



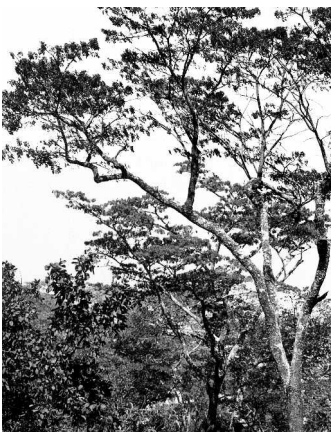
# WWF-SARPO

## Occasional Paper Series

### **A Preliminary Assessment of the Natural Resources Management Capacity of Community – Based Organisations in Southern Africa: Cases from Botswana, Mozambique, Namibia, Zambia and Zimbabwe**

**Catherine Wirbelaeur, Alfons  
Wabahe Mosimane, Rito Mabunda,  
Chituli Makota, Abel Khumalo and  
Morse Nanchengwa**

**WWF - SARPO Occasional Paper  
Number 17**



M.R. Mitchell



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# 1. Executive Summary

## **BACKGROUND**

Community Based Natural Resource Management (CBNRM) was “born” in southern Africa in the early 1990s. Ecologists, social scientists, and public sector managers/technocrats initiated pilot programmes to grant local communities appropriate authority to manage and benefit from natural resources. The pilot programmes put in place policies, enabling legislation, and incentive mechanisms for natural resource management. WWF and other conservation organizations supported local communities with technical skills in natural resource management, organizational development, and enterprise development.

Thus, in Southern Africa, CBNRM is now widely recognized and accepted as an approach to conservation and development that facilitates improved conservation impact, improved economic benefits, and improved environmental governance. On their part, SADC Member States have demonstrated their willingness to adopt CBNRM as a strategy for conservation and rural development as reflected in policy pronouncements and the various community based natural resource management programmes in implementation. As an illustration, in Namibia, 35 conservancies are registered and another 56 are emerging, covering 8 million hectares in 11 of the 13 administrative regions. In Zambia, more than 60 Community Resource Boards have been formed in 34 Game Management Areas [GMAs] covering over 250 million hectares. In Zimbabwe the CAMPFIRE programme works in some 44 million hectares or 30% of the total rural district area.

Natural resource *management* pertains to the integration of policies, knowledge and skills, as well as organizational mechanisms to enable key stakeholders make informed decisions about the sustainable use of natural resources – land, water, forests, and wildlife. The communities are organised as trusts, conservancies and community resource boards, collectively manage natural resources and make daily decisions about balancing individual off-take and benefit against the common good of their communities and the global village. Management capacity for these organizations requires empowerment through policy and legislation, use of decision making tools, and skills in negotiating relationships with other stakeholders.

By assessing the management capacity of producer communities, insight can be gained into the kind of interventions required to mitigate the threats to biodiversity conservation and at the same time maximising opportunities for rural poverty reduction. This assessment illustrates the diversity of management challenges in five countries of southern Africa – Botswana, Mozambique, Namibia, Zambia and Zimbabwe.

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## 4. Acronyms

<b>CAMPFIRE</b>	Communal Areas Management Programme for Indigenous Resources
<b>CBNRM</b>	Community-based Natural Resource Management
<b>CBC</b>	Community-based Conservation
<b>CBO</b>	Community-based Organisation
<b>CCL</b>	Covane Community Lodge
<b>CGG</b>	Community Game Guards
<b>CMC</b>	Conservancy Management Committee
<b>CMP</b>	Conservancy Management Profile
<b>CRB</b>	Community Resource Board
<b>CRM</b>	Community Resource Monitors
<b>CONASA</b>	Community-Based Natural Resource Management and Sustainable Agriculture Project
<b>DoF</b>	Directorate of Forestry
<b>DRWS</b>	Directorate Rural Water Supply
<b>GFU</b>	Grootberg Farmers Union
<b>GMA</b>	Game Management Area
<b>LIFE</b>	Living in a Finite Environment
<b>MAWRD</b>	Ministry of Agriculture, Water and Rural Development
<b>MET</b>	Ministry of Environment and Tourism
<b>MFMR</b>	Ministry of Fisheries and Marine Resources
<b>MLRR</b>	Ministry of Lands, Resettlement and Rehabilitation
<b>MME</b>	Ministry of Mines and Energy
<b>MOMS</b>	Management Oriented Monitoring System
<b>NACSO</b>	Namibian Association of CBNRM Support Organisations
<b>NGO</b>	Non-Governmental Organisation
<b>NNC</b>	Nyae Nyae Conservancy
<b>NNFC</b>	Nyae Nyae Farmers Cooperative
<b>NNDFN</b>	Nyae Nyae Development Foundation
<b>NRM</b>	Natural Resources Management
<b>RDC</b>	Rural District Council
<b>SADC</b>	Southern African Development Community
<b>USAID</b>	United States Agency for International Development
<b>VAG</b>	Village Area Group/Village Action Group
<b>WMA</b>	Wildlife Management Area
<b>WPC</b>	Water Point Committee
<b>WWF-SARPO</b>	World Wide Fund for Nature Southern African Regional Programme Office

## 5. BOTSWANA

In Botswana, the Community Based Natural Management Programme established community trusts to build community capacity in natural resource management. Although initially built around wildlife management, existing trusts and their capacity for managing a wide range of natural resources are illustrated in the tables and figures below.

According to Mbaiwa, J.E. (2005), in Ngamiland the CBNRM programme has demonstrated how rural communities are able to use revenue generated from the utilization of natural resources, particularly wildlife. Cash dividends are at the same time invested in social and community development. In terms of contribution to poverty reduction, some of the villages such as Sankoyo distribute income from CBNRM to all the households in the village annually. Between 1996 and 2001, each household at Sankoyo was paid P200 (US\$40). This sum increased to P250 (US\$50) in 2002, P300 (US\$60) in 2003 and P500 (US\$100) in 2004. Community projects include auxiliary enterprises such as trading stores, rural transportation, and recreation facilities. Revenue generated from CBNRM has become a source of social security for most households. All trusts in Ngamiland provide financial and transport assistance to their communities when there is a death in a household. For example, the Sankoyo Trust contributes funeral costs up to P3,000 (US\$600) for the funeral of an adult and P1,000 (US\$200) for a child. In the absence of formal life insurance policies in these remote parts of the country, this assistance goes a long way in providing social security. In addition, some of the communities have used funds from CBNRM to meet the needs of the poor and needy in the village. For example, Sankoyo has constructed huts for destitute people and orphans in the village and also provide food handouts to them. Sankoyo has also made financial contributions to national appeal funds such as the Orphan and HIV/AIDS Funds. The trust donated P25,000 (US\$5,000) to the Masiela (Orphan) Fund and another P25,000 to the HIV/AIDS Fund in 2004. The Sankoyo Trust currently sponsors nine students to attend a commercial school in Maun for two years. These students have their tuition, book fees, living expenses and other necessary expenses paid for by the trust (Mbaiwa, 2004c). All these socio-economic benefits from CBNRM indicate that the programme has transformed some of the rural communities in Ngamiland from living on less than a dollar a day to citizenship and participation in governance.

