

Gap Analysis of District Level Community-Base Natural Resource Management System Capacity

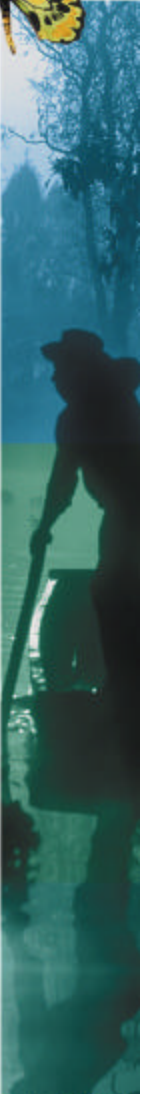
Final Report

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Department of Wildlife and National Parks, MCI, Government of Botswana
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Submitted by:
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ACRONYMS

AGM	Annual General Meeting
ARB	Agricultural Resources Board
BOCCIM	Botswana Confederation of Commerce, Industry and Manpower
BOCOBONET	Botswana Community-Based Organization Network
CAP	Community Action Plan
CBNRM	Community-Based Natural Resource Management
CECT	Chobe Enclave Community Trust
CBO	Community-Based Organization
CCF	Community Conservation Fund
CHA	Controlled Hunting Area
CSD	Community Services Division (Department of Wildlife and National Parks)
CTO	Central Transport Organization
DED	German Development Service
DLUPU	District Land Use Planning Unit
DWNP	Department of Wildlife and National Parks (Ministry of Commerce and Industry)
FAB	Forestry Association of Botswana
GOB	Government of Botswana
HATAB	Hotel and Tourism Association of Botswana
IRDNC	Integrated Rural Development and Nature Conservation (Namibia)
IUCN	International Union for the Conservation of Nature and Natural Resources
JV	Joint Venture
MOA	Ministry of Agriculture
NGO	Nongovernmental Organization
NRMP	Natural Resources Management Project
OCAT	Organizational Capacity Assessment Tool
PACT/IRCE	Private Agencies Collaborating Together/Institutional Reinforcement for Community Empowerment
RADP	Rural Area Development Program
RCSA	Regional Centre for Southern Africa (USAID)

SNV	Dutch Development Agency
TAC	Technical Advisory Committee
VPR	Veld Products Research
VTC	Village Trust Committee

Executive Summary

USAID has been supporting the Botswana Department of Wildlife and National Parks (DWNP) in developing a Community-Based Natural Resources Management (CBNRM) project for the past nine years. Through the Natural Resources Management Project (NRMP), USAID helped the DWNP develop implementation approaches and a policy framework for allowing local communities to gain greater control over the management of their natural resources. Several communities have formed legally registered trusts and have acquired leases from land boards to use their land for hunting and tourism. These Community-Based Organizations (CBOs) have entered into subleases with private sector hunting and tourism operators to make use of their hunting and tourism rights. The CBOs have accumulated significant amounts of income from the rentals and fees paid by the hunting and tourism companies, but often these revenues remain unused or undistributed. A number of communities are exploring the income-generation potential of other natural resources such as veld products. Some communities combine veld products' harvesting and marketing with their hunting and tourism activities.

Based on the early success of the NRMP, a number of NGOs have become involved in CBNRM. Today, a wide variety of organizations support CBOs in different ways. Important developments at the national level include the recent establishment of a Community Services Division in the DWNP with responsibility for CBNRM. An umbrella organization for CBOs, the Botswana Community-Based Organization Network (BOCOBONET) was established in 1999 to represent CBOs and carry out coordination and advocacy on their behalf. BOCOBONET will take over some of the services provided by the USAID-funded Private Agencies Collaborating Together (PACT)/Institutional Reinforcement for Community Empowerment (IRCE) project that has been providing training and facilitation to CBOs. USAID; the Dutch Development Agency, SNV; and the World Conservation Union, IUCN, recently supported national workshops on key CBNRM themes. These workshops helped create a new debate around CBNRM implementation and policy direction. IUCN and SNV are jointly implementing a CBNRM support program to promote policy debate, development, and dissemination of lessons learned and support to an emerging national CBNRM forum.

However, constraints remain at the national level: the Community Services Division is new, with several new and inexperienced staff members whose skills and capacity need to be strengthened; there is considerable mistrust among stakeholders; and BOCOBONET needs to ensure that it does not become overextended and therefore ineffective.

At the district level, DWNP staff play an important role in the support of CBOs. In some cases, where there has been no consistently supporting NGO, Community Services Division staff provide the main assistance to CBOs. DWNP staff coordinate the work of the technical advisory committees that help CBOs in their tender evaluations. Several NGOs are working with CBOs in the districts, providing a variety of services. The private sector is involved mainly as joint venture partners. An important development in Ngamiland is the establishment of a district CBNRM forum, which will help coordinate the activities of CBNRM implementers and promote CBNRM in the district.

Constraints at the district level include:

- Community Services Division (CSD) staff and other technical advisory committee members lack skills in and the time for facilitating the development of strong and accountable community institutions
- CSD staff and other technical advisory committee members also lack skills in enterprise development
- Community review committees have little real involvement in the tender assessment process
- CSD has yet to develop partnerships with NGOs and other agencies that can complement the skills and capacity of division staff
- The diversity of agencies involved in CBNRM implementation (particularly in Ngamiland) often leads to confusion among CBO members as they are exposed to different advice and approaches

The report concludes that more attention needs to be focused on the processes of community institution building (developing accountable, representative committees) and of enterprise development. The CSD and other CBNRM implementers need training in facilitation if they are to help communities in these processes. They also need to know how to access the skills and expertise of other agencies, including the private sector, to complement their own skills and capacity. The enabling conditions for CBNRM in Botswana need further analysis as certain features, such as the 15-year head leases, and government control of quota allocation could lead communities to conclude that their tenure over their resource is weak or vulnerable. This might also affect decisions on reinvestment of income in resource-based enterprises.

Investment opportunities for communities include infrastructure or community service projects; tourism enterprises; services to tourism camps/lodges; veld product harvesting and sales; and microcredit services.

Key recommendations include the following:

- CSD should actively support, promote, and engage in the development of a shared vision for CBNRM among stakeholders
- CSD should clearly identify its own role in CBNRM and develop partnerships and coalitions with other agencies to complement and supplement CSD activities
- CSD staff should be given information on how to access different funding sources, services, and service providers to link communities with appropriate services and providers
- CSD and other CBNRM implementers should consider augmenting the human resource pool with volunteer-type organizations

- The private sector should be viewed as a partner in CBNRM and discussions initiated with private sector umbrella organizations about how they can provide services and assistance
- CSD and other implementers should enhance training and skills development required for facilitating important processes such as institution building and enterprise development
- CBNRM implementers should receive training in understanding joint venture options to help communities explore and understand business partnerships that include equity holding and joint management decisionmaking
- The use of qualified and skilled managers for CBOs should be explored
- The debate around the enabling conditions of CBNRM and their impact on community decisionmaking should be pursued and backed up by socioeconomic research
- DWNP should consider a) extending the period for which head leases are granted, b) promoting greater community involvement in quota setting, and c) promoting greater community involvement in tender assessments