



Strengthening the System of National Protected Areas Project

Subcontract No. 2: Capacity assessment for Parks Management in Conservation at Individual, Institutional and Systemic Levels

Draft Report
December 2004



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1. Introduction

This report addresses Output 2 of the Strengthening the System of National Protected Areas Project, namely “*A Capacity Assessment for Parks Management in Conservation at Individual, Institutional and Systemic Levels*”. It required a comprehensive capacity assessment to be undertaken in order to establish the levels of existing capacity and identify any gaps at individual, institutional and systemic levels for achieving biodiversity conservation goals in the PAs; a review of MET’s organisational structure for parks management and monitoring functions, including options for re-organisation; a review of MET’s in-service training plan and materials for park management; an assessment of the status of present park management plans, including recommendations for development of park management plans for all the parks in an integrated manner; and finally a review of the proposed Parks and Wildlife Bill.

1.1 Overview of the National Capacity Needs Self-Assessment (NCSA)

A local and regional level capacity assessment was conducted under the National Capacity Needs Self-Assessment for Global Environmental Management (NCSA) Project for the Directorate of Environmental Affairs in August 2004.

This capacity assessment was conducted at three levels: individual, institutional and systemic. This latter level focused on policy and legislation frameworks relevant to relationships, collaboration and linkages amongst institutions involved with environmental management and use. Three regions were selected for this study (Erongo, Hardap and Oshikoto) where questionnaires and checklists were used to gather data from individuals and groups representing a wide range of stakeholders from government (including MET), traditional authorities, communal and commercial farmers, NGOs, private sector, parastatal institutions, CBOs and the mining industry.

The primary objective of the NCSA is to identify national priorities and needs for capacity building in three thematic areas of biological diversity, climate change, and desertification/land degradation with the aim of catalysing domestic and/or external assistance to address these needs in a coordinated and planned manner.

The report is structured in such a way that it is difficult to isolate information that is specific to MET. In addition, the initial survey only covered a relatively small proportion of the country where MET are active. Nonetheless, the “UNDP Resource Kit” that provides a guideline to assess capacity constraints at the three levels is used later in this report to summarise the status of MET and its ability to achieving its biodiversity conservation goals in the PAs as well as elsewhere in the country.

2. Methodology

This assessment was carried out in two phases beginning on the 27th September 2004. It involved four consultants (Vernon Booth, Ed Wilson, Rowan Martin and Dr Chris Brown) who each addressed specific tasks outlined in the Terms of Reference. The first phase addressed the review of the institutional and capacity structures of the MET and well as the

status of the Management Plans and Training component. Discussions were held with key staff at Head Quarters in Windhoek, and with key stakeholders in the donor and NGO community. Field visits were undertaken to two regions of the country (Ai Ais and Etosha) where discussions were held with Park Management and Research Staff.

Close liaison was maintained with the Project Management Unit as well as the Team Leaders of the two other components associated with the Project Development Preparation, namely the Component 1: Economic Analysis and Feasibility Study for Parks Financing and Component 3: Conservation Needs Assessment.

The second phase of the assignment involved a presentation of the findings of this report to a stakeholder workshop as well as the preparation of a costed activity plan that highlights the proposed interventions that need to be undertaken during the PDF –B phase as well as activities to undertaken under Phase I of the Full Project.

3. Review and Institutional Analysis of MET

3.1 Legal and Policy Framework

Namibia's state controlled protected area system consists of 21 parks and reserves proclaimed under section 14 of the Nature Conservation Ordinance (No 4 of 1975) and its amendments. All aspects of park and wildlife management are covered by this Ordinance, although the section on the protection of inland fisheries has been repealed by the Inland Fisheries Resources Act. This Ordinance was amended in 1996 (Act 5 of 1996) to provide for an economically based system of sustainable management and utilisation of wildlife in communal areas through the establishment of conservancies and wildlife councils. This effectively provides the registered conservancy committee with rights and obligations regarding the consumptive and non consumptive use and sustainable management of wildlife in the conservancy to enable conservancy members to benefit from such use and management.

These changes in approach to biodiversity conservation highlighted the short comings of the current legislation and prompted the MET to prepare a new Parks and Wildlife Bill. This bill is in early draft form and is still being discussed at Ministerial level (see further discussion below Section 4.2). However, although MET is undertaking a comprehensive review process of a plethora of individual policies covering different aspects of wildlife management, the new bill is not being developed based on a revised overarching strategic policy framework.

3.2 Policy Framework

There is no comprehensive list of the approved policies applicable to the MET. Many policies are in draft form, while others exist only as concepts in the institutional memory of key persons within the Ministry. Consequently, many of the individuals working in the field are unaware of the policy framework, except where such policies directly impact on their immediate working environment. This has resulted in a tendency of developing "policies" to address an immediate issue that may arise in a specific region of the country, or

to address some aspect of the revised legislation. Often the “policy” is a reflection of the regulations needed to address an issue or problem relating to wildlife management or biodiversity conservation. The latest example of such a strategy has been the development of the policy framework for concessions. In this case, this policy was developed to address issues raised in the new Parks and Wildlife Bill.

The following list highlights some of the policies that are of national importance:

- General Policy on Wildlife Production and Utilization in Namibia (Final Draft July 1999)
- Policy on Measures to Restrict Offtakes from Wild Populations to Sustainable Levels (Final Draft August 1999)
- Policy on the Registration and Management of Conservancies (Final Draft July 1999)
- Policy on Game Fences and the Management of Game-fenced Areas (excluding Proclaimed Protected Areas) (Final Draft July 1999)
- Policy on Listing Species in Categories of Protection(Final Draft July 1999)
- Policy on Importing Live Wild Animals into Namibia (June 1999)
- Policy on Exporting Live Wild Animals from Namibia
- Policy on the implementation of CITES in Namibia
- Policy on the Management and Control of Trade in
- Parts and Derivatives of Elephants and Rhinos
- Policy on the Management and Disposal of Seized and Confiscated Specimens of Wildlife
- Policy on Capturing, Keeping in Captivity, Trading and Transporting Live Wild Animals in Namibia
- Policy on the Registration of Wild Animal Dealers in Namibia
- Policy on Trophy Hunting in Namibia
- Policy on the Hunting of Game Birds in Namibia
- Policy on Other Forms of Hunting
- Policy on the Use of Wildlife for Medicinal Purposes - a role for the Ministry of Environment and Tourism
- Policy on Delegations to Approve Permits, Registrations and Licences
- Community Based Natural Resource Management (CBNRM) Policy
- Policy on Wildlife Management, Utilisation and Tourism in Communal Lands
- Policy Framework for Concessions in Proclaimed Protected Areas (2004)

There are several other policies that impact on biodiversity conservation such as:

- Development of Forestry Policy for Namibia (November 2001)
- Namibia’s Environmental Assessment Policy, 1993
- National Biodiversity Strategy and Action Plan 2001 – 2010
- White Paper on the Responsible Management of the Inland Fisheries of Namibia (December 1995).
- Tourism Policy
- Mining and Minerals Policy
- Namibia’s Policy to Combat Desertification (1994)
- The National Strategic Plan on HIV/AIDS: The Medium Term Plan (MTPIII 2004 – 2009 (2004)

Consequently, the new legislation is being developed in a partial policy vacuum, and does not originate from a sound policy and strategic foundation that identifies the long term objectives of the Department of Natural Resource Management and its Directorates.

3.3 Review of Institutional Structure of MET

The abbreviated organisational structure of MET is provided in Figure 1. The Ministry is headed by a Minister of Environment and Tourism. Reporting to the Minister is the Permanent and Deputy Secretaries. Three Directorates are included within the Department of Natural Resource Management (Parks and Wildlife Management, Scientific Services and Forestry) while the Directorates of Environmental Affairs, Tourism and Administration and Support Services report directly to the Permanent Secretary. The latter directorate is responsible for all administrative, financial, human resources and maintenance matters for the entire Ministry.

The proposed UNDP/GEF study focuses on the Directorates of Parks and Wildlife Management and Scientific Services. It further limits its activities to the Parks Division within the Directorate of Parks and Wildlife Management with only limited attention being paid to the Wildlife Management Division that deals with issues outside of the protected areas¹.

3.4 Institutional Structure of the Directorate of Parks and Wildlife Management

The organisational structure of the Directorate of Parks and Wildlife Management is provided in Figure 2. This directorate consists of two Divisions (Parks and Wildlife Management) each headed by a Deputy Director. The Parks Division is further subdivided into four Subdivisions based on clusters of protected areas that occur in different regions of the country, and are headed by a Chief Control Warden. These Subdivisions are further split to deal with the specific protected areas that are the responsibility of a Chief Warden. The Division of Wildlife Management is based on the specific regions, but also includes an Environmental Education and a CBNRM subdivision. This Division has a similar institutional structure with Chief Control Wardens and Chief Wardens in charge of Subdivisions and Sections.

The Director of Parks and Wildlife Management and the two Divisional Deputy Directors are based in Windhoek as is the Chief Control Warden and Chief Warden for Central/Namib Naukluft Subdivision.

3.5 Institutional Structure of the Directorate of Scientific Services

The Directorate of Scientific Services consists of a Director who is supported by two Deputy Directors responsible for the Division of Monitoring, Research and Planning and Division of Wildlife Utilisation (Figure 3). The Wildlife Survey and Monitoring Unit and the Research and Planning Unit are based at the Headquarters in Windhoek, as are the Permits Control and Game Capture Subdivisions. Only the Etosha Ecological Institute is based in a protected area.

¹ Two subdivisions exist within the Directorate of Environmental Affairs that suggests that they are involved with conservation and resource use issues. In reality these two subdivisions deal with environmental impact related matters and have little to do with biodiversity conservation and/or management.

Figure 1: Abbreviated Organisational Chart of the Ministry of Environment and Tourism

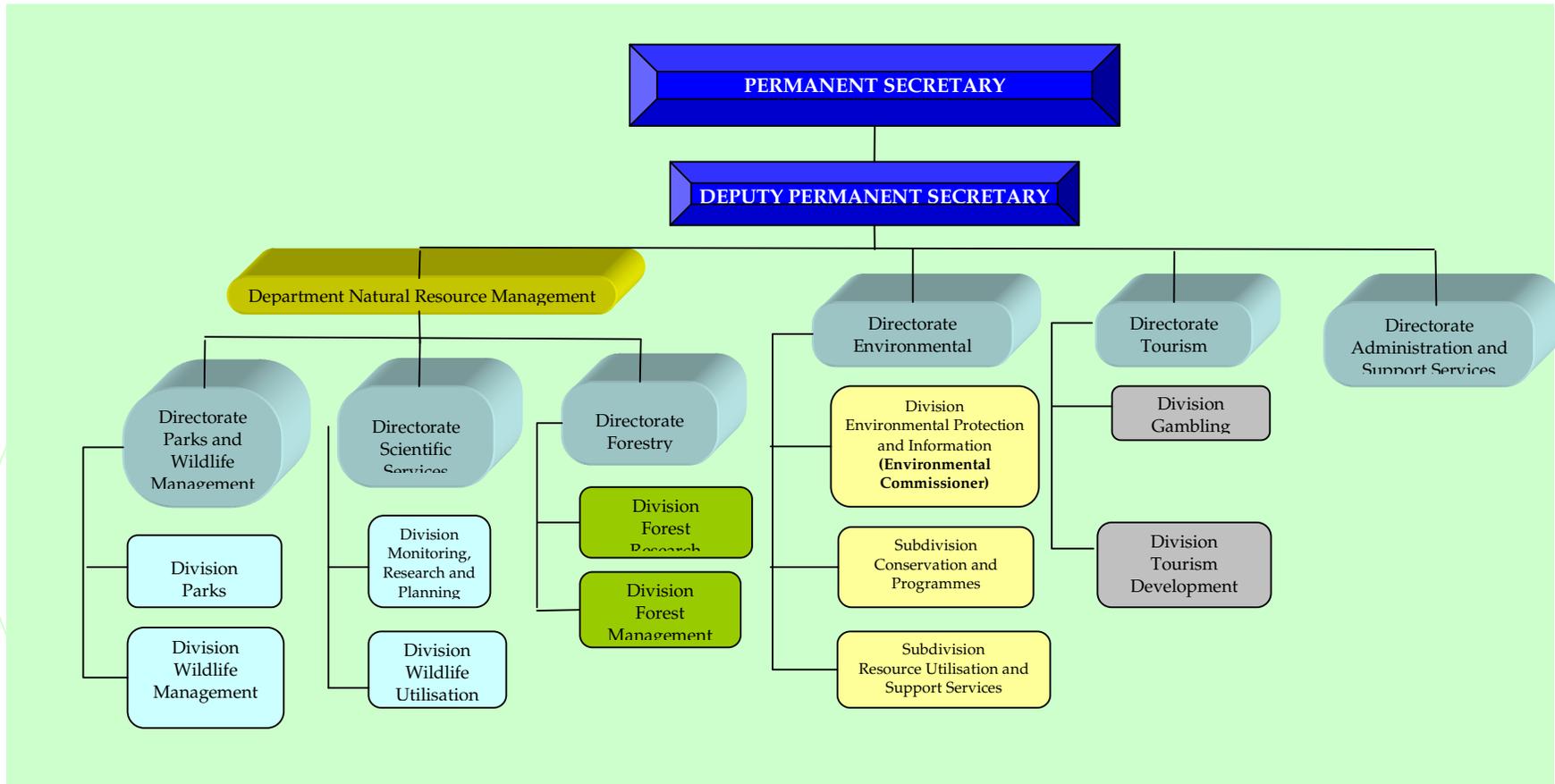


Figure 2: Organisational Structure of the Parks Division within the Directorate of Parks and Wildlife Management