Table 1: Diversification of Natural Resource Management Practices

Botswana CBNRM “Product Range”	
<ul style="list-style-type: none"> <li>• Morogo (dried bean leaves), wild vegetables from Tswapong Hills</li> <li>• Gala la tshwene (herbal treatment e.g. high blood pressure) from Tswapon Hills</li> <li>• Morula sweets from Gabane</li> <li>• Mosata or vegeatable “meat” (nama ya setlare) from Tswanapong Hills</li> <li>• Morula jam from Gabane</li> <li>• Ostrich beads bracelets form Zutshwa</li> <li>• Morula oil from Tswapong Hills Magic morula lip balm from Gabane</li> <li>• Herbal tea (mosukjane) from Kweneg</li> <li>• Herbal tea (lengana) from Kweneng</li> <li>• Guinea fowl eggs from Gabane</li> </ul>	<ul style="list-style-type: none"> <li>• Kalahari devil's claw (sengaparile) from Kgalagadi</li> <li>• Wild melon (lerotse) jam from Tswapong Hills</li> <li>• Chocolate coated mopane worms from Gabane</li> <li>• Morula soap from Tswapong Hills</li> <li>• Natural fibre basket from Shakawe</li> <li>• Camping at the Lehubu Island national Monument near Mmatshumo</li> <li>• Luxury guest house accommodation at the Dqae Qare game farm in Ghanzi</li> <li>• Motshikiri (thatching grass) for sale through the Temacane Trust in Shakawe</li> </ul>

Table 2: CBNRM Trust, No. of Villages Involved and Estimated Population

Name of Trust	No. of Villages involved	Estimated Population
Sankoyo Tshwaragano Management Trust	1	372
Okavango Community Trust	5	6431
Khwai Development Trust	1	395
Mababe Zukutsham Community Trust	1	157
Cgaecgae Tlhabololo Trust	1	372
Okavango Jakotsha Community Trust	4	9236
Okavango Kapano Mokoro Community Trust	5	2000
Okavango Poler's Trust	-	75 polers
Bukakhwe Cultural Conservation Trust	1	732
Bokamoso Women's Co-operative	-	?
Qangwa Development Trust	1	862
Phuduhudu Development Trust	1	455
Ngwao Boswa Women's Co-operative	-	96 women
Nxamasere Development Trust	1	1328
Teemacane Trust	4	1500
Tsodilo Community Development Trust	1	172
Tcheku Development Trust	4	1500
<b>Total</b>	<b>31</b>	<b>26,415</b>

Table 3: Revenue Generated by CBOs in the Okavango Delta (in Botswana Pula)

Name of Trust	Year	Land Rental	Quota	Others	Total
Sankoyo Tshwaragano Management Trust	1997		285 000	0	<b>285 000</b>
	1998		345 000	0	345 000
	1999	140 000	202 850	120 000	462 850
	2000	154 000	223 135	148 940	526 075
	2001	169 400	245 450	180 610	595 460
	2002	23 850	872 550	???	1 255 000
	2003	466,509	965 772	65,000	1,497,281
	<b>1997</b>	<b>264 000</b>	<b>204 050</b>	<b>0</b>	<b>468 050</b>
	<b>1998</b>	<b>290 400</b>	<b>335 250</b>	<b>0</b>	<b>625 650</b>
	1999	319 440	332 900	0	652 340
	2000	350 240	336 000	0	686 240
	2001	600 000	400 000	500 000	1 500 000
	2002	600 000	400 000	500 000	1 500 000



	2003	600 000	400 000	500 000	1 500 000
	2004	600 000	400 000	500 000	1 500 000
Cgaegae Tlhabololo Trust	<b>1998</b>	<b>40 750</b>		<b>30 000</b>	<b>70 750</b>
	1999	70 000		35 000	105 000
	<b>Year</b>	<b>Land Rental</b>	<b>Quota</b>	<b>Others</b>	<b>Total</b>
	2000	25 000	290 167	27 095	342 262
	2001	0	265 000	0	265 000
	2002	0	150,000	30 000	180 000
	2003	0	51,000	0	51,000
Okavango Kopano Mokoro Community Trust	1999	110 000	320 000	250 000	680 000
	2000	200 000	700 000	200 000	1 100 00
	2001	220 000	735 000	200 000	1 155 000
	2002	220 000	780 000	200 000	1 200 000
	2003	397 309	642 000	260 691	1 300 000
Mababe Zokotsama Development Trust	2000	60 000	550 000	65 000	675 000
	2001	69 000	632 000	63 250	764 250
Khwai Development Trust	2000	0	1 200 000	0	1 200 000
	2001	0	600 000	0	600 000
	2002	0	1 211 533	0	1 211 533

Table 4: Revenue generated from all CBNRM projects in Botswana 1999 - 2002

<b>Year</b>	<b>Revenue Generated from all CBNRM Projects in Botswana</b>
1993	24.000P
1997	1.41 Million Pula
1999	2.27 Milliion Pula
2001	6.42 Million Pula
2002	8.45 Million Pula

Table 5: Growing CBNRM coverage

	<b>1993</b>	<b>1995</b>	<b>1997</b>	<b>1999</b>	<b>2001</b>	<b>2003</b>
# Districts with CBNRM CBOs	2	3	6	8	8	9
# CBOs involved in CBNRM	2	6	19	45	61	83
# CBOs registered	1	4	10	26	46	67
# Villages in CBNRM [Total]	5	12	30	91	99	120

