

COMMUNITIES AND BIODIVERSITY IN ANGOLA

Analysis of the legal and institutional framework for community-based approaches to conservation and natural resource management



WORLD WILDLIFE FUND US
(WWF US)
1250 24th St, NW
Washington, DC 20037
USA

NATIONAL GEOGRAPHIC SOCIETY
1145 17th Street N.W.
Washington, D.C. 20036
USA

ASSOCIAÇÃO DE CONSERVAÇÃO
DO AMBIENTE E
DESENVOLVIMENTO INTEGRADO RURAL
(ACADIR)
Rua 1º de Maio
Menongue 34
Angola

KISSAMA FOUNDATION
Rua 60, Casa 560
Urbanização Harmonia (Lar do Patriota)
Benfica
Angola

AUTHORS

Judy Oglethorpe, WWF US

Vladimir Russo, Kissama Foundation

José Neto, ACADIR

Adjany Costa, National Geographic Okavango Wilderness Project (NGOWP)

TRANSLATION

Mónica Machado

CITATION

Oglethorpe, J., Russo V., Neto J. and Costa A. 2018. Communities and Biodiversity in Angola: Analysis of the legal and institutional framework for community-based approaches to conservation and natural resource management. WWF US, National Geographic Society, ACADIR and Kissama Foundation.

COVER PHOTO BY: Cory Richards

Many rural communities in Angola depend on natural resources for their livelihoods, including fisheries.

ACKNOWLEDGEMENTS

The team is very grateful to all those who kindly gave their time to talk with us, and provide us with information and valuable insights – they are too many to name in person here, but are listed in Annex 1. We appreciate the openness and willingness to help with this assessment. We thank Pedro Moniz and Gercelina André (Instituto Nacional da Biodiversidade e Areas Protegidas), Göetz Schroth and Vanessa Falkowski (United Nations Development Programme) and Evaristo Waya (Ajuda de Desenvolvimento de Povo para Povo Angola) for their valuable feedback at the November 2018 workshop. Thanks to Vladimir Russo and Adjany Costa for arranging the meetings, and to José Neto, António Chipita and other colleagues in the Associação de Conservação do Ambiente e Desenvolvimento Integrado Rural (ACADIR) for logistical arrangements. We are grateful to Lisa Steel in World Wildlife Fund (WWF), Amy Pokempner in National Geographic Society, and John Hilton and Steve Boyes in Wildlife Bird Trust for their support and encouragement. Lisa Steel, Chris Weaver and Samson Mulonga in WWF and Amy Pokempner in National Geographic Society commented on the draft report. Mónica Machado patiently translated the report into Portuguese. Finally, we would like to express our thanks to National Geographic Society and World Wildlife Fund US for funding this assessment.

CONTENTS

ACKNOWLEDGEMENTS	3
ACRONYMS AND ABBREVIATIONS	5
EXECUTIVE SUMMARY	7
1. INTRODUCTION	
1.1 Context	10
1.2 Objectives	12
1.3 Background on Angola	12
1.4 Background on community-based conservation and natural resource management	19
1.5 Methodology and team	20
2. COMMUNITY-BASED APPROACHES TO CONSERVATION AND NATURAL RESOURCE MANAGEMENT IN ANGOLA	
2.1 Historical situation	20
2.2 Current situation	21
2.3 Existing projects	22
3. POLICY AND LEGAL FRAMEWORK	
3.1 Overview of enabling policies and legislation for CBNRM and CBC approaches	33
3.2 Policy opportunities for community-based approaches	39
3.3 Policy gaps and constraints for community-based approaches	40
4. INSTITUTIONAL FRAMEWORK	
4.1 Overview of institutional frameworks that can support CBNRM and CBC	46
4.2 Institutional opportunities for community-based approaches	50
4.3 Institutional gaps and constraints for community-based approaches	51
5. RECOMMENDATIONS	
5.1 Short-term actions (during the end of 2018 to June 2019)	56
5.2 Longer term recommendations	58
REFERENCES	65
ANNEXES	67

ACRONYMS AND ABBREVIATIONS

ACADIR	Associação de Conservação do Ambiente e Desenvolvimento Integrado Rural
ADPP	Ajuda de Desenvolvimento de Povo para Povo Angola
AFDB	African Development Bank
ARD	Associates in Rural Development
CAMPFIRE	Communal Areas Management Programme for Indigenous Resources
CBC	Community-based conservation
CBNRM	Community-based natural resource management
CBO	Community-based organization
CITES	Convention on International Trade in Endangered Species of Wild Fauna and Flora
COAPA	Cooperativa Agro-Pecuária, Pesca e Apicultura
COSPE	Cooperazione per lo Sviluppo dei Paesi Emergenti
CWCP	Combating Wildlife Crime Project
FAO	Food and Agriculture Organisation
GABHIC	Office for the Management of the Cubango, Cunene and Cuvelai Water Basins
GDP	Gross domestic product
GEF	Global Environment Facility
HDI	Human development index
HWC	Human-wildlife conflict
IDF	Institute for Forestry Development
INBAC	National Institute for Biodiversity and Conservation Areas
INGO	International non-government organization

IPA	Institute for the Development of Artisanal Fisheries and Community Aquaculture
KAZA TFCA	Kavango Zambezi Transfrontier Conservation Area
kWh	Kilowatt hour
LWF	Lutheran World Federation
MINEA	Ministry of Energy and Water
MOU	Memorandum of understanding
NAPA	National Adaptation Programme of Action
NGOWP	National Geographic Okavango Wilderness Project
NGO	Non-government organization
ODF	Open-air defecation free
OKACOM	Permanent Okavango River Basin Water Commission
PPP	Public-private partnership
SADC	Southern African Development Community
UNCCD	United Nations Convention to Combat Desertification
UNDESCA	União para o Desenvolvimento da Sociedade Civil Angolana (Union for the Development of the Angolan Civil Society)
UNDP	United Nations Development Programme
UNICEF	United Nations Children's Fund
VDC	Village development committee
WWF	World Wildlife Fund
ZAMCOM	Zambezi Watercourse Commission

EXECUTIVE SUMMARY

I BACKGROUND I

This assessment aims to review the current practices and future potential for community-based conservation (CBC) and community-based natural resource management (CBNRM) in Angola, identifying opportunities, gaps and constraints in the country's policy and institutional frameworks. It is based on work that took place in Luanda, Luena and Menongue in July 2018, and was undertaken by a team from World Wildlife Fund (WWF), Kissama Foundation, Associação de Conservação do Ambiente e Desenvolvimento Integrado Rural (ACADIR), and the National Geographic Okavango Wilderness Project (NGOWP).

The report starts with general background on Angola, and its socio-economic situation since the end of the post-independence conflict, including significant decline in overall poverty but continued wealth inequality; rapidly growing population; and gender inequality. It reviews the status of the country's remarkable biodiversity, natural resources and conservation area network, followed by an outline of current conservation threats. These include illegal hunting and trade, human-wildlife conflict and degradation of wildlife habitat (e.g. for charcoal and agriculture), increasingly exacerbated by the effects of climate change. A brief background follows on the global development of CBC and CBNRM approaches. In both approaches communities play an active role in managing natural resources and biodiversity. CBNRM is a rights-based approach to local resource management based on a communal (or common) property regime, and for the purpose of this report, the term is specifically used for areas outside conservation areas. In contrast, CBC, which engages local communities as active stakeholders and beneficiaries and promotes socio-economic benefits, is used for communities living inside or adjacent to conservation areas, where there are more restrictions on community activities under national policy. The report then reviews traditional use and control of land and natural resources in Angola which occurs through sobas (traditional leaders); this system has been weakened at various times during Angola's history. In many rural areas today where communities are dependent on natural resources for their livelihoods and wellbeing, community controls are proving inadequate in places where access to outside markets has opened up.

'Modern' CBNRM and CBC are still at a very early stage in Angola, and there is very little specific legislation to support them. Some individual projects are being implemented drawing on regional experience; they range from regional transfrontier approaches to local level projects within Angola. Project implementers include government agencies; United Nations agencies, conservation, development and religious non-government organizations (NGOs) with international funding; and in a few cases, the private sector. There are very few Angola-specific community-based projects where conservation or natural resource management is the main objective, but there are several where environmental issues or natural resource management have been included, and there are many other projects and NGOs that could potentially incorporate CBNRM or CBC.

I POLICY AND LEGISLATIVE FRAMEWORK I

Legislation supporting conservation and natural resource management in Angola is diverse and covers different sectors. Many policies and laws have been passed in the last 16 years since the end of the conflict, so they are relatively recent. Several pieces of legislation offer entry points for community-based natural

resource management, particularly with regards to land rights, land-use planning, forest management (logging), use of forest products (e.g. wild fruits, charcoal and firewood), artisanal fisheries, and water. Legislation on forest, fisheries and water specifically enable management of natural resources by communities through establishment of associations and/or cooperatives. This marks an attempt to move from strict protection of natural resources to a more sustainable management of resources by communities. The Environmental Framework Law of 1998 has a largely protectionist approach (rather than sustainable utilization). The Wildlife and Conservation Areas Law is currently being revised, and it is not clear to what degree it will cover the rights of people living inside or near conservation areas.

Policy opportunities for community-based approaches include: an existing national policy framework for development; many new policies, laws and regulations that create opportunities for CBNRM of several types of natural resources, and non-consumptive forms of tourism; possible opportunity to provide inputs to a few pieces of legislation that are currently being revised (the Wildlife and Conservation Areas Law and the Urban and Land Planning Law); the fact that Angola is signatory to several international and regional conventions, laws and agreements; and opportunities to pilot new approaches under the new legislation and strategies.

Policy gaps and constraints for community-based approaches include: the risk of communities or individuals losing land and natural resources through land-grabbing following new Land Law; the absence of a community rights-based approach with strong community safeguards in much of the legislation; risk of adverse community impacts from commercial logging; limited opportunities for communities in conservation areas and weak provision for community participation in decision-making; unclear conservation area boundaries, and hence status of land where many communities live (can they do CBNRM rather than CBC?); bureaucratic processes and cost of implementation for communities; poor knowledge and understanding in communities of legislation and their rights to land and natural resources; lack of a human-wildlife conflict compensation scheme; and weak law enforcement and low penalties for illegal hunting and trade, resulting in large-scale illegal hunting and reduction of wildlife populations.

I INSTITUTIONAL FRAMEWORK I

Under the new Constitution of 2010 Angola is a presidential republic with a multi-party system and elections every five years. The country has a four-level administrative structure: national level, province, municipality and commune, with significant decentralization of power to the provinces in recent years. The Provincial Stakeholder Engagement and Social Concertation Councils bring together local authorities and civil society. The NGO sector has changed significantly over the last few decades, from humanitarian work during and after the conflict to post-conflict development, with fewer international NGOs. In practice it is challenging for international NGOs to work in Angola. Nearly all the NGOs working specifically in the environment are national or local NGOs; they have also declined in number and level of effort in the last decade or so. National and local religious groups play a very important role in supporting rural development, often reaching very remote areas and communities. Angola has a strong private sector, though many companies have been affected directly or indirectly by the economic downturn in the last decade. There is an important role for the private sector in CBNRM and CBC development in the future.

Institutional opportunities for community-based approaches include: the existence of a new government and national economic strategy with much greater openness than before; high priority to diversify and

revitalize the national economy; decentralization of decision-making, and elected representatives at the level of “autarquias” (which will replace municipalities); greater synergy within and between institutions and sectors; greater openness to work with international NGOs (INGOs) and apply relevant approaches from outside Angola; good civil society capacity in development among national and international NGOs; and opportunities to work with the private sector and with youth.

Institutional gaps and constraints for community-based approaches include: low government capacity for conservation, conservation area management and natural resource management; low NGO capacity in conservation, CBNRM and CBC; language challenge which results in missed opportunities; a certain risk-aversion in government to taking risks and trying out new ideas; the fact that government institutional roles and responsibilities are not always clearly defined and coordination is weak, sometimes resulting in duplication; inaccessibility, remoteness and particularly low capacity in remote areas; absence or ineffectiveness of management plans and management systems in most conservation areas; absence of minimum conditions for tourism; very few long-term projects; lack of information for informed decision-making; low level of trust for building partnerships; low level of community involvement in decision-making processes; low level of internal democratic processes in many communities which is needed for CBNRM and CBC; heavy bureaucracy; challenges to work with foreign companies; and underfunding of the conservation/natural resource sector.

I RECOMMENDATIONS I

SHORT TERM RECOMMENDATIONS: the following high-priority, short-term recommendations are made for urgent actions to strengthen the enabling environment and promote CBNRM and CBC in Angola:

- **Urgently undertake consultation on the draft revision of the Wildlife and Conservation Areas Law** before it is finalized, to help ensure relevant community aspects are covered, penalties for illegal hunting and trade are strengthened, and provisions are included to implement the Convention on International Trade in Endangered Species of Wild Fauna and Flora (CITES)
- **Urgently undertake consultation on the Urban and Land Planning Law revision** to ensure issues relevant to CBNRM are covered
- **Hold a national workshop on CBNRM and CBC and establish an Angolan group for CBNRM/CBC** by June 2019
- **Document lessons from recent CBNRM approaches in Angola; and learn from CBNRM and CBC policy and approaches in other countries** by June 2019
- **Encourage continuation of short tourist visits** to the Angolan part of the KAZA TFCA

LONGER TERM RECOMMENDATIONS:

- **Policy development:** clarifying boundaries of conservation areas where there are inconsistencies; and ensuring that CBNRM and CBC are considered during future drafting of policy and legislation.
- **Institutional aspects:** raising awareness and building capacity for CBNRM and CBC; strengthening law enforcement capacity; promoting community benefits and participation in conservation area management; holding a workshop on CBNRM and CBC; promoting collaboration and partnerships to foster CBNRM and CBC; finding ways to streamline bureaucratic processes;

ensuring conflict sensitivity and cultural sensitivity in CBNRM and CBC approaches; and recognition of achievements in promoting CBNRM and CBC.

- **CBNRM and CBC approach:** piloting promising CBNRM and CBC approaches in the next few years to build a foundation for community-based approaches in Angola (since legislation is largely in place, with a few exceptions); making human-wildlife conflict mitigation an integral part of CBNRM and CBC; strengthening efforts to combat poaching and illegal trade of natural resources; and getting ready for road development which will have major impacts on CBNRM and CBC including many negative ones.
- **CBC and conservation areas:** undertaking surveys to fill knowledge gaps; producing management plans for conservation areas; and identifying potential for tourism development in conservation areas including opportunities for communities.
- **CBNRM:** helping communities claim land rights; developing CBNRM based on forest and/or fishery resources; working with communities practicing CBNRM to use conservation agriculture approaches in their farming; seeking opportunities for communities to benefit from commercial logging, and ensuring that community voices are heard in the planning and operation of concessions.
- **Tourism development:** starting small and building up gradually; identifying tourism attractions; and promoting community involvement.
- **Climate change:** raising awareness about climate change and its impacts; mainstreaming climate adaptation into CBNRM and CBC; and documenting and learning from adaptation experience.
- **Funding:** obtaining full funding for long-term projects; looking at different models for managing conservation areas; applying for a Global Environment Facility (GEF) Small Grants Fund; and considering a system of payments for ecosystem services.

1. INTRODUCTION

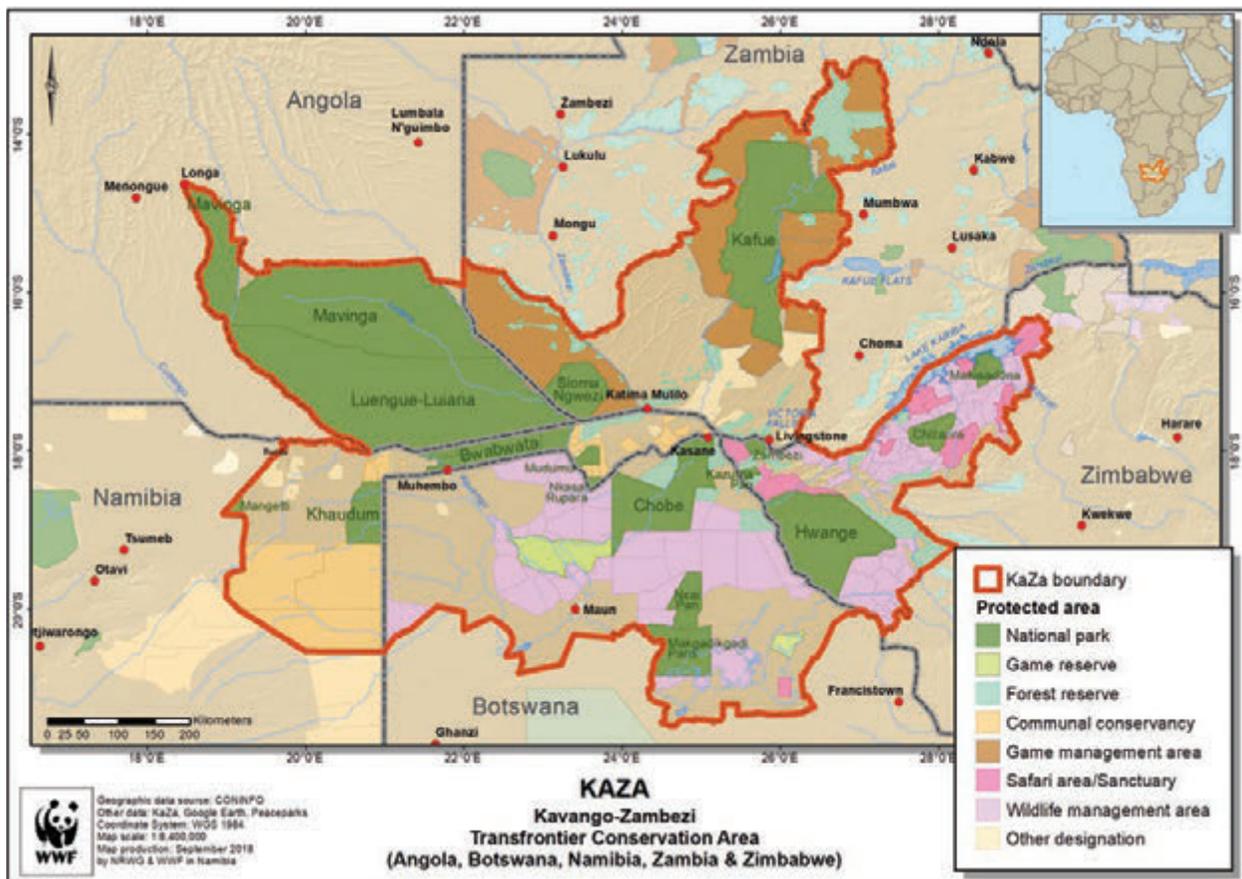
| 1.1 CONTEXT |

Angola presents an exciting opportunity to develop a conservation model that benefits both wildlife and people. The protracted, three-decade civil war left much of the interior of the country undeveloped with vast tracts of suitable wildlife habitat. There is currently a good window of opportunity to support Angola's conservation and development agenda through community-based conservation approaches. The country has begun to act on its conservation opportunities with the development in 2006 of its National Biodiversity Strategy and Action Plan and in the past ten years has invested resources in biodiversity conservation through biodiversity surveys, the creation of new conservation areas, investments in building capacity in existing conservation areas and the development of important legislation to conserve its biodiversity. However, community engagement in conservation initiatives remains underdeveloped

because the conservation sector in Angola has had little exposure to community-based conservation models and the involvement of NGOs in conservation projects is very limited to a handful of organizations.

Angola is strategically placed in southern Africa. The south-east of the country (the main geographical focus for this assessment) hosts the headwaters of the Okavango¹ and Zambezi Rivers, whose basins are shared with several countries in the region. Many of the wildlife populations in the south-east of the country including elephant move between neighboring countries seasonally, and Angola is part of the Kavango Zambezi Transfrontier Conservation Area (KAZA TFCA) (Map 1²), the world’s largest transboundary conservation area. Ethnic groups in the KAZA TFCA span international boundaries, sharing languages and customs. Angola has a great opportunity to learn from past and present community conservation experiences and lessons in the region and beyond, and select the most appropriate approaches for its unique situation and the aspirations of its people.

MAP 1. BOUNDARIES OF KAVANGO ZAMBEZI TRANSFRONTIER CONSERVATION AREA



1 The Cubango River rises in Angola and flows south through Namibia to Botswana. In Namibia it is called the Kavango River, and in Botswana it is the Okavango. All these names are used in this report.

2 Note that there is uncertainty over the boundaries of Luengue-Luiana and Mavinga National Parks; see section 3.3.2

| 1.2 OBJECTIVES |

This assessment aims to review the current practices and future potential for community-based conservation and community-based natural resource management in Angola, identifying opportunities, gaps and constraints in the country's policy and institutional frameworks.

Specific objectives are:

1. Review and assess existing laws, regulations and practices pertaining to community-based approaches to conservation, natural resource management, and rural development in Angola.
2. Identify key government and civil society institutions, planning and strategic frameworks, etc. and their respective roles in supporting and regulating community access, use and management of natural resources.
3. Identify key champions (persons of influence) in government institutions etc. that can assist in unlocking opportunities for community conservation through policy reform.
4. Recommend potential changes to existing legal and institutional arrangements to allow communities to better engage in and benefit from sustainable natural resource management
5. Recommend strategic entry points of identified agencies and institutions to influence Angola's community conservation policy framework and practices.
6. Identify other potential opportunities to develop and implement community-based conservation approaches in Angola.

| 1.3 BACKGROUND ON ANGOLA |

| 1.3.1 GENERAL

Angola is a vast country in Southern Africa covering 1,246,700 km², with a long Atlantic Ocean coastline and central plateau, bordering Namibia, Zambia, Republic of Congo and the Democratic Republic of the Congo (Map 2). It gained independence in 1975. Immediately after independence a protracted civil war started which ran until 2002, when peace and stability returned, with largescale resettlement of displaced people. The country is now a democracy with 18 provinces whose local governments play an important part in political decision-making. The rapidly growing population of about 29 million inhabitants is increasingly concentrated along the coast, especially in Luanda (about 8 million people), with 53% of the population living in five provinces, namely Luanda, Huíla, Benguela, Huambo and Cuanza-Sul (Instituto Nacional de Estatística, 2018).

