



REPUBLIC OF NAMIBIA
MINISTRY OF ENVIRONMENT & TOURISM

Tracking and Monitoring Progress 2004 - 2009

Management Effectiveness Assessment of Namibia's Protected Areas

September 2009

Strengthening the Protected Area Network (SPAN) Project



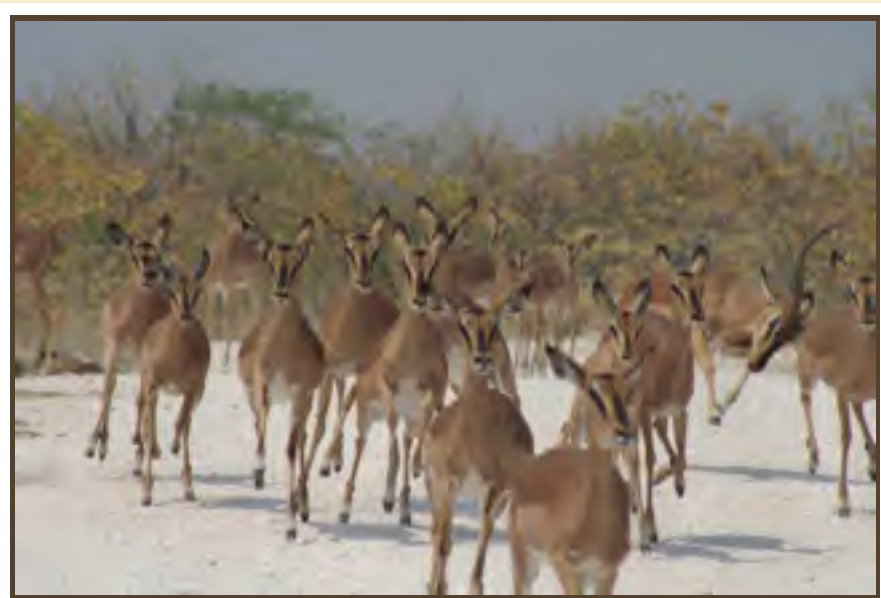


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Acknowledgement: The compilation of this report was facilitated by the SPAN Project, a project of the Ministry of Environment and Tourism, aiming to strengthen the management effectiveness of Namibia's Protected Areas. Contributing Authors were Samson Mulonga, SPAN Field Coordinator (Southern Parks) and Midori Paxton, SPAN Project Coordinator. Linda Baker (SPAN Communication and Partnership Development Officer) and Kaarina Eelu (SPAN Project Assistant) provided editorial support. Some of the previous work by Jonathan Smith (Former SPAN Project Development Assistant) contributed greatly to this report, as well as inputs and participation of MET staff in the assessment exercise.

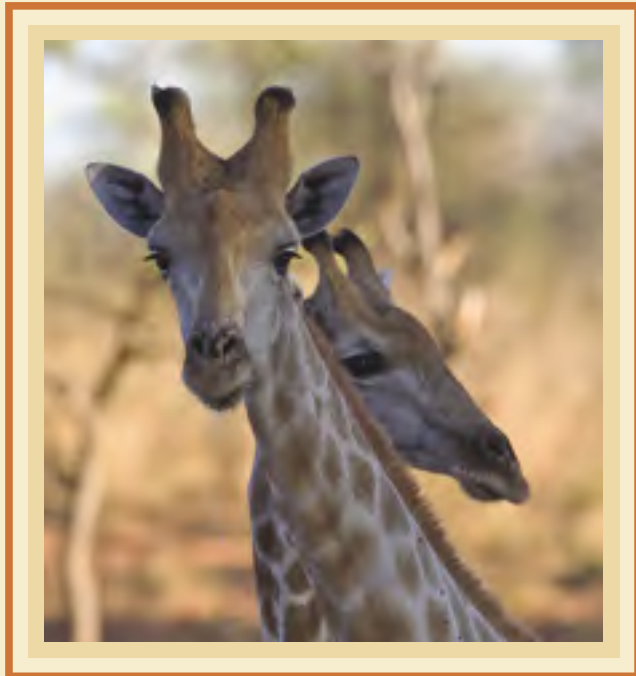


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1. Introduction

To maximise the potential of protected areas (PAs) and to improve management processes, we need to understand the strengths and weaknesses of their management and the threats that they face. Performance and management effectiveness of PAs require a considerable amount of detailed and comparable data that is seldom available at the PA or national level. The World Bank/World Wildlife Fund's Management Effectiveness Tracking Tool (METT) is one of a series of management effectiveness assessment tools built around the World Commission on Protected Areas (WCPA) framework to help track and monitor progress in PAs. It is hoped that tools such as METT will help signatories to the Convention on Biological Diversity (CBD) fulfill their commitments to the Convention, including the Programme of Work on PAs, which was signed in 2004.

The METT is a rapid assessment system based on a score card questionnaire. The score card includes six elements of management identified in the WCPA framework, namely context, planning, inputs, process, outputs and outcomes. The system identifies needs, constraints and priority actions necessary to improve the effectiveness of PA management. It is designed to be easily answered by PA managers without any additional research.

The assessment form consists of two sections:

- **Datasheet:** This details key information on the site, its characteristics and management objectives
- **Assessment form:** This includes three distinct components, all of which should be completed.

The core of the assessment form consists of a series of 30 questions covering topics such as law enforcement, resource inventory, staffing and budget, educational activities and community involvements (See Annex 2). These are scored from 0 (poor) to 3 (excellent). A series of four question specific answers are provided against each score to help the assessors judge the most appropriate score.

In preparation for the Global Environment Facility/United Nations Development Programme's Strengthening the Protected Area Network (SPAN) Project of the Ministry of Environment and Tourism (MET), the METT

¹ Namibia has different categories of protected areas such as terrestrial parks, marine parks, private game reserves, heritage sites, communal conservancies and forests.

was slightly modified in 2004 to suit local Namibian conditions. Modifications include defining which protected areas should be assessed, recommending who should conduct the assessment, the level of staff to be assessed and the number of people to be involved in each assessment. The questionnaire was also modified and improvements suggested and incorporated (see Annex 3). In 2004, the modified version, known as Namibia Management Effectiveness Tracking Tool (NAMETT), was implemented in 15 terrestrial parks (18 park stations) to assess their management effectiveness. This was led by then Project Assistant Jonathan Smith, the Project Coordinator Midori Paxton, and Deputy Project Coordinator Raili Hasheela.

