

## CHAPTER 13

### WILDLIFE, NATIONAL PARKS AND TOURISM

#### INTRODUCTION

13.1 In today's global environment, the management and sustainable utilisation of natural resources is a major challenge facing Governments and their national economies. In this regard, countries all over the world, including Botswana, have placed a premium on such resources and have implemented a number of measures to ensure sustainable utilisation. In Botswana, wildlife is among these resources, and its effective management has attracted international tourists, thereby making tourism one of the major foreign exchange earners for the country and an important socio-economic growth sector.

13.2 This Chapter is concerned, therefore, with the sustainable development of Botswana's wildlife and tourism sectors, which are inextricably linked. These sectors have the potential to contribute to the growth and diversification of the economy and to generate socio-economic benefits such as:

- a. enhancement of environmental and ecological quality and serenity;
- b. conservation of genetic resources and essential life support systems; and
- c. protection and conservation of Botswana's natural, scenic, aesthetic and cultural principles and values

13.3 Tourism continues to be recognised as the fastest growing industry in the world. According to the World Tourism Organisation WTO (2001), world tourism grew by an

estimated 7.4 percent in 2000, its highest growth rate in nearly a decade, and almost doubled the increase of 1999. Botswana's tourism industry also experienced favourable growth both in terms of arrivals and receipts during the above-mentioned period. Arrivals grew by approximately 18 percent, while revenues increased by approximately 26 percent.

13.4 In Botswana, wildlife has been recognized as one of the three main valuable natural resources, alongside minerals and rangelands. It contributes to the cultural, socio-economic and biological integrity of the country. Furthermore, benefits from wildlife are the creation of economic opportunities and diversification with potential for sustainable development; it enhances environmental stability and contributes to tourism development; and provides aesthetic, scientific, nutritional and educational values.

13.5 The regional and global environment within which Government operates is changing rapidly and becoming much more competitive. Domestically, the wildlife sector is competing for limited human and financial resources with other equally deserving sectors. As a result, there is need to improve efficiency of the Department of Wildlife and National Parks (DWNP) to ensure it gives value for money. The globalisation of wildlife conservation issues requires that great care be exercised in making decisions that affect the management of wildlife resources. Greater efforts will be made and measures put in place to reduce the land use conflict relating to humans and wildlife. These are

discussed in more detail in paragraphs 13.38 to 13.42.

13.6 Such complexities make it imperative for a plan to articulate strategic actions for responding to both the prevailing and unfolding challenges arising from a fast changing environment. The current plan focuses on a number of priority goals and objectives deemed critical to ensuring that no species of wild fauna and flora becomes extinct due to unsustainable utilization.

13.7 The Ministry's Strategic Plan 2001-2009 is in line with the Vision 2016 statement that "the challenge of preserving the environment and making prudent use of the natural resource base of Botswana is crucial to its survival and future prosperity". More specifically, Vision 2016 advocates that the use of renewable natural resources should be in balance with their regeneration capacity.

13.8 The Key Result Areas (KRAs) identified in DWNP's strategic plan all contribute to the attainment of Vision 2016. The Department is committed to the realisation of the aspirations of Vision 2016. The Strategic Plan calls for the involvement of local, national and international stakeholders in the management of the wildlife resources of this country. In this regard, vision and mission statements were developed and adopted. This plan will guide implementation of projects in NDP 9.

13.9 Furthermore, Vision 2016 states that the wildlife of Botswana will be managed in a sustainable manner for the benefit of the local communities and future generations, and also in the interest of the environment. This is an important function of the Department and one of

the Key Result Areas in the Department's strategic plan which aims at developing partnerships with the communities, a concept essential for future conservation of the wildlife resource.

13.10 With regard to the tourism sector, Vision 2016 issued a challenge "to further develop the tourism potential of the wildlife resources, the Okavango Delta, and also the historical and cultural sites". The Ministry, in its Strategic Plan for 2001-2009, has committed itself to providing an environment conducive to the sustainable diversification of the economy as one of its Key Result Areas (KRAs). In this context the Ministry, through the Department of Tourism (DoT), undertakes to increase the contribution of tourism to the Gross Domestic Product (GDP) through the development and implementation of strategies for sustainable tourism and the diversification of the tourism products.

## **Institutional Framework**

13.11 As a result of the rationalisation of portfolio responsibilities and functions of all Ministries and independent Departments within Government, the Department of Wildlife and National Parks and the Department of Tourism has relocated to a new Ministry called Ministry of Environment, Wildlife and Tourism.

13.12 Government policies on wildlife and tourism are embodied in key policy documents and relevant legislation such as the National Conservation Strategy of 1990, the Tourism Policy of 1990, the Tourism Act of 1992, the Wildlife Conservation Policy of 1986 and the Wildlife Conservation and National Parks Act of 1992, and the Botswana Tourism

Development Programme completed in May 2000. In addition to these regulatory mechanisms, both wildlife and tourism development will be guided by the pronouncements in Vision 2016 and the Performance Management Strategies of the two sectors.

