

# Campfire REVENUE MANUAL



**CAMPFIRE**



**REVENUE**

**MANUAL**



**CAMPFIRE**

**REVENUE**

**GUIDELINES**

These Guidelines are based on a study commissioned by the CAMPFIRE Association. This was followed and verified by a stakeholders' workshop in April 2002. The Guidelines also draw on the collective experience of the CAMPFIRE Service Providers over the last 12 years. The Guidelines are based on the Wildlife Management Series (WMS) developed by WWF-SARPO for CAMPFIRE (see back page). This publication has been funded by the United States Agency for International Development's (USAID) Natural Resource Management Project (NRMP) II.

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## Preface to the CAMPFIRE Revenue Guidelines

Zimbabwe's Community Based Natural Resources Management (CBNRM) programme, spearheaded through the Communal Areas Management Programme for Indigenous Resources (CAMPFIRE) since the 1980s, has recorded major successes with over US\$10 million devolved to communities since 1989. However this figure represents only 46% of the total revenue generated through community based natural resources management activities. This trend undermines the fundamental CAMPFIRE principle that people living with the resources and who bear the full costs of resource management and control, should benefit directly from the structured exploitation of such resources. Since 1991 the relationship between the Rural District Councils and CAMPFIRE communities has been characterised by a set of financial guidelines proposed by the then Department of National Parks and Wildlife Management, now the National Parks and Wildlife Management Authority. While the guidelines and the other "understandings" that have evolved with CAMPFIRE have been sustainable to date, there is real concern as to the lack of real proprietorship that CAMPFIRE communities can exert over natural resources, ultimately compromising their interest in managing natural resources into the future.

I am pleased to note that after extensive consultation amongst members in 2001 it became imperative to investigate the causes of declining revenue to communities and to develop new guidelines for managing and accounting for CAMPFIRE revenue. One of the major outcomes of this process has been the endorsement and production of formal CAMPFIRE Revenue Guidelines by CAMPFIRE Association members. Key features of this manual include: (a) a commonly accepted

definition of CAMPFIRE revenue that maximises benefits to communities without unduly prejudicing other responsibilities that the Rural District Councils have to discharge; (b) explicit guidelines on the distribution of revenue, budgeting and accounting, tendering and management of safari hunting contracts bought into by stakeholders and applied to the programme; and (c) strengthening of the role of CAMPFIRE Association in revenue performance monitoring and reporting.

Many thanks go to PriceWaterhouseCoopers, who conducted the initial research and provided useful recommendations, WWF SARPO, co-publishers of this manual, and other stakeholders who contributed in various ways towards the production of this manual.

J. S. Nare, Chairman, CAMPFIRE Association, June 2003

### 2002 CAMPFIRE Revenue Guidelines

CAMPFIRE revenue is the gross revenue that accrues directly or indirectly out of a community managed natural resource.

**Producer communities:** Shall receive not less than 55% of gross revenue

**Management activities:** RDCs may receive a maximum of 26% of gross revenue

**RDC Levy:** RDCs shall receive a maximum of 15% of gross revenue

**CAMPFIRE Association:** CA shall receive 4% of gross revenue

### **How did CAMPFIRE develop?**

During the period of colonial administration a legal framework was set up under which the government was responsible for the management of natural resources. This meant that the state directed both communal and private land farmers on how they should use their resources. These laws severely limited farmers on what natural resources they could use, for example wildlife, and how they could use them. Farmers who did not follow the legislation were prosecuted. As a result, all farmers had a very poor attitude towards wildlife.

In 1975 the Parks and Wildlife Management Authority (PWMA) (formerly National Parks and Wildlife Management) changed the legislation so that commercial farmers, on private land, had full control over their wildlife resources. Over the next 25 years this resulted in commercial farmers allocating land to wildlife and developing very viable, wildlife-based activities such as tourism and trophy hunting. Through these changes wildlife populations and the quality of wildlife habitat benefited considerably.

The ideas behind the Communal Areas Management Programme for Indigenous Resources (CAMPFIRE) were developed in the early 1980s and practised in Mahenye, Chipinge in 1982 following an amendment to the Parks and

Wildlife Act. It was only in 1989, however, that Nyaminyami and Guruve District Councils received Appropriate Authority (AA) for the management of wildlife. The granting of AA to districts meant that they could enter into agreements with private sector wildlife operators, retain the revenue and, in the 'spirit of CAMPFIRE', devolve it to those wards and villages which lived with and produced wildlife.

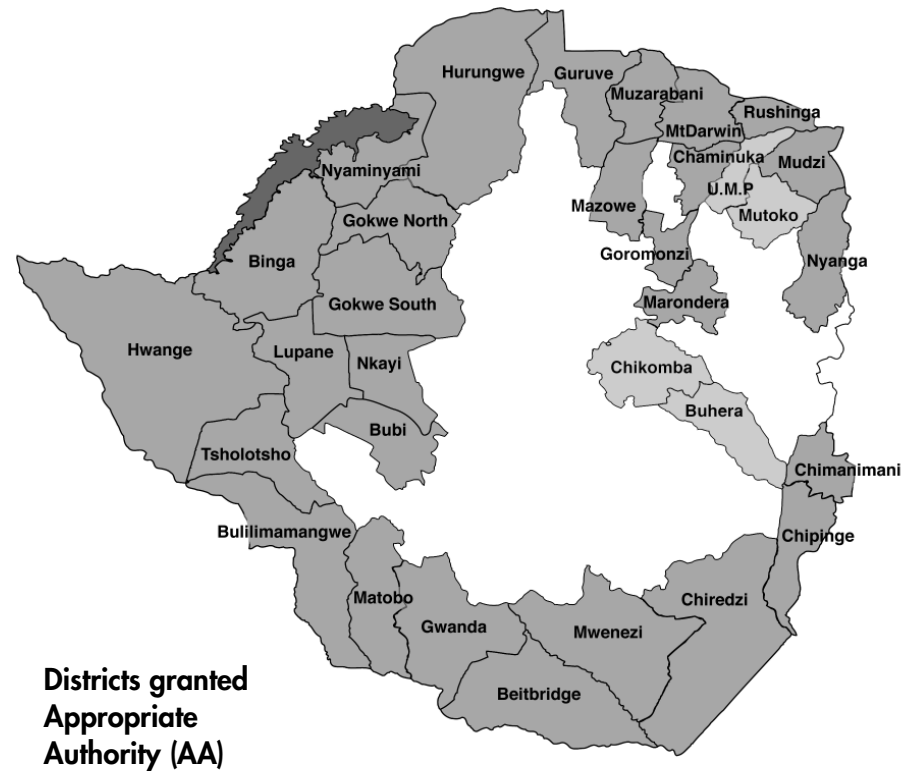
Since Nyaminyami and Guruve Districts received Appropriate Authority (AA) in 1989, CAMPFIRE has grown significantly. It is now a national programme and currently 30 RDCs have AA for the management of wildlife. CAMPFIRE is in the process of diversifying to include the management of other natural resources such as grass, timber and indigenous fruits. The core revenue and activities are still based on wildlife management.

## Why is revenue important to natural resource management?

Under CAMPFIRE, rural communities actively participate in the management of their wildlife and other natural resources. The money that communities receive provides the incentive needed for them to manage wildlife.

The last 10 years of CAMPFIRE experience has shown that interest in natural resource management is closely linked to the levels of benefits that are received at the community level. The more benefits they receive, the greater will be their interest and investment in wildlife.

To be successful, CAMPFIRE also depends on the Rural District Councils (RDCs), the activities of the CAMPFIRE Association (CA) and the private sector. It is important that sufficient incentives also exist for these stakeholders to work with producer communities.

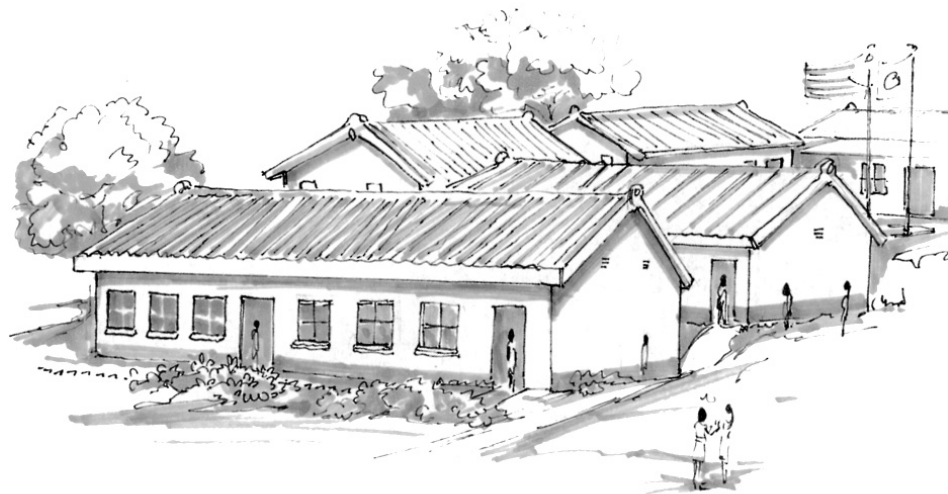


Districts granted  
Appropriate  
Authority (AA)

## What are the objectives of the CAMPFIRE Revenue Guidelines?

This Manual has several objectives. These are:

- to provide an agreed framework that allows maximum financial benefits to reach communities who are managing natural resources;
- to establish a transparent and accountable set of principles, which fairly allocate the financial benefits from CAMPFIRE among the stakeholders; and
- to provide efficient, up-to-date and accurate information which can be used to monitor and guide the development of CAMPFIRE.



While financial controls and contracts can be put in place, a successful CAMPFIRE requires a high level of trust between the stakeholders, and, in particular:

- RDCs need to trust that the private sector partners are maximising the income from the use of natural resources such as wildlife;
- Producer communities must trust that their RDCs are being open and accountable about the income that has been earned;
- Producer communities, who manage the natural resources together with their elected representatives, must trust that their elected representatives are managing the natural resources and the money devolved to community level in a responsible and accountable manner;
- RDCs need to trust that the producer communities are responsible in the management and use of their revenue.

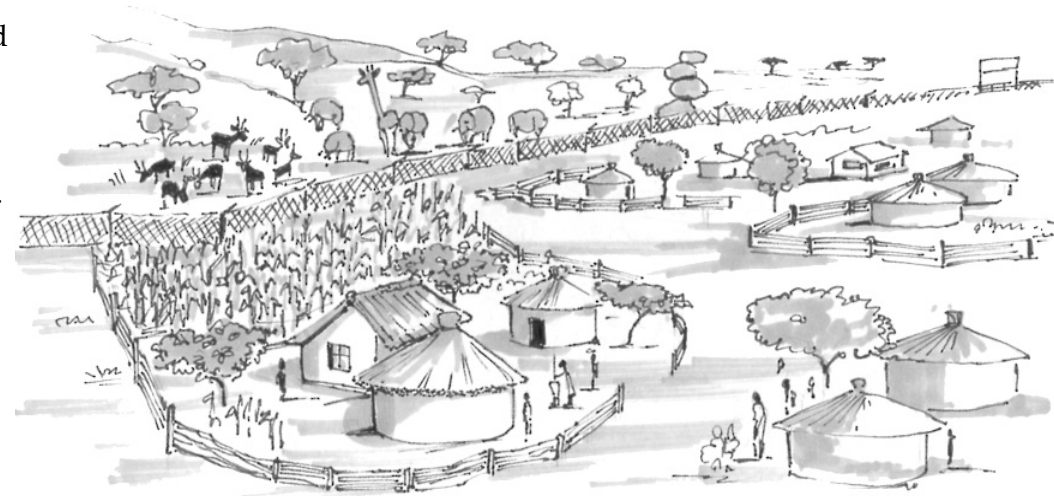
#### **How will the CAMPFIRE Revenue Guidelines be enforced?**

The Guidelines are an agreed set of principles and procedures. Members of the CAMPFIRE Association are bound by their Constitution to implement these principles and procedures.