SPAN Project staff and MET staff jointly conducted a NAMETT mid-term assessment during the first quarter of 2009 as part of a self assessment. The 2009 assessment was objectively conducted in the same 16 parks, plus the newly proclaimed Mangetti National Park, to assess changes in management effectiveness in each park during the four and a half years since the 2004 assessment. The team, led by SPAN Project Coordinator Midori Paxton, consisted of Simon Mayes (Field Coordinator: North East Parks), Samson Mulonga (Field Coordinator: Southern Parks) and Kaarina Eelu (Project Assistant).

2. Tool implementation and methodology in 2009 assessment

The same questionnaire used by the 2004 team was again used and pre-assessment discussions on the use of the tool were held prior to field data collection.

- In all the parks the assessments involved staff members at the warden level and above, however rangers also participated in most of the assessments, providing the perspectives of field staff.
- As the 2009 interviews mostly involved more than one individual in each PA, assessors could weigh up differing views to reach a final score, promoting objectivity in the assessments.
- Where possible, the same people who were assessed in 2004 were targeted during this assessment and the 2004 scores and notes were used as a baseline to guide and ensure consistency in the evaluation.
- During the assessment, whenever the score was different from the 2004 score, justification was sought from the assessed individual (s) as to why the score had changed.

- Most interviews were held at the site level. It was possible to see the type of environment being managed, the state of the vegetation and wildlife, the access conditions, and the vehicle/ office/staff accommodation.
- After fieldwork, the scores for each park were added up on the form.
- Questions deemed irrelevant were left blank and the final score was adjusted accordingly.

In these instances, scores were calculated by dividing the total number of questions (31) by the number of questions answered, and then multiplying the result with the summed up score.

For example, for Cape Cross Seal Reserve, 29 questions were answered and the sum of the scores collected on the form was 56. This means the final score was calculated as:

$$31 \text{ total questions} / 29 \text{ answered questions} * 56 = 60$$



3. 2009 results of the assessment

Table 2 below contains the scores for each of the 19 parks assessed. It is important to note that the NAMETT is designed to track changes in management effectiveness in individual parks, and is not designed to compare scores in different PAs.

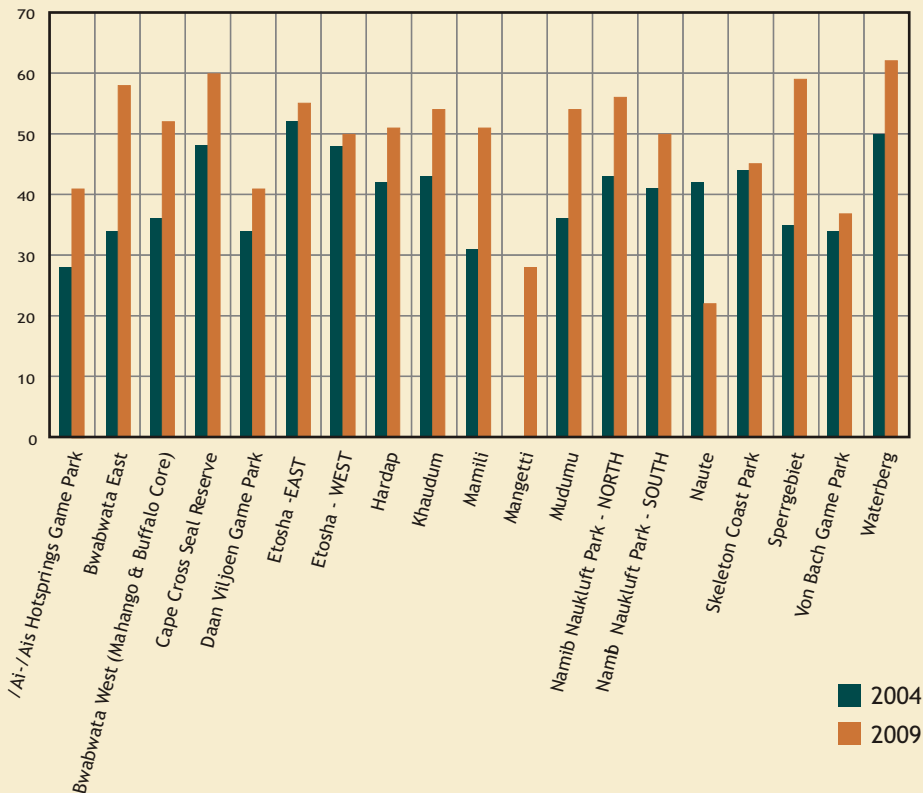
Table 1: 2004 and 2009 NAMETT results

Site Name	Longitude	Latitude	2004	2009
/Ai-/Ais Hot Springs Game Park	17° 19 E	27° 51 S	28	41
Bwabwata National Park East	22° 27 E	17° 58 S	34	58
Bwabwata National Park West (Mahango and Buffalo Core)	21° 39 E	18° 13 S	36	52
Cape Cross Seal Reserve	13° 59 E	21° 47 S	48	60
Daan Viljoen Game Park	16° 57 E	22° 31 S	34	41
Etosha National Park-EAST	15° 53 E	18° 56 S	52	55
Etosha National Park-WEST	15° 53 E	18° 56 S	48	50
Hardap Game Park	17° 46 E	24° 30 S	42	51
Khaudum National Park	20° 47 E	18° 48 S	43	54
Mamili National Park	23° 39 E	18° 23 S	31	51
Mangetti National Park	19° 03 E	18° 40 S	0	28
Mudumu National Park	23° 34 E	18° 04 S	36	54
Namib Naukluft Park-NORTH	15° 19 E	24° 32 S	43	56
Namib Naukluft Park-SOUTH	15° 19 E	24° 32 S	41	50
Naute Game Park	17° 57 E	26° 58 S	42	22
Skeleton Coast Park	12° 48 E	19° 16 S	44	45
Sperrgebiet National Park	15° 53 E	27° 22 S	35	59
Von Bach Game Park	16° 58 E	22° 00 S	34	37
Waterberg Plateau Park	17° 17 E	20° 24 S	50	62

The results of the 2009 assessment show that with the exception of Naute Game Park, all parks' scores have increased. The parks that substantially increased their scores by 20 or more points are: Bwabwata East,

Sperrgebiet, and Mudumu. This can be attributed to factors such as official park proclamation, infrastructure development, development of management plans, establishment of new park bases and investment from donor funding through projects. Small changes were observed in the scores of Skeleton Coast, Etosha East, Etosha West and Von Bach. Although Etosha falls under the SPAN Project's Etosha Skeleton Coast Link field demonstration site, the large size of the park and associated high staff numbers and management activities tends to dilute impacts of the Project's site-level interventions, while in smaller parks the Project's interventions are more directly and easily scored. Naute Game Park dropped almost 50 % compared with the 2004 assessment scores. This can be attributed to the transfer of one of its key staff members.

