COLLABORATION AND RESILIENCE

KEY RESPONSES TO THE COVID PANDEMIC AND LESSONS FROM COMMUNITY CONSERVATION IN KENYA AND NAMIBIA.







This case study is based on document review and key informant interviews carried out between June and September 2021. It describes the emergency relief efforts in Kenya's community conservancies and Namibian communal conservancies in response to the COVID-19 pandemic. It documents how different parties came together to support critical community conservation initiatives during this unprecedented crisis and the resultant loss of tourism revenue on a broad scale. Both Kenya and Namibia have been successful in mobilizing emergency relief funding to keep community conservancies intact during the pandemic to date and designing recovery strategies for constellations of conservancies and nature-based tourism businesses.

In both countries, relief efforts focused on providing emergency funds to conservancies for game guards and staff salaries. Recovery support has funded businesses and provided support to establish more resilient conservation and tourism models. These efforts were successful because of strong leadership shown by key individuals within the government departments, NGOs and development partners, with a unifying vision of protecting community-based conservancies and an ability to foster productive collaborations and partnerships amongst diverse constituencies. Built over the past 30 years, the two countries have established strong alliances between government, NGOs and private sector players and created enabling environments to support community conservation and natural resource management efforts. Their existing policy, legal and institutional frameworks provided stability in this time of crisis.

Although the two countries have very different political economies, approaches and trajectories, together they provide significant lessons on how to establish, sustain and make community-based conservation and natural resource management successful and resilient during difficult times. Moving forward, community conservation efforts need to diversify their revenue streams and establish reserve funds to cushion them against any future shocks such as those brought about by the COVID-19 pandemic.



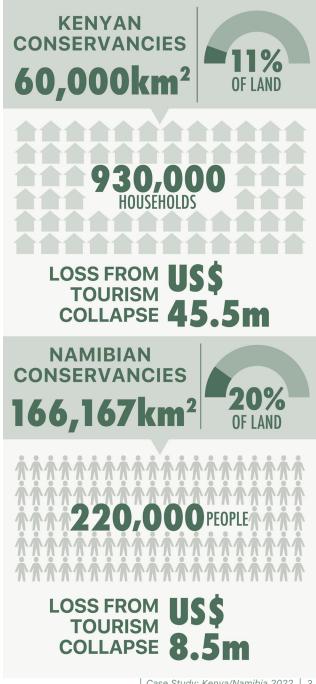
1.COVID-19

A CRITICAL THREAT TO CONSERVATION & TOURISM

national economies. The onset of COVID-19 and the rapid collapse of international tourism threatened

According to Cockerill and Hagerman 2020, the Kenyan conservancies cover 60,000km², (about 11% of the country's total land area) and directly impact approximately 930,000 households; 100,000 people in the Maasai Mara's core conservancies, alone (KWCA, 2021). The losses from the tourism collapse were estimated at KES5 billion (US\$45.5m) of Kenya's conservancies' spending to ongoing operations, community projects and capital investments largely funded from tourism and conservation donations. The Namibian conservancies cover 166,167km² (about 20% of the country's total land area) providing livelihoods for about 220,000 people. As a result of the COVID-19 pandemic, 80-90% of Namibian conservancies lost revenue, amounting to about US\$ 4.1million per year in addition to US\$4.4million (N\$65 million) in the salaries of tourism staff living and working in these conservancies (Amon and Litibezi, 2021).

These large-scale losses awakened all Kenyan and Namibian actors in the tourism, conservation, governmental and private sectors, including those communities who had worked to establish and support community-based conservation initiatives for decades by, formulating short-, medium- and longer-term strategies to sustain these efforts.





2.COLLABORATIVE **RESPONSES TO THE CRISIS**

quickly came together to establish collective strategies to address the pandemic's impacts on tourism and community-based conservation initiatives.

