

# Organisations and their Approaches in Community Based Natural Resources Management in Botswana, Namibia, Zambia and Zimbabwe

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# Foreword

This document is the first in a new series of Occasional Papers under the CBNRM Support Programme. The Papers intend to promote CBNRM in Botswana by documenting experiences and lessons learnt during the implementation of the concept by the practitioners in this field. Stakeholders such as Government agencies, NGOs, the private sector and CBOs who are involved in CBNRM are often too busy implementing to share experiences on success and failure with others. The CBNRM Series hopes to fill this information gap.

Relevant CBNRM-related information on legislation, planning, management, human resource development and natural resources monitoring, will assist in bringing together all stakeholders who have an interest in what the concept stands for: social and economic empowerment of rural communities for the sustainable management and use of their natural resources. Fully informed stakeholders can understand each other's specific opportunities, problems, roles and responsibilities, and dispel feelings of mistrust due to misinterpretations of regulations and procedures or unrealistic expectations. The Series is aimed therefore at all practitioners who deal with CBNRM in Botswana and is intended to provide them with information that should assist them in successfully applying the concept.

The publications will be distributed free of charge to all institutions involved in CBNRM in Botswana and to a selected readership in Southern Africa. All documents are also freely available for downloading on the website of the CBNRM Support Programme: [www.cbnrm.bw](http://www.cbnrm.bw)

Ruud Jansen  
IUCN Botswana  
*Country Representative*

Interested CBNRM-related practitioners in Botswana are invited to contribute to the Series with relevant topics and case studies. This issue of CBNRM Occasional Papers concerns a 'Organisations and their approaches in Community Based Natural Resources Management'. The study was conducted by Tara Gujadhur with assistance from SNV/Netherlands Development Organisation. The reasons for publishing the results of the study are twofold:

- The CBNRM programme in Botswana has not yet sufficiently featured in the international debate on community based management of natural resources as is the case with the CAMPFIRE programme in Zimbabwe, ADMADE in Zambia, and the LIFE programme in Namibia. This report shows that the development of the concept in Botswana has leaped forward and deserves appropriate attention. The report gives basic insight on the different organisations working in the four countries and invites readers to learn more about the various lessons learnt by contacting resource persons and institutions mentioned.
- CBNRM programmes in surrounding countries have experiences and examples to offer which are of use to practitioners in Botswana. By recognising similarities in CBNRM approaches the reader is encouraged to look beyond national boundaries when trying to experiment with projects and programme design, training methodologies, planning and implementation tools, legislation, etc. We trust that this brief overview of organisations in the southern African region will encourage further cross-border interest and dialogue.

Dicky Methorst  
SNV Botswana  
*Director*



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# Acronyms

AA	Appropriate Authority
ADMADE	Administrative Management Design
ARB	Agricultural Resources Board (MoA)
ART	Africa Resources Trust
BOCOBONET	Botswana Community-Based Organisation Network
BOCONGO	Botswana Council of Non-Governmental Organisations
CA	CAMPFIRE Association
CAMPFIRE	Communal Areas Management Programme for Indigenous Resources
CAN	CBNRM Association of Namibia
CASS	Centre for Applied Social Sciences
CBMIF	Community-Based Management of Indigenous Resources
CBNRM	Community-Based Natural Resources Management
CBO	Community-Based Organisations
CBTE	Community-Based Tourism Enterprise
CCF	Community Conservation Fund
CCG	CAMPFIRE Collaborative Group
CGG	Community Game Guard
CI	Conservation International
CITES	Convention on International Trade in Endangered Species
CRB	Community Resource Board
CRM	Community Resource Monitor
CTT	Cgaecgae Tlhabololo Trust
DANIDA	Danish Development Agency
DEA	Directorate of Environment Affairs
DEAP	District Environmental Action Planning (Programme)
DEF	District Environmental Fund
DELGF	District Environmental Loan Guarantee Facility
DFID	Department for International Development (UK)
DNPWLM	Department of National Parks and Wildlife Management
DoF	Directorate of Forestry (Namibia), Department of Fisheries (Zambia)
DoT	Directorate of Tourism
DRM	Directorate of Resource Management
DWNP	Department of Wildlife and National Parks
FAB	Forestry Association of Botswana
GCT	Gaing-o Community Trust
GMA	Game Management Area
IDU	Institutional Development Unit (ZimTrust)
IRCE	Institutional Reinforcement for Community Empowerment
IRDNC	Integrated Resource Development and Nature Conservation
IUCN	International Union for the Conservation of Nature and Natural Resources (also called The World Conservation Union)
KCS	Kalahari Conservation Society
KD1	Kgalagadi 1 (Controlled Hunting Area)
KDT	Kuru Development Trust
LAC	Legal Assistance Centre
LECCT	Lehututu Environmental Community Conservation Trust
LIFE	Living in a Finite Environment
LIRD	Luangwa Integrated Resource Development Project
M&E	Monitoring and Evaluation
MET	Ministry of Environment and Tourism
MITI	Managing our Indigenous Tree Inheritance (MITI)
MLGLH	Ministry of Local Government, Lands and Housing
MLGRUD	Ministry of Local Government, Rural and Urban Development
MoA	Ministry of Agriculture
NACOBTA	Namibia Community-Based Tourism Association
NANGOF	Namibia NGO Forum
NCSA	National Conservation Strategy (Co-ordinating) Agency

NDP	National Development Plan
NGO	Non-Governmental Organisation
NNC	Nyae Nyae Conservancy
NNDFN	Nyae Nyae Development Foundation of Namibia
NNF	Namibia Nature Foundation
NORAD	Norwegian Agency for International Development
NPWS	National Parks and Wildlife Service
NRMA	Natural Resources Management Advisor
NRMP	Natural Resources Management Project
OCAT	Organisational Capacity Assessment Tool
PAC	Problem Animal Control
PACT	Private Agencies Collaborating Together
POMS	Process Oriented Monitoring System
PRA	Participatory Rural Appraisal
PTB	Permaculture Trust of Botswana
QMC	Quota Management Committee
RAD	Remote Area Dweller
RDC	Rural District Council
SAFIRE	Southern Alliance for Indigenous Resources
SC	Steering Committee
SGL	Special Game License
SNV	Netherlands Development Organisation
TL	Thusano Lefatsheng
UNEP	United Nations Environment Programme
USAID	United States Agency for International Development
VAG	Village Area Group
VDC	Village Development Committee
VMC	Village Management Committee
VPR&D	Veld Products Research and Development
WIMSA	Working Group of Indigenous Minorities in Southern Africa
WMA	Wildlife Management Area
WWF	World Wide Fund for Nature

# Introduction

**Broad Goal:** To inventorise the methods and experiences of organisations (and the communities) involved in CBNRM programmes in Botswana, Namibia, Zambia, and Zimbabwe.

**Justification:** A simple record of CBNRM approaches in southern Africa will encourage organisations and communities in Botswana and elsewhere to discover and learn from the implementation experiences of counterparts in neighbouring areas.

Community Based Natural Resources Management (CBNRM) is the name now commonly used for the integrated approach to rural development and wildlife conservation experimented with in the early 1980's, which has now evolved into what could be considered a full-scale movement. An attempt to find new solutions for the failure of top-down approaches to conservation, CBNRM rests on the recognition that local communities must be given full tenurial rights over the utilisation and benefits of natural resources in order to value them in a sustainable manner. This approach entails community institution-building, comprehensive training, enterprise development, policy negotiation, and natural resources management skills, among other forms of assistance.

The last decade has been a long, laborious learning process that is far from over, but we have gained experience that is of value when transferred to other CBNRM initiatives. Unfortunately, many organisations are too busy implementing to either write down their 'Best Practices' or to 'learn from others'. CBNRM programmes in neighbouring countries face similar obstacles to those in Botswana. This report is a response to this problem and is intended to benefit a wide audience of donors, governments, NGOs, and communities involved in CBNRM, particularly in Botswana but also in southern Africa as a whole.

CBNRM has become a more or less accepted approach within government and development circles in southern Africa, due in large part to the regional support from the SADC Natural Resources Management Project funded by USAID. CBNRM is no longer an experimental concept in Botswana, Namibia, Zambia and Zimbabwe, but one which is being widely implemented with sustainability and 'Best Practices' as pertinent issues. Dilemmas to be faced by communities now

are how to negotiate beneficial joint venture agreements, equitably distribute and invest large amounts of money, utilise benefits to enhance social and economic well-being, and receive capable service provision with the gradual departure of bilateral donors. In light of this, the aim of this report is to inventorise the various approaches of organisations facilitating CBNRM programmes in southern Africa (specifically Botswana, Namibia, Zambia and Zimbabwe) with the hope that organisations and communities will be able to benefit from the experiences of their counterparts in neighbouring countries.

## Scope of Report

The four countries included in this report, Botswana, Namibia, Zambia and Zimbabwe, were visited over a four-month period from October 1998 to January 1999. The method of research was the conducting of interviews, document reviews, and questionnaires that were performed and distributed during meetings with individuals and organisations involved in CBNRM. One major setback to this study was the brevity of each stay (about two weeks), which did not permit field trips to interview community members. Thus, in this sense, the report contains a bias toward the agendas and perspectives of implementing organisations - community information came second-hand except when questionnaires were returned. Furthermore, the section on Zambia is rather limited due to the exceedingly unlucky timing of the field visit (height of the rainy season) and the poor response from organisations; thus, most of the available information concerns ADMADE, and the overall status of CBNRM in Zambia can only be inferred. Conversely, the section on Botswana is more detailed and inclusive, for the simple reason that IUCN and SNV-Botswana are intimately involved in the CBNRM programme.

The report is organised by country. Because the aim is to focus on practical approaches, only a brief overview of the national CBNRM programmes and enabling legislation is given. The thrust of the report is contained in the 'Organisations Involved' section, with 'Observations' from each implementing organisation. There is much literature on problem issues, of which everyone is well aware. The attempt here is not to describe the dilemmas faced, but the practical

solutions devised. The report is designed to be straightforward and simple, extracting useful lessons from CBNRM experiences in the four countries.

*The information contained is not all-encompassing, rather, it is recommended that one contact the 'Organisations Consulted' directly for more information on specific strategies found to be of interest.*

Botswana





# Background

CBNRM in Botswana was formalised in 1989 when the government of Botswana and the United States Agency for International Development (USAID) embarked on the joint Natural Resources Management Project (NRMP). NRMP was housed at the Department of Wildlife and National Parks (DWNP) and was the official and largest CBNRM initiative in Botswana. The project ended in August of 1999. The ending of the NRMP raises critical issues that other countries in the region have yet to face: namely, the sustainability of the programme upon the withdrawal of major donor support. There are several local NGOs who will be shouldering more of the responsibility for assisting communities in resource management, such as Thusano Lefatsheng and Kuru Development Trust, as well as international NGOs, such as SNV Netherlands Development Organisation and the World Conservation Union (IUCN) with a joint CBNRM Support Programme. An association of CBOs in Botswana has been formed (BOCOBONET) and is assuming an advocacy role on behalf of communities. The government has also made recent progress in institutionalising CBNRM through major policy advances.

The DWNP has issued a draft Community Based Natural Resources Management Policy which acknowledges that the authority and management of natural resources is fragmented and results in duplication of efforts and conflict. It is an extension of previous legislation such as the Wildlife Conservation Policy of 1986, the Wildlife Conservation and National Parks Act of 1992, and the Tourism Act of 1992, and specifies government's role in CBNRM (DWNP 1998c). The Ministry of Agriculture, which houses the Agricultural Resources Board (ARB) responsible for veld product utilisation, has drafted a National Policy on Natural Resource Use to clarify its regulatory role and increase opportunities for communities to derive benefits from wild flora (MoA 1998). To put the call for co-ordination into practice, both DWNP and MoA agreed to join both policies into a unified CBNRM policy (GOB 1999). The National Conservation Strategy (Co-ordinating) Agency, under the Ministry of Local Government, Lands and Housing, is also preparing a CBNRM strategy paper (Samson, pers. comm.). These documents in particular should refine the government commitment to CBNRM.

The history of CBNRM in Botswana has resulted in a concept that is adapted to the natural resource conditions and political and institutional context. Its main elements are:

### ***Management is area-based***

The land area of Botswana has been divided into 163 Controlled Hunting Areas (CHAs), each designated for use under a specified management structure such as a commercial photographic area to be leased to the private sector, or a community multipurpose area (land for various uses under community management). Wherever possible, CHAs have been zoned around existing settlements and are designed to accommodate adequate natural resource utilisation options benefiting the local residents.

### ***Decision-making is community-based***

Decision-making over the use of natural resources in a growing number of CHAs has been devolved to Community Based Organisations (CBOs). These qualify as accountable to and representative of the associated residents of the CHA. They decide what resources they want to develop. For example, if their focus is on wildlife resources, they control the use of the annual wildlife quota, decide whether to hunt the quota themselves and/or to tender it to safari companies. If the community decides to tender for hunting and/or photo-tourism, it is the CBO that determines the conditions to be included in the lease contract over and above the standard requirements. It is the CBO that initiates, guides and concludes the tendering process (not central or local government).

### ***CBOs are increasingly choosing to develop veld resources as well as wildlife***

Of the 18 CBOs active at the beginning of 1999, 11 include a veld product activity (such as handicrafts or thatching grass), while four CBOs have no wildlife component in their development plans at all, relying on veld products such as mopane worms or marula fruits instead. For these open access resources, CBOs only have customary control, unlike the wildlife resource where management control has been devolved.

### **Communities can form legal entities to participate in CBNRM**

Communities (whether representing one village or a group of villages) can form legal entities (such as Trusts, Associations, Societies, Co-operatives) in order to:

- Satisfy government requirements to be an accountable and representative CBO;
- Obtain head leases giving them tenure of access and control over specified resource use;
- Legally issue sub-leases (if they so choose) to joint venture partners and sign contracts with the private sector; and
- Formalise service delivery by supporting agencies such as NGOs and donors.

#### *CBOs can obtain Resource Use Leases from Land Boards*

Legally established CBOs can obtain 15 year Resource Use Head Leases from Land Boards. Such leases permit commercial activities and are meant to provide CBOs with the authority, tenure and commercial incentives to (re-)invest in the long-term conservation of their natural resources.