Fig 1: NAMETT assessment scores for 2004 and 2009



4. Discussion on various components

The 2009 assessment forms and scores were analysed to capture trends and progress made since 2004. This entailed examining factors contributing to progress or where improvements could be made, as is evident in Table 2.

Table 2: Improvement on issues in 2009 assessment

Issues with substantial improvement	Issues with least improvement
Regular work plans	Protected area objectives
Research	Budget
Resource Management	Maintenance of equipment
Staff numbers	Fees
Staff training	Condition assessment
Equipment	Law enforcement
Education and awareness programme	
Traditional Authority involvement in PAs	
Economic benefits to communities	
Monitoring and Evaluation	
Management Plans	

4.1 Issues showing substantial improvement

- Regular work plans:** Close to half of the parks assessed show an improvement in drafting regular work plans. In the North East Parks work plans were developed as part of the Bwabwata Mudumu Mamili (BMM) Parks strategic management plans. Furthermore a system of monitoring implementation of the work plan has been initiated through the Chief Warden's quarterly park inspections. Some parks, such as the Sperrgebiet, link work plans to management plans that are drawn up annually. In Waterberg, annual work plans are developed for achievable tasks, with 97% results.
- Research:** There was substantial improvement with regard to research, with half of the PAs assessed having increased their scores. Namib Naukluft Park (NNP) - South and Sperrgebiet National Park both increased their scores by two points to achieve a maximum score of 3. This indicates that these two parks have a comprehensive, integrated survey and research programme that is relevant to management needs. The Gobabeb Training and Research Centre contributes greatly to research data and information in NNP North while in Etosha West several ongoing research activities are conducted by both MET staff and external researchers. In the North East Parks (Khaudum, Bwabwata West,

Bwabwata East, Mamili, and Mudumu) there are several trans-boundary projects that are part of the Kavango Zambezi (KAZA) Transfrontier Park initiative, including: satellite tracking of elephants, satellite tracking and disease profiling of buffalo, predator project and biennial aerial surveys. These have significantly improved research information availability and data in these parks.

Research and monitoring has also improved in the Sperrgebiet and southern Namib Naukluft parks., mainly following the introduction of the Incident Book Monitoring System in 2008 with support from the SPAN Project. The Chief Warden also works closely with Namdeb to rehabilitate sensitive areas while MET also works closely with researchers undertaking insect and seed bank studies, wild horse and brown hyena research. Quarterly game counts are also undertaken to monitor species population trends.

3. **Resource Management:** Six of the 19 parks assessed have improved their resource management scores. In the /Ai-/Ais Transfrontier Park, an invasive alien species programme is being formulated and joint patrols with stakeholders were instituted between 2004-2009. In the Sperrgebiet, active park management has been stepped up with new staff members and resources added; however programmes such as invasive alien species removal have not yet been implemented. There is a need for more vehicles if resource management is to be fully carried out. In the BMM Parks, management of critical ecosystems is being addressed through the parks' strategic management plan.
4. **Staff numbers:** There was notable improvement with regard to staff numbers in the parks, with park managers who were assessed for Etosha West, Naute Game Park and Waterberg Plateau Park giving the maximum score which indicates that staff numbers are adequate for the management needs of the respective parks. In 2004 only Khaudum achieved the maximum score of three points. This dropped to two points in 2009 as staff numbers at the ranger level are currently inadequate. Two rangers were appointed in /Ai-/Ais and Sperrgebiet, respectively, improving human resources while revenue collection by MET staff ceased at /Ai-/Ais Resort meaning no staff will be needed at the resort.
5. **Staff Training:** This has significantly improved in more than 50 percent of the parks assessed, but significant training levels are still not satisfactory. Positive perceptions regarding training opportunities were often attributable to interventions from donor-supported project such as the SPAN Project, and sustainability of the training provision is key for the long-term improvement in park management. In the North East Parks where two major park support projects (SPAN and BMM Parks) are involved, several training programmes were supported, including

4x4 off-road driving training, a boat operation course, law enforcement and staff performance assessment training, while training on collaborative management and park planning form part of routine work. In Daan Viljoen and Von Bach, training opportunities increased over the five year-period. Recent training in these parks included: transport management, procurement, law enforcement, off-road driving and HIV and AIDS training. In the Sperrgebiet, training was undertaken in the areas of Performance Management, the incident book monitoring system and rehabilitation training. In NNP North, Chief Wardens and Wardens gave training to their subordinates as part of their job descriptions. Staff also participated in Environmental Impact Assessment (EIA) courses, which are highly relevant to this park due to the mining activities undertaken. Annual law enforcement training courses were offered during the last three years targeting a total of 90 field staff with support from the SPAN Project.

6. **Equipment:** Overall equipment scored the highest improvement in the 2009 assessment , with 12 (67 %) of the 18 parks that were assessed in 2004 and 2009 increasing their scores regarding this issue. Nine of the parks moved from having inadequate equipment and facilities to having equipment and facilities but with major gaps. Cape Cross Seal Reserve is the only PA with adequate equipment and facilities. In /Ai-/Ais and Sperrgebiet, equipment was received from the SPAN and Namibia Coast Conservation Management (NACOMA) projects funded by the GEF/UNDP/World Bank, while infrastructure development took place due to donor funding and the MET capital projects budget. Major improvements to infrastructure and equipment were recorded in NNP North, Cape Cross Seal Reserve and the Skeleton Coast with funding received from various sources, including the NACOMA and SPAN projects, MET capital projects budget and the Game Products Trust Fund (GPTF). In the North East Parks a field equipment grant from the United States Fish and Wildlife Services (USFWS) was used to purchase camping equipment. Infrastructure in the newly proclaimed Mangetti National Park was consolidated with funding from the European Union through the Enhancing Wildlife-based Economy in Rural Areas Project (EWERAP). N\$ 6.53 million was invested in the park for fencing, new park gate and water holes. Generally, significant improvements have been made in recent years regarding the provision of vehicles, housing, office accommodation, signage and road maintenance. However, lack of maintenance of equipment threatens sustainability. Lack of funds for equipment maintenance makes it difficult for field staff to perform maintenance duties such as vehicle servicing.
7. **Education and awareness:** Improvements were noted at Cape Cross, Etosha West, NNP South and Sperrgebiet. Environmental education

activities, which were absent in 2004, have since been introduced to these areas. Activities include the formation of a park volunteer association, participation in SPAN's Park Talk forum, opening of information centers and outreach to school groups. Efforts have been enhanced through the production of a series of park brochures and fact sheets through the SPAN Project. Waterberg remains the only park with a planned and effective education and awareness programme that is fully linked to park's objectives and needs through the information centre and park outreach programme.