## TOURISM SECTOR PERFORMANCE DURING NDP 8

## International Trends

13.13 During NDP 8, world tourism experienced significant growth. The World Tourism Organisation's Tourism Market Trends 2001 edition indicates a steady rate of growth over the period 1998 to 2000. The report provides the following key trends as indicated in Table 13.1 and Table 13.2

Table 13.1 International Tourist Arrivals by Regional Groupings

Regional Grouping	Tourist Arrivals (millions)			Annual Growth Rate %		Market Shares % of World Total	
	1998	1999	2000	1999/98	2000/99	1995	2000
World Total	627	650	699	3.8	7.4	100.0	100.0
Africa	25	27	28	6.4	4.4	3.6	4.0
Americas	120	122	129	2.3	5.5	19.8	18.5
East Asia and the Pacific	88	98	112	10.8	14.7	14.8	16.0
Europe	374	380	403	1.7	6.1	58.8	57.7
Middle East	15	18	21	20.3	12.9	2.2	2.9
South Asia	5	6	7	10.7	11.0	0.8	0.9

Source: World Tourism Organisation (2001)

Table 13.2 International Tourism Receipts by Regional Groupings

Regional Groupings	International Tourism Receipts (US\$ billion)			Annual Growth Rate %		Market Share %	
	1998	1999	2000	1999/98	2000/99	1995	2000
World Total	442.5	455.4	475.8	2.9	4.5	100.0	100.0
Africa	9.9	10.3	10.7	3.6	3.7	2.0	2.2
Americas	117.2	122.4	136.4	4.4	11.5	24.5	28.7
East Asia and the Pacific	70.7	75.2	82.5	6.4	9.6	18.3	17.3
Europe	231.7	233.1	231.5	0.6	-0.7	52.4	48.6
Middle East	8.8	9.8	9.7	12.4	-1.6	1.9	2.0
South Asia	4.3	4.6	5.1	7.1	11.1	0.9	1.1

Source: World Tourism Organisation (2001)

## Regional Trends

13.14 During the 1998 to 2000 period, Southern Africa demonstrated a relative decline in growth both in terms of arrivals and receipts (Table 13.3). When compared with the respective growth rates of 17.1% and 10.5% for arrivals and receipts, respectively,

during NDP 7, it is recognised that the industry within the region has experienced a significant slow-down during NDP 8. While contribution to total African arrivals increased marginally to 30.3% in 1999 when compared to the 1995 contribution of 29.9%, the contribution to total African receipts declined to 30.0% in 1999 as compared to 32.6% in 1995.

**Table 13.3 Africa: Preliminary Regional Arrival and Revenue Statistics**

African Regions	Tourist Arrivals ('000)			Annual Growth Rate %		Tourism Receipts (US\$ million)			Annual Growth Rate %	
	1998	1999	2000	1999/98	2000/99	1998	1999	2000	1999/98	2000/99
Total Africa	24,866	26,469	27,621	6.4	4.4	9,933	10,295	10,673	3.6	3.7
East Africa	5,536	5,931	6,158	7.1	3.8	2,331	2,605	2,747	11.8	5.4
Central Africa	513	452	NA	-11.9	NA	87	125	NA	44.0	NA
North Africa	8,676	9,437	10,086	8.8	6.9	3,295	3,470	3,564	5.3	2.7
Southern Africa	7,731	8,023	7,990	3.8	-0.4	3,256	3,087	NA	-5.2	NA
West Africa	2,410	2,626	NA	8.9	NA	964	1,006	NA	4.4	NA

Source: World Tourism Organisation  
Report based on data available as at August 2001

### Domestic Trends

13.15 In keeping with world trends, however, Botswana experienced favourable growth in its visitor arrivals. Based upon data available for the period 1998 to 2000, total visitor arrivals for 1998 were 749,544. Arrivals for 1999 were 1,108,795, which represented an increase of 32% over the 1998 figures. While the 1,424,669 visitor arrivals for 2000 were a marginal decline in the growth trend, it represented an increase of 22% over the 1999 arrivals. Over the period, South Africa continued to be the major source market for Botswana's tourism industry. Visitor arrivals of 359,292 represented approximately 48% of the total arrivals in 1998. From the major foreign currency markets, namely the United States of America and the United Kingdom, the combined arrivals in 1998 were 23,468, which represented approximately 3% of the total visitor arrivals to Botswana. While visitor arrivals from South Africa in 1999 and 2000 were 526,030 and 669,639 respectively, the share of South African visitors of the total declined to 47% in both years. With reference to the United Kingdom and the United States of America, the combined arrivals in 1999 and 2000 were 35,689

and 49,284 respectively. Despite these increases, the share of the total visitors to Botswana remained at 3%.

13.16 During NDP 8, the tourism industry in Botswana experienced a gradual shift away from a total dependence on wildlife and wilderness elements of the tourism product, to eco-tourism. The establishment of an Eco-tourism Unit in the Department of Tourism enabled the development of closer and effective working relationships with the Districts and Communities. Through this effort, tourism awareness and skills development programmes were intensified, thereby empowering Botswana with much needed tourism knowledge and the capacity to undertake their own tourism projects.

13.17 The first major step to diversify the tourism product was manifested through successful implementation of a camel utilisation project in the Kgalagadi District. Through this project, 90 percent of the camels that were acquired from the Botswana Police Service have been distributed to the communities in the Kgalagadi District. A camel utilisation strategy is in place to guide the future development and implementation of the camel utilisation programme. This project embraced, among other

components, training and skills development that will spur the emergence of a new tourism activity away from the mainstream tourism centres. Coupled with this activity, is the recently developed Eco-tourism strategy, which is expected to accelerate the process of diversification when it is fully implemented during NDP 9.

#### Parks and Game Reserves

13.18 The period 1998 to 2000 registered an overall decline of approximately 18% in the number of visitors to the national parks and game reserves (Table 13.4). Although there

is no firm empirical evidence for it, one factor that may explain the decline is the internal unrest that prevailed in neighbouring countries during the 1999 to 2000 period. Despite the decline in the number of visitors, Table 13.4 shows that there was a dramatic increase of approximately 49% in terms of revenue, over the 1998 to 2000 period. One influencing factor was the significant increase in park fees. Another factor could be an increase in the duration of time that visitors are staying in the parks and reserves due to improvements in the quality of accommodation and other infrastructural facilities.