On 5 May 2020, the Namibian Ministry of Environment, Forestry and Tourism (MEFT) launched the Conservation Relief, Recovery and Resilience Facility (COVID-19 Facility), which convened the country's public and private sector stakeholders, alongside international organizations in a coordinated response to the crisis. The facility aimed to provide financial relief to communal conservancies, joint venture tourism lodges and community-owned campsites affected by the pandemic. The Ministry formed a task team comprising communal conservancy associations, conservation NGOs and private sector operators to ensure effective coordination in resource mobilization and disbursement of grants and loans to respective beneficiaries.

The Namibian Association of CBNRM Support Organisations (NACSO), World Wildlife Fund (WWF) and Community Conservation Fund of Namibia (CCFN) were at the forefront of helping mobilise and deliver relief efforts to both communal conservancies and joint venture businesses. The Environmental Investment Fund of Namibia, United Nations Development Programme (UNDP), Namibia Nature Foundation (NNF), B2Gold, Integrated Rural Development and Nature Conservation (IRDNC), Namibia Chamber of Environment (NCE), The Nature Conservancy (TNC), Deutsche Gesellschaft für Internationale Zusammenarbeit (GIZ) GmbH and the KfW Development Bank came together to provide much-needed financial support to the COVID-19 Facility.

In Kenya, the Cabinet Secretary (CS) for the Ministry of Tourism and Wildlife (MoTW), Hon. Najib Balala played a key role by first initiating dialogues with stakeholders in the conservation and tourism sectors, and secondly, by overseeing the design and development of the government stimulus package targeting conservancies and tourism businesses. On 9th May 2020, the CS hosted a webinar titled "COVID-19: Sustainability and Remodeling of Wildlife" attended by more than 700 online participants. He emphasized the role of collaboration among diverse groups in search of a more resilient future for tourism and conservation and asserted that:

Public-Private partnerships are key in boosting wildlife tourism and conservation. We need to have unity of purpose between NGOs, communities, conservancies and the private sector to carve a new way forward post this pandemic.

In Kenya, the key players included the Kenya Wildlife Conservancies Association (KWCA), which secured the overall government support for all community conservancies in Kenya and the Maasai Mara Wildlife Conservancies Association (MMWCA) who teamed up with Maliasili to mobilise resources for all conservancies in the Greater Maasai Mara ecosystem. Further north, the Northern Rangelands



Trust, USAID, TNC, BAND Foundation and GIZ also supported the efforts of both the Government of Kenya and the conservancies, but this case study focuses exclusively on the MMWCA experience as an example of the pandemic response effort.

In both countries, relief efforts took place in three stages. First, relief efforts focused on emergency funds to keep the conservancies intact and operational by securing the salaries of game guards and conservancy staff. Second, relief efforts targeted business recovery from the COVID-19 pandemic shocks. Whereas, in Namibia, relief efforts focused on supporting conservancy joint venture lodges and community-owned campsites, in Kenya relief efforts targeted tourism facilities, infrastructure and the payment of land leases. In the third stage, efforts focussed on developing much more sustainable and resilient conservation and tourism models to withstand future shocks and uncertainties.

In Kenya, immediately after the pandemic was declared, MMWCA formed a Mara Crisis Committee (MCC) to help respond to the situation and began collectingbasicoperational data from conservancies to determine their priorities and needs. This helped make clear what losses were incurred and what operational costs needed support. Identifying

and prioritizing conservancy needs in Namibia was made easier because these the conservancies had generally maintained strong financial records and this enabled the COVID-19 Facility to provide at least 80% of the operational costs for all communal conservancies in the country.

In Namibia, the COVID-19 facility offered financial support to conservancies, joint venture lodges and community owned campsites, small and medium enterprises (SMEs) and other enterprises, craft centres and harvesters of natural products as shown in Table 1.

As the Manager of Namibia's ≠Khoadi-//Hôas Conservancy, Lorna Dax, explained in an interview on 9 August 2021:

As a conservancy we are lucky our salaries were not cut. We have 18 people that are employed by the conservancy on a fulltime basis. However, the lodges and campsites had to close their doors and salaries were cut to 25% immediately after the tourism activities ceased. It is only now that tourists have started to visit again, the salaries have gone up to 55%.

