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**Best Practices in Botswana
for the Management of Natural
Resources by Communities**

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Foreword

Since the introduction of CBNRM in Botswana in 1989 by the USAID-funded Natural Resources Management Project (NRMP) (1989-1999) located within the Department of Wildlife and National Parks (DWNP), there has been a mushrooming of CBNRM projects. According to the 2006 CBNRM Status Report, 135,000 people in 94 CBOs spread over almost 150 villages and 10 districts are currently involved in CBNRM. The 2006 CBNRM Status Report further indicates that CBOs generate revenues totalling P16.3 million from commercial activities and an almost similar amount (P16.2 million) from subsistence activities.

Despite the promise that CBNRM gives to the usually contradictory objectives of biodiversity protection on the one hand and income-generation as a way to achieve rural poverty reduction on the other, the CBNRM approach has in recent years been criticised by many analysts and policy makers. The observation by one of the leading architects of Community-Based Conservation in Southern Africa, Marshall Murphree, captures this well when he describes CBNRM thus:

“...one where successes stand as islands in a sea of initiatives where performance rarely matches promise and is sometimes abysmal”.

This publication is mostly based on case studies of Sankuyo Tshwaragano Management Trust (STMT), Kgetsi ya Tsie (KyT) and BORAVAST. STMT is involved in concession hunting and ecotourism, KyT depends on the gathering and processing of veld products, and

BORAVAST (Bokspits, Rapples Pan, Vaalhoek and Struizendam) on the conservation and utilisation of rangeland resources. The findings are further augmented with a rapid literature review. The publication covers three important specific objectives: the identification and documentation of CBNRM best practices in Botswana, the development of lessons learnt (assessment of strengths, weaknesses, constraints and opportunities), and recommendations on how to replicate the best practices.

This document is the seventeenth in the Series of the IUCN CBNRM Support Programme. The papers intend to promote CBNRM in Botswana by providing information and documenting experiences and lessons learnt during the implementation of the concept by practitioners in this field. Relevant CBNRM-related information assists in bringing together all stakeholders, who have an interest in what the concept stands for: social and economic empowerment of rural communities, and natural resources conservation. The Series is aimed therefore at all practitioners who work with CBNRM in Botswana, and is intended to provide information that assists in successfully applying the concept. This paper, as well as previous issues, is also available on the web site of the CBNRM Support Programme: <http://www.cbnrm.bw>

Unopa Sikuku
GoB/UNDP Environment Support Programme
(2005-2008)



IUCN – The World Conservation Union

Founded in 1948, IUCN brings together States, government agencies and a diverse range of non-governmental organisations in a unique world partnership: over 900 members in all, spread across some 136 countries. As a Union, IUCN seeks to influence, encourage and assist societies throughout the world to conserve the integrity and diversity of nature and to ensure that any use of natural resources is equitable and ecologically sustainable. A central secretariat co-ordinates the IUCN Programme and serves the Union membership, representing their views on the world stage and providing them with the strategies, services, scientific knowledge and technical support they need to achieve their goals. Through its six commissions, IUCN draws together over 6 000 expert volunteers in project teams and action groups, focusing in particular on species and biodiversity conservation and the management of habitats and natural resources. IUCN has been operating in Botswana since 1984, when IUCN was invited to assist the Government in the preparation of the Botswana National Conservation Strategy. The IUCN Botswana Office was established in 1991. Since then, the IUCN Botswana Programme has been involved in drafting environmental policies, strategies and legislation; formulating management plans; identifying the environmental interests and needs of the business sector; as well as providing support and capacity building to NGOs and CBOs in the country. For more information, visit the Internet on <http://www.iucnbot.bw>.

IUCN/CBNRM Support Programme

The Botswana CBNRM Support Programme was initiated as a joint initiative by SNV-Netherlands Development Organisation and IUCN - The World Conservation Union in 1999. The CBNRM Support Programme has entered its second phase beginning of 2004 and is planned up to the end of December 2006. This Phase aims to "to create an enabling environment for sustainable support to community based natural resources management (CBNRM) activities, undertaken by rural communities in Botswana, while maximizing information sharing between similar initiatives in the Southern African region". The direct beneficiaries of the project are NGOs, Private Sector and Government Departments, which implementation, advisory and facilitation capacity will be strengthened to provide better services to rural communities involved in CBNRM, the indirect beneficiaries.