**Table 13.4: Number of Visitors and Revenue Generated from Parks and Reserves**

Park/Reserve	Total Number of Visitors			Total Park Fees Collected (Pula)		
	1998	1999	2000	1998	1999	2000
Central Kalahari	3,085	3,624	4,240	329,920	539,915	779,744
Chobe	55,497	52,507	49,943	5,262,028	4,849,685	12,882,401
Gemsbok	1,873	2,301	5,712	296,129	535,189	706,009
Khutse	3,292	3,021	4,750	315,983	289,520	677,270
Makgadikgadi	1,665	1,865	973	127,184	156,563	115,987
Moremi	32,451	29,790	13,430	4,301,275	4,402,121	5,698,198
Nxai Pan	2,145	4,118	2,584	229,508	510,490	249,288
<b>Total</b>	100,008	97,226	81,632	10,862,027	11,283,483	21,108,897

Source: Department of Tourism Statistics

#### Tourist Accommodation Facilities

13.19 During the 1998 to 2000 period, a total of sixty-seven new accommodation facilities were opened around the country. Despite the fact that most of the facilities are small in terms of the number of rooms, they contributed reasonably well to the

increase in the room capacity of the accommodation sector (Table 13.5). According to a Central Statistics Office report, by the end of NDP 7, the number of rooms available totaled 1 755; by the end of 2000, room capacity had grown by approximately 16%.

**Table 13.5: Number of Hotel Room and Occupancy**

Year	Number of Rooms	Number of Available Beds	Room Occupancy Rate %	Beds Occupied by Residents of:	
				Botswana	Other Countries
1998	1,815	3,257	48.0	425	862
1999	2,052	3,723	53.3	480	1,433
2000	2,100	3,972	45.9	426	742

Source Central Statistics Office

## **Tourism Policy and Programmes during NDP 8**

13.20 The objective of Botswana's Tourism Policy is primarily to obtain the greatest possible net socio-economic benefits for Botswana from the natural resources environment in Botswana, such as scenic beauty, wildlife, unique ecological, geological and cultural features. Implementation of the policy during NDP 8 achieved a reasonable amount of success despite a few minor constraints. The following is a review of main areas of policy that were implemented during NDP 8.

### **Botswana Tourism Development Programme**

13.21 The development of the Botswana Tourism Development Programme was completed in May 2000. One of the major features of this programme is the Tourism Master Plan, which has identified a set of priority areas for consideration. These include: product development and diversification, community/citizen involvement in the tourism industry, tourism awareness, education and training. Through funding that was provided under this programme, a tourism website was developed and was launched in September 2001; also, an eco-tourism strategy, which is intended to accelerate the process of tourism product diversification, was developed in 2001, as well as a strategy for the development and strengthening of the Hotel and Tourism Association of Botswana, which was completed in March 2002.

### **Botswana Tourism Board**

13.22 As a result of a Botswana Tourism Board feasibility study conducted in 1999 and finalised in

2000, a decision was taken to establish a Tourism Board that would be responsible for effectively marketing and promoting Botswana as a tourist destination. Cabinet has approved the creation of this institution and a Draft Bill has been presented to Parliament for discussion. The Board will be operational during NDP 9.

## **Gaming and Gambling Sector**

13.23 In a bid to regularise the gaming and gambling sector and improve its standard and image in the country, as well as diversify it beyond casinos, a detailed study on gaming and gambling in Botswana was conducted in 2000. The study will facilitate the formulation of a policy to guide the development and growth of the gaming and gambling industry through the establishment of a single administrative structure. The Government is currently reviewing the results of the study with a view towards instituting a comprehensive gaming and gambling policy, which will direct the administration of the industry. The policy was tabled before Parliament at the end of NDP 8.

## **Tourism Statistics Database**

13.24 Through the assistance of the World Tourism Organisation and the United Nations Development Programme, in partnership with Government, a preliminary phase of a tourism statistics database system was established in the Department of Tourism in November 2000. This system, which is the first phase of a much larger tourism statistics project, will enable the Department to collect and analyse a range of tourism related statistical information.

## **Marketing Activities**

13.25 Promotion and marketing efforts were intensified to enhance the competitive advantage of Botswana as a tourist destination. Better quality promotional materials were produced for distribution to the tourist markets. The country has continued to place advertisements in selected regional and international publications to attract tourists in source markets. Achievements were also made in terms of attracting media representatives from international source markets to film and write about the country's attractions. In an effort to further improve the marketing capability of the tourism industry, the assistance of the United Nations Development Programme (UNDP) is currently being sought in relation to developing a comprehensive marketing strategy. These are all long-term promotional and marketing strategies which are intended to lay the groundwork that will ensure that the tourism industry in Botswana is better positioned to acquire a greater share of the international tourism market.

### **Overseas Marketing Representation**

13.26 In an effort to intensify the international marketing activities of Botswana's tourism industry, professional marketing companies were appointed in North America, Germany and the United Kingdom to promote the country's tourism product. This venture has so far enabled Botswana's tourism industry to benefit from a wide array of publicity.

### **International Cooperation**

13.27 Botswana is a member of the Regional Tourism Organisation of Southern Africa (RETOSA), a tourism marketing arm of the Southern African Development Community (SADC).

RETOSA has continued to intensify its marketing efforts to promote the region as a tourist destination.

