

Principles and Practice of Community-based Natural Resource Management

FACILITATOR MANUAL



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ACRONYMS AND KEYWORDS

CBNRM	Community-based Natural resource Management
CBO	Community-based Organisation
CC	Conservancy Committee
KAZATFCA	Kavango Zambezi Transfrontier Conservation Area (KAZA)
MET	Ministry of Environment and Tourism
NACSO	Namibian Association of CBNRM Support Organisations
Compliance	Ensures that a person or an organisation follow the rules put in place by government law or any other appropriate authority

ACKNOWLEDGEMENTS

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The cover-, back cover- and spread photo courtesy of NACSO Photo Library



GENERAL TRAINING TIPS



PREPARATION

- Prepare each session in advance.
Ensure that all necessary materials and visual aids are available.
Use visual aids wherever possible to enhance your training.
- Be aware of local customs.
Remember to open and close the training day with a prayer, and give due recognition to any traditional leaders present.
- Provide translation services when necessary.
This will need to be arranged in advance. It may not be appropriate to ask a participant to translate.



GENERAL TRAINING AND PRESENTATION

- Use good time management to ensure every aspect of your training is completed.
- Take into account the possible need for translation, and, if necessary, be prepared to slow down to ensure that all participants understand.
- Maintain good eye contact with the participants.
- Speak clearly.
- Keep your training language simple and appropriate for the participants.
- Bridge one topic to the next.
- Provide clear instructions for activities, and check to see if your instructions have been understood.
- Keep a separate sheet of flipchart paper available to 'park' any issues that need to be revisited at the end of the day.
- Where appropriate, summarise.
- Avoid reading directly from this manual.



VISUAL PRESENTATION

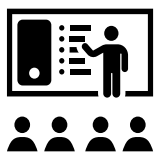
- Write clearly and boldly when using flipchart paper.
- Keep your visual aids visible.
Avoid standing in the way of your visual aids and blocking the participants' view.

INVOLVE THE PARTICIPANTS



- Encourage questions and participation.
- Ask questions to get participants thinking about the topic and the key issues.
- Keep the group focused on the task, but take breaks if participants are tired and begin to lose concentration.
Pay attention to participants' body language for any signs of fatigue.

- The subject matter in this manual could generate a lot of debate. The process of debate is very valuable, provided you are able to maintain control of the group, and can prevent the discussion from veering off the subject. It is useful to capture any key points during these debates.
- Be patient and courteous with all participants.
- Talk to your participants and not to the flipchart.
- Acknowledge all comments and feedback from participants.



INTRODUCE THE WORKSHOP

Introducing the workshop could include all or some of the following procedures:

- Prayer (at the beginning and end of each training day)
- Welcoming remarks
- An activity to introduce participants and to help them remember names
- Objectives of the workshop
- Participants' expectations and/or concerns regarding the workshop
- Ground rules (e.g. switch cell phones either off or to silent, respect other participants' opinions, every question is a good question, one person speaks at a time, respect appointed time schedules, etc.)
- Housekeeping (e.g. restroom facilities, break times, meal times, etc.)



NOTE TO TRAINERS / FACILITATORS

This manual is a guide for you to deliver training on the understanding of the guiding policies and principles of CBNRM, and how these principles can be applied to conservancies.

This manual (Principles and Practice of Community-based Natural Resource Management) provides a step-by-step approach for delivering training on each session. The training approach includes a combination of information delivery and participatory activities. The topic (Principles and Practice of CBNRM) has been divided into five sessions with allocated time durations. These time durations are only a guide, which you may need to adapt as they deliver the training content of this manual. For example, if time is short, consider condensing Session 4 on Policies and Legislation for CBNRM in Namibia to a quick overview, and then issue the participants with Hand-out #1 for them to study in their own time.

Note that Hand-out #2 concerning different CBNRM approaches in the KAZATFCA is also available as a separate document. It may be useful to invite someone knowledgeable about the KAZATFCA to facilitate a fireside/dinner discussion about the different ways CBNRM has been adopted in neighbouring countries.

ABOUT THIS MANUAL

PRINCIPLES AND PRACTICE

OF CBNRM

OBJECTIVES

People who receive training in this workshop will gain knowledge on:

- the history of Community-based Natural Resource Management (CBNRM) in the region and Namibia;
- CBNRM principles and how they relate to conservancy compliance; and
- policies and legislation for CBNRM in Namibia.

COMPETENCIES

People who receive training in this workshop will be able to:

- demonstrate knowledge and understanding of the guiding policies and principles of CBNRM, and the ability to apply these principles to conservancies and their management, and the national CBNRM Programme;
- understand and apply the major conservancy compliance procedures; and
- develop practical plans for personal and collective action.

This manual is intended for:

- conservancy managers and selected staff.

The duration of this workshop is:

- usually 1.5 days.



FOR THIS WORKSHOP, YOU WILL NEED THE FOLLOWING MATERIALS:

- ☐ 2 Flipchart stands, at least 2 flipchart paper rolls, and different coloured marker pens ('kokies')
- ☐ Hand-outs #1 – 4 (make sure there are enough copies for everyone)
- ☐ Prepared Flipchart Sheets #1 – 3 (if you prefer to prepare them beforehand)
- ☐ Writing paper/notebooks, pens, pencils, and erasers for the participants (make sure there is enough for everyone)
- ☐ Coloured cards and 'sticky notes'
- ☐ A4 files and dividers (sets of 10)
- ☐ Stapler and staples
- ☐ Paper punch

ADDITIONAL RESOURCES:

A copy of the Ministry of Environment and Tourism's Guidelines for the Management of Conservancies and Standard Operating Procedures (available on the MET website).