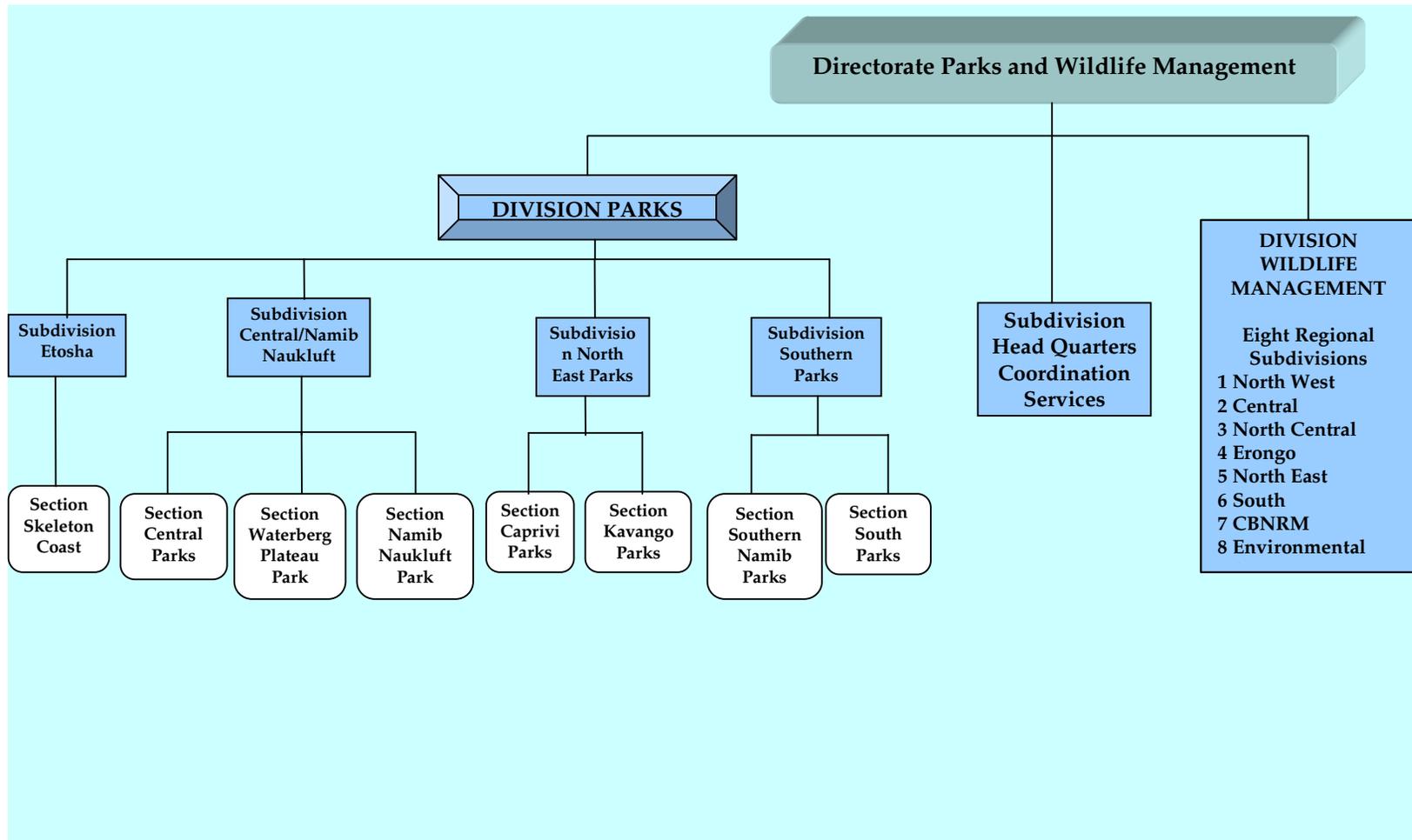
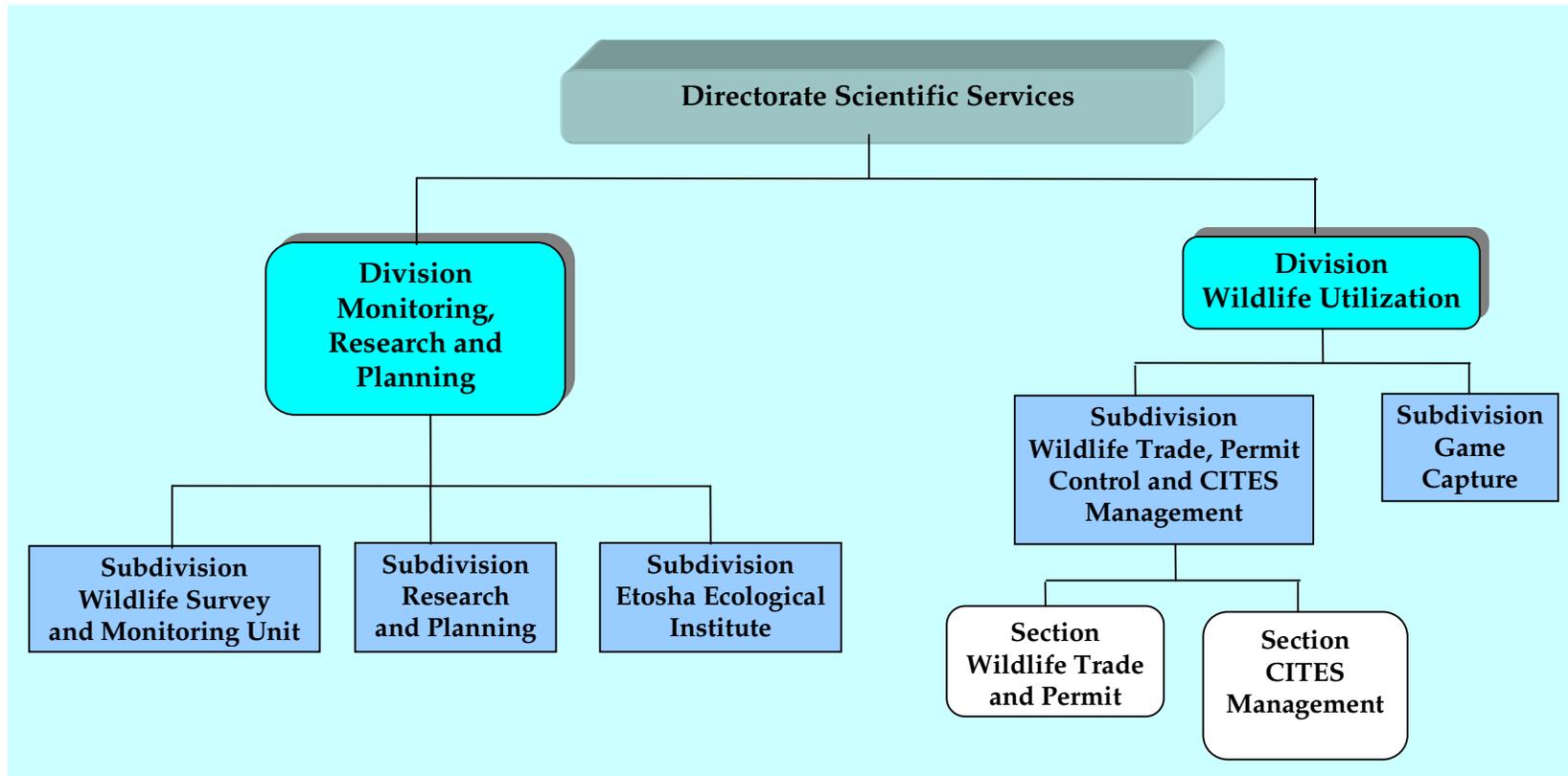


Figure 3: Organisational Structure of the Directorate of Scientific Services



3.6 Overview of MET human resources

The overall staff complements for the Directorate of Parks and Wildlife Management and the Directorate of Specialist Services is summarised in Table 1. These staff can be broadly categorised as those responsible for strategic planning, specialists services, management/implementation and general. The total staff complement is 955 (excluding approximately 260 ex-combatants) however there are 166 (17%) vacancies that reduces the effective staff complement to 789. Tables 2 – 4 summarise the deployment of staff in the respective Divisions and indicate the location of staff across the country.

Features to emerge from these data are:

- There are 23 vacancies (31%) at the strategic planning level (Director to Chief Warden). The majority of these vacancies occur within the Directorate of Specialist Services.
- There are discrepancies regarding the level of responsibility for various Directors and Deputy Directors. The Director (Parks and Wildlife Management) is responsible for approximately 881 staff while the Director (Scientific Services) is responsible for 74 staff (8%).
- This discrepancy is further skewed at the Deputy Director level where the Deputy Director (Parks) is responsible for 61% of the establishment (581 people) while the Deputy Director (Wildlife Management) responsible for 30% or 290 people.
- Deputy Directors in DSS responsible for 4% of the establishment (approximately 38 persons each).

Table 1: The overall staff establishment for the Directorates of Parks and Wildlife Management and Specialist Services (Data provided by the Directorate of Administration and Support Services, Windhoek).

Position		Total Staff Complement	Total Vacancies	Current Staff Complement	Percentage Posts Vacant
Strategic Planning	Director	2	0	2	0%
	Deputy Director	4	0	4	0%
	Chief Conservation Scientist	4	2	2	50%
	Principle Conservation Scientist	6	3	3	50%
	Conservation Scientist	13	4	9	31%
	Chief Control Warden	13	5	8	38%
	Chief Warden	26	9	17	35%
Specialist					
	Pilot	1	0	1	0%
	Veterinarian	2	0	2	0%

Position		Total Staff Compliment	Total Vacancies	Current Staff Compliment	Percentage Posts Vacant
Management/ Implementation	Warden	64	9	55	14%
	Chief Clerk	2	1	1	50%
	Senior Clerk	16	2	14	13%
	Ranger	152	19	133	13%
	Senior Clerical Assistant	11	3	8	27%
General	Operator/ Driver	19	3	16	16%
	Senior Watchmen	65	14	51	22%
	Watchman	9	1	8	11%
	Scout	77	16	61	21%
	Workhand	305	23	282	8%
	Leader Labourer	12	2	10	17%
	Labourer	149	48	101	32%
	Artist	1	1	0	100%
	Artisan	1	1	0	100%
	Messenger	1	0	1	0%
	Total	955¹	166	789	17%

¹ Note that this figure does not include approximately 260 ex-combatant staff that have not yet been formally included on the Ministry's establishment.

Table 2: Breakdown of staff based at Head Quarters in Windhoek, and the two Divisions (Parks and Wildlife Management). Shaded numbers indicate where vacancies currently exist at the various stations across the country. Note: ex-combatants are excluded from these figures

	Position	Directorate Parks and Wildlife	Coordination Services	Vacancies	Total HQ	Parks Division	Etosha	Skeleton Coast	Central/Namib Naukluft	Central Parks	Waterberg Plateau	Namib Naukluft	North East Parks	Caprivi Parks	Kavango Parks	Southern Parks	Southern Namib Parks	South Parks	Vacancies	Total Parks Division
Strategic Planning	Director	1			1															0
	Deputy Director				0	1														1
	Chief Conservation Scientist				0															0
	Principle Conservation Scientist				0															0
	Conservation Scientist				0															0
	Chief Control Warden				0		1		1				1				1			4
	Chief Warden		2	2	2		2	1			1	1		1	1		1	1	4	9
Specialist					0															0
	Pilot				0															0
	Veterinarian				0															0
Management/ Implementation	Warden				0		7	1		1	1	2		2	2		2	2	3	20
	Chief Clerk		1	1	1															0
	Senior Clerk		4		4		3												1	3
	Ranger				0		30	4		2	6	8		6	11		4	5	8	76
	Senior Clerical Assistant		1		1		1													1
	Operator/Driver				0		2	1		1	1	4		1	2		1	1	2	14

	Position	Directorate Parks and Wildlife																	
		Coordination Services	Vacancies	Total HQ	Parks Division	Etosha	Skeleton Coast	Central/Namib Naukluft	Central Parks	Waterberg Plateau	Namib Naukluft	North East Parks	Caprivi Parks	Kaango Parks	Southern Parks	Southern Namib Parks	South Parks	Vacancies	Total Parks Division
General	Senior Watchmen			0	18			7				10	12		3	8	13	58	
	Watchman			0		9											1	9	
	Scout			0	30			1	3				6		3	3	11	46	
	Workhand			0	80			8	22			44	60		7	12	19	233	
	Leader Labourer			0		1		1	2			2	2			1	2	9	
	Labourer			0	20	5		10	10	10		10	19		4	10	42	98	
	Artist			0														0	
	Artisan			0														0	
	Messenger		1		1														0
Total	1	9	3	10	1	194	22	1	29	43	30	1	76	115	1	25	43	106	581
Percentage				1%															61%

Table 3: Breakdown of staff in the Wildlife Management Division in Windhoek and at various locations across the country. Shaded numbers indicate where vacancies currently exist.