The Angolan economy is strongly dependent on oil, which accounts for more than 95% of export revenue, 46% of government revenue, and 30% of gross domestic product (GDP). A post-conflict economic boom was affected by the global recession in the late 2000s, and economic growth continues to be stalled by low global oil prices: government revenues declined by 51% between 2014 and 2017 because of decline in oil prices, resulting in a budget deficit and significant reduction in government spending (African Development Bank (AFDB), 2018). Subsistence agriculture provides

the main livelihood for most of the people, particularly in rural areas, though this is not enough to feed the nation and about half of Angola's food is imported. The national government is currently interested in diversifying the economy with potential growth sectors including food production, fishery and agro-industry, mining, tourism and transport. New infrastructure projects are planned including hydropower, a new port and road rehabilitation (AFBD, 2018). There are also moves to tackle corruption which is deeply entrenched: Angola ranked 164th out of 176 countries globally on Transparency International's ranking of perceived levels of public sector corruption in 2016 (Transparency International, 2017).

MAP 2. ANGOLA AND ITS PROVINCES



Source: Instituto Nacional de Estatística, 2014

1.3.2 SOCIO-ECONOMIC SITUATION

Angola's national human development index (HDI) has increased significantly over the last 20 years. In 2017 the per capita gross national income was US\$5,790, and life expectancy at birth was 61.8 years. The country scored 0.581 in the HDI, ranking 147 out of 189 countries and putting it in the medium human development category. However, these figures mask a large inequality; the HDI falls by 32.4 percent when adjusted for inequality (United Nations Development Programme (UNDP), 2018). Poverty is still a major challenge; the World Bank (2018) estimates that poverty incidence was around 30% during 2015–17, and it was especially high in rural areas (three times the level in urban areas). In many of the rural areas where there is highest potential for CBNRM and community-based conservation people tend to be poor and often have relatively difficult access to social services and markets. There is often strong dependence on natural resources including wood and wildlife products, and natural resources often provide a safety net during times when agriculture crops fail or are damaged by wildlife (UNDP, 2017).

Angola has a very young population; 51% of the population is under the age of 15. The population is growing rapidly, and is projected to more than double its 2017 level by 2050, and increase by more than five times its 2017 level by 2100 (medium estimates; United Nations, 2017). From the 2015-16 Multiple Indicator and Health Survey (Instituto Nacional de Estatística et al., 2017) women have an average of 6.2 children; the fertility rate is higher in rural areas, and in poorer households. There is a high unmet need for family planning, particularly in rural areas. If the additional people born in rural areas in the future remain there and pursue similar means of livelihood, there will be much greater pressure for land and resources and very significant environmental impacts; this could have major implications for CBNRM and CBC efforts.³

Women play an important role in the management of certain natural resources in Angola, and are important stakeholders for future CBNRM and community conservation. In terms of women's empowerment there are fairly large differences between women's and men's development. In the same survey, 22% of women age 15-49 had no education compared with 8% of men; and 63% of men had secondary or higher education compared with 43% of women. Employment rates were higher among men than women. Gender-based violence is common.

1.3.3 BIODIVERSITY, CONSERVATION AND NATURAL RESOURCES

Angola has one of the highest ecosystem diversities of all countries in Africa, due to its inter-tropical geographical location, climatic and altitudinal variation, and the range of biomes. Humid tropical forest occurs in the north and desert in the south, while much of the rest of the country is covered by dry forest. Of the estimated 5,000+ plant species that are believed to exist in the country (not counting the vast botanic wealth of Cabinda Province), 1,260 are endemic. The diversity of mammals

³ CBNRM and CBC are defined later in this section. In this report, CBNRM is specifically used for communities living in areas outside conservation areas where there are more opportunities for community-based management, and CBC for communities living inside or adjacent to conservation areas, where there are more restrictions on community activities under national policy.

is also one of the richest on the continent with 275 recorded species, including the famous giant sable antelope (*Hippotragus niger variani*); both African savanna and forest elephants (*Loxodonta africana africana* and *Loxodonta africana cyclotis*); the western gorilla (*Gorilla gorilla*); chimpanzee (*Pan troglodytes*); and African manatee (*Trichechus senegalensis*). There are also various species of marine turtles. Avifauna is diverse with 92% of Southern Africa bird species occurring in Angola (UNDP, 2017). However, uncontrolled bush-burning, poaching and wildlife trafficking, and illegal logging have adversely affected many important ecosystems in Angola. Animal species such as the cheetah, brown hyena, African wild dog, mountain and plain zebras, giraffe and oryx are listed as vulnerable in parts of Angola, while black rhinoceros may be extinct in the country, as indicated in the Red List for Angola (Ministério do Ambiente, 2018a). Various other species are also facing extinction due to pressure from anthropogenic activities – in fact, 50 of the 275 mammal species that occur in Angola are listed as being at risk.

There is little updated information on the poaching and illegal trade of terrestrial biodiversity in Angola. However, a preliminary biodiversity survey undertaken in 2015 of eight National Parks in Angola (Ron, 2015) reveals that in Cabinda alone, extensive poaching, both subsistence and commercial, occurs throughout the Maiombe forest with devastating impact. The main species hunted for both subsistence and commercial bushmeat are duikers, bushpig, porcupine, buffalo, wild cats, genets, civet, guenon, pangolin, cane-rat, game birds, green pigeon, snakes and freshwater fish. Poaching of mammals with traps and snares is unselective. Many of these species, including the two great apes, are also smuggled as pets or bushmeat across borders. Infant chimpanzees and gorillas, guenons and especially African grey parrots, are captured for the commercial pet trade, involving cross-border illegal networks. Their capture normally also involves the killing of non-target species. This pattern is repeated throughout Angola.

Angola's conservation areas⁴ are shown in Map 3. Due to the long civil war, the colonial-era network of conservation areas and its physical infrastructure was severely damaged through the direct impacts of war, extensive hunting, and in many cases agricultural encroachment (UNDP, 2017). Since independence the national conservation area network has been expanded, but it faces challenges including weak administration and is characterized today by degraded infrastructure and low capacity. The core causes of the poaching and illegal wildlife trade are related to poverty and the consequences of the long armed conflicts and post-conflict impacts, including: unemployment and lack of alternative livelihoods; ex-combatants with no other skills; loss of respect for old traditions; high demand and relatively good income in bushmeat and wildlife trade; and existence of cross-border illegal wildlife trade networks. While many weapons from the conflict have been handed in to the authorities, weapons are sometimes 'loaned' to poachers by people in authority with access to weapons.

There are communities living inside most of Angola's conservation areas. National parks such as Quiçama, Cameia and Mupa each have thousands of people inside, while others such as Cangandala and Iona have smaller numbers. There are about 12,000 people living inside Mavinga and Luengue-Luiana National Parks; many people moved into these areas during the civil war. These two parks were declared in 2011 without a full understanding of the local conditions or proper consultation with the resident communities. Communities living inside conservation areas are increasing due to natural population growth; and as road access is improved, others often move in.

⁴ The term 'conservation area' is used in this report rather than 'protected area', since it is in common use in Angola. It denotes a geographically delimited area that has been classified and regulated to achieve specific conservation. Types of conservation area in Angola include national park, special reserve, partial reserve, integral nature reserve and regional natural park (Ministério do Ambiente, 2018b).

Government efforts to better manage the conservation area estate over the past decade have resulted in increased awareness among stakeholders about the importance of conserving biodiversity and in investment in the infrastructure of some key conservation areas. However, poaching and wildlife crime relating to iconic species continues. In the zones adjacent to conservation areas, and where communities live within the boundaries of conservation areas (including Iona, Quiçama, Luengue-Luiana, Maiombe and Mavinga National Parks), human-wildlife conflict is also a serious concern. Elephants in particular cause damage to crops and homes, and can injure or even kill community members, provoking a negative attitude towards the parks and the authorities and resulting in retaliatory killing of animals (UNDP, 2017).

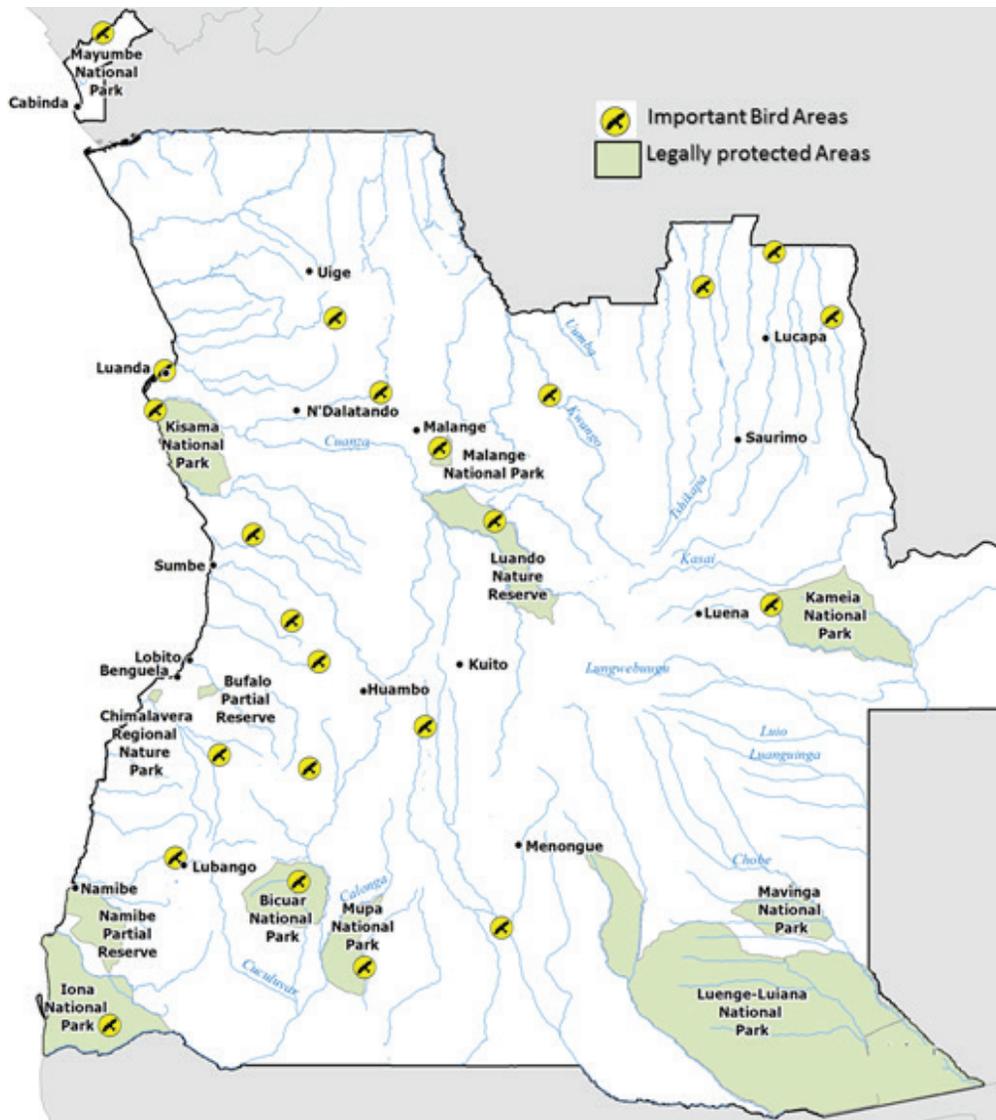
The greatest direct threats to Angolan biodiversity (excluding climate change) are:

- **Poaching** (including bushmeat for subsistence and commercial use, live animal trade, and killing and trafficking of high value species like elephants and pangolin to meet international demand in wildlife products)
- **Human-wildlife conflict** (HWC) (e.g. killing of people by elephant, crocodile, lion, and hippo; crop damage by elephant and hippo; damage of food stores by elephant; and killing of livestock by crocodile, lion, hyena and leopard)
- **Degradation of wildlife habitat** (caused by unsustainable logging and charcoal making, deliberate and wild fires, expansion of human settlements, expansion of agriculture that is based mostly on the unsustainable practice of slash and burn, unsustainable mining. Improved access to areas of high biodiversity through upgrading of roads is likely to exacerbate these problems in the future.)

Threats that are more localized but may be significant in specific ecosystems include:

- **Unsustainable fishing practices**
- **Over-grazing by livestock**
- **Invasive species**

MAP 3. ANGOLA'S CONSERVATION AREAS AND IMPORTANT BIRD AREAS



Source: World Database Protected Areas, Birdlife International and regulatory documents



© National Geographic Okavango Wilderness Project

Logging truck in Cuando Cubango. Law enforcement challenges in this vast region are resulting in illegal logging, which affects natural systems and depletes the resource base for communities and future economic development.

| 1.3.4 CLIMATE CHANGE

During the meetings for this assessment several people reported existing impacts of climate change, mainly due to changes in precipitation patterns. Observed impacts include: effects on water supplies for people and wildlife; increased human-wildlife conflict as animals move to settled areas for water; decline in water quality for people; and impacts on rain-fed agriculture, including crop failure if the rains stop unexpectedly. Soil erosion is increasing due to heavier rain storms, which are also causing gulleys in roads. Increased sedimentation is occurring in streams and rivers, and some rivers are changing course. Fires are worse than in previous times. Stream flows are more extreme, both low flows and floods. For example, floods have worsened on the Cuando River, and there are no flood early warning systems; people had to move out temporarily from the Cuando recently. People are reporting changes in the supply of traditional foods such as roots, leaves and fruits (António Chipita, ACADIR and Sabino Casino, World Lutheran Federation, pers. comm.).

Angola's National Adaptation Programme of Action (NAPA) (Ministry of Environment 2011) states that climate change in Angola is expected to result in changes in the intensity and frequency of rainfall, changes in regional and temporal distribution of rains and seasons, variations in temperature and relative air humidity, temperature increase in some regions or decrease in others, prolonged droughts, intense floods, increase or decrease in the frequency and intensity of the winds, disruptions in marine currents and tidal activity, and overall erratic climate variability.

Miombo woodland is projected to be highly vulnerable to climate change, especially in light of its swiftly growing human population, and projected decline in rainfall. Even a 2-degree Centigrade global temperature rise will cause severe harm to wildlife in miombo, and the ecosystem as a whole will likely be severely affected. Many species are projected to be at risk of local extinction by the 2080s, and wildlife connectivity routes between limited refugia will be fundamental for future conservation (Warren et al. 2018). For example, the savanna elephant's greatest climate vulnerability is its need for large amounts of fresh water. To ensure elephant conservation under changing conditions, securing fresh water as well as ensuring suitable, connected habitat and monitoring for disease and other causes of mortality will be essential (Advani 2014). It is likely that as people cope with the impacts of climate change, in some cases they will place additional pressures on natural systems and species (e.g. when agriculture fails they may be forced to make charcoal or hunt to support their families).

The NAPA's priority adaptation responses include: promote alternative renewable energies and extend the electricity grid to rural areas to reduce pressure on forests; promote sustainable land management for increased agricultural yields; ensure basic access to health services and health monitoring; create an early warning system for extreme weather events including droughts, floods and storms; control soil erosion through organic methods; diversify crops and use more resilient varieties adapted to local conditions; and look at changes in geographic occurrence of animal diseases and availability of water for livestock production. Some specific climate adaptation projects are already being implemented, and other projects are taking climate adaptation into account.

I 1.4 BACKGROUND ON COMMUNITY-BASED CONSERVATION AND NATURAL RESOURCE MANAGEMENT I

CBNRM and CBC are two approaches where communities play an active role in managing natural resources and biodiversity. While the two approaches can have some overlaps, we have endeavored to use the terms in specific ways in this report. CBNRM is mainly applied in situations outside conservation areas, where there are more opportunities for communities to access and use a range of natural resources under current national policy. CBC is used in this report mainly for communities living inside or adjacent to conservation areas, where there are more restrictions on community activities under national policy. The two approaches are outlined below.

CBNRM takes a rights-based approach to local resource management, and is based on a communal (or common) property regime. A number of conditions are necessary for it to be successful. Community members involved in the approach are identified, and an area is defined where community has rights over its land and resources and security of tenure over time, so that it can control the resources and make management decisions. The community needs to have a representative and accountable institution that makes decisions about resource use on behalf of its members, and manages the distribution of benefits from the sustainable management of resources. The community must be able to gain appropriate economic, social and/or cultural benefits from the resources that have greater value than the cost to the community, so that members have incentives to manage the resources wisely (Jones & Murphree 2004).

CBNRM is not a new approach - rural communities have been doing it for centuries, through traditional leadership, religious beliefs, and cultural rules. In many cases, however, management mechanisms have been weakened or destroyed by factors such as colonialism, centralization of authority in government, weakening of traditional authorities, population growth, and war. Modern CBNRM activities attempt to create or recreate the conditions under which communities can successfully manage their resources (United States Agency for International Development (USAID) undated).

CBC started in the 1980s on a significant scale as conservation practitioners managing conservation areas sought viable alternatives to strict protectionism. Realizing that people were an important part of the equation, they started aiming not only for ecological but also economic and social goals. Since then, conservation efforts in developing countries have generally tried to incorporate the interests and views of local people, and typically aim to link conservation with development, engaging local communities as active stakeholders and beneficiaries. The rationale is that promoting socio-economic benefits, either directly or by compensating the costs associated with conservation, is important in both its own right, and as a key strategy for reducing threats to biodiversity and achieving conservation goals (Berkes 2004).

I 1.5 METHODOLOGY AND TEAM I

This assessment took place in Angola during 9-23 July 2018. It focused at national level, and also looked more specifically at the two main provinces lying in the catchments of the Cubango-Okavango and Zambezi Rivers. The team used a combination of desktop review, and in-person interviews with key individuals and institutions in Luanda, Luena (Moxico Province) and Menongue (Cuando Cubango Province). The team did not visit any field sites. The assessment team comprised: Judy Oglethorpe (WWF US), Vladimir Russo (Kissama Foundation), José Neto (ACADIR), and Adjany Costa (NGOWP).

2. COMMUNITY-BASED APPROACHES TO CONSERVATION AND NATURAL RESOURCE MANAGEMENT IN ANGOLA

I 2.1 HISTORICAL SITUATION I

Communities in Angola have traditionally made extensive use of natural resources as a central part of their livelihoods. While they use relatively small areas for agriculture, natural resources are often collected over a large area; many households collect, process and/or market natural resources, either as a major livelihood activity or as part of a diversified portfolio of livelihood activities which spread and minimize risk (Norfolk et al. 2004). The authors documented that in Bié Province, forests and rivers in particular provide a range of livelihood resources including fish, bushmeat, honey, clay, roots and tubers, edible insects, medicinal plants, building materials, thatching grass, firewood, wood for charcoal-making, and salt. In a study in Huambo Province, Associates in Rural Development (ARD) (2007) reported that while land for agriculture

is allocated to households or individuals, within community lands members of the community may collect certain natural resources (such as fuelwood) freely and irrespective of individual land holdings. Sobas (traditional leaders) are responsible for managing the community land in their areas, including setting rules regarding communal land and its resources, adjudicating land disputes, and allocating lands to individuals or households who may not have land access. In rural areas, households and individuals access land via inheritance and allocations by the soba, while in most peri-urban areas, land access is dependent upon land markets as much as it depends on inheritance.

However, in many parts of the country the traditional pattern of community natural resource use has been disrupted at different times in Angola's history: for example, before independence when land was taken for agriculture by colonial settlers; and during the conflict years when large numbers of people were displaced or killed. In many rural areas people returned after the war, including integration of many ex-combatants back into communities, and subsistence activities resumed under the leadership of the sobas.

I 2.2 CURRENT SITUATION I

Many poor rural households continue to be very dependent on natural resources for their livelihoods. However, resource depletion has occurred in many areas, affecting community resources. Major threats to the sustainability of traditional resource use systems are particularly occurring in places where access to outside commercial markets has opened up (e.g. for charcoal along major transport routes to urban centers; bushmeat in areas with access to local towns; and live wild animal and wildlife trophy trade in areas with access to international borders). De facto community controls and incentives are inadequate in this open-access situation. Expansion of agriculture and population growth are also major factors in loss or overuse of the resource base.

At the time of writing (July 2018) communities can legally hunt for subsistence purposes, but only outside conservation areas. No permits are required. Only certain species can be hunted; pregnant females and young animals cannot be taken; and illegal methods cannot be used (e.g. spot lights, wildfires, horses, vehicles, poisonous substances, traps, explosives). No sport hunting is permitted anywhere in the country; neither are live capture and sale of animals from the wild. Game-farming is legal and there are many farms operated privately, especially in Benguela, Cuanza Sul, Huíla and Cuando Cubango provinces; farms are stocked with animals brought from neighbouring countries. Non-consumptive tourism (e.g. game-viewing, bird-watching) is possible inside and outside conservation areas; there is some tourism in conservation areas, particularly in Quiçama, Iona and Bicular. Commercial use of timber and other forest resources by communities is possible through community forests with cooperatives. Communities can use fisheries outside conservation areas. More details are given in the policy section.

'Modern' CBNRM and CBC are still at a very early stage in Angola, and there is very little specific legislation to support them. Some individual projects are being implemented by NGOs drawing on experiences from countries in the region such as Namibia (communal conservancies), Zambia, South Africa, Botswana and Zimbabwe (particularly the Communal Areas Management Programme for Indigenous Resources (CAMPFIRE)); existing projects in Angola are summarized in the next section.