#### *CBOs can develop joint venture partnerships with the private sector*

Many CBOs have chosen to join their land and natural resources with the investment capital and business/marketing expertise of the private sector in partnerships. CBOs have the mandate to manage the tendering procedures and to elaborate the conditions of leases, often requesting employment, cash revenues, training, infrastructure, development funds, shares and equity etc., as forms of benefits to be guaranteed in the contracts.

#### *All revenues/benefits go directly to and are distributed by CBOs*

All revenues generated from the use of the land and natural resources in a defined community CHA go directly to the CBO and benefits are distributed by that CBO. The community designs its own projects, and elaborates the conditions attached to the joint venture leases with its partners that prioritise the benefits they want such as community services, employment, cash revenues, management training and/or shares and equity. (CBNRM National Conference Background Paper 1999).

DWNP and several NGOs assist communities in mobilisation, the application process,

negotiation of tenders, and benefit distribution. Several communities have been profiting from CBNRM and their technical and managerial capacity is growing. However, the discontinuation of NRMP will present a serious challenge to their capabilities, and it will be a lesson in sustainability to see where Botswana's CBNRM stands in one year.

## Organisations Involved

### **Department of Wildlife and National Parks**

The Department of Wildlife and National Parks (DWNP), under the Ministry of Commerce and Industry, is the primary government agency responsible for wildlife conservation and utilisation. As the Department lacks funds and human capacity, NRMP was set up to work with DWNP in 1989 to initiate a community approach to wildlife management. DWNP counterparts were assigned to NRMP expatriate staff and a Wildlife Planning Officer position was created to oversee the implementation of WMA plans.

DWNP uses radio broadcasts and community briefings through their Conservation Education and Outreach Unit to publicise CBNRM to residents in WMAs. They have also issued a 'Joint Ventures' booklet to explain the roles and guidelines for communities, the private sector, and DWNP (DWNP, 1999a). DWNP's major support is an Extension Services Section, planned to be upgraded to a Division, which offers direct assistance to communities in the form of wildlife population monitoring and problem animal control (PAC). This Section has also employed a sociologist, a resource economist, and liaison officers to work with communities in CBNRM (Broekhuis, pers. comm.).

Recently, DWNP (together with MoA) has been drafting a Community Based Natural Resources Management Policy which represents a concerted effort to consolidate management responsibilities and roles. Previous legislation, such as the Wildlife Conservation and National Parks Act, the Tourism Act, the Wildlife Conservation Policy, and the Agricultural Resources Conservation Act among others, increased the opportunities for communities to benefit from wildlife, tourism, and natural resources, but

did not detail the government's CBNRM objectives or implementation guidelines. The unified policy mandates regular formal meetings between the numerous parties involved, increasing communication and development between national parks and buffer zones (Wildlife Management Areas), and states that 'policies concerning CBNRM should be holistic and recognise that activities in sectors such as wildlife management, economic development and poverty alleviation, agriculture, transportation, and a host of other elements will affect the success of CBNRM' (GOB 1999: 37).

Under the National Development Plan 8 (NDP 8), the government made a provision for financial assistance for community initiatives to expand CBNRM efforts. This Community Conservation Fund (CCF) earmarked 8.1 million Pula to be administrated by DWNP over the NDP 8 period (1997-2001). The money is to be disbursed by grants only, but some types of assistance stipulate contribution by the Community-Based Organisation (CBO) of up to 50%. There are two classes of funds: CBNRM funding, and Conservation Projects funding. The former may support Trust development, including legal fees, training and proposal development; formation of a management plan, and marketing. The latter includes funding for conservation operation costs, infrastructure development or animal reintroduction (DWNP 1998a). Most of the money for community activities has so far come from the USAID-supported NRMP project, and the CCF presents an alternative source of grants.

#### Observations - DWNP

- The Conservation Education and Outreach Unit of DWNP performs community briefings and publicises CBNRM to the general public.
- The Extension Services Section provides direct wildlife conservation and information services to rural communities, with the aid of a sociologist, a resource economist, and liaison officers.
- DWNP (and MoA) has been drafting a unified Community Based Natural Resources Management Policy to consolidate and clarify government responsibilities and roles.
- A Community Conservation Fund has been set up to provide communities embarking on natural resource management with grants to support these activities.

## Botswana Natural Resources Management Project

The Natural Resources Management Project (NRMP) was jointly funded by USAID and the government of Botswana, and was part of the SADC regional NRMP programme. It has been the largest CBNRM project in Botswana so far, and has worked very closely with the Department of Wildlife and National Parks. There were five initial components to the NRMP project: demonstration projects in community-based resource utilisation; planning and applied research; environmental education; personnel planning and training; and policy support. After a mid-term review in 1993, NGO/CBO support was added as a sixth component, which manifested itself in the inclusion of the Institutional Reinforcement for Community Empowerment (IRCE) project sub-contracted to Private Agencies Collaborating Together (PACT) (Trenchard et al 1997).

NRMP has been assisting several communities embarking on CBNRM by offering technical and financial support. Activities have included harvesting veld products, and hunting and photographic wildlife tourism. Ten management plans for WMAs were also prepared by NRMP for applied research, and the use of PRAs was initiated. Under the personnel planning and training component, the Botswana Wildlife Training Institute was revitalised and selective DWNP pre-service training offered, as well as training to non-certified tenured staff. For policy development, NRMP assisted both MoA and DWNP in forming the CBNRM Policy (Trenchard et al 1997).

When the non-formal education component was phased in as planned at the end of 1995, it was discovered that DWNP Education personnel had very little understanding of CBNRM. The first activity then was training of DWNP educators and extension officers to increase their confidence in speaking to communities about CBNRM. DWNP trainers were taught how to use audio-visual equipment and support materials, including brochures and posters and a video demonstrating the various opportunities in CBNRM. Thereafter, rural communities and district authorities were targeted for workshops, and a weekly programme for the general public was broadcast on Radio Botswana about wildlife issues and CBNRM. NRMP has also worked with the Ministry of Education for curriculum development, and

produced and distributed a National Conservation Strategy video series and tutor notes for school libraries. However, schools have since misplaced them, and it is thought that this kind of product needs to be carefully monitored and integrated for use. The videos have proved very useful for educating student Wildlife Clubs which are widely established in Botswana. For its last campaign, the NRMP-supported DWNP education department introduced the Community Conservation Fund to communities, officials and implementors, and a 'Practitioners Guide' detailing CBNRM implementation steps was published (DWNP, 1999b).

NRMP has made active use of Participatory Rural Appraisals (PRAs) to develop

Community Action Plans (CAPs) and baseline surveys. In three of the five villages of the Chobe Enclave Community Trust, PRAs and CAPs were performed and a CAP co-ordinator selected. The Community Action Plans detail priorities, actions and the people responsible, and the selection of a local co-ordinator (who receives a stipend) has been found to contribute to community involvement and motivation. In the communities where PRAs were performed, knowledge about the CBNRM project was noted to be higher (Trenchard et al 1997). Baseline surveys have also contributed important socio-economic and environmental information which is useful for communities and practitioners in long-term assessments (Wynter, pers. comm.).

#### Observations - NRMP

- Botswana's NRMP included six components to achieve its objectives:
  - Demonstration projects in community-based resource utilisation - several communities have been assisted in veld product and wildlife utilisation, marketing, and tourism.
  - Planning and applied research - WMA management plans were prepared, and a Monitoring and Evaluation system and social science division in DWNP established.
  - Environmental education - Those first targeted were DWNP Education personnel who needed confidence-building and basic knowledge, thereafter communities and District authorities were approached by the trained trainers. Schools were also targeted through curriculum development with the Ministry of Education, and a video and tutor notes set produced.  
To assist in the sustainable continuation of CBNRM, a campaign to publicise the Community Conservation Fund was launched and a 'Practitioners Guide' published.
  - Personnel planning and training - the Botswana Wildlife Training Institute was reorganised and revitalised, and pre-service and staff training was offered at the Institute.
  - Policy development - DWNP was assisted in reviewing their wildlife utilisation policies and in drafting a CBNRM Policy; the Agricultural Resources Board received support to draw up their National Policy on Natural Resources Use. A subsequent unified CBNRM policy was prepared.
  - NGO/CBO capacity-building - Sub-contracted to an NGO after the mid-term evaluation to increase local capacity support to CBOs.
- Participatory Rural Appraisals have been utilised to develop Community Action Plans which detail priorities, actions, and the people responsible for CBNRM activities.
- A Community Action Plan co-ordinator is locally selected, and has been found to contribute to the community's interest in and knowledge of CBNRM activities.
- In communities where PRAs were performed, knowledge about the CBNRM project was higher among residents.

## **Institutional Reinforcement for Community Empowerment - Private Agencies Collaborating Together**

Private Agencies Collaborating Together (PACT) is an American NGO sub-contracted by NRMP to manage the Institutional Reinforcement for Community Empowerment (IRCE) program after a mid-term recommendation. IRCE aims to strengthen the capacity of CBOs to equitably manage and direct CBNRM activities, strengthen local NGO capabilities to offer support to CBOs, facilitate a CBO network, and provide sub-grant funding to achieve these goals (PACT, undated 1).

PACT/IRCE has developed a training programme, NONOTSHO (Setswana for empowerment), to provide communities and 'agents of change' in CBNRM with the basic skills for catalysing CBNRM. They have planned and are executing a series of six-week workshops over a two year period, the third session of which was held in the spring of 1999. The course consists of:

Week 1	Fundamentals of CBNRM
Week 2	Leading by Following - Skills for Catalysing Change
Weeks 3 & 4	Facilitating Project Planning/Start-up
Week 5	Facilitating Project Implementation
Week 6	Project Administration, Research, and Development (PACT, undated 2).

PACT/IRCE is also developing a Business Development Training Manual with basic concepts, which has been tested on the Chobe Enclave Community Trust board and Village Trust Committee members. In August-September 1998, a PACT/IRCE consultant held an intensive two-week financial management course with 12 participants from the Chobe Enclave community. Topics covered include: bank reconciliations, financial controls, preparation and tracking of budgets, and feasibility analyses of potential community projects (PACT 1998).

PACT/IRCE is assisting (through funding) the Botswana Council of NGOs (BOCONGO) with the setting up of a resource centre with books and other publications for all NGOs/CBOs; training in internet and e-mail use; a quarterly newsletter; and the updating the Botswana NGO Directory (PACT 1998).

PACT/IRCE is also assisting in the establishment of the Botswana Community-Based Organisation Network (see BOCOBONET section).

The Organisational Capacity Assessment Tool (OCAT) was developed by PACT/IRCE and modified by the NGO community, and has proved to be a vital project activity utilised by NRMP. As its name implies, it is used by NGOs/CBOs to set goals and track progress by focusing on management practices (financial, participatory techniques, empowerment and fund-raising).

### Observations - PACT/IRCE

- PACT/IRCE has devised a comprehensive training course aimed at community leaders for catalysing CBNRM activities.
- PACT/IRCE is devising and testing a business manual for communities, and also provides comprehensive financial management training through consultants.
- The institutional strength of NGOs is being built up through specific funding support to BOCONGO, an NGO association, and BOCOBONET, a CBO association in Botswana.
- PACT/IRCE has developed the Organisational Capacity Assessment Tool (OCAT) with input from the NGO community, which has been a valuable mechanism for communities and organisations to track and evaluate progress on their own management practices.

## **SNV Netherlands Development Organisation**

SNV Netherlands Development Organisation has been in Botswana since 1978, but its methods and mission have changed over the years. SNV started on CBNRM in 1994 as a way of reaching its target group of Remote Area Dwellers (RADs), and the organisation assisted four communities in the rural west of Botswana with implementation. SNV also assisted DWNP in encouraging CBNRM by providing someone to establish a WMA Planning Office within the Department. However, SNV was very much field-oriented, and focused primarily on intensive community mobilisation and capacity-building by stationing permanent Natural

Resources Management Advisors (NRMAs) in each community to offer continuous support. NRMAs have been supplied to Veld Products Research and Development for its work in Kweneng, and Thusano Lefatsheng for activities in KD (Kgalagadi) 1 Controlled Hunting Area (CHA). SNV directly supported the /Xai-/Xai community in Ngamiland (north-western Botswana) with an NRMA and funding, and has partnered with Kuru Development Trust (KDT) in assisting the D'Kar Bushmen with funding and an advisor for starting up the Dqae Qare Game Farm and CBNRM activities in Ngamiland District. SNV has attached importance to issues of gender and ethnic equity, especially since the populations it assists are mostly Basarwa (San, or Bushmen). A Gender Action Plan has recently been drafted to integrate gender considerations into CBNRM activities through workshops, 'gender audits' and best practices (SNV 1998c).

The /Xai-/Xai (Cgaecgae) Tlhabololo Trust (CTT) in Ngamiland NG4 CHA was registered in 1997, and the community has been assisted by SNV and NRMA since 1994. The first activities in 1994 were a baseline survey, followed by the formation of a Quota Management Committee (QMC, an interim for the Trust), and a craft production and marketing co-operative. The baseline survey produced important socio-economic information, which was then used to decide on a method of representation for the QMC. Thus, it was decided that each Ward, or family group, should be a constituency, ensuring equitable ethnic representation. This is in contrast to the ethnic make-up of the kgotla and Village Development Committee (VDC) which are almost all Baherero, though the Basarwa constitute 70% of the population. !Kokoro Crafts is a co-operative which supplies materials to resident artisans, then buys their crafts and sells them to a store in Maun. !Kokoro Crafts was a start-up activity, aimed to organise the community around an activity they were already familiar with, and has been shown to provide an important source of income for female-headed households. The !Kokoro Streetvendor was started as an off-shoot activity to ensure that people can buy food with the money they earn from crafts or tourism (van Bussel, pers. comm.).

Starting in 1997 the CTT began directly marketing photographic and cultural tourism,

with small groups of tourists being taken into the bush by vehicle or horses for a two or three day trip by a group of Basarwa residents. The men take the tourists out for tracking and snaring animals, and the women show them how to gather and identify veld products. Both the men and women do traditional dancing and story-telling in the evening. This type of tourism was embarked upon because it was seen that trophy hunting and out-contracted photographic tourism alone would not provide the community, and women especially, with a great degree of employment or control. The selected type of tourism stresses both the traditional and the modern culture of the Bushmen, and allows both women and men to play an active role.