	Position	Wildlife Management	North West Regional Services	Khorixas/Outjo	Opurwo	Central Regional Services	Central North	Central South	North Central Regional Services	North East Regional Services	Karas Region	Caprize Region	Erongo Regional Services	South Regional Services	Environmental Education and Info	CBNRM	Vacancies	Total Wildlife Management
Strategic Planning	Director																	0
	Deputy Director	1																1
	Chief Conservation Scientist																	0
	Principle Conservation Scientist																	0
	Conservation Scientist																	0
	Chief Control Warden		1			1			1	1			1	1	1	1	4	8
	Chief Warden			1			1	1	1		1		1	1	2	2	3	11
Specialist	Pilot																	0
	Veterinarian																	0
Management/Implementation	Warden			2	1		2	1	2		1	1	2	2	6	14	3	34
	Chief Clerk																	0
	Senior Clerk			1				1	1				1	1	1	1	1	7
	Ranger			10	2		3	8	4		10	7	4	9		15	11	72
	Senior Clerical Assistant			1				1	1		1		1	1	1	1	2	8
	Operator/Driver													1			1	1

	Position	Wildlife Management	North West Regional Services	Khorixas/Outjo	Opuwo	Central Regional Services	Central North	Central South	North Central Regional Services	North East Regional Services	Karango Region	Caprivi Region	Erongo Regional Services	South Regional Services	Environmental Education and Info	CBNRM	Vacancies	Total Wildlife Management
General	Senior Watchmen													7			1	7
	Watchman																	0
	Scout			4	2		2	2	4		3	4	2	2			5	25
	Workhand			39	11				8		6			8			4	72
	Leader Labourer										2							2
	Labourer			10			2		4		10		4	10	1		5	41
	Artist														1		1	1
	Artisan																	0
	Messenger																	0
	Total	1	1	68	16	1	10	14	26	1	34	12	16	43	13	34	41	290
	Percentage																	30%

Table 4: Breakdown of staff in the Directorate of Specialist Services based at Head Quarters in Windhoek and at various locations across the country. Shaded numbers indicate where vacancies currently exist.

	Position	Directorate Scientific Services	Monitoring, Research and Planning	Wildlife Survey and Monitoring Unit	Research and Planning	Etosha ERI	Etosha ERI (Monitoring)	Etosha ERI (Research)	Wildlife Utilisation	Wildlife Trade, Permit Control and CITES	Wildlife Trade and Permit Control	CITES Management	Game Capture	Vacancies	Total Scientific Services
Strategic Planning	Director	1													1
	Deputy Director		1						1						2
	Chief Conservation Scientist			1	1	1				1				2	4
	Principle Conservation Scientist			2	1			1			1	1		3	6
	Conservation Scientist			4	4			2			2	1		4	13
	Chief Control Warden						1							1	1
	Chief Warden						1				1	1	1		4
Specialist	Pilot			1											1
	Veterinarian							1					1		2
Management/Implementation	Warden			3	3		1	1			1		1	3	10
	Chief Clerk										1				1
	Senior Clerk										2				2
	Ranger										2		2		4
	Senior Clerical Assistant			1										1	1
	Operator/Driver												4		4

	Position	Directorate Scientific Services	Monitoring, Research and Planning	Wildlife Survey and Monitoring Unit	Research and Planning	Etosha ERI	Etosha ERI (Monitoring)	Etosha ERI (Research)	Wildlife Utilisation	Wildlife Trade, Permit Control and CITES	Wildlife Trade and Permit Control	CITES Management	Game Capture	Vacancies	Total Scientific Services	
General	Senior Watchmen															0
	Watchman															0
	Scout						1					1	4			6
	Workhand															0
	Leader Labourer						1									1
	Labourer			1	2		1	1			1	1	3	1		10
	Artist															0
	Artisan												1	1		1
	Messenger															0
Total		1	1	13	11	1	6	6	1	1	11	5	17	16	74	
Percentage																8%

MET has witnessed a loss of key experienced personnel since independence. An analysis of the spread of experience amongst a sample (73%) of the staff in the Directorate of Parks and Wildlife Management reveals that 27% of the current staff has over 15 years experience and 22% have up to five years experience. There also exists a fairly even spread of Wardens with more than five years of experience with 51% of those that joined in 1990 with 5 – 10 years experience (Table 5).

Table 5: A summary of staff experience at various levels. Data based on a sample (73%) of staff employed by the Directorate of Parks and Wildlife Management.

Years of experience	0 - 5	6 - 10	11 - 15	16+			%
Joining date	2000 - 2004	1995 - 1999	1990 - 1994	>1989	Sample	Actual	Data
Director				1	1	1	100%
Deputy Director	1	1			2	2	100%
Chief Control Warden		2		2	4	8	50%
Chief Warden		3	1	6	10	13	77%
Warden	9	9	10	9	37	48	77%
Ranger	22	28	20	22	92	129	71%
Total sample	32	43	31	40	146	201	73%
% Experience	22%	29%	21%	27%			
Wardens total experience	24%	24%	27%	24%			
Wardens with 5 - 10 years experience			51%				

3.7 Analysis of the MET Institutional Structure

3.7.1 Administrative Processes

The Ministry of Environment and Tourism has been restructured several times in recent years in an attempt to streamline its efficiency and improve its effectiveness. The most affected area in this regard has been the Parks and Wildlife Management Directorates, including the Forestry Directorate.

The latest restructuring exercise resulted in the creation of the Department of Natural Resources headed by an Under Secretary which technically houses the three directorates associated with biodiversity conservation. It is not clear however, what role the Department of Natural Resources plays. The Department itself is not staffed to any degree and although routine administrative issues are routed through the Department, the three Directors have very little direct dealings with Under Secretary in this Department. Instead the three Directors more often deal directly with the Permanent Secretary and on some occasions with the Minister.

3.7.2 Management at the Field Level

Using the Etosha Subdivision as an example (Table 6), a Chief Control Warden (CCW) is responsible for Etosha National Park and the Skeleton National Park. Etosha is subdivided into two sections (east and west) that are the responsibility of a Chief Warden (CW)

respectively. The Eastern Section has three Wardens, one of which is solely responsible for law enforcement. The Western Section is similarly structured but has two wardens responsible for law enforcement. The remaining wardens deal with routine park management issues (water maintenance etc.). Each warden has a team of rangers and associated labourers, watchmen, scouts etc. and have specific areas of the park that they are responsible for.

In addition to this management structure for the Etosha, there also exists the Etosha Ecological Institute and representatives from the Directorate of Administration and Maintenance. The tourism aspects are the responsibility of Namibia Wildlife Resorts. All wildlife management issues *outside* the park are the responsibility of the Regional Services who are based at Outjo approximately 100km away.

Points to emerge from this arrangement are:

- The CCW (Parks Division) is the *de facto* senior officer in the Park, although all three Directorates have equal seniority. For example, the CCW is required to authorise short term research permits for work to be done under the DSS in the Park.
- The CCW (Parks Division) has little formal interactions with his counterpart in the Regional Services. Technically they do not interfere in each others domains (i.e. inside and outside the park). However, the CCW (Parks Division) is required to interact with communities that border the park. The net result is that the park is treated as an “island”.
- With three separate directorates operating in the park each with separate mandates, management of the park is difficult. To resolve this, a Management Committee exists that includes the three directorates plus Namibia Wildlife Resorts. This committee meets to discuss mutual problems facing the park, but since each directorate is now “independent”, this committee does not function as well as it should.
- The CCW (Parks Division) has no direct control over the Chief Works Inspector responsible for general maintenance in the park (i.e. road, fence and water maintenance related issues).
- At the warden level, the responsibilities are split between law enforcement and general park management. Both wardens will operate in the same section of the park, but very rarely will one or other of the wardens interfere with the others responsibilities.

The net result of this management structure is that problems arise regarding reporting, sharing information and duplication of effort. Overall the management of the park is stifled since each directorate can operate independently. The Etosha example represents the most complex of all the management structures in the field; however, similar issues exist within the other subdivisions elsewhere in the country.

Table 6: Institutional arrangement at the field level for the Etosha Subdivision within the Parks Division.

CHIEF CONTROL WARDEN (ETOSHA – PARKS DIVISION)							
Chief Warden <i>Skeleton Coast</i>	Chief Warden <i>East Etosha</i>			Chief Warden <i>West Etosha</i>			
<u>Warden</u> Park Management	<u>Warden</u> Wildlife Protection Services	<u>Warden</u> Park Management	<u>Warden</u> Park Management	<u>Warden</u> Wildlife Protection Services	<u>Warden</u> Wildlife Protection Services	<u>Warden</u> Park Management	<u>Warden</u> Park Management

3.7.3 Accountability and Decision Making Capabilities

The overall responsibility for the Ministry is vested in the Minister who issues instructions through the Permanent Secretary. However, at the Directorate level, the areas of accountability and decision making capabilities are blurred. The primary cause for concern is that there is no one *Director* who is in overall charge. The Department of Natural Resources appears not capable of “directing” the directorates within the department, while the two Directors responsible for issues relating to biodiversity conservation hold equal “rank”. It is fortunate that both these Directors work closely together in their respective Directorates for without such close cooperation, it would be extremely difficult to “manage” the mandates of these two organisations. The net result is that the Directorates of Parks and Wildlife and Scientific Services are forced into a mode of “crisis management” where decisions have to be verified either by the Permanent Secretary or in some cases by the Minister. Adding to this situation is the fact that key decision makers from the Deputy Director level downwards have limited management experience in wildlife related issues, leading to a situation where there is little confidence in the hierarchy that strategic decisions can be taken by staff at lower levels.

A further area of concern is the fact that all staff within the Ministry has direct access to the Minister and/or Permanent Secretary. This means that the lowest ranked staff member can take a complaint directly to these higher authorities, bypassing his/her immediate superiors in the process. Very often this will result in the Minister/Permanent Secretary taking a unilateral decision in response to such approaches which undermines the authority of the respective Directors and associated senior staff.

As a result of this situation, the Directors are overloaded with routine administrative duties since they cannot take decisions and are required to refer all matters “up the line”. Field staff therefore has developed a culture in which they are reluctant to take routine decisions regarding management issues in their areas, but will rather seek approval from their superiors. This in turn leads to the loss of confidence in MET park staff on the part of park neighbours (communities, farmers, private sector etc).

The decision making process is therefore very cumbersome, with the channels of communication having dissolved as a result of senior people in key strategic positions having lost their authority as a result of it being eroded from above.

3.7.4 Management of Financial Budgets

The Directorates of Parks and Wildlife Management, and Scientific Services are allocated a bulk annual budget each year. The respective Directors allocate individual budgets to the various Divisions and Subdivisions based on submissions from the field. However, in most cases there are few linkages between the budget allocated at the subdivision level and the annual work plan.

The actual management of the budget is controlled by the Directorate of Administration and Maintenance located within the Ministry. Management of the financial budgets at the Directorate level is therefore cumbersome. To ease this situation, a Subdivision within the Parks and Wildlife Directorate has been established that coordinates the budget and human resource issues at this level. As a result, there are no staff at the Division and Subdivision level that directly control financial budgets for their respective areas.

Currently the financial management system employed requires that *all* purchases are supported by at least three quotations and the officer is required to justify the purchase. This documentation is then passed up from the field through the ranks to the respective Director for approval. It is then presented to the *Economising Committee* that consists of all six directors. This committee meets weekly and decides whether or not the purchase can be made. Any purchase order that fails to meet the requirements of the Committee is returned to the field for correction. The purpose of this Committee is to ensure that purchasing procedures are followed and that the government funds are used efficiently.

In practice this is an extremely cumbersome and inefficient manner in which to manage annual work programmes at all levels of the organisation. Bottlenecks in budget control occur and it is difficult to determine exactly how much money is available to operate the respective parks. Budget allocations can be moved around without the officer in the field being aware of this, and there are incidences where one CCW will access funds allocated to another CCW. The attitude is that if the central budget has the money, then it is in the interest of a CCW to apply for these funds as quickly as possible, irrespective of whether these have been allocated to the park or not. This often leads to unplanned work programmes being undertaken at the expense of approved work programmes. The incidence of overspending, especially where this relates to payment of overtime, is therefore a serious concern within the MET. It is understood that other Ministries operate under a similar arrangement.

In addition to the government allocations, a Game Product Trust Fund governed by an act of parliament was established to assist the MET to access funds for conservation activities. The main source of income for this fund is from government hunting concessions (income from tourism concessions is paid into the central government coffers) sale of game products, sale of live animals at auctions and trophy fees. The trust meets quarterly to consider proposals that are vetted by a technical committee using a standardised technical assessment form. The majority of the funds are used to support community-based conservation initiatives, and only a fraction has been allocated to improve PA management. This should be rectified so that the PAs receive more support from the GPTF, given that PAs are the primary source of wildlife that generates financial resources for the GPTF. The DSS is the secretariat to this fund.

4. Systematic Capacity Review

4.1 Policy Framework

The existing policy framework is fragmented (see discussed in Section 4.1), and the absence of an overall policy framework has led to a situation where the Directorates are left in a largely passive mode that react to initiatives advanced by the private sector and NGO community. An attempt has been made to address this situation in the new draft Bill (see below) but there still exists an atmosphere of misunderstandings and mistrust, coupled with an overriding desire to “control” the wildlife sector from a centralised base. Issues are dealt with on an *ad hoc* basis with implementation of policies varying according to which part of the country is involved.

Perhaps the most important aspect of the existing policy framework is the lack of an environment that proactively promotes partnerships for the management of the protected areas as well as with communities along the borders. The current legislation still requires that occupiers of land meet a variety of permit requirements in order to access and utilisation of the wildlife resource.

The new draft Parks and Wildlife Management Bill attempts to address this issue, and Namibia's ten-year strategic plan of action for sustainable development (Biodiversity and Development in Namibia 2001 – 2010 edited by Phoebe Barnard, Sem Shikongo and Juliane Zeidler) provides the basis for the MET to develop an overall strategic policy for biodiversity conservation. The proposed Bill goes further to include a requirement that a National Biodiversity Action Plan be prepared every five years and shall include:

- an assessment of the state of wildlife, wildlife habitats and the natural environment in Namibia, and an assessment of trends in this regard;
- an assessment of the effects that conservation and other activities undertaken under or required by this Act have had on wildlife, wildlife habitats and the environment generally, over the previous five years;
- an assessment of the extent to which the objectives of the Plan have been achieved;
- recommendations for amending the Plan.