TABLE 1: TOTAL DISBURSEMENTS TO TOURISM BUSINESS ENTERPRISES, SMES AND COMMUNAL
CONSERVANCIES IN NAMIBIA BETWEEN MAY 2020 AND APRIL 2021

TYPE OF ENTITY	TOTAL NUMBER OF ENTITIES	EST. TOTAL NUMBER OF PEOPLE SUPPORTED	TOTAL DISBURSEMENTS TO DATE (US\$)
CONSERVANCIES	86	1,641	1,519,883
TOURISM JOINT VENTURE LODGES AND COMMUNITY OWNED CAMPSITES	35	911	849,467
SMES AND OTHER ENTERPRISES	5	53	23,656
CRAFT CENTERS	2	440	32,325
HARVESTERS (COMMIPHORA RESIN HARVESTERS – KUNENE REGION)	1	600	32,378
TOTAL	129	3,645	2,457,590

Source: Ministry of Environment, Forestry and Tourism (2021).



key relief efforts included the Kenya, government's stimulus programme which provided a total of US\$9.1m in support of 160 community conservancies and another US\$9.1m to pay the salaries of 5,500 newly recruited community scouts under the Kenya Wildlife Service (KWS). In addition, the government offered US\$18.2m in soft loans to tourism operators to carry out renovation of their facilities and restructuring of their businesses. The government also reduced the value added tax (VAT) from 16% to 14% and adjusted other policies to help ensure businesses can return to normal after the impacts of COVID-19 pandemic have receded.

Apart from lobbying government to initiate some of the actions it has undertaken so far, wildlife conservancy associations in Kenya also implemented their own crisis response measures to address challenges at the local level. Led by KWCA, the associations undertook rapid assessment by articulating their concerns and priority conservancy needs and presenting them to interested stakeholders through a number of webinars and virtual meetings. As previously mentioned, MMWCA and others, also led their own initiatives to raise funds to support their associations and individual members. iv

2.1 RELIEF EFFORTS IN GREATER MAASAI MARA CONSERVANCIES

In Maasai Mara and with the support of their MCC, MMWCA established four pillars of response. The first pillar was the Mara Conservancies Emergency Support Fund to finance conservancies' operations. The Committee also helped to secure an initial US\$1.2m to cover the first year of operational needs when it became clear that the impacts would extend beyond a year. An oversight Committee for this Fund reviewed budget requests and financial reporting from each conservancy, factoring in the Kenyan government's support for ranger salaries and made disbursements quarterly to cover basic operational costs – all focused on keeping rangers employed and conservancies operational. The Crisis Committee is now seeking an additional US\$800,000 to meet conservancy needs through the first half of 2022 as tourism continues to recover (Mara Crisis Committee, 2020).

The second pillar was the establishment of a loan fund, which provided loans to conservancies to finance the land leases due to landowners. This was essential for four large conservancies, which form a critical portion of the ecosystem immediately adjacent to the Maasai Mara National Reserve and have for a long time had monthly lease payment agreements between the tourism operators and local landowners. Of 167 conservancies in Kenya, 16 are located within the Greater Maasai Mara ecosystem covering an area of over 1,400km2 and 15,000 lease-holding landowners. As a result of the dramatic decline of international tourist arrivals, these landowners accepted a 50% reduction on their lease payments from July 2020 through June 2021, after which the lease payments were scheduled to

ALL FINANCIAL SUPPORT TO THE **CONSERVANCIES WAS** TIED TO COMMITMENTS AROUND GOVERNANCE AND MANAGEMENT IMPROVEMENT, AS WELL AS ONGOING COMMUNICATION, TRANSPARENCY, AND COLLABORATION.



return to their full value. The Mara Crisis Committee partnered with Conservation International Ventures to provide US\$ 810,000 in loans, enabling conservancies to continue to pay lease payments to landowners for the first year of the pandemic. These loans were made to the conservancy entities, rather than directly to individual tourism operators, to reduce transaction and underwriting costs. Each conservancy then restructured payments with their respective tourism partners. Loan repayments are tied to tourism recovery, initiating once average occupancy levels return to pre-pandemic levels.

