the state of community conservation in Namibia
A summary of the annual report 2016

The full report may be downloaded at www.nacso.org.na and is available at the NACSO office in Windhoek.
Living with wildlife

Community Conservation in Namibia

... means striving for balanced land use and a healthy environment. Wildlife — and all natural resources — can be utilized sustainably and integrated with other rural livelihood activities for the benefit of the people and the land...

Community conservation is about managing natural resources sustainably to generate returns for rural people. Conservancies, community forests and other community conservation initiatives create the necessary legal framework for this. By choosing to live with wildlife, rural communities are broadening their livelihood options as well as enabling a healthier environment. Through wise and sustainable management and use, natural resources are conserved for future generations while providing significant returns today.

At the end of 2016 there were...

• 82 registered communal conservancies
• 1 community conservation association in a national park (Kyaramacan Association – managed like a conservancy)
• 19 concessions in national parks or on other state land held by 23 conservancies (some conservancies share concessions)
• 32 registered community forests
• and 2 community fish reserves in Namibia

What’s being achieved?

Community conservation...

• overs 165,182 km², which is about 52.9% of all communal land with an estimated 195,258 residents (another approximately 5,752 members of the Kyaramacan Association live in Bwabwata National Park)
• of this area, conservancies manage 162,030 km², which is 19.66% of Namibia
• community forests cover 30,828 km², 89.9% of which overlaps with conservancies
• community rangeland management areas cover 4,004 km², much of which overlaps with conservancies
• from the beginning of 1990 to the end of 2016, community conservation contributed about N$ 5.98 billion to Namibia’s net national income
• during 2016, community conservation generated over N$ 111 million in returns for local communities
• community conservation facilitated 5,147 jobs in 2016
• 57 conservancies had a total of 164 enterprises based on natural resources
• community conservation supports wildlife recoveries and environmental restoration
• Namibia’s elephant population grew from around 7,500 to around 22,800 between 1995 and 2016
• Namibia has an expanding free-roaming lion population outside national parks

The biggest challenges?

• countering the increasing threat from commercial poaching and trafficking of rhino and elephant parts
• countering international pressure to ban Namibia’s legal consumptive use of wildlife
• increased local poaching due to drought
• countering growing financial mismanagement
• a levy imposed by the Ministry of Lands and Resettlement, which could render joint-venture lodges financially unviable
• award of prospecting and mining licenses without due consideration to biodiversity and social issues
The earliest community-based conservation initiatives in Namibia, which have today developed into a national CBNRM programme, started before independence when the first community game guards were appointed by local headmen in an attempt to reverse wildlife declines. At the time, wild animals were seen as little more than a threat to crops, livestock and infrastructure, and to community safety. Furthermore, people living in communal areas had been denied their traditional rights to utilize wildlife.

Ground-breaking legislation passed in the mid-nineties laid the foundation for a new approach to natural resource use. By forming legally-recognized community conservation organizations such as conservancies and community forests, people in communal areas can now actively manage natural resources and generate returns from them. This continues to encourage wildlife recoveries and environmental restoration.

The first conservancies were registered in 1998 and the first community forests in 2006. The Kyaramacan Association was founded in 2006 within Bwabwata National Park and is treated as a conservancy by NACSO. While community conservation organizations are resource management units and businesses, they are also defined by social ties uniting groups of people with the common goal of conservation.

The expansion of structured natural resource management across Namibia

At independence in 1990, there were no registered community conservation areas, freehold conservancies did not exist, and a mere 12% of land was under recognized conservation management. At the end of 2016, land under structured natural resource management covered 43.7% of Namibia.

Front cover photo: Will Burrard-Lucas
The distribution of conservancies and community forests across Namibia
At the end of 2016, there were 82 registered communal conservancies and 32 registered community forests in Namibia and one community association in a national park, covering 165,182 km². [The lists below follow the chronological sequence of registration]
The benefits of community conservation

Community conservation has shown that it can improve rural lives while contributing to biodiversity conservation, and is recognized as a national development strategy. Many conservancies are showing that conservation can generate a broad range of community and individual returns (see graph) while covering their operational costs from their own income.

Community conservation can become fully sustainable and largely self-financing in the foreseeable future, provided that appropriate resources continue to be invested to entrench governance foundations, optimize returns, and mitigate threats and barriers to development.