Figure 1: Number of villages covered by CBNRM Project

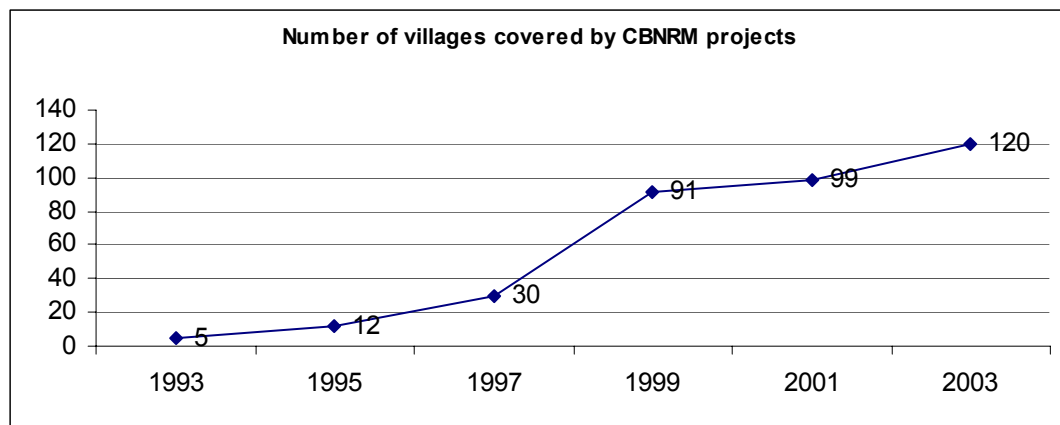


Figure 2 Percentage of the district population involved in CBNRM projects for some communities (2001)

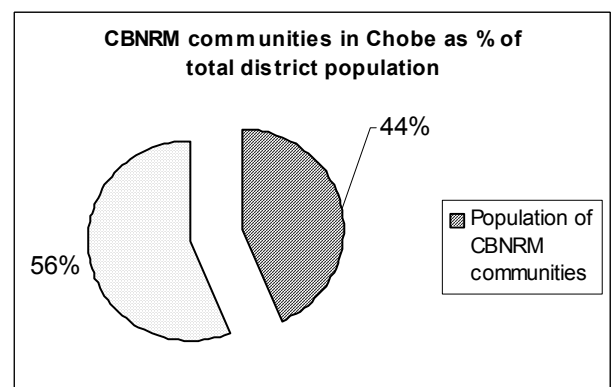
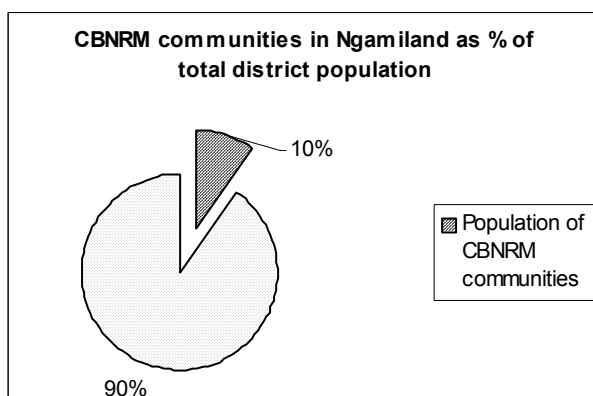
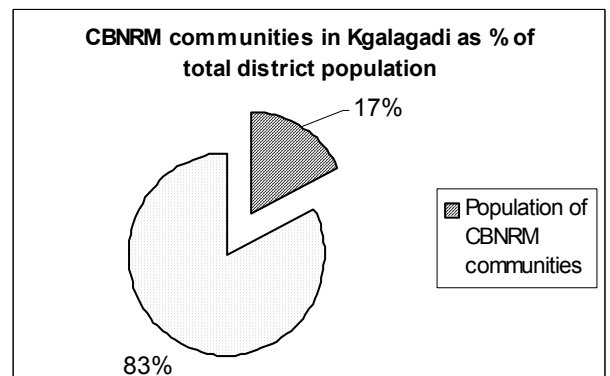
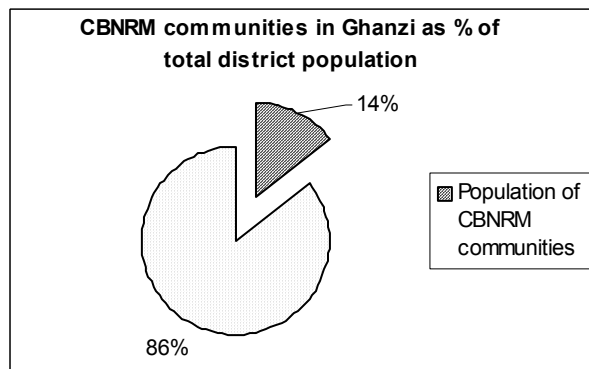
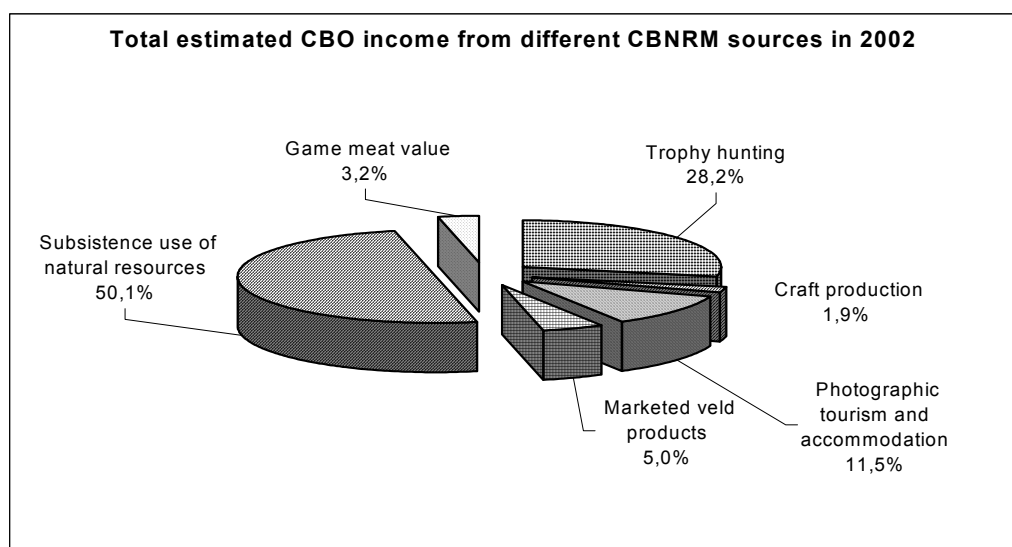


Table 6: Very rough indication of the value added to natural resources through CBNRM in 2002:

Natural resource use	Income	Employment at CBO level	Remarks
Trophy hunting	6.99 million Pula in 13 CBOs	Between 500 and 700 people	Data from private sector
Photographic tourism	2.84 million Pula in 7 CBOs	Between 150 and 200 people	Data from the CBNRM Support Programme
Production of Botswana crafts using natural resources	Known income of 478.000 Pula. This is probably underestimate	Unknown but large number of rural women in especially western Botswana	Data collected from selected crafts marketing outlets
Marketed veld products (grapple, morula, etc.), grass and reeds	1.25 million Pula	Unknown but large number of people (e.g. 1000 women in Kgets ya Tsie) all over rural Botswana	Data from NGOs and KyT and rough estimates for grass and reeds (as on the latter no data are available)
Game meat value	790.000 Pula		Figure is calculated as total quota in kgs at a value of 3.00 Pula/kg (see Appendix 2 for details)
Subsistence use of natural resources (firewood, building material, grass, reeds, veld products, fish, small game, etc.	Subsistence value of natural resources in CBNRM project areas 12.432.000 Pula		Subsistence use is valued at 10 Pula per month per CBNRM community member <sup>1</sup> (see Appendix 1 for population numbers).
<b>Total</b>	<b>24.780.000 Pula</b>		



\*The value of 10 Pula per month per person is an extrapolation from National Accounts Statistics of Botswana 1994/1995 (CSO, 2000).

## **6. NAMIBIA**

The Community Based Natural Resources Management (CBNRM) Programme in Namibia emerged from new approaches in conservation that take into account people's livelihood and needs, the knowledge people have about the environment and involves people in decision making. The idea of a national CBNRM programme support structure emerged in the early 1990's with several partners, including the Ministry of Environment and Tourism (MET) as the lead agency. Other partners were non-governmental organisations (NGO's), local and traditional authorities and communities. In brief, the Namibia CBNRM programme is a natural resource management and conservation programme, a rural development programme and an empowerment and capacity building programme.

The CBNRM programme focuses on the management and utilisation of wildlife resources regarded as a common property resource. The assumption is that if communities derive direct benefits from the management and utilisation of wildlife resources and the benefits outweigh the costs of having wildlife then it would be managed sustainably (Steiner and Rihoy 1995, Jones 1995, Long et. al. 2004).

Communities formed local wildlife management institutions referred to as "conservancies". According to the legislation the conservancies require: 1) defined membership, 2) a representative management committee, 3) a legally recognised constitution that makes provision for the development of a wildlife management plan and an equitable benefit distribution plan and 4) defined boundaries. Communities that meet the legal requirements get limited rights of ownership to manage and benefit from utilisation of wildlife both through consumptive and non-consumptive tourism.

To date there are 35 registered communal area conservancies in all parts of the country and another 56 or more rural communities expressed interest in forming conservancies.

### **6.1 Conservancies selected for Case Study**

Tsiseb, Kwandu, Nyae Nyae and Grootberg conservancies were selected for the case study. The conservancies represent different ecological zones and livelihood systems. The majority of Namibia conservancies have very diverse characteristics. They are selected from the regions with high conservancy density but also taking into consideration regional differences. The map below shows the location of various communal conservancies in Namibia.

#### **6.1.1 Tsiseb Conservancy**

Tsiseb conservancy (No. 24 on the map) is in the Daureb Constituency of the Erongo region, which is part of the north west Namibia. The conservancy registered in January 2001, spans an area of 7, 912 km<sup>2</sup> around the former tin mine town of Uis and the surrounding communal settlements. The dominant vegetation structure in the conservancy is varied shrubs and grasslands, with



The arid to semi - arid climatic conditions dictates the sparse settlements in the conservancy. The conservancy has an estimated population of 2,500 inhabitants of which 950 are registered members of the conservancy (Long 2004). The Tsiseb Conservancy Management Committee (TCMC), in collaboration with the traditional authority and the community, are partners in the management of the conservancy.

Tsiseb conservancy has not initiated the process to secure the use and management of plant resources in their conservancy, but is considering that as way of securing the use and management of grazing rights in the conservancy. Tsiseb Conservancy, like other parts of Kunene and Erongo regions, is rich in various mineral deposits that might be of low value for commercial mining, but are an important source of income to local residents. Various semi-precious stones, such as tourmaline, crystals, etc., are collected from the mountains and displayed and sold along the main tourists routes. Tin and copper is mined on small scale for cash income although there is no proper market for their products. The traditional authorities, as the custodians of communal land on behalf of the community, tried to control the mining to the benefit of the community but without any powers and legislation to enforce. Several water point committees exist in Tsiseb conservancy which are managed parallel to the conservancy management committee.

#### **6.1.2 Kwandu Conservancy**

The Kwandu Conservancy (No. 3 on the map) is located in the Kongola Constituency of the Caprivi region which is in the north-eastern part of Namibia. The conservancy is on the western part of the Caprivi region, on the Kwando riverbank which is a perennial river system. The vegetation type is mainly mopane woodland, grasslands and floodplains with an annual rainfall of 500-600mm, although it is variable at times. The conservancy borders the Mayuni conservancy to the south, the Bwabwata national park to the west, Angola and Zambia to the north and the state forest to the east.

The conservancy was registered in December 1999 and covers 190km<sup>2</sup> with an estimated population of 6,000 inhabitants. The conservancy is densely populated and has an estimated 1,800 registered members above the age of 18 years. (Long 2004). The key stakeholders in the conservancy management are the Kwandu Conservancy Management Committee (KCMC), the community and the traditional authority. The conservancy members fish in the Kwando river system and its tributaries which form the western border between the conservancy and the Bwabwata National park. The traditional authorities enforcethe traditional rules to ensure there is enough fish for the community as a source of food and cash income. Several water point committees exist in Kwandu conservancy which run parallel to the conservancy management committee.

#### **6.1.3 Nyae Nyae Conservancy**

The Nyae Nyae Conservancy (NNC, No. 26 on the map) is located in the Tsumkwe constituency of the Otjozondjupa region, which is in the north -

eastern part of Namibia. It was the first officially registered conservancy in Namibia in February 1998. The conservancy idea was introduced to communities in the mid-1990s. At the beginning of the introduction of the conservancy ideas in the mid-1990s, the Nyae Nyae Farmers Cooperative (NNFC) was the biggest Community Based Organisation (CBO) in the area. The Living In a Finite Environment Project (LIFE) of World Wildlife Fund (WWF) worked closely with the Nyae Nyae Development Foundation (NNDFN) and NNFC to introduce the concept of CBNRM and explore community perceptions and potential for a conservancy in the area (Berger 2003).