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Abbreviations and Acronyms

ADF	African Development Foundation
AWF	African Wildlife Foundation
BOCCIM	Botswana Confederation of Commerce, Industry and Manpower
BOCOBONET	Botswana Network for Community Based Organisations
BORAVAST	Bokspits Rapplespan Vaalhoek and Struizendam Trust
BWPA	Botswana Wildlife Producer Association
CAMPFIRE	Communal Area Management Programme for Indigenous Resources
CBNRM	Community Based Natural Resources Management
CBO	Community Based Organisation
CDO	Community Development Officer
CEDA	Citizen Entrepreneurial Development Agency
CEG	Community Escort Guide
CHA	Community Hunting Areas
CLO	Community Liaison Officer
CPP	Community-Private Sector Partnership
CPR	Common Property regime
CSO	Central Statistics Office
DFRR	Department of Forestry and Range Resources
DWNP	Department of Wildlife and National Parks
ESP	Environment Support Programme
FGD	Focus Group Discussion
GIS	Geographical Information System
HATAB	Hospitality and Tourism Association of Botswana
HH	Household
IK	Information and knowledge
IRD	Integrated Resource Development
IRG	Integrated Resource Group
IUCN	The World Conservation Union
IVP	Indigenous Vegetation Project
JVA	Joint Venture Agreement
JVP	Joint Venture Partnership
KTP	Kgalagadi Transfrontier Park
KyT	Kgetsis ya Tsie
LUMP	Land Use Management Plan
M&E	Monitoring and Evaluation
MOMS	Management Oriented Monitoring System
MTC	Moremi Tented Camp
NGO	Non-Governmental Organisation
NG	Ngamiland
NRM	Natural Resources Management
NRMP	Natural Resources Management Project
O&M	Operation and Maintenance
O&MA	Organisational and Management Analysis
ODMP	Okavango Delta Management Plan
RALE	Representative, Accountable, Legal Entity
RD	Rural Development
SADC	Southern African Development Community
STMT	Sankuyu Tshwaragano Management Trust
SWOT	Strengths Weaknesses Opportunities Threats
TA	Technical Assistance
TAC	Technical Advisory Community
UNDP	United Nations Development Programme
USAID	United States Agency for International Development
VDC	Village development Committee
VPR&D	Veld Products, Research and Development
WMA	Wildlife Management Area

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In order to ensure wide dissemination of the report the ESP teamed up with the Occasional Paper Series coordinated by the CBNRM Support Programme of IUCN Botswana. The series editor (Brigitte Schuster) has kindly provided her time editing the publication.

Last but not most, we acknowledge the contribution and opinions expressed by the communities. They seek to develop the CBOs and need support. Hopefully, this report will assist Government in the formulation of CBNRM guidelines.



Chapter One - Introduction

Through the Environmental Support Programme (ESP), the Government of Botswana and the United Nations Development Programme (UNDP) commissioned the Centre for Applied Research (CAR) to identify and document the 'best practices' for the management of natural resources by communities. The ESP collaborated with the CBNRM Occasional Paper Series of the CBNRM Support Programme of IUCN Botswana to publish this report and disseminate it to a wide range of stakeholders. The study has three objectives: to identify and document best practices in community based natural resource management (CBNRM) in Botswana; develop lessons learnt through a strengths, weaknesses, opportunities and threats (SWOT) analysis; and to recommend methods to replicate the 'best practices'. This study seeks to identify and analyse CBNRM projects in Botswana from the social, economic, environmental and governance dimensions, focusing on their positive impacts. The study seeks to address the following questions:

- What is happening on the ground ('best practices')?
- Why did it happen ('key conditions for successes')?
- What is the characterisation of successful outcomes of CBNRM programmes?
- What additional actions are needed?

The study's results will feed into the drafting process of the CBNRM guidelines that will accompany the forthcoming CBNRM policy. The CBNRM guidelines are intended to be discussed at the National CBNRM Forum Conference (November 2006).

The study is based on fieldwork carried out at the following CBOs:

- Sankuyo Tshwaragano Management Trust (STMT), covering both hunting and ecotourism;
- Kgetsi ya Tsie (KyT), covering the collection and processing/marketing of veld products; and
- BORAVAST in the south-western Kgalagadi, covering the management of range resources through the Indigenous Vegetation Programme (IVP).