SNV is gradually adopting a more facilitative role to strengthen local support mechanisms for CBNRM communities, by offering assistance in the form of two flexible advisors to four local NGOs involved in CBNRM: Veld Products Research and Development, Permaculture Trust of Botswana, the Forestry Association of Botswana and Thusano Lefatsheng (SNV 1998a).

With the withdrawal of NRMP, SNV's plan to phase out by 2003, and the passing of the 'experimental' stage of CBNRM, more attention has been given to drawing together Botswana's CBNRM experiences so far and consolidating efforts. A joint SNV-IUCN CBNRM Support Programme was launched in July 1999 to provide support to BOCOBONET and 'to assist government, NGO/CBOs, and the private sector with the implementation and facilitation of CBNRM, through the facilitation of CBNRM discussion and co-ordination, publication of best practices, provision of information and technical advice, and development of training modules (SNV-IUCN 1999).' A series of three workshops and a national conference have been organised by IUCN to start off this programme by bringing together all the parties involved in CBNRM.

The first workshop, on 'community mobilisation', was held in December 1998; the second, on 'enterprise development' was in March 1999; the third, on 'natural resources management', in June; and the National CBNRM Conference in July 1999.

## Observations - SNV

- SNV provided intensive community mobilisation and capacity-building support to 4 communities in the form of a permanent Natural Resources Management Advisor, and has developed considerable expertise in CBNRM.
- Gender and ethnic equity issues are important to SNV's activities; a Gender Action Plan has been formulated for a series of studies, workshops, 'audits,' and awareness activities in three local NGOs; and new formulas of representation and diverse income-generating activities are encouraged.
- At the start of a project, a baseline survey is conducted for socio-economic information that will be used for deciding on appropriate activities and methods of representation.
- Wards or family groups have been used as units for electing representatives to committees and Trusts as a way of ensuring ethnic equity.
- The !Kokoro Crafts co-operative was started in /Xai-/Xai to introduce organisational structures and income-generation methods through a skill the community was very familiar with.
- Direct marketing of photographic tourism is more labour-intensive and difficult than simply tendering the rights to a professional company, but increases the community's control, employment opportunities, and gender equity.
- SNV has adopted a more facilitative role by providing two flexible advisors for institution-building, advice and support to four local environmental NGOs.
- SNV has partnered with IUCN for the CBNRM Support Programme, to consolidate and promote CBNRM activities through workshops, a resource centre, training and documentation of 'best practices'. This partnership is based on SNV's experience in the field, and IUCN's experience in workshop facilitation and co-ordination of organisations.

## Veld Products Research & Development

Veld Products Research and Development (VPR&D) was established in 1981 to investigate and develop sustainable management systems for veld products in order to improve the quality of life of rural people. Activities include the domestication and genetic improvement of fruit trees; harvesting, processing, production, and marketing of indigenous plants; and the initiation in 1994 of the Community Based Management of Indigenous Forest (CBMIF) project in the western Kweneng district (supported by GTZ and SNV). The CBMIF project is VPR&D's major CBNRM activity and the focus of this section.

VPR&D started in communities by identifying veld products which are being utilised or could be profitable, and organising brainstorming sessions, proposal meetings, harvesting and identifying markets. Accomplishments since 1994 include inventories of Grapple (*Devil's Claw*, *Sengaparile* or *Harpagophytum procumbens*), thatch and herbal teas, followed by discussions on quota, harvesting and marketing; distribution of seedlings and training in tree planting; training in bee-keeping and distribution of hives; and establishment of committees (de Wolf, pers. comm.).

VPR&D has also provided training on organisational skills and assisted in the drafting of constitutions. A monitoring tool for communities to assess their progress has been developed, and regular review workshops to highlight lessons learned are held. Veld product utilisation does not have the same immediate and sizeable cash returns as wildlife (trophy hunting specifically), and marketing has proved to play a crucial role in its profitability. VPR&D has acted as a (temporary) intermediary in linking the community with marketing facilities (de Wolf, pers. comm.).

Another constraint has been the lack of a legal framework for community ownership and exclusion over veld products. VPR&D has lobbied the Agricultural Resource Board (part of the Ministry of Agriculture) which manages the permit system (de Wolf, pers. comm.). The new National Policy on Natural Resource Use should alleviate some of these ownership issues.

#### Observations - VPR&D

- VPR&D started the Community Based Management of Indigenous Forest project in 1994 - a CBNRM initiative focusing on veld products.
- Resource assessments and inventories of various veld plants have been performed, and seedlings and beehives have been distributed with training on tree planting and bee-keeping.
- VPR&D has made use of a monitoring tool, and found that regular review workshops with the community have been useful for motivation and self-assessment.
- Marketing is crucial in veld product utilisation, and VPR&D has acted as a (temporary) intermediary for community marketing of grapple.
- VPR&D has lobbied the Agricultural Resources Board for improvement of ownership rights over veld resources.

### **Forestry Association of Botswana**

The Forestry Association of Botswana (FAB) is a national NGO started in 1983 to promote a culture of tree planting among the general public, and to assist communities in community-based woodland management schemes. FAB advertises its projects through the local newspapers, radio, and kgotla meetings. Communities interested in starting a CBNRM project must request FAB's assistance, and then FAB will work with them to write a project proposal and approach donor agencies. Once funds are procured, the first activity is usually a Participatory Rural Appraisal workshop, which FAB considers vital to community involvement (Magole, pers. comm.).

FAB has established a 23-hectares community woodland management project in Lehututu village, and the Lehututu Environmental Community Conservation Trust (LECCT) has been registered. Activities have included: a baseline vegetation inventory of the woodland management site, the 'Around the Home Tree Planting' project, and the growing of fodder tree species in the woodland site for the community's livestock.

FAB has also initiated two workshops, one on PRA, and one on 'energy awareness', which taught participants (mainly women) ways to conserve their fuel wood. FAB has also secured funds to employ a Community Based Officer, a local resident, to work full time on the project (Magole, pers. comm.).

FAB has found the communities to have a strong sense of ownership, due in part to the fact that they must approach FAB first and must contribute to the project in concrete ways. When the woodlands site was demarcated, the community hired people to clear the boundary themselves, and when workshops are held, the community provides the cooks and food, venue, and firewood (Magole, pers. comm.).

#### Observations - FAB

- The Forestry Association of Botswana advertises its services through radio, newspapers, and kgotla meetings, but waits for communities to approach them for assistance.
- Once communities request support, FAB assists them in drawing up a project proposal and approaching donors for funding.
- PRA workshops are usually the first activity once funding has been obtained; FAB considers these vital to community involvement and awareness.
- FAB has initiated with Lehututu village 'Around the Home Tree Planting,' a workshop on energy awareness for conserving fuel wood, a baseline vegetation inventory, and the growing of fodder tree species for livestock feed.
- FAB has employed a local community member to work full-time on the project.
- The Lehututu village community seems to have a strong sense of ownership because they are expected to initiate activities themselves and to contribute both in cash and in kind.



## Thusano Lefatsheng

Thusano Lefatsheng (TL) was formed in 1984 to meet the needs of rural communities, especially Bushmen, by promotion of alternative sources of income through sustainable exploitation of veld products. TL's main activities have been buying sengaparile (Grapple, Devil's Claw) from remote area dweller (RAD) settlements and selling it on the international market, and holding workshops for RADs on sustainable sengaparile harvesting. TL has also been working with the Ghanzi Communal Co-operative shops to encourage them to act as sengaparile 'middle-men.' Additionally, Thusano has started pilot projects for domestication of veld products in eastern Botswana which have met with some success; provides support for a crafts organisation in the Chobe Enclave area; and offers technical assistance to the Nqwaa Khobee Xeya Trust in the Kgalagadi (KD) 1 CHA in south-western Botswana.

The Nqwaa Khobee Xeya Trust was registered in 1998, and has been assisted by Thusano Lefatsheng since September 1996. TL receives funding assistance from PACT/IRCE while SNV provides a Natural Resource Management Advisor who is based at the project site. KD1 activities have included the establishment of the Trust and committees with two representatives (one female, one male) from each ward or family group in each of the three settlements in the area. Three people (two men, one woman) from each of the settlements were initially employed by the Trust as a Wildlife Monitoring Team, but the money has since dried up, and they are working voluntarily. The six men on the team and six 'reserves' have been trained by DWNP on problem animal control, rifle shooting, escort guide duties, GPS use, and counting and recording animals (SNV 1998b). The women are responsible for recording natural resource data and hunting information, which is compiled and sent to the DWNP. This Wildlife Monitoring Team plays an important role in meetings by explaining to residents why certain activities are necessary and what the wildlife situation is. Initially some of the residents that had held Special Game Licenses (SGLs) under the old system had a difficult time with the CBNRM seasonal hunting restriction (with an SGL you could hunt all year). Residents are now being provided with biltong drying cages for the off-season, and they are learning to 'ration' their meat.

Two demonstration plots for veld product domestication were attempted, with seedling nurseries fenced and shaded. However, the seedlings have not yet survived. This has been attributed mainly to the types of plants (herbal tea) used, which were successful in eastern Botswana but are not indigenous to the harsher western region. Sengaparile, which is native to the west, will be experimented with next, possibly together with morama beans and another herbal tea species (van der Jagt, pers. comm.).

Crafts production has always been present in the communities, but with the project, a co-operative agreement with Gantsi Craft has been established. A craft manager in each settlement checks crafts for quality and purchases them from individuals every two weeks - instead of every three months when communities were working directly with Gantsi Craft. This provides a more constant source of income in manageable amounts, and though more women are involved than men, both have their niches as women produce beadwork, and men, woodwork and leather. The managers are paid by the 10% service charge from Gantsi Craft. The managers have been given training and advice from Gantsi Craft and project staff in purchasing and recording the crafts. There is also a manager who oversees the three village craft managers, who is also one of the Project Assistants (PAs).

The use of Project Assistants came about when the PACT/IRCE-funded counterpart of the Natural Resources Management Advisor (NRMA) left after two months. The funds remaining were used to hire one local PA from each village (although only two were hired, as a suitable candidate could not be found in Ngwatle), who were selected for their education, interest in CBNRM, willingness to remain in the community, and prior involvement in crafts or community initiatives. The Project Assistants work closely with the NRMA in meetings, workshops and activities, and provide an important link to the communities (van der Jagt, pers. comm.).

The NRMA in KD1 has also managed to build up strong external relationships with government agencies. At a workshop in 1998, the Assistant Director of DWNP made the opening speech. The DWNP WMA Planner, and other officials such the Regional Game Warden, sub-Land Board Secretary, and Community Liaison Officer were present.

These good relations between the project and local and national government make application for land-use plan approval, funding assistance, and training significantly easier (van der Jagt, pers. comm.).

#### Observations - Thusano Lefatsheng

- Representation in the Nqwaa Khobee Xeya Trust has followed the Ward/family group system for each settlement, and each settlement provides an equal number of representatives to the central committee.
- The DWNP-trained Wildlife Monitoring Teams in KD1 play an important role in community meetings by informing residents about the environmental situation and management needs. They have also shown a considerable amount of dedication by continuing to work even though initial funds have dried up.
- Residents that previously held Special Game Licenses and were permitted to hunt year round are being encouraged to manage their meat ration by receiving biltong drying cages to prepare for the off-season.
- Plots for the domestication of veld products have not yet been successful, but this has been attributed mainly to poor choice of species. Indigenous species more suited to the environment are being attempted instead.
- Through a co-operative agreement, managers in each settlement (who are paid by an extra 10% from Gantsi Craft) buy crafts from residents every two weeks. This presents a more constant source of income in more manageable amounts than the previous 'direct buying arrangement' by Gantsi Craft every three months. Both men and women profit from craft production.
- Two local Project Assistants were hired by the NRMA, who assist in planning, overseeing activities, and conducting meetings, and provide an important link to the communities.
- Strong external relationships have been built up with local and national government officials.

### **Kuru Development Trust**

Kuru Development Trust (KDT) is an indigenous development organisation of the San/Basarwa or Bushmen in Botswana.

Kuru has a range of activities: Income Generation and Business Advice, Agricultural Projects, an Education and Training Centre, and a Cultural Centre. In 1997 Kuru started focusing on CBNRM, and is assisting several communities in projects such as the Dqae Qare Game Farm (with support from SNV), the development of Groot Laagte WMA, and CBNRM near Shakawe in Ngamiland.

The Dqae Qare Game Farm is a project to assist a group of San to start and run a commercial game farm and tourism venture on land of cultural importance. This is an ambitious project which requires a great deal of infrastructure development (game, roads, fencing), training and capacity-building among the participants in tourism and management, marketing of the site, and funding to make it a success. The project has been progressing well: wildlife stock has been purchased, the land fenced, a campsite opened, and a lodge constructed. Because the land is private, the project does not fit strictly under the CBNRM category. However, it does consist of a community attempting to manage and benefit from natural resources through tourism and their culture. Tourists are able to camp or stay in the lodge, go on Bushman-guided walks to see game and learn about veld products, and have the option of spending a night in traditional huts and participating in traditional dancing and Bushman story-telling. In this way, the project is truly attempting an integrated approach for a settlement of Bushmen to manage a commercial family-oriented tourism venture based on their culture and natural resources. The community of Bushmen live and work on the farm, and have been receiving training in English and Mathematics (compulsory for employment on the farm) given by Kuru's education department. Dqae Qare also makes use of apprenticeships, having sent several residents to work in lodges or safaris companies for three months at a time. This kind of intensive, experiential learning explicitly teaches participants what tourism ventures entail (van Bussel, pers. comm.).

The Groot Laagte WMA has two communities assisted by Kuru to form a CBNRM Trust and start income-generating activities (van Bussel, pers. comm.). The project is in the Ghanzi District, and wildlife tourism, cochineal harvesting, and craft production are being developed. An office has also been established in Shakawe, where four communities will be receiving assistance in

CBNRM. Kuru provides the role of mobilisation and capacity-building, and procures funds from donors to assist communities. They make use of workshops, tours to other projects, and training to introduce participants to the concept of CBNRM Nkelehang, pers. comm.).

Kuru also runs a cochineal dye-producing agricultural project, where prickly pear cactus is grown on plots, and the cochineal bug introduced and then harvested. The insect is dried and crushed, and marketed as a high-value natural food colorant.