The third pillar is the Northern Mara Conservancies Emergency Livelihood Support. Unlike the four core conservancies in the Mara ecosystem, three conservancies did not have existing lease agreements with tour operators who only use their land on an ad-hoc basis. The collapse of tourism activities and associated businesses meant that even these previously unpredictable earnings fell away and put these conservancy lands at high risk of sales, fragmentation and conversion to agriculture. The MCC estimated US\$ 600,000 was needed for livelihoods support to the landowners and operational costs of these three conservancies until formal lease agreements and formal tourism partnerships could be established. This crisis has spurred these three conservancies, Lemek, OI Chorro and Enonkishu, to formalize a governance structure and long-term lease agreements with landowners. Contractual agreements with tourism partners to secure steady income from tourism are under development.

The fourth pillar is the Conservancy Governance and Operational Strengthening initiative. During the implementation of relief efforts, it was discovered that some of the conservancies were still struggling with overall governance and financial management issues. The MCC recommended that a governance improvement initiative, requiring about US\$200,000, be undertaken. The aim of this initiative is to ensure conservancies improve their governance, administrative and financial practice to

increase transparency, inclusivity and diversity in the governance and administrative structures that form the foundation for sustainability in all conservancies.

With the prolonged impacts of the pandemic and slow tourism recovery, the Mara Crisis Committee has continued to strategize efforts to keep the Mara conservancies intact and to allow them to build back stronger and with greater resilience as tourism recovers. While the tourism high season in 2021 showed steps towards recovery, these peak months did not generate sufficient revenue to sustain lease payments through the year, as is typical. The Crisis Committee has continued to work with the conservancies to restructure leases to sustainable levels for the first half of 2022, until the next tourism high season brings in revenue. Additionally, MMWCA has worked with GIZ to structure a one-time grant payment to the core conservancies to offset the below-expected revenue in 2021. This grant of €1.1M allowed lease payments to return to 100% for July- December 2021 in the four core conservancies; blending this grant funding with the loans (see above), as well as tourism revenue, enabled full lease payments to the landowners to resume.

The success of the COVID relief effort in the Mara required connectivity between each of these strategies, with MMWCA as the coordinating body. The Crisis Committee, a committed group of individuals, including representatives such as the BAND Foundation, tourism partners and NGOs, all committed to sustaining conservancies, drove the design and integration of these strategies. All financial support to the conservancies was tied to commitments around governance and management improvement, as well as ongoing communication, transparency, and collaboration.



3. KEY INSIGHTS FROM COVID-19 RELIEF EFFORTS

In both Namibia and Kenya, effective collaboration, understanding and trust among key public, civil society and private sector stakeholders were essential to successful relief efforts, and were made possible through six key enabling factors:

COMMUNITIES' COMMITMENT TO CONSERVATION.

Even before the governments, development partners and NGOs came to the support of conservancies and tourism operators, communities were conducting patrols and initiating approaches to maintain and manage their natural resources immediately after the COVID-19 pandemic hit.

LEADERSHIP.

In each country some individuals and organizations immediately took charge of the coordination efforts to assist in effective, efficient and transparent communication to ensure each party in the crisis fully understood the magnitude of the problem, potential solutions and how to bring tangible efforts and different aspects of support together. In Namibia, the MEFT established the Facility, supported by CCFN and WWF, among other key actors. In Kenya, the Ministry of Tourism and Wildlife (MTW) and KWCA together played a central role in mobilising resources for the relief efforts. Also, in Kenya's Maasai Mara, the MMWCA oversaw coordination and implementation of relief efforts. There Maliasili acted as a third party (i.e. being neither one of the beneficiaries nor affected groups) and provided much-needed technical support to communication and fundraising efforts.

SHARED PROBLEM, SHARED VISION.

In both countries, all actors understood that the COVID-19 pandemic was a shared problem needing a shared vision and requiring joint and collaborative actions. As a result, all parties — the government, the private sector and the conservation NGOs – united to address COVID-19 impacts on both community conservation and tourism. All active stakeholders understood and accepted that the fundamental goal of protecting conservancies from a total collapse provided the bedrock for a unifying vision.