© National Geographic Okavango Wilderness Project

Common duiker meat drying. Bushmeat trade is a major source of income in parts of the Cubango and Zambezi headwaters; commercial hunting with shotguns and motorbikes for a growing market is now reducing wildlife populations on a large scale.

| 2.3 EXISTING PROJECTS |

The following summaries outline projects that have a focus on land rights or community use of natural resources for livelihoods, mostly in Moxico and Cuando Cubango provinces within the KAZA TFCA region. The projects range from regional transfrontier approaches to local level projects within Angola. Many of these projects are being implemented by development or religious organizations with international funding. From the information gathered by the team it is clear that there are very few Angola-specific community-based projects where conservation or natural resource management is the main objective, but there are several projects and initiatives where environmental issues and/or natural resource management have been included because of environmental concerns. There is also a group of regional conservation and development projects with components in Angola.

| 2.3.1 REGIONAL CONSERVATION AND NATURAL RESOURCE USE APPROACHES AND PROJECTS

KAVANGO ZAMBEZI TRANSFRONTIER CONSERVATION AREA

- o *Location: Angola, Botswana, Namibia, Zambia and Zimbabwe (see Map 1)*
- o *Initiative: Governments of the five countries*
- o *Implementation: Governments and civil society partners*
- o *Timeframe: 2006 onward*

The KAZA TFCA is the largest terrestrial transboundary conservation area in the world, signed into treaty in 2011 by five countries—Angola, Botswana, Namibia, Zambia and Zimbabwe—in recognition of KAZA TFCA’s remarkable biodiversity assets. At the heart of the KAZA TFCA vision is the premise that conservation can be the economic driver of a region, resulting in thriving landscapes for wildlife and people. Angola has a unique role to play in achieving this vision as it contains all or part of the headwaters of two of KAZA TFCA and southern Africa’s most important freshwater systems – the Okavango and Zambezi rivers. The Cuando River, a major headwater tributary of the Zambezi, supports the single most important KAZA TFCA wildlife corridor and is one of the few undeveloped river systems globally. The Angolan portion of the KAZA TFCA also has extensive, intact wildlife habitat. While wildlife populations are depleted, activities have commenced to rebuild those populations and re-establish transboundary wildlife corridors. As wildlife populations recover, opportunities to build nature-based economies that benefit communities and the nation will follow. A few initial KAZA TFCA community activities have started at local level in Angola and are described in this section. Angola has an interministerial commission for KAZA TFCA, chaired by the Ministry of Tourism. See Annex 3 for further information on the KAZA TFCA.

COMBATING WILDLIFE CRIME PROJECT

- o **Location: Namibia, Angola, Botswana, Zambia and Zimbabwe (Angola component: Luengue-Luiana National Park, Cuando Cubango Province)**
- o **Initiative: WWF**
- o **Implementation in Angola: ACADIR**
- o **Funds: USAID**
- o **Timeframe: 2017-2022**

The Combating Wildlife Crime Project (CWCP) is a five-year initiative to counter threats to endangered populations of black rhino and African elephant in Namibia and KAZA TFCA, respectively. Through a multi-partner and multi-country approach, CWCP seeks to improve community engagement in combating wildlife crime through increased benefits, strengthened stewardship and greater pride in their wildlife; strengthen anti-poaching and surveillance capacity and collaboration among communities, private sector and law enforcement officials; and support more effective investigations and prosecutions. The project will also improve knowledge of the dynamics of wildlife trafficking and help to strengthen coordination and information sharing on wildlife crime among relevant national and transboundary stakeholders. CWCP is expected to increase the black rhino population in Namibia, and stabilize and contribute to range expansion of KAZA TFCA elephant.⁵

CWCP activities in Angola, implemented by ACADIR, are presently focused on nine communities in Luengue-Luiana National Park, selected because of their proximity to key wildlife corridors and poaching hotspots associated with the transboundary Kwando and Cubango-Okavango Rivers. Activities are designed to build community awareness, stewardship and pride in their wildlife; foster collaboration among communities, park authorities and other law enforcement agencies in Angola; and promote cross-border activities including transboundary community natural forums (with Namibia and Zambia) and information sharing on poaching and trafficking. Complementary activities include wildlife trafficking studies by TRAFFIC and a series of workshops and trainings provided to higher level government officials by the KAZA TFCA Secretariat.

⁵ www.usaid.gov/namibia/our-work



© WWF Namibia/Samson Mulonga

Miombo woodland in Luengue-Luiana National Park, Cuando Cubango Province, part of the KAZA TFCA.

STRATEGIC ACTION PLAN FOR THE CUBANGO-OKAVANGO RIVER BASIN

- o *Location: Angola, Botswana and Namibia (the specific activities described here for Angola are planned initially for Cuangar and Calai (Cubango Okavango River Basin), Cuando Cubango Province*
- o *Initiative: Permanent Okavango River Basin Water Commission (OKACOM)*
- o *Implementation: ACADIR*
- o *Funds: UNDP-GEF*
- o *Timeframe: 4 years initially (not yet started)*

The overall objective of the current OKACOM Strategic Action Plan⁶ is to reinforce the joint management and cooperative decision-making for the sustainable utilization of natural resources to deal with subsistence and socioeconomic development challenges in the Cubango-Okavango River Basin, simultaneously protecting the biodiversity and the state of the basin (see Annex 3 for background information on OKACOM). The plan's activities reflect the main threats that need to be tackled to ensure the conservation of the basin. Activities were proposed under four thematic areas, with current efforts focusing on the first one: forms of subsistence and socioeconomic development,

⁶ www.ao.undp.org/content/dam/angola/docs/projectdocuments/UNDP_AO_GEF_CUBANGO_OKAVANGOPROJECTBRIEFINE_PORTUGUESE.pdf

to stimulate an environmentally sound socioeconomic development of the population along the Cubango-Okavango River Basin with minimum adverse impacts and enhanced protection of the basin's ecosystem. Under the plan two projects are about to start:

- (1) Community-based fisheries project for sustainable co-management of a transboundary freshwater fishery resource to promote food security and climate resilience, led by ACADIR in Cuangar on the Angolan side and the Namibia Nature Foundation on the Namibian side of the border
- (2) Community-based climate change awareness and adaptation measures through conservation agriculture in Calai, for improvement of food security and climate resilience.

NATIONAL GEOGRAPHIC OKAVANGO WILDERNESS PROJECT EDUCATION OUTREACH PROGRAM

- o *Location: Okavango Basin in Angola, Namibia and Botswana (specifically Luchazes and Moxico municipalities, Moxico Province for the activities described below)*
- o *Implementation: Wild Bird Trust*
- o *Funding: National Geographic Society*
- o *Timeframe: 2015-2019*

NGOWP recognizes the human component as an essential part of the ecological system of the Okavango-Zambezi Water Tower in Moxico Province. It has been conducting social assessments and activities among communities (so far 36 communities identified) that utilize natural resources in that area.⁷ While these communities are 100% dependent on their surrounding environment, resource use is becoming increasingly unsustainable, even though their practices are mainly traditional. The project has been conducting a series of education outreach activities in Luchazes and Moxico Municipalities since 2016, as a starting point to engage with the communities for future CBNRM approaches. Activities are programmed for story-telling and games (children), mapping (adults and children), and improved, sustainable livelihoods (adults). The goal is to stimulate environmental awareness in the communities, shifting their mindsets to more sustainable alternative practices that will improve their livelihoods over time.

The main challenge for the continuity and evolution of these activities is the remote location, with very poor access and risk of land mines in places. The lack of basic infrastructure and services (schools, clinics, etc.) that could support the frequency of these activities is another serious challenge, limiting engagement with the communities to 3-6 weeks in a year. Nevertheless, there is an opportunity to leverage from their understanding of the damage that their current livelihood has on the environment (indiscriminate hunting, slash and burn agriculture and apiculture that ring-barks trees) and their openness to accept alternative practices to improve their livelihood. The project is in the process of developing a plan to evolve the education outreach activities to include livelihood alternatives based on conservation and sustainable practices, potentially creating a CBNRM program to help protect that important ecosystem by improving the locals' lives.

⁷ www.wildbirdtrust.com/owp-publications

RESILIENT WATERS PROJECT

- o *Location: South Africa, Botswana, Zimbabwe, Mozambique, Angola, and Namibia*
- o *Initiative: USAID*
- o *Implementation: Chemonics; International Southern Africa Development Community structures*
- o *Funds: USAID*
- o *Timeframe: 2018–2023*

Resilient Waters is a regional project operating in the Okavango and Limpopo River Basins with the goal of building more resilient and water-secure southern African communities and ecosystems through improved management of transboundary natural resources and increased access to safe drinking water and sanitation services. It will work to provide access to safe drinking water and sanitation services for nearly 21 million people in the two basins. The project will also improve management of transboundary natural resources, conserve biodiversity, and strengthen ecological infrastructure needed to maintain healthy water systems. The project will cooperate with Southern Africa Development Community (SADC) structures, such as the River Basin Organizations and Transfrontier Conservation Areas in the region, to implement the project.⁸

2.3.2 NATIONAL AND SUBNATIONAL PROJECTS BY SECTOR

LAND RIGHTS PROJECTS

LUTHERAN WORLD FEDERATION LAND RIGHTS PROJECT

- o *Location: 39 villages in Camanongue, Léua and Cameia, Moxico Province*
- o *Initiative: Lutheran World Federation (LWF)*
- o *Implementation: Lutheran World Foundation, União para o Desenvolvimento da Sociedade Civil Angolana (Union for the Development of the Angolan Civil Society, UNDESCA)*
- o *Funds: Bread for the World*
- o *Timeframe: 2015–2019*

In Angola, rural communities are increasingly vulnerable to losing their land, especially now that the government has established agriculture as the main practice to diversify the economy. LWF raises awareness through workshops on land rights, human rights and administrative procedures, and offers literacy classes for adults, to help people protect their livelihoods, claim their rights and assure food security.⁹ The project includes capacity building of local government officials and institutions to effectively address land rights issues. In the villages where LWF operates, some communities have already formalized the communal registration their lands while others are at different stages in the process.¹⁰ LWF also works on women's empowerment to promote women as land owners with equal rights to men. Land registration and certification is used as a channel to make communities heard

⁸ www.usaid.gov/southern-africa-regional/press-releases/july24-2018-usaid-improve-water-security-river-basin; <https://www.chemonics.com/projects/natural-resources-management-and-water-security-in-southern-africa>

⁹ www.lutheranworld.org/program/lwf-angola

¹⁰ www.lutheranworld.org/sites/default/files/lwf-policy_brief_201601_0.pdf

at a national level in cases of land conflict. The project also builds community institutions through village development committees (VDCs).¹¹ The VDC is a community-based organization (CBO), comprised of the traditional leadership (the soba), women representatives, youth representatives and representatives of other development institutions elected by the community members, that will help the communities to self-organize.

Since the project is already working in Moxico Province there are great opportunities to strengthen and expand the concept of VDCs to the Okavango source area in Moxico, which would provide a vehicle for local communities there to resolve land issues locally, register their land, and demand accountability at higher government levels when land rights are impinged upon.

PARTICIPATORY LAND LAW PROCESS

- o *Implementation: Food and Agriculture Organisation (FAO)*

FAO is working to help communities gain rights to land. It has developed a methodology for this, which includes documenting a historical timeline of the community's use of the land; assessing natural resources and community resource use; developing a resource management plan; and delimitation of the community area (often involving participation of neighboring communities in this process). Communities use the land for a variety of purposes, and there is a special focus on women. Community land (when less than 1,000 ha) is approved and registered to the community at provincial level, and land demarcation is undertaken by the Angolan Institute for Geodesy and Cartography. FAO has been working in a number of provinces, and intends to scale up this process to the whole country.

ENERGY PROJECT

PROMOTING SUSTAINABLE ENERGY ACCESS FOR RURAL COMMUNITIES IN SOUTH-EASTERN ANGOLA

- o *Location: Luena–Lucusse corridor and Cangamba, Moxico Province*
- o *Initiative: Ministry of Environment, Ministry of Energy and Water*
- o *Implementation: Development Workshop (microcredits); Agency for Private Investment and Promotion of Exports of Angola (opportunities for private sector); Associação Industrial de Angola (capacity building)*
- o *Funds: UNDP-GEF*
- o *Timeframe: 2019–2024*

Since much of the Angolan's electricity infrastructure was damaged during the civil war, currently more than 15 million Angolans, or nearly 60% of the population, do not have access to electricity. Grid extensions focused on powering the capitals of all municipalities in Angola. For most areas of southern-eastern Angola, further grid extension is unlikely even in the medium to long-term because the villages are so remote and the population density is low.¹² This project seeks to enhance

¹¹ www.lutheranworld.org/content/angola

access to renewable energy technologies in rural areas of south-eastern Angola, where only 18% of the population has access to electricity, by targeting base-of-pyramid consumers in rural areas of Moxico Province to meet both cooking energy and lighting energy needs. It will focus in particular on small-scale decentralized renewable energy systems, such as solar home systems, solar lanterns, and advanced cook stoves.¹³ The project foresees the establishment of 500 “solar villages,” involving the installation of solar panels in rural areas, mainly in public buildings, and the distribution of 100,000 improved stoves and 500,000 individual solar lanterns in remote areas where purchasing power is limited, all coupled with microfinancing. The project seeks to contribute to reducing greenhouse gas emissions from the unsustainable harvesting of fuelwood for cooking, use of kerosene for lighting, and forest degradation.¹⁴

There is a great opportunity for this type of approach as Angola is endowed with substantial renewable energy resource potential. Annual average global horizontal radiation has been measured at between 1,350 and 2,070 kWh/m²/year.¹⁵ This project has the potential to scale up and actively contribute to the expansion of the Angolan Government’s energy plans for 2025¹⁶. However, the challenges are still considerable, including¹⁷ inadequate institutional framework for rural energy access (including markets); insufficient public investment in small-scale decentralized renewable energy; last-mile distribution challenge; limited awareness of clean cooking and lighting alternatives (potential resistance); barriers to private investment in renewable energy; limited human resource capacity; and remoteness and poverty of some rural communities (unable to pay). It is still in a preparatory phase, awaiting approval of funds from GEF (the grant and concept have been approved). There will be a national consultation process that will include local community beneficiaries, and the project will address gender issues and social and environmental safeguards.

FOREST PROJECT

NATIONAL FOREST INVENTORY

- o *Location: National*
- o *Initiative: Ministry of Agriculture and Forestry*
- o *Implementation: FAO*
- o *Funds: FAO*
- o *Timeframe: The first phased covered 199 of the 581 sampling units. The next phases will resume once funds are made available.*

The first phase of the national forest inventory has been completed, covering nearly all the country. The report is in production, and raw data will be made available for use by others once the report is published. The inventory will provide a better understanding of the status of Angola’s forests, enabling sustainable planning and use of forest resources in the country, including community forestry.

¹² www.se4all-africa.org/fileadmin/uploads/se4all/Documents/Country_RAGAs/Angola_RAGA_EN_Released.pdf

¹³ http://jobs.undp.org/cj_view_job.cfm?cur_job_id=77094

¹⁴ www.thegef.org/project/promoting-sustainable-energy-access-rural-communities-south-eastern-angola

¹⁵ www.se4all-africa.org/fileadmin/uploads/se4all/Documents/Country_RAGAs/Angola_RAGA_EN_Released.pdf

¹⁶ www.angolaenergia2025.com/sites/default/files/editor/livro_angola_energia_2025_baixa.pdf

¹⁷ www.thegef.org/project/promoting-sustainable-energy-access-rural-communities-south-eastern-angola

BEEKEEPING PROJECT

NATIONAL PROGRAM FOR APICULTURE

- o *Location: Moxico, Cuando Cubango and other provinces*
- o *Initiative: Ministry of Agriculture and Forestry*
- o *Implementation: Institute for Forestry Development (IDF), Cooperativa Agro-Pecuária, Pesca e Apicultura (COAPA)*
- o *Funds: Various*
- o *Timeframe: On hold due to lack of funds*

In 2009, a National Program for Apiculture was developed to incentivize and modernize the Angolan apiculture industry. The project was based on three fundamental principles: increased production of honey and wax, increased income and alternatives for rural communities, and contribution to food security nationally.¹⁸ Several initiatives (for with diverse sources of funding) were piloted throughout the country, including seminars for women¹⁹ and installment of honey processing units²⁰ in Bié; incentives for cooperatives in Huíla, Cunene and Namibe;²¹ increased honey production by the San people in Cuando Cubango²² and incentives for honey production increase and modernization in Moxico.²³

The most recent project in Moxico involves COAPA, which in 2016 received a grant to increase the production of honey in the province to help improve the livelihood of rural communities, assuring food security and creating jobs. This project will support 200 bee keepers in the Bundas, Luchazes, Moxico and Alto Zambeze municipalities by acquiring vehicles to transport the honey to urban areas to establish a stable market. The project also includes the establishment of a honey factory in Luena, similar to the existing one in Luanda; and capacity building for locals on the processing of honey to the best international standards. The long-term objective is to develop apiculture in Moxico to help uplift Angola as the main exporter of high-quality honey in Africa, as it was before 1974 according to historic reports. As honey production increases there is an opportunity to organize individual honey producers into cooperatives so they can negotiate better prices and sell their honey, increasing individual profits as well as building institutions that can facilitate community decision-making. There is also an opportunity to build capacity of local people to benefit from the byproducts of honey production like wax and pollen.

Another great opportunity is to couple this activity to other community projects being planned/ implemented by IDF. The following are a few examples of IDF projects in other provinces, which could be good pilots to partner with to extend to Moxico and Cuando Cubango:

- Non-wood forestry resources (FAO) implemented by Cooperazione per lo Sviluppo dei Paesi Emergenti (COSPE), which promotes the regulation, production, transformation and export of natural resources such as traditional plants, larvae and mushrooms to increase income and improve livelihoods;

18 www.angop.ao/angola/pt_pt/noticias/economia/2009/1/8/Ministerio-Agricultura-elabora-Programa-Nacional-Apicultura,04719fc0-3777-47d9-995b-8c00b77af8ff.html

19 http://m.portalangop.co.ao/angola/pt_pt/noticias/economia/2014/9/43/Bie-Chinguar-vai-fomentar-apicultura-producao-sabao,0878207f-db95-4382-8a89-a9b3445542fb.html

20 http://m.portalangop.co.ao/angola/pt_pt/noticias/economia/2016/1/8/Bie-Angola-investe-mais-USD-250-mil-apicultura,7fc30573-f788-4c7e-b7e0-d45f9b81e4f6.html jornaldeangola.sapo.ao/economia/investimentos/angola_intensifica_investimentos_na_apicultura

21 www.angop.ao/angola/pt_pt/noticias/economia/2016/8/39/Huila-Chibia-projecta-fomento-apicultura,478f6d49-3934-4854-81d8-9a82a505f031.html

22 www.angop.ao/angola/pt_pt/noticias/economia/2017/3/16/Cuando-Cubango-Projecto-apicola-para-comunidades-San,55da80d7-d7c5-40e8-a52d-abdac8834485.html

23 www.portafro.com.br/a-producao-do-mel-em-angola

- Community timber extraction licenses through cooperatives, giving local communities the opportunity to use timber resources sustainably;
- Woodlots using fast-growing tree species that are valued for charcoal and have no adverse effect to the system (e.g. Acacia species), to provide an alternative energy source for communities.

FISHERIES PROJECT

PROGRAMA DAS PESCAS (FISHERIES PROGRAM) 2018–2022

- o *Location: Moxico (and other provinces)*
- o *Initiative: Government of Angola*
- o *Implementation: to be determined*
- o *Funds: Public, as yet unsecured*
- o *Timeframe: 2018–2022*

This initiative is included in the National Development Plan of Angola 2018–2022 (Ministério da Economia e Planeamento, 2018), the country’s second medium-term development plan. The plan aims to promote socioeconomic and territorial development nationwide, in synchrony with the Angola Long Term Strategy “Angola 2025,”²⁴ that plans to go beyond economic dependence on oil and gas. The goal of the inland fisheries part of the Fisheries Program is to increase fisheries production by 13% each year.²⁵ In Moxico there are 7 active programs that support local artisanal fisheries, focusing on building infrastructure (storage centers, ice production, etc.), capacity building (raising awareness of best practices and environmental impacts, teaching better transformation methodology, etc.), distribution of equipment (motorized boats, nets, etc.), technic support (research, advisory services, etc.) and policy development (monitoring, institution support, extension, etc.).²⁶ Aquaculture is also foreseen in this program with 260 existing tanks in the province, that can link food security to economic diversification.

There is a great opportunity to expand this program to include the establishment of associations that cover all traditional fisherman, so better and more participatory planning and decision making can be made. This is particularly important for the selection and distribution of equipment, ensuring that equipment is appropriate to the needs and situation of the locals and hence benefits and improves their livelihoods. Challenges include the lack of services to support the infrastructure that is needed, and the lack of access to markets for fish. For example, without a reliable power supply storage chambers and ice machines will not work, and without transport products will never reach markets and will be wasted.

24 www.info-angola.com/attachments/article/4867/PDN%202018-2022_MASTER_vf.Volume%201.13052018.pdf

25 http://jornaldeangola.sapo.ao/economia/producao_de_pescado_aumenta_36_por_cento

26 www.portaldeangola.com/2016/01/13/moxico-governo-garante-apoio-ao-fomento-da-pesca-artesanal



© WWF Namibia/Samson Mulonga

Conservation agriculture reduces human-wildlife conflict and increases farm productivity through use of conservation-appropriate practices.