#### **Who are the stakeholders in CAMPFIRE?**

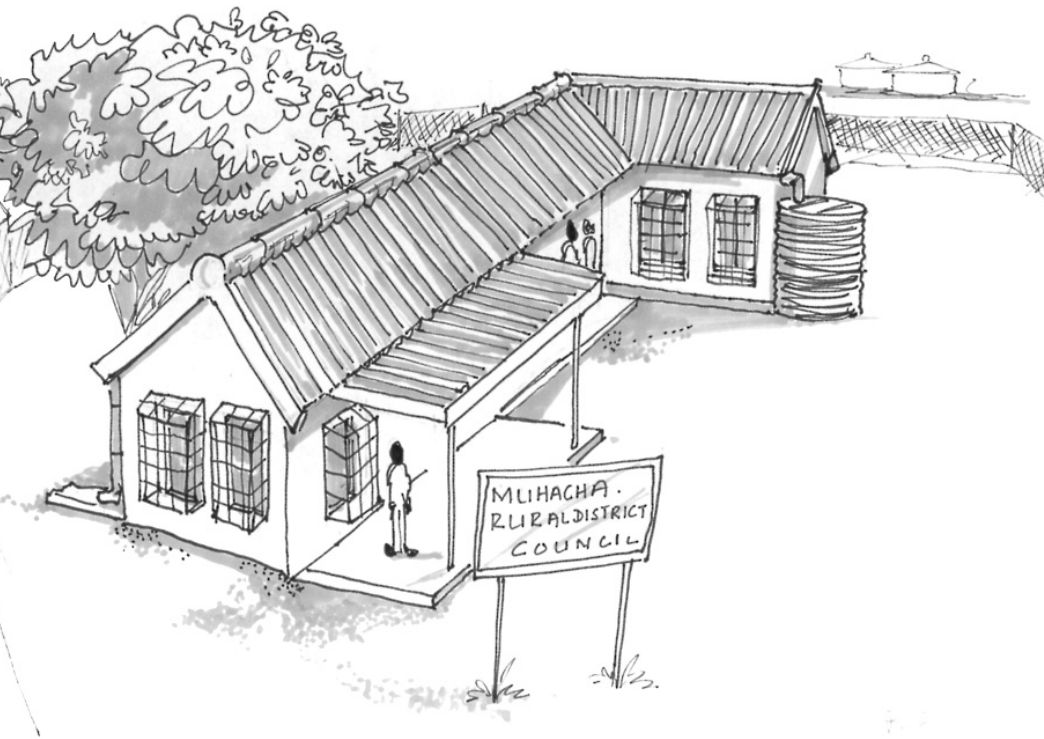
CAMPFIRE has many stakeholders. The key stakeholders are:

- **Producer Communities:** These are the communities made up of households which depend on, manage and live with the natural resources under their control. Decision making is facilitated through village/ward CAMPFIRE committee structures. Trusts have also been developed for the management of small community enterprises or income generating projects.



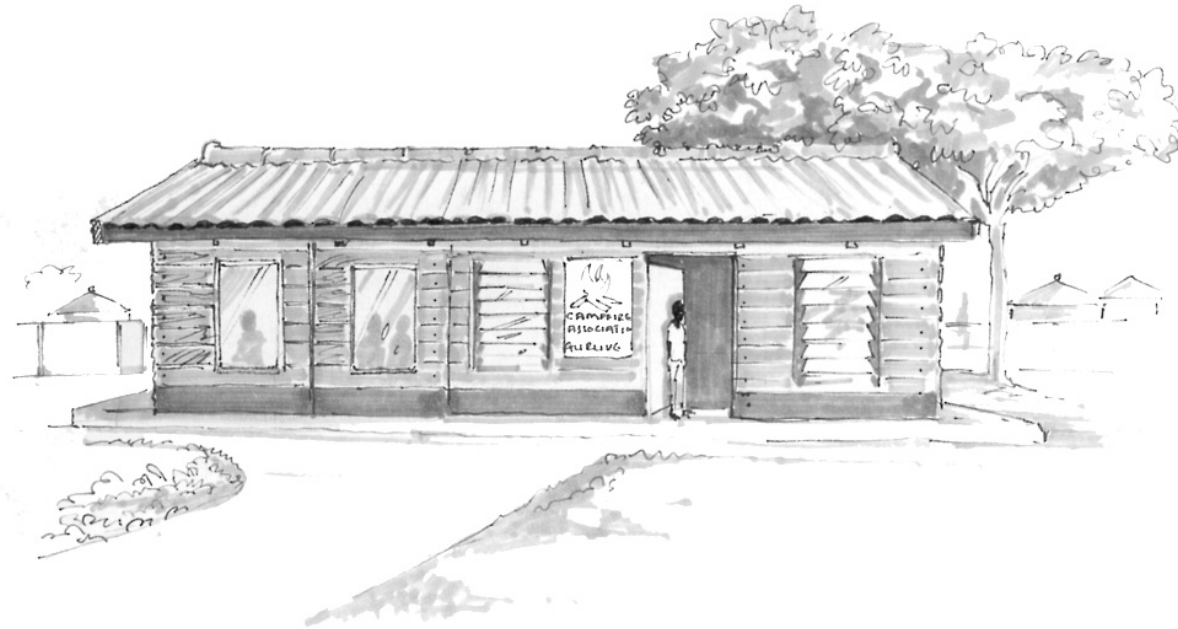


- **Rural District Councils:** Are responsible for the planning and administration of the district. They consist of elected representatives (councillors) who form the Council and an executive, which administers the decisions of the Council. Under current legislation, RDCs are responsible for the management of all natural resources on behalf of the producer communities. (Environmental Management Act [Chapter 20:27]).



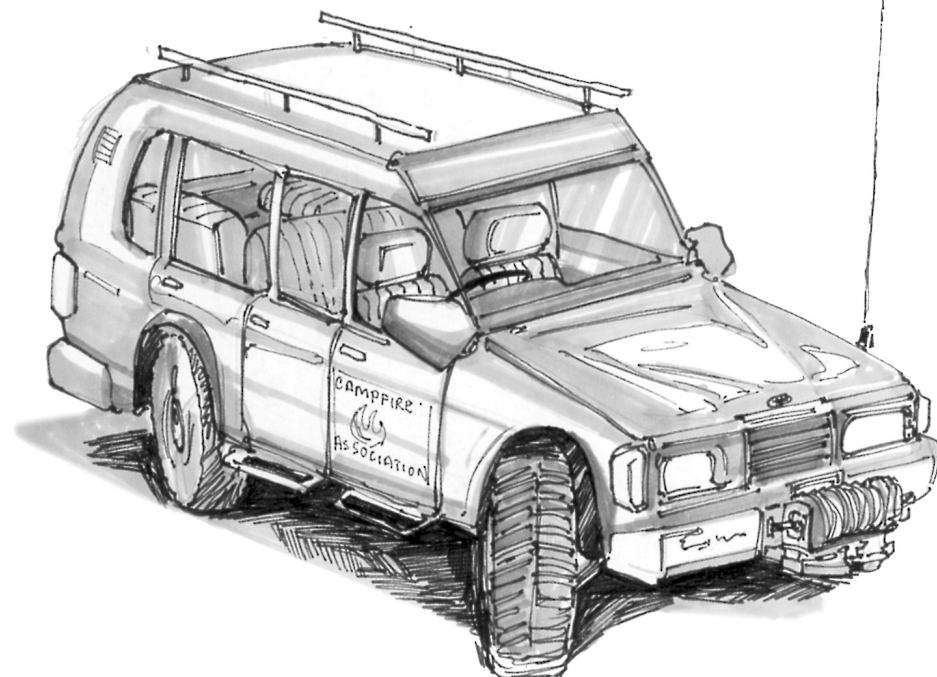
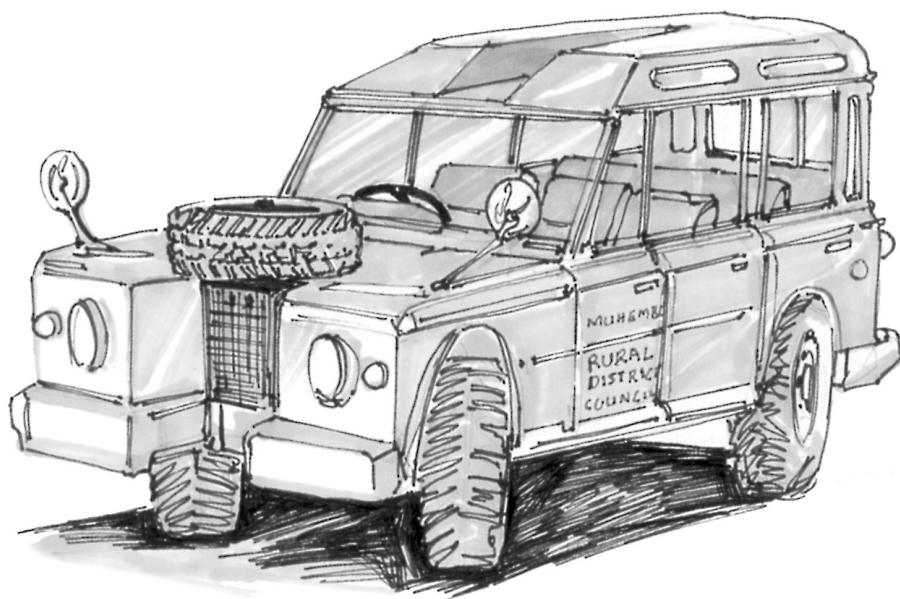
**Rural District Council offices**

### CAMPFIRE Association offices



- **The CAMPFIRE Association:** Is a registered welfare organisation whose members are the RDCs who are implementing CAMPFIRE. The CAMPFIRE Association leads and co-ordinates the roles of other supporting agencies including government departments and NGOs. Its objective is to support the ability of rural communities to participate in the economy through wise and sustainable use of natural resources.

- Government Departments:** Sustainable management of natural resources and protection of the environment is a statutory function of the Government of Zimbabwe. Ministries and government departments, such as the Ministry of Environment and Tourism, the Ministry of Local Government, Public Works and National Housing, the Parks and Wildlife Management Authority (formerly National Parks and Wildlife Management), the Department of Natural Resources and the Forestry Commission continue to provide technical support and guidance for the development of CAMPFIRE.



- Non-Governmental Organisations (NGOs):** Several NGOs have assisted with the development of CAMPFIRE over the last decade. They are also known as "CAMPFIRE Service Providers." (See Appendix 3).