Three pillars of community conservation in Namibia

**Institutional development**
Good governance creates the basis for resource management and the equitable distribution of returns

**Natural resource management**
Innovative resource management enables biodiversity conservation and the sustainable use of wildlife and plant resources

**Business, enterprises and livelihoods**
Incentive-based conservation approaches enable an expanding range of rural livelihood options

Total returns to conservancies and members

The total cash income and in-kind benefits generated in conservancies (including the Kyaramacan Association) grew from less than N$ 1 million in 1998 to more than N$ 111 million in 2016. This includes all directly measurable income and in-kind benefits being generated, and can be divided into cash income to conservancies (mostly through partnerships with private sector operators), cash income to residents from enterprises (mostly through employment and the sale of products), and as in-kind benefits to residents (mostly the distribution of harvested game meat).
Building Foundations

...means creating structures that enable wise and effective governance which empower rural people to control their affairs and resources for a common, sustainable good...

Democratic, effective governance

Resources can only be used sustainably if effective management structures exist to guide their use.

Before independence, rural communities were disenfranchised and the absence of a sense of ownership over resources led to their neglect and indiscriminate exploitation.

Conservancies, community forests and other legally recognized community conservation initiatives have created effective formal structures for democratically managing communal resources.

CBNRM, Community Based Natural Resource Management, is the basis of democratic control by local communities over natural resources and the distribution of benefits from them, usually through communal conservancies.

Institutional development data is collected annually during integrated audits. Conservancies are rated for their commitment, planning, monitoring and management. Conservancies use the information to evaluate and improve their governance, and support organisations are able to provide targeted assistance.
Governance at a glance

At the end of 2016 there were...

- 52 management plans in place
- 15 sustainable business and financial plans in place
- 52 annual financial reports that had been presented
- 55 annual general meetings that had been held
- 15% female chairpersons
- 41% female treasurers/financial managers
- 39% female management committee members
- 29% female staff members in communal conservancies in Namibia

What’s being achieved?

Community conservation means...

- contributing to improved democracy in rural areas
- empowering individuals, including women, to actively participate in decision-making
- employing staff to manage a broad range of resources
- working according to management and benefit distribution plans
- unlocking human potential by providing access to diverse training and capacity building
- enabling controlled tourism development and conservation hunting activities
- covering an increasing portion of operational costs through conservancy generated income
- developing regional conservation structures

Institutional development in conservancies in 2015

<table>
<thead>
<tr>
<th>Order</th>
<th>Category</th>
<th>Status</th>
<th>Number of conservancies reporting</th>
<th>Percentage of category</th>
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</thead>
<tbody>
<tr>
<td>1</td>
<td>Registered conservancies (incl. Kyaramacan assoc.)</td>
<td>83</td>
<td>83</td>
<td>100</td>
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<tr>
<td>2</td>
<td>Conservancies generating returns</td>
<td>62</td>
<td>83</td>
<td>75</td>
</tr>
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<td>3</td>
<td>covering operational costs from own income</td>
<td>28</td>
<td>46</td>
<td>61</td>
</tr>
<tr>
<td>4</td>
<td>distributing cash or in-kind benefits to members, or investing in community projects</td>
<td>38</td>
<td>46</td>
<td>83</td>
</tr>
<tr>
<td>5</td>
<td>Conservancy management committee members</td>
<td>950</td>
<td>78</td>
<td>100</td>
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<tr>
<td>6</td>
<td>female management committee members</td>
<td>370</td>
<td>78</td>
<td>39</td>
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<tr>
<td>9</td>
<td>Conservancy staff members</td>
<td>853</td>
<td>78</td>
<td>100</td>
</tr>
<tr>
<td>10</td>
<td>female staff members</td>
<td>245</td>
<td>78</td>
<td>29</td>
</tr>
<tr>
<td>11</td>
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<td>sustainable business and financial plans</td>
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Conservancy management capacities fluctuate, influenced by staff and committee changes, as well as the degree of external support. Many conservancies have strong and growing female participation, and a substantial number of conservancies that used to be dependent on grant aid are now covering operational costs from their own income, with many also distributing benefits to members or investing in community projects.
Managing Resources

... means ensuring that they are used wisely so that maximum returns are generated while the natural environment remains productive and healthy ...

**Powerful management tools**

Traditional knowledge and skills are paired with modern technologies and approaches to enable effective management and innovative resource use. A wealth of information is gathered through a variety of monitoring mechanisms and processed to provide powerful management. As a result, rural communities are empowered to manage their natural resources to generate significant returns while at the same time ensuring the long-term health of the resource base – the natural environment. This encourages environmental restoration and biodiversity conservation.