EFFECTIVE COMMUNICATION.

Crisis committees were able to communicate precise and timely key messages and requests to partners and donors to always ensure that potential supporters had a good understanding of the crisis and its impacts as a basis for negotiating



Communities' commitment to conservation



Leadership



Shared problem, shared vision



Effective communication



Strategic approaches



Crisis management



relief efforts. In support of this approach, the MCC drafted the following statement:

The tourism partners and the landowners of the Mara conservancies are working together to ensure a long-lasting, sustainable future that benefits all stakeholders. We are all working to sustain the conservancy model through this crisis. (Mara Crisis Committee, unpublished

The critical underlying message throughout the crisis was "WE ARE IN THIS TOGETHER". Establishing this unifying message among the partners meant that all were working towards the higher common goal of surviving the pandemic, paving the way for the tourism sector to recover and return to normality.

STRATEGIC APPROACHES.

The committees also established a strategic approach to donors - getting to the least complicated donors with the fewest administrative procedures to ensure the funds could be released quickly and with the least bureaucracy to address the problems at hand.

As Maliasili's Chief Operations Officer, Elizabeth Singleton, explained in an interview on 28 July 2021:

We had a committee of dedicated individuals who were going above and beyond in terms of their time to make it work. We were strategic about donor money – we focused on those who were less bureaucratic, moving to source private money quickly and leveraging that into slower moving bilateral support.

CRISIS MANAGEMENT.

The crisis committees recognized donors as key allies during and after the crisis and established mechanisms to manage donor money and project costs in the most efficient possible ways.

In both countries, crisis committees were formed to take on the work required and were successful because they comprised people who had a clear vision of what conservation and social challenges they wanted to address and how they were going to tackle them. These task teams played a central role in coordinating and delivering relief services to conservancies, tour operators and landowners. As the CEO of the CCFN, Tapiwa Makiwa, recalled during an interview on 6 July 2021:

We quickly formulated criteria and procedures for relief grants and soft loans to ensure conservancies' basic operational costs and lease payments to landowners were provided.

In each country, the crisis committees were able to: i) clarify the purpose of the relief efforts; ii) convene the right people in the conservation and tourism ecosystem; iii) cultivate trust not only among the committee members, but within their constituencies; iv) effectively coordinate their activities and implement agreed decisions and plans; and v) collaborate effectively to ensure conservancies would stand the best chance of full recovery.

In short, collaboration, trust and the building of strong relationships among key players provided the key to the successes seen to date. Fundraising efforts overseen by the crisis committees worked with partners, NGOs and government to secure support through grants and soft loans to allow The engagement of continued operations. cooperative donors in support of critical actions lessened the impact of COVID-19 on communitybased conservation, and the tourism sector at large in both Kenya and Namibia, at least for the period described in this case study.



4. LESSONS FROM DEEP ROOTED COMMUNITY-BASED CONSERVATION INITIATIVES

Both Namibia and Kenya have long standing and advanced community-based conservation efforts, which have been sustained through collaboration and partnership among communities, their respective governments, the private sector and NGOs. Both community-based conservation and natural resource management programmes are supported by enabling policy, legal and institutional frameworks at the grassroots and national levels. Kenya and Namibia also have vibrant communities of practice among conservation NGOs and private operators that have heavily invested in conservation and the tourism sectors over many years.

While the two countries historically have different political economies in addition to different environmental and social circumstances, which make it difficult to precisely compare them in terms of their response to the pandemic, lessons learned from each of these countries provide significant insights. Their separate but successful experiences have demonstrated how to establish, sustain and make community-based conservation and natural resource management efforts successful and resilient, while maintaining tangible benefits to those communities that established and manage them.

Another element that this study unveiled was the comparative level of readiness and bureaucracy between the two countries. Namibia, having built these partnerships and collaborations over a longer time, has more established relationships amongst government agencies, conservation organisations and their extensive communal conservancies. Whereas in Kenya, relationships are newer (the conservancies movement began around 2000) and still growing, and this led to the conservancies experiencing some delays and bureaucracy in accessing government support when the system came under pressure. This was hampered further by concerns that government wanted to tax struggling businesses more just as they were trying to deal with the pressure of the pandemic's impacts.