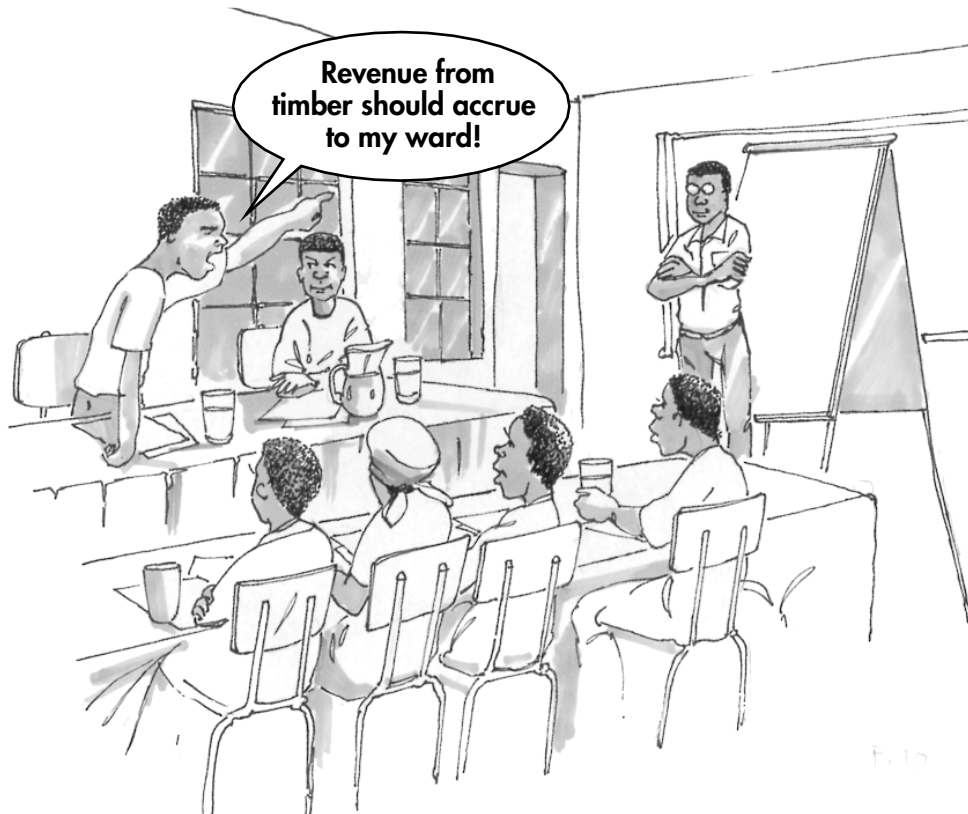
### How were the CAMPFIRE Revenue Guidelines developed?

The first CAMPFIRE Revenue Guidelines were produced in 1991. The Guidelines simply recommended that:

- At least 50% of the revenue go to the wildlife producer communities,
- Up to 35% of the revenue should be invested in wildlife management, and
- Up to 15% of revenue should go to the RDC as a levy for CAMPFIRE administration.

The weaknesses of the Guidelines were that:

- they focussed on wildlife based revenue but they did not define the sources of revenue, for example trophy fees, concession lease fees; and
- they were developed with very little stakeholder input and so were ignored by some RDCs.



The 2002 CAMPFIRE Revenue Guidelines were developed by the members of the CAMPFIRE Association based on:

- 12 years of experience implementing CAMPFIRE;
- A study requested by the CAMPFIRE Association on the sources and uses of CAMPFIRE revenue; and
- A workshop at which CAMPFIRE stakeholders met and agreed on the new Guidelines.

### **How is this Manual organised?**

In addition to the Introduction, this Manual has five further chapters. These are as follows:

- Chapter One: Sources of CAMPFIRE Revenue
- Chapter Two: Allocation and Distribution of CAMPFIRE Revenue
- Chapter Three: CAMPFIRE Revenue at the Rural District Council (RDC) Level
- Chapter Four: CAMPFIRE Revenue at the Community Level
- Chapter Five: The CAMPFIRE Association

## SOURCES OF CAMPFIRE REVENUE

### Introduction

This chapter defines the main categories, activities and sources of CAMPFIRE revenue; strategies for maximising revenue and how it should be managed. Importantly, this includes options for the financial structure of contracts between private sector partners, RDCs and producer communities.

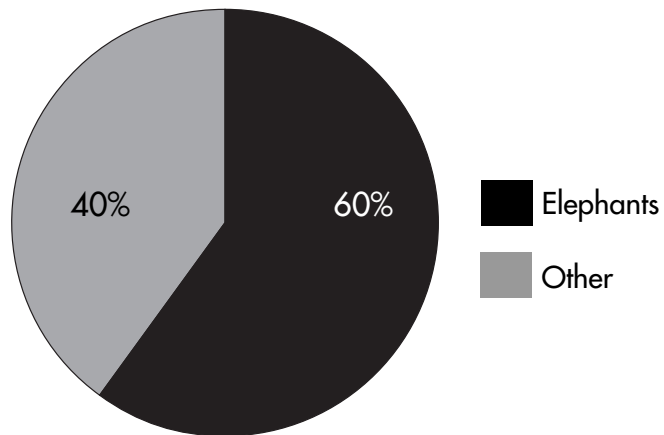
### What is CAMPFIRE revenue?

Under the 2002 Guidelines CAMPFIRE revenue is defined as, "the gross revenue that accrues directly or indirectly out of a community-managed, natural resource". The gross revenue from the following activities should be treated as CAMPFIRE revenue and be disbursed according to the 2002 CAMPFIRE Revenue Guidelines.

Resource	Activities	Sources of Revenue
Wildlife	Tourism - trophy hunting	Lease fees Daily rates Trophy fees % of gross revenue
	Tourism – photographic	Lease fees Daily rates % of gross revenue
	Other	Ivory sales Hide sales Meat sales Crocodile egg collection
Forestry	Commercial logging	Lease fees Logging fees
	Non-timber forest products	Bee-keeping Mopane worms Fruit sales
Fisheries	Sport fishing	Lease fees Daily rates
Grass	Grazing	Grazing fees
	Thatching	User fees
Other	Sand extraction	User fees

### How is CAMPFIRE revenue generated?

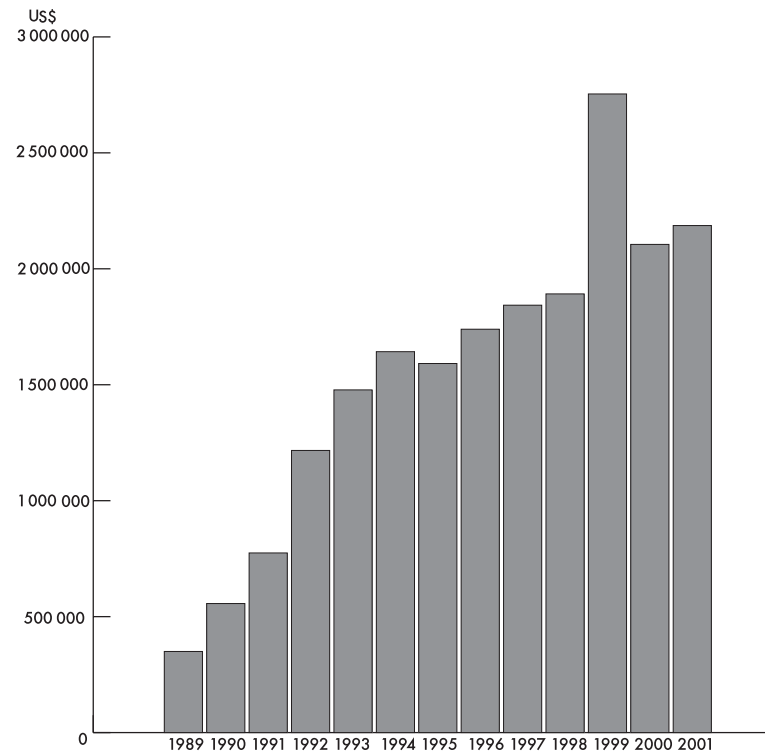
The general CAMPFIRE model is that the RDCs lease out business opportunities based on natural resources, to private sector partners. Most of the revenue earned by RDCs is from wildlife-based activities. Of the wildlife-based activities, over 90% of the revenue is from trophy or sport hunting leases with commercial safari operators. The balance of the revenue is from leases for other forms of tourism, the sale of hides, ivory and other animal products. Since the year 2001 CAMPFIRE has actively sought to diversify the programme to include revenue from other sources.



**Elephants are very important to CAMPFIRE revenues because over 60% of trophy revenue can be directly linked with elephants.**

### How much revenue has been earned so far?

Between 1989 and 2001 (inclusive) the income earned by RDCs with Appropriate Authority has been Z\$454 million or US\$20 million. The highest income achieved was in 1999 when districts received revenue from trophy hunting and ivory sales.



**CAMPFIRE Revenue, 1989 to 2001**

### **How should RDCs choose a private sector partner?**

There are a number of different methods for selecting a private sector partner. These are:

- **Negotiation and Roll-Over:** Where the RDC, the producer community and the private sector partner (safari operator) are happy with an existing arrangement, at the end of the contract period all parties may simply agree to extend the period of the contract. This is called a "roll-over". The RDC and producer community must first analyse the financial performance of the contract and assess what changes need to be made in terms of lease fees to accommodate changing economic circumstances. All parties then need to sit down and negotiate any changes to the specifics of the contract.

**Advantages** – When a contract is "rolled-over" all parties have the opportunity to build on the trust and good working relationship already established, instead of having to start developing new relationships with new partners. It is also less expensive, in terms of time and money, as no marketing has to be undertaken to find a new partner.

**Disadvantages** – Negotiations between all parties for the roll-over must be completely open and transparent to avoid accusations of corruption. Unless charges are adjusted producer communities could also lose out on earning more from their natural resources.

- **Postal Tender Only:** Potential private sector partners are required to complete a standard tender document, which is returned to the RDC by post before a stated closing date. These tender documents are then opened and examined by a "tender selection committee" to assess which tender response is the most competitive. The lease is then awarded to the most competitive operator. There is no contact between the RDC selection committee and the potential safari operators.