According to Long (2004), the conservancy covers a landmass of 8,992 km<sup>2</sup>. The conservancy had a registered membership of 770 from a population of about 1,800 to 2,000 people. The conservancy borders the Khaudum National Park, the western side of the Botswana border and the veterinary cordon fence and to the east the emerging Omatako conservancy in western Tsumkwe area. The administrative center of the conservancy is situated in Tsumkwe, which is the nearest semi-urban settlement in the area. The Nyae Nyae conservancy is managed by the Ju/'hoansi (!Kung, Ju/Wasi) people, who are part of the San (Bushmen) community. The Ju/'hoansi people are historically hunter-gatherers who previously lived a nomadic life, gathering natural resources such as wild fruits and vegetables and hunting game for meat. Unlike in most other parts of the country, in Nyae Nyae, farming is not widely practised and only a few people keep livestock (Berger 2003).

The Conservancy Management Committee (CMC) runs the affairs of the conservancy, overseen by an elected board representing the broader community.

The Kwandu conservancy is in the process of securing the use and management of plant resources in their conservancy as they have put all measures in place as required by the Forest Act. The conservancy management committee would manage forest resources in the conservancy once they are gazetted.

The Nyae Nyae conservancy has not initiated the process to secure the use and management of plant resources in their conservancy, though it's considering it. The conservancy members are hunter-gatherers who still depend significantly on edible and medicinal plants for their livelihood.

#### **6.1.4 #Khoadi //Hoas (Grootberg) Conservancy**

#Khoadi //Hoas Conservancy (No. 17 on the map) covers an area of 3,364km<sup>2</sup> in the northwestern part of Namibia. The conservancy is located in the Sesfontein constituency of the Kunene region, close to the village settlement of Kamanjab. The mopane woodlands dominate the vegetation landscape, with a rainfall of 100-200mm per annum. The conservancy is named after the Grootberg mountain range that is a unique symbol of the conservancy. The conservancy borders the Torra and Ehrovipuka conservancies to the west. To the eastern border are privately owned commercial farms, to the north is the veterinary control fence, the Etendeka concession is to the Northwest and Hobatere tourism concession to the northeast.

Due to the low and varying rainfall patterns, the densely populated conservancy with an estimated population size of 3,463 people and 641 households represents one person per km<sup>2</sup>. The conservancy was registered in 1998, and its activities aim to improve and integrate natural resources management. The conservancy has an estimated membership of 1,600 people, representing almost half of the adult population above 18 years in the conservancy. The management of the conservancy is based on the partnership between the Grootberg Conservancy Management Committee (GCMC) and the Grootberg Farmers Union (GFU) (Long et.al. 2004). The #Khoadi //Hoas conservancy has not initiated the process to secure the use and management of plant resources in their conservancy, but is considering that as way of securing the use and management of grazing rights in the conservancy.

#Khoadi //Hoas Conservancy, like other parts of Kunene and Erongo Regions, is rich in various mineral deposits that might be of low value for commercial mining, but are an important source of income to local residents. Various semi-precious stones, such as tourmaline, crystals, etc., are collected from the mountains and displayed and sold along the main tourists routes. The traditional authorities, as the custodians of communal land on behalf of the community, tried to control the mining to the benefit of the community but did not have any powers and legislation to enforce.

## **6.2 Other types of resources**

Community tourism and wildlife management is the only natural resource under the management of the conservancies at present. The conservancies do not have control over resources such as forest (plant resources, grazing), minerals (precious gem stones), water and land. However, various plant resources are used for households needs (firewood, food), cash income and medicinal values.

Forest and plant resources are under the jurisdiction of the Ministry of Environment and Tourism, in particular the Directorate of Forestry (DoF). The DoF have adopted an approach similar to the wildlife model for the management of plant resources, which recognises communities as key stakeholders that have to benefit from management and sustainable utilisation. A committee established under the same conditions and procedures as conservancies would manage the plant resources.

The Ministry of Mines and Energy (MME) controls the small-scale mining of semi-precious stones but with limited involvement and enforcement. The management of land is under the traditional authority, the regional Land Board and the Ministry of Lands, Resettlement and Rehabilitation (MLRR). The control and management of communal land rests with the regional land boards. The communities have use rights over land but cannot take decisions that exclude other land users unless the land use rights have been endorsed by the communal Land Board at regional level. The traditional authorities have the responsibility to allocate land at local level but their powers are also subject to the board.

Water supply to rural communities is the mandate of the Directorate Rural Water supply (DRWS) in the Ministry of Agriculture, Water and Rural



Development (MAWRD). The DRWS introduced a community based water supply in order to involve communities as partners in the management and supply of water, as well as to share responsibilities of decision making and management functions. A Water Point Committee (WPC), a similar community based organisation to a conservancy committee was established around each water point to take over the management of use of water. However, the legislation is different and creates sectoral management of water in relation to other resources at village level. The fresh water fisheries are managed by the Ministry of Fisheries and Marine Resources (MFMR) but no active management of fresh water resources has taken place in the perennial rivers. It is important to note that water points constructed for the purpose of wildlife conservation, such as elephant drinking places, are under the control of the conservancy management committee. The White paper on Inland Fisheries brought some control over the fresh water fisheries, however the traditional authority, regional and local authorities in conjunction with the fisheries control officers are responsible to enforce the legislation. Several water point committees exist in conservancies which are managed parallel to the conservancy management committee. The conservancies have several wildlife water points as a strategy to reduce human wildlife conflict over water.

### **6.3 Community Capacity to Manage a Wider Range of Natural Resources**

The selected communities have benefited from years of training by non-governmental organisations that are members of the Namibia Association of CBNRM Support Organisations (NACSO). Development of organisational management structure and skills to take decisions and manage the activities of the conservancies, were a priority in the first years of conservancy formation.

All the above selected conservancies have a conservancy management committee (CMC) which is responsible for the day-to-day management of conservancy activities on behalf of the community. The CMC is an institution that is democratically elected by members of the conservancy and is responsible for the institutional management, planning, overseeing implementation of plans, personnel management, financial management, reporting, networking and communication. Conservancy committees are actively involved in the development of natural resources, tourism and land management plans for the better management and implementation of community decisions and plans.

The organisational structure in the selected conservancy is developed to be able to manage and control all natural resources in the conservancy. Although emphasis is on wildlife at present, the stakeholders in the organisational structure, representing interests beyond wildlife management and conservancy, create a forum for integrated management of the resources, if rights are devolved. The devolution of rights to manage and control other resources would require minimum re-organisation of the conservancy management committees.