13.28 As a member of the World Tourism Organisation, Botswana continues to actively participate in the activities of the Organisation, and has benefited from several capacity-building programmes in the form of training and skills transfer. Among the technical support provided by the World Tourism Organisation was the development and implementation of the first phase of a tourism statistical database system in the Department of Tourism, training attachments for two senior officers from the Department at the World Tourism Headquarters, a feasibility study on the development of alternative tourism products, such as culture and heritage, and the development of a framework for a tourism marketing strategy.

13.29 The country has signed tourism protocols with France and Kenya, which will yield significant tourism benefits. These protocols will enable the tourism industry in Botswana to benefit through collaboration in the area of information exchange. In addition, the French Protocol provides for technical assistance in skills development and capacity building.

## **Tourism Development**

13.30 With the intention of ensuring that tourism development is spread as widely as possible throughout the country, tourism offices were opened in Selebi-Phikwe, Tsabong, Francistown and Ghanzi during NDP 8. Preparations for the construction of office buildings and staff houses in Tsabong and Ghanzi have commenced, and it is hoped that the facilities will be completed during NDP 8.

13.31 During NDP 8, the Department was unable to fully achieve its goals due to staff shortages. Although the staff level increased during the Plan period, it was not adequate. As a result, the tasks of monitoring the industry and providing timely assistance were the least effective. In order to ensure that tourism development is given greater attention in the planning structure of the Districts, closer working relationships, in terms of project development and co-ordination will be developed with the Districts during NDP 9 to ensure greater effectiveness in the co-ordination of tourism planning and implementation.

#### **Eco-Tourism**

13.32 The eco-tourism programme was initiated through the National Development Programme as a way of diversifying the tourism product, facilitating meaningful participation of local communities and ensuring environmental sustainability. An integral part of this programme is the inventory of historical sites and heritage attractions, which was compiled to facilitate easy identification and development. To enable effective implementation, the Botswana Eco-Tourism Strategy was formulated during the course of the year 2001.

#### **Licensing and Inspection**

13.33 Despite continuous manpower constraints, the policy related to licensing and inspection was fully implemented. To date, a total of 391 tourist enterprises have been licensed, which comprise 103 facilities that fall in the category of hotels, motels, guest houses and apartments, 147 in the category of camps and lodges, 112 mobile safari operations, and 29 travel agents. Efforts have been made to improve on the licensing procedures to

streamline and accommodate those facilities which were not included in the licensing system before.

13.34 A training plan has been developed in conjunction with members of the private sector, which is to be implemented with training levy funds collected from the accommodation facilities. The objective is to upgrade skills for the frontline staff members of the tourism facilities.

#### **Grading and Classification**

13.35 The Botswana Bureau of Standards (BOBS), in conjunction with the Department has developed standards for hotels and accommodation related establishments. The standards have been approved by BOBS as Botswana Standards and are meant to provide quality assurance to consumers. Arrangements are being made for the implementation of the standards. It is intended that other industry standards would be developed during NDP 9. In order to facilitate a harmonisation of regional standards, the standards developed by BOBS will complement those that will be developed by the Regional Tourism Organisation of Southern Africa (RETOSA).

### **WILDLIFE**

#### **Status of Wildlife in Botswana**

13.36 During NDP 8, some wildlife populations have shown significant increase such as the elephant, impala, gemsbok and giraffe. Though non-significant, the populations of the buffalo, wildebeest and zebra also show an upward trend. Most other populations appear stable and are at the same level that they were in the mid-eighties. These include eland, hartebeest, kudu, roan, sable, sitatunga



and ostrich. However, the population of springbok shows a significant decline. (Table 13.6).

13.37 Extensive progress was made during NDP 8 to ensure that management of the wildlife resources is in line with the internationally accepted standards and norms. Some of the developments included completion of infrastructure in most of the operational stations; provision of

visitor facilities in parks and reserves, demarcation of boundaries for Controlled Hunting Areas (CHA), Wildlife Management Areas (WMA) and the protected areas, promotion of Community-Based Natural Resources Management Program (CBNRMP) and the improvement of the Department's law enforcement capability through provision of additional manpower and equipment.

**Table 13.6 Mean Annual Estimates of Selected Wildlife Species in Botswana**

	1990	1991	1992	1994	1995	1996	1999	2001
Elephant	58,011	62,518	52,815	79,153	75,196	99,425	115,690	112,222
Buffalo	47,825	61,269	43,685	29,954	20,428	34,779	91,022	70,598
Eland	20,411	6,530	11,917	16,288	12,447	22,340	17,645	29,409
Gemsbok	48,504	47,613	103,580	143,134	134,902	136,673	137,512	109,541
Hartebeest	13,118	19,030	44,819	53,762	35,979	32,685	34,585	43,471
Kudu	11,833	18,182	15,357	34,903	22,916	25,630	19,602	17,449
Giraffe	9,312	8,970	7,181	13,897	9,811	13,577	14,235	12,135
Impala	24,102	35,683	36,484	58,070	50,448	57,480	45,956	26,615
Lechwe	60,073	81,785	63,732	70,688	70,411	78,082	77,914	55,700
Reedbuck	1,345	4,737	524	2,284	1,658	1,182	704	120
Sitatunga	880	2,217	401	843	1,613	1,123	1,237	805
Roan	228	1,210	283	946	2,062	1,415	930	960
Sable	1,139	3,401	2,038	4,780	3,652	3,356	1,970	2,921
Springbok	26,348	86,955	124,374	110,152	96,260	75,099	56,864	40,316
Wildebeest	34,443	36,821	40,481	45,570	36,056	36,982	45,842	25,092
Tsessebe	10,540	19,129	10,382	11,464	8,786	14,221	11,734	3,014
Waterbuck	757	811	125	1,104	1,307	1,005	424	1,534
Ostrich	21,030	33,749	37,310	58,105	33,563	37,958	34,039	62,164
Crocodile	126	389	399	868	487	411	362	261
Steenbok	20,678	16,356	26,457	76,308	47,245	41,992	33,701	37,740
Duiker	8,241	11,430	9,002	29,806	17,801	18,270	8,883	5,094
Zebra	49,780	46,021	32,319	45,604	51,047	39,383	53,129	35,636