AGRICULTURE PROJECTS

PILOTING CONSERVATION AGRICULTURE PROJECT

- o *Location: Luengue-Luiana National Park, Cuando Cubango Province*
- o *Initiative: KAZA TFCA*
- o *Implementation: ACADIR*
- o *Funds: KfW (German Government)*
- o *Timeframe: 2017 - 2019*

The main goal of this project is to introduce conservation agriculture practices as new farming methods in the Angolan component of the KAZA TFCA to help improve food security in targeted farming communities in the Luengue-Luiana National Park, and simultaneously reduce human-wildlife conflict (HWC). In this approach 510 smallholder farmers in the target villages are shifting from slash and burn agriculture to more sustainable practices, intensifying their agricultural production to give higher yields while reducing wildlife habitat destruction. The approach also includes HWC mitigation measures to increase agricultural yields and promote human-wildlife coexistence, and ultimately achieve sustainable development for the rural communities. There are 3 target communities: Makumusha-Jamaba, B-Novo & 11B-Kwando.

Outcomes of this project will be improved food security for these communities, reduced HWC and reduced hunting of wild animals for food.

AGRO-ECOLOGICAL PROJECT

- o *Implementation: FAO*

This project focuses on natural resource management and farming, working through farmer field schools. Field schools have 25-30 members in a community space, with a trainer and facilitators. They promote improved agriculture production and resource management practices, and reduce adverse environmental impacts. The schools provide an entry point for others to work with communities and promote sound rural development. Activities include better charcoal practices and climate adaptation.

EDUCATION PROJECT

TEACHERS OF THE FUTURE

- o *Location: Cuando Cubango and other provinces*
- o *Initiative: Ajuda de Desenvolvimento de Povo para Povo Angola (ADPP)*
- o *Implementation: ADPP*
- o *Funds:*
- o *Timeframe (of the project, not just in Cuando Cubango): 1995 onward*

For over 20 years ADPP has been training future primary teachers for rural areas throughout the entire country, with 15 teacher training schools currently running in cooperation with the Ministry of Education. Training includes 3 years in a boarding system, where trainees conduct several field visits and develop skills working with rural communities. Recently (2012), a new teacher training school was opened close to Menongue to train young local people from Cuando Cubango. There is a school in Catabola, Bié Province. As yet project has no school in Moxico, but over 500 teachers from Moxico have graduated from schools in other provinces, mainly Luanda. This program builds capacity for leadership, equipping the newly trained teachers to develop microprojects in the villages they are assigned to after finishing training. The development of activities in Agriculture Clubs (a separate project) can be part of these microprojects, as well as training youngsters to become champions for environment and conservation in their villages. Agriculture Clubs are the organizational basis for farmers in a village, with the potential to evolve and register as associations and/or cooperatives. This existing initiative could provide a good entry point for CBNRM.

3. POLICY AND LEGAL FRAMEWORK

3.1 OVERVIEW OF ENABLING POLICIES AND LEGISLATION FOR CBNRM AND CBD APPROACHES

3.1.1 GENERAL

The legal system in place in Angola is based on civil law. This means that all legal obligations are codified into a written collection of laws. This legal framework is different from a common law system, which relies heavily on prior court decisions (judicial precedent). Thus, in Angola, legislation is the primary source of law. However, in many areas of the country customary law still plays an important role.

Many policies and laws have been passed in the last 16 years since the end of the conflict (in many cases replacing outdated colonial legislation). A summary of those national policies and legislation most relevant to CBNRM and CBC is presented in Table 1; please refer to the full documents for further details. Annex 2 contains an expanded list of relevant policies and legislation.

TABLE 1.
POLICIES AND LEGISLATION MOST RELEVANT TO CBNRM AND CBC, AND THEIR MAIN PROVISIONS

POLICY/LEGISLATION	PROVISIONS RELEVANT FOR CBNRM AND CBC
FOREST REGULATION (PRESIDENTIAL DECREE NO. 171/18 OF JULY 23RD) ²⁷	Introduces the concept of community forests which allows for the management by communities of forests located in their communal land, outside conservation areas. The use of forest for subsistence or communal use is free of charge and does not require prior authorization. This includes using forest products for carpentry and craft produced by locals, vegetation removal for agriculture, and communal management of forests.

²⁷ Note that in 171/18, '18' indicates that the regulation was published in 2018. The rest of the legislation cited in this manner in the report follows this convention.

POLICY/LEGISLATION	PROVISIONS RELEVANT FOR CBNRM AND CBC
<p style="text-align: center;">COOPERATIVES LAW</p> <p style="text-align: center;">(LAW NO. 23/15 OF AUGUST 31ST)</p>	<p>Creates conditions for the development of a robust cooperative sector with broad economic and social relevance, capable of generating jobs, increasing the production of goods and services, contributing to food security, and promoting social inclusion, regional integration and poverty reduction on a large scale. Proposes the concept of “first degree cooperatives” which are established by singular and/or collective entities aimed at providing direct support to its members. Regulates the establishment and operation of cooperatives and recommends the “interest for communities” principle that emphasizes the need for cooperatives to work toward the sustainable development of their communities through policies, plans and projects approved by the members.</p>
<p style="text-align: center;">NATIONAL POLICY ON FORESTS, WILDLIFE AND CONSERVATION AREAS</p> <p style="text-align: center;">(RESOLUTION NO. 1/10 OF JANUARY 14TH)</p>	<p>Recognizes the role of communities in the management of natural resources and indicates that the subsistence basis for communities should be a cross cutting issue in all strategies for poverty reduction. One of the guiding principles of this policy is to ensure community access to natural resources (including forests, fauna and conservation areas). It further states that access to natural resources in the national territory must always take into account the local communities’ right of access to these resources for their subsistence and the attainment of tangible benefits resulting from their use, to improve their living conditions, and to ensure their responsibility for the sustainable use and conservation of such resources. This policy recommends the development of legislation to control subsistence hunting by rural communities.</p>
<p style="text-align: center;">NATIONAL BIODIVERSITY STRATEGY AND ACTION PLAN</p> <p style="text-align: center;">(RESOLUTION NO. 42/06 OF JULY 26TH)</p>	<p>Identifies the important role of communities in biodiversity management in Angola, recognizing that populations living in rural areas depend entirely on natural resources for their highly subsistence-based economy. Proposes to strengthen the role of rural communities in the sustainable use of biodiversity in Angola, and in related decision-making. States that community involvement is important in providing access to and sharing the benefits from biological resources. Overall objective of the Strategy is to incorporate measures for the conservation and sustainable use of biological diversity and fair and equitable sharing of biological resources into development policies and programs for the benefit of all Angolans.</p>

POLICY/LEGISLATION	PROVISIONS RELEVANT FOR CBNRM AND CBC
<p style="text-align: center;">LAND LAW</p> <p style="text-align: center;">(LAW NO. 9/04 OF NOVEMBER 9TH)</p>	<p>States that rural community lands are those lands occupied by households of local rural communities for their housing, activities or for other purposes recognized by custom or by this Law and its Regulations. Indicates that rural community land is the land used by a community based on the customary use of land, including, as appropriate, areas for temporary cultivation (usually less than 2 hectares), transhumance corridors for cattle (cattle passageways) to access water sources and pasture, and lands used to access water or to travel to urban centers. The law does not cover activities inside conservation areas, and notes that in total reserves²⁸ no form of occupation or use is permitted, except for conservation, scientific or management purposes.</p>
<p style="text-align: center;">LAW ON BIOLOGICAL AQUATIC RESOURCES</p> <p style="text-align: center;">(LAW NO. 6-A/04 OF OCTOBER 8TH)</p>	<p>Sets out the principles and for the use of biological aquatic resources, fishing and granting of fishing rights, special rules for the protection of aquatic resources and ecosystems. It notes that subsistence fishing does not require prior authorization but should only take place in the designated areas. This law recognizes the need to ensure participation of fishermen and riverine communities in the preservation of the biological aquatic resources.</p>
<p style="text-align: center;">LAW ON TERRITORIAL PLANNING AND URBAN AFFAIRS</p> <p style="text-align: center;">(LAW NO. 3/04 OF JUNE 25TH)</p>	<p>Requires the development of municipal and inter-municipal plans which are developed at local level and approved by the Governor and line ministry; there are also land use plans for rural areas as well as plans to recover degraded areas; plans under this Law do not cover conservation areas. Provides the public with a right to information regarding planning processes. Enables rural communities to participate in planning processes. States that water resources, riverine areas, coastal areas, forests and other natural resources with particular interest for conservation should be protected in a way which is compatible with the potential uses by the population.</p>

²⁸ The objective of total reserves is the protection of nature, national defense and security, preservation of monuments and historical sites, and/or populating or repopulating with wild species. No use or occupation is permitted in them, except for conservation, management or scientific purposes, or other of public interest foreseen in the official document governing the reserve.



© National Geographic Okavango Wilderness Project

Sun-drying fish. Commercial fishing near larger towns such as Cuito Cuanavale and Menongue in the Cubango Basin is resulting in overharvesting. Fine-sized mesh nets catch small and large fish alike; small ones are consumed by fishing households and larger ones are dried and sold.

3.1.2 CBNRM

There are several pieces of legislation that provide entry points for CBNRM outside conservation areas. This reflects an attempt to move from strict protection to an approach that allows for sustainable management of natural resources by communities, and is particularly reflected in legislation on land rights, forest management (logging), use of forest products (e.g. wild fruits, charcoal and firewood), water management, artisanal fisheries, and some agricultural activities. Relevant new legislation includes: the Land Law (2004), Urban and Land Planning Law (2004), National Policy on Forests, Wildlife and Conservation Areas (2010), Forest and Wildlife Framework Law (2017), Biological Aquatic Resources Law (2004), and Cooperatives Law (2015). More recently, the July 2018 Forest Regulation was approved which makes provision for community forests. It has a chapter on concessions which can be issued to private entities for a period of up to 25 years, which need to be approved based on forest management plans. There is also a requirement for a reforestation plan.

Also relevant is the Environmental Framework Law (1998) which recommends that measures to protect conservation areas shall include the indication of prohibited or permitted activities within and around conservation areas, as well as an indication of the role of local communities in the management of these areas. Significant for CBNRM is the reference 'around conservation

areas'; it is in these zones adjacent to conservation areas, which often have intact habitats and significant wildlife populations that move in and out of conservation areas, where several CBNRM programs have developed in the region. These include CAMPFIRE in Zimbabwe, the Administrative Management Design for Game Management Areas program (ADMAGE) in Zambia, and communal conservancies in Namibia.

The new Land Law (2004) provides for communities to register their land for communal use which can cover a wider geographic area and range of uses than just agriculture and settlements, creating important enabling conditions for CBNRM. Outside conservation areas, communities can apply for rural, agrarian or forest areas up to 1,000 ha in a relatively simple registration process, which is approved by the provincial government through the municipal administration. In the event of competing claims by a community and a private operator, the community is given priority.

Over the past few years there have been various efforts to implement the legislation that has been passed since 2002, with a strong focus on the need to provide better livelihood conditions. This includes some CBNRM approaches, focusing on providing communities with opportunities and incentives to take responsibility for managing natural resources in their vicinity in a sustainable manner, and on actively building community capacity to do this. Opportunities have been provided in the form of grants, training and free access to resources to carry out activities in specified areas. These opportunities are evident in a few government policies and laws. The FAO and LWF projects described in the previous section have good though early examples of applying the new Land Law at community level.

3.1.3 CBC

There is less provision for CBC in the legislation (i.e. community-based conservation approaches in conservation areas). The 1998 Environmental Framework Law (Law no. 5/98 of June 19), in Article 14, indicates that Government is responsible for establishing a network of conservation areas "in order to ensure the protection and preservation of environmental components, as well as the maintenance and improvement of ecosystems of recognized ecological and socioeconomic value," recognizing that conservation areas may include the marine environment. Article 13 of the same law indicates that Government should take appropriate measures to:

- Provide the required special protection of endangered plant species or botanically isolated or group specimens because of their genetic potential, size, age, rarity, scientific and cultural value;
- Maintain and regenerate animal species, restore damaged habitats, controlling in particular the activities or use of substances liable to harm wildlife species and their habitats.

As outlined above, this Law recommends that measures to protect conservation areas shall include the indication of prohibited or permitted activities within and around conservation areas, as well as an indication of the role of local communities in the management of these areas. The National Policy on Forests, Wildlife and Conservation Areas ensures community access to natural resources, including in conservation areas. The National Institute of Biodiversity and Conservation Areas (INBAC) recently published a Strategic Plan for the expansion of the Angola's conservation area

system (Ministério do Ambiente, 2018b) that has a specific objective to ensure responsive, inclusive, participatory and representative decision-making, with communities contributing to management of the natural resources. The document calls for training in the process of establishing and managing conservation areas, ensuring respect for the knowledge and rights of communities around conservation areas.

However, these are all higher-level policy documents and require legislation to establish in more detail what communities can and cannot do inside conservation areas. The new Wildlife and Conservation Areas Law, which will establish rules and procedures for wildlife conservation and management of conservation areas, was still being revised during the time of this assessment, and the team was not able to ascertain what provisions it will contain for communities living in or around conservation areas. Specific regulations for Luengue-Luiana, Mavinga, Quiçama, Cameia, Bicuar, Maiombe, Cangandala, Iona and Mupa National Parks were in the final stages of approval, but had not been published at the time of writing this report, and their content is unknown. It is likely that they will contain specific activities that can and cannot be done by communities living in and around these parks.

Hence there are still big questions about what communities will be able to do in the future inside conservation areas, and how effective CBC can be.

3.1.4 INTERNATIONAL AND REGIONAL AGREEMENTS

Angola is a signatory to several international treaties and conventions relevant to CBNRM and CBC. Under the Constitution, international treaties and agreements approved or ratified will be in force in the Angolan legal system after their official publication, and once they are in force in the international legal system. International Conventions to which Angola is a signatory include: United Nations Framework Convention on Climate Change; Ramsar Convention on Wetlands of International Importance especially as Waterfowl Habitat; CITES; Convention on the Conservation of Migratory Species of Wild Animals; Convention on Biological Diversity; Convention concerning the Protection of the World Cultural and Natural Heritage; and the United Nations Convention to Combat Desertification. Angola has signed but not ratified the Indigenous and Tribal Peoples Convention, 1989 (International Labour Organization Convention No. 169). Regionally, Angola has signed the African Convention on the Conservation of Nature and Natural Resources, OKACOM Agreement, the Zambezi Watercourse Commission Agreement, and the KAZA TFCA MoU. It has also signed the Benguela Current Convention, and agreements on Iona and Skeleton Coast Park Transfrontier Conservation Area and Maiombe Transfrontier Conservation Area.

See Annex 3 for more information on international agreements.

I 3.2 POLICY OPPORTUNITIES FOR COMMUNITY-BASED APPROACHES I

- **Existing national framework for development:** the National Constitution (2010) outlines basic human rights. The National Development Plan (2018-2022) and provincial plans provide a broad development framework in which community-based development and conservation approaches can be based. The National Development Plan promotes local development initiatives to fight poverty, valuing the energies of local communities.
- **New policies, laws and regulations:** many policies and laws have been revised comparatively recently (e.g. the Forest Regulation, the Forest and Wildlife Framework Law, and the updated National Biodiversity Strategy and Action Plan); the new policies and laws provide a policy and legal base relevant to the country's current situation, and some such as the Land Law and Forest Regulation create opportunities for CBNRM.
- **Inputs to legislation:** The Wildlife and Conservation Areas Law and the Urban and Land Planning Law are being revised. There may be an opportunity to review the draft legislation and, if needed, propose modifications that would facilitate community-based conservation approaches. This could be strengthened by reviewing approaches that have worked elsewhere in the region to see if they would be appropriate for Angola.
- **Transboundary agreements:** Through the transboundary agreements it has signed, such as OKACOM and KAZA TFCA, Angola has opportunities for information sharing, learning about approaches elsewhere in the region, accessing funds, sharing of resources, and joint management of transboundary conservation areas. This includes opportunities for community-based exchanges and management approaches across borders.
- **Provisions for community natural resource use:** there are good legislative provisions for communities to use resources outside conservation areas, such as forest products (e.g. timber, charcoal, honey, medicines and forests fruits), and to undertake agriculture, artisanal fishing and fish farming. These provisions include the Plan for Artisanal Fisheries and Aquaculture (Plano de Ordenamento das Pescas e Aquacultura) and the Forest Regulation. By forming cooperatives communities can scale up efforts, market products and form partnerships with others such as the private sector. While sport hunting and game capture by communities are not permitted anywhere in the country, communities could benefit from non-consumptive forms of tourism, such as game viewing, birdwatching, and wilderness tourism.
- **Piloting approaches under new policy and legislation:** There are good opportunities to pilot new approaches under new legislation and strategies. For example, staff of the National Directorate of Biodiversity suggested piloting approaches to combating poaching under a new strategy to control illegal hunting that was being prepared at the time of this assessment. In addition there are potential opportunities on initiatives linked to reducing human-wildlife conflict. There could be opportunities to pilot the "conservancy" type of arrangement similar to that in the Namibia, but that first needs more detailed consideration of the legislation and understanding of customary rights in Angola.

I 3.3 POLICY GAPS AND CONSTRAINTS FOR COMMUNITY-BASED APPROACHES I

I 3.3.1 CBNRM

- **Community land rights:** The new Land Law (2004) has resulted in a rush by individuals and companies to obtain land, and there is a big risk of land-grabbing. Under the Land Law consultation must take place with local communities before a commercial concession is granted, but the consultation is done by the applicant, and there is no requirement to consult with all community members including women and those who are disadvantaged and less empowered. Women and poor people are often more dependent on natural resources for basic needs than the wealthier members of the community, and they often use resources in different ways. The Land Law lacks specific reference to women's access or rights to land (USAID, 2005). There is hence a big risk of elites capturing land and resources that are critical for the wellbeing and livelihoods of poor rural communities. This is exacerbated by a broad lack of awareness among rural communities that unregistered land belongs to the state, and can be assigned to whomever, local or not.

Communities use land for many different purposes under common property management regimes, often requiring extensive areas to meet their subsistence needs in the course of a year, which may include rotational grazing, and use of mobile resources such as fish and wildlife. Community-based wildlife programs in the region frequently require areas larger than 1,000 ha; geographical size can vary tremendously by biome and natural resource base. Communities also have cultural and sacred sites which include natural features such as forests, springs and lakes. Other areas may be used in exceptional times, e.g. for grazing or procuring water during prolonged drought. Hence it may be a challenge for communities to gain rights to all the land they need. Also, there is no provision in the Land Law for two or more communities who share areas with neighboring communities, e.g. water points or grazing land (USAID, 2005).

Also, the Land Law is not explicit about all land uses. For example, a community wanting land for a tourism development would require an additional process under separate legislation.

The state institutions that are mandated to implement the Land Law are weak and lack the capacity for implementation in a transparent and accountable manner.²⁹ To date there has not been a national implementation program for the land law with coherent mechanisms (from national to local levels) for rural land regularization, so knowledge about the land law it is generally extremely limited in rural areas. Also, rural land regularization is a three-stage process: village level, municipal level and the provincial level where final land certificates are issued. At each stage, communities have to deal with paper work and pay administrative fees. One of the most difficult barriers repeatedly mentioned by communities to LWF is the need to travel from the village to the provincial capital, which is both expensive and time-consuming.

- **Community rights to resources:** there is relatively little about communities in many of the laws, and often an absence of a community rights-based approach with strong community safeguards.

29 www.lutheranworld.org/news/securing-land-and-livelihoods-angola

The new Wildlife and Conservation Areas Law has not yet been passed, so it is not possible to assess the future potential and constraints for community-based wildlife activities. Currently no hunting is permitted in the country other than for subsistence hunting outside conservation areas, so there are no opportunities for community programs involving sport-hunting. Similarly, live capture of animals is not permitted. Game-farming requires large investment and is unlikely to develop as a viable community-based activity.

- **Commercial logging and local communities:** under Presidential Decree n° 171/18 of July 23rd which approves the Forest Regulation, and the National Policy on Forest, Wildlife and Conservation Areas (Resolution n° 1/10 of January 14th), commercial logging operators are required to support the local communities in the areas of their concessions, but in practice there is no definition of how they should do this and there no mechanism to verify the implementation of such support. There is a risk that they may just give money to influential individuals (e.g. sobas) without benefiting the community at large, or for the longer term. They do have to follow the recommendations expressed in the Forest Regulation approved by Presidential Decree n° 171/18 of July 23 on community consultation about logging operations. Since logging concessions are only for five years, there is little incentive for companies to make longer-term investments apart from a legal obligation to establish plantations, which are likely to be fast-growing exotic species. Some could cause harm if they are planted in sensitive areas (e.g. Eucalyptus species could lower the water table and affect community water supplies, possibly increasing vulnerability to climate change; exotics could become invasive).

There is no provision to establish the plantations on already cleared land, so natural forest could be cut to make way for the plantations. Companies are obliged to undertake long-term management of the plantations per the concession terms which will include the implementation of a reforestation plan. There is no provision or incentive for logging companies to form partnerships with local communities, which would take time to develop trust and mutual understanding, and would require communities to establish cooperatives. So, there is a strong risk of communities losing access to timber resources, as well as suffering environmental degradation, and losing opportunities for longer term CBNRM through private-sector logging concessions in their areas.

- **Community cooperatives:** while cooperatives in principle provide an excellent mechanism for organizing communities around CBNRM, in practice their development can be challenging, mainly due to poor understanding and acceptance of the concept. In situations where individuals are already using natural resources for commercial purposes it can be difficult for them to adapt to working cooperatively, including following rules, sharing benefits and answering to anyone but themselves. There is a need to create awareness of the ultimate benefits of community cooperatives, and for those individuals to be able to increase their benefits through working cooperatively, for these initiatives to be successful.
- **Bureaucratic processes and cost of implementation:** many processes involving registration of cooperatives and community land are quite complex and bureaucratic and require the presentation of documents that might not be readily available (e.g. identity (ID) cards and tax payer number). Confirmation is required from the soba (local chief). While the application process for communities is free, there may be costs involved in traveling to the provincial capital, and in mapping and demarcating the community land concession before it is registered.



© National Geographic Okavango Wilderness Project

Making traditional beehives from bark kills the trees; at low levels this practice is sustainable, but expansion of honey production is now affecting forests around honey-producing villages.