**Wildlife populations**

Remarkable wildlife recoveries have taken place due to conservancy efforts to minimize poaching and ensure the sustainable use of wildlife. This is most evident in the north-west, where wildlife had been reduced to small numbers through drought and poaching by the early 1980s. It is estimated that there were only 250 elephants and 65 black rhinos in the north-west at this time, and populations of other large mammals had been reduced by 60 to 90% since the early 1970s. Data from species experts shows that the number of rhinos and elephants has increased substantially since then. Aerial surveys (right) indicate that springbok, gemsbok and mountain zebra populations increased over 10 times between 1982 and the year 2000. Data from the annual North-West Game Count indicates fluctuations in the average number of animals seen. The fluctuation of game numbers in north-west Namibia is consistent with ‘boom-and-bust’ dynamics of arid environments. While strengthened community stewardship through communal conservancies has assisted with impressive population recoveries from the early 1980s through 2011, such good management cannot offset the impacts of four years of prolonged drought. However, the estimated numbers of all species remain at or above those recorded through the aerial surveys at the end of the period of the 1990s and far above the populations of the 1980s.
At the end of 2016 there were...

- 83 conservancies using the Event Book monitoring tool (figures include 3 unregistered, emerging conservancies & the Kyaramacan Association)
- 51 conservancies conducting an annual game count
- 5 national parks undertaking collaborative monitoring with conservancies
- 72 conservancies holding quota setting feedback meetings
- 72 conservancies with own-use harvesting quotas
- 55 conservancies with conservation hunting concessions
- 18 conservancies with shoot & sell harvesting contracts
- 52 conservancies with a wildlife management plan
- 38 conservancies with a zonation plan
- 584 game guards and resource monitors working in conservancies

What's being achieved?

Community conservation means...

- combatting poaching, trafficking of wildlife products and other illegal activities
- mitigating human-wildlife conflict by limiting losses to farmers
- zoning areas for different land uses to reduce conflicts
- enabling wildlife recoveries, effective natural resource management and environmental restoration
- working to promote a large landscape approach to natural resource management
- black rhinos roam freely in communal conservancies
- elephants roam freely across 48 conservancies
- lions occur in 24 conservancies
- species that had become locally extinct in the Zambezi Region, such as eland, giraffe and blue wildebeest, are thriving after re-introductions

2016 saw:

- improvement of wildlife harvesting control mechanisms
- adaptive management strengthened with feedback from conservancies
- game guard accreditation scheme rolled out
- induction training for committees continued

The biggest challenges?

- low wildlife harvest quotas because game numbers have not fully recovered
- ensuring that wildlife harvesting is well-controlled and sustainable
- ill-informed criticism of natural resource management
- continued external threats to ban the export of hunting trophies
- building recognition of the vital role of community game guards
- minimizing impacts and optimizing returns from consumptive game use
- promoting incentive-based conservation
- increased commercial poaching and trafficking of wildlife products
Improving Lives

... means empowering people to diversify incomes from farming to include economic opportunities based on tourism and wildlife ...

New income sources

Returns from wildlife and other natural resources generated through community conservation have proven to be substantial, including direct income to conservancies from tourism and conservation hunting, jobs created, and benefits including the distribution of game meat. New opportunities for rural job creation have arisen, especially in tourism where people are employed in a range of activities.

Diversification of income is a significant contribution to peoples’ livelihoods and contributes to community resilience against episodic events such as drought and floods. The ability to cope with such events is increasingly necessary for rural communities confronted with the harsh reality of a climate changing to even greater levels of aridity.

The earning power of conservancies

Significant differences exist between conservancies. There are vast differences in size (the biggest conservancies are more than 200 times as large as the smallest), as well as in the number of residents (ranging from several hundred to more than 30,000). Topography, rainfall and natural habitat influence the quantity and quality of natural resources available in a given area. The skills and experience of conservancy management also affect earning power. Joint-venture tourism and conservation hunting make the greatest financial contributions to conservation, e.g. game guard salaries, and to livelihoods. Meat from hunting is an important in-kind benefit to conservancy members.
Improving Lives means empowering people to diversify incomes from farming to include new economic opportunities based on tourism and wildlife.