The selected conservancies have constitutions that were developed in consultation with community members, before they were approved and adopted by them to serve as a guiding document. The constitutions clearly

define the purpose of the conservancy, commitment to sustainable management and utilisation of wildlife within the conservancy, defines membership, procedure for appointment of conservancy committee members, provision for drawing a wildlife management plan and procedure for disputes resolution. The constitution is fundamentally important as a guiding document, therefore the conservancy mandate in the constitution would have to change in order to manage natural resources other than wildlife and tourism.

Capacity building, skills transfer and environmental education and awareness are important components for successful natural resources management. The CBNRM programme's focus on capacity development and training ranged from management and leadership, institutional and financial management, benefit sharing, wildlife monitoring, roles and responsibilities of conservancy committees, strategic planning and evaluation as well as report writing. The essential role of the NACSO partners is to build capacity and train communities to be able to manage conservancy activities and take decisions independently from external influence such as non-governmental and governmental organisations, but within the legal framework. The external partners should become advisors and service providers to the conservancy committees rather than decision makers. The selected conservancies have acquired skills and experience to manage wildlife resources and to develop land use management plans. The management of other natural resources will require minimal skills transfer because conservancies should be able to use the wildlife management skills. The selected sites have proved that they have the ability to plan, take decisions and manage wildlife resources with minimal support, therefore addition of other natural resources would simply strengthen the management effectiveness.

When conservancies take full control and management of natural resources, are financially sustainable and are able to respond to the needs of their communities, then they are progressing towards becoming "successful". The progress towards success is heavily depended on the institution, organisational structure, constitution (transparency and accountability) and the level of skills transfer.

## **6.4 Monitoring Conservancy Progress**

The national CBNRM programmes use several approaches (tools) to monitor and inform the progress of various conservancies towards success. The approaches are the Conservancy Management Profile, the Institutional Framework and the Event Book monitoring system. The approaches are sources of information and self-review tools that inform and guide conservancy planning in addition to several other support mechanisms.

## **6.5 Conservancy Management Profile (CMP)**

The Conservancy Management Profile (CMP) is an assessment of conservancy management capabilities in the areas of: Governance; Natural Resources Management; Conservancy Management; Financial Sustainability and Benefit Distribution. Scores are used to assess progress as follows: 0 = activity has not

yet been undertaken in this area; 1 = nascent, activity just beginning; 2 = maturing, but still entirely dependent on outside assistance; 3 = functioning with the help of significant external assistance; 4 = capable of operating with little external influence; 5 = completely self-functioning with the occasional need to call on technical support from external organisations.

Governance assesses conservancy's ability to organise and operate elected, representative and participatory process of governance. The governance themes are conservancy registration, development of an elected and representative management committee, the constitution: its development and use, conservancy decision-making: communication and participation, and gender representation in decision-making.

Natural Resources Management (NRM) considers a conservancy's ability to plan and sustainably manage natural resources for the benefit of the community. The themes within NRM are NRM planning and implementation, regulations of resource use, the effectiveness of Community Game Guards (CGG) and Community Resource Monitors (CRM) in natural resource monitoring.

NRM assessment also considers the effective use of the Event Book System, a Management Oriented Monitoring System that provides stakeholders (farmers, wildlife managers, policy makers and support agencies) with critical field based management information. It refers to monitoring events that occur stochastically, e.g. fire, poaching, problem animal incidents, mortalities, etc. Information is channelled from rangers, to their senior rangers, and to the committee chairman, using user-friendly graphs that conservancy members can easily interpret. The events book has both formalized CGG activities by systematically recording specific data and it has strengthened the link between rangers and the committees.

Conservancy Management assesses a conservancy's ability in organisational management, business and income generation. The organisational themes are the development and use of conservancy management plans, the development of an appropriate and skilled staffing structure, development and use of administration systems (employment & vehicle policies, personnel review system, etc.), financial management: accounting and planning, ability to coordinate and manage the services of local government and NGO, and ability to serve as advocates for the conservancy members.

The Business & Income Generation themes are a clear income generation plan in place. Partnerships are formed with the private sector, the conservancy has documents, income is earned from the profits of various activities, funds are banked and tracked, and annual income statements are publicly available.

Financial Sustainability assesses a conservancy's ability to cover its own operational costs with self-generated funds (the percentage covered from self-funding). The focus is on the ability to balance income generation and expenditure.

Benefit Distribution assesses a conservancy's ability to earn income and distribute the benefits to its membership (the total value of the most recent annual distribution). The ability to consult the conservancy members and develop a benefit distribution plan for the conservancy.

## **6.6 Conservancy institutional Framework**

The institutional framework just like the CMP considers all aspects of conservancy management, outlines details of developing a land use plan (zonation) and other components required in a management plan and a system to plan and monitor progress. It is a planning tool aimed at improving the management and planning within the conservancy. An effective planning and implementation of planned activities could be regarded as progress to sustainability and independence.

### **6.7 The institutional framework:**

- Clarifies the purpose of the conservancy (why it was formed)
- Lists all components that need to be managed by the conservancy to achieve the statement of purpose.
- For each key component to be managed, it identifies i) why it must be managed - to ensure the purpose of the conservancy is achieved and ii) how each component being managed must be in the future in order for it to be successful.
- For each component to be managed, it identifies broadly the critical factors or 'key ingredients' of each factor that must be in place to ensure that it is effective.
- Establishes the roles and responsibilities of all stakeholders in decision-making and communication, to achieve the purpose of the conservancy. The organogram may need to be revised based on the structure.
- For each area within a conservancy, it is important to develop sound understanding of what is valued by the members, what would contribute most to an improvement in the quality of their lives, and what services would be required in the area. This would form the basis of an equitable distribution plan.
- Strategic planning will need to be conducted on each aspect to ensure that decision-making by the conservancy achieves the desired state.

This forms the basis for the management plan, which then provides the framework by which the conservancy can monitor its progress (Nott 2003).