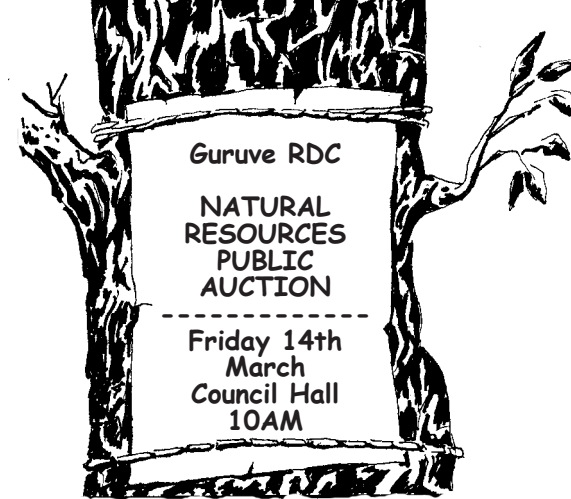
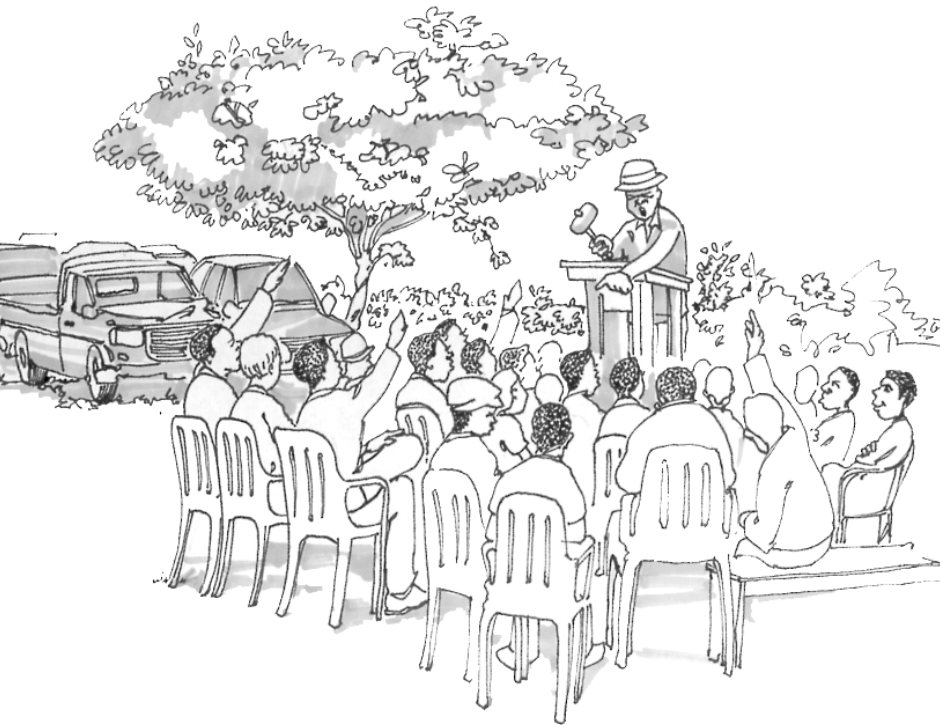
**Advantages** – If the postal tenders are well thought out and well designed they can be an excellent tool for gathering all information on potential operators effectively. Good postal tenders also help speed up the selection process.

**Disadvantages** – Postal tenders can be too simplistic and do not allow for a well-judged evaluation of the tenders. This can lead to allegations of corruption, as not all the relevant facts are available.

- **Postal Tender and Interview:** This is a combination of the postal tender method whereby tenders are submitted by post and the tender selection committee then draws up a shortlist of potential private sector partners to be interviewed by the committee. This allows the committee to assess the potential partner at face value as well as through studying of the tender document returns.

**Advantages** – A more thorough assessment of potential private sector partners is possible through the interviews. The applicant's character can be determined and all parties have the opportunity to discuss details of their plans and proposals. Sometimes during the interview process potential private sector partners have increased their bid in order to become more competitive.

**Disadvantages** – There is a time and money cost to having the extra step of the interview. Producer communities are not directly involved in interviews and final selection often leads to accusations of corruption and imposed choices.



- **Public Auction:** The lease of the natural resources to a private sector partner is offered to the highest bidder at a public auction. An auction needs to be organised by the RDC and the producer community in a public place. All potential private sector partners must receive notification of the auction well in advance in order to ensure good attendance at the auction. The potential private sector partners then compete against each other to offer the highest price.

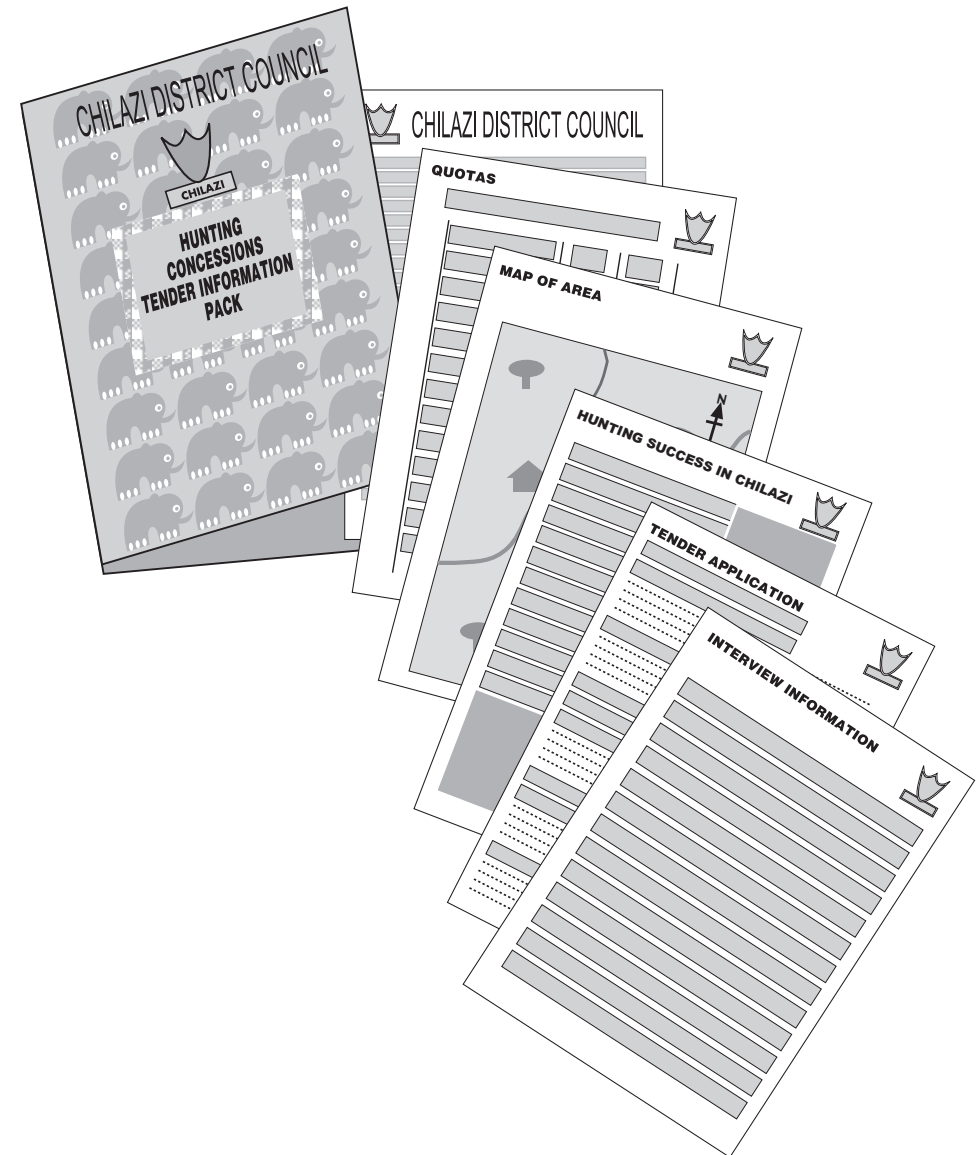
**Advantage** – The public auction is a highly transparent means of selecting a private sector partner. All bids are made known publicly. It is efficient, in terms of time, and is a very effective way of maximizing income from a lease.

**Disadvantages** – There is always the risk of the highest bidder then being unable to come up with the money for the lease by the due date. In other words, the winner "defaults" on his payment and the whole selection process has to start again. The public auction does not allow for a good evaluation of the technical capabilities or character of the auction participants.

Furthermore, it does not allow the producer communities to participate in the process, except as spectators.

There are four principles that RDCs and/or producer communities should follow when establishing a relationship with a private sector partner. These are:

- **Competition:** Do not accept the first offer that is made. Creating competition between potential private sector partners will increase the revenue to RDCs and producer communities.
- **Active Participation:** The decisions over which partner to select should be made by those most affected by the decision. This means that members of the producer communities should be well represented in the decision making process.
- **Openness:** To avoid any suspicion of corruption, the process must be conducted openly. This means that procedures laid out in the RDCs' Financial and Administrative Handbooks should be followed. Outside agencies, such as the CAMPFIRE Association, service providers or even other RDCs, can be used as independent monitors.
- **Planning:** It is very important that RDCs and/or producer communities plan the process from start to finish. They must then allow themselves enough time to complete each stage of the process. Too often important stages are missed or only partially completed because of poor planning. This reduces revenue.



Note: Details on Principles of Marketing can be found in the WMS Guideline Manual - *Marketing Wildlife Leases*.



### **Why is a written contract important?**

The written contract is the foundation of the relationship between the RDC, its producer communities and the private sector.

### **What needs to be covered in the contract?**

Before starting to look for a partner, RDCs and producers should agree on the broad outline of the contract. Key issues that must be included in the contract are:

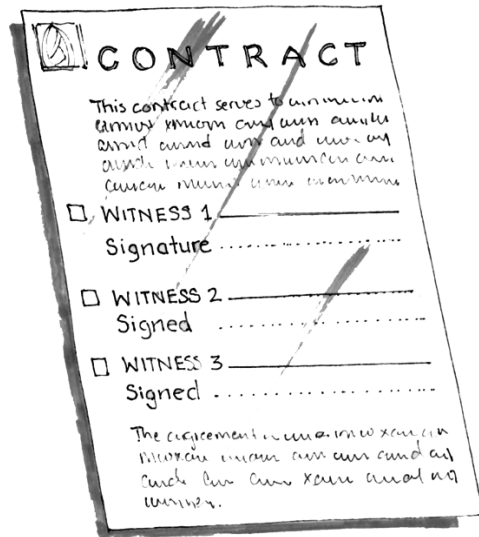
- The financial structure
- The duration of the contract
- The activities to be undertaken
- The non-financial components such as training, employment, etc
- Monitoring and reporting systems
- Frequency and type of reporting required
- Relationships with other private sector activities
- Relationships with leaders
- Penalties for non-compliance / non-performance
- Close out procedures at end of lease.

Above all, RDCs are strongly advised to get technical and legal advice before concluding a contract, especially if the revenue involved is significant.

There are four basic types of contract. These are:

- **Single lease fee:** This is a single sum paid per annum. It is not dependent on the quantity of the resource that has been used. Although simple to administer, it will probably not maximise revenue to the RDC and producer communities.
- **User fees:** Under this option, the private sector partner pays for each unit of the natural resource used - for example a trophy fee or logging fees. This is a simple system to administer and makes a direct link between the producer community and the natural resource.
- **Percentage of gross revenue:** Under this option the RDC receives a fixed percentage of the gross revenue earned by the private sector partner. The contract must be based on gross revenue rather than net income, which will be affected by the partner's costs and efficiency. It is important to very clearly define exactly how gross revenue is calculated, so that at the end of the year there are no arguments. In addition, the contract should always include a minimum annual payment. This will provide the RDC and producer communities with a guaranteed income annually.

- **Joint ventures:** There is no standard model for joint ventures and these are negotiated on a case-by-case basis. A joint venture is where two parties come together in a unique partnership. Under this partnership there is generally a profit incentive for the RDC. However, there is also the chance to make a loss. Experience with joint ventures has been that they take a long time to negotiate and are not necessarily more rewarding than conventional lease agreements.