The training content of this workshop should generally adhere to the following programme:



INTRODUCTION TO THE WORKSHOP

- Introducing each other and the workshop *(approx. 1 hour)*



SESSION 1

- The History of CBNRM in the Region and Namibia *(approx. 1 hour)*



SESSION 2

- Principles and Theory of CBNRM *(approx. 3 hours)*



SESSION 3

- Conservancy Compliance *(approx. 2.5 hours)*



SESSION 4

- Policies and Legislation for CBNRM in Namibia *(approx. 3 hours)*



SESSION 5

- Action Plans *(approx. 1 hour)*



CLOSE THE WORKSHOP

- Review and Evaluation *(approx. 1 hour)*

TRAINING PROGRAMME

DAY 1

INTRODUCTION TO THE WORKSHOP (1 hour)

OPENING ACTIVITIES (30 minutes)

TAKE NOTE:

- Open with a prayer.
- Introduce yourself.
- Welcome the participants to the workshop.
- Present the housekeeping and ground rules (see General Training Tips); write these up on a sheet of flipchart paper and display them for the duration of the workshop.
- To open the workshop, conduct the following introduction activity with the participants.



INTRODUCTION ACTIVITY

- Ask the participants to stand in a circle.
- Ask each participant to tell the group the following:
- My name is
- I work for the Conservancy, and my role is
- I started working for my conservancy because
- The best project I worked on in my conservancy was
- Keep the process going until everyone has been introduced.

OBJECTIVES (15 minutes)

LIST

Write the objectives (see box below) of this training workshop on a sheet of flipchart paper. To save time, you may prefer to prepare this material in advance.

This will be referred to as Flipchart Sheet #1.



OBJECTIVES OF THIS TRAINING WORKSHOP

You will gain knowledge on:

- ➔ The History of CBNRM in the Region and Namibia;
- ➔ CBNRM Principles and how they relate to Conservancy Compliance; and
- ➔ Policies and Legislation for CBNRM in Namibia.

EXPLAIN

Explain the objectives to the participants.

COMPETENCIES

(15 minutes)

LIST

Write the competencies (see box below) of this training workshop on a sheet of flipchart paper. To save time, you may prefer to prepare this material in advance.

COMPETENCIES OF THIS TRAINING WORKSHOP

People who receive training in this workshop will be able to:

- ➔ demonstrate knowledge and understanding of the guiding policies and principles of CBNRM, and apply these principles to Conservancies;
- ➔ understand and apply the major Conservancy compliance procedures; and
- ➔ develop practical plans for personal and collective action.

EXPLAIN

Explain the competencies to the participants.



SESSION 1

THE HISTORY OF CBNRM IN THE REGION AND NAMIBIA

(APPROX. 1 HOUR)

TRAINERS/FACILITATORS

The aim of Session 1 is to develop an understanding of the history of CBNRM in the region and Namibia.

WHAT WE WILL LEARN

Session 1 will provide the background on how CBNRM became a recognised approach to conservation in the region and Namibia.

1

ASK

- Ask the participants if they can remember any stories or experiences about wildlife conservation when they were children.

CAPTURE

- Write responses on the flipchart, using the heading: **Conservation in the old days.**

TAKE NOTE:

- This activity will help participants to reflect on how conservation in the past was focused on 'protectionism' and that it did not consider the rights of communities.

EXPLAIN

In all southern African countries, control over natural resources such as forests and wildlife was centralised by colonial governments, and most national parks were established after the original inhabitants were forcibly removed. This situation was maintained by post-colonial governments. In order to create positive conditions for landholders to manage wildlife sustainably, the authority to take crucial management decisions needed to be devolved from the State to the landholders. Different southern African countries devolved rights over natural resources to communities in varying degrees. For now, let us focus on the history of conservation in Namibia.

Before Namibia's Independence, communities were not recognised as the rightful stewards and benefactors of natural resources. Wildlife was the property of government, and any use of wildlife by community members was forbidden. Therefore, communities received no benefits from wildlife and had little understanding of the value of wildlife, and perceived it as a detriment to their livelihoods. Consequently, the best use of wildlife was meat poached for the pot. In Namibia's case, subsistence poaching by communities, combined with organised commercial poaching by South African Defence Forces for ivory and rhino horn, resulted in the decimation of communal area game populations. Consequently, at the time of Namibia's Independence wildlife numbers in communal areas were at historical lows and many species had been exterminated from their natural ranges.

Namibia's Independence in 1990 brought new values and mind-sets. The new government recognised the need and opportunity to engage rural communities in managing natural resources. In the mid-1990s, the MET conducted socio-ecological surveys with communities who lived in areas where wildlife existed. These surveys revealed that local people wished to continue co-existing with wildlife, on the condition that they could play a role in managing and benefiting from this wildlife. Soon after, the MET introduced a new approach to conservation. This new approach gave community members who formed communal conservancies the conditional rights to use and benefit from their wildlife resources. The first four communal conservancies were registered in 1998; thereafter, this number increased rapidly. There are now a total of 86 registered conservancies in Namibia.

SUMMARISE/LINK

Before we move on to the next session, are there any further questions or comments?



SESSION 2

PRINCIPLES AND THEORY OF CBNRM

(APPROX. 3 HOURS)

TRAINERS/FACILITATORS

The aim of Session 2 is to build an understanding of the conceptual/theoretical foundation of CBNRM. Try not to spend more than 10 minutes explaining each principle, and allow about 5 minutes for questions regarding each principle.

WHAT WE WILL LEARN

Session 2 will help us to understand what we mean by the term CBNRM, and it will help us to consider what 'good' or 'bad' CBNRM is.