8. **Traditional Authority involvement in PAs:** Eight parks indicated an improvement in involving traditional authorities (TA) in discussions relating to management. However, TAs had no direct involvement in the decision-making of the PA management of any of the parks assessed. The results of the 2004 assessment showed that TAs had no input in PA management decision-making which now happens.
9. **Economic Benefit Assessment:** Economic benefits to local communities have significantly improved in half of the assessed PAs. Major improvements occurred in NNP North and Bwabwata East. In NNP North, the MET granted the resident Topnaar community a tourism and trophy hunting concession. They also receive game meat for traditional celebrations. In Bwabwata East, local communities have joint venture agreements with local tourism operators and a lucrative trophy hunting concession. Two adjacent conservancies operate campsites inside the park. In other parks, benefits to communities were improved through the construction of community craft centres, building of clinics and schools by concessionaires, employment of local communities in the tourism industry and donation of money to local communities by concessionaires.
10. **Monitoring and Evaluation:** Monitoring and evaluation (M&E) improved in half of the 18 park stations assessed in 2004 and 2009. Good progress on M& E was made in Bwabwata, Cape Cross, Mamili, Mudumu, and Sperrgebiet. The Incident Book Monitoring System (IBMS) is used as an M&E tool in the Northeast parks to check whether field staff are conducting their duties. In the Sperrgebiet, M&E has improved with the implementation of the park specific work plans in 2009. In NNP North, there is a good monitoring system of work plan implementation by the Warden and Chief Warden. The Warden also informed the assessors that the NAMETT system, which has been implemented by SPAN and NACOMA in these parks, was a good M&E system. In Cape Cross Seal Reserve, M&E is undertaken weekly to monitor work implementation. This is possible in this park due to its small size.
11. **Management Plans:** Six parks have finalised management plans while

three others are developing plans. Good progress was made in the North East parks as management plans were developed as part of the BMM Parks strategic management plan. Implementation is being effected as part of the annual work plans. In the southern parks, management plans for /Ai-/Ais and Sperrgebiet were finalised through the SPAN Project and Succulent Karoo Ecosystem Programme (SKEP) supported by the Critical Ecosystem Partnerships Fund and Conservation International, and have since been submitted to MET management for approval. Management plans for the three other coastal parks covered in the assessment: NNP, Cape Cross and Skeleton Coast are being developed through the NACOMA Project. However, no management plans are being drafted in Von Bach, Hardap, Naute, Daan Viljoen and Khaudum.

4.2 Issues with least improvement

Budget: The budgeting process is still problematic in all 19 parks assessed, with minimal change expressed on this issue by park managers. While the budget for park management has increased by 310 % since 2004, this can be attributed to a marked increase in the development budget for park infrastructure development, rather than for the operational budget. Despite the annual operational budget having increased steadily, this, coupled with the suboptimal financial administration capacity of the MET, has not improved the mindsets and perceptions of park staff. With recent salary increases of civil servants and associated increases in overtime payments, personnel costs, including travel costs, still account for more than 70 % of the entire budget. In 17 of the 18 park stations assessed in 2004 and 2009, there was no change of view regarding the sufficiency of the budget. Respondents indicated that the available budget was still inadequate to meet basic management needs. Only Daan Viljoen indicated an improvement in the sufficiency of the budget. This was based on the fact that the development budget has improved significantly, making it possible to renovate staff houses. Budget management and security of budget are still perceived as poor and constrain effectiveness in all parks.

PA objectives: Most respondents still felt that their parks were not managed to fully meet set objectives. However, in Cape Cross, Hardap, NNP South and Waterberg, assessed staff felt their parks were being managed according to agreed objectives. Most of the other parks have agreed objectives but have not managed to meet these objectives. Reasons contributing to this scenario include financial constraints, sub-optimal staff numbers and lack of resources such as vehicles.

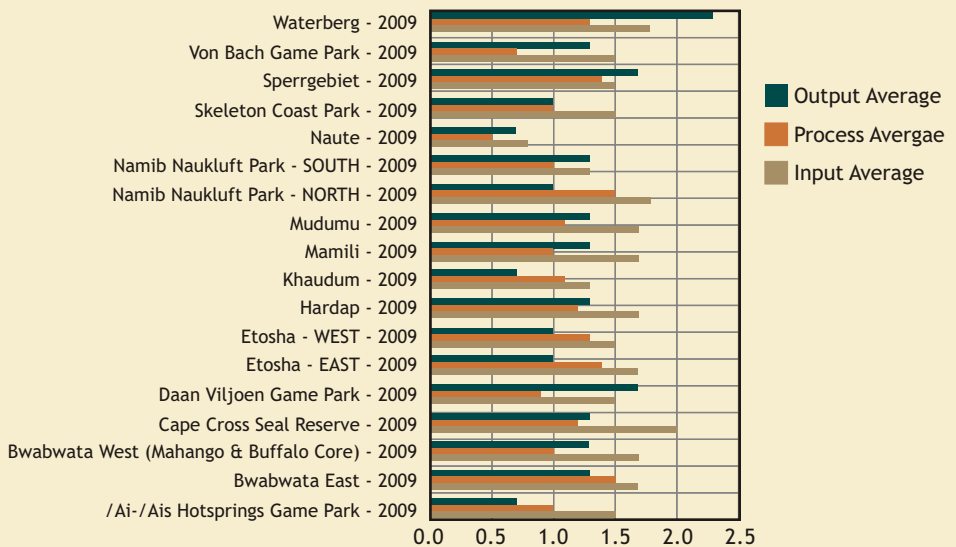
Law Enforcement: Staff members continue to experience problems in dealing with law enforcement, poaching and human wildlife conflict mainly due to the outdated Nature Conservation Ordinance 4 of 1975. The annual

law enforcement course has a limited participant intake which means most staff remain untrained. Insufficient budget and lack of resources such as vehicles also hamper law enforcement as fewer patrols are undertaken.

4.3 Analysis of scores for input, output and process

A comparison of inputs, process and outputs for the 2009 NAMETT assessment as shown in Figure 2 indicates that the majority of the parks assessed are performing below their potential. While a few are performing well, there is room for improvement that can lead to parks reaching their maximum potential and optimal level of management effectiveness.

Figure 2: NAMETT average scores per each type of questions



4.4 Other notable issues

Three parks were proclaimed as National Parks during the assessment period. Khaudum was upgraded to a national park from its previous status as a game reserve while Bwabwata and Sperrgebiet national parks were newly created.

Treasury gave approval for the MET to retain 25% of park entry fees, thus providing sustainable supplemental income. This money is channeled to the Game Products Trust Fund (GPTF) which funds development activities in PAs. The remaining 75% still goes into the Government coffers.