#### Observations - KDT

Kuru Development Trust focuses on assisting San communities to improve their social and economic lives, and in 1997 started focusing on CBNRM towards realising this goal.

- KDT is assisting a group of Bushmen to start up and run the Dqae Qare Game Farm with an integrated approach to tourism development.
- Workshops, training, and exposure visits to other communities are used to introduce participants to the concept of CBNRM.
  1. Participation in weekly English and mathematics classes is compulsory for employment on the farm.
  2. Residents are sent on apprenticeships to safari lodges to learn about tourism first-hand.

### **Permaculture Trust of Botswana**

The Permaculture Trust of Botswana (PTB) was registered in 1989, in response to a series of requests for training and technical support following a training programme given in 1988 in Serowe. Initially, a programme was set up in Ghanzi focused on Basarwa communities in five different settlements, and core funding for this project has been secured until 2001 from MS Danish Volunteer Service. Senior management positions in the Ghanzi District Office were localised in 1997, and management and technical support are provided by the head office in Serowe. The Serowe head office had a somewhat chequered history after its initial establishment, and, as a result of lack of core funding, was almost closed down in 1996. With inputs from SNV (an advisor) and

improved management, the PTB Serowe programme is revived and focusing on the implementation of CBNRM projects.

Permaculture has several CBNRM initiatives underway which concentrate on veld product utilisation and management (SNV 1998a).

In the Boteti Sub-district, PTB has been a facilitating NGO for two major CBNRM projects. The Gaing-o Community Trust (GCT) is a CBO registered in November 1997. PTB originally came in as a consultant to draw up a management plan for the development of Lekhubu Island for GCT. The Island is a major tourist attraction, causing considerable damage to the site. GCT plans to conserve and develop the site for future generations, charging the tourists entry and camping fees. PTB is now assisting the CBO with setting up its management structure. The Khwee Malatswae CBNRM Project was initiated when PTB implemented a successful integrated housing project in the Basarwa-inhabited Khwee settlement in 1995/96. PTB has executed a feasibility study looking at developing CBNRM-related income generating possibilities, including the sustainable harvesting and marketing of Motjantja (Coffee Bean Tree) which grows in the local sandveld area. Project documents have been submitted to donors for funding (Clark et. al., pers. comm.).

Permaculture Trust is also looking at melon seed collection as a viable project for rural communities. The wild melon grows abundantly all over the Kalahari, and has traditionally been collected by the Basarwa for their own consumption. A feasibility study in 1997 showed that the Sesoswane melon (a drought resistant crop) seed has over 33% oil content and a proposal has been submitted to a donor for development of the crop as a cooking oil base (Clark et. al., pers. comm.).

PTB makes use of PRAs, strategic planning, and needs assessment exercises as tools for mobilising communities. As a rule, the experiences, traditional knowledge and skills of rural communities are incorporated into projects, and PTB devises its own unconventional and innovative processes according to local needs. PTB tries to exercise patience in the learning and development process for communities, though donors often push for immediate tangible results. Furthermore, in CBO development, local elites are often keen to take control of project matters at the expense of the community, especially if they feel the activities will

generate a lot of income. As a facilitating NGO, PTB tries to manage these threats with empowerment of the CBO institution, while maintaining viability and funding.

#### Observations - PTB

- Permaculture Trust offers support to communities in CBNRM, specifically veld product utilisation, incorporating traditional knowledge and skills for innovative and uniquely local processes.
- PTB conducts feasibility studies and assesses potential for specific resource-based projects, then assists the community in forming a representative institution to manage such a venture.
- PTB, as a facilitator NGO, tries to manage and oversee threats to projects, through empowerment of the CBO.

### **IUCN - The World Conservation Union**

IUCN - The World Conservation Union has played an important regional role in CBNRM. It houses the co-ordination and management unit of the SADC NRMP programme with the World Wide Fund for Nature and Africa Resources Trust through its Regional Office in Harare and the Technical Co-ordination Unit in Malawi. IUCN started in Botswana by assisting the government with the United Nations Environment Programme (UNEP) when drafting the National Conservation Strategy, approved in 1990. It has prepared management plans for the Makgadikgadi and Nxai Pan National Parks and the Khama Rhino Sanctuary, and has a support programme for capacity-building of Botswana environmental NGOs (IUCN, 1998). More recently, IUCN partnered with SNV in the CBNRM Support Programme to support the co-ordination of involved players through workshops and the compilation and dissemination of information on CBNRM.

#### Observations - IUCN

- IUCN has used its role as a membership organisation and co-ordinating unit to build capacity in local environmental NGOs.
- IUCN has partnered with SNV in the CBNRM Support Programme to consolidate and promote CBNRM.

### **Ministry of Agriculture**

The Ministry of Agriculture (MoA) has direct management authority over plant species (trees and fuelwood), and fish and insects except in National Parks and Game Reserves. Through the Agricultural Resource Board, the MoA provides permits for gathering of certain veld products. There has been difficulty in co-ordinating CBNRM when the authority for veld products and wildlife are housed in two different government agencies. Both agencies are currently drafting a joint National Policy on CBNRM which aims to elucidate the regulatory role of the MoA, improve management, and increase opportunities for communities to derive benefits from veld products. A detailed plan will be drawn up with new bodies assembled and their roles specifically defined, and community rights of tenure and exclusion clarified (MoA, 1998). This action should make veld product utilisation more accessible and increase its marketability for rural communities.

#### Observations - Ministry of Agriculture

- The MoA (with DWNP), are drafting a National Policy on CBNRM, which should encourage sustainable veld product utilisation through:
  1. Clarifying MoA's regulatory role;
  2. Improving management through structuring of specific divisions;
  3. Increasing opportunities for communities to derive benefits from veld products; and
  4. Clarifying community rights of tenure and exclusion over plant species.

### **National Conservation Strategy (Co-ordinating) Agency**

The National Conservation Strategy was envisioned as early as 1983, and with the help of IUCN, drafted and passed on December 17, 1990. The National Conservation Strategy (Co-ordinating) Agency (NCSA) was established in 1990 under the Ministry of Local Government, Lands, and Housing (MLGLH) to integrate the work of ministries in different sectors and to increase the effectiveness of natural resource management in Botswana. Recently the NCSA, with the help of the UNDP, formulated a project for increased co-ordination and management of CBNRM.

The project will focus on four areas: training, community mobilisation, institutional development and building of partnerships. Within the first year, it is hoped that a selected group of rural extension workers in a few districts can be trained in planning, community facilitation, community mobilisation, and project cycle management through a training fund and consultants. A grant mechanism for planning and implementation will follow. The planning grant will last between two to four months, and provide money and resources for a grantee to mobilise a community and formulate community action plans or project proposals. The implementation grant duration can be anything from one to two years to the lifetime of a project, and will offer NGOs and CBOs, that have successfully implemented the planning grant, financial and technical support for carrying out income/employment generation activities, natural resource management and community development projects. These grants will be awarded through a proposal review committee (Samson, pers. comm.).

#### Observations - NCSA

- The National Conservation Strategy (Co-ordinating) Agency was created to co-ordinate natural resource management under the National Conservation Strategy.
- The NCSA has recently formulated a project to accelerate and improve the CBNRM programme. This will consist of training, community mobilisation, institutional development and building of partnerships.
- Planning grants will be made available to rural communities with training, and implementation grants to communities that have successfully completed the planning grant process.

### **Kalahari Conservation Society**

The Kalahari Conservation Society (KCS) was started in 1982 and has since instigated, facilitated, or financed over 50 conservation projects. KCS arranged for several community-based organisations to go to the 1996 CITES conference in Harare, where the ban on elephant hunting was lifted for Botswana. Three years ago KCS got involved in CBNRM implementation by assisting the Phane project in Tswapong Hills and the Nata

Sanctuary. Staff members facilitated and managed the projects until they were transferred to community control. KCS still assists Nata and the Tswapong communities when requests for short-term advising are made. KCS has received several requests from communities and districts to assist them in CBNRM, but unfortunately they have limited manpower to respond. At the moment KCS is assisting a community near the Moremi Gorge and one in Dikalate Hills near Palapye. KCS tries to 'jump start' projects by helping to introduce the concept and the steps involved and by mobilising the wider community. However, because of their limited human resources, only one person (their Conservation Officer) can make periodic visits to the communities. He believes that it would be more effective to permanently station an advisor in the community for intensive, short-term support. KCS has been successful in assisting the two communities to apply for DWNP funds to draw up management plans, and more communities will be assisted soon (Monggae, pers. comm.).

#### Observations - KCS

- KCS assists communities to 'jump start' their CBNRM projects by responding to requests to introduce the concept, mobilise the wider community and apply for funding.
- Recently, KCS has supported two communities in their successful application for management plan grants from DWNP.
- KCS has limited manpower, and only their Conservation Officer works directly with communities. He believes that more intensive, permanent assistance would be more effective for community capacity-building and support.

### **Conservation International**

Conservation International (CI) is a global NGO with a field office in Maun from which it has conducted several activities including environmental education through the Maun Wildlife Education Park; lobbying and advice on the OKACOM treaty for management of the Okavango River basin by Botswana, Namibia, and Angola; and enterprise development. It is through this last initiative that CI has been directly involved in CBNRM field implementation. The Bokamoso basketry

co-operative for women has been established in Shorobe, near Maun (which is a major stop for trips into the Okavango Delta), with a small shop where tourists can watch weaving and purchase baskets directly. The co-operative has also established a palm tree plantation for sustainability and re-stocking of materials for the basketry, and hope to purchase more plots to replant. CI is also increasing their community focus by assisting in eco-tourism ventures in rural Ngamiland.

#### Observations - CI

- CI has started a small co-operative near Maun where women can weave their baskets and sell to tourists. Land has also been bought and planted with young palm trees for sustainability and re-stocking of their basket materials.

## Botswana Community-Based Organisation Network

The Botswana Community-Based Organisation Network (BOCOBONET) idea came from a workshop in Maun in 1995, which was followed up by several other workshops in Ghanzi, Palapye, and Kasane. The catalyst came from CBOs realising how much they relied on NGOs, whilst wanting to retain a degree of independence. More and more CBOs came on board, and in the Palapye workshop in March 1997 a committee was put together to research the possibilities by travelling to Zimbabwe and South Africa, then mobilising communities throughout Botswana. In Kasane in November 1997, this group of five reported their findings and an interim committee of eight was mandated to register the network and secure funds. After being housed at PACT/IRCE (who provided funding), BOCOBONET was officially launched in April 1999. At the workshops CBOs already agreed that a joining fee of P750 would be paid, as well as a yearly subscription fee of P200. About 38 CBOs are committed, with another 20-22 in the pipeline. The organisation hopes to be an important advocacy group and communication forum for CBOs involved in CBNRM-related activities (Lecholo, pers. comm.). The objectives of BOCOBONET are:

1. *To facilitate a process for CBOs to share information regarding CBNRM and to learn from each other;*

2. *To disseminate critical information regarding CBNRM-related policy development and implementation, available support mechanisms, and training opportunities;*
3. *To act as an advocate for CBOs involved in CBNRM with Government, NGOs and other stakeholders;*
4. *To support and co-ordinate capacity building and related training of its member CBOs; and*
5. *To ensure that appropriate technical services and advice required by member CBOs are delivered.*

#### Observations - BOCOBONET

- BOCOBONET has been more than two years in the making but has been directed and catalysed by CBOs themselves who wish for independence and a voice.
- BOCOBONET will act as a membership organisation, with joining and subscription fees, which will advocate for and provide access to services to their constituency of CBOs.

## Conclusion

Botswana's CBNRM programme has benefited from diverse CBNRM initiatives and a devolved legal framework that gives tenure of resources to rural communities. Government initiative has been fragmented and unclear, but new CBNRM policies from DWNP and MoA should strengthen policy and clarify actions. The San ethnic minority is an important target group for CBNRM activities in the remote west, and organisations have developed diverse activities in crafts, veld product utilisation, and cultural tourism to diffuse benefits throughout many types of society and environment. With the withdrawal of NRMP, a major donor in Botswana CBNRM, several initiatives to consolidate efforts have been finalised: a network and advocacy group of CBOs (BOCOBONET) and a joint SNV/IUCN Support Programme to facilitate the transfer of information and funding sources between government, CBOs, NGOs and the private sector. CBNRM in Botswana is becoming more localised;

environmental NGOs are becoming active in offering communities a variety of services for employment and income generation, which go beyond simply tendering concessions to hunting companies. It will be extremely interesting to see the effect of NRMP's absence on government, NGOs, and

communities who received direct assistance, and whether they can rise to the challenge of orchestrating their own CBNRM activities. It is assumed that this is something all of the southern African countries will have to go through, and perhaps we can learn how to make this transition as smooth as possible.

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Namibia



# Background

CBNRM in Namibia was unofficially started in the late 1980's with the formation of the Integrated Rural Development and Nature Conservation (IRDNC) project, based on the experience of a community game-guard system and with the aim to combat poaching and procure wildlife-tourism benefits for local communities. After independence in 1990, IRDNC assisted the newly formed Ministry of Wildlife, Conservation and Tourism (now the Ministry of Environment and Tourism or MET) in conducting socio-ecological surveys in several game areas. From these surveys it was ascertained that local people needed incentives to become involved in utilising their resources sustainably, and community-based resource management became a policy goal. However, funding was needed to implement these recommendations on the ground, and in 1993 the Living in a Finite Environment (LIFE) Program was launched, administrated by WWF-US and supported by USAID and the Namibian government (Jones 1997). A LIFE Steering Committee helps direct activities and several Namibian NGOs are members.

Within MET, the Directorate of Environmental Affairs (DEA) first took the initiative for co-ordinating the national CBNRM programme and houses mapping, resource economics, and general policy information for conservancies and any other interested parties. However, the DEA is a small administrative body, and currently efforts are being made to transfer responsibility to the Directorate of Resource Management (DRM), also under the MET, which is more suited to directly assisting conservancies. The Directorate of Forestry (DoF) and Directorate of Tourism (DoT) are also increasing their role in CBNRM, and there are attempts to integrate government activities.