There is also the option of combining the basic types of contract as outlined above. Further details can be found in the Wildlife Management Series Manual on *Marketing Wildlife Leases*.

## Advantages and Disadvantages of Different Contracts

Comparison of different methods of charging safari operators		
Structure of payment	Advantages	Disadvantages
A single fee for all trophies and the lease	<ul style="list-style-type: none"> <li>• Income guaranteed regardless of how many animals shot</li> <li>• Simple to administer</li> </ul>	<ul style="list-style-type: none"> <li>• The links between production and benefit are not clear</li> <li>• Will probably not maximise income</li> </ul>
Fee per animal shot, with a guaranteed minimum income	<ul style="list-style-type: none"> <li>• Fees can be negotiated in US\$</li> <li>• The links between production and benefit are clear</li> <li>• Simple to administer</li> </ul>	
Percentage of gross income, with a guaranteed minimum income	<ul style="list-style-type: none"> <li>• Gives incentives for operator and council to work together</li> <li>• Risks are shared equally</li> </ul>	<ul style="list-style-type: none"> <li>• The links between production and benefit are not clear</li> <li>• Can be difficult to administer and monitor</li> </ul>
Individually negotiated joint venture	<ul style="list-style-type: none"> <li>• Develop a contract to suit specific conditions</li> </ul>	<ul style="list-style-type: none"> <li>• Can take time to develop</li> <li>• Usually needs expert advice</li> </ul>

### **How should RDCs deal with unstable economic conditions?**

Over the last 12 years, CAMPFIRE has had to operate within different and difficult economic frameworks. In times of hyper-inflation and fixed exchange rates, RDCs, their producer communities and the private sector partners receive fixed (or in some cases declining) income, while costs are rising dramatically. This results in fewer incentives to manage natural resources and wildlife. The following options are presented as a menu to the producer communities and the RDCs. All RDCs should ensure that they are abreast of the prevailing economic policy and know the legal implications of the choices that they are making. Some of the financial options are:

- **Option One:** All fees are set in US dollars in the contract. The private sector partner pays all the fees to the RDC in Zimbabwe dollars at the official exchange rate. This option works extremely well when the local currency is stable and there is no fixed exchange rate policy. Under conditions of fixed exchange rates and high inflation this is not a good option.
- **Option Two:** All the fees are set in US dollars in the contract. The private sector partner pays all the fees to the RDC in Zimbabwe dollars using the most favourable exchange rate on the day of payment or an average for the period. This option works well when there is an official parallel exchange rate.

- **Option Three:** Under most of the contracts between RDCs and private sector partners most of the payment has been in the form of 'user fees' and the lease fee has been considered as a minimum guaranteed payment. Under difficult economic conditions RDCs are advised to restructure their contracts so that the lease fee forms between 75% and 90% of the total payment. The payment should be made in Zimbabwe dollars, based on gross earnings from previous years using a favourable exchange rate. User fees can be set in US dollars payable at the official exchange rate. Contracts structured like this should allow RDCs and their producer communities to retain real gross income from the use of natural resources.
- **Option Four:** All the fees are set in US dollars and paid into a US dollars foreign currency deposit account negotiated with the Reserve Bank of Zimbabwe to ensure that the RDC sells its foreign currency to its best advantage.

In these situations it is very important that RDCs keep themselves informed about changes in the economic policy. In addition, RDCs should seek advice on the best option for maximising revenue in the existing economic climate. For example, advice can be obtained from chartered accountants, lawyers, government departments, the CAMPFIRE Association and CAMPFIRE Service Providers.

### **Why is it important to monitor the contract?**

The contract is the basis of the relationship between the private sector and the RDC. The monitoring system should be able to:

- Record the amount of the resource that has been used at any time. For example, the number of animals killed and/or wounded.
- Record the payments received and revenue due. (RDCs need to charge interest on late payments).

### **Who are the private sector?**

One of the important lessons learned from CAMPFIRE has been that commercial activities are best carried out by a private sector partner. However, there has always been a myth that private sector partners must be urban business people. While these might be the only people who have the financial resources and skills to negotiate large leases, there are opportunities for other kinds of investors. For example, local residents can also be a private sector partner in a natural resource based project or activity. In these cases the principles of marketing the lease and the broad contract guidelines are still appropriate.

### **Summary**

It is important that RDCs maximise CAMPFIRE revenue. In choosing a private sector partner the RDC should receive bids from more than one potential partner to create competition. Representatives of the producer communities must be involved in the final choice of the partner. The process should be conducted in an open and transparent manner. It is important to have a legally binding contract with the private sector partner. Leases should not be abnormally long fixing RDC/producer communities to an agreed income that will become irrelevant over the duration of the lease. Leases also cannot be too short so as to avoid private sector partner investment in the area. (See lease renewal).

Time and planning must be given to this whole process.

Signing ceremony for contract



### Introduction

CAMPFIRE revenue is received, allocated and distributed by the RDC. The CAMPFIRE Revenue Guidelines should ensure that revenue is fairly allocated and then distributed between the different stakeholders in a transparent manner that includes producer communities.

### What are the 2002 CAMPFIRE Revenue Guidelines?

The 2002 CAMPFIRE Revenue Guidelines are:

- Natural resource producer communities who "live and suffer the cost socially and economically and have the responsibility of preserving as well as managing the natural resource concerned" receive not less than 55% of gross revenue;
- RDCs receive a maximum of 26% of gross revenue for management activities. Producer communities may also receive a portion of this revenue if management activities, such as resource monitoring, are directly managed by the community;
- RDCs receive a maximum of 15% of gross revenue as a levy;
- The CAMPFIRE Association receives 4% of gross revenue as a levy.

RDCs must open a separate CAMPFIRE Bank Account.

Revenue from all CAMPFIRE activities should be banked in this account. Where large sums of money are being deposited, the RDC should use a current account to meet recurrent expenses, while the balance of the deposit is kept in a savings account so as to maximise the interest that can be earned. In all cases all revenue due to the producer communities and the Association must be disbursed within one month of receipt of such revenue.

### Who are the beneficiaries of revenue?

The 2002 CAMPFIRE Revenue Guidelines define the producer community as:

"Those who live and suffer the cost socially and economically and have the responsibility of preserving as well as managing the natural resource concerned".

This shows two important ways of defining the producer communities. These are:

- **Social and economic cost:** Means that those who live closest to and bear the cost of the natural resources should be the main beneficiaries. This is very important where wildlife are concerned.

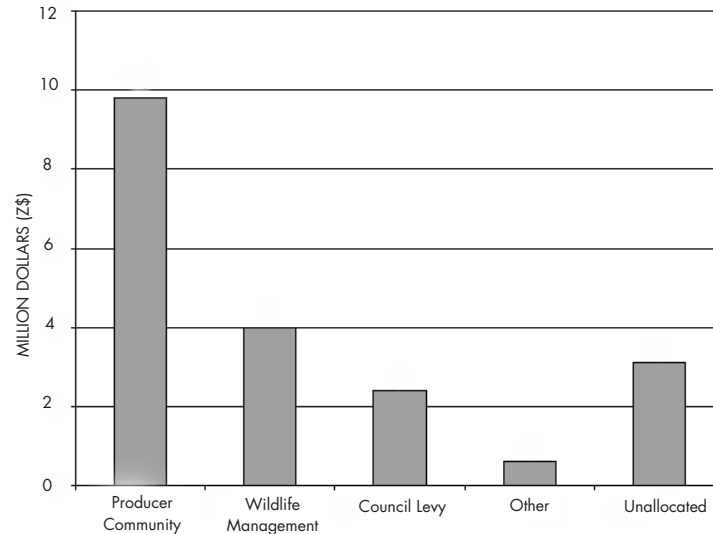


- **Management activities:** Means that those who invest time and money in management activities should be considered the producers.

Using the CAMPFIRE Revenue Guidelines the RDCs and their CAMPFIRE stakeholders should develop a district level policy. This policy can be enforced by adopting it as a bylaw. In the case of wildlife, a common method of defining producer wards is to define the ward in which the animal is hunted and killed as the producer ward.

### What has happened to CAMPFIRE revenue in the past?

Between 1989 and 2001 the US\$20 million that has been defined as CAMPFIRE revenue has been allocated as follows:



Allocation of CAMPFIRE revenue 1989-2001

### What lessons have been learned?

By experimenting with different models of revenue allocation and distribution, the RDCs and their producer communities now have a much greater understanding of the role of financial incentives in natural resource management. The major lessons learned include:

- **Size does count:** The size of the dividends devolved to sub-district level will affect the communities' attitude and commitment to natural resource management. Whilst RDCs are sometimes recognised as being "cash strapped", their ability to earn long-term revenue from natural resource management will be determined by the size of the benefits devolved in the short-term.
- **Transparency and accountability:** RDCs are partners and gatekeepers for producer communities. RDCs should not delay the disbursement of CAMPFIRE revenue to the producer communities. When this happens intense suspicion can develop between the RDC and the producer community.



Public meeting: RDC accounting for CAMPFIRE revenue



- **Role of CAMPFIRE Revenue Guidelines:** Due to the different interpretation of past CAMPFIRE Revenue Guidelines and the absence of mechanisms to enforce them, wildlife producer communities have received varying proportions of the gross revenue. This has reduced the ability of producer communities to manage wildlife and other natural resources.
- **Sustainability of CAMPFIRE:** The challenge of building a sustainable CAMPFIRE programme requires the CAMPFIRE Association to support the ability of the RDCs and their communities to increase their natural resources based revenues. Most of the Association's institutional needs have been donor funded resulting in little incentive to collect levies from members. This needs now to be corrected and full levies remitted to ensure continued support.

### **Why monitor CAMPFIRE revenues?**

Monitoring is the collection of key information over time.

At a national level, monitoring the allocation and disbursement of CAMPFIRE revenue is important because it is one measure of performance. The monitoring information will also be used to measure the RDCs' adherence to the CAMPFIRE Revenue Guidelines and where necessary to enforce them. In addition, the financial monitoring

information is used by the CAMPFIRE Association to invoice its members and to ensure financial sustainability.

At district level, RDCs need to monitor their CAMPFIRE revenue to ensure that they are generating the maximum possible revenue from the sustainable use of natural resources.

At ward level, producer communities need to monitor CAMPFIRE revenue earned so that they recover the correct amount from the RDC.

### **How will monitoring be done?**

The CAMPFIRE Association will use the bi-annual or quarterly CAMPFIRE returns as a monitoring tool (See Appendix 2b).

### **Summary**

Distribution of CAMPFIRE revenue should be carried out according to the 2002 CAMPFIRE Revenue Guidelines. RDCs are responsible for the collection, allocation and disbursement of CAMPFIRE revenue. It is important that a district level policy is developed by each RDC for the collection, allocation and disbursement of CAMPFIRE revenues. Disbursement of CAMPFIRE revenue to the producer communities should take place 30 days after receipt of such revenue as agreed by CAMPFIRE members.

### **Introduction**

Under the 2002 CAMPFIRE Revenue Guidelines RDCs are entitled to a maximum of 15% of gross revenue as a levy and not more than 26% for CAMPFIRE and natural resource management activities. This chapter describes how the CAMPFIRE levy and the management fee should be used by the RDCs and how producer communities are represented at RDC level.