Biodiversity, ecological and cultural values of most of the PAs assessed is still intact although major threats have developed in some of them. In NNP North

and Skeleton Coast, mining threatens the biodiversity and intactness of the park due to Uranium mining and prospecting. Mining is seen as a major factor in economic development in Namibia and as such is given priority. This is exacerbated by lack of human resources in parks to monitor activities, while the Environmental Management Act has not yet been implemented.

5. Progress with NAMETT Indicator

There has been a marked improvement in the scores of most parks, with many of the improvements directly attributable to the Project interventions, including the proclamation of new parks, development of management plans, provision of training and equipment and development budget increase partially due to the economic valuation study. This can be interpreted both as positive or negative positive in that the project is showing visible results and impacts negative in that it may not fully reflect that the MET itself has improved and will be able to sustain the Project outputs and impact.

The NAMETT is used as an indicator for the SPAN Project at both the objective level and to gauge Project impacts in four field demonstration sites. At the objective level, the indicator is “net improvement in management effectiveness for PA land.” Progress is measured with the size of PA land areas that have moved into a higher category of management effectiveness using the following definition of NAMETT categories: High - >50, Intermediate 40-49 and Low Less than 40.

In 2004, eight parks were categorized as low meaning they were performing below their potential while another eight were categorized as intermediate. Only two parks had scores that put them in the high category (see table 2 below). The 2009 assessment shows that major improvements have occurred as five parks that were classified as low have moved to the high category while one has moved to intermediate. Only one remained low, as well as the newly assessed Mangetti National Park. Most parks classified as intermediate have moved to the high category, except for two parks - one remained intermediate while one dropped to the low category. The two parks previously in the high category have retained their grading.

Table 3: Protected area management effectiveness category changes from 2004 to 2009

Site	Category 2004	Category 2009
Ai-Ais Hot Springs Game Park	Low	Intermediate
Mamili	Low	High
Von Bach Game Park	Low	Low
Daan Viljoen Game Park	Low	Intermediate
Bwabwata East	Low	High
Bwabwata West (Mahango and Buffalo Core)	Low	High
Sperrgebiet	Low	High
Mangetti National Park	N/A	Low
Mudumu	Low	High
Namib Naukluft Park - South	Intermediate	High
Namib Naukluft Park - North	Intermediate	High
Naute	Intermediate	Low
Hardap	Intermediate	High
Khaudum	Intermediate	High
Skeleton Coast Park	Intermediate	Intermediate
Cape Cross Seal Reserve	Intermediate	High
Etosha-West	Intermediate	High
Waterberg	High	High
Etosha-East	High	High

The following table indicates the total land area falling under each category as per the 2009 results, which exceed the End of the Project (EoP) target.

Table 4: Total land area falling under each category as per the 2009 results

Total land area	Category
105,794km ² (83%)	High
21,041 km ² (16 %)	Intermediate
1,093km ² (1 %)	Low

The 2009 results account for a net improvement in management effectiveness of 88 % of the PA land compared with the baseline, whereas the EoP target was 50 %.

For the field demonstration sites, mid-term targets were largely achieved and scores were improved. The exceptions are Etosha and Skeleton Coast, But the appointment of a field coordinator for the Etosha-Skeleton Coast

Link demonstration site in June 2009, should further strengthen the Project's support for these parks. Support for this demonstration site has so far focused on the development of the Kunene People's Park, which has made significant progress. The improvement in the score in the Bwabwata, Mudumu and Mamili National Parks has been significant. This reflects the concentrated efforts put into these parks by SPAN, with co-financing from the KfW-supported BMM Parks Project. The proclamation of the Sperrgebiet National Park and the consolidation of the park management base and structure by the MET have substantially improved this park's score.

Table 5: NAMETT targets and mid-term scores

Sites	Baseline	Mid-term target	Mid-term actual	EOP
/Ai-/Ais Hotspring Park	28	34	41	40
Bwabwata NP (average of E & W Scores)	35	42	55	48
Etosha NP (average of E & W Scores)	50	56	52.5	60
Mamili NP	31	39	51	45
Mudumu NP	36	45	54	51
Skeleton Coast Park	44	50	45	55
Sperrgebiet NP	35	43	59	60

6. Use of NAMETT tool and recommendations

NAMETT is a simple, user-friendly tool for the rapid assessment of park management effectiveness. However, the concept of the “scoring” progress is fraught with difficulties. It is a challenge to weigh various responses and decide on scores. The current system assumes, for example, that all questions cover issues of equal weight, whereas this is not necessarily the case. There are situations where none of the four alternative answers appear to fit conditions in the protected area precisely. In this situation the nearest answer is used and a comment is added in the comments section of the form. In the 2009 assessment, this section was extensively used to clarify scores. Some phrasing in questions or specific answers influence interviewers and interviewees, thus affecting scores. Totally eliminating subjectivity is very difficult even with a conscious effort to achieve objectivity.

Those conducting the assessment need to be conversant with the tool before conducting interviews. Interviewing new staff members can also result in inconclusive or skewed answers. Nine of the 19 park assessments in 2009 involved interviews with new MET staff members who had not participated in the 2004 assessment (See Annex 1). Assessments performed with more than

one staff member led to greater discussions. In some cases, staff were wary that they were being assessed on how they were running the park and needed reassurance that the review was not a critique of them as individuals.

It has been noted that it is quite easy to raise scores for each park, as a little bit of improvement from 1 to 2 would double the score. Therefore, the definition of the NAMETT categories used in the SPAN Project log frame (i.e. High More than 50, Intermediate 40-49, and Low Less than 40) may not have been the most effective way to categorise the scores, in order to capture the trend of improvement in park management effectiveness for the Project.

Although PAs are a cornerstone of biodiversity and their objectives mostly include biodiversity conservation, it is difficult to assess the health of the ecosystem or its biodiversity with NAMETT. It is a management effectiveness assessment tool that is process oriented rather than output and outcome oriented. The six questions related to outputs and outcomes tend to be too general to assess individual park performance. In order to comprehensively assess park performance, the NAMETT tool needs to be combined with outcome oriented assessment that can look at change in intactness of biological, ecological and cultural values using data collected on a regular basis.