4.2 Legal and Regulatory Framework

The Parks and Wildlife Management Bill, 2004 is still in its draft stage² and has yet to be made available to the public for discussion. This Bill will replace the existing Nature Conservation Ordinance, 1975 and its subsequent amendments.

The fundamental rights and obligations are outlined in Part II of the proposed Bill. The purpose of the new Bill is *“to provide a regulatory framework for the protection, conservation and rehabilitation of wildlife and wildlife habitats, and the sustainable use and sustainable management of wildlife and wildlife habitats and equitable access to benefits derived from them.”*

Enshrined in the Bill are the following conservation principles:

- biological diversity must be maintained;
- essential ecological processes and life support systems must be maintained, and where necessary, rehabilitated;
- sustainable use of wild populations should be promoted, but without having a detrimental impact on biodiversity, ecosystem integrity or ecological processes;
- community involvement in natural resource management and sharing in the benefits arising there from shall be promoted and facilitated;
- public participation in decision-making affecting the environment shall be promoted;
- access to benefits from wildlife production and utilization should be equitable within the unit of management; and
- authority over wildlife should be devolved to the lowest appropriate level.

The key components here are the involvement of communities in natural resource management and that authority over wildlife should be devolved to the lowest appropriate level. These principles will encourage local communities and the private sector to invest in

² Revised 25th March 2004

and develop the wildlife sector. This will however, require the Ministry to develop a role as a facilitator rather than its current role of regulator. It will also mean that the Ministry will have to develop the enabling policy environment in order to implement its revised mandate.

There are, however, still sections of the new Bill that are to be debated and will require revision and further discussion both within the Ministry and then in the public arena. For example:

Part IV, Section 26: Wildlife Research: In terms of this section of the Bill, all persons other than Ministry staff or persons linked to an institution granted permission by the Minister, are required to apply and pay for a permit in order to carry out “wildlife research”. It is not clear whether this applies only to persons wanting to conduct research within a protected area or whether this applies to all persons wanting to conduct wildlife research e.g. on private land or within a Conservancy.

Part V, Sections 27, 28 and 29: Declaration of protected areas: These sections of the Bill outline the types of protected areas that may be declared by the State and the actions that the Minister must undertake before declaring a protected area. In terms of Section 28 (and also Section 34), the Minister can declare private land and land gazetted as a conservancy as a protected area if the Minister is satisfied that the intended land use and activities meet the criteria of such a proclamation. This section therefore presents a potential threat to Conservancies and private land holders that have established wildlife-based enterprises on their land.

Part VI Conservancies and Part VII Wildlife Management Units (numbered incorrectly in the Draft Bill): These two parts of the draft Bill refer to how wildlife can be utilised outside of the protected areas. While the Bill confers access rights to communities and private sector land owners respectively, there still remains a tight control over the resources by the Government. These parts of the Bill are likely to be the most hotly debated in the public forum, especially as the Bill still requires that game proof fences be constructed around land to be used for the conservation of specially protected species. The incentives to encourage communal and private sector investment in conservation initiatives are still not visible, for example, the registration of a “wildlife management unit” will be valid for one year only, and will be renewable only on full compliance with all prescribed requirements (Section 46 (3)).

This aspect of the proposed Bill is in direct conflict with the proposed “Vision” for the future of the MET in which the Division of Wildlife Management is dissolved and these staff absorbed into the remainder of the Department. The entire rationale of the future “utilisation of wildlife” will require constructive debate in order to resolve the issues of access to these resources (i.e. the issue of hunting, capture and use of wild animals on conservancies and private land).

4.3 Management Accountability

The institutional structure of the Ministry and its associated Directorates is discussed above. The responsibilities of the Directorates are clearly defined and are accountable to the Ministry and general public. However, there does not exist, a working environment where any one Directorate has the overall responsibility to implement the long-term strategic vision. As a result, this role is taken on by the Permanent Secretary in the absence of a substantive Director General.

It is therefore unclear whether the respective Directorates have a clearly defined and understood mission statement other than that which appears in the National Biodiversity Strategy and Action Plan (NBSAP).

4.4 Structure and Competency of the Institution

As stated above, the current institutional structure of the Department of Natural Resources in which two Directors and their associated deputies are responsible for the management and administration of Namibia's conservation strategies both inside and outside of its protected areas. The organisational structure is further complicated by the fact that these staff within the protected areas has little control over their financial management and administration as well as matters relating to maintenance in the protected areas. Planning, quality management, monitoring and evaluation of work plans etc. is therefore extremely difficult with the decision makers having to respond to management issues in an *ad hoc* manner.

4.5 Human Resources

The Ministry has recently absorbed a large cadre of ex-combatants that have been deployed across the country. In terms of overall numbers of people, the Ministry is adequately staffed, however, there are serious questions regarding the skill levels and experience of people in key decision making positions despite the fact that 51% of the wardens in the Parks and Wildlife Management Directorate have between 5 and 10 years experience (See Table 5).

The dilemma here is that although many of these people have served time in the Ministry, they have done so in an environment where they have not had overall responsibility for their particular station. This has come about with the loss of key staff since Independence with the result that there has been a tendency to gradually centralise all decision-making processes to head quarters.

A further issue complicating the deployment of human resources within the Directorate is the fact that many of the routine activities one would normally associate with an organisation responsible for wildlife management and protection have been removed. For example, staff within the Parks and Wildlife Management Directorate is not responsible for managing tourism or tourism developments – this is done by Namibia Wildlife Resorts. Only recently has the Directorate been asked to collect entry fees from tourists. Similarly there is a Maintenance Division that operates outside of the Directorate that is responsible

for all roads and fence maintenance as well as maintaining/installing artificial game water supplies, maintaining staff housing etc.

With few exceptions in the north of the country, illegal activities are not a major concern to the Directorate because many of the protected areas are not surrounded by large communities or occur in a desert environment (Ai Ais, Namib Naukluft, Skeleton Coast for example). Actual routine work programmes are therefore difficult to identify, especially in the smaller protected areas.

With regard to management staff, there is a tendency for the Directorate to be top heavy. For example, the Skeleton Coast has a Chief Warden and a Warden all based in the same office. Similarly the Central/Namib Naukluft Section has a Chief Control Warden, a Chief Warden and a Warden who are responsible for the same protected areas. One finds it difficult to distinguish between the various roles and responsibilities of these various officers.

5. Capacity Building Review

5.1 Staff Capacity

Under the current institutional structure there are job opportunities in four different Divisions. Those in the DSS require a professional degree; however there are opportunities for persons with diplomas to fill Chief Control Warden and Chief Warden positions in this Directorate. MET has insisted that a Warden should at least hold a 3 –year national diploma in nature conservation from the local technical college for the remainder of the Divisions. The qualifications for the Ranger level are weak, with many of the Rangers being illiterate.

Both Directors (Parks and Specialist Services) have considerable experience within the MET and have been promoted through the ranks to reach these positions. Beneath them, the Deputy Directors are relatively inexperienced, and in one case has not worked at the field level but secured the position through having the appropriate qualifications. This places an added burden on the Directors as they are often required to resolve routine issues that should be dealt with at this level (notwithstanding that the decision making environment is not conducive).

At a professional level, there are scientists and specialists with considerable experience in the field. These persons have been positioned at Headquarters or strategically in the field in order to maximise their capabilities. However, there are also professionals who have had little experience in working in a wildlife conservation organisation, and whilst they have the theory and are well qualified, they do not possess skills in report writing or designing research projects for example. An added problem here is that several professionals joining the organisation are given leave to further their studies. This means that a position in the Directorate establishment is occupied, but is unproductive.

5.2 Career Progression

Within the Directorate of Parks and Wildlife Management, the opportunities to progress through the ranks are dependent on the entry level qualifications. MET will appoint a Warden to a position provided that the person has a Diploma in Nature Conservation even though that person has no practical field experience. Thereafter, the Warden can expect to be promoted to a Chief Warden position after 4 years and to Chief Control Warden after a further 4 years. Thereafter, progression to the higher levels of Head Office will depend on vacancies becoming available at this level.

In progressing through these ranks, an officer is able to move between Divisions depending on the vacancies being available. It is possible therefore to move from Warden Parks Division to Warden Wildlife Utilisation Division. In some cases officers have used this opportunity to leap frog up the promotional ladder. In the process they may gain some experience at different levels of the organisation but in reality they do not spend sufficient time in a particular position to gain the practical experience needed to be proficient in a particular position, but rather see this as an opportunity to advance through the organisation. A further concern is the fact that the skills and experience gained after spending some time in a particular Division is not transferable to another Division, highlighting the segmented nature of the directorates.

At the lower levels of the organisation, labourers are able to advance to the level of a Scout after 6 years, and a Scout can be promoted to a Ranger after a further 6 years. It is also possible to join the organisation as a Ranger with a school leaver's certificate, but it is not possible to progress to the Warden level without a Diploma. Therefore at this level, experience is not taken into consideration, at there are situations where long serving rangers are having to report to a Warden who is much younger and has no practical experience in the field. This leads to tension in some instances and difficult working conditions.

An analysis of the human resources (see section 4.2.3) shows that there are several vacancies in the organisation, especially at the senior levels. These positions are not being filled despite the fact that persons within the organisation have applied for them. The reasons for this are unclear, but may be a reflection of the limited number of qualified and experienced people within the Ministry who could fill these positions.

5.3 Training

It is recognised that the lack of training at different levels is an issue within the organisation. Professional officers are given the opportunity to further their studies, and some basic training occurs at the CCW/CW level but there is a need for this to be better structured. Training is discussed in greater detail in the following section.

Throughout the organisation training programmes will need to be revised once job descriptions have been updated to reflect the current and anticipated responsibilities of each position in the new organisational structure. One of the biggest challenges that will need to be addressed is the lack of experienced senior staff who can act as trainers. In many cases it may be necessary to involve the private sector in the development and implementation of appropriate training programmes. This will undoubtedly be more expensive than in-house

training programmes and may be a key area where the UNDP/GEF project can provide support to the MET. Training is discussed in greater detail in Section 7.

5.4 Accountability and Performance

The two major human resource initiatives carried out on MET's behalf since 1994 have both highlighted the urgent need for a systematic performance appraisal/evaluation system to be developed and implemented (see sections 7.2 and 7.3). Despite these recommendations no action has yet been taken by MET. There are however signs that the Namibian government is now moving towards such a system for all civil servants (see section 7.4.2) and the UNDP/GEF project should provide support to MET to allow it to become a model Ministry in the area of performance management.

In order for this to happen the MET will need to have an approved strategic plan and detailed job descriptions that define the responsibilities of senior positions in relation to the goals and objectives defined for MET in the strategic plan. At the operational level job descriptions should be linked to approved management plans for each of the "integrated management regions (IMRs)" in the new organisational structure.

5.5 HIV/Aids

MET is not the only Ministry in Namibia that needs to develop HIV/AIDS awareness programmes and deal with succession planning related to the vacancies created by this epidemic.

The UNDP/GEF project should link into existing programmes (CARE, UNICEF, etc.) dealing with these issues at the national level rather than trying to develop a separate programme for MET. If required, financial support should be made available by the UNDP/GEF project to ensure that MET is included in these programmes.

5.6 Institutional Models

5.6.1 Models to service the Vision Statement

The high-level institutional structure used here was generated to give effect to a Vision Statement which seeks to form geographic linkages between the protected areas. Various models have been proposed and discussed. One model groups the Namibian parks into two major groups – Western Namibia (which included the entire coastal zone and Etosha National Park) and Eastern Namibia (which included the Caprivi, North Kalahari and southern central parks).

A second model which has received support from the stakeholders divides the country into three major regions – the North-West (Etosha and the Skeleton Coast), the North-East (Caprivi and Northern Kalahari) and the South-Central region (the coastal zone from the Namib-Naukluft to the Orange River including Ais-Ais, and six small protected areas in the interior of Namibia). The proposed structure is shown in detail below (Figure 4 and 5).

In the proposed new structure, these three regions would have the status of Directorates, each headed by a Director. A fourth Directorate that deals with Research and Planning will be located at Headquarters³. These Directorates will fall under the Department of Parks and Wildlife Development headed by a substantive Under Secretary and supported by an Administration and Human Resources Division⁴.

The model adheres fairly closely to the existing titles of posts in the Namibian civil service. However, several new posts have been introduced in the field staff structure to bridge some large continuity gaps in the promotional scale, particularly at the Ranger level (Table 7).

The special requirements of coastal parks are catered for by taking into account the length of coastline to be protected. The costs of running the existing tourist facilities in the parks are estimated from the number of beds and campsites in each park. Although the tourist resorts in the Namibian parks are in fact run by a separate parastatal (National Wildlife Resorts), it was nevertheless considered worthwhile for comparative purposes to calculate the required staff numbers and budgets.

The number of conservation scientists needed for each park is based on the extent of the areas to be monitored. A new feature of this model is the inclusion of social scientists in the science structure – considered essential for developing co-management institutions in the areas linking parks. The number of social scientists in any park is based on the surrounding human population density and the length of the perimeter of the park. The technical support and administrative staff structure is based on the total number of staff in the other categories, the number of camps and the extent of the tourist infrastructure in the park.

Some 1,971 staff is generated by the model compared to the actual number of about 900 in the present establishment. This comparison is not valid for several reasons. The model includes the full set of tourism costs, a new staff component of social scientists and the full complement of administrative and technical staff needed to service the parks establishment. In the present set-up, tourism costs are met by National Wildlife Resorts, administrative and support services are provided by a separate directorate within the Ministry and the social aspects of parks are serviced by a small CBNRM unit within the Division of Wildlife Management. When the tourism and social science components are removed from the model structure, the total number of staff is reduced to about 1,500.