On the policy side, Namibia is relatively progressive in naming community resource management as a national goal, strengthened by the September 1998 national launch of Communal Area Conservancies which featured an endorsement speech by President Nujoma. Furthermore, Namibia's natural resource management legislation is being redesigned with support from NORAD, and CBNRM is purported to be a strong policy focus (van Rooyen, pers. comm. 1998). Currently, the most important piece of legislation in regard to CBNRM is the Nature

Conservation Amendment Act of 1996, which gives legally formed conservancies on communal lands the same rights previously only awarded to private farms. There are also policies on community management of protected areas, forestry, and tourism at different stages of approval and implementation (Jones 1997). A major piece of legislation being considered by Parliament is the Communal Lands Bill, which, if it follows the Land Policy put forth in September 1998, could give communities strong land tenure rights, including the right of exclusion (Jones, pers. comm. 1998).

Namibia's CBNRM programme is institutionally strong, with national legislation, a well-integrated government co-ordinating body and several strong Namibian NGO support providers. However, there are still complaints that the legislation is not comprehensive and translates poorly into action, government agencies do not communicate well, and more NGO expertise is needed. This may be so, but Namibia's programme contains the basics of a national CBNRM movement, which makes the consequent process for communities easier.

## Organisations Involved

### **Ministry of Environment and Tourism**

The MET is the government agency responsible for CBNRM activities and contains the Directorate of Environmental Affairs, Directorate of Resource Management, Directorate of Forestry, and Directorate of Tourism.

As explained in the section on Background, the DEA is currently the overall co-ordinating body for the national programme and houses offices for mapping, resource economics, and general policy information and publicity. The DEA has focused on publicising CBNRM to three levels: potential conservancy locales, nationally and internationally. Radio broadcasts, a brochure translated into several languages and the Guardians of Eden play have been utilised to inform the public about conservancies. To assist communities in familiarising themselves with the concept and thinking critically, a 'Steps in Conservancy Card Game' has been tested out

as well as a Monopoly game based on Zimbabwe's CAMPFIRE game, both of which have proved very effective. The DEA also provides communities with the 'Toolbox' - a folder with the forms and instructions on why and how to form a conservancy (Baker, pers. comm. 1998).

The DRM oversees wildlife management and is responsible for government CBNRM implementation. The country is divided into six regions comprised of parks, commercial land and communal land. Each contain at least one Chief Control Warden, Information Warden and Science Warden, who give out quotas, provide problem animal control (PAC) and support conservancies. Recently, the DRM received approval from the MET to give game to communal area conservancies, and starting in early 1999, one Chief Warden will be the liaison between the DRM head office and CBNRM activities on the ground (van Rooyen, pers. comm. 1998).

The DoF, formerly a part of the Ministry of Agriculture, has now been included in the Ministry of Environment and Tourism. There is a provision for communal forests such that communities or conservancies can apply for rights over forests along the same lines as those awarded over wildlife, but it is a separate application. However, there is a Forestry Act under final review, under which the DoF will recommend incorporation of communal forest resources into conservancy control (van Rooyen, pers. comm. 1998). This will allow for more integrated resource management schemes.

The DoT employs a community-based tourism (CBT) officer who is responsible for tourism policy issues and liaising with the private sector, NGOs and communities embarking on CBT (Jones 1997).

#### Observations - MET

- DEA, as a co-ordinating body within government and MET, provides a focal point for publicity, policy and information for improved accord and co-operation.
- DEA as a publicity arm performs a concerted effort to inform communities about CBNRM, and uses innovative tools to do so:
  - Radio - reaches many people in rural areas;
  - 'Steps in Conservancy' Card Game - familiarises communities by using a different format on how to form conservancy;
  - Monopoly Game - familiarises communities with aspects of negotiation, cost/benefit analysis, and critical thinking in a stimulating manner.
  - Toolbox - a comprehensive kit for conservancy formation; and.
- An initiative is underway to give conservancies rights over forest resources for improved integration of NRM activities.

### **Living in a Finite Environment Programme**

Phase I of the LIFE Programme started in May of 1993 and was due to end in August 1999. A five-year extension has been approved, with WWF leaving as co-ordinator in May 2002, and a Namibian organisation taking over until August 2004. An initiative to foster CBNRM, WWF-LIFE's foremost role is of grant disbursement, both for implementation and institutional support. Most of their work is in the management of those grant projects, but they also perform a limited amount of training, technical assistance and research. LIFE employs a full-time Monitoring and Evaluation (M&E) officer who prepares a 'Conservancy Management Profile' of each conservancy against a chart of steps to monitor their progress. A financial manager and accountant also assist conservancy treasurers each quarter to prepare reports.

LIFE is guided by a steering committee (SC) composed of nine partner organisations who meet quarterly to review progress, approve hiring and ensure co-ordination of activities (LIFE, 1998d). The LIFE Programme sponsors roughly 70% of CBNRM activities in Namibia, though the majority of activities are actually implemented by Namibian organisations. As part of its Phase II objectives, LIFE is currently in the process of assisting

Namibian partners to establish a CBNRM Association of Namibia (CAN) to be guided by a National Secretariat. In August of 1998, a workshop was held at Midgard Lodge to plan the phasing out of LIFE through the phasing in of CAN. Organisations currently involved in CBNRM or interested in CBNRM attended, which brought everyone together to concretely map out their direction.

CAN will be a broader version of the LIFE Steering Committee, composed of the current SC members and all other NGOs and interested players. Its purpose will be to solicit and disburse funds to support CBNRM and direct national activities. The Secretariat will be responsible for the overall co-ordination and administration of CAN, and will be housed at the Namibia NGO Forum (NANGOF). The Namibia Nature Foundation (NNF) will be given the responsibility for approving all grants through CAN by forming a subset board of directors of 5-7 members. This is part of a concerted effort to Namibianize CBNRM activities through consolidating and organising a forum directed by Namibian agents. CAN was launched in January, 1999 (LIFE 1998b).

LIFE has also hosted workshops for conservancies facing trophy hunting concession negotiations. The Salambala Conservancy Management Committee was assisted in organising their tender offers on a chart and ranking them. IRDNC and WWF staff then facilitated a committee workshop to evaluate the tenders according to the community's interests, through identifying questions and role-playing an interview session with the hunters (LIFE 1998a). Along with a financial management training game and the conservancy card game, role playing materials for trophy hunting negotiations are being prepared and researched for mass production (LIFE 1998c).

#### Observations - LIFE

- Creation of a CBNRM Association is a concrete move to localise CBNRM and create a network of CBNRM agents.
- Housing the Secretariat with NANGOF, an already established network of Namibian NGOs, promotes communication on CBNRM to existing and emerging NGOs.
- Workshops for trophy hunting negotiations and financial management using pro-active tools such as role-playing and games facilitate reasoning and comparative skills in community members.
- M&E and regular reports on community progress along a charted route fosters replicability and organised analysis.

### **Integrated Rural Development and Nature Conservation**

IRDNC is a Namibian NGO started in the late 1980's to assist communities in the Kunene region to procure benefits from wildlife-based tourism. IRDNC took an active role once the conservancy policy was in place, and is now a principal field service-provider to communities in the Caprivi and Kunene regions. They provide conservancy concept and project implementation, environmental education and small enterprise support, but are moving from capacity-building to a more supportive role as communities become more self-reliant.

As an experienced field organisation, IRDNC has much to contribute in terms of practical implementation strategies. They pioneered the Community Game Guard (CGG) system in Namibia, whereby community residents (usually men) were hired to monitor and protect wildlife in the surrounding area and provide information to local tribal leaders about suspected poaching incidents. Community Resource Monitors (CRMs) were devised to monitor natural resources and to liaise with the community regarding resource utilisation, such as crafts production and thatching grass harvesting. CRMs are usually women, and are important in providing employment and leadership roles in a traditionally female-controlled arena (Jones 1997).

IRDNC has utilised exchange visits and self-controlled indicators to assist communities that are interested in or embarking on CBNRM. Established conservancies can prove to be a valuable instrument to familiarise interested communities with the process of legally recognised resource management, and trips specifically for women have been met with much enthusiasm. As the process can be long with an indefinite product, indicators are used by the organisation and communities to set short-term goals and boost morale. IRDNC also finds it important to maintain regular contact with the community and local and national government to avoid misunderstanding and suspicion about activities (Carr, pers. comm. 1998).

With IRDNC's role changing from capacity-building to facilitation and support, has arisen a need for administrative re-organisation. Previously, there was a project manager for each region who had to handle all three areas of CBNRM activities: conservancy development, natural resource management and enterprise development. These managers were usually NRM specialists, and could only effectively handle the three responsibilities up to a point. Since the beginning of 1998, there have evolved skill-specific teams for each field who travel to all the IRDNC-supported communities. There is also a co-ordinator and core team with some expertise in all three areas. This system has promoted specialised services and co-ordination and sharing of information between conservancies, improving the quality of IRDNC's technical assistance (Carr, pers. comm. 1998).

The success of IRDNC's approach has been well demonstrated by the recent examples of the Torra Conservancy and Purros Community Campsite. From August of 1998, the Torra Conservancy will accept responsibility for almost 40% of its field operating costs, including the salaries of five CGGs and one field officer, field allowances, and running costs of an office and patrol vehicle (donated by IRDNC). In 1997, the Purros Community Campsite, within the Sesfontein proto-conservancy, was able to repay IRDNC a further \$3,500 off its loan, and will repay the last instalment of \$3,691 in 1999. In less than three years from its time of inception, this community-based tourism initiative will have repaid its start-up loan, while employing five people, meeting operating costs, and turning a profit (IRDNC

1998). IRDNC also facilitates negotiation of joint ventures between established safari lodges and communities for bed levies, associated traditional villages and employment.

#### Observations - IRDNC

- The Community Game Guard system provides employment, local problem animal control and anti-poaching action that improves relations with DRM and promotes active management of wildlife.
- The Community Resource Monitor system allows for monitored veld product utilisation, provides women with employment and leadership positions, and promotes active management of natural resources.
- Networking trips allow communities who are interested in CBNRM to learn from counterparts in other rural areas with experience in setting up and managing a conservancy.
- Setting short-term goals provides a motivation for activity and boosts morale.
- Informing local and national government of CBNRM activity keeps all parties updated and exposes the process to inquiry understanding, and support.
- Administrative re-organisation is necessary with the change of needs.
- The quality of technical support improves with specialised service providers, such as teams for Conservancy Development, Natural Resource Management, and Enterprise Development.
- Providing small loans instead of outright grants fosters motivation and a feeling of ownership. Torra Conservancy and Purros Community Campsite offer two examples of community capability to repay loans and take over management costs of CBNRM.
- Joint agreements can benefit safari lodges through maintenance of the natural environment, labour, and access to a traditional village attraction and neighbouring villages, through bed levies, employment opportunities and a market for crafts.



## **Nyae Nyae Development Foundation of Namibia**

The Nyae Nyae Development Foundation of Namibia (NNDFN) was started when John Marshall, of the famous anthropology family, came back to East Bushmanland in the late 1970's and discovered that the people he grew up with had descended into poverty, alcohol abuse and dispossession from their land. In 1981 a cattle fund was initiated to establish boreholes, give Bushmen cattle and move them back to their land. Since then it has moved to wider community development through formal education, a technical workshop, income generation activities and CBNRM. The NNDFN supports the Nyae-Nyae Conservancy (NNC), formerly known as the Nyae Nyae Farmers Co-operative, which was the first conservancy to be registered in Namibia. Located in north-eastern Namibia, it is in the heart of what used to be Bushmanland, and is inhabited by about 2000 Ju/'hoansi (Viall, pers. comm. 1998).

The conservancy is headed by a 'Board of Management', or Conservancy Management Committee, which meets every 2-3 months, and consists of three unpaid representatives from the four districts. Each district used to have two representatives, but at a 'Rada' meeting it was expanded to three, with the expectation that the third elected representative would be female. The 'Rada' (Afrikaans derivative for 'council') committee consists of two elected people from each village (of which there are 25-35) who meet once a year to talk generally about the program, make larger decisions, and elect representatives. A practical management committee of five elected and paid employees, including a Manager and Assistant Manager, perform administrative duties, feed information to the Board of Management, and make trips to the villages between each board meeting to spread information. Each individual has a project to oversee and must be educated. The Management Board and CCGs (two for each district) are also channels of communication to the communities, which the NNDFN has found to be an essential consideration (Viall, pers. comm.).

A Programme Manager who co-ordinates conservancy activities, was previously stationed in the Tsumkwe district, but moved 300km away to Grootfontein. This has

precipitated community responsibility, even though activities now work more slowly. Actions like this mean that the conservancy's self-reliance and decision-making capacity seems to be improving. Instead of having the MET auction their quota concession, the NNC chose to negotiate the tender themselves. What resulted is a two-year concession which earned the community N\$130,000 in 1998.

The NNC is now working on a distribution plan for next year's earnings. In 1998 the community decided to put 35% back into the conservancy, and distribute 65% among households (which only amounted to about N\$75 each). Originally there was interest in surveying residents and providing a sort of market of necessary items for purchase which would decrease the possibility of money being spent on alcohol. However, because the conservancy was unsure of who would take the risk if products were not bought and start-up funds were required, household disbursement was settled on for this time. Other ideas for offering savings and reinvestment opportunities to the community include a mobile post office with savings boxes and small loan schemes (Viall, pers. comm. 1998). These possibilities are still being explored.

### Observations - NNDFN

- Easy access to information on conservancy activities is vital for accountability and equitable decision-making. An effective system of committee representation and a concerted effort by CRMs, CCGs, committees and project staff to communicate with stakeholders on a regular basis will enhance the implementation of CBNRM.
- Overt measures to increase community self-reliance, such as moving the Program Manager from the immediate area, are necessary and will prove to be beneficial in the long-run, even if it means slowing the process down.
- Distribution strategies, such as offering hard-to-find goods, can decrease the incidence of earnings being spent on alcohol.
- Investment strategies appropriate to a rural context, such as mobile post office savings and small loans, should be explored.

## **Namibia Community Based Tourism Association**

The Namibia Community Based Tourism Association (NACOBTA) was initiated in 1995 after two workshops, organised by the MET and LIFE, identified the need for an organisation that could represent the needs of the more than 30 community-based tourism enterprises (CBTEs) set up in Namibia (Jones 1997). NACOBTA assists communities in forming and managing CBTEs, and acts as an advocate on their behalf for promotion of the indigenous tourism industry. NACOBTA's strategy is in three areas: business, marketing and training. Thus, it provides business advice, comprehensive training, management assistance and marketing through a staff of six. Directed by a management committee of seven community members elected at the Annual General Meeting, NACOBTA now boasts membership of almost 40 CBTEs, including campsites, craft centres, traditional villages and indigenous tour guides (NACOBTA 1998c).