- **Poor knowledge and understanding of legislation and rights to land and natural resources:** Communities are often unaware of the new legislation and the implications for them, in terms of risks and limits on their activities as well as opportunities. There are relatively few programs on dissemination of environmental legislation, and in some cases the information is out of date (e.g. booklets on the 1992 Land Law are still being distributed, despite the changes in the 2004 Land Law). In some cases government staff are also not fully informed about the contents and interpretation of the new laws, especially at provincial and municipal levels.

3.3.2 CBC

- **Limited opportunities for communities in conservation areas and low level of participation:** communities and households living inside conservation areas have more limited opportunities for natural resource use, being limited to subsistence only, for their own use, with no hunting for commercial purposes (they cannot legally sell wildlife meat from hunted animals but they can trade it). Hence any commercialization in community-based approaches within conservation areas needs to be based on non-consumptive use such as tourism. Communities can provide services such as guiding, cultural shows, and craft making. However, with limited infrastructure and facilities, and the remoteness of many areas, tourism development will take time and investment across several sectors. Given the number of people

3.3.3 GENERAL

- **No human-wildlife conflict compensation scheme:** no laws cover human-wildlife conflict (HWC), and there are currently no human-wildlife conflict compensation mechanisms for loss of property such as crops and livestock in Angola (although some years ago there was a compensation scheme for fishermen in Cabinda who were compensated when their fishing gear was damaged by marine turtles). The only assistance currently provided by government is in the event of death or injury to people. If conservation efforts are successful, wildlife populations will increase in the future. Climate change is already increasing HWC (climate change, 1.3). HWC can be a strong disincentive to communities to conserve wildlife, and this issue will need to be tackled on a wide scale.
- **Weak law enforcement and low penalties for illegal hunting and trade:** Low penalties and weak law enforcement are resulting in large-scale illegal hunting and reduction of wildlife populations (Ministério do Ambiente, 2018b), which is eroding the wildlife resource base for community-based approaches. DLA Piper (2014 and 2015) analyzed wildlife legislation, penalties and law enforcement in several countries with significant wildlife trade, including the five KAZA TFCA countries (note that this analysis was done prior to Angola drafting the new wildlife legislation, and information for Angola was based largely on 1950s Portuguese colonial legislation). While Angola joined CITES in 2013, at the time of the analysis in 2015, it was the only country in the region that had not enacted principal legislation to implement CITES into domestic law. Its prosecution staff and judicial offices were reported as chronically underfunded and undertrained, and the legislative framework to restrict wildlife trafficking was weak.

Just as wildlife moves across international boundaries in KAZA TFCA, so too do illegal commercial hunters and wildlife trade. Commercial poaching operations focus in countries with still abundant wildlife, low penalties and weak law enforcement capacity. Angola's international borders with Namibia and Zambia in KAZA TFCA are very porous, and in particular at the time of writing this report in 2018, illegal hunters were coming into south-east Angola across the Cuando River from Zambia to hunt elephant. Angolans are also moving across the Namibia border into Namibia and Botswana for poaching of elephant for ivory.

A comparison of the penalties for wildlife crimes in KAZA TFCA countries was undertaken by DLA Piper (Table 2). At the time of the analysis, Angola was the only country where the penalties were not big enough for the crime to be considered a "serious crime" as defined by the United Nations Office of Drugs and Crime (4+ years in prison). The penalty for killing an elephant was the lowest in the region (US\$3,747, below the "value" of an elephant). Under the Law on Criminalization of Money Laundering Predicate Offenses passed in 2014 (Law nº 3/14 of February 10) killing of protected species can lead to a prison sentence of between 6 months and 3 years, or fines of Kz 10,000 (USD 300) to Kz 1,000,000 (USD 3,300) (this information is not shown in the table below). Angola's law enforcement capacity is also low compared to other countries in the region (though some of them are also quite low) (Table 3). Unfortunately, this combination of factors makes Angola a prime target in the region for illegal commercial hunting and trafficking of illegal products from surrounding countries.

According to TRAFFIC, the wildlife trade monitoring network, the current Angolan penal code does not include penalties for wildlife crime specifically. Any related convictions are usually based

on the illegal possession of firearms. Should a person hunt illegally (without a permit and not report it within 30 days) they receive a monetary fine if caught. However, a new draft penal code has been written and the final approval of the bill is expected to be discussed in the 2018/2019 parliamentary year (unpublished report from TRAFFIC to WWF).

TABLE 2.
COMPARISON OF PENALTIES FOR WILDLIFE CRIME
ACROSS THE FIVE KAZA TFCA COUNTRIES

	Angola	Botswana	Namibia	Zambia	Zimbabwe
Serious Crimes Under UNODC? (punishable by 4+ years in prison)	No -only fines	Yes, but judicial discretion to give fine instead -no min.sentence	Yes, but judicial discretion to give fine instead -no min.sentence	Yes, with some limits on judicial discretion -Min. fines (but low) -Mandatory prison	Yes, but only rhinos, ivory, & poisoning -Mandatory CP -Mandatory Prison
Illegal Hunting Penalties (fines in USD\$ equivalent)	Hunting: Fine between \$88 and \$29,500 Killing Elephant:: \$3,747	Protected Game (Rhinos): Up to \$1,000 (\$10,000) fine and/or 7 (15) years Partially Protected Game (Elephants): Up to \$5000 (\$5,000) fine and/or 5 (10) years	Elephants / Rhinos: Up to \$16,737 fine; and/or up to 20 years Specially Protected Game: Up to \$1,674 fine; and/or up to 5 years Protected Game: Up to \$334 fine; and/or up to 4 years	Hunt or Possess Rhino/ Elephant: 5-25 years Hunt in Nat'l Park: 1-15 years Hunt in GMA: Fine up to \$660 and/or up to 5 years Hunt: Fine up to \$800 and/or up to 3 years	Hunt SPA: Up to \$500 fine and/or up to 3 years + MCP Mandatory Compensatory Penalties for killing any animal: \$100 – \$50,000 (elephant) – \$120,000 (rhinos) Hunt or Kill Rhino: Minimum 9-11 years
Illegal Wildlife Trade Penalties (fines in USD\$ equivalent)	None (Unpermitted ivory sales technically prohibited, but not enforced & penalty unclear)	Trade in Rhino Horn: Up to \$10,000 fine and/or 15 years Trade in Ivory: Up to \$5,000 fine and/or 10 years Trade in Animal Product: Up to \$1000 fine and/or 7 years	Trade or manufacture of controlled wildlife product: Up to \$16,737 fine; and/or up to 20 years Possession of product: Up to \$1,674 fine; and/or up to 5 years	Hunt or Possess Rhino/ Elephant related to trafficking: Minimum 7-10 years prison Trade of Protected Animal: Up to 7 years Trade of general wildlife: Fine up to \$1,850 and/or up to 7 years	Possess or Trade Ivory / Rhino Trophy: Minimum 9-11 years Trafficking (generally): Fine up to \$300 and/or up to 1 year
Other Notable Penalties				Increase Penalties for 2 nd Offenses	-Stricter 2 nd offense for rhinos, ivory -Poisoning: Up to \$5000 fine and/or 5 yrs

Source: Schatz (undated); from DLA Piper (2014 and 2015).³⁰

30 2018 information from Namibia indicates a fine of N\$25,000,000 or imprisonment for a period not exceeding 25 years, or both fine and imprisonment if the offence relates to the hunting of an elephant or rhinoceros; or N\$10,000,000 or imprisonment for a period not exceeding 10 years, or both if the offence relates to the hunting of any other specially protected game. If the person has been previously convicted of an offence referred to above, they are liable to a fine not exceeding N\$50,000,000 or to imprisonment for a period not exceeding 40 years, or both such fine and imprisonment. (Samson Mulonga, pers. comm.)

TABLE 3.
COMPARISON OF WILDLIFE LAW ENFORCEMENT ACROSS
THE FIVE KAZA TFCA COUNTRIES

	Angola	Botswana	Namibia	Zambia	Zimbabwe
Enforcement Capacity / Resources?	Extremely limited & under resourced; lack of judicial training	Moderately limited, but judicial concerns	Moderately limited, but constrained	Limited; very under-resourced	Limited; very under-resourced
Institutional Capacity?	No	Yes	Yes	Unclear	Yes, but often unwilling judiciary
Sufficient Funding?	No	Could use more	Could use more	No	No
Corruption (based on CPI)*	<u>Rank:</u> 161/175 <u>Score:</u> 19/100	<u>Rank:</u> 31/175 <u>Score:</u> 63/100	<u>Rank:</u> 55/175 <u>Score:</u> 48/100	<u>Rank:</u> 85/175 <u>Score:</u> 38/100	<u>Rank:</u> 156/175 <u>Score:</u> 21/100
Most severe enforcement action reported	1 year	? USD \$200 fine (illegal possession of wildebeest trophy)	7 years + USD \$1,000 fine (Rhino Poacher w/ 2 horns)	5 years (Illegal Ivory possession)	9-14 years 10 years (cyanide poisoning of elephants)

Source: Schatz (undated); from DLA Piper (2014 and 2015).

4. INSTITUTIONAL FRAMEWORK

4.1 OVERVIEW OF INSTITUTIONAL FRAMEWORKS THAT CAN SUPPORT CBNRM AND CBC

This section describes the Angolan institutional framework relevant for the implementation of community-based approaches to conservation and management of natural resources. While it is national in scope, it particularly focuses on aspects relevant and applicable to the Cubango-Okavango and Zambezi basins.

4.1.1 CENTRAL GOVERNMENT

Under the new Constitution of 2010, the Angolan political system is a presidential republic, whereby the President of Angola is both head of state and head of government, and there is a multi-party system. Executive power is exercised by the government and elections take place every five years. Legislative power is vested in the President, the government, and parliament which has 220 members, also elected every five years.

At central government there are a number of ministerial departments which can provide entry points for CBNRM projects. A summary of the main ministerial departments is presented in Table 4, with more detail in Annex 4.

TABLE 4.
GOVERNMENT MINISTRIES MOST RELEVANT TO CBNRM
AND CBC, AND THEIR MAIN RESPONSIBILITIES

Ministry	Responsibilities
Ministry of Environment	Protection, preservation, and conservation of environmental quality, pollution control, conservation areas, and appreciation for natural heritage, and the preservation and rational use of natural resources. The National Institute for Biodiversity and Conservation Areas (INBAC) is responsible for ensuring implementation of policy on conservation of biodiversity, and management of conservation areas.
Ministry of Energy and Water	Planning, coordination, supervision and control of activities related to the sustainable use of water and energy resources in Angola. The National Institute for Water Resources has the mission of ensuring the implementation of the national water policy and it is also responsible for dealing with weather-related extreme events.
Ministry of Agriculture and Forestry	Promotion of agriculture, livestock husbandry and forestry, and food security. The Ministry's National Directorate of Forestry is responsible for the conservation and management of forest, wildlife and apicultural resources. IDF implements legislation on the exploitation, use, protection, conservation and transport of forest and wildlife products and byproducts outside conservation areas, and is responsible for forest recovery.
Ministry of Fisheries and the Sea	Negotiation of international fisheries agreements, and management of fisheries (through quota-setting, royalties and licenses), and other aquatic biological resources. IPA is responsible for artisanal fisheries, and the Institute for National Fisheries and Sea Research for management of aquatic biological resources in the Economic Exclusion Zone.
Ministry of Economy and Planning	National development planning through coordination of national economic policy development and implementation, economic integration, and economic cooperation for development and international business.

<p>Ministry of Territorial Administration and State Reform</p>	<p>State administration, local authority administration, State reform and other institutions of local power and territorial organization; support to the process of local and regional elections; coordination of decentralization process; combating poverty, especially in rural and peri-urban areas, creating wealth for local communities and improving the quality of life of populations, in a multidisciplinary and transversal perspective</p>
<p>Ministry of Social Action, Family and Promotion of Women</p>	<p>Designing, proposing and implementing social policy to fight poverty and eradicate hunger at community level, as well as the defense and well-being of the family, the promotion of women, promotion of employment in collaboration with other sectors, social protection of vulnerable populations, the development of communities, and the guarantee of women's rights, gender equality and equity.</p>
<p>Ministry of Construction and Public Works</p>	<p>Policy development for civil construction and public works; technical support and execution of strategies and policies; and quality control</p>
<p>Ministry of Territorial Planning and Housing</p>	<p>Land use planning, town planning, land tenure, cadaster and housing; development of territorial base information and geographic information system for municipalities; resettlement</p>
<p>Ministry of Tourism</p>	<p>Tourism, including strategies, programs and projects for the promotion and development of tourism. The Ministry's Institute for Tourism Promotion encourages and promotes the development of tourism in harmony with national tourism policy.</p>
<p>Ministry of Mineral Resources and Petroleum</p>	<p>Formulating, conducting, executing and controlling government policy on geological and mining activities, oil and gas, refining, petrochemicals, storage, distribution and marketing of mineral and petroleum products, as well as the production and marketing of biofuels, while protecting the environment.</p>

4.1.2 PROVINCIAL GOVERNMENT AND OTHER DEVOLVED ADMINISTRATIVE UNITS

Below the central level, Angola has a three-level administrative structure:

- Province (provincia): administratively, Angola consists of 18 provinces, headed by provincial governors
- Municipality (município): Angola has 164 municipalities, headed by municipal administrators
- Commune (comuna): The lowest administrative level is the commune; Angola has 518 communes, headed by communal administrators

Governors, municipal administrators and communal administrators are all appointed by and accountable to the central government.

The provincial government has a special body (Provincial Stakeholder Engagement and Social Concertation Council) which aims to support provincial level discussion and decision-making on relevant socioeconomic policies for the province. This council includes, amongst others, local authorities, religious institutions, private sector, labor organizations, professional organizations, civil society representatives and a member of the Provincial Youth Council.

National Agency for the Management of the Okavango

A commission was recently established to prepare terms of reference for a future Okavango investment agency in the country and this could be an entry point for CBNRM projects. The agency will be the National Agency for the Management of the Okavango (Agência Nacional para a Gestão do Okavango). It will be responsible for showcasing opportunities for investment in the Angolan part of the Okavango, with an emphasis on tourism and the environment. It will define priorities for development, including support of local communities.

4.1.3 NGO SECTOR

The NGO sector in Angola has changed significantly over the last few decades. Many NGOs were involved in humanitarian work during and after the conflict; this focus has now switched to post-conflict development. While there are many national and local NGOs working in development, there are fewer international NGOs operating in the country now. In practice it is challenging for international NGOs to work in Angola. Nearly all the NGOs working specifically in the environment are national or local NGOs, though they have also declined in number and level of effort in the last ten or so years. National environmental NGOs that are still active include Ecological Youth of Angola (which places emphasis on environmental education), Kissama Foundation (with greater focus on biodiversity conservation and management) and Futuro Verde (Green Future) which is mostly involved in tree planting campaigns in Luanda. Sub-national level environmental NGOs include ACADIR, which works in Cuando Cubango Province. National and local religious groups play a very important role in supporting rural development, often reaching very remote areas and communities.

4.1.4 PRIVATE SECTOR

Angola has a strong private sector, though many companies have been affected directly or indirectly by the economic downturn in the last decade. Currently there are relatively few companies operating in nature-based tourism, but there are companies working in natural resources such as timber, agriculture and fisheries. There is an important role for the private sector in CBNRM and CBC development in the future.

4.1.5 REGIONAL ORGANIZATIONS

The Secretariat of the KAZA TFCA is based in Botswana. An interministerial commission for KAZA TFCA in Angola is chaired by the Ministry of Tourism in Luanda; there is KAZA TFCA representation in Cuando Cubango Province. The OKACOM Secretariat is based in Botswana; within Angola, an inter-sectoral and civil society Reference Group is located in Cuando Cubango Province. These bodies bring together actors from different disciplines and create forums for communication and collaboration. The Zambezi Watercourse Commission was established in 2014, and its Secretariat is based in Harare, Zimbabwe. Regional agreements are outlined in Annex 3.

I 4.2 INSTITUTIONAL OPPORTUNITIES FOR COMMUNITY-BASED APPROACHES I

- **New government and national economic strategy:** the new government formed in 2017 under the leadership of a new president has much greater openness than before. With the drop in oil prices since 2008 and consequent impact on the national economy, high priority is being given to diversify and revitalize the national economy. A new structure in provincial government brings together groups of ministries which used to operate independently, enabling greater multi-disciplinary work; in addition there is greater decentralization of decision-making and implementation to the provincial level. In 2020, municipalities will be replaced with “autarquias” which will have elected representatives (although at the lowest level of government, the commune, officials will not be elected). Many of these developments at different levels should help create enabling conditions for CBNRM and CBC.
- **Greater synergy within and between institutions and sectors:** the new government structure and outlook promotes greater collaboration within government institutions, among them, and between government and civil society. Cross-sectoral collaboration is very important for CBNRM, which usually needs involvement of several disciplines, sectors and levels to be successful. The restructuring of provincial government is merging different sectors into departments, ensuring greater integration, which should strengthen the government’s decentralization process. There is a greater openness to partnerships between government and civil society, with recognition of the roles that non-government organizations (NGOs) can play in supporting communities in policy implementation. This is important since government has low capacity to reach rural communities directly. Signs of greater collaboration and trust include the appointment of civil society members in the Council of the Republic, a high-level body which advises the president. NGOs are now

including government in their planning processes, for example inviting government officers to workshops. An interministerial commission exists in Angola for KAZA TFCA, chaired by the Ministry of Tourism; in Cuando Cubango Province an inter-ministerial and civil society Reference Group exists for OKACOM. These bodies bring together actors from different disciplines and create forums for communication and collaboration. The future Okavango investment agency in Angola could be an entry point for CBNRM projects.

- **Greater openness to work with international NGOs and apply relevant approaches from outside Angola:** there is realization that international NGOs (INGOs) can bring relevant practices and experience from other countries, and also funds for community-based approaches. There is a greater openness to work with international conservation and development NGOs now, preferably in close collaboration with Angolan NGOs to ensure that approaches are appropriate to the local context. Many government and NGO staff and some communities have been exposed to community-based practices in the region and seen how communities can benefit.
- **Civil society capacity:** there is some good development and human rights capacity among national and international NGOs in Angola. There is also some experience with microfinance. There are many CBOs, mainly linked to church groups, who are potential partners for CBNRM and community-based conservation (CBC). However, there is little existing conservation capacity (see below).
- **Private sector:** there are opportunities to work with the private sector in various ways. Ministry of Environment officials expressed interest in public-private partnerships (PPPs) for management of conservation areas. To date there are few examples of PPPs that have been successful in conservation in Angola, but there could be an important future opportunity for this. Communities could enter into joint ventures with private companies, for example for tourism development, as has been done very successfully in Namibia (this could take place outside conservation areas; the new Wildlife and Conservation Areas Law will determine whether it is possible inside conservation areas). The private sector could also facilitate market access for community natural resource products, and assist with capacity building and quality control.

| 4.3 INSTITUTIONAL GAPS AND CONSTRAINTS | FOR COMMUNITY-BASED APPROACHES |

| 4.3.1 CAPACITY CONSTRAINTS

- **Low government capacity:** there is generally low capacity in government for conservation, conservation area management and natural resource management in terms of number of staff, and sometimes the existing staff do not have the qualifications and experience needed for their roles. While some people have been exposed to CBNRM and CBC in other countries, there is very little direct experience of these approaches. There is particularly low capacity in terms of knowledge and power to make decisions at provincial and municipal levels (Ministry of Urban Affairs and Environment 2006). In some cases provincial and municipal staff do not have good knowledge of the legislation and CBNRM practices.

Some departments have low capacity to work with communities (e.g. the Department of Fisheries has little experience in how to establish cooperatives; the National Institute for Biodiversity and Conservation Areas has little experience of working with communities in conservation areas). The latter also has a scarcity of senior technical staff and staff with experience in policy formulation.

In conservation areas there are low numbers of staff, and sometimes they do not have the technical capacity required, or are already reaching retirement age. There are only about 300 park rangers for the whole country, though there are plans to contract up to 1,000 new rangers in the next five years. There is no mentoring program for park managers. Low salaries do not encourage recruitment and retention of qualified staff. Shortage of qualified personnel means that external partners have to implement some projects, which is more expensive and leads to cultural and language problems (Ministério do Ambiente, 2018b). Overall, the education system has been weak, resulting in a lack of technical expertise. For those who have received an education, the country in general has experienced a large 'brain drain' due to the prolonged conflict and lack of professional employment opportunities.

There is also inadequate infrastructure, facilities, equipment and financial resources for conservation area management (Ministério do Ambiente, 2018b), and for CBNRM.

- **Low NGO capacity:** while there is stronger NGO capacity in the development sector, there is very low NGO capacity for conservation and natural resource management in Angola currently. Although there were about 40 conservation and environmental NGOs in the 1990s, there are now only a handful. It can be challenging for projects to find suitable Angolan NGOs to partner with (Göetz Schroth, UNDP, pers. comm.). The Maiombe Network was established as an environmental NGO umbrella organization to provide an opportunity for the NGOs to have a common voice, communicate with government and source funding for environmental activities. However, the Network is now dormant, and it has few NGOs to represent. It should only be resurrected if there is a critical mass of NGOs to represent, and if it is run in a democratic way for the benefit of its members.
- **Inadequate training in conservation:** there is a big need for training at all levels to strengthen capacity and create a new generation of experts and practitioners who can support CBNRM and CBC and conservation more broadly. Currently there is no long-term training program for the conservation sector, and a lack of up-to-date training materials (Ministério do Ambiente, 2018b). While this area was not a major focus for the current assessment, we noted the following:
 - o **University level:** There could be many opportunities to adapt university curricula to cover subjects and topics needed for CBNRM and CBC. For example, there are existing CBNRM curricula in the Namibia university system that could be incorporated in syllabuses in Angola over time (Chris Weaver, pers. comm.). In addition, there should be a greater emphasis on practical experience, with field work, study visits and visiting lecturers; university courses in Angola currently do not tend to include laboratory or field work for students, resulting in graduates who know theory but not practice. Currently universities do not play a major role in research in the sector (Ministério do Ambiente, 2018b). We saw a specific opportunity at the University of Cuito Cuanavale in Menongue, the country's gateway to the two large Angolan national parks in KAZA TFCA. The university has bachelors courses in tourism and biology, yet it does not train tourism students in conservation tourism or include wildlife management in the biology course. Altering the curriculum could take advantage of this.