COVID-19 responses were hampered by many factors in both Kenya and Namibia. Key challenges identified during interviews include but were not limited to: (i) the unpredictable nature and duration of the pandemic; (ii) lack of established funding facilities prior to the pandemic to support relief, recovery and resilience; (iii) lack of mechanisms to deal with the private sector; and (iv) natural disasters such as floods, which hit parts of the Maasai Mara ecosystem in Kenya and added a further constraint.



5. IMPLICATIONS FOR THE FUTURE

GOING BEYOND RELIEF AND RECOVERY?

Amid the challenges that COVID-19 has brought to community conservancies and the tourism sector, collaboration among likely and unlikely players has catalyzed mechanisms and strategies to survive the pandemic's impacts.

Moving forward it is critical that these collaborations are sustained throughout the current pandemic and, in future, to implement recovery strategies and effective post-pandemic resilience mechanisms. This would require further dialogue in search of mutually agreeable approaches. For example, this could include the need for advance planning through state budgetary allocations to conservancies (taking into consideration that conservancies, like state-owned national parks and game reserves, play a central role in conservation and in supporting national and sub-national economies). In addition, or alternatively, the establishment of well-governed and managed reserve/insurance/emergency funds or other innovative financing mechanisms may attract donors seeking to support resilience through diversification.

What is clear is that diversification of revenue streams for conservancies, landowners and tourism businesses are central for these entities to survive during crises. As MEFT Director of Parks and Wildlife, Mr. Bennett Kahuure explained:

We must now venture into the process of resilience. We are not out of the woods yet, the pandemic is still with us, so we must build for the future in terms of resilience (Amon and Litibezi, 2021).

Indeed, some resilience related initiatives are already in place. As the Coordinator for WWF in

Namibia, Richard Diggle, explained in an interview on 16 June 2021:

The COVID-19 Facility in Namibia was able to quickly transfer money to all conservancies because of the existing structure – the Community Conservation Fund of Namibia - CCFN. This program was established in 2017 and its mandate is to develop long term sustainable finance for the CBNRM program. It does this in two ways. One is to ensure long term services of finance, so we don't have to depend on external donors, and secondly, to ensure there are additional income streams for ecosystem services that can come through the structure.

Going forward, as the Director of the Kenya Wildlife Conservancies Association, Dickson Kaelo, stated in personal communication on 11 August 2021:

We need to develop a new model of conservation that creates a reserve fund during good times to survive lean times, we need to expand conservation coverage beyond parks and reserves and include green spaces in urban areas, agricultural green spaces and strengthen the link between ecosystem health and human health and recognize the interlinkages.



In designing and developing new conservation model(s), conservancies need to establish ways in which they can integrate sustainable indigenous livestock keeping, honey production, payment for ecosystem services, including carbon offsets and nature-based solutions, and the sale of goods and services as diversified ways of expanding revenue streams. These new revenues could then be used to both establish reserve funds and further expand the current tourism model through investments in real estate, rental car businesses, and other tourism related value chains.

6. CONCLUSIONS

The COVID-19 pandemic essentially halted tourism activities in the first quarter of 2020, which in turn disrupted years of gains from community-based conservation and CBNRM programmes in Kenya and Namibia. Yet, like many other challenges, COVID-19 has created opportunities for stakeholders in the conservation and tourism sectors to strengthen their collaboration and partnerships. It has pushed them to innovate and strategize, which helped conservancies to remain intact and subsidized tourism businesses to ensure their survival and recovery from the pandemic. The pandemic too has awakened stakeholders to revisit their conservation models and tourism businesses and start devising new models.

Moving forward, stakeholders in both the conservation and tourism sectors should commit to developing much more inclusive, broad-based and resilient models that generate diverse revenue streams and ensure their survival now and in the wake of any future pandemics or other unforeseen circumstances with the potential to destroy all that has been so painstakingly built to date.





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