### **What guides RDC financial management?**

The overall policy for financial administration by RDCs is set out in the Rural District Councils Act (1988) and the Accounting Handbook for Rural District Councils. These state that:

- Every council shall maintain proper books of accounts;
- The books shall be kept using double entry accounting principles;
- Every council will maintain a permanent record of moveable and immovable assets.

These policies also apply to the financial administration of CAMPFIRE revenue and assets. Importantly, the Accounting Handbook clearly prohibits loans between accounts. RDCs cannot use the CAMPFIRE Account to make loans to other RDC accounts.

### **What should the CAMPFIRE levy be used for?**

The RDC levy is set at a maximum of 15% of gross CAMPFIRE revenue. The levy should be paid from the CAMPFIRE Account to the RDC's General Account at the same time revenue is disbursed to producer communities. Once in the General Account the levy can be used for general council activities.

### **What should the management fee be used for?**

The management fee is set at a maximum of 26% of gross revenue. To balance income and costs to the RDCs all appropriate natural resource management activities should be transferred to sub-district levels along with the disbursement of the management fee to the community. The activities and costs incurred by the RDC will depend on the scale and complexity of CAMPFIRE within the district.

The RDC's management fees should not be used for infrastructural development. Even when such projects are proposed to donors, RDCs need to be very careful about their long-term technical viability and who will bear the maintenance costs.

The types of expenditure of RDCs can be broken into:

- **Programme management and co-ordination:** The need for the RDC to manage and co-ordinate CAMPFIRE activities will depend on:
  - the scale and diversification of CAMPFIRE activities;
  - the level to which activities have been devolved;
  - the development of new activities.

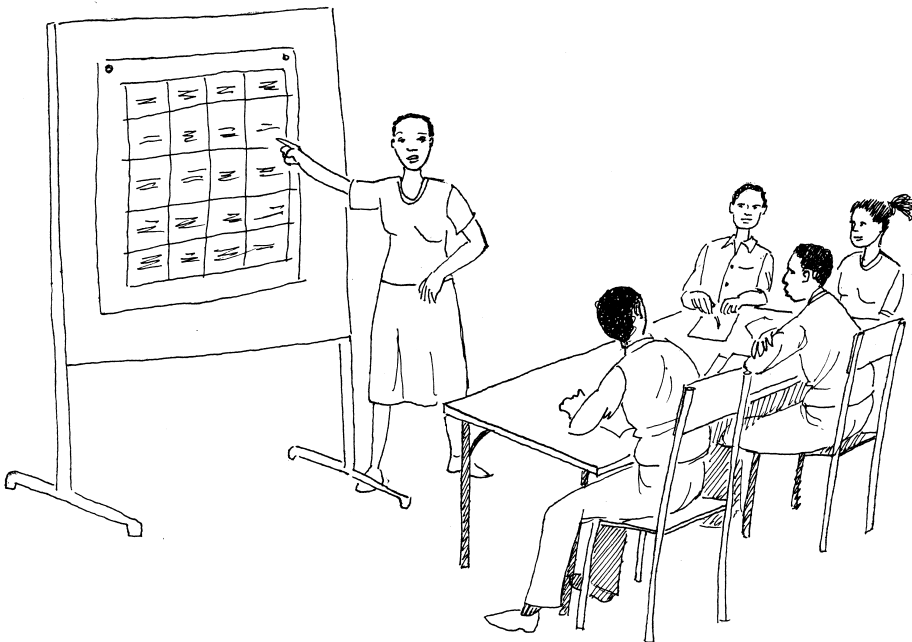
All RDCs will have to fund some CAMPFIRE management and co-ordination activities. The scale of CAMPFIRE activities will determine the costs. The costs of travel, meeting allowances, accommodation and stationery, at a district level, should all be met from the management fees.



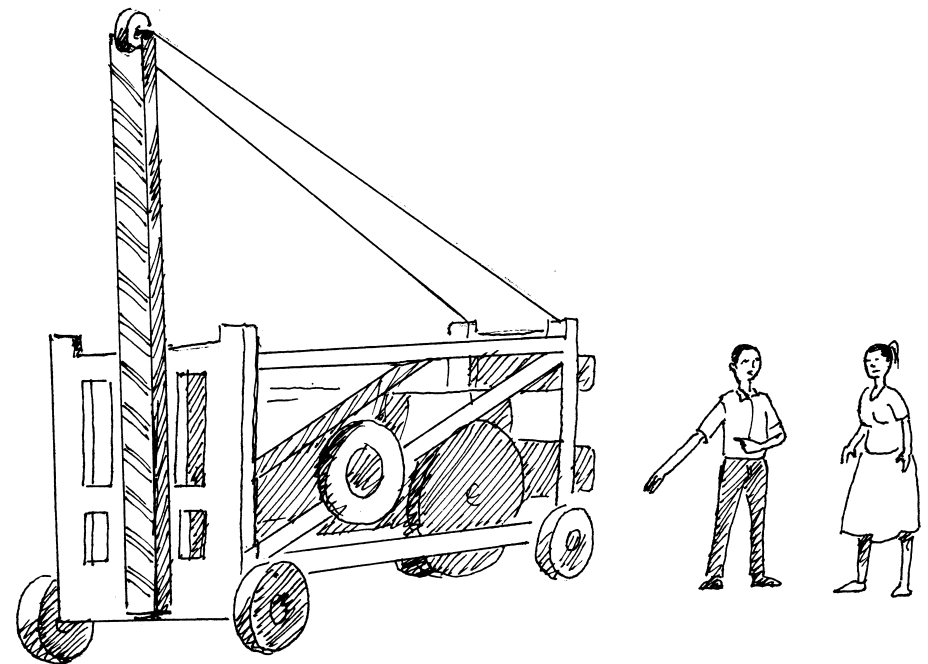
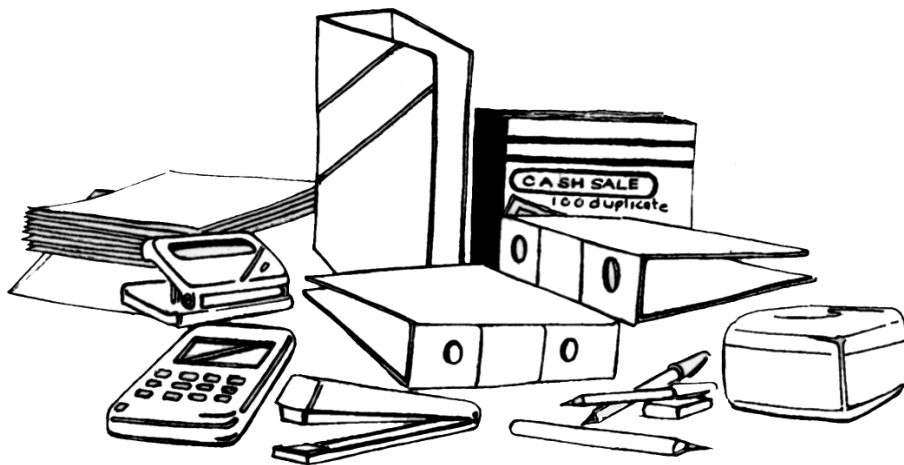
**Anti-poaching unit**

- **Resource management:** To be cost effective there are some activities which are best done at district level. These activities can legitimately be paid out of the RDC management fees. An example of such an activity might be small and armed "anti-poaching" or "problem animal management" teams.

For other activities, which involve many producer communities, for example district level quota setting, the RDC might request producer communities to make a financial contribution to the costs.



- **Training and technical support:** Successful devolution of natural resource management activities is a process. It is important that communities receive appropriate training and technical support. CAMPFIRE aims to develop producer community capacity to manage natural resources. RDCs need to ensure that this process is being adequately supported through training and technical advice. It is, however, important that it is provided in efficient and cost effective ways. The exact mechanisms for doing this will vary from district to district.
- **Capital and other equipment:** To support the smooth running of CAMPFIRE activities, RDCs may invest in capital and other equipment such as: a vehicle, office furniture, computers, and other equipment for use in the implementation of a natural resource management programme. The equipment should be used for CAMPFIRE in a cost effective way.



### Summary

In Zimbabwe CAMPFIRE producer communities cannot function independently of the RDC. A maximum of 26% of the gross CAMPFIRE revenue should be used to support community-based, natural resource management activities at RDC or community level. RDCs need carefully to consider the cost of their CAMPFIRE activities in relation to the revenue they can retain.



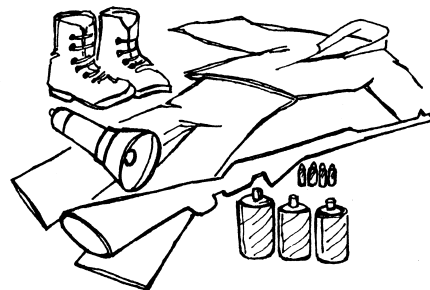
### Introduction

This chapter defines what type of expenditure can be made at community level and how producer communities should manage their revenue. This is important because poor management of community revenue from natural resources will reduce the incentive to manage wildlife and other natural resources.

### What are community-based natural resource management activities?

These are all the activities that are necessary to ensure that the producer community is managing its natural resources effectively. Examples of natural resource management activities that have been successfully carried out by producer communities are:

- **Law enforcement:** Many communities employ "resource monitors" or "game-scouts" to monitor and apprehend those persons breaking the national, district or locally developed rules for using (or not using) resources.



- **Monitoring commercial activities:** Communities usually use resource monitors to ensure that commercial activities are being undertaken in accordance with the contract.
- **Managing human-wildlife conflicts:** In some communities, monitors are employed over the wet season to assess and report crop damage by wildlife. Other activities, such as electric fence maintenance, require daily maintenance all year round.



- **Fire management:** Some communities have developed fire management programmes that involve early burning and, in some cases, making firebreaks.
- **Counting wildlife and quota setting:** For communities to effectively manage wildlife they must be able to monitor changes in wildlife populations. Where these changes are significant, then they should be reflected in the off-take quotas.

- **Wildlife management calendars:** A simple management calendar, which indicates when an activity must be undertaken, is a very useful tool for ensuring that essential activities are scheduled, included in the budget and carried out.

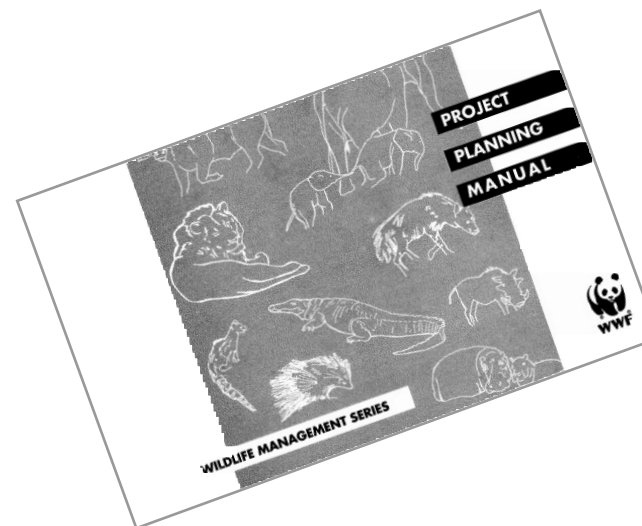
### What expenditure can be made at producer community level?