The key features of this model are:

- There is a greatly increased emphasis on park-based scientists performing a key monitoring rôle in all aspects of biodiversity and conservation management. A total of 265 scientific staff emerges from this structure (including 54 based at headquarters) as opposed to the existing complement of 74.
- The allocation of a new staff category – social scientists. If co-management institutions are to be established in the areas linking state protected areas, these people will play a key rôle. This cadre of staff replaces the existing CBNRM unit in the Division of Wildlife Management.

³ This Directorate will include a number of Divisions and Subdivisions including Field Conservation and Social Science, Monitoring, Research and Planning and Wildlife Utilisation (permits and game capture subdivisions).

⁴ This Division will support a similar staff allocated at the Regional and Park levels. It will comprise a number of subdivisions: Salaries, budget control, general services, accommodation, transport and stock, support services, maintenance and HQ coordination services.

- The present Division of Wildlife Management disappears, however sufficient field staff have been built into the three regional Directorates at all levels to fulfil the functions carried out by this Division.

It is necessary to remark on the excessive numbers of staff in the present establishment whose sole task is the administration of permits for wildlife utilisation. This is a measure of the aborted devolution of proprietorship rights to local communities and commercial landholders and could be greatly reduced by more progressive policies and legislation. Assuming this will occur, the numbers of staff in this section can be significantly reduced and the present 'CITES' section amalgamated with the other permits section.

Figure 4: The basis for re-organisation of the Department of Parks and Wildlife Management into three Directorates and six Divisions.

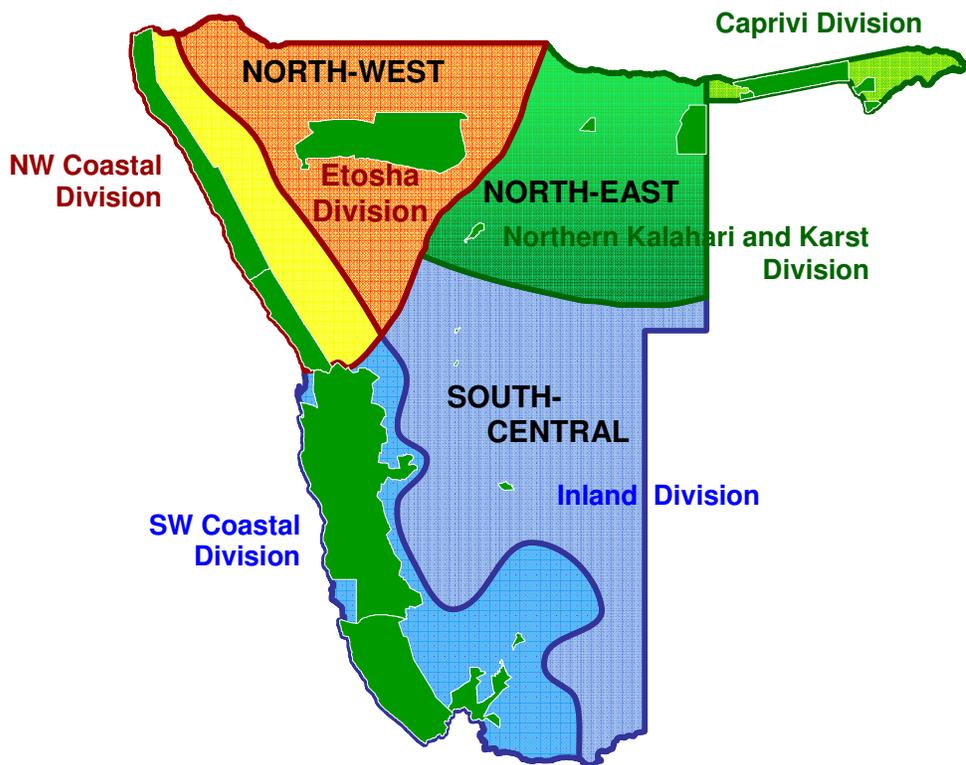


Figure 5: An institutional model for a proposed Department of Parks and Wildlife Development.

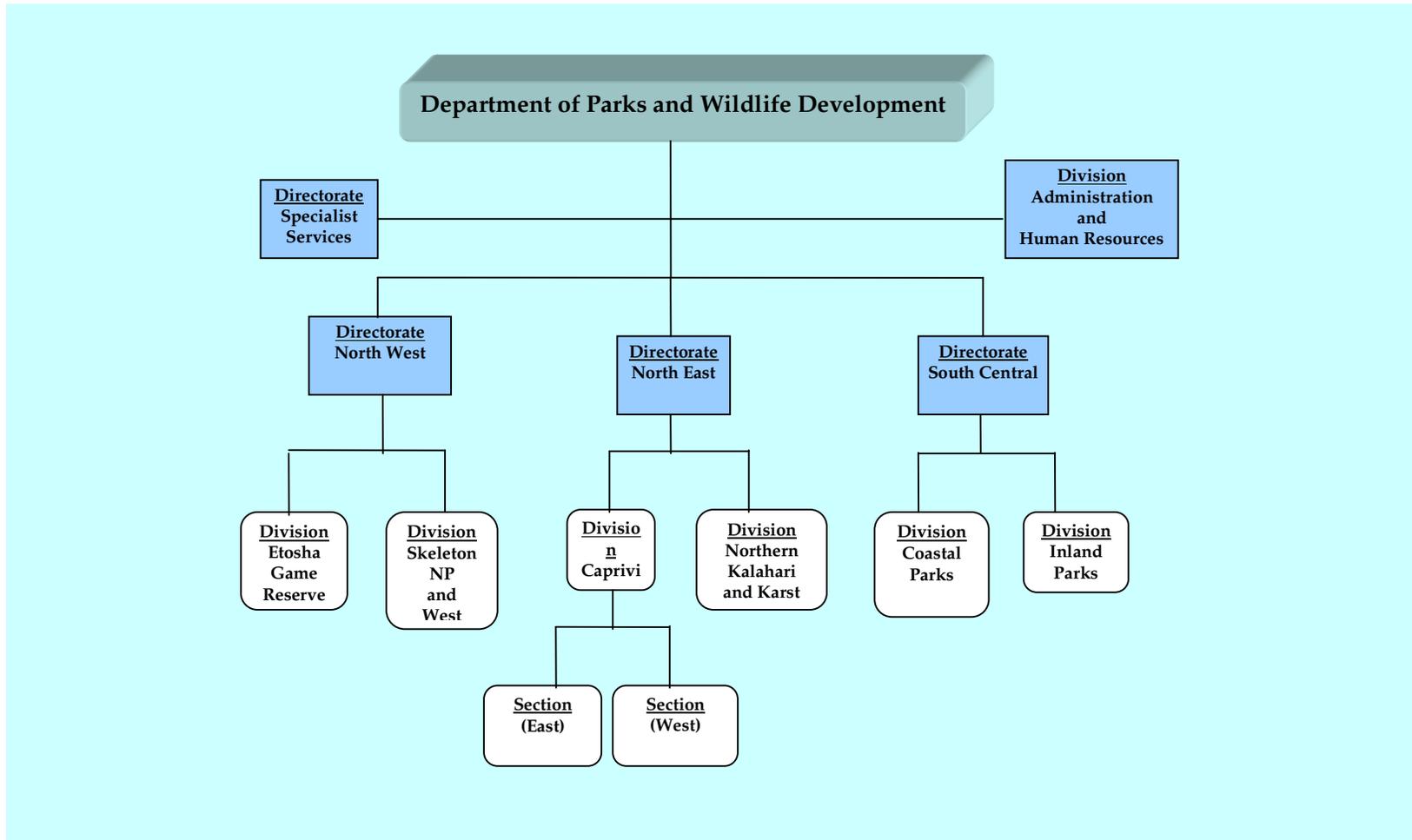


Table 7: The staff positions and posts under the proposed institutional structure at the three Directorate levels. The number of staff in each position will depend on the specific requirements of the region.

Directorate	Director/ Regional Manager
Field Staff	Park Manager Warden Senior Ranger Ranger Junior Ranger Senior Scout Scout Labourer
Tourism	Divisional Manager Tourism Manager Housekeepers Gate Staff Fuel attendants Accommodation staff House keeping attendants
Scientific Services	Scientific Programme Head Chief Conservation Scientist Chief Social Scientist Principal Conservation Scientist Conservation Scientist Social Scientist Technician Research Assistant Labourer
Technical Services	Manager Technical Services Artisan Foreman Works Inspector Artisan Foreman Workhand, Operator Driver Labourer
Administration	Administration Head Administration Manager Senior Administration Officer Administration Officer Clerk, Typist Clerical Assistant Messenger

In the proposed institutional model, staff will be allocated to one of five categories:

- Field
- Tourism
- Scientific Services
- Technical Services
- Administration

This model differs from that currently in place in that the Department of Parks and Wildlife Development will assume control over tourism, maintenance and administration – three functions that are now the responsibility of separate Directorates. It is appreciated that the Namibia Wildlife Resorts is responsible for managing and marketing tourism in the protected area, however, if it is the intention to create the conditions under which an *esprit de corps* can be instilled into the “new” Department and its associated parks, it will be necessary to fully internalise all of the components which go into maintaining an effective conservation management agency. Only when each section (field, tourism, scientists, technical services and administration) has its own devolved budget, is accountable for its performance using that budget and can measure the returns against that budget, can it be expected that morale will rise and the visionary aims of this project will be realised.

Table 8 provides a summary of the overall staffing structure. As mentioned above, the model predicts a staff complement of approximately 1,000 additional posts from 900 to 1,970. The Field Staff (i.e. those persons responsible for park management) forms the largest component (685) while 444 people are allocated to the tourism component. In keeping with the proposed “Vision”, the Scientific Services staff complement is increased considerably to 265. Although not shown here, an important feature of this branch is the inclusion of social scientists that will be responsible for driving the community natural resource management component. The new organisation will also have direct control over its technical and administrative responsibilities. Consequently these branches have been allocated 313 and 255 people respectively.

The overall staff complement at Head Office consists of the Under Secretary and Director of Scientific Services. This latter Directorate will support its members of staff based in the field, and will be responsible for routine monitoring, planning and research, including monitoring of wildlife utilisation. An Administrative and Human Resources Division will assist the Department to manage and implement the decentralised budgets. For this reason, each of the three Directorates and their respective protected areas will be supported by “in-house” administration and technical services.

An annual recurrent expenditure of about N\$127 million appears to be needed to meet the requirements of this institution, of which slightly more than half is in human resources costs (N\$65 million)⁵. The Head Office costs are estimated at approximately 11% of the total budget, with the remainder of the budget spread evenly between three respective Directorates.

⁵ The present total annual expenditure of MET is between N\$50-66 million, depending on the actual allocations of operating costs in any given year. The present human resources costs are about N\$33 million.

Table 8: Summary of the staff composition for the proposed Department of Parks and Wildlife Development.

	Undersecretary	Director	Regional Manager	Field Staff	Tourism	Scientists	Technical Services	Administration	Total Staff	HR Cost	Operating Cost	Total Budget
HEAD OFFICE	1								1			
Director North West Namibia		1							1			
Director North East Namibia		1							1	8,712,834	5,808,556	14,521,390
Director South-Central Namibia		1							1			
Director Scientific Services		1				54			55			
Administration and HR								81	81			
Total	1	4	-	-	-	54	-	81	140	8,712,834	5,808,556	14,521,390
NORTH WEST DIRECTORATE												
				18	1	9	7	5	40	2,028,000	1,352,000	3,380,000
Etosha Division				102	132	24	48	23	329	8,968,800	9,634,171	18,602,971
Coastal Division			1	18	1	10	6	5	41	1,731,600	1,154,400	2,886,000
Skeleton Subdivision				41	17	10	13	8	89	2,677,200	4,055,058	6,732,258
West Coast Subdivision				27	47	4	30	14	122	3,522,000	4,621,451	8,143,451
Total	-	1	206	198	57	104	55	621	18,927,600	20,817,080	39,744,680	
NORTH EAST DIRECTORATE												
				0	0	9	8	5	22	1,304,400	869,600	2,174,000
Caprivi Division			1	18	1	4	8	6	38	1,701,600	1,134,400	2,836,000
East Caprivi Section			0	1	0	6	10	2	19	822,000	548,000	1,370,000
Kwando				19	3	4	6	3	35	939,600	760,035	1,699,635
Mudumu				25	5	4	6	3	43	1,129,200	918,693	2,047,893
Mamali				16	5	4	6	3	34	921,600	757,135	1,678,735
Forest Reserve				37	3	4	6	4	54	1,382,400	1,077,371	2,459,771

	Undersecretary	Director	Regional Manager	Field Staff	Tourism	Scientists	Technical Services	Administration	Total Staff	HR Cost	Operating Cost	Total Budget
West Caprivi Section				1	0	6	8	2	17	697,200	464,800	1,162,000
Bwabwata				48	5	10	11	6	80	2,198,400	1,771,683	3,970,083
Buffalo Area				19	5	4	7	3	38	1,050,000	864,324	1,914,324
Mahango				14	5	4	3	3	29	753,600	620,891	1,374,491
Poppa Falls				1	7	0	3	1	12	315,600	250,062	565,662
Northern Kalahari Division			1	18	1	10	8	6	44	1,956,000	1,304,000	3,260,000
Khaudum				44	7	10	11	6	78	2,236,800	1,735,630	3,972,430
Mangetti				15	3	4	3	2	27	690,000	639,774	1,329,774
Waterberg				19	46	4	12	8	89	2,390,400	2,132,373	4,522,773
Total		-	2	295	96	87	116	63	659	20,488,800	15,848,771	36,337,571
SOUTH CENTRAL DIRECTORATE						9	8	5	22	1,304,400	869,600	2,174,000
Coastal Division			1	18	1	6	6	6	38	1,496,400	997,600	2,494,000
Namib-Naukluft				49	25	24	19	13	130	4,348,800	5,960,309	10,309,109
Sperrgebiet				41	13	7	12	7	80	2,437,200	4,185,379	6,622,579
Ais-Ais				16	35	7	13	7	78	2,384,400	2,082,978	4,467,378
Inland Division				18	1	6	11	6	42	1,658,400	1,105,600	2,764,000
Hardap				14	32	4	12	6	68	1,752,000	1,468,268	3,220,268
Naute				14	2	4	3	1	24	630,000	528,489	1,158,489
Von Bach				6	9	0	3	1	19	459,600	362,455	822,055
Daan Viljoen				6	10	0	3	1	20	477,600	416,660	894,260
Gross Barmen				2	22	0	3	3	30	679,200	472,538	1,151,738
Total		-	1	184	150	67	93	56	551	17,628,000	18,449,876	36,077,876
Overall Totals	1	4	4	685	444	265	313	255	1,971	65,757,234	60,924,283	126,681,517

5.6.2 Effectiveness and efficiency of proposed institutional structure

The compartmentalised nature of the current institutional structure is not effective, and the manner in which attempts to implement the policy environment is inefficient (i.e. attempting to maintain “control” over the management and use of wildlife on communal and private land). In addition, the organisation has no control over its budgets or over the administration and management of its human resources. Its access to maintenance services through a separate Directorate also introduces a level of inefficiency. The proposed institutional structure presented here attempts to address these issues by incorporating all these aspects of the organisation “in house”.