TAKE NOTE:

For the following exercises, you need to:

- simplify the descriptions of each principle; and
- give practical examples of each principle to make them easily understood.

1

EXPLAIN

Principle of Devolution

Management authority should be devolved to the conservancy members. This includes the right to manage; the right to decide on how much, how and when the resources are used; the right to distribute or sell the resources; the right to determine access and inclusion; and the right to benefit fully from use and management. This management authority amounts to proprietorship (ownership) of the resources.

ASK

- In small groups (they can stay where they are seated), ask the participants to discuss the following question: **Do you think that proprietorship over land and/or resources is a requirement for sustainable natural resource management?**

Answers could include:

Secure tenure and ownership of resources is important because it allows resource users to feel confident that they can invest time and effort into management, and that they can reap the benefits.

2

EXPLAIN

Principle of Collective Proprietorship

Proprietorship (rights and tenure) over land and resources should be vested in a defined group of people who collectively manage and use the common property resources within a defined jurisdiction (i.e. within clearly defined boundaries). There should be a local institutional system or management group that governs decision-making, which should be delegated at community level. The management group (i.e. the conservancy committee) needs to (1) be self-defined and consist of people who choose to cooperate and work together; and (2) have its own arrangements, rules and procedures for decision-making and internal accountability (i.e. it must decide how decisions will be taken and by whom, how decisions will be enforced, and how decision-makers will be accountable to the broader group). Most people affected by the operational rules of the management group should be able to participate in modifying them.

ASK

- Ask the participants to give reasons why they think conservancies meet or do not meet the Principles of Collective Proprietorship.

TAKE NOTE:

- This exercise should challenge participants to consider the benefits of conservancies beyond income (e.g. cultural and aesthetic values).

3**EXPLAIN****Principle of Costs and Benefits**

Wildlife should have a value that can be captured by conservancy members, and the benefits of living with and managing wildlife should exceed the cost and be competitive with other land-use options. The greater the value that can be captured, the greater the incentive will be for members to conserve wildlife. If the value of wildlife exceeds that of other forms of land use, then the members are more likely to favour wildlife as a form of land use. The 'value' of managing a resource may be eroded by perceived 'costs', which include issues such as problem animals, and the mismanagement of income by conservancy committees. Benefits need not only be financial, but they could also include other perceived benefits such as cultural and aesthetic values, livelihood diversification, household security, and a sense of empowerment.

ASK

- Ask the participants to divide into small groups to discuss the following question:

Economic benefits have been assumed to be the major driver for wildlife conservation within CBNRM in southern Africa. What do you think are the most powerful incentives for communities to keep wildlife on the land?

- Ask each group to record their responses.
 - Allow about 30 minutes for these group discussions.
- Ask each group to give feedback.

4**EXPLAIN****Principle of Management and Benefits**

The same people who own the resources should manage and benefit from these resources. The communities living with and managing wildlife (thus bearing a higher cost) should receive higher benefits than those who do not bear the cost. Differential inputs must result in differential benefits (i.e. if everybody in the Conservancy benefits equally from wildlife use, including people living in areas where there is no wildlife, there is no incentive for those people who live with the wildlife to make any special effort to conserve it).

ASK

- Ask the participants whether they think the Principle of Management and Benefits is being applied in their conservancies, and to give examples.

5**EXPLAIN****Principle of Rights and Responsibilities**

CBNRM should not provide hand-outs. Communities need to earn their income – good management and greater investment in the resource should bring greater benefits. There must be a positive correlation between the quality of management and the magnitude of benefits (i.e. better management = more benefits). For example, communities that invest in the management of their wildlife resource through monitoring, protection, and maintenance of habitats should gain increased benefits through an increase in wildlife and other natural resources that can be utilised, and the maintenance of a good tourism product.

ASK

- Ask the participants to share examples of conservancies that have managed their resources well and which are now receiving the benefits of their efforts.



SESSION 3

CONSERVANCY COMPLIANCE

(APPROX. 2.5 HOURS)

TRAINERS/FACILITATORS

The aim of Session 3 is to link CBNRM principles and concepts to the MET's conservancy compliance requirements.

WHAT WE WILL LEARN

In Session 3, we will focus on the real threats and risks that conservancies are facing, and on the practical requirements for conservancies to be 'compliant' with the MET's Standard Operating Procedures for conservancies. The MET has developed compliance requirements to guide conservancies, and to make sure that conservancies know what the MET expects from them.

During this session, we will develop ideas on how to manage the threats and risks that conservancies are facing, and we will make sure that we are all familiar with the MET's compliance requirements.

1

ASK

- ➔ Ask the participants to describe any of the compliance requirements that they are familiar with.

CAPTURE

- During this exercise, create a list of the compliance requirements that are identified by the participants on the flipchart.
- Make sure that they have mentioned all six of the compliance requirements listed in the box below, and add any that have not been identified.
- This should take about 30 minutes.

According to the policies and legislation for conservancies, each conservancy must continue to meet the following compliance requirements:

- Hold an Annual General Meeting (according to the Constitution)
- Conduct elections (if necessary, and as required by the Constitution)
- Follow the benefit distribution procedures in the Constitution and in accordance with the Benefit Distribution Plan
- Manage wildlife according to the Conservancy Game Management and Utilisation Plan
- Provide a Wildlife Utilisation Report (annually)
- Provide an Annual Financial Statement (annually)

If a conservancy is not compliant, the MET has a formal process of response procedures that are aimed at correcting the conservancy (rather than punishing it).

ASK

- ➔ Ask the participants if they understand the compliance requirements.
- ➔ If there are any questions, ask the group whether there is anyone among them who can answer these questions.