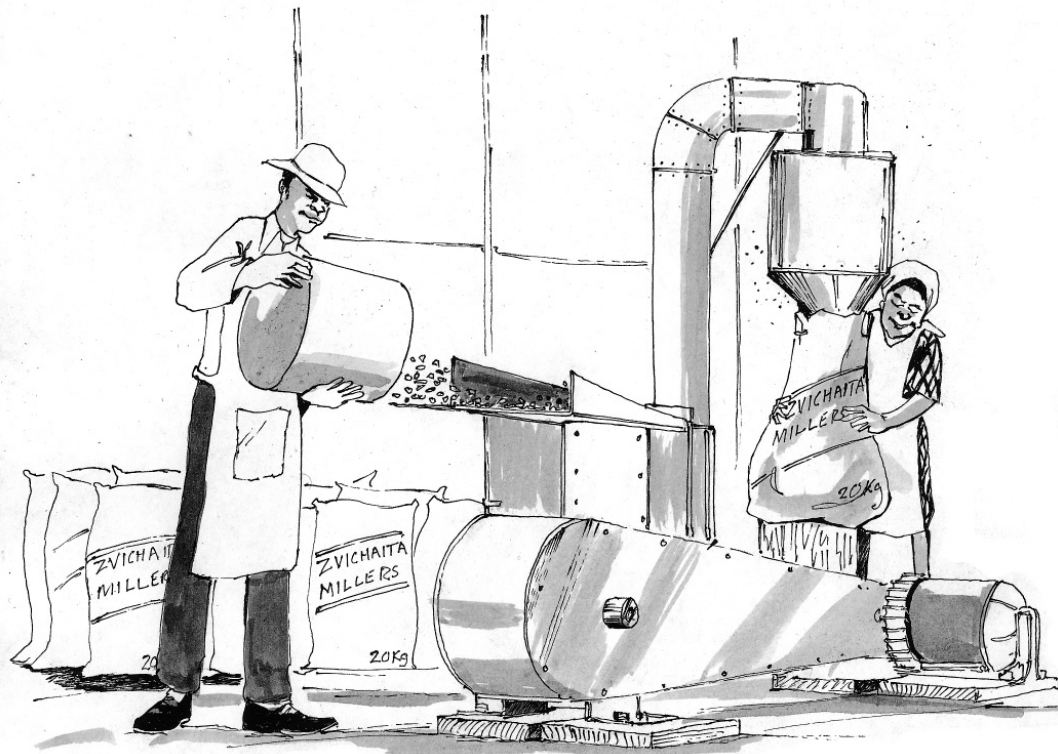
- **Direct incentives:** These are the household dividends paid by communities to individual households. Household incentives are very effective at raising the awareness of CAMPFIRE within an entire community. To pay household dividends means that:
  - decisions on how a household qualifies for a dividend have been made and agreed upon by the community;
  - an inventory of all households in the community has been completed and lists of eligible and ineligible households compiled;
  - secure arrangements have been made to deliver the money and distribute the money;
  - the money needed to meet other requirements has been deducted from the amount paid to households.

- **Development projects:** These are projects that are either fully or partially funded by revenue earned from CAMPFIRE. Development projects are the most common investment made by communities from CAMPFIRE revenue. Generally these projects are used to enhance existing social infrastructure such as school buildings, clinic buildings, and diptanks. Successful projects are those that have:

- clearly defined management and responsibility roles,
- realistic and current budgets, and that
- benefit most of the households within the community.

As a general rule, communities should avoid undertaking large projects, which take several years to complete, or trying to do too many small projects, never finishing any of them.





- **Income generating projects:** These are secondary activities whose objectives are to earn further revenue, as well as provide a service for the community. Income generating projects are found throughout CAMPFIRE communities. Experience has shown that many of these projects fail in their objectives. This is because communities and their representative structures (such as a ward wildlife committee) do not have the necessary skills, time or organisation to run business activities. RDCs and communities are strongly advised to avoid this category of investment. This does not mean that communities should not encourage business activities. If communities want to encourage business then they should consider:

- building and owning the infrastructure (i.e. a shop, a mill, a guest house) which is then leased to a business person. If this option is chosen the management committee must enter into a written and legally binding contract with the business person;
- using CAMPFIRE revenue as a loan for local emergent businesses. If this option is chosen the management committee must assess and minimise the risk to the community of the business person defaulting.

Some projects are managed by Trusts. The advantage of a community trust is that it is legally recognised and enables the community to own the project. The RDC should oversee their development and operation.

- **General management activities:** Producer community management activities include all the activities that are necessary to ensure that the community is able to actively manage its natural resources. For example, meetings, training, quota setting, project planning and resource monitoring.



## How should producer communities manage their revenues?

CAMPFIRE was the first development programme that transferred the responsibility for large sums of money to rural communities. To use their CAMPFIRE revenue effectively, communities need to develop financial management systems that are able:

- To provide an orderly system for managing and recording all income and expenditure of community funds;
- To provide an open and transparent financial management system so that people in the community have trust and faith in those handling CAMPFIRE revenue;
- To provide accurate and up to date information for management, planning and budgeting purposes.



Communities need simple financial systems to achieve the above objectives. Above all else the systems need to encourage those running them to be consistent and regular in the way they do transactions.

Note: Details on Financial Management can be found in the WMS Manual entitled *Financial Management*.

## How should producer communities account for their expenditure?

Annual summaries of expenditure and proposed expenditure for the future year should be presented at the producer community's Annual General Meeting. This will allow members of the community to monitor and comment on how their representatives are using CAMPFIRE revenue. In addition, this information should be given to the RDC for their records.

### Summary

The amount of revenue received annually will affect a producer community's attitude to CAMPFIRE. It is important that money is used effectively in order to maximise the incentive for natural resource management. Producer communities must have in place systems for managing and recording all income and expenditure. All financial transactions must be carried out in a transparent manner so to keep the confidence and trust of the community members.

### Introduction

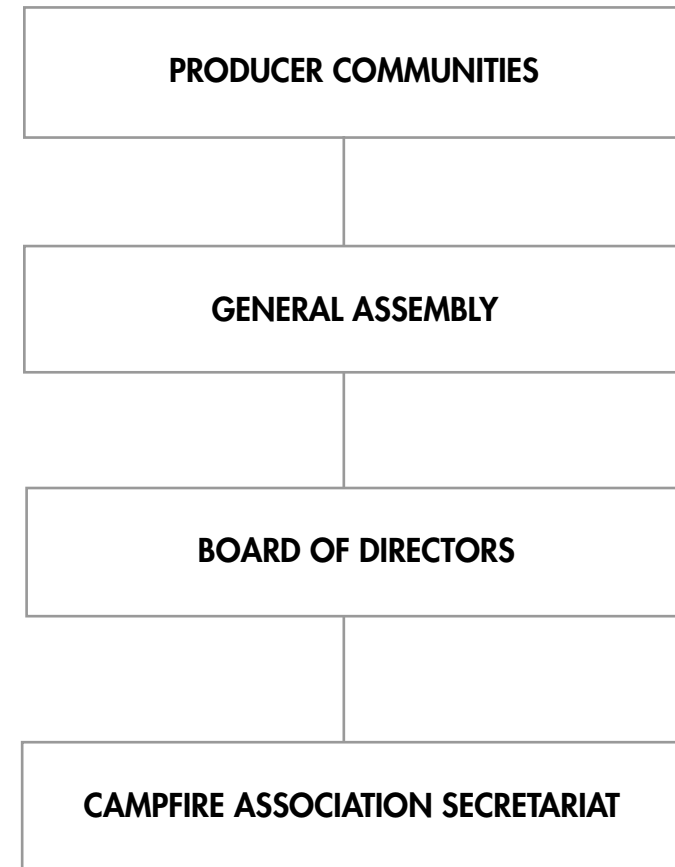
This chapter outlines the development and role of the CAMPFIRE Association, its objectives and how it is funded. As the umbrella organisation for RDCs that implement CAMPFIRE, the CAMPFIRE Association provides a vital link between producer communities, government, service providers and donors.

### Why and when was the CAMPFIRE Association formed?

The CAMPFIRE Association was formed in 1991 to represent the interests of the District Councils who had recently been granted Appropriate Authority. In 1992 the CAMPFIRE Association took the leading role in the co-ordination of CAMPFIRE activities and the representation of the CAMPFIRE within national, regional and international fora.

### How is the CAMPFIRE Association Structured?

The CAMPFIRE Association is structured like its member RDCs. There is a Board that is made up of elected representatives from the members and is accountable to the General Assembly. The Board directs an executive to carry out its policy decisions.



CAMPFIRE Association organogram

### What are the objectives of the CAMPFIRE Association?

The objectives of the CAMPFIRE Association have evolved over the years with the development of CAMPFIRE. The current objective or vision of the CAMPFIRE Association is:

"By 2006, the CAMPFIRE Association will operate as the hub of a sustainable system of community-based natural resource management development partnerships and be recognised as the leading partner to Government in the development and implementation of community directed sustainable development initiatives in Zimbabwe".

In all its activities and operations, the CAMPFIRE Association will facilitate the practice of the philosophy of CAMPFIRE, with its focus on supporting the ability of rural communities to participate in the economy through wise and sustainable use of natural resources.

### What is the Strategic Growth Initiative?

In 2002 the CAMPFIRE Association started a process to refocus its activities. A three-year plan called the "Strategic Growth Initiative (SGI) 2002-2005" was developed. Under the Strategic Growth Initiative the CAMPFIRE Association has five core programmes. These, developed with its members and CAMPFIRE Stakeholders, will guide the Association's activities over the next three years.

The image shows a crossed-out Cashbank cheque. The bank name is 'Cashbank' with the address 'Cashbank (Pvt)Limited, Jason Moyo Ave, Harare'. The cheque is dated '15 May 2003'. The payee is 'CAMPFIRE Association'. The amount is written as 'Fifteen thousand dollars only' and '\$ 15 000.00'. The signature is 'K. Mabhena' from 'GURUVE RDC'. The cheque number is '468-32-89'. The text 'Not Negotiable' is written across the cheque. The account number '468-32-89' is also visible. The cheque is marked with a large 'X' and the text 'Cheque written to CAMPFIRE Association' is written below it.