However, there is no single method or indicator that can demonstrate whether one organisation is more “effective” or “efficient” than another. In reality, conservation institutions evolve according to the needs to manage and conserve the protected area and other natural resources under their mandate. Namibia is a unique situation in that many of the protected areas occur in desert environments, and the level of illegal activity is low when compared to other southern African countries. Namibia has also developed an innovative policy environment with which to engage local communities through the development of Conservancies. Where it falls short is in its pre-occupation to “control” the various stakeholders through a myriad permits and annual inspections.

To determine whether this institution is effective or not in the future will be depend on the manner in which it is able to react to changing circumstances. This could, for example, be in the form of increased illegal activity in the protected areas, or the manner in which access rights are devolved to land occupiers.

5.6.3 Cost effectiveness of proposed institutional structure

The spreadsheet model generates a staff structure and annual recurrent expenditure budget for the conservation and management of any park based on its size and some information about the priority issues in the park. The steps which the model uses to derive the final budget are, firstly, to design the staff structure, secondly, to calculate the human resources costs of this structure using the salary scales currently in place and, thirdly, to estimate the operating costs needed for this staff complement to be able to function effectively⁶.

The initial calculations in the data base are performed on tables which include all parks. From these master tables, individual staff structures and budgets are produced for each park and for each staff category (field staff, tourism staff, scientists, technical services and administration) in each park. A similar exercise is carried out for the overarching cluster levels under which parks are grouped. Such a system assumes that budgets will be fully devolved to each section in each park – which is not the case at present.

The model appears to satisfy two objectives. It establishes some thresholds for the minimum annual recurrent expenditure needed to ensure that the conservation and management needs of any national park are being met and it provides a consistency check on the funds

⁶ Sixty linked spreadsheets make up the entire data base. These are not provided here but have been deposited with MET.

allocated over a range of parks of different sizes with different conservation and management priorities.

This work benefited from good information provided at the outset by the Ministry of Environment and Tourism on the organisational structure, exact numbers of staff in each part of the structure and the relevant civil service salary scales.

Through the model structure, an attempt has been made to elevate the entire status of the wildlife agency so that it has a real chance of achieving the high level goal of the Vision statement. Accordingly, the three regional management agencies would have the status of Directorates each headed by a Director and corresponding improvements are in place at the level of Divisions and Sections within each department. The costs in the model are modest in comparison with similar conservation agencies in the region. If the model structure were to be adopted, Namibia would be spending N\$127 million to conserve 138,000km² (South Africa spends about R340 million to conserve 40,000km², leaving aside its Head Office costs).

A large part of the Namibian parks estate is desert and a more useful comparison is between the two flagship parks, Etosha and Kruger. Both are around 20,000km² in extent and both are in savanna areas with less than 500mm annual rainfall. Excluding tourism costs in both cases, Kruger spends about R105 million on conservation and management. The corresponding amount required for Etosha under this model is N\$13 million.

The estimated revenue for all Namibian protected areas in 2004 is N\$141 million – which more than meets the overhead costs demanded by this proposed restructuring (Table 9). A striking feature is the rôle of Etosha as the Golden Goose in the portfolio of parks: it contributes about two-thirds (N\$82 million) of the gross income. The greatest problem facing the sustainability of the Namibian protected area system is that this revenue is not internalised. By separating income and expenditure within the government accounting system, the incentives are not present to make each unit within the organisation efficient or profitable. This syndrome is further exacerbated by centralising budget control.

Table 9: The potential cost effectiveness of decentralising the Department of Parks and Wildlife Development.

All figures in Namibian \$	Gross Income	Tourism Costs	Profit/Loss after deduction of Tourism Costs	Conservation Costs	Profit/Loss after deduction of Conservation Costs	Cluster Costs	Profit/Loss after deduction of Cluster Costs	Head Office Costs	Profit/Loss after deduction of Head Office Costs	
NORTH WEST DIRECTORATE										
Etosha Division	82.1	(6.5)	75.6	(12.1)	63.5	(3.1)	60.4	(8.5)	51.9	
Coastal Division										
Skeleton Subdivision	5.1	(0.8)	4.3	(5.9)	(1.6)	(2.5)	(4.1)	(0.5)	(4.6)	
West Coast Subdivision	1.2	(2.1)	(0.9)	(6.0)	(6.9)	(0.6)	(7.5)	(0.1)	(7.6)	
NORTH EAST DIRECTORATE										
Caprivi Division, East Caprivi Section Kwando , Mudumu, Mamali Forest Reserve	1.3	(0.7)	0.6	(7.2)	(6.6)	(2.8)	(9.4)	(0.1)	(9.5)	
West Caprivi Section Bwabwata , Buffalo Area , Mahango , Poppa Falls	1.7	(1.0)	0.7	(6.8)	(6.1)	(3.0)	(9.1)	(0.1)	(9.2)	
Northern Kalahari Division										
Khaudum	0.5	(0.3)	0.2	(3.6)	(3.4)	(0.2)	(3.6)	(0.1)	(3.7)	
Mangetti	0.1	(0.1)	-	(1.2)	(1.2)	-	(1.2)	-	(1.2)	
Waterberg	9.8	(2.1)	7.7	(2.4)	5.3	(4.7)	0.6	(1.0)	(0.4)	
SOUTH CENTRAL DIRECTORATE										
Coastal Division										
Namib-Naukluft	15.2	(1.3)	13.9	(9.0)	4.9	(2.1)	2.8	(1.6)	1.2	
Sperrgebiet	7.9	(0.6)	7.3	(6.0)	1.3	(1.1)	0.2	(0.8)	(0.6)	
Ais-Ais	8.4	(1.8)	6.6	(2.7)	3.9	(1.1)	2.8	(0.9)	1.9	
Inland Division Hardap , Naute , Von Bach , Daan Viljoen , Gross Barmen	7.4	(3.3)	4.1	(3.9)	0.2	(3.2)	(3.0)	(0.8)	(3.8)	
Total	140.7	(20.6)	120.1	(66.8)	53.3	(24.4)	28.9	(14.5)	14.4	
Total Income	140.7							Total Costs	126.3	

6. Assessment of General Management Plans

The MET has directed considerable effort and resources to preparing management plans for the protected areas under its jurisdiction dating back to 1970. However, despite this effort, no plans have been officially approved. A summary of the current status of the park planning process is provided in Table 10. The key points to emerge from this analysis are:

- The various plans are described as Management, Master or Development Plans and many of them are out dated.
- It is not clear whether any of the plans have been officially approved or whether any of the plans were implemented⁷.
- The size of the protected areas to which the plans apply varies greatly as does the environment in which they occur.
- Different approaches have been used to prepare the plans. Some plans consist of only a few pages while others fill several volumes (the 1999 NEPP II plans for the North East Parks for example).

6.1 The Planning Process

The responsibility for preparing management plans is vested in the Directorate of Scientific Services, and guidelines for preparing such plans are incorporated in the new Parks and Wildlife Management Bill (see section 33 in the proposed new Bill). The draft bill makes provision for management plans to be prepared by MET in the case of State Land, Conservancy Committees in the case of Conservancies and the land owner in the case of privately owned land. The management plan is to be prepared in consultation with a liaison committee established in relation to the protected area and should at least include:

- A description of the area and its boundaries.
- A vision for the area regarding its role in environmental protection and sustainable development
- The management objectives for the area.
- A description of any land use zoning to be implemented in the area.
- A description of the biographical features and the natural resource base.
- A determination of utilisation options, and monitoring thereof, as well as an indication of how adaptive management will be practiced.
- The extent, if any, of infrastructural development existing or to be constructed within or adjacent to the protected area.

The management plan is to be reviewed every five years within the context of developing annual work plans to implement the plan, and the entire management plan is to be approved by the Minister at least once every five years.

Management plans were initially prepared in house by senior staff resident in the respective protected areas, but the tendency of late is to use external consultants. The latest example of such a plan has been prepared under the EU-funded Namibia Tourism Development Programme (NTDP) for the Namib-Naukluft National Park.

⁷ The revised plans for the “Bwabwata-Mudumu-Mamili National Parks Complex” (BMM) will be implemented under the KfW-funded NEPP Phase II project starting in 2005.

The approach adopted for the Namib-Naukluft departs from the traditional plans that have been drafted for protected areas in Namibia. Initially a SWOT analysis is undertaken by MET, and from this the Vision and Strategic Goals are developed. Thereafter the plan follows a format, where under each section a background introduction is provided that outlines the issues which are considered important in the context of the Vision and Strategic Goals. This provides a background to the Policy Statement which outlines the broad management approach or philosophy for that section. Following on from the Policy, a set of Guiding Principles are outlined that provide a more detailed description of the principles that will guide decisions in the field. Thus the Introduction, Policy and Guiding Principles all form the basis and logic of the management approach to issues in the Park.

The “Management and Tourism Development Plan” for Namib-Naukluft can therefore be regarded as a “*Constitutional Plan*” for the Park that provides the mandate on which management decisions will be made. Under this framework, MET will still need to develop a medium-term *Development Plan* that identifies specific targets over a defined period that are linked to outputs. It will also have to develop a shorter-term *Operational Plan* that identifies the specific actions which need to be performed to address the issues identified in the Constitutional Plan. It is anticipated that these will be developed internally within MET. A similar approach is being adopted for the Ai Ais National Park and for Etosha National Park.

The advantage of this approach is that the “Constitutional Plan” can be regarded as the strategic plan for the area. In this form it is more likely to gain the approval at Ministerial level since the plan only outlines the long term goals for the protected area, and sets the guiding principles for its future management and development. An added advantage is that the Constitutional Plan can remain valid for a considerable period (probably up to 15 years) and therefore will not require frequent revision as is the case at present.

The disadvantage of this approach is that the “Constitutional Plan” cannot be implemented until MET develops the medium-term Development Plans and shorter-term Operational Plans as defined in the Constitutional Plan that conforms to the provisions of the new Parks and Wildlife Management Bill. There is a possibility that such plans will not be developed or will be delayed if the capacity within MET is not available.

Table 10: Status of Management Plans for the various Protected Areas under the jurisdiction of MET. The areas shaded in green indicate protected areas for which no management plans exist.

UNDP Priority PAs	Name	Area (km ²)	PA Type	Management Plan	Master Plan	Development Plan	Comments
1	Ai-Ais Hot Springs Game Park	3,101	Game Park			In draft	A Tourism Development Plan funded by the EU is currently in draft form (2004).
2	Bwabwata National Park (Caprivi Game Reserve)	6,309	Game Park				No overall management plan exists for this area, except for Muhango and Kwando that were drawn up under NEPP Phase II in 1996. These plans were updated in 1999 but not given official approval. A feasibility study of these plans was conducted in 2000 and again in 2004 by KfW. However, this Park has been excluded from the KfW-funded NEPP Phase II implementation due in 2005 but is included as a priority protected area under the UNDP/GEF Project.
3	Cape Cross Seal Reserve	60	Reserve		5th Draft Master Plan - 1997	7th Draft Development Plan - 1999	Not clear whether any of these plans were approved or are being implemented.
4	Daan Viljoen Game Park	40	Game Park	Produced in 1970	Master Plan - 1990	Produced 1970	Written in Afrikaans. Plan out of date.
5	Etosha National Park	22,912	National Park	Draft prepared in July 2001	Prepared 1985, revised in 1987, 1989 and 1996	Integrated development, management and research plan prepared in 1993	The earlier draft plans were used as the basis for park management but none received official approval. A revised tourist development plan funded by the EU is to be prepared in 2004.
6	Gross Barmen Hot Springs Resort	0.10	Recreational Resort				No plans exist
7	Hardap Recreational Resort	252	Recreational Resort	Prepared in 1978			Plans out of date.
8	Khaudom National Park	3,840	Game Park	Prepared in 1999		Prepared in 1999	Not approved. Feasibility study completed in 2000 under NEPP Phase II. Further study conducted in 2004. Not included in KfW NEPP Phase II Implementation.
9	Mamili National Park	320	National Park	Prepared in 1999		Prepared in 1999	Not approved. Feasibility study completed in 2000 under NEPP Phase II. Further study conducted in 2004. Implementation due in 2005.
10	Mangeti Game Camp	483	Reserve	Prepared in 1999		Prepared in 1999	Not approved. Not included in KfW NEPP Phase II feasibility study in 2000 and 2004.
11	Mahango Game Reserve	225	Game Park	Prepared 1996			Plan prepared by Environmental Information Services in 1996. Updated by Price Waterhouse in 1999. This Game Reserve now incorporated in Bwabwata National Park.