Source: Research Division, DWNP

*Note: Disparities in data collected are due to the following: 1. Seasonal migration to and from Botswana; 2. sampling error; 3. the methodology used to give more precise estimates for conspicuous and widely distributed species*

## **The Human, Livestock and Wildlife**

### **Conflict**

13.38 Conflicts between humans and wildlife continue to be a major source of controversy between those who suffer damage and the Government. Damage caused by wildlife to livestock, crops and other properties, and the inadequate or lack of compensation for such damage has always caused consternation among rural populations. However, it should be noted that man and wildlife have co-existed since time immemorial and so has the problem.

13.39 Most of the conflicts arise from the fact that livestock areas have encroached into wildlife areas to the extent that some livestock areas are only a few hundred meters from the wildlife areas. Farming methods, especially the protection of crops and livestock, need to be improved to help minimise the conflicts.

13.40 In order to sustain wildlife populations, efforts will be made to minimize human/wildlife conflicts by working with the relevant authorities to deter livestock from encroaching into wildlife areas and wildlife from causing damage to people's property. A better balance will be struck between the needs of wildlife and that of humans in order for Botswana to sustain its wildlife populations into the future. More specifically, the following actions are being or will be taken to address the conflict between humans, livestock and wildlife:

- a. Fencing projects.
- b. Increase of Problem Animal Control (PAC) manpower and opening up new stations/camps.

- c. Provision of equipment and boreholes.

13.41 The intervention of man in the ecosystem directly puts him in competition with wildlife for various amenities including space, water, and vegetation, whereupon at times human life has been threatened. Man has expanded and driven animals further into small pockets. Every time a game animal tries to fend for itself, it directly or indirectly conflicts with the interest of man. Predators that come from protected areas and wander into cattle posts kill livestock. Equally, livestock wander into protected areas and compete with wildlife for grazing and water resources. Wildlife which come into contact with livestock is sometimes also blamed for diseases affecting domestic animals as in the case of foot and mouth, anthrax and rabies, to name a few. Similarly, this contact with domestic animals can result in disease transmission to wildlife, which is potentially fatal, particularly in the case of predators. Examples of such diseases are rabies, canine distemper, etc.

13.42 Nevertheless, Botswana appreciate some of the positive values of wildlife. Wildlife conservation and protection will continue to be given attention during NDP 9, as well as trying to find ways and means of addressing any such emerging conflicts in order to mitigate negative impacts and reach amicable compromises. Through the Community-Based Natural Resource Program, the Hunting and Licensing Regulations, the Predator Strategy, the focus of the Strategic Plan on Problem Animal control (PAC) and other relevant instruments all aimed at mitigating this conflict, the aim is to create a balance between human activity and the

continued existence of wildlife in reasonable numbers.

### ***Problems Related to Land Use and an Examination of the Effectiveness of WMAs***

13.43 Wildlife Management Areas (WMAs) arose out of the Tribal Grazing Land Policy of 1975. WMAs were established to serve as migratory corridors for wildlife between the protected areas as they allowed for movement that is essential for the survival of Botswana's wildlife in this arid environment; they also acted as buffer zones between human settlements (livestock areas) and the protected areas where the two are in proximity to one another. Finally, the WMAs helped in the decentralizing of wildlife conservation and management to local communities who bear the cost of living with the wildlife.

13.44 The wildlife estate is approximately 37% of the surface area of the country, comprising National Parks and Game Reserves (17%), and WMAs (20%). It is evident from this that wildlife is a major land use in the country. As a result, wildlife should be seen to be contributing to the economy of Botswana. The overriding philosophy is that utilization of wildlife should not be conducted in a way that is detrimental to the continued existence of the resource base.

13.45 The problems associated with Wildlife Management Areas are that they are perceived to be inhibiting expansion of grazing land, development of boreholes/watering points and access to ploughing land. The ever-expanding human activities, e.g., livestock rearing, settlements and roads, threaten wildlife in WMAs. However, wildlife and WMAs provide

opportunities for diversified economic development of the rural areas. Wildlife Management Areas are meant to benefit the communities that live in or near them. Through the Community-Based Natural Management program, opportunities have opened up for local communities to be involved in natural resources conservation and management. The communities, who bear a cost for living close to the natural environment, can now benefit directly from natural resources utilisation in these areas. Some parts of the Wildlife Management Areas are leased to safari operators, for both hunting and photographic purposes; others are retained purely for photographic purposes. A Government policy on the utilisation and management of fees earned from CBNRM projects should be put into place and related to the current policies on national revenue.

### **HIV/AIDS**

13.46 Given the high prevalence rate amongst workers in the tourism and wildlife sectors, it is important to highlight some aspects of the current situation and the impact that this pandemic is having and will have on these two sectors.