One of NACOBTA's many strengths is its adherence to the basic mandate of a specialised and accountable community-based organisation (CBO). It tries to act as a business, not an aid organisation, and thus requires that CBTEs pay a fee for membership and training sessions (though they often have to be chased for payment). Namibian CBTEs benefit from NACOBTA's activities, such as production of an attractive brochure, detailed guidelines for the development of sustainable CBT, two regional surveys assessing tourism potential, and participation in an international trade fair and networking with private operators, among other things (NACOBTA 1998a). The 'Guidelines for the Development of Sustainable Community Based Tourism in Namibia' is especially detailed in its explanation of everything from the benefit of tourism information and development centres, to where parking for a traditional village should be placed (NACOBTA 1997).

NACOBTA's main activity during the second half of 1998 (stated at the time of the interview), however, has been devising and finalising a well-researched training programme. This training has several key components:

1. Courses are short (which is important for women especially) and take place regionally;
2. Members are sent course information and a long-term schedule to assist in their planning and selection of participants;
3. Five local organisations with experience in rural community training have been contracted to develop and deliver courses;
4. Training courses will be followed up by the work of NACOBTA's business advisors; and
5. Courses are developed to suit the way the participants (adults) learn: Experience - Reflection - Conclusion - Action (NACOBTA, 1998b).

The programme consists of three main courses, designed to be sequential and build upon one another:

1. Basic Introduction to Tourism and Community Based Tourism (Aim: to raise awareness and understanding about tourism and tourist expectations, especially in the participant's region);
2. Developing a Community-Based Tourism Enterprise (Part 1 and 2) (Aim: to provide participants with the skills required to operate a CBTE. The course looks at business skills as well as community management structures);
3. Local Tour Guides (Aim: to develop an understanding of the role of a local tour guide and give the participant the skills required to develop and run local tours) (NACOBTA, 1998b).

Over 170 people have gone through the training in 5 regions, and response has been positive (NACOBTA, 1998a). A side benefit to this programme is its provision of an arena for Community Based Tourism (CBT) operators to gather and exchange experiences. In addition to this training, NACOBTA employs a full-time English Language teacher to provide instruction at enterprise locations themselves.

#### Observations - NACOBTA

- Communities should see training and assistance as an investment and be introduced to the world of business directly.
- NACOBTA saw a need in the field of CBT, constructed a specialised strategy to reflect this, and did not deviate from that mission.
- NACOBTA devised a training program through trial and improvement and, from participant input, learned to:
  1. Shorten courses - important to women especially;
  2. Offer courses regionally - improves attendance and allows for area-specific teaching;
  3. Provide follow-up business advisory support
  4. Build courses upon one another - motivates learners and gradually builds up their skill levels in a coherent manner; and
  5. Contract local organisations with experience in rural community training to deliver courses.

### **The Rossing Foundation**

The Rossing Foundation, Namibia's largest development NGO, started in 1978 to provide skills training for small farmers in communal areas and now specialises in training and education. Rossing has been peripherally involved in CBNRM as a managing partner of LIFE and by support of CBNRM principles in its education and crafts enterprise support programmes (Rossing 1997). Starting in January 1998, Rossing has increased its participation as one of the five NGOs contracted by NACOBTA to provide tourism training. Rossing teaches the second module (Developing a CBTE) parts one and two in the Kunene region, and, with expansion of training and Rossing's role in CBNRM, may start delivering the introduction module as well and work in other regions (Collair, pers. comm. 1998). In addition, Rossing manages a scholarship grant that allows four Namibians to complete post-graduate studies in CBNRM-related fields, and it has proposed support to internship studies for University of Namibia students with interest in this area. The Foundation also has two people based in the Uukwaluudhi community, under the Northern Namibian Environmental Project (a DFID-funded NRM project), who offer on-site assistance and capacity building.

Rossing has provided training, product development, marketing and institutional

support to crafts producers, including a local trading association (Mud Hut Trading). Rossing also manages the Namibia Craft Centre, an attractive space in central Windhoek where several indigenous crafts groups have booths of their wares. (NACOBTA also has an information stand in the Centre.) Through re-examination of its mission and rural needs, Rossing intends to incorporate CBNRM as one of its main objectives, and hopes to provide training and capacity-building support to conservancies and CBTEs (Rossing 1997).

#### Observations - The Rossing Foundation

- Internships and education schemes with universities can help build local CBNRM capacity.
- Experienced local NGOs should reassess rural needs and provide specialised CBNRM services where appropriate.
- The Namibia Crafts Centre for the promotion of indigenous tourism and local crafts is a natural collaboration and beneficial to both.

### **Namibia Non-Governmental Organisation Forum**

The Namibia Non-Governmental Organisation Forum (NANGOF) was started in 1991 and is an umbrella organisation with about 60-70 NGO members (about 10 of which are NRM-related). Much of their work has been mobilising communities on land policy issues, but starting in 1999 NANGOF will be taking a foremost role in CBNRM by housing the National Secretariat of the emergent CBNRM Association. This role is appropriate to NANGOF's mission objectives of helping NGOs better serve their communities (through alleviating poverty), co-ordinating NGO/CBO activities to prevent duplication, and providing a network with internal and external structures. Appointment of NANGOF to this administrative position is part of a concerted effort to Namibianise CBNRM, by creating a national association not headed by an international donor (Karuuombe, pers. comm. 1998).

#### Observations - NANGOF

- NANGOF, an established network of Namibian NGOs, was chosen to manage the Secretariat of a national CBNRM Association of Namibia.

## **Working Group of Indigenous Minorities in Southern Africa**

The Working Group of Indigenous Minorities in Southern Africa (WIMSA) was initiated in 1996 at the request of the San to provide a regional association to advocate for their needs, concerns, and rights. The regional WIMSA office is located in Windhoek and coordinates activities such as lobbying, tourism training, primary education and networking. WIMSA has been providing support to the Omatako Valley Rest Camp since it was conceived by a community member after visiting the Kuru Development Trust (KDT) in Botswana, and is currently assisting in their application for conservancy status. WIMSA is also planning the Omaheke San Trust, which would be a game farm of sorts with commercial land for the San to call their own (Thoma, pers. comm. 1998).

### Observations - WIMSA

- WIMSA, like the Nyae Nyae Development Foundation, offers specialised assistance to the San minority, who may have particular interests for consideration in their CBNRM activities.

## **Legal Assistance Centre**

The Legal Assistance Centre (LAC) was started in 1988 as the Human Rights Centre to provide legal services for those fighting against or persecuted by the South African government. Since independence, the LAC has provided free legal advice and representation through a staff of 60 in several locations, as well as research and advocacy in areas such as gender, juvenile justice, land, environment and development. It is through this last project that the LAC has provided much needed legal assistance to communities applying for conservancy status and to conservancies negotiating legal contracts with tour operators. In one instance, a foreign businessman tried to fast-track a proposal for a tourism enterprise in

the Sesfontein community. Conservancy staff stopped the traditional leaders from signing the proposal until the LAC could assess it. It was later rejected as extremely impractical without clear benefits for the community (IRDNC 1998).

### Observations - LAC

- There is a need for a specialised organisation such as the LAC that offers communities valuable legal assistance on their rights for managing resources and negotiating joint venture contracts.

## **Conclusion**

With progressive government policies, well coordinated networks of service organisations and community-based tourism enterprises, and several capable NGOs either established or being developed, Namibia's CBNRM program is structured and effective. The DEA provides a government focal point for CBNRM activities; the development of the national CBNRM Association of Namibia will localise and consolidate services and information; and organisations such as IRDNC, LAC, and NACOBTA provide expert technical assistance in areas of CBNRM implementation. Some innovative strategies have been utilised, such as the CGG and CRM systems, employment of business advisors, games for capacity-building and facilitation, and a well-constructed tourism training programme. This does not mean that there are no stumbling-blocks: land tenure rights are unsettled, basic education is still needed before the majority of conservancy members can effectively acquire NRM skills, and co-ordination and service provision can always be improved. However, Namibia has a strong basic structure of CBNRM activities and implementing organisations, which, with a few more years of experience, should see the programme through the withdrawal of donor support.

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Axel Thoma

Zambia





# Background

In September 1983, Zambia's National Parks and Wildlife Service (NPWS) convened the Lupande Development Workshop to discuss management strategies for combating the extreme poaching problem prevalent at the time. The Lupande Research project, examining elephant management outside of the South Luangwa National Park, highlighted the need to involve local residents in environmental conservation projects and was the catalyst for this meeting. Two initiatives resulted, the Luangwa Integrated Research and Development Project (LIRDP) and the Administrative Management Design (ADMADE) for Game Management Areas (GMAs). Other smaller initiatives also followed, working in specific areas such as wetlands and developing fisheries. Zambia's CBNRM program, especially ADMADE, is unique in the region for being a largely indigenous initiative. Government directs the efforts, and donor funding and NGO involvement has been somewhat limited. Zambia's CBNRM is also different because of the severely limited infrastructure in rural areas; a large portion of benefits received is expended on basics like roads and schools.

The major piece of policy that affects CBNRM is the National Parks and Wildlife Act, which is being replaced by the Zambia Wildlife Bill of 1998. This bill establishes the Zambian Wildlife Authority (a re-organised NPWS), promotes CBNRM concepts and restructures some of the management systems currently in use to increase their democracy (LIRDP 1998). Because CBNRM in Zambia is largely run through government, institutional administration operates through existing government and authority structures: NPWS nationally, and Chiefdoms and Wildlife Management Authorities locally. When CBNRM was first pursued, it was decided that traditional authorities, namely Chiefs and Indunas, were the best method of reaching local communities in a way they understood and trusted. However, under the new Wildlife Act, the role of Chiefs will be somewhat reduced to make way for Village Area Groups (VAGs), Area Development Committees and Community Resource Boards (CRBs) - democratically-elected committees (Mudenda, pers. comm., LIRDP 1998).

The organisation of the Zambia section of this report is slightly different from the other three countries because of the limited

information available. The timing of the field visit was exceedingly unlucky (height of the rainy season) and the response from organisations rather poor. Furthermore, there are very few organisations directly involved in CBNRM, as activities are primarily government-run. Thus, most of the information will be contained in the section on ADMADE (though it does not fit under the 'organisation' category per se), with small sections on LIRDP, WWF, IUCN and SNV.

## Organisations Involved

### **Administrative Management Design (National Parks and Wildlife Service)**

After the 1983 workshop, a pilot program was funded with support from WWF-US in the Lupande GMA, which experimented with village scouts and traditional authority involvement in wildlife management. In 1987, based on the success of this pilot, the ADMADE programme was instituted and signed into government policy by the Minister of Tourism. In 1988 it was introduced into 10 GMAs, and in the same year five-year matching grants were awarded by WWF and USAID. Under ADMADE, GMAs are either divided or combined, according to logistics or revenue capability, into administrative Wildlife Management Units. There are two kinds of units - self-supporting and subsidized. It is hoped that all units will become profitable, but until that time the Wildlife Conservation Revolving Fund supports areas trying to replenish their resources (ADMADE 1990).

Initially (from 1987-1998), ADMADE operated on the basis of every chiefdom in a unit having a Wildlife Management Sub-authority with the chief as the chairman, a Unit Leader as its secretary, and other prominent residents and representatives as members. The Unit Leader was employed by NPWS and trained at Nyamaluma Community-Based Wildlife Management Training and Research Centre to devise and carry out projects. Village scouts were also recruited and screened by the chiefs and sent to Nyamaluma for an intensive six-month course, then returned to become community employees. This Sub-authority monitored wildlife, identified and carried out projects

using ADMADE revenues, and reported to the Wildlife Management Authority (Saiwana, pers. comm.). The Wildlife Management Authority consisted of the chiefs and ward chairmen, the local parliament member, wildlife warden and directors of companies with interest in the area's wildlife. They monitored off-takes of the wildlife resources, approved and initiated projects for the area, and liaised with NPWS headquarters. Senior officials at NPWS decided on policy and guidelines (ADMADE 1990).

As the new Zambia Wildlife Bill takes effect, these authorities will be replaced by legally recognised Community Resource Boards (CRBs) and Village Area Groups (VAGs). CRBs will have chiefs as patrons who will receive 5% of the community's earnings, but will not have any legal control over where the rest of the money goes. The rest of the CRB members will be selected from the 10-15 people elected to the VAGs. Sub-committees on Community Development, Financial Management and Resource Management will be elected and be involved in land-use planning, mapping and quota setting (Scott, pers. comm.). An ADMADE constitution has been drafted and each community will adopt and modify it (USAID 1998). This arrangement will have less authority entrenched in the chiefs and increase accountability.

ADMADE and Zambia's CBNRM differs from other programmes in the region in that it is largely a local initiative. After the initial five-year grants, WWF and USAID's help was not renewed, and USAID now only assists with some seed money for vehicles and Nyamaluma's running expenses (Saiwana, pers. comm.). ADMADE covers 80% of its own costs (Scott, pers. comm.). Rather than being a donor-driven project for the sake of community governance and wildlife conservation, ADMADE was started because NPWS lacked the funds to effectively manage natural resources in communal areas. Local communities, as knowledgeable, ever-present and cost-effective 'employees', were enlisted to help after being trained at Nyamaluma. Thus, ADMADE has consciously focused on hunting safaris for its sizeable rate of returns on low inputs. Money earned is divided into a 40% - 35% - 25% formula. The largest amount is returned to the GMA for actual wildlife management including village scout salaries, vehicle running costs and conservation monitoring activities. The 35% is given to local communities strictly for self-

directed development projects - schools, clinics, roads etc., basic infrastructure the government has not been able to provide in rural areas. The remaining 25% goes into the Wildlife Conservation Revolving Fund housed by NPWS. This money is used for ADMADE administration costs and as capital replacement in units that are not yet self-sufficient (Saiwana, pers. comm.).