TAKE NOTE:

- The outcome of the following exercise should be that participants undertake to improve compliance, and that they have practical steps to follow in order to do this.

2**ASK**

- ➔ Ask the participants to divide into conservancy groups (i.e. to form groups that include participants from the same conservancy).
- ➔ Ask the participants to go through each of the six compliance requirements and discuss (1) whether their conservancy has been compliant in the past; and (2) how they could personally assist their conservancy to improve compliance and reduce the risks of non-compliance.

This group discussion should take about 1 hour.

- ➔ Once the group discussion is complete, ask whether any of them has made a personal commitment to do something to improve their conservancy's compliance when they return home.
- ➔ Ask volunteers to share their personal commitment, and to describe the steps that will be taken to ensure that they are able to achieve their target/s of improving conservancy compliance.

This interchange should take about 1 hour.

CLOSE THE DAY

- Highlight the main topics of Session 1, 2, and 3 covered during the day.
- Address any issues that have been 'parked'.
- Check that each participant has a personal plan on how to improve their conservancy's compliance.

EXPLAIN

Explain that it would be very useful to transfer what they have learned to their colleagues and committee members.

ASK

- ➔ Ask how they might do this, and when.

Encourage their commitment to share what they have learned.

TRAINING PROGRAMME

DAY 2

Close with a prayer.

Open with a prayer.

REVIEW OF DAY 1

(APPROX. 40 MINUTES)

ASK

- ➔ Ask the participants to recall what was covered the previous day.

Each participant must share at least ONE learning point from the previous day.

CAPTURE

- Record their input on the flipchart.

ASK

- ➔ Ask each participant to write down individually what was:
 - new; and
 - reinforced.

SUMMARISE/LINK

Ask whether there are any questions on CBNRM before moving on with the next session.



SESSION 4

POLICIES AND LEGISLATION FOR CBNRM IN NAMIBIA

(APPROX. 3 HOURS)

TRAINERS/FACILITATORS

The aim of Session 4 is to give participants an overview of the policies and legislation that enable CBNRM in Namibia. You may need to explain that policies outline what a government ministry hopes to achieve, and the methods and principles these policies include in order to achieve the goals of the ministry.

WHAT WE WILL LEARN

In Session 4, we will learn about the different policies and legislation that make CBNRM possible in Namibia. Legislation (the law) sets out standards, procedures and principles that must be followed. Namibia's policies and legislation go further than any other in the region with regard to giving direct rights over resources to local communities, and providing for community level common property resource management institutions.

1

ASK

- ➔ Ask the participants to divide into groups (4/5) and to list any CBNRM policies and/or legislation they know of.
(This should take about 30 minutes)
- ➔ Ask each group to present their lists and give feedback.

CAPTURE

- Record each group's feedback on the flipchart.

TAKE NOTE:

- In order to fill in the gaps and to explain the purpose of each policy and legislation during the group feedback activity, make sure you understand the content below (description and purpose of the different policies and legislation).

EXPLAIN

Nature Conservation Ordinance (No. 4 of 1975)

This Ordinance gave conditional ownership over certain of the more common species of game and limited use rights over other species through a permit system on commercial farms. Ownership and use rights were conditional upon a farmer owning land of an appropriate size, and which had to be enclosed by game-proof fencing. None of these rights were extended to people in communal areas, who only had access to game through an annual hunting season declared by the State, or through permits for traditional feasts. Trophy hunting could take place on communal land, but the income went to the State. Now, about 75% of wildlife in Namibia exists outside protected areas, and much of this is on freehold farms. A multi-million dollar industry has developed on commercial farms, based on both the consumptive and non-consumptive use of wildlife.

Policy on the Promotion of Community-based Tourism (1995)

Where tourism is linked to wildlife and wild landscapes, the benefits to local communities can provide important incentives for the conservation of these resources. This MET Policy gives communal area conservancies the concessionary rights to accommodate tourism development within the conservancy boundaries.

Nature Conservation Amendment Act (1996)

This Act enabled the MET to declare communal area conservancies once they had met the conditions contained within the Act. Conservancies are able to use certain species of wildlife for their own consumption without a permit, and they can gain trophy hunting quotas from the government. They can also gain permits to allow sport hunting on their land, and to sell live game. Communities wishing to form a conservancy are able to define themselves, rather than be defined according to administrative units. Conservancies receive income directly rather than through the government.

The CBNRM Policy was developed to consolidate all the different policies relating to CBNRM.

The Forest Act (Number 12 of 2001)

This Act allows for the establishment of various types of 'classified' forest areas, including a category for community forest. The approach is similar to that of communal area conservancies, except that the community forestry committee must enter into a forest management agreement with the government.

The Water Act (Number 24 of 2004)

This legislation implements the government policy of cost recovery for water supply on a national basis. At community level, residents are expected to form water point committees to take decisions about the management of water points. These committees are expected to collect fees from water users, and to eventually take over the costs of maintaining and operating water pumps from government. Although these approaches have been introduced primarily to reduce government costs, they have the effect of promoting community-based management of local water resources.

Inland Fisheries Resources Act (2003)

This Act allows for local communities to develop, in consultation with government, an effective system for the co-management of fisheries.

National Land Policy (1998)

This Policy makes provision for tenure rights to include all renewable natural resources on the land, subject to sustainable utilisation and the details of sectoral policy and legislation. These resources include wildlife, tourist attractions, fish, water, forest resources, and vegetation for grazing. Tenure rights will be exclusive, and enforcement will be supported by law. Among the categories of land rights holders provided for are "legally constituted bodies and institutions to exercise joint ownership rights (and) duly constituted co-operatives." This definition would include such bodies as wildlife conservancies and community forests.