Annexures



Annex 1: Names of staff members assessed in 2004 and 2009

Site Name	2004 assessed	2009 assessed
/Ai-/Ais Hot Springs Game Park	Wayne Handley (Ranger: Naute)	Eben Naude (Warden), Wayne Handley (S.Ranger), Max Witbooi (Ranger),
Bwabwata National East	Richard Aingura.(Warden)	M. Shikongo (Warden), S. Siloka(Chief Warden)
Cape Cross Seal Reserve	Mr M. Le Roux (Chief Warden)	H B M Le Roux (Chief Control Warden)
Daan Viljoen Game Park	Penda Shimali (Warden)	Likius Viva Tjivikua(Ranger), Penda Shimali (Warden)
Etosha National Park-EAST	Shane Kötting (Warden); Michael Sibalatani (Chief Control Warden)	Michael Sibalatani(Chief Control Warden),Rehabeam Erckie(Chief Warden)
Etosha National Park-WEST	Bonny Simata (Warden)	Michael Sibalatani, (Chief Control Warden),Shedrick Kaseba(Chief Warden),Shayne Kotting(Warden),Richards Aingura(Warden)
Hardap Game Park	Georgina van Wyk (Warden) Sabina Nakwaya (Ranger)	Obert Rukoro(Warden),Ellis Eiseb(Ranger)
Khaudum National Park	Dries Alberts (Warden) T. Max Ciqac (Ranger)	P. Steyn(Chief Warden),D. Alberts(Warden)
Mahango and Buffalo Core	Leeverty Muyoba (Warden)	P.Steyn(Chief Warden)
Mamili National Park	Helmut Tjikurunda (Warden)	S.Siloka(Chief Warden)
Mangetti National Park	N/A	M. Kaveto, (Principal Ranger)
Mudumu National Park	Helmut Tjikurunda (Warden) Matambo Singwangwa (Ranger)	S.Siloka(Chief Warden)
Namib Naukluft Park-NORTH	W. Sitentu & E. Kalundingo (Rangers) H. M Le Roux (Chief Warden)	H. M Le Roux (Chief Control Warden)
Namib Naukluft Park-SOUTH	Timothy lita (Warden) H. M. Le Roux (Chief Warden)	Trygve Cooper (Chief Warden)
Naute Game Park	Wayne Handley	Eben Naude(Warden), Wayne Handley(S.Ranger),Max Witbooi(Ranger)
Skeleton Coast Park	John Paterson (Warden)	Mr G Somaeb(Chief Warden), M. Sibalatani (Chief Control Warden)
Sperrgebiet National Park	Trygve Cooper (Chief Warden)	Trygve Cooper (Chief Warden)
Von Bach Game Park	Penda Shimali (Warden)	Likius Viva Tjivikua(Ranger), Penda Shimali (Warden)
Waterberg Plateau Park	Boas Erckie (Chief Warden)	Boas Erckie (Chief Control Warden)

*Annex 2: Namibia Management Effectiveness Tracking
Tool Questionnaire*

***Strengthening the Protected Area Network
(SPAN) Project***

**Reporting Progress
in Namibia's Protected Areas**

Namibia METT (NAMETT)



**Adapted from the
Management Effectiveness Tracking Tool (METT)
developed by World Bank/WWF Forest Alliance
(<http://www.panda.org/> <http://www.worldbank.org/>)**

Name of protected area			
Location of protected area (country and if possible map reference)			
Date of establishment (distinguish between agreed and gazetted*)	Agreed	Gazetted	
Ownership details (i.e. owner, tenure rights etc)			
Management Authority	Size (ha)	Size (ha)	
Number of staff	Permanent	Temporary	
Budget			
Designations (IUCN category, World Heritage, Ramsar etc)			
Reasons for designation			
Brief details of World Bank funded project or projects in PA			
Brief details of WWF funded project or projects in PA			
Brief details of other relevant projects in PA			
List the two primary protected area objectives			
Objective 1			
Objective 2			
List the top two most important threats to the PA (and indicate reasons why these were chosen)			
Threat 1			
Threat 2			
List top two critical management activities			
Activity 1			
Activity 2			
Date assessed	D / M / Y	Assessor(s)	
Details of those assessed/ interviewed (incl. name, position/post, phone, email)			

Issue	Criteria	2004	2009	Note
1. Legal status Does the protected area have legal status? Context	The protected area is not gazetted	0	0	
	The government has agreed that the protected area should be gazetted but the process has not yet begun	1	1	
	The protected area is in the process of being gazetted but the process is still incomplete	2	2	
	The protected area has been legally gazetted (or in the case of private reserves is owned by a trust or similar)	3	3	
2. Protected area regulations Are inappropriate land uses and activities (e.g. poaching) controlled? Context	There are no mechanisms for controlling inappropriate land use and activities in the protected area	0	0	
	Some mechanisms for controlling inappropriate land use and activities in the protected area exist, but there are large gaps	1	1	
	Mechanisms for controlling most inappropriate land use and activities in the protected area exist	2	2	
	Mechanisms for controlling all inappropriate land use and activities in the protected area exist and are being effectively implemented	3	3	
3. Law enforcement Can staff enforce protected area rules well enough? Context	The staff have no effective capacity/resources to enforce protected area legislation and regulations	0	0	
	There are major deficiencies in staff capacity/resources to enforce protected area legislation and regulations (e.g. lack of skills, no patrol budget)	1	1	
	The staff have acceptable capacity /resources to enforce protected area legislation and regulations but some deficiencies remain	2	2	
	The staff have excellent capacity /resources to enforce protected area legislation and regulations	3	3	
4. Protected area objectives Is PA managed with the aim of meeting the stated objectives? Planning	No firm objectives have been agreed for the protected area	0	0	
	The protected area has agreed objectives, but is not managed according to these objectives	1	1	
	The protected area has agreed objectives, but these are only partially implemented	2	2	
	The protected area has agreed objectives and is managed to meet these objectives	3	3	

Issue	Criteria	2004	2009	Note
5. Protected area design Does the protected area need enlarging, corridors etc to meet its objectives? Planning	Inadequacies in design mean achieving the protected areas major management objectives of the protected area is impossible	0	0	
	Inadequacies in design mean that achievement of major objectives are constrained to some extent	1	1	
	Design is not significantly constraining achievement of major objectives, but could be improved	2	2	
	Reserve design features are particularly aiding achievement of major objectives of the protected area	3	3	
6. Protected area boundary demarcation Is the boundary known and demarcated? Context	The boundary of the protected area is not known by the management authority or local residents/neighbouring land users	0	0	
	The boundary of the protected area is known by the management authority but is not known by local residents/neighbouring land users	1	1	
	The boundary of the protected area is known by both the management authority and local residents but is not appropriately demarcated	2	2	
	The boundary of the protected area is known by the management authority and local residents and is appropriately demarcated	3	3	
7. Management plan Is there a management plan and is it being implemented? Planning Additional points Planning	There is no management plan for the protected area	0	0	
	A management plan is being prepared or has been prepared but is not being implemented	1	1	
	A management plan exists but it is only being partially implemented because of funding constraints or other problems	2	2	
	A management plan exists and is being implemented	3	3	
	A1 The planning process allows adequate opportunity for key stakeholders to influence the management plan	+1	+1	
	A2 There is an established schedule and process for periodic review and updating of the management plan	+1	+1	
A3 The results of monitoring, research and evaluation are routinely incorporated into planning	+1	+1		
8. Regular work plan Is there an annual work plan?	No regular work plan exists	0	0	
	A regular work plan exists but activities are not monitored against the plan's targets	1	1	