13.47 Information of HIV/AIDS infection is not available in the Ministry. What is known is that most of the deaths occurred in Districts where there are a high percentage of mobile workers. Available statistics indicate that Kasane now has the highest HIV/AIDS prevalence which indicates that workers based in such location are also at risk of infection. The determinants include mobility, separation from spouses, working in remote areas and high prevalence Districts. The most vulnerable groups are drivers, community-based workers,

game wardens, tour guides, and trekking officers. The external clientele include the business community, wholesale and retail traders, hotel industry, tourists, insurance companies, tour operators, communities, NGOs and the general public.

13.48 The loss of trained workers either through illness or death as a result will have a considerable impact on the Departments, on families and on the future of the sectors. For example, policy formulation in the Departments of Wildlife and National Parks and Tourism will suffer; regulations will be left without enforcement, resulting in chaos and cheating. Adequate attention to wildlife by staff will not be provided, resulting in their deaths through poaching or disappearance. The national stock of wildlife will dwindle and some endangered species will be lost. The whole ecology will be affected. Tourism, one of the key contributors to the national economy, therefore, will be affected.

#### **TOURISM AND WILDLIFE POLICY AND STRATEGY FOR NDP 9**

13.49 The major thrust of the Ministry's strategy during NDP 9 will be to sustain the wildlife population, including raising the numbers of those animal species that have become endangered, and resolve serious conflicts between humans and wildlife.

13.50 More specifically, in order to help sustain wildlife populations and raise the numbers of those animal species considered endangered, the Ministry will undertake the following actions during NDP 9:

- a) revision of the overall Wildlife Conservation Policy of 1986;

- b) development and implementation of animal specific management strategies and policies, including those for rhinos, elephants, crocodiles and predators;
- c) development and implementation of a Game Ranching Policy to help guide and encourage this industry which could serve as a conservation tool; and
- d) updating the endangered/threatened wildlife species list in Botswana and closer monitoring, with a view to developing a policy on this issue.

13.51 Equally important, in order to resolve the serious conflicts between humans and wildlife, the Ministry will:

- a) continue to undertake fencing projects to separate the communal areas from the wildlife areas;
- b) increase manpower to carry out Problem Animal Control (PAC) activities in "hotspot" areas such as Kumaga and open up new stations/camps, e.g., in Kachikau;
- c) train the local communities on non-lethal PAC activities in all of these areas to ensure that the residents are in a position to protect their properties in a legally acceptable manner;
- d) provide additional resources in terms of vehicles for transport and other equipment to respond quickly to PAC reports;
- e) install additional boreholes and watering points to reduce the likelihood of wildlife wandering into the communal areas in search of water; and
- f) continue educational and conservation awareness campaigns through the expansion of the Community-Based Natural Resources Management Programme (CBNRM) to cover more areas by encouraging the

local communities to venture into more conservation initiatives and other natural resources management activities, some with income-generating opportunities directly benefiting the local communities.

13.52 During NDP 9, the Ministry will also focus the major thrust of its tourism development and promotion strategy on:

- a.* diversification of Botswana's tourist source markets, including the development and promotion of tourism in the domestic and regional markets;
- b.* ensuring the increased participation of the private sector in tourism development through the establishment of the Botswana Tourism Board;
- c.* development and diversification of Botswana's tourism product range as well as broadening the geographical dispersion and distribution of tourism benefits country-wide through the implementation of the National Eco-Tourism Strategy;
- d.* mobilisation and encouragement of citizens and local communities to fully participate in the economic life of the country's tourism sector;
- e.* providing business management and technical skills as well as other support services Botswana critically need to successfully start and run their own businesses;
- f.* providing industry skills training and capacity-building to facilitate the continuous improvement of the quality of Botswana's tourism product range; and
- g.* establishment of a Tourism Satellite Account (TSA) for the purposes of measuring more accurately the impact of tourism on the national economy

## Tourism Policy Objectives

13.53 Government will continue to pursue the policy on sustainable utilisation of Botswana's resources and will ensure that the tourism industry makes greater contributions to socio-economic development, and facilitates the creation of opportunities for Botswana to derive significant levels of benefits.

13.54 In this regard, the process of diversifying the tourism product will be accelerated through:

- ♣ the implementation of the National Eco-tourism Strategy, which will assist all stakeholders, particularly rural communities, to derive sustainable benefits from tourism, while safeguarding the natural and cultural resources upon which Botswana's tourism industry depends. This Strategy will further facilitate the identification and development of alternative tourist attractions;
- ♣ the intensification of tourism training and public awareness programmes; and
- ♣ the implementation of the Tourism Development Framework developed to assist the implementation of the Tourism Master Plan of May 2000.

13.55 During NDP 9, efforts will be undertaken to implement strategies developed to address the problems experienced during NDP 8. The implementation of the National Eco-tourism Strategy, the planned review of the Tourism Policy and the establishment of the Tourism Board will address some of the problems that were experienced during NDP 8.

13.56 Implementation during NDP 9 will be guided by the Department of Tourism vision, which is that:

*“By the year 2009, we, the Department of Tourism, will have facilitated the development, diversification and promotion of sustainable tourism products thereby positioning Botswana among the top ten preferred destinations in the world.”*

13.57 Furthermore, the development of the industry will be guided by efforts aimed at creating a:

“Conducive environment for sustained tourism development and growth that increases entrepreneurial and employment opportunities, thereby improving the quality of life for Botswana and optimising the contribution of tourism to the economy”( DoT Mission statement)

13.58 The planned projects are all in line with achieving the above mission and the Department of Tourism Strategic Plan Key Results Areas. The Key Results Areas are in line with the objectives of the Ministry and include:

- ♣ creating a conducive environment for sustainable tourism development and growth;
- ♣ availing tourism industry information;
- ♣ satisfying customers and stakeholders;
- ♣ enhancing work performance; and
- ♣ playing an advocacy role.