Communal Land Reform Act (2003)

This Act provides for the establishment of Land Boards. Customary land rights will be allocated by a Chief or Traditional Authority, but must be ratified by a Land Board, which will then register the grant. Provision is made for residents to have access to common grazing lands, subject to conditions made by a Chief or Traditional Authority which could include limits on stock numbers or on grazing areas. The Chief or Traditional Authority may also grant grazing rights to non-residents for a specified or indefinite period. These rights may be withdrawn. Legal action can be instituted for the eviction of illegal occupiers of land. Land Boards will control the allocation of leases for land. Land boards are required to take into account any management or utilisation plans developed by Conservancies, and may not grant a lease for a purpose that would defeat the purpose of such plans. Conservancies will also be represented on Land Boards. Although this Act does not specifically provide for secure group land tenure, it does not specifically preclude group tenure rights. When combined with the National Land Policy, which provides for legally constituted bodies and institutions to exercise joint ownership rights as a category of land holder, this Act could, for example, be used by Conservancies to try to obtain group tenure.



SESSION 5

ACTION PLANS

(APPROX. 1 HOUR)

TRAINERS/FACILITATORS

If all the participants come from one conservancy, they can all work together to devise a single 'CBNRM Action Plan'.

If the participants come from different conservancies, they must work together in their conservancy groups to devise a 'CBNRM Action Plan' for their own conservancy.

WHAT WE WILL LEARN

In Session 5, we will learn how to develop practical plans for personal and collective action.

1

EXPLAIN

We have looked at four topics during the course of this workshop. At the end of each session, we have reviewed our progress towards achieving the relevant objectives.

TAKE NOTE:

- Display Flipchart Sheet #1.
- Go through Flipchart Sheet #1 briefly, and, if necessary, discuss together.

ASK

- ➔ From the conservancy compliance list in the box below, ask the participants which aspects have already been or are being accomplished in their conservancies?

(To save time, you may prefer to prepare this material in advance. This will be referred to as Flipchart Sheet #2).

Flipchart Sheet #2



CBNRM: Conservancy Compliance

- Hold an Annual General Meeting
- Conduct free and fair elections
- Produce a Benefit Distribution Plan and implement it
- Follow the Conservancy's Game Management Utilisation Plan
- Provide an annual Wildlife Utilisation Report
- Provide an annual Financial Report

(Refer to Session 3 for more details on compliance.)

CAPTURE

- Record the participant's feedback on the flipchart.
- For each Conservancy represented at the workshop, add a tick next to each aspect on the list that HAS already been or IS being accomplished.

2

EXPLAIN

Let's look at how we can convert the priorities of your conservancy regarding CBNRM compliance into a 'CBNRM Compliance Action Plan', which must be taken back to your conservancy for discussion and implementation.

First, let us work through an example together.

This action plan template is for an imaginary conservancy that has identified that ensuring compliant AGMs is its top priority issue.

We will now work together to complete the details of this action plan.

TAKE NOTE:

- Draw the template below on a sheet of flipchart paper.
- (To save time, you may prefer to prepare this material in advance. This will be referred to as Flipchart Sheet #3.)
- If necessary, briefly discuss it.

Flipchart Sheet #3

CBNRM COMPLIANCE ACTION PLAN						
Period		Objective #1		Conduct a Compliant Annual General Meeting (AGM)		
Activity	Action Officer	Start Date	End Date	Comments		

ASK

- ➔ Ask the participants what step by step specific activities need to happen to put Objective 1 in place?

CAPTURE

- Write the participants' suggested activities on the flipchart template.

TAKE NOTE:

- Participants should suggest several activities that would be necessary to ensure that AGMs are well arranged, that communities are informed in advance, and that report backs (including the financial report and budget for the following financial year) are completed on time and are ready to be presented.

ASK

- ➔ Ask the participants to suggest a logical order in which these specific activities should be carried out.

CAPTURE

- Write the participants' suggested logical order on the flipchart template.

TAKE NOTE:

- First work out the logical order, and only then write the activities on the flipchart template.

ASK

- Ask the participants to suggest a timescale for when these activities must be carried out, and to identify who should be responsible for carrying them out.

CAPTURE

- Write the participants' suggested timescale and identified responsible persons on the flipchart template.

3**ASK**

- Ask the conservancy groups to now begin drafting their own action plans.

TAKE NOTE:

- As the conservancy groups carry out this activity, circulate around and provide assistance where requested or where it is obviously needed.

4**EXPLAIN**

We have worked together in our conservancy groups to draw up draft action plan pages for our Conservancy conservancies. Let's now collaborate and share ideas on how we can improve on our drafts to finalise them.

ASK

- Ask each group to share the contents of their action plan page(s) with the other conservancy groups to get ideas on improvements and additions that could be made.

(NB: As this is a collaborative exercise, and its outcome is important, this activity may take some time to complete).

TAKE NOTE:

- Once this has been done, the conservancy groups can continue working to complete a best copy of their action plan page/s.

SUMMARISE/LINK

In this final session, we have looked at how we plan to implement good CBNRM compliance in the conservancy, what our conservancy priorities are in this regard, the actions we need to take, and how committed we need to be regarding the application of what we have learned during this workshop.

CLOSE THE WORKSHOP

(1 hour)

- Check with participants that their expectations of the workshop have been met.
- Check that each participant has developed an Action Plan to discuss and finalise with their Conservancy.
- Address any issues that have been 'parked'.
- Ask the participants to complete the workshop evaluation hand-out.

Closing remarks and a prayer.