- o **Park ranger training:** there is a huge need for training park rangers. Two training courses were held in Quiçama National Park a while ago; a training school was recently constructed near Menongue where a park ranger course is planned shortly (however, it not located in a conservation area where the trainees could gain practical experience). Practical experience is essential for this level of training.
- **Language challenge:** low capacity extends to capacity in the English language, and many opportunities are missed because of this. While many people in national government speak English well, English aptitude is less prevalent at provincial and municipal levels. Also, capacity is low for writing in English as that needed for funding proposals. The need for translation of proposals, reports and other documents means that many processes take longer in Angola than they do in English-speaking countries. The language barrier will also be a challenge if INGOs and foreign companies become involved in CBNRM and CBC in Angola.
- **Risk-averseness:** there is a certain aversion to taking risks and trying out new ideas in overnment, for fear of failing. People are unwilling to move out of their comfort zone and try out innovative ideas directly, though they are interested in innovation by others.

4.3.2 GOVERNANCE

- **Government institutional roles and responsibilities are not always clearly defined and coordination is weak, sometimes resulting in duplication:** while there are some signs of improvement, there continue to be overlapping responsibilities between government institutions, and weak coordination across sectors. This results in delays in implementation and duplication of effort and financial resources (Ministério do Ambiente, 2018b). For example, the Ministry of Environment manages lions inside conservation areas and the Ministry of Agriculture and Forestry manages them outside, yet the two institutions are not working together on this. Similarly, the Ministry of Fisheries and the Sea and Ministry of Environment are protecting fisheries, but are not generally collaborating (though recently there have been signs that they intend to collaborate on the establishment of marine conservation areas).
- **Low level of community involvement in decision-making processes:** there has been little effort to involve communities in management of conservation areas (Ministry of Urban Affairs and Environment 2006), and the legislation is still inadequate on community involvement in CBNRM, with no good practical examples, either in biodiversity management or in benefit sharing (Ministério do Ambiente, 2018b). Outside conservation areas there are doubts whether communities are adequately consulted over issues affecting the land and natural resources they use for subsistence. For example, the new Forest Regulation requires community consultation before a logging concession is granted, but the consultation is done by the applicant and the aw does not specify how it should be done, or how to ensure the involvement of the people most dependent on forest resources (often the poorest and most marginalized members of a community).
- **Low level of internal democratic processes in many communities:** CBNRM and CBC are both strongly based on the rights of individuals as well as the community as a whole, and involve democratic representation and decision-making, and equitable benefit-sharing. Since Angola

has a strong system of sobas in rural areas who are paid by government and are not elected, there is a risk that some sobas could dominate decision-making and control benefits to the detriment of less empowered members of the community. Such internal conflict could intensify in the future if and when community benefits are generated through CBNRM and CBC. However, several interviewees reported that this has not been a problem to date; for example, in ACADIR's work to create associations and cooperatives for conservation agriculture and control of illegal hunting (António Chipita, ACADIR, pers. comm.). The power of the soba varies across communities; they are usually not represented on community committees (e.g. for land registration, cooperatives) but in many cases they play an important role in liaising with local government. A further complication lies in the fact that communities that stayed in Angola during the war became accustomed to being told what to do, and waiting for government to provide for them. They are not used to making decisions, assuming leadership or taking the initiative. This is in contrast to people who left Angola during the war (for example to Zambia and Namibia), and who returned with strong motivation and entrepreneurial spirit.

- **Challenges working with foreign companies:** there is a complicated bureaucratic procedure for foreign companies to work in Angola, and the operating environment is challenging for them. While large commercial and industrial foreign companies have developed mechanisms for this, it would be very difficult for smaller foreign companies to come in and do joint ventures with communities. Also, post-conflict situations often tend to attract less reputable companies in the natural resource sector, at a time when more reputable companies are not willing to take risks (Oglethorpe et al. 2016). Currently there is no experience of true joint ventures between companies and communities in Angola.

As in several other African countries, Chinese companies are present in Angola, working in construction, fisheries, logging, agriculture and commerce. They tend to extract resources and then move on; they do not show interest in long-term collaboration with local communities.

4.3.3 GEOGRAPHICAL ISOLATION, WEAK INFRASTRUCTURE AND LOGISTICS ISSUES

- **Inaccessibility, remoteness and particularly low capacity in remote areas:** roads are in bad condition in many parts of the country and some are still mined, although there have been major efforts in demining since the end of the conflict. Communications in these areas are poor and in some places there is infrequent or no public transport, making remote areas difficult and expensive to operate in. Areas such as the Mavinga and Luengue-Luiana National Parks are on a vast scale and present a huge management challenge. It is difficult for government to post good staff to remote areas, as many people want to stay in Luanda where services and conditions are better. Yet these are the places which often have the greatest potential in terms of natural resource base for CBNRM and CBC. This provides an opportunity to recruit people from rural areas, if they can be provided with training.
- **Absence of minimum conditions for tourism:** basic tourism facilities and infrastructure are lacking to develop tourism in Angola as part of KAZA TFCA. Access to the Luengue-Luiana National Park from within Angola is very difficult due to poor roads. Access from Namibia at present is limited to

one border crossing that can be used by tourists, at Calai, which means that tourists have to leave the same way. To make a short initial circuit, another border post is required at Mucusso, as well as one at Bico (in the southeast corner of Angola) to extend the circuit. Roads need to be upgraded, initially for small loops connecting these border posts inside Angola, and later expanding to cover more attractions in Luengue-Luiana National Park, and to provide access through Angola.

There is little detailed knowledge of potential tourist attractions in the south-east of the park, although Funston et al. (2017) make some preliminary recommendations; further work is required to assess this and plan tourism development. The Okavango Basin Tourism Pole project of the Angola government is currently stalled – it produced plans for tourism development near the confluence of the Cuito and Cubango Rivers. Many ministries need to collaborate to create enabling conditions for tourism; an interministerial commission exists to facilitate this, although it does not include the Ministry of Construction and Public Works (responsible for roads). While visas for international visitors from outside the region are quicker to obtain than before, the process is still very cumbersome and bureaucratic.

There is also an important need to increase understanding in Angola about the market for adventure travel and the product this sector is seeking – which includes smaller developments in remote areas with opportunities for wilderness experience, rather than large hotels near urban centers. Exposure visits for relevant government staff and others to successful tourism models in the region would be valuable, including wilderness safaris and joint ventures between the private sector and local communities.

4.3.4 MANAGEMENT

- **Lack of information for informed decision-making:** there is a lack of environmental and socio-economic information on which to base CBNRM and CBC decisions, a very challenging situation in which to develop new approaches. There is also low environmental awareness generally (Ministério do Ambiente, 2018b). Traditional knowledge is being lost as populations have moved around during and after the war.
- **Absence or ineffectiveness of management plans and management systems in most conservation areas:** many conservation areas lack management plans, and the detailed environmental and socio-economic surveys required as a foundation for them. This means that park managers have little guidance on how to prioritize their work, and there is no framework for long-term management continuity.

4.3.5 FINANCING

- **Funding challenges:** currently the conservation/natural resource sector is significantly underfunded. Government has had major budget cuts, and there is quite a narrow base of donors in Angola currently supporting conservation: mainly UNDP-GEF, USAID (through regional programs), European Union, KfW and National Geographic Society. There may be opportunities for funding through donor-funded development work that could incorporate natural resource management programs.

5. RECOMMENDATIONS

This section outlines recommendations to promote CBNRM and CBC in Angola. It starts by listing high-priority actions that should be taken in the short term to build on existing initiatives and take advantage of current windows of opportunity to create a stronger foundation and enabling environment for community-based approaches. It then goes on to give recommendations for longer term actions.

I 5.1 SHORT-TERM ACTIONS (DURING THE END OF 2018 TO JUNE 2019) I

- **Undertake consultation on the draft revision of the Wildlife and Conservation Areas Law:** Immediate. The Ministry of Environment should undertake consultation immediately with other government departments and civil society on this law before it is passed, since it has big implications for CBC and CBNRM, and should play a very important role in creating a strong policy enabling environment. Obtaining inputs from other government departments and civil society organizations working with communities on the ground can help to ensure that community aspects are adequately covered and are practicable. Civil society and education institutions should advocate for this, and participate in the consultation process.

Issues that need to be addressed in the Wildlife and Conservation Areas Law include: rights of communities in conservation areas; land-use planning and zoning for community areas and activities, and for core conservation areas; degree of community involvement in conservation area management decision-making, benefit sharing and employment opportunities; regulation of community activities; human-wildlife conflict mitigation; migration into conservation areas; and settlement expansion. If any buffer zones are developed for conservation areas (e.g. as is being considered for Cangandala National Park), rights of communities living in or using the buffer zones need to be covered, as well as buffer zone management structures. Many CBNRM efforts in the region have evolved in buffer zones around conservation areas.

In addition, Angola should urgently raise its penalties for illegal hunting and trade, harmonizing them with KAZA TFCA countries and making sure that they are no longer the lowest in the region. This should be given high priority in the new Wildlife and Conservation Areas Law, as should the incorporation of principal legislation to implement CITES. This is very important, especially in light of the shared wildlife resources and porous borders between KAZA TFCA countries, and the current crisis in illegal hunting and trade. Otherwise there will be little wildlife left for the country

to develop wildlife-based tourism, few economic opportunities for joint ventures with communities in conservation areas, and loss of wildlife for subsistence hunting outside conservation areas, let alone the biodiversity loss. Angola will also become a drain for transboundary wildlife populations, affecting biodiversity and economies in neighboring countries.

- **Undertake consultation on the draft revision of the Urban and Land Planning Law:** Immediate. Consultation should be undertaken by the Ministry of Territorial Administration and State Reform with other government departments and civil society to help ensure that CBNRM is enabled through the land use planning covered by this law.
- **Hold a workshop on CBNRM and CBC:** By 30 June 2019. A workshop should be organized to promote open discussion and knowledge sharing on community-based approaches to natural resource management and conservation. The agenda could include presentations from government and civil society, and from regional and global experiences, sharing experiences in Angola and beyond. The workshop should produce a set of recommendations for the way forward; this could be an early milestone for CBNRM and CBC development in Angola.
- **Establish an Angolan group for CBNRM/CBC:** By 30 June 2019. As an important initial step, organizations involved or interested in CBNRM and CBC should establish an Angolan group for CBNRM/CBC; this would provide a forum for information exchange on community-based approaches and help build capacity to catalyze action. The group could produce a road map for early actions such as exposure visits within Angola and the region; piloting CBNRM and CBC approaches; and training.
- **Learn from recent CBNRM approaches in Angola:** By 30 June 2019. There is already some good early experience in CBNRM, and these projects provide valuable learning. They include: the work of FAO in implementing the Land Law to register community land, with community management of forest products; land registration for communities by the Lutheran World Federation and other organizations; and ACADIR's work with communities on combating wildlife crime in Luengue-Luiana National Park. ACADIR's upcoming community fisheries project in Cuando Cubango Province on the Namibian border will also provide valuable lessons.
- **Learn from CBNRM and CBC policy and approaches in other countries:** By 30 June 2019. There is much experience in the region and beyond on a wide range of community approaches, which have differing levels of success and operate in differing policy and institutional circumstances. Angola can benefit from these experiences and select the approaches which are most applicable, inside and outside conservation areas. Learning can take the form of literature review, study visits, case studies, and building capacity of government staff to review projects. Relevant countries include other KAZA TFCA countries; Mozambique (which as a former Portuguese colony, has many similarities with Angola); Peru; Brazil; and Nepal (which has an extensive community forestry program).
- **Continue with tourist visits to Angolan KAZA TFCA area:** By 30 June 2019. The short tourist visits that have started recently from Namibia into the Angolan KAZA TFCA area should be encouraged, building on these early experiences and expanding the scope of the visits as road access and other facilities are opened up, and tourist attractions are identified.

I 5.2 LONGER TERM RECOMMENDATIONS I

I 5.2.1 POLICY DEVELOPMENT

- **Develop a national strategy for people living in conservation areas:** A national strategy should be developed for people living in conservation areas. The next few years should be used to collaborate with communities to find solutions that work for both conservation area management and for community development. Approaches and models may vary between conservation areas, depending on the historical situation, size of the human population, their livelihood activities, and opportunities to develop CBC. Pilot conservation areas should be used to inform national and provincial policy: Cangandala and Iona National Parks would likely be best suited for this, as they have existing structures and management, but if contrasting approaches are developed in other conservation areas, those experiences should also be taken into account.
- **Clarify boundaries of conservation areas where there are inconsistencies:** the boundaries of Luengue-Luiana and Mavinga National Parks should be clarified, and as needed, changes made by decree to ensure they are complete shapes (Mavinga) and the intended boundaries (Luengue-Luiana). Boundaries of other conservation areas should also be checked, using conservation area boundary work supported by GEF 5.
- **Ensure that CBNRM and CBC are considered during future drafting of policy and legislation:** this includes legislation across all sectors relevant to CBNRM and CBC, to further strengthen the enabling environment.

I 5.2.2 INSTITUTIONAL RECOMMENDATIONS

- **Raise awareness and build capacity on community-based approaches:** awareness raising and capacity building on community-based approaches are needed at multiple levels: policy and decision makers in government; technical staff in civil society organizations; community leaders and champions; and relevant private sector operators. Activities can include study tours to other countries for politicians, decision-makers, managers, NGO staff, private sector operators and community representatives; incorporation of CBNRM and CBC in university curricula, technical level training and training for conservation area staff; media programs; and theatre for community outreach.
- **Strengthen law enforcement capacity:** capacity should be strengthened at all levels for law enforcement to reduce illegal hunting, natural resource extraction, and trade. This includes at the local level, working with community members to reduce illegal activities through training of community game scouts (as ACADIR is doing in Luengue-Luiana National Park in coordination with park authorities), and working with community informers in ways that ensure community safety. At conservation area level, the number of trained game scouts should be increased (with recruitment priority given to qualified men and women from villages located within and/or on the boundary of the conservation area) and effective law enforcement programs incorporated in management plans. Outside conservation areas, the Ministry of Agriculture and Forestry, and the Institute for Forestry Development should strengthen law enforcement capacity and networks, including building community capacity to manage their natural resources and withstand unsustainable

or illegal extraction by outsiders. At national level, networks should be strengthened across law enforcement agencies in government. Internationally, Angola should engage in implementing CITES and collaborating with regional networks to control illegal trade of wildlife and natural resources such as timber. This includes, for example, more streamlined agreements with neighboring countries on extradition of traffickers and poachers.

- **Promote community benefits and participation in conservation area management:** communities living inside conservation areas should be able to gain a livelihood, for example from agriculture and potential controlled access to other natural resources (e.g. thatching material, freshwater fisheries, etc.), with assistance to reduce human-wildlife conflict risk. Wherever possible there should be benefit sharing, for example from tourism revenues. There should be other opportunities such as employment, giving priority to local community members (e.g. with the park, NGOs or tourism). Communities should also participate in decisions affecting their lives in the conservation area – for example they could have representation on the conservation area management committee or board, as happens in two parks in Zambia with communities living inside them (Baghai et al., 2017).

Many different models exist for conservation area management in Africa, including different types of public-private partnerships, some of which could be suitable for Angola (e.g. Baghai et al., 2017).

- **Promote collaboration and partnerships to foster CBNRM and CBC:** there are many opportunities to promote greater communication and collaboration within and across government ministries and departments to enhance CBNRM and CBC. In the NGO sector, all INGOs should partner with local NGOs to ensure that their efforts are appropriate for Angola, help build capacity, and support local NGOs' work. Opportunities should be explored for public-private partnerships (PPPs), for example in the management of conservation areas with a strong CBC element. Greater trust needs to be built between government and the NGO sector.
- **Work with champions for community-based approaches:** there are a number of important champions who could play leadership, advocacy and implementation roles to advance community-based approaches. Champions exist or could potentially come from the following: community mobilizers; community members; certain sobas; municipality level government staff (who work directly with communities); individuals in national and provincial government; NGO staff; donor agency staff; and champions outside Angola – for example, those who advocate for funding for community-based approaches, or are working in CBNRM and CBC in neighboring countries.
- **Encourage participation of youth:** youth should be mobilized to participate in CBNRM and CBC efforts. There is a groundswell among Angolan youth who feel a high level of frustration, and want to help their country and people. Rural youth can be encouraged to play a role in natural resource management and wildlife conservation through youth clubs which are easy to set up. Youth can be mobilized to play a role in law enforcement and as community mobilizers for CBNRM. As Angola develops, it will be up to their generation to make a success of CBNRM and CBC.

- **Use existing entry points for community-based approaches:** a number of entry points exist for rapidly promoting community-based approaches by facilitating work with communities. They include:
 - **Existing projects in different sectors:** for example, land rights, fisheries, water, apiculture, forest products, agriculture.
 - **Existing institutions:** for example, CBOs, NGOs, religious groups, cooperatives and associations. Even though they may not be working in natural resources or conservation, they have relationships with communities and may be willing to take on new activities.
 - **Provincial level:** given the process of decentralization and greater cross-sectoral integration at provincial level, starting at provincial level can provide a good entry point as many NGOs are doing.
 - **Sobas:** in rural areas they usually have the respect of communities and some are good leaders.
 - **Government extension officers:** they are in close contact with communities.
 - **Capacity building and awareness activities:** as the initial activities to start to work with communities.
 - **Start with problems that communities are facing:** working on issues that are important for communities can provide entry points for working on broader issues. Examples of entry points are: tackling human-wildlife conflict, improving low-productivity agriculture or tackling livestock disease.
- **Find ways to streamline bureaucratic processes:** wherever possible, ways should be found to streamline bureaucratic processes for communities (for example, in the granting of land rights or community logging concessions) so that they are not prohibitively complicated and expensive for communities.
- **Ensure conflict sensitivity and cultural sensitivity in CBNRM and CBC approaches:** CBNRM and CBC approaches should be conflict-sensitive and appropriate for Angola and the specific cultural setting. Capacity will need to be built in communities for the democratic practices; and appropriate CBNRM and CBC tools carefully selected. The role of the soba needs to be taken into account.
- **Recognize achievements:** it is important to recognize individuals who go beyond the normal call of duty to promote CBNRM and CBC. Achievements and milestones in CBNRM/CBC should be celebrated in government, NGOs, CBOs and private sector, and individuals recognized for their efforts.

5.2.3 PILOTING AND LEARNING

- **Pilot promising CBNRM and CBC approaches:** since much new legislation has already been passed, there is good opportunity now to pilot different approaches to CBNRM and CBC in the Angolan context, and learn about what works well, and what does not; this can inform future policy revision. At this stage it would be best to start on a small scale with pilot approaches (e.g. for community forest management; community honey production), and learn what works best before expanding to implement the new policies on a large scale. Processes, results, successes,

challenges and lessons should be documented; results disseminated; and approaches refined accordingly. Projects should be designed in collaboration with communities to ensure they are practicable, cover community priorities to improve lives of community members, and are likely to be sustainable once the project ends. There is an important role for government to help NGOs ensure that projects fit within national, provincial and commune development plans, and to help them negotiate bureaucratic processes.

- **Continue CBNRM and CBC learning:** it is important to continue learning about what works, what does not work, and why, in developing CBNRM and CBC in Angola, and share lessons among interested stakeholders in Angola and beyond. A vehicle for this could be the CBNRM/CBC group outlined in the short-term recommendations.

5.2.4 COMMUNITY-BASED CONSERVATION AND CONSERVATION AREAS

- **Undertake surveys:** surveys are needed on biodiversity, wildlife, socio-economic situation and human-wildlife conflict, along with climate risk assessment, to fill in knowledge gaps and provide a foundation for conservation area management planning, including community-based approaches inside conservation areas.
- **Produce management plans for conservation areas:** detailed management plans should be produced for all conservation areas that do not already have them, based on existing information and new survey information. Plans should include zoning that takes into account: wildlife needs including movements; core conservation areas; and areas that provide for needs and economic opportunities of local communities, within the framework of the new Wildlife and Conservation Areas legislation. The management planning process should include consultation with local communities. Climate change resilience and adaptation should be incorporated. The new Cangandala National Park management plan can be used as a model for other conservation areas, including community activities in the buffer zone. It is the first comprehensive conservation area management plan to be developed in Angola, and it encourages community participation as part of the management approach; proposes different zoning categories (including buffer areas); includes recommendations for boundary changes; and establishes the carrying capacity for giant sable.
- **Promote tourism development that benefits communities:** potential for tourism development in conservation areas that will provide benefits for communities should be identified, and incorporated into management plans. Please see tourism recommendations below for more details.