### How is the CAMPFIRE Association funded?

The CAMPFIRE Association has several sources of funding. These are:

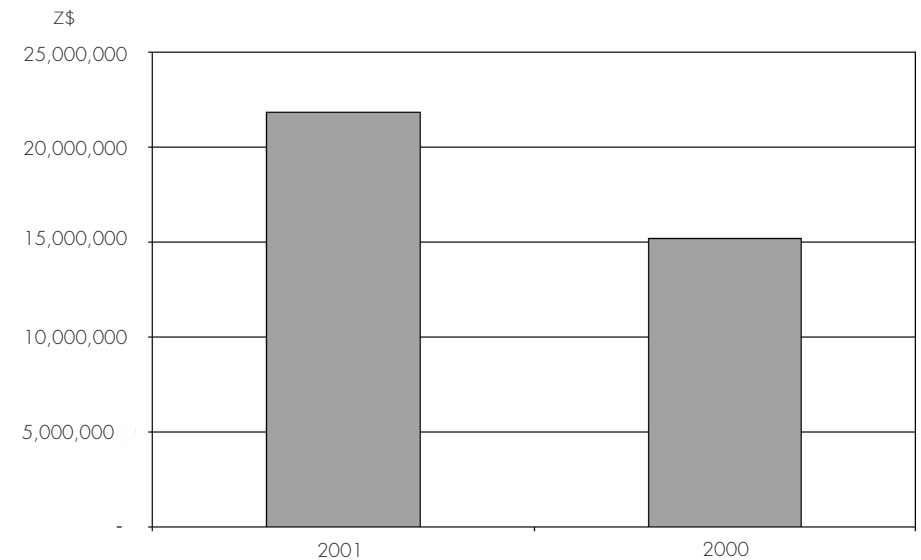
- **Membership fees:** All RDCs pay an annual membership fee to the CAMPFIRE Association. Currently this is Z\$15,000. The Association invoices RDCs in January. Membership fees can only be revised at the Annual General Meeting of the CAMPFIRE Association.
- **Levies from members:** Members whose gross CAMPFIRE revenue exceeds Z\$10,000 per annum are required to pay an annual levy to the CAMPFIRE Association of 4% of total gross CAMPFIRE revenue as defined earlier in this Manual. The Association invoices RDCs on a bi-annual basis (June and December). The levies will be calculated from the bi-annual reports submitted by the RDCs (See Appendix 2b).



- **Grant funds:** The CAMPFIRE Association has and will continue to develop project proposals that can be submitted to donors for funding. Over the last decade the CAMPFIRE Association has received funding from USAID, NORAD, the European Union and the Department for International Development (UK). Grant funds have been used for institutional support of CAMPFIRE and infrastructural development projects at community level.
- **Endowment or Trust Funds:** The CAMPFIRE Association is in the process of setting up an endowment or trust fund. This fund would be structured so that only the interest earned on the fund is used each year. The use of the fund in this way will give donor agencies confidence to make available similar such funding in the future. A separate Board of Directors and management will administer the trust fund.

### How does the CAMPFIRE Association use its revenue?

The CAMPFIRE Association uses its membership fees and other revenue to support the interests of its members at national and international levels. This involves working with government on issues that affect natural resource management, liaising with NGOs on supporting natural resources management activities at producer community level and sourcing donor funds to support new initiatives at community level.



Graph of expenditure

**How does the CAMPFIRE Association account for its revenue?**

Under the Private Voluntary Organisations Act the CAMPFIRE Association is required to produce an audited set of accounts on an annual basis. These are presented by the Chairman at the Annual General Meeting.

**Summary**

The CAMPFIRE Association is the umbrella association of RDCs implementing CAMPFIRE. The Association receives revenue in the form of membership fees and donor grant funds and, in future, trust funds. The Association uses its revenue to represent and promote the interests of its members at national, regional and international level.

## APPENDIX 1

### GLOSSARY OF WORDS AND TERMS USED

<b>Word</b>	<b>Meaning / Example</b>
Accountability	Being responsible and explaining one's actions to somebody.
Accounting	The systematic and accurate recording of income and expenditure.
Accrue	To add to.
Allocation	The process of deciding how money is shared between stakeholders.
Annual General Meeting	A meeting of the members of a society or all stakeholders interested in a project. The meeting happens once a year and is used for all interested parties to discuss issues of concern to them and to assess the financial performance of a project.
Audited Set of Accounts	A set of financial records that have been checked by an independent organisation of accountants, and which have been signed off as accurate by the outside accountants.
Bank Reconciliation	A method for checking and recording money going into and coming out of a bank account in order to arrive at a figure showing what money is remaining in the account. A form should be used to calculate the bank balance. An example of this is shown in Appendix 2b.
Budget	A written, agreed plan for a fixed future period on how much money is expected to come in and how it will be spent.
Capital Equipment	Equipment such as desks, chairs, tables, blackboards, computers, telephones, all which have a resale value.
Cashbook	A book in which all financial transactions are recorded.
Distribution	The physical transfer of the agreed shares of gross revenue to stakeholders.

## GLOSSARY OF WORDS AND TERMS USED

<b>Word</b>	<b>Meaning / Example</b>
Dividend	A person or organisation's share of income which they helped to generate. For example, the annual CAMPFIRE dividend is the money paid to the producer communities for their share of money earned from resource management activities in the district.
Exchange Rate	The price of one country's currency in Zimbabwe dollar terms. For example, US\$1.00 costs Zimbabwe \$1,000. The rate of exchange is, therefore, Z\$1,000 to US\$1.00.
Forum (Fora)	A meeting (meetings) for discussion of topics of specific interest.
Gross Revenue	The total amount of money received before deductions are made for expenses such as salaries, equipment purchases, payment of taxes.
Guideline	A principle or set of standards recommending certain action.
Hyper Inflation	An extremely high level of inflation. (See the meaning of "inflation" below).
Incentive	Something real and meaningful to encourage people to get involved in an activity. The money people receive through CAMPFIRE is an incentive for them to take part in managing natural resources.
Inflation	Rising prices. Inflation of 50% in a year (per annum) means that something that cost \$100 in January will cost \$150 by December of the same year.
Infrastructural Development	Work on large projects such as improvement to buildings, roads, paths, building of schools, houses and wells.
Interest	This is the money earned on your CAMPFIRE bank account.

## GLOSSARY OF WORDS AND TERMS USED

<b>Word</b>	<b>Meaning / Example</b>
Levy	The money raised from charging a fee for the use of something.
Natural Resource	Something which occurs naturally. For example, minerals (in mines), water, wildlife, forests, soil.
Recurrent Expenses	Costs that occur regularly every week, month or year. For example, salaries, stationary, transport costs.
Revenue	Money coming in. For example, money coming in from payment of wildlife leases, sports fishing lease fees and sand extraction.
Stakeholders	All the people who have an interest in the performance of any activity or project.
Tourism	Activities which involve the hosting of visitors from outside the local area. <ul style="list-style-type: none"> <li>● Consumptive (sport hunting);</li> <li>● Non-consumptive (photographic safaris).</li> </ul>
Transparent	Clear and obvious for everyone to understand and follow all the steps and actions taken. Open, nothing hidden.



**APPENDIX 2a**

**A SAMPLE CAMPFIRE ASSOCIATION MEMBERSHIP STATEMENT**

**CAMPFIRE ASSOCIATION MEMBERSHIP STATEMENT**

**INVOICE/STATEMENT – SUBSCRIPTION**

**NAME OF RDC:** .....

**NO:** .....

**DATE:** .....

Date	Description	Balance	
		Debit	Credit
	Balance B/F	xxx	xxx
3 Jan 2001	Annual Subscription	xxx	
20 Jan 2001	Receipt No. 001		xxx

**APPENDIX 2b**

**A SAMPLE RURAL DISTRICT COUNCIL FINANCIAL MONITORING STATEMENT**

<b>RURAL DISTRICT COUNCIL FINANCIAL MONITORING STATEMENT</b>	
(To Be Completed by RDCs Either Bi-Annually or Quarterly)	
<b>RURAL DISTRICT COUNCIL</b>	
<b>QUARTERLY REPORT TO CAMPFIRE ASSOCIATION</b>	
Example of Layout	xxxx
Balance at 1 January 2002	
Add: Trophy fees	xxxx
Hide sales	xxxx
Meat sales	xxxx
Fish permits	xxxx
Ivory sales	xxxx
Hunting leases	xxxx
Crocodile egg collection	xxxx
Sand extraction	xxxx
Grass sales	xxxx
Less: Grants to producer communities	xxxx
CAMPFIRE management costs	xxxx
RDC levy	xxxx
CAMPFIRE Association membership	xxxx
CAMPFIRE Association levy	xxxx
Bank charges	<u>xxxx</u>
Balance as at 31 March 2002	<u>xxxx</u>
<b>BANK RECONCILIATION STATEMENT AS AT 31 / 03 / 2002</b>	
Balance as per cashbook	xxxx
Add outstanding cheques	xxxx
Balance as per bank statement	<u>xxxx</u>

## APPENDIX 3

### SUMMARY OF CAMPFIRE SERVICE PROVIDERS

Full Name	Physical Address/Tel/Fax	Postal Address
Action Magazine	Mukuvisi Woodlands, Harare Tel: 747274/13/17 Fax: 747409	PO Box GT1274, Graniteside, Harare
Africa Resources Trust	3 Allan Wilson Ave, Harare Tel: 732254, 732625, 735497 Fax: 731719	P O Box A860, Avondale, Harare
AREX	Block 2, Makombe Complex Harare St/H Chitepo Ave, Harare Tel: 707311/2, 794601/7 Fax: 730820/6	
Centre for Applied Social Studies (CASS)	5 Aberdeen Road, Avondale, Harare Tel: 303211, 307155/6/7 Fax: 333407	P O Box MP167, Mount Pleasant, Harare
DNR	Block 1, Makombe Complex Harare St/H Chitepo Ave, Harare Tel: 705661, 705671 Fax: 793123	PO Box CY385, Causeway, Harare
Forestry Commission	1 Orange Grove Drive, Highlands, Harare Tel: 498436/9 Fax: 497066	P O Box HG139, Highlands, Harare
Ministry of Local Government, Public Works and National Housing	Makombe Building, Herbert Chitepo Ave Tel: 779060/9, 728201/9 Fax: 703690 Harare	P Bag CY7706, Causeway Harare
SAFIRE	10 Lawson Ave, Milton Park, Harare Tel: 795461, 794333 Fax: 790470	P O Box 398, Belvedere, Harare
WWF-SARPO	10 Lanark Road, Belgravia, Harare Cell: 091 234 513 Tel/Fax: 252534	P O Box CY1409, Causeway, Harare
Zimbabwe National Parks and Wildlife Authority (formerly DNPWLM)	Botanical Gardens, Harare Tel: 792786/9, 707624 Fax: 793123	P O Box CY140, Causeway, Harare
Zimbabwe Trust	4 Lanark Road, Belgravia, Harare Tel: 730543, 722957 Fax : 795150	P O Box 4027, Harare

## **WWF WILDLIFE MANAGEMENT SERIES**

The WWF Wildlife Management Series provides information and guidance to members of villages, wards and Rural District Councils involved in the management of CAMPFIRE. These booklets are linked to training programmes being undertaken by members of the CAMPFIRE Collaborative Group.

Booklets in the Wildlife Management Series include:

1. Problem Animal Reporting
2. Electric Fencing Projects
3. Marketing Wildlife Leases
4. Managing Safari Hunting
5. Quota Setting Manual  
District Quota Setting Toolbox
6. Maintaining Electric Fences
7. Counting Wildlife Manual
8. Fire Management Manual
9. Project Planning Manual
10. Financial Management Manual  
Financial Management Toolbox

WWF is a member of the CAMPFIRE Collaborative Group supporting CAMPFIRE in Zimbabwe and has provided support and training to communities for the establishment of wildlife management systems.



**WWF's mission is to stop the degradation of the planet's natural environment and to build a future in which humans live in harmony with nature by:**

- **conserving the world's biological diversity**
- **ensuring that the use of renewable natural resources is sustainable**
- **promoting the reduction of pollution and wasteful consumption**

**WWF - SARPO**  
P.O. Box CY 1409  
Causeway  
Harare  
Zimbabwe

Tel: Harare 252533/4