LIST OF HAND-OUTS

HAND-OUT #1:	Policies and Legislation for CBNRM in Namibia
HAND-OUT #2:	CBNRM Policy and Practice in Neighbouring Countries
HAND-OUT #3:	Action Plan Template
HAND-OUT #4:	Workshop Evaluation Form

TAKE NOTE:

- Make sure that there are enough copies of Hand-outs #1, 2, 4 for each participant, and only one copy of Hand-out #3, as only one copy per represented conservancy is necessary.
- For demonstration purposes, make sure that you have a copy of the MET Guidelines for Management of Conservancies and Standard Operating Procedures.

POLICIES AND LEGISLATION FOR CBNRM IN NAMIBIA

NATURE CONSERVATION ORDINANCE (NO. 4 OF 1975)

This Ordinance gave conditional ownership over certain of the more common species of game and limited use rights over other species through a permit system on commercial farms. Ownership and use rights were conditional upon a farmer owning land of an appropriate size, and which had to be enclosed by game-proof fencing. None of these rights were extended to people in communal areas, who only had access to game through an annual hunting season declared by the State, or through permits for traditional feasts. Trophy hunting could take place on communal land, but the income went to the State. Now, about 75% of wildlife in Namibia exists outside protected areas, and much of this is on freehold farms. A multi-million dollar industry has developed on commercial farms, based on both the consumptive and non-consumptive use of wildlife.

POLICY ON THE PROMOTION OF COMMUNITY-BASED TOURISM (1995)

Where tourism is linked to wildlife and wild landscapes, the benefits to local communities can provide important incentives for the conservation of these resources. This MET Policy gives communal area conservancies the concessionary rights to accommodate tourism development within the conservancy boundaries.

NATURE CONSERVATION AMENDMENT ACT (1996)

This Act enabled the MET to declare communal area conservancies once they had met the conditions contained within the Act. Conservancies are able to use certain species of wildlife for their own consumption without a permit, and they can gain trophy hunting quotas from the government. They can also gain permits to allow sport hunting on their land, and to sell live game. Communities wishing to form a conservancy are able to define themselves, rather than be defined according to administrative units. Conservancies receive income directly rather than through the government.

The CBNRM Policy was developed to consolidate all the different policies relating to CBNRM.

THE FOREST ACT (No. 12 OF 2001)

This Act allows for the establishment of various types of 'classified' forest areas, including a category for community forest. The approach is similar to that of communal area Conservancies, except that the community forestry committee must enter into a forest management agreement with the government.

THE WATER ACT (No. 24 OF 2004)

This legislation implements the government policy of cost recovery for water supply on a national basis. At community level, residents are expected to form water point committees to take decisions about the management of water points. These committees are expected to collect fees from water users, and to eventually take over the costs of maintaining and operating water pumps from

government. Although these approaches have been introduced primarily to reduce government costs, they have the effect of promoting community-based management of local water resources.

INLAND FISHERIES RESOURCES ACT (2003)

This Act allows for local communities to develop, in consultation with government, an effective system for the co-management of fisheries.

NATIONAL LAND POLICY (1998)

This Policy makes provision for tenure rights to include all renewable natural resources on the land, subject to sustainable utilisation and the details of sectoral policy and legislation. These resources include wildlife, tourist attractions, fish, water, forest resources, and vegetation for grazing. Tenure rights will be exclusive, and enforcement will be supported by law. Among the categories of land rights holders provided for are “legally constituted bodies and institutions to exercise joint ownership rights (and) duly constituted co-operatives.” This definition would include such bodies as wildlife conservancies and community forests.

COMMUNAL LAND REFORM ACT (2003)

This Act provides for the establishment of Land Boards. Customary land rights will be allocated by a Chief or Traditional Authority, but must be ratified by a Land Board, which will then register the grant. Provision is made for residents to have access to common grazing lands, subject to conditions made by a Chief or Traditional Authority which could include limits on stock numbers or on grazing areas. The Chief or Traditional Authority may also grant grazing rights to non-residents for a specified or indefinite period. These rights may be withdrawn. Legal action can be instituted for the eviction of illegal occupiers of land. Land Boards will control the allocation of leases for land. Land boards are required to take into account any management or utilisation plans developed by conservancies, and may not grant a lease for a purpose that would defeat the purpose of such plans. Conservancies will also be represented on Land Boards. Although this Act does not specifically provide for secure group land tenure, it does not specifically preclude group tenure rights. When combined with the National Land Policy, which provides for legally constituted bodies and institutions to exercise joint ownership rights as a category of land holder, this Act could, for example, be used by conservancies to try to obtain group tenure.

CBNRM POLICY AND PRACTICE IN NEIGHBOURING COUNTRIES

We will learn about how other countries in southern Africa have implemented CBNRM.

We will discuss four Kavango Zambezi Transfrontier Conservation Area (KAZATFCA) countries' (Angola, Botswana, Zambia and Zimbabwe) progress towards

- (i) increasing community rights over land and resources,
- (ii) building institutions that are accountable to its members, and
- (iii) deriving appropriate benefits from CBNRM.

By the end of the session you will be able to compare CBNRM in Namibia with CBNRM in other countries, and you will be able to consider how we can learn from their experiences.

CBNRM is not unique to Namibia. There are CBNRM programmes in most southern African countries. Although each country has worked out its own model for CBNRM, all of them (except for Angola, which does not yet have a formal CBNRM programme) have grown from:

- the idea that conservation should involve people and communities rather than being totally state-orientated;
- the evolution of the concept of sustainable development, which proposes that by using and managing natural resources, both developmental and conservation goals can be achieved; and
- the notion that markets and market forces can create the appropriate incentives necessary to achieve sustainable development.