13.59 The projects and programmes for NDP 9 are in concordance with the Department’s strategic objectives, vision and mission. The monitoring of implementation will consist of verifying at regular intervals the progress achieved in meeting the key

results areas contained in the Strategic Plan.

### **Product Diversification**

13.60 Botswana’s tourism industry is currently overwhelmingly dependent on wildlife. This is a reality that will continue for quite some time. However, during NDP 9, Government intends to focus attention on the development of other available tourism resources to complement the existing wildlife attractions, and reduce the current strain on that resource. The development of heritage sites such as Tsodilo Hills, Moremi Gorge, Matsieng and Domboshaba, and cultural sites such as Godikwa Bushman Lodge and D’kar Bushman Camp have been identified among the major initiatives that will propel the tourism product diversification process.

13.61 Community involvement will be emphasised in product development during NDP 9. Although a bottom-up approach plays a vital role in providing communities the opportunity to be integrally involved in the decision-making process, in certain cases, a top-down input is necessary, especially where decisiveness is needed. While the communities want the benefits of tourism, it is acknowledged that some may lack a realistic understanding of what is involved, what true potential exists and the impact of tourism on the community. Efforts will be made during NDP 9 to plan the development of the tourism industry in such a way that it will encourage awareness so that communities will have realistic expectations.

## **Eco-Tourism**

13.62 The development of a National Eco-tourism Strategy to be implemented during NDP 9 will provide a framework for the continuation of much needed development and an acceleration of the tourism product diversification process, focusing on improving the quality of life of the local communities.

13.63 The National Eco-tourism Programme (NEP) will guide the implementation of the strategy. The proposed NEP will consist of four areas of activity being:

- ♣ Eco-tourism Planning and Research
- ♣ Eco-tourism Standards and Accreditation
- ♣ Eco-tourism Enterprise Development
- ♣ Eco-tourism Training and Education

13.64 The above programme will ensure that Botswana provides opportunities for tourists to learn about local cultures, as well as the history of our country and its people, thereby diverting the tourism experience away from exclusively wildlife. This will create economic opportunities for local communities around parks and other protected areas.

13.65 The eco-tourism strategy also takes cognisance of the needs and roles of women and youth and outlines a deliberate plan for the participation of these groups in the eco-tourism development process. In this regard, through the implementation of the strategy, a wider range of tourism resources such as culture and heritage will be utilised, thereby creating a

diverse array of opportunities for women and youth.

## **Tourism Awareness, Education, and Training**

13.66 In view of the critical importance that is being attached to the diversification of the tourism product and ensuring that there is greater community/citizen involvement in the tourism industry, greater prominence will be given to tourism public awareness, education, and training during NDP 9.

### **The Tourism Development Framework**

13.67 Through the support of the World Tourism Organisation and the UNDP, a Tourism Development Framework (TDF) will be implemented during NDP 9 as part of the Tourism Development Support Programme for Botswana. This Programme is aimed at assisting the Government through the DoT to implement the Tourism Master Plan. The TDF focuses on continued product development and diversification of tourism in the south-western region of Botswana, i.e., Ghanzi, Gaborone, Kgalagadi, Central and North East Districts.

13.68 The TDF focuses on four main areas, which are:

- a. to build on the strengths of the exclusive wildlife/wilderness experiences, developing the national parks and game reserves with emphasis on branding, the intention being to have differentiated products much more in keeping with future demands of the markets;

- b. to open up and develop the Kalahari as a unique biosphere reserve, promoting the adventure product through marketing a proposed Kalahari Wilderness Trail;
- c. to develop the nature and heritage and community-based tourism product in a more intensive and commercial manner, offering an experience but not compromising the integrity of the resource;
- d. to emphasise Gaborone's role as an international gateway to Botswana and promoting the city as more than just a transit point through the revitalisation of the Mall and surrounding tourism attractions; and
- e. to sell Botswana as the home of democratic governance.

13.69 During NDP 9, the TDF will be implemented through an action plan addressing the four areas of focus. Market research will be undertaken during this TDF implementation. This will expand the information on Botswana tourism market, identify trends and focus on future visitor inflows. Studies to evaluate the economic benefits derived from the different segments of the visitor mix will be undertaken, as they will be instrumental in establishing the most viable development options and projects.

### **Gaming and Gambling**

13.70 A Gaming and Gambling responsibility falls under the Ministry of Trade and Industry. In November 2002, a draft Gaming and Gambling Policy for Botswana was approved by Parliament. The policy is an essential instrument with which the Government

will ensure the maintenance of an effective and equitable balance between socio-economic interests and the necessary protection of society against the negative impact of gaming and gambling. The overall thrust of the policy is to promote the development of Botswana's gaming and gambling industry in an orderly and responsible manner. In line with this development, the Ministry will develop a Gaming and Gambling Act by the end of 2003/2004 financial year. This Act will govern betting and gaming operations in the country.

### **Tourism Statistics**

13.71 The second phase of the development of the tourism statistics database system will be undertaken. At the completion of this phase of the project, Botswana will have a tourism statistics database system that will enable development planners to accurately determine the contribution of tourism to economic development.

### **Tourism Policy Review**

13.72 A review of the tourism policy will be undertaken. This review will bring the tourism policy in line with the changes that have taken place globally, thereby providing an environment that is conducive to tourism development. More specifically, the review will ensure that the international tourism requirements outlined in the Global Code of Ethics and sanctioned by the World Tourism Organisation and the United Nations are met.