5.2.5 COMMUNITY LAND RIGHTS, NATURAL RESOURCE MANAGEMENT AND AGRICULTURE OUTSIDE CONSERVATION AREAS

- **Help communities claim communal land rights:** for priority communities inside KAZA TFCA that are not already covered by existing or planned land rights projects, awareness-raising should be undertaken about the 2004 Land Law, working through existing community institutions, or if necessary new ones for community-based land and natural resource management. Following principles of common property approaches, all members of the community should be identified. Using participatory rural appraisal tools, communities should be aided to identify limits to the land that they use for different purposes (agriculture, settlement, natural resource use, grazing, sacred and cultural sites, and areas used during extreme conditions such as drought and flood). This includes land and resources used by the poorest people households, women and women-headed households, differently abled people and AIDS-affected households. Where neighboring communities share land and resources, participatory processes should be used to draw up agreements for this in light of land allocation, taking a conflict-sensitive approach (FAO has experience in this). Communities should be assisted to register and demarcate their land through official processes, and to plan for sustainable and equitable land use practices.
- **Develop CBNRM based on forest and/or fishery resources:** opportunities should be identified with communities on ways to use their forest and/or fisheries resources commercially on a sustainable basis (forest resources could include timber, charcoal, honey, medicinal plants; fisheries could include aquaculture. Note that it is important to avoid depleting wild fish stocks, as has happened in the north-east of Namibia with commercialization of fisheries.) Opportunities may also include tourism outside conservation areas (e.g. game viewing, sport fishing). Identification of possible markets for CBNRM products should be done early on and in a realistic way (using market value chain assessments to ensure viability). Learning should be done from existing experiences: for example, the two existing community forest licenses with cooperatives in Moxico; community fisheries projects; and sustainable charcoal and honey projects, when results are available. CBNRM approaches should be introduced, including participatory resource inventories and monitoring; sustainable offtake methodologies that minimize adverse environmental impacts; strengthening of community institutions for participatory decision-making and equitable benefit sharing; product processing to add value; and marketing support. Resource management measures could include, for example, more efficient charcoal kilns and sustainable wood extraction based on the community's forest inventory; and use of bee hives instead of felling trees to collect honey.
- **Agriculture:** in places where agriculture productivity is low, vulnerable to climate change, or resulting in environmental degradation, rural communities should be assisted to adopt conservation agriculture approaches in order to both improve yield and reduce environmental impacts such as soil erosion, siltation of rivers and forest destruction, drawing lessons from existing conservation agriculture approaches in Luengue-Luiana. This can be an important entry point or add-on activity to CBNRM.
- **Commercial logging concessions:** for communities that are approached by commercial logging companies for concessions in their areas, the following points should be taken into consideration. Five-year concessions expected under the new regulation are probably too short for a commercial operator to do a joint venture with a local community, and there is a risk that loggers will try to

extract all useful timber during that time, leaving the communities with depleted forests and reducing future opportunities for the community. The new Regulation (expected very shortly) should be reviewed to see how communities can gain from logging concessions in an equitable way, and ensure that community voices are heard in the planning and operation of the concession to avoid adverse impacts.

5.2.6 HUMAN-WILDLIFE CONFLICT MITIGATION

- **Make HWC an integral part of CBNRM and CBC:** HWC is a major problem in many rural areas, resulting in loss of human life, injuries, and damage to livestock, crops and property. It is a disincentive for communities to support conservation efforts. CBNRM and CBC projects should integrate HWC mitigation as a major component, drawing on regional experience to use the most effective approaches for local circumstances. HWC can provide an important entry point for community projects.

5.2.7 TOURISM DEVELOPMENT

- **Build on early tourism, starting small:** the short visits by tourists entering through Namibia should be encouraged and continued. Once additional border posts are opened, the road network is improved and facilities are installed, efforts can be scaled up to take in the main attractions in the area. Camp sites and tented camps can provide short-term, low-cost opportunities until further investment is attracted and lodges are developed in the longer term.
- **Identify and manage tourism attractions:** building on the work of Funston et al. (2017) and others, key tourism attractions in the KAZA TFCA area of Angola should be identified in light of existing tourism markets. Funston et al. proposed game viewing tourism based on four-wheel drive routes with remote campsites, or based on lodges such as the one being built at Sasha on the Cuando River. They saw potential for campsites and small lodges along the Cubango and Cuito rivers, with sport fishing on the Cuito River as an attraction. Throughout Mavinga National Park they noted many sites of tourism potential that were either scored as pleasant or outstanding. Birdwatching and wilderness have also been proposed as attractions in the region. However, wildlife populations are depleted in the area, and illegal hunting and trafficking continue. In order to have a first-class tourism product these illegal activities must be curtailed to restore wildlife populations, and tourism development should go hand-in-hand with wildlife and forest management.
- **Undertake tourism planning for the south-east part of Angola:** building on the identified attractions, planning for phased tourism development in the KAZA TFCA area of Angola should be undertaken. At least initially this would be largely based on tourism circuits between Namibia, Angola, and Zambia for 4x4 adventure tourism, taking in a variety of contrasting attractions in each country. For example, in Angola, wilderness experience in the mystical headwaters of the famed Okavango and Zambezi rivers could be incorporated with downstream attractions in these river basins in neighboring countries. Phased tourism development should be incorporated into the management plans for each national park, covering infrastructure and access needs, markets, types of products and tourism volume, and mechanisms for community involvement. Tourism development should keep clear of areas which are still mined.

- **Promote community involvement:** opportunities for communities in tourism should be identified. This could include community-run campsites; community-guided activities (e.g. sport fishing, game viewing, birdwatching, wilderness walking); and joint ventures with private sector operators in developing lodges where communities bring equity in land they have rights to (outside conservation areas). Inside conservation areas, communities at a minimum should have opportunities for tourism employment, revenue sharing, and access to tourism markets for agriculture produce, fish and handicrafts. More active involvement could include community-run campsites, as is being done in Iona National Park. In the longer term, consideration should be given to providing communities with rights for tourism development on a concessional basis, enabling them to enter into public-private partnerships for development of lodges and other facilities.

5.2.8 ROAD DEVELOPMENT

- **Be ready for road development:** A major limitation to developing CBC and CBNRM in the KAZA TFCA area is the challenge of access. A few roads still require demining. Long-term plans exist to upgrade existing roads, and this will make a huge difference to the lives of communities living in the area. On one hand it will improve access for government to provide social services, and will make it easier for NGOs to work with remote communities. It will improve access to markets for CBNRM, including tourism. On the other hand, it will also improve access for private-sector logging concessions, unsustainable charcoal extraction along roads, and illegal hunting and logging. There is a risk that the current rate of resource extraction will greatly accelerate as road access improves. Government and communities should be prepared to control resource extraction and transport, otherwise there may be no resource base left for communities to establish sustainable CBNRM and CBC activities.

5.2.9 CLIMATE CHANGE

- **Raise awareness about climate change and its impacts:** in light of the high vulnerability of communities, species and ecosystems in the KAZA TFCA area, awareness should be raised about climate change, existing impacts and projected risks in the region, and possible responses.
- **Mainstream climate adaptation into CBNRM and CBC:** climate risks for people, ecosystems, key species and infrastructure should be assessed, and capacity built for climate adaptation. Resilience building and adaptation responses should be mainstreamed in planning at all levels (e.g. conservation area management planning, CBNRM planning at community level, and transboundary strategic planning for wildlife corridors and environmental flows). Community responses should be participatory, gender-sensitive and inclusive of the most vulnerable people, who are often the poorest community members. Responses should be planned at appropriate geographic scales, taking into account upstream-downstream linkages.

5.2.10 FUNDING

- **Obtain full funding for long-term projects:** only initiate projects that are fully funded, and plan CBNRM and CBC projects for several years, given the time it takes to establish trust with communities, work through bureaucracy, and get results on the ground. Otherwise results are unlikely to be sustainable.
- **Look at different options to manage conservation areas:** the range of options for funding effective management of conservation areas should be reviewed, including existing experience in the region and around the world. This includes different types of public-private partnerships (e.g. as outlined by Baghai et al., 2017). More broadly there could be opportunities through trust funds and other arrangements.
- **Apply for a GEF Small Grants Fund:** Angola should consider requesting a GEF Small Grants Fund through UNDP, to help build civil society capacity and fund small-scale CBNRM and CBC activities among other environmental activities.
- **Consider payments for ecosystem services:** payments for ecosystem services may be an option for Angola, including benefits to local communities in the headwaters of the Cuito, Cubango and Zambezi, for managing their environment and resources to maintain environmental flows in the region's rivers.

REFERENCES

Advani, N.K. 2014. WWF Wildlife and Climate Change Series: African elephant. World Wildlife Fund, Washington, DC.

African Development Bank. 2018. 2018 African Economic Outlook. African Development Bank.

ARD. 2007. Strengthening Land Tenure and Property Rights in Angola: A profile and planning tool for women and other disadvantaged groups in pilot areas. ARD, Burlington, Vermont, USA.

Baghai M., Lindsey P., Everatt K. and Madope A. 2018. Collaborative Management Models for Conservation Areas in Mozambique: Regional best practices, current models in Mozambique and a framework for enhancing partnerships to protect biodiversity assets and promote development. USAID/Mozambique. Maputo, Mozambique.

Berkes, F. 2004. Rethinking community-based conservation. *Conservation Biology* 18(3): 621-630.

DLA Piper LLP. 2014. Empty Threat: Does the Law Combat Illegal Wildlife Trade? A Ten Country Review of Legislative and Judicial Approaches. DLA Piper, United Kingdom.

DLA Piper LLP. 2015. Empty Threat 2015: Does the Law Combat Illegal Wildlife Trade? A Review of Legislative and Judicial Approaches in Fifteen Jurisdictions. DLA Piper, United Kingdom.

Funston P., Henschel P., Petracca L., MacLennan S., Whitesell C., Fabiano E. and Castro I. 2017. The Distribution and Status of Lions and other Large Carnivores in Luengue-Luiana and Mavinga National Parks, Angola. KAZA TFCA Secretariat, Kasane, Botswana.

Instituto Nacional de Estatística, Ministério da Saúde, Ministério do Planeamento e do Desenvolvimento Territorial and ICF International. 2017. Key Findings of the 2015-16 Angola Multiple Indicator and Health Survey. Luanda, Angola. Instituto Nacional de Estatística, Ministério da Saúde, Ministério do Planeamento e do Desenvolvimento Territorial and ICF International, Rockville, Maryland, USA.

Instituto Nacional de Estatística. 2018. Objectivos de Desenvolvimento Sustentável: Relatório de Indicadores de Linha de Base Agenda 2030. Luanda, Angola.

Jones B. and Murphree M. 2004. Community-based natural resource management as a conservation mechanism: lessons and directions. In Child, B. (ed.) Parks in Transition: Biodiversity, Rural Development and the Bottom Line. Earthscan, London, UK.

Ministério da Economia e Planeamento. 2018. Plano de Desenvolvimento Nacional 2018-2022. Ministério da Economia e Planeamento, Luanda, Angola.

Ministry of Environment. 2011. National Adaptation Programme of Action. Ministry of Environment, Luanda, Angola.

Ministério do Ambiente. 2018a. Decreto Executivo nº 252/18 de 13 de Julho com Lista Vermelha das Espécies de Angola. Luanda, Angola. Government Gazette nº 101. Ministério do Ambiente, Luanda, Angola.

Ministério do Ambiente. 2018b. Plano Estratégico para o Sistema de Áreas de Conservação de Angola. Ministério do Ambiente, Luanda, Angola.

Ministry of Urban Affairs and Environment. 2006. National Biodiversity Strategy and Action Plan (2007-2012). Ministry of Urban Affairs and Environment, Luanda, Angola.

Norfolk S., Ngola, F., Elaho, F., Chivi, E., Rubem, J., Fernando, A., Kaunda, T. and Manuel, J. 2004. Land and Natural Resource Management System Assessment: Bié Province, Angola. CARE International, Angola.

Oglethorpe J., van Breda A., Kintner L., Lohani S. and Williams O. 2016. Mainstreaming natural resources into post-conflict humanitarian and development action. In: Bruch C., Muffett C. and Nichols S.S. (eds.) Governance, Natural Resources, and Post-Conflict Peacebuilding. Earthscan, London, United Kingdom.

Ron T. 2015. Preliminary Assessment of Eight National Parks and one Strict Nature Reserve for Planning further Project and Government Interventions. Projecto Nacional da Biodiversidade: Conservação do Parque Nacional do Iona, Ministério do Ambiente, Angola.

Schatz A. (undated). Identifying Legislative Differences and Commonalities: Comparisons of wildlife relevant legislation across KAZA partner countries. Powerpoint presentation of data extracted from DLA Piper LLP (2014 and 2015).

Transparency International. 2017. Corruption Perceptions Index 2016. Transparency International, Berlin, Germany.

United Nations. 2017. World Population Prospects: The 2017 revision key findings and advance tables. Department of Economic and Social Affairs Population Division, United Nations, New York, USA.

United Nations Development Programme. 2017. Project Document for Combating Illegal Wildlife Trade and Human Wildlife Conflict in Angola. UNDP, Angola.

United Nations Development Programme. 2018. Human Development Indices and Indicators: 2018 statistical update briefing note for countries on the 2018 statistical update: Angola. UNDP. http://hdr.undp.org/sites/all/themes/hdr_theme/country-notes/AGO.pdf

USAID. 2005. Land Tenure and Property Rights Assessment for Angola. USAID, Washington, DC, USA.

USAID. Undated. What is Community-based Natural Resource Management? Southern Africa CBNRM Policy Brief No. 1. USAID.

Warren, R., Price, J., VanDerWal, J. et al. 2018. The implications of the United Nations Paris Agreement on climate change for globally significant biodiversity areas. *Climatic Change* 147 (3-4): 395–409. <https://doi.org/10.1007/s10584-018-2158-6>

World Bank. 2018. Poverty and Equity. Sub-Saharan Africa: Angola. The World Bank Group. www.worldbank.org/poverty, accessed 2 October 2018.

ANNEXES

Annex 1: People interviewed during the assessment

Annex 2: Legislation Relevant to CBNRM and CBC

Annex 3: International conventions and agreements

Annex 4: Government organizations

Annex 5: Summary and recommendations from feedback workshop

I ANNEX 1. PEOPLE INTERVIEWED DURING THE ASSIGNMENT I

DATE	INSTITUTION AND NAME	
MON 9 JULY 2018	MINISTRY OF ENVIRONMENT <ul style="list-style-type: none"> • Mr. Nascimento António, Director, National Biodiversity Directorate, Ministry of Environment • Mr. Aristófaes Pontes, Director, National Institute for Biodiversity and Conservation Areas (INBAC) 	
	MINISTRY OF ENERGY AND WATER <ul style="list-style-type: none"> • Mr. Carolino Mendes, Director, Office for the Management of the Cubango, Cunene and Cuvelai Water Basins (GABHIC) • Mr. Joaquim Tavares, Head of Department, GABHIC • Mr. Paulo Quibela, Technical Staff, GABHIC • Mr. Quipuco Ferreira, Technical Staff, National Water Resources Institute 	
	UNDP <ul style="list-style-type: none"> • Dr. Göetz Schroth, Program Specialist GEF/Climate Change, UNDP • Mrs. Vanessa Falkowski, Biodiversity Officer, UNDP 	
	TUES 10 JULY 2018	MINISTRY OF AGRICULTURE AND FORESTRY <ul style="list-style-type: none"> • Mr. Simão Zau, General Manager, IDF • Mr. Mateus André, Deputy General Manager for Technical Area, IDF
		MINISTRY OF FISHERIES AND THE SEA <ul style="list-style-type: none"> • Mr. Nkosi Luyeye, National Director, Institute for Development of Artisanal Fisheries and Aquaculture (IPA)
		WED 11 JULY 2018
	PROVINCIAL DIRECTORATE FOR LAND PLANNING AND ENVIRONMENT <ul style="list-style-type: none"> • Mr. Wilson Augusto, Provincial Director 	
	LUTHERAN WORLD FEDERATION, MOXICO <ul style="list-style-type: none"> • Mr. Sabino Casino, Program Officer, Lutheran World Federation 	
	THURS 12 JULY 2018	MOXICO PROVINCE <ul style="list-style-type: none"> • Mr. Augusto Billemon, UNDESCA Coordinator • Mr. Reis Inácio, Provincial Director, Agriculture, Rural Development and Fisheries • Mr. Alberto Nguji, Field Coordinator, World Vision

- FRI 13 JULY 2018 MOXICO PROVINCE
- Mr. Paulo Macazongo, Head of Department, IDF, Moxico Province
 - Mr. Domingos Cateta, Administration Officer, IDF, Moxico Province
 - Mr. Lucambo, Law Enforcement, IDF, Moxico Province
- MON 16 JULY 2018 CUANDO CUBANGO PROVINCE
- Mr. Bento Xavier, Vice-governor, Technical Services and Infrastructure, Cuando Cubango Province
 - Mr. Augusto Chipombela, Vice-Principal for Academic Affairs, Cuito Cuanavale University
 - Mr. Cásio Monteiro, Director of Human Resources, Cuito Cuanavale University
 - Mr. João Baptista Gime Sebastião, Vice-Director for Technical Area, Tourism Development Pole, Okavango Basin
- TUES 17 JULY 2018 CUANDO CUBANGO PROVINCE
- Mr. António Chipita, Executive Director, ACADIR
 - Mr. Usona David Kawika, Project Field Coordinator, ACADIR
 - Mr. Américo, Program Director, ACADIR
 - Mr. Eduardo Ferreira, Project Field Coordinator, ACADIR
 - Mr. António José Dala, Technical Assistant to Vice-Governor, Cuando Cubango Province
 - Mrs. Inácia Segunda, Provincial Director, Women Affairs, Cuando Cubango Province
- WED 18 JULY 2018 LUANDA PROVINCE
- Mr. Donald Clark, Acting Head of Mission, USAID/Angola
 - Mrs. Rochika Chaudhry, Senior Advisor, USAID/Angola
 - Mr. Domingos Menezes, Project Manager, USAID/Angola
 - Mrs. Mary Ellen Duke, General Development Officer, USAID/Angola
 - Mr. Jason Peterson, Economic Officer, US Embassy, Angola
 - Mrs. Rikke Viholm, Chairperson of Board of Directors, ADPP
 - Mr. Evaristo Waya, Senior Official for Partnerships, ADPP
- THURS 19 JULY 2018 LUANDA PROVINCE
- Mr. Rui Lisboa, KAZA representative, Ministry of Tourism
 - Mr. Carlos Figueiredo, Development Consultant
 - Mr. José Silva, JEA President, Ecological Youth of Angola (Juventude Ecologica Angolana)
- FRI 20 JULY 2018 LUANDA PROVINCE
- Mrs. Helena M. do Amaral Farinha Manuel, Vice-Director, Fundo de Apoio Social
 - Mr. Carlos Barbosa, Assistant, Fundo de Apoio Social
- MON 23 JULY 2018 LUANDA PROVINCE
- Mr. Anastácio Roque Gonçalves, FAO
 - Mr. António Querido, FAO
 - Ms. Josina Amado Jacinto, FAO
- OUTSIDE ANGOLA
- Mr. Nik Sekhram, WWF US
 - Mr. Chris Weaver, WWF Namibia
 - Dr. Russell Taylor, WWF Namibia
 - Mr. Samson Mulonga, WWF Namibia
 - Dr. Simon Anstey, Frankfurt Zoological Society

I ANNEX 2. LEGISLATION RELEVANT TO CBNRM AND CBC I

LEGISLATION	DATE AND REFERENCE OF GAZETEMENT
GENERAL	
Constitution of the Republic of Angola	Law of 5th February 2010
General Environmental Law	Law no. 5/98 of 19th June
Urban and Land Planning Law	Law no. 3/04 of 25th June
Law on Aquatic Biological Resources	Law no. 6-A/04 of 8th October
Law on Environmental Protection Associations	Law no. 3/06 of 18th January
Consumer Protection Law	Law no. 15/03 of 22nd July
Decree on Environmental Impact Assessment	Decree no. 51/04 of 23rd July
Decree on Environmental Licensing	Decree no. 59/07 of 13th July
Law on Administrative Infringement	Law no. 12/11 of 16th February
Regulation on Environmental Protection Associations Registration	Executive Decree no. 350/17 of 17th July
TERRESTRIAL FLORA	
Regulation on the Protection of Soil, Flora and Fauna*	Decree no. 40.040 of 20th January 1955
Forest Regulation*	Decree no. 44.531 of 21st August 1962
National Road Statute	Decree no. 77/91 of 13th December
Establishes that unlawful felling of trees and unlawful trafficking of forest products are subject to fines	Joint Executive Decree no. 26/99 of 27th January
Updates the Forest Regulation approved by Decree no. 44.531*	Order no. 149/00 of 7th July
Certificate of the Convention on International Trade in Endangered Species of Wild Fauna and Flora	Executive Decree no. 433/16 of 26th October
TERRESTRIAL FAUNA	
Regulation on the Protection of Soil, Flora and Fauna*	Decree no. 40.040, 1st Series, of 9th January 1955
Regulation on Hunting*	Legislative Statute no. 2.873 of 11th December 1957
Interdiction of shooting or cutting down protected wild fauna and flora species in Angola to stop poaching and trafficking of associated valuables	Executive Decree no. 469/15 of 13th July
Establishes fees and duties to be charged for the exploitation of woody and non-woody forest products	Joint Executive Decree no. 200/16 of 26th April
Establishes sums to be charged for the issue of hunting licences and compensation for shooting down protected animal species	Joint Executive Decree no. 201/16 of 26th April

Forest and Wildlife Framework Law, establishing rules aiming at ensuring preservation and rational and sustainable use of forests and wildlife in Angola, as well as the general framework for the performance of activities related to such forests and wildlife	Law no. 6/17 of 24th January
Approves the Red List for Angolan Species	Executive Decree no. 258/18 of 13th July
AQUATIC FAUNA	
Law on Aquatic Biological Resources	Law no. 6-A/04 of 8th October
Regulation on the Research of Aquatic Biological Resources in Maritime and Continental Waters	Decree no. 38/05 of 3rd June
General Regulation on Fisheries	Decree no. 41/05 of 13th June
Regulation on Fisheries Supervision	Decree no. 43/05 of 20th June
Template for Provisional Sport and Recreational Fishing Licence	Executive Decree no. 82/13 of 18th March
Regulation on Sport and Recreational Fishing	Presidential Decree no. 146/13 of 30th September
Marine, Continental and Aquaculture Fisheries Management Measures for the Year of 2018	Presidential Decree no. 13/18 of 22nd January
National Biodiversity Strategy and Action Plan	Resolution no. 42/06 of 26th July
PLANT GENETIC RESOURCES	
Approval of the International Treaty on Plant Genetic Resources for Food and Agriculture, for ratification	Resolution no. 14/06 of 17th March
Establishes that collecting and exporting plant genetic resources by national or foreign individuals are only permitted once authorized by the Plant Genetic Resources National Committee	Order no. 59/96 of 14th June
Approval of the Nagoya Protocol on Access to Genetic Resources and Fair and Equitable Sharing of the Benefits Arising out of their Utilization, for subsequent in-country adherence	Resolution no. 35/16 of 2nd August
TERRESTRIAL CONSERVATION AREAS	
Regulation on the Protection of Soil, Flora and Fauna*	Decree no. 40.040, 1st Series, of 9th January 1955
Regulation on National Parks*	Ministerial Order no. 10.375 of 15th October 1958
Forest Regulation*	Decree no. 44.531 of 21st August 1962
Land Law	Law no. 9/04 of 9th November
Water Law	Law no. 6/02 of 21st June

BIOSAFETY	
Regulation on the Protection of Soil, Flora and Fauna*	Decree no. 40.040, 1st Series, of 9th January 1955
Regulation on Hunting*	Legislative Statute no. 2.873 of 11th December 1957
On the prohibiting of import of genetically modified transgenic seeds or grains	Decree no. 92/04 of 14th December
Establishes the basic conditions for obtaining a seed import licence	Order no. 12/U/97 of 2nd April
Agrarian Development Framework Law	Law no. 15/05 of 7th December
Cooperatives Law	Law no. 23/15 of 31st August
POLLUTION CONTROL	
Water Law	Law no. 6/02 of 21st June
Law on Petroleum Activities	Law no. 10/04 of 12th November
Mining Code	Law no. 31/11 of 23rd September
Petroleum Industry Environmental Protection	Decree no. 39/00 of 10th October
Regulation on Procedures for Management, Removal and Deposit of Waste from Oil Operations	Executive Decree no. 8/05 of 5th January
Regulation on Procedures for Notification of Occurrence of Spills in Oil Operations	Executive Decree no. 11/05 of 12th January
Regulation on Management of Operational Discharges during Oil Operations	Executive Decree no. 12/05 of 12th January
Law on Health Regulations	Law no. 5/87 of 23rd February

*Note: * These regulations were repealed by Law no. 6/17 of 24 January (Forest and Wildlife Framework Law), except for the conservation areas component.*

| ANNEX 3. INTERNATIONAL CONVENTIONS AND AGREEMENTS |

According to Article 13 of the new Angolan Constitution of 5th February 2010, international treaties and agreements approved or ratified shall be in force in the Angolan legal system after their official publication, and once they are in force in the international legal system, for the entire period they are internationally binding on the State.