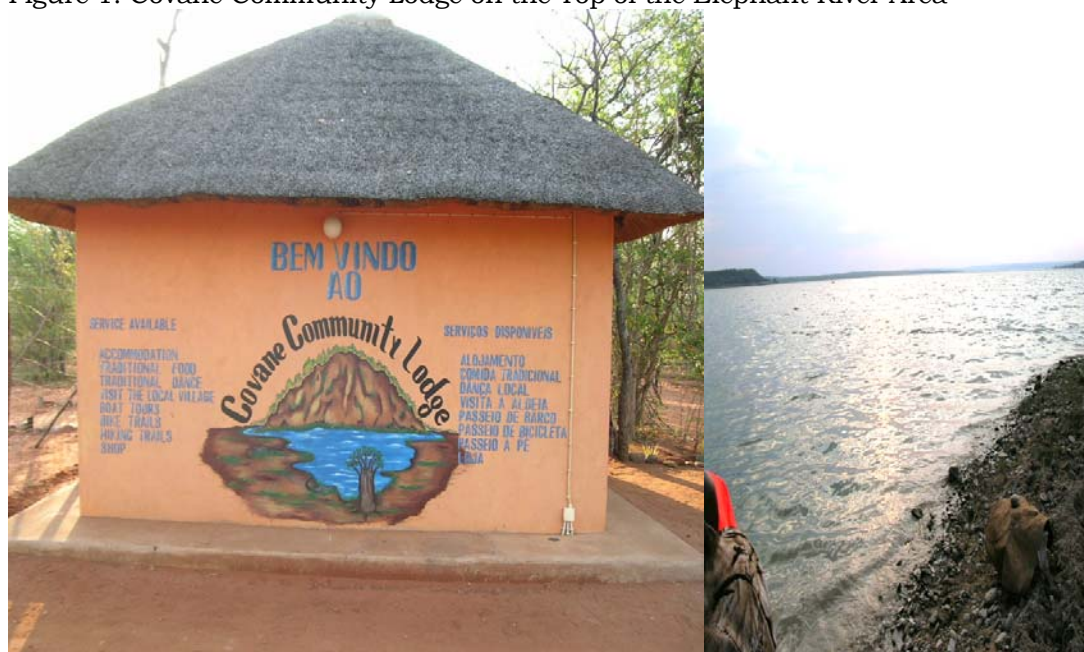
## 7. MOZAMBIQUE

Since 1995 the Government of Mozambique has adopted Community Based Natural Resource Management as a strategy for the implementation of the Forestry and Wildlife policies. The first CBNRM initiatives were launched based mainly on forests and wildlife. While wildlife is proving to have considerable impact on improvement of the livelihoods of communities, it is difficult to measure the results derived from forestry management. However, in Mozambique different new initiatives are being promoted to diversify the source of livelihoods for the rural communities. Following this philosophy, a project based on the valuation of the local culture and natural resources, Covane Community Lodge is being implemented in Canhane Village, Massingir District.

The 1,030 inhabitants living in Canhane village rely on agriculture, fishing and breeding of cattle for their livelihood and income. Thus, the Elephants River, separating Canhane village from the Great Limpopo National Park, constitutes the key engine for all economic, cultural, tourist and social activities. The river provides diverse species of fish that are sold to other provinces and the crop production occurs on the riverbank due to the dry nature of the surrounding area.

Covane Community Lodge (CCL) is a local initiative - promoted by HELVETAS, a Swiss NGO operating in Mozambique. CCL is situated in Canhane village, part of Massingir District in Gaza Province, and 370km from Maputo City, the Capital of Mozambique. The Lodge comprises two comfortable rooms with capacity to receive 10 tourists, one meeting room, camping and cooking facilities. It is located on the top of the elephant river area, surrounded by an intact and homogeneous savanna vegetation type with significant population of mopane. It provides a unique opportunity for the development of tourism.

Figure 1: Covane Community Lodge on the Top of the Elephant River Area



From the Lodge, one can watch the brilliant, sunrises and the sunsets, as well as people fishing and cultivating on the riverbanks.

## 7.1 Community Organization

Ten members comprising the executive board of the lodge were selected from within the Canhane Community. The same team forms a management committee to coordinate the management of land and other natural resources in the village. The experience of the team on land issues was helpful in facilitating land demarcation and registration of about 7,000ha as community land. In order to protect resources from degradation, charcoal production and timber harvesting in Canhane are prohibited. However, more capacity building and marketing strategies are needed to ensure good performance of the executive board on their multidisciplinary work.

## 7.2 Contribution of Natural Resource Management to Poverty Alleviation in Canhane Village

Apart from the employment of eight community members, the establishment of the Covane Community Lodge is directly benefiting more than 40 people who are earning income from tourism activities. Other activities include visits to the lodge (accommodation), walking safaris, camping, traditional dance, food provision, tourist guides, boating, bicycling and handicrafts. According to Helvetas, since the launch of the CCL in May 2004, 432 tourists visited the lodge (53% Mozambicans, 4% from South Africa and 43% from other regions) and an equivalent amount of US\$6,000 was earned as profit from the lodge in six months. Therefore, it can be concluded that CCL is positively contributing to the protection of the local forest resources through the use of eco-tourism and cultural activities.

Figure 2: The valorization of local culture is becoming an important income generating activity in natural resource management.



To attend this show the tourist must pay an equivalent of US\$ 30, from which 70% goes to the group and 30% is captured and pooled by the Lodge as future investment.



### 7.3 Threats and Opportunities

The major threat in the Canhane is over-fishing by outsiders. Fishermen from all over the country go to Elephant River where they get fresh or dried fish to sell to other provinces. It's crucial and urgent to link the CCL initiative with the sustainable utilization of the fishery.

Figure 3: Three fishermen and the fish drying process in Canhane Village.



While the creation of the Limpopo National Park is still a challenging issue for the Mozambican authorities (there are thousands of people living unprotected from the wildlife inside the Park,), the tourists will be interested in visiting the National Park. This will increase benefits to the Covane Community Lodge and give them further incentives. The resettlement of the population within the Limpopo National Park must be done carefully to avoid pressure on the Canhane natural resources and disruption of the local culture and infrastructure.

## **8. ZAMBIA**

Following the enactment of the Zambia Wildlife Act of 1998, the Zambia Wildlife Authority (ZAWA) has partnered with NGOs and other stakeholders to support community based natural resource management. The Wildlife Act of 1998 provides for the formation of Community Resource Boards (CRBs) in Game Management Areas (GMAs) to co-manage the wildlife estate. In addition, a good number of policies and plans, including Joint Forestry Management, encourage the direct engagement of local communities in resource management. These policies and plans are not well integrated with each other and they are not translated into clear-cut legislation. This has led to unclear management regimes and poor implementation. Consequently, communities do not have clear authority over natural resources.

