Work per Week</th>
<th>Annual Leave</th>
<th>Remarks</th>
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* Gross salary/wage shall without prejudice to its general definition include:

(a) All cash payments and bonuses received by employees from their employers.
(b) Contributions such as social insurance contributions paid by employees and deducted by their employers.
(c) Deductions from wages other than those referred to in (b) above.

22. Wages (a) Citizens

(i) Minimum: .................................................................
(ii) Maximum: ............................................................... 
(iii) Average wage for citizens (Excluding Managers and Supervisors): ........................................

(b) Non-Citizens

(i) Minimum: .................................................................
(ii) Maximum: ............................................................... 
(iii) Average wage for Non-Citizens (Excluding managers and supervisors): ........................................

(c) Number of employees paid below the minimum wage rate (if any): ........................................

(d) Reasons for underpayment: .................................

23. Counterpart Trainees

<table>
<thead>
<tr>
<th>Name</th>
<th>Occupation</th>
<th>Salary</th>
<th>Qualification</th>
<th>Length of Service</th>
<th>Years of Relevant Experience</th>
<th>Projected year of Localisation</th>
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24. Comments from last Inspection (DLO/Inspector): .................................................................

25. Inspection Officer's Comments: ..............................................................................