Issue	Criteria	2004	2009	Note
Planning/Outputs	A regular work plan exists and actions are monitored against the plan's targets, but many activities are not completed	2	2	
	A regular work plan exists, actions are monitored against the plan's targets and most or all prescribed activities are completed	3	3	
9. Resource inventory	There is little or no information available on the critical habitats, species and cultural values of the protected area	0	0	
Do you have good information which you use to manage the area?	Information on the critical habitats, species and cultural values of the protected area is not sufficient to support planning and decision making	1	1	
	Information on the critical habitats, species and cultural values of the protected area is sufficient for key areas of planning/decision making but the necessary survey work is not being maintained	2	2	
	Information concerning on the critical habitats, species and cultural values of the protected area is sufficient to support planning and decision making and is being maintained	3	3	
Context				
10. Research	There is no survey or research work taking place in the protected area	0	0	
Is there a programme of management-orientated monitoring and research work?	There is some ad hoc survey and research work	1	1	
	There is considerable survey and research work but it is not directed towards the needs of protected area management	2	2	
Inputs	There is a comprehensive, integrated programme of survey and research work, which is relevant to management needs	3	3	
11. Resource management	Requirements for active management of critical ecosystems, species and cultural values have not been assessed	0	0	
Is the protected area being managed consistent to its objectives (e.g. for fire, invasive species, poaching)?	Requirements for active management of critical ecosystems, species and cultural values are known but are not being addressed	1	1	
	Requirements for active management of critical ecosystems, species and cultural values are only being partially addressed	2	2	
Process	Requirements for active management of critical ecosystems, species and	3	3	

Issue	Criteria	2004	2009	Note
	cultural values are being substantially or fully addressed			
12. Staff numbers Are there enough people employed to manage the protected area? Inputs	There are no staff	0	0	
	Staff numbers are inadequate for critical management activities	1	1	
	Staff numbers are below optimum level for critical management activities	2	2	
	Staff numbers are adequate for the management needs of the site	3	3	
13. Personnel management Are the staff managed well enough? Process	Problems with personnel management constrain the achievement of major management objectives	0	0	
	Problems with personnel management partially constrain the achievement of major management objectives	1	1	
	Personnel management is adequate to the achievement of major management objectives but could be improved	2	2	
	Personnel management is excellent and aids the achievement major management objectives	3	3	
14. Staff training Is there enough training for staff? Inputs/Process	Staff are untrained	0	0	
	Staff training and skills are low relative to the needs of the protected area	1	1	
	Staff training and skills are adequate, but could be further improved to fully achieve the objectives of management	2	2	
	Staff training and skills are in tune with the management needs of the protected area, and with anticipated future needs	3	3	
15. Current budget Is the current budget sufficient? Inputs	There is no budget for the protected area	0	0	
	The available budget is inadequate for basic management needs and presents a serious constraint to the capacity to manage	1	1	
	The available budget is acceptable, but could be further improved to fully achieve effective management	2	2	
	The available budget is sufficient and meets the full management needs of the protected area	3	3	
16. Security of budget Is the budget secure? Inputs	There is no secure budget for the protected area and management is wholly reliant on outside or year by year funding	0	0	
	There is very little secure budget and the protected area could not function adequately without outside funding	1	1	

Issue	Criteria	2004	2009	Note
	There is a reasonably secure core budget for the protected area but many innovations and initiatives are reliant on outside funding	2	2	
	There is a secure budget for the protected area and its management needs on a multi-year cycle	3	3	
17. Management of budget	Budget management is poor and significantly undermines effectiveness	0	0	
Is the budget managed to meet critical management needs?	Budget management is poor and constrains effectiveness	1	1	
	Budget management is adequate but could be improved	2	2	
Process	Budget management is excellent and aids effectiveness	3	3	
18. Equipment	There is little or no equipment and facilities	0	0	
Is equipment adequately maintained?	There is some equipment and facilities but these are wholly inadequate	1	1	
	There is equipment and facilities, but still some major gaps that constrain management	2	2	
Process	There is adequate equipment and facilities	3	3	
19. Maintenance of equipment	There is little or no maintenance of equipment and facilities	0	0	
Is equipment adequately maintained?	There is some ad hoc maintenance of equipment and facilities	1	1	
	There is maintenance of equipment and facilities, but there are some important gaps in maintenance	2	2	
Process	Equipment and facilities are well maintained	3	3	
20. Education and awareness programme	There is no education and awareness programme	0	0	
Is there a planned education programme?	There is a limited and ad hoc education and awareness programme, but no overall planning for this	1	1	
	There is a planned education and awareness programme but there are still serious gaps	2	2	
Process	There is a planned and effective education and awareness programme fully linked to the objectives and needs of the protected area	3	3	
21. State and commercial neighbours	There is no contact between managers and neighbouring official or corporate land users	0	0	
Is there co-operation	There is limited contact between managers and neighbouring official or	1	1	

Issue	Criteria	2004	2009	Note
with adjacent land users?	corporate land users			
Process	There is regular contact between managers and neighbouring official or corporate land users, but only limited co-operation	2	2	
	There is regular contact between managers and neighbouring official or corporate land users, and substantial co-operation on management	3	3	
22. Residents	They have no input into decisions relating to the management of the protected area	0	0	
Do people resident or regularly using the PA have input to management decisions?	They have some input into discussions relating to management but no direct involvement in the resulting decisions	1	1	
	They directly contribute to some decisions relating to management	2	2	
	They directly participate in making decisions relating to management	3	3	
23 A. Traditional authorities	They have no input into decisions relating to the management of the protected area	0	0	
Do traditional authorities near the protected area have input to management decisions?	They have some input into discussions relating to management but no direct involvement in the resulting decisions	1	1	
	They directly contribute to some decisions relating to management	2	2	
	They directly participate in making decisions relating to management	3	3	
23 B. Local communities	They have no input into decisions relating to the management of the protected area	0	0	
Do near the protected area have input to management decisions?	They have some input into discussions relating to management but no direct involvement in the resulting decisions	1	1	
	They directly contribute to some decisions relating to management	2	2	
	They directly participate in making decisions relating to management	3	3	
Additional points	A4 There is open communication and trust between local stakeholders and protected area managers	+1	+1	
Outputs	A5 Programmes to enhance local community welfare, while conserving protected area resources, are being implemented	+1	+1	
24. Visitor facilities	There are no visitor facilities and services	0	0	
Are visitor facilities (for	Visitor facilities and services are inappropriate for current levels of	1	1	