As part of the response to these management problems, a Community Based Organization (CBO) covering Mulobezi, Sichifulo and Bbilili Game Management Areas in the southern province of Zambia, was formed. These Game management areas are rich in wildlife and forestry resources as well as semi-precious and precious stones. The CBO, comprising five Community Resource Boards (CRBs), was registered as MUSIBI Association in November 2003 to promote collaborative management of natural resources in the three game management areas.

### **8.1 Activities**

The MUSIBI, an association of community resource boards, holds regular meetings to discuss activities centred around compensation for crop damage, livestock and human life loss; as well as partnerships with the private sector in wildlife management.

One of the recurring problems being faced by several communities in the three GMAs was crop damage by wild animals. The Wildlife Act of 1998 does not provide for direct compensation in the event of injury to or loss of human life and damage to property. The community felt that they needed to deal with the issue of compensation through regular dialogue with law enforcement officers.

A related problem expressed by the community is the inadequacy of the hunting concession arrangements. Hunting concessions provide the bulk of the revenue earned by the community resource boards. Inappropriate approval processes and issuance of “special licenses” result in less than optimal benefits to the community. Therefore, the Association is in the process of lobbying the Wildlife Authority to increase community participation in the administration of hunting concessions.

### **8.2 Management capacity of CBOs**

Communities do not have the mandate to manage a wider range of natural resources such as forestry, land and water. The range of natural resources available for community management beyond wildlife includes the following: non- timber forest products i.e. mushrooms, medicinal herbs, honey, wild fruits; some bird species like guinea fowl; grass for thatching; making crafts



such as baskets; fresh water fish (including opportunities for fish farming] and semi- and precious stones. Capacity building has been confined to wildlife management and mainly delivered through the USAID supported CONASA project that ended in 2004.

In order to increase the capacity of CBOs, it is important to work at the village democracy level. The Village Action Groups (VAGs) are responsible for resource monitoring, policing, and electing representatives to the Community Resource Boards. Working at VAG level ensures that there is democratic governance and that all communities realize benefits from sustainable natural resource management.

Given the nascent nature of the CRB institution, capacity building for the VAG is still a huge need. Some of the elements of capacity building at the community level include sensitization and environmental education; integration with traditional authorities especially with regard to land tenure; the need to form smaller resource management committees at lower levels; the need for field facilitators; the need for developing management skills of CRB employees, e.g. book keepers; and the nurturing of partnerships among the local communities, government, NGOs and the private sector.

## 9. ZIMBABWE

The Zimbabwe Wildlife Policy confers “appropriate authority” to private landholders and rural district councils to manage and benefit from wildlife utilization. Land use plans and resource monitoring (censuses and hunting returns) are required by the policy. Use of other natural resources is governed by the overarching Environmental Management Act of 2003. The Act calls for community involvement in natural resource management. This assessment looked at four CBOs in different natural agro-ecological regions – Gonono, Malipati, Nebiri, and Tsholotsho.

Gonono Ward 4 is located in Guruve District, covering an area of 798 km<sup>2</sup>. It has an estimated population of 4,823 in 1,020 households, and a population density of five people per square kilometre. The main resources under community management include wildlife and fish. The main enterprise is safari hunting from which the community derives levies. It was granted appropriate authority in 1988. Institutional arrangements are centred around the Karunga Community Development Trust and a Cooperative. Capacity building is provided through the CAMPFIRE programme created under the USAID funded CBNRM support project. In 2003 the community earned ZW\$5,066,126 (US\$8,764).

Malipati Ward 14 is located in Chiredzi district, and was granted appropriate authority in 1991. The most important resource under community management is wildlife. Other resources available for community management include forestry products, thatching grass and building sand. In terms of organizational structures, the ward has Village and Ward Wildlife Management Committees; as well as Management boards for the community school, clinic and hammer mill, and traditional leaders are incorporated as ex - officio members in the committees. The projects were built with revenue from wildlife management. Cash dividends are also occasionally paid out to households. The key constraint to community management capacity is the high turnover of leadership as most young people leave for South Africa in search of jobs and new people have to be trained every year in book keeping, budgeting and facilitating meetings. These skills are provided through the CAMPFIRE association. In 2003 the community earned ZW\$6,513,750 (US\$11,269) from wildlife management.

Nebiri Ward 7 is situated in Nyaminyami District, covering an area of 302 km<sup>2</sup>. It has a population of 1,575 people comprising 329 households and a population density of 5 per km<sup>2</sup>. It was granted appropriate authority in 1988. The main natural resource under community management is wildlife. The main organizational structures are ward committees. In terms of socio-economic benefits from wildlife management, the community derives dividends from wildlife management, as well as investments in communal projects such as the hammer mill, tractors, and a retail shop. In 2003 the community earned ZW\$17,227,362 (US\$29,805) from wildlife management. Management capacity needs include training in managing income (investment and business development).

Tsholotsho Ward 7 covers a total area of 1,319 km<sup>2</sup>, has a total population of 5,063 in 912 households and a population density of 6 per km<sup>2</sup>. Tsholotsho was granted management authority in 1991. The two resources under

community management are wildlife and forestry products. In 2003 the community earned ZW\$16,415,209 (US\$28,400) from wildlife management.

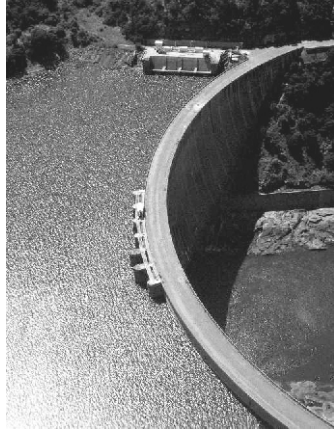
## **10. CONCLUSION**

Community based natural resource management in southern Africa is an approach to conservation and development characterised by partnerships between producer communities, government, NGOs, and the private sector. The selected case studies from Botswana, Namibia, Mozambique, Zambia and Zimbabwe illustrate challenges of efforts at management capacity building in the region. Invariably CBNRM programmes try to meet several conservation, rural development, and environmental governance objectives. Management capacity varies depending on the stage of development of the CBNRM programme, but typically incorporates planning, leadership skills, organizational development, benefit sharing mechanisms, resource monitoring systems, and evaluation. The conditions for success seem to hinge upon the use of partnerships and availability of long-term support for capacity building.

In order to systematically track improvements in livelihoods of producer communities at a regional scale (starting with the countries and sites covered in this assessment), it is important to agree on an appropriate set of assessment tools, variables and performance criteria.



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