This Law also states that all citizens have the right to live in an unpolluted and safe environment and have the duty to defend and preserve the environment. Thus, the State adopts the measures needed for i) the protection of

the environment and the fauna and flora species in the entire national territory, ii) maintenance of the ecological equilibrium, iii) the correct siting of economic activities and iv) the rational use and exploitation of all natural resources, under the scope of sustainable development, respect for the rights of future generations and preservation of species.

| 3.1 GLOBAL CONVENTIONS |

United Nations Framework Convention on Climate Change (1992)

This is a multilateral environmental agreement to promote the shared responsibility and the collective efforts to supervise and control the trade of certain dangerous chemicals. Angola ratified this convention on 11th September 1998 and it entered into force on 24th February 2004, when it became an international law. Under the framework of this Convention a Paris Agreement was developed in 2015 which will replace Kyoto Protocol. Angola has signed this instrument but has not yet ratified it.

Convention on Wetlands of International Importance especially as Waterfowl Habitat (Ramsar, 1971)

This convention was developed to recognize the importance of wetlands as key elements of inland waterways and coastal systems as well as the many services, functions, and benefits that wetlands provide. Ramsar Convention promotes an integrated approach to managing wetland systems so that human uses of these areas are undertaken in such a way as to retain the natural "capital" for future generations. It also provides a List of Wetlands of International Importance. The Ramsar convention entered into force in Angola on 23rd August 2016 (Resolution nº 34/16 of 1st August 2016) but the country has not yet ratified the Convention.

Convention concerning the Protection of the World Cultural and Natural Heritage (Paris, 1972)

This convention aims at protecting global cultural and natural heritage of outstanding universal value from a historical, aesthetic, ethnological or anthropological point of view, as well as protecting natural features and natural sites. This convention entered into force in Angola on 7th November 1991.

Convention on International Trade in Endangered Species of Wild Fauna and Flora (Washington DC, 1973)

CITES is one of the largest and oldest conservation and sustainable use agreements in existence. Was established as a response to growing concerns that over-exploitation of wildlife through international trade was contributing to the rapid decline of many species of plants and animals around the world. The purpose of CITES is to ensure that international trade in wild animals and plants does not threaten their survival. Angola ratified this convention through Resolution nº 1/17 of 14th February 2017.

Convention on the Conservation of Migratory Species of Wild Animals (1979)

This Convention aims to conserve terrestrial, marine and freshwater migratory species along their range. It is an inter-government treaty, administered under the United Nations Environmental Program, referring to wildlife and habitats on a global scale. The Agreements can range from legally binding Agreements to less formal tools such as Memorandums of Understanding, which can be adapted to the requirements of particular regions. Since the Convention entered into force, its implementation has been constantly growing. Angola became a member on 1st December 2006.

Under the auspices of the Convention, Angola signed three Memorandums of Understanding (MoU): MoU concerning Conservation Measures for Marine Turtles of the Atlantic Coast of Africa (1st July 1999), MoU concerning the Conservation of the Manatee and Small Cetaceans of Western Africa and Micronesia (3rd October 2008) and the MoU concerning the Conservation of Migratory Birds of Prey in Africa and Eurasia (1st November 2008).

Convention on Biological Diversity (1992)

This convention, also known as United Nations Convention on Biological Diversity, Rio, 5th June 1992 encourages parties to promote conservation of biodiversity, sustainable use of biodiversity, and fair and equitable sharing of the benefits arising from the use of genetic resources. States are required to monitor every activity that can cause damage to biodiversity both inside and outside conservation areas. This convention entered into force in Angola on 23rd July 1997 (Resolution n° 23/97 of 4th July 1997).

United Nations Convention to Combat Desertification (UNCCD) (1994)

This Convention is the sole legally binding international agreement linking environment and development to sustainable land management. It specifically addresses the arid, semi-arid and dry sub-humid areas where some of the most vulnerable ecosystems and peoples are found. The new UNCCD 2018-2030 Strategic Framework is the most comprehensive global commitment to achieve Land Degradation Neutrality in order to restore the productivity of vast expanses of degraded land, improve the livelihoods of more than 1.3 billion people, and reduce the impacts of drought on vulnerable populations to build "A future that avoids, minimizes, and reverses desertification/land degradation and mitigates the effects of drought in affected areas at all levels ... to achieve a land degradation-neutral world consistent with the 2030 Agenda for Sustainable Development".³¹

I 3.2 REGIONAL CONVENTIONS AND AGREEMENTS I

African Convention on the Conservation of Nature and Natural Resources (Maputo, 2003)

The revised Convention provides an appropriate framework to address conservation aspects of nature and natural resources on the continent, taking into account new climatic, environmental and emerging natural resource challenges. The Heads of State or Government of the Member States of the African Union adopted the Convention in July 2003 in Maputo, Mozambique. Angola is one of the member states that have ratified or acceded to this Convention.

Permanent Okavango River Basin Water Commission

The OKACOM Agreement was signed in 1994 and commits the three member states (Angola, Botswana and Namibia) to promote coordinated and environmentally sustainable regional water resources development, while addressing the legitimate social and economic needs of each of the riparian states. The OKACOM Agreement established the Permanent Okavango River Basin Water Commission (OKACOM), also referred to as the "Commission," whose objective is to act as technical advisor to the Contracting Parties (the Governments of the three states) on matters relating to the conservation, development and utilization of the resources of common interest to the basin member states, and perform such other functions pertaining to the development and utilization of such resources as the member states may from time to time agree to assign to the Commission. OKACOM's vision is for economically prosperous, socially just and environmentally healthy development of the Cubango-Okavango River Basin.³²

³¹ www.unccd.int/convention/about-convention

³² www.okacom.org/okacom-commission

Zambezi Watercourse Commission

The Zambezi Watercourse Commission (ZAMCOM) Agreement was signed in 2004 in Kasane, Botswana, by seven of the eight riparian states – Angola, Botswana, Malawi, Mozambique, Namibia, the United Republic of Tanzania, and Zimbabwe. The Agreement came into force on 19th June 2011 after six of the eight riparian countries completed their ratification processes and deposited their ratification instruments with the SADC Secretariat. Zambia subsequently acceded to the agreement in 2013, and Malawi continues to finalize accession processes. ZAMCOM was established in 2014 with a vision of a future characterized by equitable and sustainable utilization of water for social and environmental justice, regional integration and economic benefit for present and future generations. In pursuit of that future, ZAMCOM strives to promote the equitable and reasonable utilization of the water resources of the Zambezi Watercourse as well as their efficient management and sustainable development.³³

Kavango Zambezi Transfrontier Conservation Area

KAZA TFCA was created with the signing of a memorandum of understanding by all five countries of the transfrontier area in 2006 (Angola, Botswana, Namibia, Zambia and Zimbabwe). KAZA TFCA's mission is to sustainably manage the Kavango Zambezi ecosystem, its heritage and cultural resources based on best conservation and tourism models for the socio-economic well-being of the communities and other stakeholders in and around the ecoregion through harmonization of policies, strategies and practices.

| ANNEX 4. GOVERNMENT ORGANIZATIONS |

The following government ministries are relevant for CBNRM and CBC.

Ministry of Environment

The Ministry of Environment was restructured by Presidential Decree n° 45/18 of February 14th 2018, and it is the government body responsible for the development, management, implementation, and control of the Government's environmental policies, with regard to the protection, preservation, and conservation of the environmental quality, pollution control, conservation areas, and appreciation for the natural heritage, as well as the preservation and rational use of natural resources. The main tasks of the Ministry of Environment are, among others:

- Coordinate sustainable management strategies and policies of natural resources such as ensuring
- Coordinate national response actions to global environmental problems, notably through the implementation of international conventions and agreements;
- Undertake environmental licensing for activities likely to cause significant environmental and social impacts;
- Develop and coordinate national programs in the field of conservation of natural ecosystems;
- Promote programs of nature conservation areas, natural parks, areas of the biosphere and the protection and landscape preservation;
- Promote necessary measures for ensuring biosafety and biodiversity in order to ensure the protection of the environment and quality of life;
- Conduct training and awareness campaigns for consumers and companies in environmental technologies and new talent;
- Encourage companies to use clean technologies.

These functions are executed by central executive services. Specifically, the National Directorate of Prevention and Assessment of Environmental Impacts is accountable for evaluating environmental impact studies and the National Directorate of Environment is accountable for the development and implementation of urban management policies and strategies. The National Directorate of Biodiversity is responsible for policy development on biodiversity issues while the body responsible for climate change issues is the Office of Climate Change. The National Directorate of Biodiversity is supported by INBAC. INBAC was established by Presidential Decree nº 10/11 of January 7th to ensure the implementation of policy on biodiversity conservation and management of the national network of conservation areas. It is a public entity with legal power, and administrative, financial and asset autonomy.

Ministry of Energy and Water

The Ministry of Energy and Water (MINEA) is the ministerial department responsible for planning, coordination, supervision and control of the activities related to the sustainable use of water and energy resources in Angola. Within this ministry three national directorates supervise and implement national energy and water policy, namely: The National Directorate of Electrical Energy; National Directorate of Renewable Energies; and the National Directorate of Rural and Local Electrification. In addition, the National Electric Power Board provides technical support for power generation and distribution plants by participating in the concession award process, preparing appropriate standards, regulations and technical specifications, conducting technical audits and issuing quality certificates.

Recently, MINEA produced a long-term strategy, Angola Energy 2025, which establishes strategic objectives for the country and which outlines the main strategic challenges for the development of the energy sector. The 2025 vision for the power sector is based upon the goal of meeting the country's needs and, given the high level of those needs and the timeframe available, maximizing well-being through ambitious goals and an efficient allocation of resources. This strategy is guided by the following principles: to establish energy as a main driver of economic development; to develop infrastructure in order to provide affordable energy to the entire population; to encourage efficient operation and the financial stability of the energy sector; and to promote balanced development of Angolan economy and society, reducing social and geographical disparities and increasing energy security and environmental sustainability. The Angola Energy 2025 Strategy is currently being updated to be expanded to 2040.

Ministry of Agriculture and Forestry

This ministry was established through Presidential Decree nº 15/18 of January 25th. The Ministry of Agriculture and Forestry is responsible for the formulation of policies to ensure the development of agriculture, livestock, forestry and food security. It is also responsible for the development of agricultural plans to be integrated in the National Development Plan.

The National Directorate of Forestry within this ministry is responsible for the conservation and management of forest, faunal and apicultural resources. Another relevant institution is the Forestry Development Institute (IDF) which was established to implement legislation on the exploitation, use, protection, conservation and transport of forest and wildlife products and byproducts. IDF is also responsible for fostering and carrying out stocking and reforestation actions within the framework of the National Strategy for Reforestation. Its focus on faunal issues is specifically targeted on species occurring outside the conservation areas, complementing the work done by INBAC inside conservation areas.

Ministry of Fisheries and the Sea

The Ministry of Fisheries and the Sea was established through Presidential Decree nº 23/18 of January 31st. This Ministry is responsible, among other activities, for promoting cooperation within the fisheries sector, through the negotiation of international agreements, and the management of fisheries, through quota-setting, royalties and licenses. The Ministry of Fisheries must be consulted for Projects that can have significant impacts on the natural marine resources in territorial waters, and the Exclusive Economic Zone of Angola, and on inland natural aquatic resources. It is also responsible for administering, and ensuring the enforcement of the Law of the Aquatic Biological Resources (Law nº 6-A/04, October 8th).

Issues related to the management of aquatic biological resources in the Economic Exclusion Zone are handled by the Institute for National Fisheries and Sea Research while aspects related to artisanal fisheries are covered by IPA.

IPA was established by Presidential Decree nº 120/14 of June 6th and is a legal body established to ensure the promotion, support and development of artisanal marine and inland fisheries, as well as undertake scientific studies and promote communal aquaculture. The decree defines IPA's responsibilities, regulates a number of aspects related to cooperation with local authorities and sets management principles for aquaculture initiatives.

Ministry of Economy and Planning

The Ministry of Economy and Planning, approved by Presidential Decree nº 43/18 of February 12th, is a Ministerial Department responsible for national development planning, by formulating proposals and coordinating the implementation of public policies for the development of the national economy and by coordinating actions in the area of economic integration, economic cooperation for development and international business. This Decree defines its objectives, among others, as:

- Propose measures to promote harmonious economic development and ensure a balance between the different regions in order to reduce asymmetries.
- Propose priorities for public expenditure, including public investment priorities, based on the objectives set out in the planning instruments.
- Coordinate the development of the "Angola" brand and its promotion abroad, contributing to effective promotion of the value of the national economy and companies.

Ministry of Territorial Administration and State Reform

Presidential Decree nº 55/18 of February 20th approves the Organizational Statute of the Ministry of Territorial Administration and State Reform whose mission is to formulate, coordinate, execute and evaluate the Executive's policy regarding state administration, local authority administration, State reform and other institutions of Local Power and territorial organization, and to support the process of local and regional elections. The main objectives are:

- Coordinate the execution of administrative decentralization and decentralization processes;
- Promote studies, practices and projects aimed at combating poverty, especially in rural and peri-urban areas, creating wealth for local communities and improving the quality of life of populations, in a multidisciplinary and transversal perspective

Ministry of Social Action, Family and Promotion of Women

Ministry of Social Action, Family and the Promotion of Women was approved by Presidential Decree nº 19/18 of January 29th, which, in accordance with the principles, objectives and priorities defined, has the mission of designing, proposing and implementing social policy for the fight against poverty, as well as the defense and well-being of the family, the promotion of women, the development of communities and the guarantee of women's rights, gender equality and equity. The Ministry's main objectives are:

- Propose normative instruments for social protection of the most vulnerable populations, and ensure compliance;
- Define actions to fight poverty and eradicate hunger at community level;
- Promote the economic and financial autonomy of women through support for entrepreneurship, development of associations and cooperatives, and trade, as well as supporting initiatives to generate employment and self-employment in the family and community in collaboration with other sectors.

Ministry of Construction and Public Works

The Ministry of Construction and Public Works is an auxiliary body of the Executive, which is responsible for proposing the formulation, execution and control of the Executive's policy in the areas of Civil Construction and Public Works, as directed by Presidential Decree nº. 37/18 of February 9th. The main objectives of this Ministry are:

- Provide technical support to the activities of state administrative bodies in the fields of construction and public works;
- Elaborate and coordinate the execution of strategies and policies in the fields of construction and public works;
- Ensure quality control of public works and building materials, and standardize their supply and distribution.

Ministry of Territorial Planning and Housing

Presidential Decree nº 22/18 of January 30th approves the Organic Statute of the Ministry of Territorial Planning and Housing which is responsible for proposing the formulation, elaboration and coordination, execution and supervision of the Executive's policies in the areas of land use planning, town planning, land tenure, cadaster and housing. The main objectives are:

- Elaborate and coordinate the execution of strategies and policies of land use planning, town planning, land tenure, cadastre and housing
- Develop a spatial land planning database
- Organize a geographic information system of the country's municipalities
- Define, coordinate and implement policies, programs and projects related to housing and resettlement, within the framework of the national housing policy.

Ministry of Tourism

The Ministry of Tourism established by Presidential Decree nº 41/18 of February 18th is a ministerial department whose mission is to propose, conduct, supervise, evaluate and implement programs in the field of tourism and conduct strategies, programs and projects for the promotion and development of tourism.

The Institute for Tourism Promotion is part of the Ministry of Tourism and is an institution of public right, endowed with legal power and administrative and financial autonomy, whose function is to encourage and promote the development of tourism in harmony with the Executive policy defined for the sector.

Ministry of Mineral Resources and Petroleum

The Ministry of Mineral Resources and Petroleum, in accordance with Presidential Decree n° 12/18 of January 15th, is responsible for formulating, conducting, executing and controlling the executive's policy regarding geological and mining activities, oil and gas, refining, petrochemicals, storage, distribution and marketing of mineral and petroleum products, as well as the production and marketing of biofuels, without prejudice to protection of the environment.

I ANNEX 5. SUMMARY AND RECOMMENDATIONS FROM THE FEEDBACK WORKSHOP I

A workshop was held on the 29th of November 2018 in Luanda, at the Skyna Hotel. It aimed to present the findings of the assessment to relevant stakeholders, and obtain feedback and comments that could be incorporated into the current report. Invitees were those people in Luanda who were interviewed during the assessment (Annex 1).

The two-hour workshop was conducted by Vladimir Russo; the participant list is at the end of this annex.

Mr Russo presented the findings of the assessment, stating that they were based on the information provided by the workshop participants and other interviewees, on information gathered during the visits to Luena and Menongue, and on the national legal framework. The overall purpose was to identify the institutions, policies and stakeholders relevant for promoting community-based natural resource management and community conservation, with the Cubango-Okavango basin and Angolan part of the KAZA TFCA as the central study area. Thus, all feedback and comments should be focused on this approach to enrich the assessment.

The main feedback was aimed at refining and further explaining the information presented at the workshop. It included:

- New infrastructures like roads have helped increase the illegal bushmeat trade, both for hunting and selling, and bushmeat and wildlife are currently being openly sold along the roads nationally;
- It is urgent to tackle the institutional gaps and limitations in order to engage with communities;
- We are underrating the value of natural systems and we should develop a payment regime for the ecosystem services provided in the area;
- It is crucial that existing projects and policies are well known to civil society, government entities and NGOs so as to avoid duplicating conservation efforts and costs. Only then will it be possible to develop sound engagement with communities instead of confusing them and adversely affecting existing relationships with them. By working through an existing partnership between villagers and local organizations/individuals already working on community engagement, it is possible to build on the trust and reputation the latter already have in the communities, and entirely focus on providing CBNRM tools that will be embraced by the communities;
- ADPP is willing to openly work with other stakeholders to pass on their experience in engaging with rural communities. Their work with villagers is based on the sharing of information, and mutual understanding of the way forward. The short, medium and long term benefits for both sides must be clear before tools are provided/applied, to avoid misunderstandings or creating expectations that are unrealistically high. This is one of the major causes of failure when approaching communities: expectations are set too high and outweigh the benefits;

- Participants agreed with the short- and long-term recommendations of the report and considered that the most important activities would be to include these approaches in the wildlife legislation currently being drafted, and to organize a workshop to discuss CBNRM and CBC approaches in Angola.
- It is important to conduct education awareness projects both inside and outside conservation areas, and this is INBAC's approach. A training course for game rangers has been planned for December 2018 in Menongue and this topic can be addressed as part of the program.

It was made clear to the participants that the English version of the report was shared before the Portuguese version due to the translation process. Comments are welcomed when the Portuguese report is shared. Everyone interviewed during the assessment will receive an electronic copy of the report. Workshop participants said they might provide more in-depth comments and/or additions when they receive the full report in Portuguese.

NAME	ORGANIZATION
Pedro Moniz	INBAC
Gercelina André	INBAC
Göetz Schroth	UNDP
Vanessa Falkowski	UNDP
Evaristo Waya	ADPP
Vladimir Russo	Kissama Foundation
Josefina C. Neves	Kissama Foundation
Adjany Costa	NGOWP
Ilda Cangolo	NGOWP
José Neto	ACADIR



© Kissama Foundation
Photos from the workshop