Issue	Criteria	2004	2009	Note
tourists, pilgrims etc) good enough? Outputs	visitation or are under construction Visitor facilities and services are adequate for current levels of visitation but could be improved	2	2	
	Visitor facilities and services are excellent for current levels of visitation	3	3	
25. Commercial tourism Do commercial tour operators contribute to protected area management? Process	There is little or no contact between managers and tourism operators using the protected area	0	0	
	There is contact between managers and tourism operators but this is largely confined to administrative or regulatory matters	1	1	
	There is limited co-operation between managers and tourism operators to enhance visitor experiences and maintain protected area values	2	2	
	There is excellent co-operation between managers and tourism operators to enhance visitor experiences, protect values and resolve conflicts	3	3	
26. Fees If fees (tourism, fines) are applied, do they help protected area management? Outputs	Although fees are theoretically applied, they are not collected	0	0	
	The fee is collected, but it goes straight to central government and is not returned to the protected area or its environs	1	1	
	The fee is collected, but is disbursed to the local authority rather than the protected area	2	2	
	There is a fee for visiting the protected area that helps to support this and/or other protected areas	3	3	
27. Condition assessment Is the protected area being managed 'well'? Outcomes	Important biodiversity, ecological and cultural values are being severely degraded	0	0	
	Some biodiversity, ecological and cultural values are being severely degraded	1	1	
	Some biodiversity, ecological and cultural values are being partially degraded but the most important values have not been significantly impacted	2	2	
	Biodiversity, ecological and cultural values are predominantly intact	3	3	
Additional points Outputs	A6 There are active programmes for restoration of degraded areas within the protected area and/or the protected area buffer zone	+1	+1	

Issue	Criteria	2004	2009	Note
28. Access assessment Are the available management mechanisms working to control access or use? Outcomes	Protection systems (patrols, permits etc) are ineffective in controlling access or use of the reserve in accordance with designated objectives	0	0	
	Protection systems are only partially effective in controlling access or use of the reserve in accordance with designated objectives	1	1	
	Protection systems are moderately effective in controlling access or use of the reserve in accordance with designated objectives	2	2	
	Protection systems are largely or wholly effective in controlling access or use of the reserve in accordance with designated objectives	3	3	
29. Economic benefit assessment Is the protected area providing economic benefits to local communities? Outcomes	The existence of the protected area has reduced the options for economic development of the local communities	0	0	
	The existence of the protected area has neither damaged nor benefited the local economy	1	1	
	There is some flow of economic benefits to local communities from the existence of the protected area but this is of minor significance to the regional economy	2	2	
	There is a significant or major flow of economic benefits to local communities from activities in and around the protected area (e.g. employment of locals, locally operated commercial tours etc)	3	3	
30. Monitoring and evaluation Planning/Process	There is no monitoring and evaluation in the protected area	0	0	
	There is some ad hoc monitoring and evaluation, but no overall strategy and/or no regular collection of results	1	1	
	There is an agreed and implemented monitoring and evaluation system but results are not systematically used for management	2	2	
	A good monitoring and evaluation system exists, is well implemented and used in adaptive management	3	3	
	TOTAL SCORE			

Annex 3: Modifications to the METT questionnaire prior to the 2004 assessment resulting in NAMETT

Namibia METT modifications

This is a review and preliminary notes for the application of the METT following discussions within PMU and with Directors of DPWM and DSS.

Where

Aim is to assess all protected areas under MET.

Parks designated as 'priority' under project to be assessed first, followed by other PAs, followed by some key conservancies.

See attached table

Who

1. *Who to carry out assessments*

PMU will carry out all assessments, assisted/accompanied by MET staff.

2. *Who to assess*

- The Chief Warden responsible for each PA,
- Highest ranking officer present in each PA (if not Chief Warden),
- One other APU/Ranger/Scout

3. There is also the potentially valuable possibility of self-assessment from Windhoek/regional offices: ask Chief Control Warden to complete (perhaps focusing on scoring rather than full comments). These would be compared with the assessments completed in the field.

Question	Comment
Datasheet	Objectives/Threats/Activities - would be interesting to compare official answers with those perceived by PA staff Record assessor and assessed.
2	Concerns legal capacity (see q. 3) Do the staff have a clear definition of what is illegal?
3	Concerns human capacity (see q. 2) Are the staff able to enforce the regulations
4	Make question wording more explicit: "...is managed with the aim of meeting the objectives."
6	There is no answer for 'people knowing better than staff' - but then how would that be assessed?
7	Is it a new plan or an old plan? Old plans follow no set format, new plans do.

8	'Work plan' may be known as 'development plan', but although one may stem from the other, they are not exactly the same.
9	Is the inventory being used effectively, or are staff blissfully unaware that a tremendous resource is sitting unused? Question should be adjusted to include element of 'effective use'.
10	Who is undertaking the research? Who gains access to/retains the data once collected/analysed? Is it ongoing/maintained? 'Survey' may be interpreted as 'aerial survey' - better to use 'monitoring'.
11	Very big question - see q. 27. Question should contain "consistent to its objectives". Are staff able to accomplish the required management tasks?
12	Question could more usefully address balance/composition of staff: not total number of staff which is important, but right distribution. Is the structure/hierarchy top-heavy, or lacking people in management positions? Redesign question/answers to reflect this.
13	Motivation, etc - management in terms of 'right person for right job' should be dealt with in q. 12.
14	Ensuring appropriate training for staff is key here. This depends upon stated objectives of PA management.
16	Once approved, the budget is almost totally secure.
20	Important to ascertain who is carrying out programme, and whether it is aimed at local people, visitors, staff, etc.
22/23	Originally the same question asked about indigenous people and local people. Could be made more useful by redesigning and adding a further question, so that the question is asked of: i) residents, ii) traditional authorities, iii) others including neighbouring communities/local people.
24	'Visitor facilities' should include services such as guides/guards/scouts, etc. Not assessing NWR. Don't assume that all tourist accommodation is managed by NWR.
25	NWR does not count as a commercial operator.
27	See also q.11. The question should be "Is the PA being managed well?", and reference made to important biodiversity, ecological and cultural values.
29	Important to note differences between direct and indirect flows.

Other issues

It would be very useful to coordinate the routine monitoring system already being developed in MET with the routine METT assessments carried under the project.



MINISTRY OF ENVIRONMENT AND TOURISM

Namibia's Protected Area Network