These case studies were selected by the ESP in

consultation with CAR. The findings are also based on a brief review of CBNRM literature for Botswana and southern Africa.

The study was carried out during the month of November 2006.

It is important to clarify some essential terms and concepts. The key terms for CBNRM are 'best practices', 'community empowerment' and 'devolution of resource rights'. Each will be briefly discussed below.

Hume and Murphree (2003, p.293) offer a useful description of best practice:

'Best practice' in community conservation is not so much about transferring 'good' experiences from one programme to another. Rather it is about strengthening the capacities of conservation agencies, communities and programme managers to experiment, learn and take effective decisions within the constraints of the context in which they work.'

This broad description rightly rejects the 'blue print' model of a best practice that can be copied by other CBOs. Instead it emphasises the need to learn, build capacity and network in order to strengthen all CBNRM projects in their individual settings. It recognises the diversity in the physical and socioeconomic as well as cultural contexts and conditions of CBNRM projects.

Community empowerment is one of the key terms of CBNRM. "One of the key principles of community empowerment, in turn a fundamental precondition of development (Sen, 1999) is that it 'empowers communities by giving them united funds which allows them to choose their own priorities'" (Child not dated, p. 30). Giving people choice is essential to empowerment and human development (cf. human development index of UNDP).

Devolution of resource rights means that specific resource rights are delegated to communities or groups within the communities. In Botswana these rights always refer to user and development rights, not to ownership rights. Moreover, rights refer to specific resources, and exclude others. Finally, resource rights are conditional and their size (and value) is often restricted and variable



through annual quotas set by government. The details of the devolution of resource rights (i.e. community rights) vary by country in southern Africa.

The structure of the report is as follows:

Chapter Two briefly discusses the state of CBNRM in Botswana.

Chapter Three highlights the major findings of the literature review in terms of CBNRM activities and resources (3.1), achievement (3.2) and determinants of success (3.3).

Chapter Four discusses the case study of veld products CBNRM (KyT) in terms of benefits and benefit distribution (4.2), natural resource management (4.3), determinants of success (4.4), successful outcomes, the future (4.5), SWOT (4.6) and lessons learnt (4.7).

Chapter Five discusses the case study of STMT for tourism and trophy hunting covering the same topics as chapter four.

Chapter Six discusses BORAVAST, which manages the communal range resources under IVP.

Chapter Seven draws together the main findings.

Appendix 1 contains a synthesis of the findings and recommendations of the 2003 CBNRM Review.

Appendix 2 summarises lessons learnt and best practices related to Kgetsi ya Tsie and Sankuyo Tshwaragano Management Trust.

Chapter Two - The State of CBNRM in Botswana

This section provides an up-date of the CBNRM situation since the CBNRM Review and Status Report in 2003. It is mostly based on the draft 2006 CBNRM Status Report, prepared by IUCN.

The enabling environment for CBNRM has been steadily improving. Initially, CBNRM was driven by the NRMP programme, a joint venture of USAID and the Government of Botswana; the 1986 Wildlife Utilisation Policy, which introduced wildlife management areas (WMAs); and the 1990 Tourism Policy, which introduced tourism concessions that could be tendered. The Rural Development Strategy (1996), the Revised Rural Development Policy (2002), the Eco-Tourism Strategy and the Poverty Reduction Strategy (2003) also provide support for community-based natural resource management and development. More recently, the Tourism Development Framework and the Okavango Delta Management Plan (ODMP) promote community-based development and resource conservation and management. These efforts need to be consolidated and coordinated by the new CBNRM policy that awaits discussion and approval in Parliament. The new CBNRM policy provides for community user rights for a broad spectrum of natural resources (e.g. wildlife, fish and veld products). In order to be granted these rights, communities have to form a representative, accountable and legal entity (RALE) and develop an approved land use management plan (LUMP). In addition, communities need to monitor progress and report on it. Communities can sub-lease their resource rights subject to approval by the land authority. Resource revenues will be distributed differently from hitherto: 35% will accrue directly to the CBO and 65% will be deposited in a National Environmental Fund for CBNRM and ecotourism use country-wide. This will be

a disadvantage for the rich CBOs, but benefit CBOs with low value resources. The Technical Advisory Committee (TAC) will ultimately decide on the joint venture partners (after consultations with the CBO involved). The policy is general in nature and the forthcoming CBNRM regulations need to provide more detailed guidance for CBO operations.