At the end of 2016 there were:

- 53 joint-venture tourism enterprises with 954 full time and 72 part time employees
- 38 conservancies directly involved in tourism activities
- 55 conservation hunting concessions with 136 full time and 179 part time employees
- 28 small/medium enterprises with 122 full time and 27 part time employees
- 853 conservancy employees
- 950 conservancy representatives receiving allowances
- 1,284 indigenous plant product harvesters
- 570 craft producers

What’s being achieved?

by community conservation...
- Conservancies and private sector partners generated N$ 111,232,053 in returns and benefits during 2016
- Of this, tourism generated N$ 64,635,710; consumptive wildlife use (which includes hunting and live game sales) N$ 32,522,368; indigenous natural products N$ 1,620,136; and miscellaneous income (including items such as interest) N$ 1,984,880
- From consumptive wildlife use, meat to the value of N$ 10,468,960 was distributed to conservancy residents
- Conservancy residents earned a total cash income of N$ 52,492,271 from enterprise wages, of which N$ 32,173,686 was from joint venture tourism, N$ 14,744,081 from conservancies, N$ 3,596,691 from conservation hunting and N$ 1,977,813 from SMEs
- Conservancy residents earned cash income of N$ 1,400,638 from indigenous plants and N$ 1,465,841 from crafts
- N$ 11,252,045 was distributed to conservancy residents either in cash or used to support community projects

2016 saw:
- Piloting the Wildlife Credits and Incentives Scheme continued, designed to link the conservation performance of conservancies with investors willing to pay for independently verified conservation performance achievement. Revenue will be reinvested directly into human wildlife mitigation efforts and other conservation activities by conservancies

The biggest challenges?
- improving the financial management of conservancies
- increasing the ability of conservancies to manage their contractual responsibilities towards the private sector
- involving the private sector, which benefits from conservancy conservation, e.g. mobile tourism operators
- removing barriers to private sector investment in communal areas, as there are considerable risk of investing in communal lands
- developing revenue streams in areas with low tourism potential or few natural resources
Working for a common vision...

... means focussing on what can be achieved, rather than yielding to difficulties; looking beyond individual activities and local impacts to regional, national and trans-boundary connections, influences and achievements, while facing challenges, anticipating change and striving for sustainability...

The Namibian conservancy movement has become an internationally acclaimed CBNRM success model. Community conservation is making significant biodiversity contributions and creating synergies with state protected areas. It is strengthening rural economies and contributing to rural development. A large number of conservancies are already fully self-financing. Other community conservation initiatives are well established and operating effectively. A sound foundation is being created, but more needs to be done to consolidate gains and attain sustainability. The CBNRM programme needs to integrate policies and activities fully, ensure adequate technical support and long term maintenance, continue to expand and diversify natural resource potential, and to remove barriers and counter threats that may arise.

How conservation contributes to the economy

Economic contributions from CBNRM may be termed contributions to net national income (NNI). The NNI contributions can be defined as the value of goods and services that community conservation activities make available each year to the nation.

Further economic values could be counted if adequate measures were available, including the economic value of local management institutions and the increased capacity that results from training provided to people associated with conservancies.

The economic merits of programme spending can be seen by comparing the investment in community conservation against returns in terms of NNI, and increasing annual stock asset values in a cost-benefit analysis (Figure right). This can provide an indication of the degree to which the investment made in the CBNRM programme has contributed overall to the national economy and whether this investment has been economically efficient.
Estimates of the national economic returns from CBNRM compared to economic investment costs

In 2016, the net national income (NNI) contribution made by CBNRM was about N$ 692 million. Between 1990 and 2016, the cumulative value of the NNI contributions amounts to an estimated N$ 5.98 billion*.

The graph also shows the investment in the CBNRM programme each year, which cumulatively adds up to about N$ 2.1 billion of investment between 1990 and 2016. Donors supplied most of the funds, while the MET and NGOs also provided inputs, mainly as ‘in-kind’ contributions such as staff, vehicles and other kinds of support.

The future at a glance

Community conservation may ...
- grow to cover 90-100 conservancies and 40-50 community forests
- cover over 21% of Namibia and well over 50% of all communal land
- encompass up to 15% of all communal area residents and well over 50% of rural communal areas residents in suitable areas

What might be achieved?