There are several positive consequences to this lack of funds and technical capacity. ADMADE communities are very involved in quota setting and monitoring; NPWS consults the local authorities who are the only ones doing actual field counts. There have been several instances where the community actually set the quotas lower than NPWS, because they were more aware of changes in wildlife populations. Village scouts are sent out with every safari hunting expedition to collect data on how long it took to find the species of animal, where the animal was sighted and killed, how old it was and other information that is used for setting quotas. This information is used instead of aerial and drive counts, methods which are too expensive and impractical in Zambia's densely vegetated landscape. Scout information on snares encountered, firearms confiscated and poaching are also gathered by NPWS who compiles it and monitors trends (USAID 1998). The real responsibility that NPWS has awarded to communities and scouts for active resource monitoring and management, paid for by 40% of their earnings, is an indicator of the people's ownership of the project.

Nyamaluma Community-Based Wildlife Management Training and Research Centre, started in 1988, plays an important role in this community responsibility. Village scouts are sent to the centre for an intensive 9 month course in everything from anti-poaching tactics and data recording, to public relations and financial management. There are over 15 courses for Unit Leaders, library staff, health care, tanneries and leather crafts, and bookkeeping, with over 500 participants a year. Training is done in a structured classroom setting, as well as in field demonstrations and participation in the GMA where Nyamaluma is located. Nyamaluma also houses the national ADMADE database of GMA research information on computer, hoped to be upgraded to a Microsoft Access relational database soon (USAID 1998).

### Observations - ADMADE

- ADMADE's local administration was vested in traditional authorities according to custom.
- The Wildlife Management Sub-authorities will be replaced by Village Area Groups and Community Resource Boards for increased democracy and accountability.
- ADMADE covers 80% of its costs and is largely a locally-funded and directed project.
- 40% of earnings are given to GMAs for resource management costs, 35% to communities for infrastructure development, and 25% to the Wildlife Conservation Revolving Fund for ADMADE administration and subsidising depleted GMAs.
- Communities and village scouts are given primary responsibility for wildlife management in a cost-effective data-gathering arrangement.
- Nyamaluma Training Centre offers a wide variety of intensive courses to equip scouts and community members to take active responsibility for ADMADE in their areas.

### **Luangwa Integrated Resource and Development Project**

The Luangwa Integrated Resource and Development Project (LIRDPA), funded by NORAD, also resulted from the 1983 workshop and has remained a localised initiative in the Lupande GMA and neighboring South Luangwa National Park. LIRDPA is ambitious in its attempt to integrate all natural resources: agriculture, fisheries, forestry, wildlife (including park management) and water development with projects including women, co-operatives, road improvements and infrastructural maintenance (IIED 1994). Currently in Phase IV of planned activities, LIRDPA has had difficulties with co-operation from government and chiefs. The local government representatives for agriculture and road construction have not supported community development initiatives to any meaningful degree, and it was decided that the relevant Ministers should be invited to meet and discuss the role their ministries could play in such projects. Furthermore, when CBNRM activities were initiated, chiefs had been targeted as traditional links to the communities and thus received the revenue and decision-making power. However, it was

realised that benefits were not being passed down to communities and many leaders did not have an accurate idea of how CBNRM should benefit the people (LIRDPA 1998). This has been an issue for ADMADE also, but should change with the advent of the democratically-elected VAGs and CRBs of the Zambian Wildlife Authority. However, it will take time and adjustment before chiefs will fully accept this arrangement.

### **World Wide Fund for Nature**

WWF ended its financial assistance to ADMADE in 1995. It supported data research for planning purposes, Participatory Rural Appraisals, and an extension officer within NPWS. WWF also reviewed the Wildlife Act of 1991 and issued recommendations which form the basis for the changes NPWS is currently instituting. WWF is now embarking on CBNRM initiatives in the wetlands areas (Chundama, pers. comm.).

### **IUCN - The World Conservation Union**

IUCN is directing the Zambezi Basin Wetlands and Resource Conservation project which is part of a regional IUCN wetlands initiative. The project is in the Barotse floodplains and uses CBNRM approaches to deal with conflict resolution, education, standards of living, tree-planting and traditional leadership. This came about in response to the uncertain food security due to desertification and drought in the area, and seeks to improve fisheries management by communities. A wetlands inventory and management of wetlands strategy policy are being carried out (Mulalu, pers. comm.).

### **SNV - Netherlands Development Organisation**

SNV Netherlands Development Organisation in Zambia has been working in community forestry and fisheries co-management for the past four years and is increasing their focus on CBNRM in these areas. SNV has been supporting the Department of Fisheries (DoF) in two major fishing areas in Zambia: Lake Mweru and Lake Bangweulu. Since 1995, the Department of Fisheries with assistance from SNV advisors have been conducting extension work to sensitise the community and create a co-management plan. To date, over 78 Village

Management Committees (VMCs) have been democratically elected with a formula of three fishers, two farmers, two village headmen, one shop owner and one other. These VMCs are meant to discuss the integration of fisheries co-management with more general community development issues. This year, for the first time, 40 VMCs are being given the mandate to appoint Fish Wardens for community-based enforcement of the annual closed season on the lake. They will be able to collect fines, confiscate nets and, at the end of the season, decide on a budget for their share (VMC - 70%, DoF - 30%).

In Lake Bangweulu, the same insitutional set-up is in place (SNV advisor working with DoF officers), and so far six pilot fishery management structures have been established with mandates and training needs identified. A study tour with three fishermen and -women was accomplished and a management plan drawn up. However, the project is still at an early stage as not all stakeholders understand co-management, and a concrete training plan needs to be formulated.

SNV has also been working in North-Western province with a community crafts promotion project utilising forestry. Muzama Crafts Ltd, a community crafts business, has been in existence since 1990 and since 1998 has been exporting products under Woodmark/Forest Stewardship certification (for community-managed and -produced goods). SNV is assisting with an advisor, who is helping to improve the financial management of Muzama and overseeing the compilation of a forestry inventory. In the

future SNV is planning on concentrating on the community aspects of the forestry programme and branching off from Muzama. There is a registered Trust of forest-users in the area, with community members, chiefs and representatives from the craft, pitsawyer, Muzama and bee-keeping operations. Initiated in 1996, the Trust has a mandate to oversee the management and utilisation of the forest, and is periodically inspected by the Department of Forestry and the Forest Stewardship council (as part of the requirements for Woodmark certification). SNV also started a CBNRM project in July 1999 in Senanga province with a local NGO, Keepers (Zambia) Foundation, and the Department of Forestry (Gujadhur and Jones 1999).

## Conclusion

As the information contained on Zambia is rather scant, not many conclusions can be made about the national programme. ADMADE is interesting for being a local and very nearly self-sufficient initiative in the region, forming quite a different model. Steps are being taken to improve its democratic structures and devolve benefits to communities. Several other organisations are becoming involved in CBNRM, and fisheries and wetlands - rare in the rest of the region - are being targeted. SNV is one of the few organisations actively working in the field with fisheries and forestry co-management schemes.

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Zimbabwe





# Background

CAMPFIRE (Communal Areas Management Programme for Indigenous Resources) is probably the most famous of all the CBNRM initiatives in southern Africa, and was a pioneer in publicising the concept. The programme was officially designated in a strategy paper by Zimbabwe's Department of National Parks and Wildlife Management (DNPWLM) in 1986. Because the government did not have the resources to implement the strategy, it asked for assistance from the non-governmental sector, and in 1987 the CAMPFIRE Collaborative Group (CCG) was formed by the World Wide Fund for Nature (WWF), the Centre for Applied Social Sciences (CASS) at the University of Zimbabwe, Zimbabwe Trust (Zimtrust) and DNPWLM. Later, the Ministry of Local Government, Rural and Urban Development (MLGRUD) joined to facilitate the granting of Appropriate Authority (AA) status to the Rural District Councils (RDC) under their administration, allowing them to negotiate commercial safari leases directly with the private sector. The CCG is the co-ordinating agency of the CAMPFIRE programme (ART 1996).

In 1989, the first two of Zimbabwe's 57 districts were awarded AA status to manage their wildlife by the Minister of Natural Resources and Tourism, and today, 37 RDCs have been granted AA status. The first 12 districts awarded AA were, by design, the best-endowed areas in terms of wildlife. They could generate quick and large amounts of money from safari hunting and demonstrate the profitability and benefits of CBNRM. Over 90% of CAMPFIRE revenues continue to come from consumptive use of wildlife (Child et al 1997), and only in the last few years have attempts been made to diversify use beyond wildlife to other resources (Johnson, pers. comm.).

Communal areas contain over 56% of Zimbabwe's population, but until 1982 only private farmers were given AA over wildlife on their land. In that year, the 1975 Wild Life Act was amended to grant the same rights to Rural District Councils, and Nyaminyami and Guruve were the first to be awarded AA in 1989. In 1991 guidelines for the use and allocation of wildlife revenues by districts was issued by DNPWLM, which stipulated that 50% of gross wildlife revenues must be distributed to producer communities, up to 35% used for wildlife management and up to 15% to the RDCs for administrative costs

(USAID undated). In 1992 a second set of guidelines were issued which increased the percentage for communities to 80%. However, in 1996 a joint statement from the Ministry of Environment and Tourism (MET) and MLGRUD stated that RDCs should be considered primary beneficiaries and not held to any specific distribution plan - essentially reversing previous policies (USAID undated). The Communal Lands Forest Act of 1928 (amended in 1984) and the Forest Act of 1948 (amended in 1982) only distinguish forestry use on private and state land, and the former, in fact, criminalises use of forestry on communal lands (USAID undated). Thus, Zimbabwe's legislation does not grant substantive rights to rural communities and could benefit from a conclusive update.

## Organisations Involved

### **CAMPFIRE Association**

The CAMPFIRE Association (CA) was started following the 1989 CITES elephant ban by affected wildlife-utilisation districts. Now the Association represents the RDCs that have been awarded Appropriate Authority and chairs the CAMPFIRE Collaborative Group. The CA is run by a Board of Management, decisions are made by the General Assembly, and a Secretariat is housed in Harare for administrative and co-ordination duties. Through legislation and the AA status, Rural District Councils have legal tenure over natural resources and have been criticised for not adequately devolving responsibility and benefits to local communities themselves. However, a CA press statement in October 1997 stated that it would not dictate to communities how to use their wildlife revenue, and the CA Board reaffirmed in December that AA should be given to producers themselves. This has yet to be legitimately accomplished. A step in this direction has been the CA's successful lobbying for a traditional leadership bill that is being debated in parliament.

The RDCs through the CA have been trying to diversify management to encompass more than just wildlife. The Domboshawa community has set up committees to negotiate with the Department of National Monuments and Museums for joint

management of scenic and cultural resources. The Chimanimani district has taken advantage of bird watching potential in the Haroni and Rusitu forests (Child et al 1997). It has been further proposed that RDCs retain rights over minerals (Kasere, pers. comm.).

The CA has also been advocating for community training in project management skills such as general accounting, quota setting and PAC. Currently the government charges commission for the latter, which the CA is trying to change. With communities becoming more familiar with the CBNRM concept, focus is being shifted to infrastructure. Furthermore, with USAID funding (which the CA is heavily reliant on) expected to be phased out in the year 2000, alternative aid sources are being sought. The CA also receives about 2% of RDC earnings but this has not proven to be adequate (Kasere, pers. comm.).

#### Observations - CAMPFIRE Association

- An association that represents the interests and rights of the producer communities (a large group) can provide an effective advocacy body.
- Diversification in CBNRM can encompass scenic, cultural and bird watching attractions.
- Organisations currently depending on donor support should take the initiative to seek alternative funding sources. A possibility is a trust fund set up by the departing USAID, but without any USAID money (Loken, pers. comm.). Donors and philanthropic organisations can submit money into a reserve which will be disbursed by a grant management committee on an individual project basis.
- An association representing and advocating on behalf of producer communities should receive a membership fee of some sort. Efforts should be made to make the association financially independent.

### Zimbabwe Trust

ZimTrust was started in 1980, at Zimbabwe independence, by four Zimbabwean nationals exiled in Britain: Rob Munro, Keith Madders, John Mapondera and the late Colin Mubi. The organisation's objective was the relief of poverty and improvement of the standard of

living for Zimbabweans after a long civil war. Consequently, its work until 1985 focused on helping displaced and disabled peoples and reconstruction and development. After five years of successful relief work, ZimTrust commissioned a study to reassess their objectives; the recommendation was that they shift to long-term development of the rural poor. ZimTrust started organising agricultural co-operatives and market days for rural farmers and institutional and economic capacity building. In 1986 ZimTrust was one of the organisations approached by the government to implement CAMPFIRE, and since the organisation was already widening its scope this new task fit in well. Thus, the Institutional Development Unit (IDU) was created to fulfil ZimTrust's new role as the CAMPFIRE field implementor, which now forms about 90% of its activities (Chinhoyi, pers. comm.).

The IDU's responsibility is the assistance in promotion of CBNRM through establishment and development of appropriate community institutions, and the facilitation of local management capabilities. Where opportunities exist for CBNRM, ZimTrust helps a community gather baseline information on natural resources to make residents aware of the possibilities in the land and perform PRAs. If there is a possibility for NRM, a community is assisted in organising itself, formulating an action plan and implementing it. ZimTrust emphasises local institutions, such as Village NRM Committees, and self-direction, with its role being limited to backup and advice. Up to six villages make up a Ward, and Wards are part of the District Natural Resources Management Committee. These are not part of the local government structures, though they must report at some level to Rural District Councils. Another specific focus of assistance is the establishment of community-based enterprises, which, since they are not under the jurisdiction of RDCs, are a good self-directed community mechanism for diversification. For example, a Marula nut butter program is underway, with ZimTrust linking the community with the Technical Development Centre at the University of Zimbabwe (to investigate crushing methods) and a market research firm in South Africa (Chinhoyi, pers. comm.). It is also developing a micro-projects manual, and has held two workshops to map out the strategies for facilitators and producers. The manual will be business-oriented, with sections including 'project financial

management', 'gender relations in development projects', and 'Monitoring and Evaluation' (ZimTrust 1998). ZimTrust is also exploring ways to link rural and urban constituency knowledge systems through exchange of needs, ideas, planning and business know-how by contracting University of Zimbabwe students to work in rural areas on an internship basis. Many young people migrate to urban areas for education or jobs and do not return to their villages with their experience (Chinhoyi, pers. comm.).