### **Wildlife Policy for NDP 9**

13.73 The Department of Wildlife and National Parks is responsible for the formulation, co-ordination,



development and implementation of policies and programs for the management of wildlife resources in Botswana. In this regard, the Department has drawn up a strategic plan that covers part of NDP 9 period. This strategic plan sets out a course to tackle the country's complex natural resource challenges by working in partnership with other stakeholders. In order to implement the programs envisaged for NDP 9, the following policies have been developed or revised to facilitate the process.

#### **Wildlife Conservation Policy**

13.74 The Wildlife Conservation Policy of 1986 is being reviewed. This is the overarching policy document pertaining to the conservation and sustainable utilization of wildlife in the country. The revision of the wildlife conservation policy was prompted by the fact that analysis of the national policies and regulations, international agreements and current management and development activities indicate that the scope and complexity of wildlife conservation in Botswana has developed beyond the Wildlife Conservation Policy of 1986.

#### **Predator Conservation Strategy**

13.75 A Strategic Management Plan for Predators in Botswana is being developed and will be implemented during NDP 9. The strategy will provide guidance on the management of predators including aspects of information gathering and conflict resolution. Amongst others, the main management objectives of the strategy include the maintenance of minimum variable populations at a realistic carrying capacity using an approach of minimal interference and damage caused by predators.

### **Game Ranching Policy**

13.76 This policy sets out a path for the future development of the game ranching industry in the country. The main thrust of the policy, and the attendant Game Ranching Regulations, are to provide a hands-off approach towards game ranching, which will allow ranchers to make their business decisions with minimal interference from the Ministry. This approach will empower and bestow responsibility and accountability upon the individuals and community organisations engaged in game ranching operations. Nevertheless, the policy will safeguard the conservation of wildlife and that of endangered, protected and threatened species.

#### **Conservation and Management Strategy for Rhinos**

13.77 A national strategy for rhino conservation presents policy and principles for the future management, recovery and further re-introduction of both black and white rhinos.

#### **Elephant Management Plan Review**

13.78 The Elephant Management Plan of 1991, which to date has never been fully implemented, is being reviewed so that it will be ready for implementation during NDP 9. The slow implementation of the 1991 Plan was due to international pressures surrounding the contentious issues of culling/cropping and the related sale of ivory. There were also fears of potential negative repercussions if the implementation of this Plan went forward without international support. Some international NGOs were actually threatening to boycott some of Botswana's major revenue earning exports. As there was a blanket ban on

the sale of ivory and related products, the expenses to be incurred by venturing into any culling operation without the possibility of recouping anything from sales, was also deemed to be prohibitive.

13.79 The new Plan aims to provide guidance on the management of elephants in the country including aspects of information gathering, establishing the size of an ideal herd, keeping in mind the capacity of their range in order to protect both the environment and the elephants and aspects of conflict resolution. The new Plan will also help to manage and administer the elephant population better, in order to promote both conservation and sustainable utilisation of the resource.

### **Exotic Species Policy**

13.80 The policy endeavours to rationalise the existence of exotic species and institute measures that will minimise their interaction with free ranging indigenous wild populations. It also provides a framework for regulating future introductions and the management of exotic species.

### **Management Plans**

13.81 Management plans for the different protected areas are also being reviewed and are at various stages of completion.

#### ***i. Central Kalahari Game Reserve/Kutse Game Reserve:***

The CKGR/KGR final draft Management Plan is currently being finalised. This Plan addresses the relocation of the Basarwa settlements from the two reserves to areas outside. This issue has attracted

considerable international attention, hence the need for Government to scrutinize the development of these management plans to avoid attracting any negative publicity which could hamper their effective implementation

#### ***ii Makgadikgadi Pans National Park:***

Consultative meetings have been held with communities neighbouring Makgadikgadi/Nxai Pan National Park on the proposed game proof fence around the protected area. The Environmental Appraisal report and Management Plan for the construction of the fence around the protected area has been submitted by the consultant and is under consideration.

### **DISCUSSION OF THE COMPREHENSIVE STRATEGIC PLAN**

13.82 Botswana generally value and understand conservation and protection of their natural resources and, as such, their involvement at various levels is to continue to enhance their appreciation of the natural resources. It is for this reason that stakeholders were closely involved in the formulation of the strategic plan. Its goals thus capture and reflect the wishes and aspirations of the majority of wildlife stakeholders who took part in its drafting.

13.83 The strategic plan presents the vision of the Ministry that will guide the Department during NDP 9. It focuses on a limited number of priority goals and objectives deemed critical to ensure that no species of wild fauna and flora become subject to unsustainable utilisation and possible extinction. This strategic plan will

enable the Department to realise its objectives by the year 2006.

13.84 Negotiations are ongoing on the establishment of another Transfrontier Conservation Area (TCFA) at the confluence of the Limpopo and Shashe rivers. TFCAs play an important role in the survival of wildlife populations that are contiguous across international borders. They are also focal points for private sector investment and generate economic benefits in remote areas. This formal cooperation with other countries also brings significant exchange of experiences and promotes regional understanding and tolerance. It will also help in regional packaging as one of the main vehicles for

attracting tourists to Botswana and the region.

13.85 The long-term survival of wildlife resources depends on ensuring prudent land use planning that will enable movement to seasonal ranges and provision of artificial watering points where access to natural water sources has been severed. Occurrence of free-ranging wildlife outside protected areas will depend on how well people/wildlife conflicts can be resolved through changing people's attitudes towards wildlife. To that end, the projects and programmes that target poverty alleviation and enhance the value of wildlife to communities, as espoused in Vision 2016, will be actively promoted and implemented.