Southern Africa, with its unique ecosystems populated with charismatic mega-fauna, as well as a large number of people living in poverty but with a close relationship to their natural surroundings, has provided perfect opportunities to develop CBNRM programmes.

- In general, national governments have been reluctant to devolve powers to community organisations for the management of land and natural resources and do not go far enough in providing local communities with strong proprietorship and tenure over natural resources. For this reason, wildlife-based CBNRM in southern Africa has been referred to 'as a case of aborted devolution'. The main conceptual foundations of CBNRM – economic incentives, devolution and proprietorship – have only been applied in part. Governments prefer co-management and revenue sharing approaches, where they retain a large degree of control over natural resources and a large share of the income from use. The State still plays a major role in decision-making regarding the use of natural resources, and, in many cases, use rights are conferred by administrative decree and management agreements rather than through a rights-based approach entrenched in legislation. As a result, many CBNRM activities in the region are examples of co-management rather than community management. However, where there is a relatively strong mix of economic incentives, devolution, and proprietorship in policy and legislation, there is evidence of resource conservation taking place and of communities benefitting in a number of ways.
- In most of southern Africa, wildlife and tourism currently provide the opportunity to generate the highest financial benefits compared to other resources. But the benefit to households remains low, the costs of living with wildlife remain high, and community proprietorship over wildlife remains weak. Although rural communities have embraced CBNRM across the region with enthusiasm, this interest could wane if household income and benefits do not increase and proprietorship over wildlife is not strengthened.

- Many policy frameworks allow only limited forms of utilisation. In Zambia, for example, trophy hunting is the only form of income from wildlife use that goes to communities. In Namibia, by contrast, communities can benefit from trophy hunting, the live sale of game, sport hunting, and various forms of photographic tourism.
- In the forestry sector, governments generally retain control over lucrative timber concessions and share the revenue from other uses with communities.

A. ANGOLA

- Land and natural resources are controlled by the State. General provisions enable the State to allow the use of land and natural resources by other parties for various purposes.
- Over the past decade, protected areas have been expanded.
- Draft wildlife legislation protects human settlements in protected areas.
- Land Act of 2004: All natural resources are State property and the State's rights over the land are not transmissible. The State can determine new rights for the exploitation of natural resources based on appropriate legislation.
- There are no tangible CBNRM benefits for communities yet, except for access to natural resources and that rights have been secured to live in the park.

B. BOTSWANA

(Note: a Task Force was set up in 2018 to review Botswana's approach to hunting and other CBNRM-related matters. It presented its findings to cabinet in February 2019, and suggested, amongst other changes, the re-introduction of hunting and a renewed commitment to CBNRM. However, this has not yet been enacted into law).

- In the mid- to late-1990s Community Trusts mushroomed in Wildlife Management Areas (WMAs), pre-determined by government (no community involvement in geographical areas set aside as WMAs).
- Some Trusts generated substantial revenues, mostly from hunting and tourism joint-venture agreements.
- WMAs are a legally established category of protected areas, albeit with people living in them. Due to the status of WMAs, their residents are subject to a set of restrictions imposed by the Government. These restrictions are enforced by the Department of Parks and Wildlife Management Wildlife and National Parks. The Government also controls access to wildlife through a system of quotas and permits.
- The boundaries of the WMAs are defined and surveyed and are therefore known with a high degree of accuracy. There is, however, no process that requires the formal registration of community members.
- The rigidity imposed by the WMAs and the existing local government organisations has not created an ideal environment for communities to develop their own form of organisation. One of the most serious problems for evolving community organisations concerning the management of natural resources is that they have very little control over them. Therefore, their scope for developing into an organisation that can manage natural resources is extremely limited. Community Trusts in WMAs do not have exclusive control over the wildlife-based activities in their area; this is retained by the Department of Wildlife and National Parks.
- Concerns about communities' ability to manage resource revenues and activities led to the State gradually taking more control of the decisions of Trusts.
- The gradual recentralisation and reversal of CBNRM is characterised by gradually increasing State control.
- Hunting has been abolished by government, leaving community trusts with photographic tourism as the only income stream.

- Concession areas exist only for photographic tourism – those without concession areas and outside of prime tourism areas are performing poorly.
- There is a mix of devolving rights while trying to keep control. This means there is centralised revenue distribution with very little autonomy in the hand of CBOs.
- There is a CBNRM Policy but no CBNRM Act, which provides guidance but inadequate rights.
- Only limited rights have been granted over forestry and fisheries.
- Over 70% of the country is registered under individual land rights. These rights are in the form of 99-year leases, and even in some instances communal level rights over land (i.e. Moremi Game Reserve is community land and managed by government).