Zimbabwe Trust applies several Monitoring and Evaluation systems to facilitate project implementation. The Process Oriented Monitoring System (POMS) uses surveys with 29 indicators in four categories, filled out by area managers and CAMPFIRE co-ordinators every six months, to assess ZimTrust's impact and community progress in participation and quality of work. Beneficiary Contact Monitoring, Hunt Return Forms and monthly, quarterly, and annual participatory reports (performed by the community and facilitated by ZimTrust) are also utilised (ZimTrust 1998).

Gender has been a strong policy focus for ZimTrust, such that they have a Gender Officer on staff and have devised a Natural Resources and Gender Programme (NRGP). Workshops have been held for field staff and RDCs to encourage gender sensitivity and awareness, where theories, reproductive and productive roles, and expectations are discussed (ZimTrust 1997a). Equal representation on committees has been stressed for inclusive programming, and natural resources based micro-projects (leather crafts, paper making) are utilised in providing opportunities for the involvement of women (Mgugu 1997). CAMPFIRE, with its heavy emphasis on wildlife and trophy hunting, a realm dominated by men, has offered little by way of employment for women.

ZimTrust's intervention has been found important in the areas of conflict management and joint venture benefits. There have been many conflicts between cattle-owners, RDCs, safari operators and community residents; ZimTrust has facilitated meetings to bring the parties together for resolution. Well-represented committees have been effective in mediating these conflicts, which is another reason community institutions are an appropriate focus of ZimTrust's energy (Chikomo 1997). Furthermore, joint venture contracts with

safari operators are negotiated through the RDCs and Ministry, and community residents have a limited amount of input. ZimTrust has tried to ensure that the residents receive a certain amount of money from these agreements, but this arrangement does not contribute to active NRM (Chinhoyi, pers. comm.).

#### Observations - ZimTrust

- ZimTrust focuses on community self-direction through facilitating their own proposal writing and action plans for CBNRM activities.
- ZimTrust links communities with other specialised institutions (Technical Development Centre at the University of Zimbabwe, market research firms) for specific project needs.
- University students can be utilised to promote an exchange of planning and business knowledge between urban and rural constituencies.
- Several M&E systems are used to regulate progress of ZimTrust and communities that pick up various project aspects; participatory mechanisms are used for reporting.
- ZimTrust has actively addressed gender integration through hiring a Gender Officer, and initiating the Natural Resources and Gender Programme.
- Workshops and micro-projects have been utilised to sensitise programme implementors and RDCs, and to involve women in employment opportunities.
- Well-organised committees and representative bodies are good mediation tools for conflict management.

### **Southern Alliance For Indigenous Resources**

The Southern Alliance For Indigenous Resources (SAFIRE) grew out of the Fuelwood Crisis Consortium, a group of organisations working to offset the environmental degradation around the Mozambican refugee camps in eastern Zimbabwe. SAFIRE evolved from this experience to tackle the broader scope of CBNRM. SAFIRE is also a field-oriented NGO; it supports local governments to improve their capacity for NRM, facilitates the building up of village institutional strength and management skills through traditional leadership, facilitates micro-enterprise development, provides training

within CAMPFIRE to local and central government extension workers and partner organisations in the use of participatory and M&E facilitation techniques, and is the host of the Participatory Rural Appraisal (PRA) Network (Le Breton, pers. comm.)

The Managing our Indigenous Tree Inheritance (MITI) programme is SAFIRE's attempt to promote economic development through diversified CBNRM activities. Started in 1997, MITI focuses on enterprise development, institutional development and capacity building in five districts. Though MITI is still young, it has several innovative features.

The District Environmental Fund (DEF) and District Environmental Loan Guarantee Facility (DELGF) are two progressive funding mechanisms. The DEF is a grant provision of Z\$723,500 managed by each RDC who cover costs for administering the MITI project through this money's interest. The fund is to be disbursed to communities for projects that are necessary, but which are not necessarily financially viable within the project timeframe or are too risky for commercial loans. Projects go through a comprehensive preparation process; and in all districts, proposals have been generated and will be funded in the coming year. The DELGF is a loan guarantee facility, whereby a lump sum (Z\$361, 750 per district) has been provided through RDCs to the Commercial Bank of Zimbabwe for collateral against lending to micro-enterprises. The micro-enterprises that wish to apply must first be approved by a RDC committee before being sent to the bank for consideration (SAFIRE 1998b). This allows local government to have an overview of the activities in its area.

MITI suffered a six-month delay in obtaining its funding, as the DANIDA board had yet to approve the project at the time of its official launch on July 1, 1997. Until December when funds were received, the project progressed very slowly and communities were impatient to start on their plans. SAFIRE and some RDCs resolved to procure other funding sources, resulting in the Chimanimani RDC's application to the CAMPFIRE Development Fund for the Vhimba Eco-tourism Project, and the Chiredzi RDC to the Global Environment Facility. It is likely that they will be positively assessed (SAFIRE 1998a).

SAFIRE has resolved to focus on gender in MITI through a trainer and providing short courses for programme staff. The trainer will serve as a focal point for gender issues, and opportunities for training will be given to officers for building awareness. However, SAFIRE is still unsatisfied with this arrangement, as it would prefer more integration into its project implementation; alternatives are being explored (SAFIRE 1998b).

SAFIRE is also supporting local government capacity building by funding a position for a Natural Resource Projects Officer in each district. The position has been difficult to fill because the salary offered is at local government levels, but this will defend its sustainability after SAFIRE. These officers will take over from SAFIRE field workers, and are already slated to do so because of its success (Le Breton, pers. comm.)

SAFIRE is intent on promoting diversification and integration of CBNRM. Not all of Zimbabwe's districts are endowed with wildlife, but most have substantial forestry resources. Furthermore, because agriculture is a viable land-use opportunity for many areas, wildlife management is not a necessity, though an integrated approach may be beneficial. Micro-irrigation projects in several fruit-producing districts with uneven rainfall have been started, and SAFIRE is interested in building up a critical mass of micro-enterprises to lobby the government for fiscal incentives for NRM (rather than just agricultural subsidies as in current policy). This would promote integration of initiatives for small-scale CBNRM enterprises in communities that are also invested in farming (Le Breton, pers. comm.)

## Observations - SAFIRE

- Loan guarantee facilities (such as DELGF) can provide loans through commercial banks to small community enterprises that may not otherwise have been able to access funds.
- SAFIRE is successfully supporting local government capacity-building involvement through funding a Natural Resource Projects Officer in each district. These officers have already been slated to take over from SAFIRE field workers.
- Local government is more likely to sustain this position after funding is withdrawn because the salary level has been set at an appropriate level.
- SAFIRE is promoting integrated and diverse NRM to suit the circumstances of communities with forestry resources and agricultural potential. CBNRM's possibilities are not limited to simply wildlife utilisation.
- SAFIRE is interested in building up a critical mass to lobby the government to provide fiscal incentives for NRM that would match or exceed current agricultural subsidies.

2. Planning electric fencing (published);
3. Marketing wildlife leases (published);
4. Managing safari hunting (published);
5. Quota setting (published);
6. Maintaining electric fencing (published);
7. Counting wild animals (not yet published)
8. Project planning (not yet published)
9. Participatory land-use planning (not yet published); and
10. Fire management (not yet published).

The toolboxes are manuals for trainers to teach:

1. District level participatory quota setting how to get a quota (not yet published);
2. Village level participatory quota setting; more general information on what a quota is and how it is prepared (not yet published); and
3. Financial training, which includes 'The CAMPFIRE Game' (not yet published).

'The CAMPFIRE Game' is a popular and successful method of teaching financial management, versions of which have been used in Namibia and Zambia. The game is based on Monopoly and is being turned into a kit to be mass-produced (Bond, pers. comm.).

## World Wide Fund for Nature

WWF was one of the founding members of the CAMPFIRE Collaborative Group, providing assistance through its Multispecies Animal Production Systems Research Project to analyse and compare the economic and ecological ramifications of cattle and wildlife production systems. WWF still provides biological, economic and ecological information (such as aerial censuses) to communities and organisations for improved natural resource management; however, it has also been running the 'Support to CAMPFIRE Project' programme since 1993. This pilot program worked with three districts to find out their needs and ideas for active natural resource management and self-sufficiency, using Participatory Technology Development (PTD). They are currently in the process of producing the results of this research in a set of technical and managerial manuals and toolboxes written in layman's terms aimed at officers in RDCs. So far the drafts distributed at the sub-district level have been well understood and received. The manuals are on:

1. Setting up a problem animal reporting system (published);

Besides continuing to publish and distribute these manuals and toolboxes, WWF is looking to expand the work they have been doing in these three districts to a national level. They would also like to turn the manuals and toolboxes into a curriculum with a national and possibly even regional training program, which would train trainers and key resource persons (Bond, pers. comm.).

Another tool WWF has developed is one of 'institutional memory', whereby once NRM committee members and district councillors are trained in and perform skills related to managing resources (electric fencing, financial management, ground counting), they write a procedural manual for their community. This manual acts as a handbook with detailed information pertaining to that specific area, so if, for any reason, they leave, the person that fills their place will have a concrete guide. This concept has been put to use in several communities and has been very successful (Bond, pers. comm.).

### Observations - WWF

- WWF has made a concerted effort, through participatory research in three districts, to compile a readable set of manuals and toolboxes to guide producer communities and district officers in CBNRM.
- 'The CAMPFIRE Game' has proved to be an innovative format by which communities can learn financial management.
- This set of managerial and technical manuals and toolboxes are to be made into a national or even regional curriculum for trainers and key resource persons, who would in turn act as information focal points for their communities.
- WWF has encouraged the use of locally specific manuals, written by community members trained in financial and NRM skills, to act as a concrete form of 'institutional memory' for each activity area.

## Ministry of Environment and Tourism

The Ministry of Environment and Tourism (MET) contains the Department of National Parks and Wildlife Management (DNPWLM), the authority responsible for wildlife and for issuing Appropriate Authority to communities under CAMPFIRE. The MET itself, however, has initiated the integrative District Environmental Action Planning (DEAP) Programme. After the 1992 Rio Summit, as part of the National Conservation Strategy in Zimbabwe, DEAP was executed in eight districts. Immediately implementable environmental activities for each district were devised using participatory methods. Environmental problems listed as the highest priority by the populations would be tackled in an effort to integrate development and natural resource conservation. Donors were informed of this undertaking during its first phase; the second phase is hoped to be implemented nationally. The second phase will also have Gender Planning, Youth and the Environment, and Urban components (MET 1997). It represents a concerted effort by the government to integrate environmental aspects into development goals.

### Observations - MET

- DEAP is a national government programme that seeks to work with communities in tackling priority environmental and development problems.

## Africa Resources Trust

Africa Resources Trust (ART) was started in 1992 due to the experience of the 1989 CITES ban on elephant trade - a major source of income for CAMPFIRE communities. The ban came as a shock, and highlighted the important effect international conservation dynamics has on rural activities. ART was organised to monitor, analyse and disburse information on international conservation policy and conventions. ART networks with regional partners, influences policies and legislation to benefit local communities, and conscientises the region on CITES and CBNRM. A more recent focus has been monitoring the Biodiversity Convention process and stressing indigenous knowledge systems (Chitsike, pers. comm.).

### Observations - ART

- An organisation to monitor and analyse international conservation politics can advocate for rural CBNRM communities and provide them with information on research and policy. ART played a major role in lobbying CITES to downlist elephants - allowing communities the opportunity to benefit from their sale.

## Centre for Applied Social Sciences (University of Zimbabwe)

The Centre for Applied Social Sciences (CASS) in the University was one of the initial CCG members and is responsible for socio-economic research on CAMPFIRE. CASS has provided base-line studies as well as gender research, case studies and institutional monitoring information (ZimTrust 1997a). CASS holds a library of information at the office at the University, and anyone is free to look through their bibliography and pay a small fee for bound papers. CASS and its researchers have been instrumental in developing the concept of CBNRM in southern Africa through discussion of

common-property resources, community identity and conflict, and policy and tenure, among other important issues.

#### Observations - CASS

- An organisation such as CASS, especially at a University where research capacity is already held, can provide the service of socio-economic monitoring and evaluation, concept assessment and problem analysis, which implementors rarely have the time for.

#### Observations - Action Magazine

- Integration of CBNRM principles into the education system is necessary for children to be in tune with the conservation policies at work in their areas. Dialogue and activities between the school and community can assist in this endeavour, as can teacher training.
- Action's colourful magazine is popular among students and a simple way of introducing basic concepts into their vocabulary.

## Action Magazine

Action Magazine, pre-CAMPFIRE, was the institutional child of Save the Children Fund, and is now parented by ZimTrust. Started in the late 1980s for training, curriculum and material development, it aimed to contextualise development and conservation activities for children in rural areas. Often policy and process change faster than the education system, and children coming out of schools have outdated views. In response, Action Magazine distributes its popular publications to schools around the region, and promotes a curriculum project and school-community dialogue on conservation and development activities. A CAMPFIRE science exhibition is held that encourages the integration of CBNRM principles into teaching; Action has followed this up by facilitating training in three districts - though there is demand for their services in more provinces which they do not have the capacity to meet. It has been difficult for Action to implement curriculum changes, as the Ministry of Education must approve all policies. However, they are working on all levels of government to devolve responsibility and Action has two trainers which have trained over 900 teachers. In the next few months, Action is in the process of publishing four books on its experiences (Murray, pers. comm.).

## Conclusion

Zimbabwe's CAMPFIRE program has been a forerunner in the CBNRM movement with a good deal of institutional capacity to provide specialised services to communities. ZimTrust is an experienced NGO recognised and trusted by communities, promoting community self-direction and conflict management through strong institutions, micro-enterprises and several participatory M&E systems. SAFIRE is a newer NGO with innovative approaches, such as a loan guarantee facility through the Commercial Bank of Zimbabwe, and the employment of a local government NRM officer to take over from SAFIRE field workers. The WWF is in the process of publishing a comprehensive set of manuals and toolboxes geared towards key community resource persons, and CASS provides socio-economic research through the University. Zimbabwe still has several hurdles to overcome, the foremost being further devolution of AA from district government councils to producers themselves, and diversification from large wildlife-based consumptive tourism. These issues are recognised by the organisations discussed above, and with a combined effort, should be resolved successfully.

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