UNDP Priority PAs	Name	Area (km ²)	PA Type	Management Plan	Master Plan	Development Plan	Comments
12	Mudumu National Park	1,010	Game Park	Prepared in 1999		Prepared in 1999	Not approved. Feasibility study completed in 2000 under NEPP Phase II. Further study conducted in 2004. Implementation due in 2005.
13	Namib Naukluft Park	49,768	Game Park		Prepared in 1979	First Plan prepared in 1999. Draft Tourism Development Plan - 2004.	2004 Plan prepared under EU Project approved by Minister.
14	National Diamond Coast Recreational Park	50	Recreational Resort				No plans exist
15	National West Coast Recreational Park	7,800	Recreational Resort		Prepared in 1987		
16	Naute Recreation Resort	225	Recreational Resort				No plans exist
17	Popa Game Park	0	Game Park				No plans exist
18	S. Von Bach Recreation Park	43	Recreational Resort				No plans exist
19	Skeleton Coast Park	16,390	Game Park		Final draft - 1992. Development plan updated to Master Plan in 1999.	First Draft 1999	Ratified by Minister in 1994. Not clear whether this plan was ever implemented.
20	South West Nature Park (National Botanical Gardens)	0					Not managed by MET. Plans may have existed at one time.
21	Sperregebiet National Park	26,000					Park still to be proclaimed. A management plan is still to be prepared.
22	Waterberg Plateau Park	405	Game Park		Updated in 2001		Not clear whether this plan was approved or implemented. The current CCW is unaware of this plan, and uses an "old" plan from the 1980's.
	Total Area	139,233					

7. Review of Met Training Plans

7.1 Introduction

The current status of training within the MET is a reflection of the rapid evolution of the organization over the last decade. Historically in-service training was a core responsibility of all supervisors, who passed on the knowledge gained from years of experience to new or recently promoted staff. This was both a contractual requirement and an institutional culture.

This traditional approach to in-service training has become increasingly difficult to maintain in a situation where significant numbers of experienced staff have left the MET and their replacements often do not have the experience base to provide in-service training to their staff. In recognition of this two major initiatives have been carried out since 1994.

7.2 Training Needs Assessment (1994)

In June 1994 a Training Needs Assessment was commissioned by the MET and carried out by World Learning Inc. (as a sub-contract under the WWF LIFE Programme). Based on this Training Needs Assessment, a training approach was designed to address the identified training needs; and actions were recommended to reinforce the MET's capacity to carry out an overall human resource development strategy.

The priority training needs identified by this exercise are summarised below:

<u>Priority Area</u>	<u>Key Elements</u>
Orientation	Familiarise every employee with the regulations and requirements of the public service and the responsibilities of their new appointment
Management Development Programme	Transition of MET senior staff from administrators of ordinances/law enforcers to managers of large complex institutions and natural resource systems
Community Liaison and Law Enforcement	Prepare mid-level MET staff to deal with communities and other Ministries as partners in the protection of biodiversity and the sustainable use of natural resources
Extension Services and Env. Education	Prepare Wardens, Rangers and Scouts to promote the extension of conservation practice to the general public and ensure environmentally conscious population.
Literacy and Numeracy	Essential training for labourers and other junior staff required to deal with documentation, finance and the public
Warden Development Programme	Post-diploma training in all warden job competencies in the form of accredited training modules, including satisfactory performance review by supervisor.
Ranger Fast Track Programme	Accelerated training programme for selected rangers in order to meet the shortfall of Wardens and to contribute to the Directorates' affirmative action strategy

In addition to the priority training needs identified above, the Training Needs Assessment recommended the development of a series of workshops/symposia on “advanced research methods” and also called for the re-institution of annual research meetings. Both of these would provide an opportunity for discussion and problem solving of current research and resource management issues in the Ministry of Environment and Tourism.

The cost of the development and initial year of implementation of the priority training activities was estimated to be N\$522,500 (Appendix F) while the total cost of the overall National Training Plan (Appendix E) was projected to be N\$3,531,656.

In addition to the National Training Plan, the study recommended a series of actions to reinforce the MET’s capacity to carry out an overall human resource development strategy. While most of these actions were expected to be covered by the normal budget provisions, the implementation of the strategy would have required a major shift in the MET’s approach to human resource management.

Implementation of the human resource development strategy would have required the MET to develop new job descriptions for all positions based on a comprehensive set of job competencies (Appendix I), as well as carry out a revision of the career structure and introduce objective criteria for affirmative action strategies.

Based on discussions with MET senior staff involved in the 1994 Training Needs Assessment, it appears as though it was not approved or implemented primarily because of the resistance to the changes that would have been required to accommodate the human resource development strategy. Some of the recommended priority training activities (i.e. courses on Orientation and Law Enforcement) have been carried out on an ad hoc basis rather than as part of a comprehensive training plan.

7.3 Human Resource Development Initiative DRM - 2000

7.3.1 Performance Management Framework

In 2000 the then Directorate of Resource Management (later split into two Directorates: Parks and Wildlife Management, and Scientific Services) commissioned a second major human resource development initiative. A key component of this initiative was the development of a “performance management framework” which would have required the DRM to align individual and team objectives with the overall objectives of the DRM.

In the absence of an approved strategic plan for the DRM (or the MET), the Human Resource Development Initiative began by identifying the DRM’s strategic direction which included the following mission statement:

“To promote the conservation of natural resources and wildlife habitat in Namibia and the sustainable use of wildlife resources.”

This mission statement was then linked to the following strategic priorities or key result areas:

1. Park Management
2. Wildlife Management and Biodiversity Conservation

3. Community Based Natural Resources Management
4. Economic Development
5. Law Enforcement and Crime Prevention
6. Environmental Education and Information
7. Monitoring and Research
8. Human Resource Development
9. Administrative Improvement

Goals and strategies were then identified for each of these strategic priorities which were then expected to be used to develop more detailed strategic objectives with specific timeframes and indicators. For example, the following goal and strategies were identified for the first strategic priority:

Park Management

Goal: To sustainably manage Namibia’s protected areas

Strategies:

1. Produce Park Development Guides for each park
2. Develop an operational plan for the management of each park
3. Develop working agreements between tourism operators and DRM
4. Clarify working agreements between DRM and NWR, particularly with respect to housing, accommodation and maintenance.

Based on these goals and strategies, the Human Resource Development Initiative called for defining “performance expectations” for all teams (units) and individuals within the DRM. The fact that a similar process, known as job modelling, was already being used by the Namibian Public Service was seen as an indication that the “performance management framework” recommended for DRM would be acceptable to senior management.

While this exercise correctly recognised the need for more strategic direction in the DRM and the MET, the fact that no strategic plan existed upon which the “performance management framework” could base its “performance expectations” was a strong indication of the absence a planning culture within the MET in the year 2000. As a result, no further progress has been made in implementing the proposed “performance management framework.”

7.3.2 Training Plan (2000-2001)

A second major component of the 2000 Human Resource Development Initiative was a provisional one-year Training Plan for 2000-2001. The plan, as proposed, was estimated to cost N\$ 572,100 and would have provided training in the following areas:

COMPETENCY AREA	TARGET GROUP
Strategic Thinking and Planning Team Building	Director, Dep. Directors, Chief Control Wardens, Chief Wardens and Support Unit Staff
Principles of Wildlife Conservation	Director
Game Farm Management and Ranger Guide Training	Rangers
Introduction to Supervision	Rangers and Wardens

Nature Conservation Techniques	Rangers
Conservation Biology	Conservation Scientists
Practical Skills	Newly Appointed and Inexperienced Rangers
Performance Management	Wardens and key Rangers
CBNRM	CBNRM Unit
Styles of Supervision and Leadership	Rangers and Wardens
Management Development	Rangers and Wardens
Team Building	Rangers and Wardens
Good Communication	Rangers and Wardens

The proposed training programmes in “Strategic Thinking and Planning” for senior staff and “Performance Management” for Wardens and key Rangers were designed to encourage the development of a planning culture within the MET and DRM. Given the lack of support for the “performance management framework,” it is not surprising that these training programmes did not take place.

The remaining training programmes in the provisional 2000-2001 training plan were focussed on mid-level management (rangers and wardens) in an effort to provide them with the knowledge and skills required to replace the experienced senior staff who have left the MET in recent years.

As with the MET 1994 National Training Plan, the DRM 2000-2001 training plan was part of a broader Human Resource Development Strategy/Initiative that required senior management to commit themselves to the development of a planning culture within the MET. In the absence of such a commitment, training has continued on an ad hoc basis rather than as part of a broader strategy to shift the institutional culture in MET from a reactive (or fire fighting) mode to a proactive mode based on strategic planning.

7.4 Current Status of Training within MET

7.4.1 MET Training Activities

In the absence of a training plan driven by institutional needs, the MET currently uses a bottom-up approach to define its staff training needs. As part of the three-year rolling budget process, supervisors are asked to identify any staff training needs within their unit. The Personnel Department’s Training Unit then compiles the individual unit training needs into an overall MET training plan.

The MET has a limited training budget which is established separately from the bottom-up training needs assessment, so decisions on allocation of training funds are referred to the Training Committee. The Training Committee is composed of the MET Directors and it meets as required to review individual training requests, using the Training Unit’s bottom-up Training Plan to determine how individual training requests fit within the limited budget funds available.

The only formal training programme currently supported by MET provides scholarships for up to 8 rangers per year to attend the Polytechnic of Namibia’s Diploma course in Nature

Conservation. However an average of 4 rangers per year are granted their diplomas as a result of academic failures and others leaving for personal reasons.

The MET Personnel Department's Training Unit consists of two positions, with the senior position currently vacant. The Training Unit works closely with the Office of the Prime Minister which has oversight of all Civil Service training activities.

7.4.2 Government of Namibia's Planned "Performance Management System"

In contrast to the MET's lack of enthusiasm for the Performance Management Framework proposed by the 2000 Human Resource Development Initiative, in 2003 the Office of the Prime Minister (OPM) committed the Government of Namibia to a comprehensive Performance Management System (PMS) for all Civil Servants. A pilot scheme was launched in April 2004 and the full system is scheduled to be implemented from April 2005. The MET's Director of Administration and Support Services, Mr. I.M. Muhinda, has participated in the development of the PMS and expects it to be implemented within MET as scheduled. This will require a significant investment in training as well as a shift in the MET's management culture.

The MET will be able to draw on many of the ideas developed as part of its own Human Resource Development Initiative in 2000 to assist it in preparing for the implementation of the OPM's Performance Management System.

7.5 The Way Forward – Recommendations for UNDP/GEF Training Activities

7.5.1 UNDP/GEF Project's Proposed Management Zones

In order to overcome the management constraints faced by the 1994 and 2000 training initiatives, the UNDP/GEF project – "Strengthening the System of National Protected Areas" needs to ensure that its training activities/recommendations are embedded within a management structure that places a high priority on strategic planning and management accountability.

As described elsewhere in this document, each of the projects proposed "Management Zones" will operate within an approved strategic/management plan that gives the zone's management team the opportunity to develop innovative biodiversity conservation models in Namibia. Without this proposed "Devolution of Authority" many of the actions envisioned below would not be appropriate.

The "Strengthening the System of National Protected Areas" project will include a regular reporting mechanism to record progress towards each of the "management zones" objectives. At the national level the UNDP/GEF PMU will develop a newsletter to publicise the successes and lessons learned at each stage of the project.

The following recommended training activities are designed to prepare MET staff at all levels for the successful implementation of this challenging project.

7.5.2 Target Groups

The project's training opportunities will be focussed on three target groups:

Senior Management

(Minister, Deputy Minister, PS, Deputy PS, Undersecretary, Directors, Deputy Directors, Chief Control Wardens, Chief Conservation Scientists)

Senior management within the MET and each "Management Zone" will need to develop a Strategic/Management Plan for their area of responsibility. Ideally an overall Strategic Plan for the MET would be developed as part of the PDF-B phase of the project to provide the institutional authority for the successful implementation of the project's "management zones."

The UNDP/GEF project will support the MET through the provision of external expertise in strategic planning and key MET staff would be trained during this phase to allow them to develop management plans for each of the project's "management zones." The UNDP/GEF project will make provision for short-term interventions to support the management planning process during the initial 5-year implementation phase.

RECOMMENDATION 6.1: UNDP/GEF Project to provide external expertise to train MET senior staff in strategic planning and protected area management planning and to assist with the development of such plans as follows:

PDF-B Phase (2005): 6 consultant months

Phase I (2006-2010): 30 consultant months

Each of the X "zone" managers will have a small project management unit (PMU) to provide technical and administrative support for the "zone". These "zone managers" should be appointed at start of the implementation phase of the project, so they can undergo an intensive project management course as part of the start-up phase of the project.

RECOMMENDATION 6.2: X "zone managers" to receive intensive training in project management during start-up phase of UNDP/GEF project.

The UNDP/GEF project will encourage the MET to develop links to similar projects in southern Africa to draw on lessons learned and to share innovative ideas.

RECOMMENDATION 6.3: UNDP/GEF Project to provide support for XX MET staff to carry out study tours of similar projects in southern Africa.

Mid-level Management/Technicians

(Chief Wardens, Wardens, Principal Conservation Scientists, Conservation Scientists, Chief Clerks, Senior Clerks, Senior Clerical Assistants, Rangers)

Each of the proposed "Management Zones" will need to have a management team with expertise in the development of operational plans, performance management, financial management,(to be completed based on staff complements proposed in other parts of the proposal).