The draft 2006 CBNRM Status Report shows continued growth of the CBNRM movement: 135,000 people in 94 CBOs spread over almost 150 villages and 10 districts. Only 35 CBOs are active and generate income. The report expresses some concern that only half of the communities have been involved in LUMP and that 70% of the communities have difficulties understanding the LUMP. Moreover, 60% of the active CBOs have a benefit distribution plan approved by the communities. A significant part of the revenues is spent on the operations of the CBOs. Household dividends tend to be small but increasing. CBOs appear to increase community expenditures. A final finding was that youth are generally well represented in CBO-Boards.

According to the draft 2006 CBNRM Status Report, CBOs generate P16.3 million revenues from commercial activities and an almost similar amount (P16.2 million) from subsistence activities. Trophy hunting accounts for almost three-quarters of the commercial revenues. Ecotourism generates P3.1 million, gathering veld products P0.7 million and crafts P0.6 million in revenues. Ngamiland and Chobe CBOs earn the highest incomes from CBNRM due to their proximity to Parks, and resource abundance and variety. CBNRM-related employment is estimated to be over 8,000 jobs, mostly in craft production and gathering.





Chapter Three - Some Findings from the Literature

This chapter aims to provide a succinct overview of the types of CBNRM activities (3.1), results (3.2) and determinants of success and experiences learnt from CBNRM activities in various countries (3.3). The results and recommendations of the 2003 CBNRM Review are summarised in Appendix 1. As stated in the Introduction, the emphasis of this study was on the case studies, and therefore this literature review is partial.

3.1. CBNRM Types and Activities

CBNRM projects are mushrooming throughout southern Africa. The growth in CBNRM demonstrates the attractiveness of CBNRM as well as the lack of alternative rural development models and conservation strategies outside protected areas.

The initial CBNRM projects were exploiting high value wildlife resources, mostly through trophy hunting and to a lesser extent tourism. However, the scope of CBNRM projects has broadened considerably and now includes veld products, fishing and forestry (e.g. Botswana, Namibia and Zimbabwe). Malawi forms an interesting departure as non-wildlife resources form the cornerstone of CBNRM projects (e.g. forestry). Moreover, it turns out that CBNRM projects are particularly successful around protected areas, where they compensate villagers for land and resource losses and permit villagers to benefit from the richness of wildlife resources in particular (e.g. Botswana, Namibia and Tanzania; Ashley *et al.*, 2002).

The CBNRM conditions and details differ considerably from country to country. Key characteristics of some countries are:

- Namibia: conservancies with optional membership and boundaries agreed between communities. Often wildlife/tourism based, but diversifying into rangelands, veld products, etc. A strong enabling support environment with strong NGOs; conservancies have well defined resource rights and some invest in resource management, including restocking; continued donor support; strong role for the private sector;
- Zimbabwe: CBNRM pioneering country. Resource rights decentralised to District Councils; clear revenue distribution formula; macro-economic problems adversely impact on CBNRM; and
- Malawi: mostly forestry and beekeeping; also fishing and tourism. Most recent programme COMPASS; strong donor support.

CBNRM is diversifying and broadening its resource coverage. Campfire (Zimbabwe) has diversified away from mere wildlife hunting, as has Namibia's conservancy programme. Malawi's COMPASS programme only has a small wildlife/ecotourism component, and concentrates on forestry, nurseries, beekeeping etc. Conservancies in Namibia also cover range resources, as Botswana's IVP does, and water. Typical CBNRM activities in southern Africa include trophy hunting (most important in Zimbabwe, Botswana and most Namibian conservancies), ecotourism (important for a growing number of CBOS in the region), and the gathering of veld products (low value and modest revenues). Joint ventures between communities and private companies appear to work best from a community revenue perspective. The lease period needs to be sufficiently long to attract investments and to develop mutual understanding and appreciation between communities and companies. This may require social responsibility commitments and programmes from the private company, the sharing and transfer of skills, and better awareness and a stronger negotiation position of the CBO (Murphree, 2001). The partnership is most productive if it becomes a long-term collaboration. Countries like Zimbabwe, Namibia and South Africa have documented successful joint ventures between communities and companies.