Community conservation can...
- facilitate significant further growth of tourism in communal areas and increase local involvement
- enhance the reputation of Namibia as well as communal areas offering some of the country’s most attractive destinations
- entrench Namibia’s position, as offering some of the best conservation hunting on unfenced land in Africa
- mitigate the effects of climate change by reducing dependence on subsistence agriculture
- maximize the potential of indigenous plants through further strategic international partnerships
- strengthen incentives for people to live with and manage wildlife, and protect its habitat, so that future generations can continue to share in this important African heritage

2016 SAW:
- continued roll out of Game Guard Certification Scheme Wildlife Credits pilot programme expanded
- improved compliance with MET Standard Operating Procedures
- start of Wildlife Incentives and Credits Scheme
- progress towards the establishment of the Community Conservation Fund of Namibia

The biggest challenges?
- enabling optimum conservancy governance capacities, effective decision-making and wise leadership, as well as proactive membership
- countering the pressure to ban the legal consumptive use of wildlife
- optimizing land allocation and administration in communal areas
- ensuring long-term technical support to community conservation structures
- achieving self-sufficiency and programmatic sustainability
- creating country-wide awareness of the growing threat posed by commercial poaching and international wildlife crime
The Ministry of Environment and Tourism facilitates the registration of conservancies and is responsible for compliance monitoring. NACSO supports the MET in conservancy governance and assists in the annual game counts.

**NACSO MEMBERS**

- **IRA NAMibia (IRDNC)**: Provides technical support to conservancies including training in natural resources management; community capacity building; institutional and economic development; financial and logistical assistance.

- **OMBA (THE OMBI ARTS TRUST)**: Supports sustainable livelihoods through the development, sales and marketing of quality crafts.

- **Nyas Nyas Development Foundation of Namibia**: Supports San communities in conservancies.

- **Cheetah Conservation Fund**: Advises communal and commercial farmers on cheetah conservation.

- **Legal Assistance Centre**: Provides legal advice to conservancies on constitutions, contracts, legal conflicts, conflict resolution, and advocacy on CBNRM issues.

- **WWF**: Provides technical support nationally to implementers in the fields of natural resource management, business and enterprise development, and institutional development.

- **SAVE THE RHINO TRUST NAMIBIA**: Implies rhino conservation and management, and responsible rhino tourism ventures.

- **TOSCO FOR THE BENEFIT OF ALL**: Links the tourism industry to local people, conservation organizations and research.

- **UNIVERSITY OF NAMIBIA**: Researches into the social effectiveness of CBNRM and conservancies in Namibia.

- **NEWS**: Works to conserve Namibia’s natural environment, to promote appropriate protection, wise use of natural resources and sustainable development.

**Three Regional Conservancy Associations - Kavango, Kunene and Otjozondjupa.** These are independent organisations comprised of registered and emerging conservancies in their respective regions acting as representative umbrella bodies.
Focus on fishery protection with the Namibia Nature Foundation

Namibia is well-known for its highly productive sea fisheries. But there is much less awareness of the vital role the inland river and floodplain fisheries in the north of Namibia play in food security and livelihoods for much of the country’s rural population, including some of the poorest communities in the country.

Three major perennial rivers in the north east of the country, the Kavango, Kwando and Zambezi, all support significant fisheries, with additional fishing in Oshanas, the shallow depressions that fill in the north central area during the flood season. However, these freshwater fisheries have in recent years suffered serious declines due to increased, uncontrolled exploitation using environmentally destructive fishing gear.

The NNF has a long-term programme, in partnership with ministries and other organizations, to address the situation. The current NNF EU-funded project, Community Conservation Fisheries in KAZA, aims to encourage and empower local communities to take responsibility for managing fishery resources sustainably.

Throughout the world, Marine Protected Areas (MPAs) are increasingly used to protect fish breeding stocks. This approach is increasingly understood by the Zambezi fishing communities, and the concept of Fish Protection Areas (FPAs) is being adopted by communities.

Two pilot FPAs have been established by Namibian communities, one in Sikunga Conservancy and another in Impalila Conservancy. In a major success last year, at the request of the conservancies and with the Minister of Fisheries and Marine Resources (Hon. Bernard Esau) having taken a direct interest, the FPAs were formally designated as “Fish Reserves” by the Namibia Government. Each of the protected river channels is over 12 km long and together they represent a major commitment to protecting the fish breeding stocks.

This is an edited extract from an article by Denis Tweddle, Project Coordinator – NNF/EU Community Conservation Fisheries in KAZA Project.

Photo: Gareth Bentley
Community conservation

grew out of the recognition that wildlife and other natural resources were of value in communal areas, and that those resources could be unlocked if local communities were empowered to manage and utilize resources themselves.

The Namibian CBNRM programme is based on strong partnerships with the Namibian government, international donor agencies, local and international NGOs, the private sector and community conservation organizations.

www.nacso.org.na