As the “zone management teams” will be the key to the successful implementation of the UNDP/GEF project, a series of training courses will be developed in each of the core disciplines. During the first year of the project a mobile training team will be supported by the UNDP/GEF project to carry out on-the-job training of each of the PMUs in the core disciplines.

RECOMMENDATION 6.4: Training courses in operational planning, performance management, financial management and other key disciplines to be developed.

RECOMMENDATION 6.5: Mobile training team to provide on-site training courses during first year of project.

The UNDP/GEF project will encourage the management teams of each “zone” to draw on the expertise of the private sector, local communities, NGOs, and former MET staff with knowledge of the management issues within the “zone.” This could be done through the formation of a Joint Management and Development Committee to deal with overall management of the “zone” or through the development of concession agreements to deal with specific areas within the “zone” or with specific issues such as tourism.

Field/Operational Staff

(Operator/Driver, Senior Watchmen, Watchman, Scout, Workhand, Leader Labourer, Labourer, Artisan, Messenger)

The UNDP/GEF project anticipates providing training opportunities to two groups of field/operational staff assigned to the “management zones.” Based on the “ideal” staffing structures proposed for the “management zones” it is anticipated that a significant number of existing field/operational staff will need to be trained in practical skills that will eventually allow them to find employment outside of the MET (Group 1). The specific training to be carried out will be based on an assessment of the marketplace and an evaluation of the skill levels of the staff to be trained. Wherever possible such training should be sub-contracted to private sector firms that could eventually absorb the trained staff at a later date. Potential opportunities include:

- training which would initially be used to produce uniforms for national parks staff but which could also be used in the private sector to produce farm and factory outfits;
- production of field equipment including bedrolls, camp beds and tents required by national parks staff and at a later stage by private sector clients in the tourism industry;
- vehicle and field equipment maintenance skills required by national parks and the private sector (farms, tourism and transport).

Housing and support facilities for these staff should be located in commercial centres rather than in national parks to avoid unnecessary congestion in the parks and encourage the transition of these staff to the private sector as soon as possible following the training period.

RECOMMENDATION 6.6: Practical training courses to be developed to provide “excess” field/operational staff with skills that will allow them to be employed in the private sector.

Those field/operational staff required for the effective management of the “zones” (Group 2) will be provided with in-service training linked to their job descriptions. As recommended in the 2000 Human Resource Development Initiative, new job descriptions will need to be developed based on the job competencies required to implement the “zone”

management and operational plans. Many of the in-service training programmes previously used by MET will also need to be updated to ensure that all aspects of the revised job descriptions are covered. Due to the high turnover of experienced senior management staff some of this in-service training may need to be contracted out to the private sector.

RECOMMENDATION 6.7: In-service training courses to be developed (or revised) for field/operational staff.

8. Costed Action Plan

Table 11: Draft Outputs, Output Indicators, Activities, Responsibilities and Annual Targets

Outputs	Output Indicator	Activities	Responsibilities	Annual Targets
Output 1.1 Legal drafts of legislation/policies/ guidelines prepared based on studies and literature reviews	Background reviews and draft legislation, policies and policy guidelines will be completed. Approved strategic plan based on overarching policy document.	Activity 1.1.1. Conduct an updated literature review of policies in Namibia resulting in draft overall policy for biodiversity conservation.	MET	1 review completed Yr 1 1 legal draft policy Yr 1 1 legal draft legislation Yr 1
		Activity 1.1.2		
		Activity 1.1.3.		
		Activity 1.1.4		
Output 1.2 Draft legislation/ policies/ guidelines are amended through a participatory process of stakeholder inputs and validation	Draft legislation, policies and guidelines amended and validated through stakeholder inputs: <i>Baseline:</i> No actions taken. <i>MT:</i> All stakeholder inputs completed	Activity 1.2.1. Conduct three regional workshops for stakeholder inputs to the legal/policy/guidelines draft	MET	3 regional stakeholder workshops Yr 2
		Activity 1.2.2. Conduct a national stakeholder workshop for validation of amended legal/policy/guidelines	MET	1 national validation workshop Yr 3
Output 1.3. New legislation, policies and guidelines adopted	New legislation and policies allows for robust and innovative PA management partnerships and for single community management structures for multiple use CBNRM. Private sector investment environment facilitated through new policy guidelines and legislation	Activity 1.3.1. Finalize the legal text for new policies and guide them through the adoption process.	MTENR, MoLA	Text finalized Yr 2, New legislation adopted Yr 3
		Activity 1.3.2. Finalize the text of policy framework for public/private/civil society/community partnerships and guide this through to its adoption.	MET	Text finalized Yr 2; New legislation adopted Yr 3

Outputs	Output Indicator	Activities	Responsibilities	Annual Targets
	<i>Baseline:</i>	Activity 1.3.2.	MET	
		Activity 1.3.3.	MET	
		Activity 1.3.4.	MET	
Output 1.4. A multisectoral consultative forum for civil society input on PA/NRM sector issues, for thematic assessments and sharing of experiences and for knowledge management, with development and diffusion of lessons learned, is made operational.	PA communities, tourism investors, private/civil society PA managers, NGOs and other civil society actors participate in open debates on key PA sector issues. Lessons learned are documented and diffused. <i>Baseline:</i> No structured fora for civil society inputs; misinformation is common. <i>MT:</i> Forum fully operational.	Activity 1.4.1. Develop networks of concerned stakeholders for key sectors, identify key issues, prepare thematic assessments/field visits and develop reference library.	MET	Issues identified at beginning of each year The policy reforms will be debated in Yr 2
		Activity 1.4.2. Organize workshops, seminars and civil society debate, produce advisory notes for relevant ministries/institutions, prepare and diffuse publications of lessons learned on effective PA management/ CBNRM.	National Forum	4 papers per year 4 advisory notes/ briefing papers prepared and distributed per year.
Output 1.5 Natural resource economics and business planning tools are developed for enhanced PA management efficiency	MET does not use any form of business planning as a standard tool for PA management planning. <i>Baseline:</i> Business planning is non-existent <i>MT:</i> Training modules for business planning have been developed.	Activity 1.5.1 Apply natural resource economic analysis to PA to better define priority setting for PA conservation and management;	MET GEF Project	Analyses completed for 5 priority PA Yr. 1&2
		Activity 1.5.2. Apply financial assessment tools to determine cost coefficients and relative efficiencies of different public/private/civil society/community PA management partnerships;	MET GEF Project	Analyses completed for 5 priority PA Yr. 1&2

Outputs	Output Indicator	Activities	Responsibilities	Annual Targets
		<p>Activity 1.5.3. Strengthen local institutional capacities for the use of business planning for PA management (e.g. definition of optimal levels of law enforcement, investments needed to achieve self-financing, etc.)</p>	<p>MET GEF Project</p>	<p>Development of 2 training modules for protected areas business planning by a business school – one for professions lacking business backgrounds</p>
		<p>Activity 1.5.4 Develop investment profiles for priority PA 's</p>	<p>MET GEF Project</p>	<p>5 profiles developed in Yr 3 & 5</p>
		<p>Activity 1.5.5 Adapt business planning tools to define the types of public/private/civil society/community partnerships best suited for unmanaged priority PA/sites identified for reclassification</p>	<p>MET GEF Project</p>	<p>Analysis completed Yr 3&4</p>
<p>Output 2.1 Efficient, effective monitoring and evaluation systems are developed for priority PA management</p>	<p>The METT has been modified for Namibia and is used as a standard tool for all PA managed by, or in partnership with, MET. <i>Baseline:</i> METT is unmodified. Little monitoring is done on an operational basis. <i>MT:</i> Improved M&E techniques are being tested.</p>	<p>Activity 2.1.1. Modify the METT (Management Effectiveness Tracking Tool) to develop Namibia-specific tool and apply it to the priority PA's (will include effectiveness of partnerships and compliance with policies and MOU)</p>	<p>MET GEF Project</p>	<p>METT modified in Yr 1; Modified tracking tool applied to priority PA's in Yr 1,</p>
		<p>Activity 2.1.2.</p>		
		<p>Activity 2.1.3.</p>		

Outputs	Output Indicator	Activities	Responsibilities	Annual Targets
Output 2.2 Systematic Park Management Planning	None of the management plans prepared thus far have been approved by Government. A new approach of developing a “constitutional” plan has been adopted that identifies the long term strategic objectives for the particular protected area. There is still a need to develop the management, development and business plan for the PA based on these objectives	Activity 2.2.1. Planning tools to develop uniform park management plans developed and approved.	MET GEF Project	Analyses completed in Year 2.
		Activity 2.2.2. Prepare and implement management plans for the 5 priority PA’s .	MET GEF Project	Park management plans for all the 5 priority parks will have been developed and approved by Mid Term and implemented by EOP.
Output 2.3 Assist in review of MET institutional framework	Government approves Institutional Framework followed by the approval and provision of resources to action accordingly. Any changes in MET institutional structure implemented in an appropriate change management process	Activity 2.2.3. Investigate feasibility of transforming current institutional structure Project manage the implementation of the institutional reform plan	MET	
		Activity 2.2.4. Develop options for alternative institutional framework	MET	
		Activity 2.2.5. Develop options for alternative institutional framework	MET	

Outputs	Output Indicator	Activities	Responsibilities	Annual Targets
Output 3.1 Increased capacity of MET senior managers for planning and project management	MET currently operates without an overall strategic plan and most park management plans are dated or have not been approved. <i>Baseline:</i> Limited capacity within MET to develop and implement strategic and park management plans; <i>MT:</i> All MET senior managers trained in strategic and/or management planning	Activity 3.1.1 Appropriate training courses in strategic/protected area management planning identified and evaluated to determine best option for MET senior staff (Budget US\$ 5000)	MET UNDP/GEF Training Consultant	Year 0 : Training courses identified and evaluated
		Activity 3.1.2 MET senior staff trained in strategic planning and protected area management planning (Budget US\$ 15,000)	MET UNDP/GEF Training Institute	Year 1 : 50% MET Senior staff trained in Strategic Planning Year 1 : Remaining 50% of MET Sr. staff trained in Protected Area Management Planning
		Activity 3.1.3 All three “IMR managers” to receive intensive training in project management during start-up phase of project (Budget US\$ 9000)	MET UNDP/GEF Training Team	Year 1 : 3 “IMR managers” trained in project management
		Activity 3.1.4 XX MET staff to carry out study tours of similar projects in southern Africa. (Budget US\$ 5000/year)	MET UNDP/GEF Southern Africa PA projects	Year 2 : Study tour for X MET Sr. staff Year 3 : Study tour for X MET Sr. staff Year 4 : Study tour for X MET Sr. staff
Output 3.2 Performance Management Systems are developed and	Previous training assessments have identified the development of a “performance management system” as a priority for	Activity 3.2.1. Performance Management System (PMS) developed in conjunction with Office of Prime Minister (Budget US\$ 4000)	MET UNDP/GEF Office of PM	Year 1 : MET Performance Management System developed

Outputs	Output Indicator	Activities	Responsibilities	Annual Targets
implemented within MET	<p>MET</p> <p><i>Baseline: No Performance Management Systems exist</i> <i>MT: MET has fully operational Performance Management System</i></p>	<p>Activity 3.2.2 Training courses in performance management developed and tested at HQ and UNDP/GEF priority sites (Budget US\$ 6000)</p>	<p>MET UNDP/GEF</p>	<p>Year 1 : Training Courses developed for HQ and Field Staff and tested at X sites</p>
		<p>Activity 3.2.3. Mobile training team to provide on-site training courses for all supervisory staff during first year of project. (Budget US\$ 15000)</p>	<p>MET UNDP/GEF Training Team</p>	<p>Year 1 : All MET supervisory staff trained in Performance Management</p>
		<p>Activity 3.2.4. MET supervisors use PMS to evaluate and motivate staff (Budget US\$ 10000/year - for incentives linked to positive performance appraisals)</p>	<p>MET supervisors</p>	<p>Years 2,3,4 & 5 : MET supervisors implement PMS at all sites</p>
Output 3.3 MET Field/ Operational staff trained in appropriate practical skills	<p>In-service training has historically been the principle training tool for MET field/operational staff.</p> <p><i>Baseline:MET in-service training programmes are dated and used on an ad hoc basis.</i> <i>MT: Active in-service training programme at allUNDP/GEF priority sites</i></p>	<p>Activity 3.3.1. Practical training courses to be developed to provide “excess” field/operational staff with skills that will allow them to be employed in the private sector (Budget US\$ 12000)</p>	<p>MET UNDP/GEF Private Sector Partners</p>	<p>Year 1 : At least 3 practical training courses developed and tested at UNDP/GEF priority sites</p>
		<p>Activity 3.3.2. XX practical training courses held for field/operational staff (US\$ 3000/year/course)</p>	<p>MET Private Sector Partners</p>	<p>Year 2 & 3 : 50% of “excess” staff trained in practical skills Year 3,4 & 5 : Private sector employs 25% of “excess” staff (balance of 25% retained by MET)</p>

Outputs	Output Indicator	Activities	Responsibilities	Annual Targets
		<p>Activity 3.3.2. In-service training courses to be developed (or revised) for field/operational staff. (Budget US\$ 10000)</p>	<p>MET UNDP/GEF Training Consultant</p>	<p>Year 1 : In-service training programme developed and tested at UNDP/GEF priority sites</p>
		<p>Activity 3.3.3. In-service training programme implemented at all UNDP/GEF priority sites (US\$ 15000/year – for incentive rewards for improved performance)</p>	<p>MET</p>	<p>Year 2 : All field/operational staff at UNDP/GEF priority sites participating in training programme Year 3 : X % of field/operational staff at UNDP/GEF priority sites earn “incentive” rewards for improved performance</p>