3.2. Results

CBNRM project tend to benefit rural livelihoods, but in almost all countries household dividends are low and CBNRM offers at best a supplementary source of livelihoods.

Only a limited portion of CBNRM revenues is directed towards households. Other destinations include:



- Operation and maintenance of the Trusts or the implementing agencies (e.g. District Council in Zimbabwe);
- Compensation of households that have been affected by the natural resources (e.g. wildlife predation in Zimbabwe) or that have lost existing rights (e.g. special game licenses in Botswana);
- Community benefits and projects, especially in countries such as Malawi and Zimbabwe (e.g. community services); and/or
- Savings and investments.
- Both complements to and conflicts with rural agriculture;
- Promotion of more diverse land use patterns in rural areas (e.g. more land for wildlife and tourism) and retaining greater biodiversity outside protected areas (e.g. Namibia, Botswana);
- Development of social capital in the form of community networks and institutions; and
- Greater appreciation of the value of natural resources, a decrease in illegal use, and some resource monitoring. However, few (if any) CBOs have adopted integrated natural resource management.

It is clear that stakeholders in communities, and the private and public sectors, scramble for the benefits of CBNRM projects, and seek to maximise their share within the stipulated regulations. Campfire has employed a revenue distribution formula to guide the distribution process. Clear and transparent distribution mechanisms need to be established to ensure the proper use of revenues and prevent misuse.

CBNRM plays a positive role in drought-coping strategies, as household dividends can be increased during droughts (e.g. Zimbabwe), and most CBNRM revenues are less drought-susceptible than agriculture.

High CBNRM revenues are usually associated with wildlife resources, especially high value species such as elephant, buffalo and lion (e.g. Botswana, Namibia and Zimbabwe). These species contribute most to the revenues. CBNRM revenues from other resources vary but are often modest. Most CBOs, including wildlife based CBOs, try to manage more resources in order to diversify their revenues and to reduce their vulnerability to fluctuations in single activity markets (e.g. hunting, tourism, veld products).

Other results of CBNRM include:

- A small reduction in urban migration of youth, as CBNRM projects offer new opportunities;
- An impetus for community empowerment, self reliance and reduced government dependency, as CBNRM projects give communities development and conservation choices;
- Accumulation of community and household assets via CBNRM revenues;

Few CBOs have been successful in diversifying the local economy and significantly increasing livelihood options. Most remain dependent on a single or a few resources, and have had limited success in diversifying Trust activities (e.g. resource processing). Therefore Ashley *et al* (2002) argue in Tanzania that there is a need to enhance the CBNRM livelihood benefits of households and to shift emphasis from revenue distribution to the creation of development, economic diversification and growth, and conservation opportunities.

The material benefits for individual households are modest in virtually all countries and CBOs. However, in countries such as Malawi and Zimbabwe, CBNRM has led to improvements in community facilities that in Botswana are often considered to be the responsibility of government. Households benefit through supplementary income and greater livelihood security, as CBNRM revenues are often less drought vulnerable, can be realised during the off-agricultural season and/or revenues are saved to provide buffers in times of need. CBO employees and sometimes Board members probably receive the largest material benefits.

Asset formation is an important benefit of CBNRM, as it contributes to livelihood security and enhances future productive potential (Ellis, 2001). Assets are mostly built at the community level (e.g. schools, clinics, training courses) but also at the household level (e.g. training benefits). This holds promise for future livelihood improvements.

Non-material benefits are important in most countries. Communities feel empowered, and gain experience with development and natural resource management issues and in dealings with extension staff. Other non-material



benefits include retaining more diverse (non-agricultural) land uses, retaining youth in rural areas, and linking development and conservation approaches.

CBNRM is typically aimed at improving or restoring effective resource management in communal areas. While most CBOs fall far short of establishing common property regimes, there is general agreement that CBNRM provides a better basis for sustainable resource management through people adopting more positive resource attitudes (Zimbabwe), a degree of resource monitoring, a decrease in illegal resource use (Malawi), and investment in restocking (Namibia).

Experiences from most countries (e.g. Zimbabwe, Namibia) show that CBOs are able to handle resource use rights and the benefits these generate. Furthermore, they show that capacity-building at community level is a slow but essential process, without which CBNRM is likely to fail. There is therefore a need for long term capacity-building and a favourable political and socioeconomic climate. At present, many CBNRM programmes continue to rely on donor support.