C. ZAMBIA

- In 1988, the National Parks and Wildlife Service adopted the Administrative Management Design Programme (ADMADE). The ADMADE was set up to improve the welfare of communities in Game Management Areas (GMAs) and to promote wildlife conservation. There are 36 GMAs, covering 31% of Zambia. The ADMADE established a wildlife revenue revolving fund through which 35% of revenue from trophy hunting was channelled to local communities. Funds were allocated to a Wildlife Management Sub-authority (WMSA) consisting of government officials and community leaders, and then spent on community projects and the employment of village scouts to deal with poaching. Chiefs played a strong role in the ADMADE and often appropriated the income for their own purposes.
- The Policy for National Parks and Wildlife in Zambia (1998) recognised that local people and other landholders are the best custodians of wildlife and natural resources. It made provision for the establishment of Integrated Resources Development Boards (IRDBs) to collect revenue from the use of wildlife and other resources. This is similar to the 1991 legislation, but it went further by allowing local communities in chiefdoms and areas neighbouring any wildlife estate or open area to apply and register as IRDBs with the new Zambia Wildlife Authority (ZAWA). Representatives of the board would be elected rather than appointed by government.
- The Zambia Wildlife Act (1998) created ZAWA as a parastatal and made provision for the establishment of Community Resources Boards (CRBs), which replace the Wildlife Management Sub-authorities under the ADMADE system. The CRBs often (but not always) cover the area of a Chiefdom in geographical extent. Within a GMA there can be more than one CRB. The board committees consist of elected community representatives, a representative of the local authority, and a representative of the Chief for the area. Chiefs are assigned the role of 'patron' of the board.
- A CRB, together with ZAWA, was expected to negotiate 'co-management agreements' with hunting and photographic safari operators, to 'manage' the wildlife under its jurisdiction within quotas specified by ZAWA, to appoint village scouts and, in consultation with ZAWA, to develop land use management plans.
- ZAWA had to fund itself, and with its main sources of revenue from hunting and tourism concessions, there was a disincentive for ZAWA to share benefits with communities.
- Hunting quotas were set by ZAWA (now dissolved and replaced by Zambia's Ministry of Environment and Tourism), although there was some input from communities.
- The National Forestry Policy (1998) encourages a participatory approach in the management of forests by promoting partnerships between government, local communities and individuals in the areas of conflict resolution and cost-benefit sharing among stakeholders. The Forests Act (1999) allows joint forest management through forest committees, involving government, local communities, traditional authorities, NGOs and the private sector. This Act assigns a strong role to traditional leaders on behalf of their communities. Forest committees may receive a percentage of income derived from forest products in a declared joint forest management area.
- Zambian fisheries legislation does not provide a conducive CBNRM legal framework, and does not

consider local communities as a unit of management. However, a draft policy calls for legal reform to recognise community participation in the management of fisheries resources, although it does not provide for how this would be achieved.

- Communal land in Zambia is owned by the State. The Land Act (1995) was introduced to increase the security of tenure of land holders, and provide for the conversion of customary land to leasehold tenure. However, poor people cannot afford to go through the process of securing documentary proof of ownership of land. This Act does not provide for secure group (community) tenure.
- CBNRM still rests heavily on a model of revenue sharing that leaves only 50% of income with communities. This threatens the CBNRM/wildlife sector's potential for growth (Child 2003).
- Fragmented sectoral legislation in Zambia provides for different committees or boards at different levels, according to the sector – this leads to unclear and overlapping jurisdictions and duplication of effort which can lead to conflict between natural resource management institutions. There is no integrated approach to natural resource management. Instead, it is a mix of different community-based institutions: the Community Resources Board (comprising Village Action Groups) with limited rights to benefit from wildlife, fisheries and forestry, Trusts, and Cooperatives.

D. ZIMBABWE

- Communal Areas Management Programme for Indigenous Resources (CAMPFIRE) was made possible under a 1982 Amendment of the Parks and Wildlife Act (1975), which allowed Appropriate Authority (AA) for wildlife to be devolved to District Councils (now Rural District Councils). Control over wildlife is devolved to districts (i.e. comparable to Namibia's political constituencies) rather than to communities.
- Nearly all 53 districts in Zimbabwe received AA status. But only about 16 of these districts have sufficient wildlife numbers to support trophy-hunting operations. The 16 primary wildlife-producing districts are all located towards the edge of the country and six were listed amongst the top ten most underdeveloped districts in the country.
- An elected council and an executive (government officials) administer these districts. The Council is made up of councillors, each representing a ward (a sub-unit of a district).
- Usually, wildlife rights for either trophy-hunting or tourism are leased out to a private sector partner. The contract is between the District Council (the Appropriate Authority for wildlife) and the private sector.
- There has been no real devolution of the right to benefit from natural resources and wildlife remains under the control of the State.
- Under CAMPFIRE, revenue that previously accrued to the State from the utilisation of wildlife went straight to the district, as the holder of AA. The further devolution of revenue to the wildlife-producing communities was conducted under CAMPFIRE revenue guidelines. Less than 50% of gross revenue has been devolved to the wildlife-producing communities. Thus, while there is an incentive, communities have not received their full benefit from wildlife.
- Each council represents between 50,000 and 100,000 households. Districts do not equate to a community. Even when accepting that AA did not represent full devolution, the definition of communities at sub-district levels is incomplete. Wards were generally chosen as the unit of management and benefit. However, ward boundaries were only improperly defined, and, apart from residence, there were no defined membership criteria.
- There are some new attempts to create Community Trusts to represent communities and to enter into business partnerships (e.g. the South East Lowveld). These attempts are fairly new, and they have the potential to strengthen the position of communities when negotiating with both the State and the private sector.

Principles and Practice of Community-based Natural Resource Management

WORKSHOP EVALUATION FORM

Venue: _____ **Date:** _____

Facilitator/s: _____

Evaluation		Strongly Agree	Agree	Neutral	Disagree	Strongly Disagree
1.	The facilitator was knowledgeable about the workshop content.					
2.	The workshop content was well presented by the facilitator.					
3.	The workshop content was relevant.					
4.	The workshop content was easy to understand.					
5.	I gained new information.					
6.	I learnt new skills.					
7.	The allocated time for the workshop was sufficient.					
8.	The workshop met my expectations.					
9.	Workshop logistics:					
a)	Notice for the workshop was given on time.					
b)	The venue was appropriate.					
c)	Transport was well organised.					
d)	Meals and accommodation were satisfactory.					

ADDITIONAL QUESTIONS

- 1. Which aspect (or aspects) of the workshop did you find the most valuable, and why?**

- 2. Do you have any other comments/suggestions that could help with improving future workshops?**

- 3. Do you need any follow-up training, or training in other areas? If so, please list them.**