3.3. Success Determinants

It is difficult to identify with certainty the specific determinants of successful CBNRM projects. The analysis in and of the literature generates a number of factors that are likely to determine the success of CBNRM projects. These are discussed in greater detail below.

3.3.1. Environmental Factors

CBNRM revenues are strongly related to resource abundance, variety and values. The highest yields are normally realised in wildlife-rich areas close to protected areas. These are the high potential zones (Barnes, 1999). Revenues are also inversely related to human population density - the higher the human population density, the lower the wildlife revenues are (Bond, 2001).

While most veld products have much lower values than wildlife, the advantage of veld products is that there is a direct link between the efforts put into collection and the received benefits. Given the lower revenues, there is a greater incentive to produce, but obviously, effort becomes a disincentive if there are other more rewarding alternatives.

3.3.2. Community Participation, Characteristics and Rights

CBNRM projects are more successful if communities are truly participating in the design and implementation of the projects. Too often there is tension between the need to deliver and make progress and the slow community pace of doing things.

A Botswana NGO (ACORD) concluded that “ACORD’s interventions were, to a large extent, dependent on the community’s pace. (ACORD, 2002, 6)”. The same sentiment and the need for true participation were echoed in the IVP: “To attract community participation takes a long time and much effort but to lose participation takes a short time.” (IVP draft exit strategy, Kgalagadi, July 2006, p. 12). Thakadu (2004) observes that communities have to be ready for CBNRM projects and willing to commit themselves. Other community factors include politics, cultural and ethnic concerns, and levels of literacy.

If the constitution or management plan of a Trust is not properly understood by the community (as is common in Botswana; cf. Chapter Two), effective power and control is likely to end up with the Board and not with the community, and conflicts may arise between both, for example regarding tendering procedures (ACORD. 2001).

Multiple village CBOs need to carefully balance the interests and benefits of each village. In most cases, CBOs have village Trust committees and an overall Trust Board with fair representation of each village.

It is often argued that CBNRM only devolves limited resource rights to communities. Communities earn user rights to certain resources, but most rights are temporary and conditional. Typical conditions are the submission of resource management plans and transparency in organisational and financial management. Harvesting quotas are usually determined by government, sometimes in consultation with communities (e.g. Namibia). If communities do not comply with the conditions, the user rights may be withdrawn.

3.3.3. Rent Seeking and Benefit Distribution

In Namibia and Botswana, revenues from subleases directly accrue to the communities, which have to utilise and distribute the resources after community consultations. In



Zimbabwe, the revenues accrue to the Rural District Councils. Moreover, Board members, Trust staff and CBO-members may attempt to maximise their benefits. Rent seeking behaviour and a fair distribution need to be achieved through guidelines for revenue distribution, ceilings for expenditures on management and administration, and a community-based revenue distribution plan (e.g. through annual meetings). In the longer term, earmarking funds for investments, savings and natural resource management are critical to the sustainability of the CBO.

Time requirements and development pace
Community development is time consuming and progress is often slow. Therefore, communities need considerable and specialised support for a considerable time period.

While support from governments and NGOs is often implicitly assumed, partnership with the private sector has been traditionally overlooked as a means of support (a missing link according to Murphree, 2001).

3.3.4 Economic Factors

The distance to the market, resource values, the use of market-based instruments and the establishment of a community-private sector partnership are all important determinants of the revenues.

The distance to the market determines the net price and the potential of CBOs to earn money. For example, remote areas with limited resources may be marginal for CBNRM (e.g. western Botswana; Barnes, 1999). Therefore, the distance to the markets determines the viability of CBNRM activities.

The use of tendering and the auctioning of sub-leases for wildlife user rights has boosted community revenues in Namibia, Zimbabwe and Botswana. The use of joint venture partners has assisted many CBOs to overcome short-term skill shortages (e.g., management and marketing) and a shortage of investment funds. JVPs have often assisted CBOS to generate employment and income; the transfer of skills has been more problematic. Strategies are needed to enhance the negotiation skills of communities and to develop mutual understanding and trust between communities and companies. Communities need to be clear whether they seek a long-term partnership or aim to use companies until they can run the businesses themselves. JVPs will only invest if they can expect reasonable returns in the

lease period. Longer leases are required to get the desired investments and to develop sufficient understanding and trust. Kgathi and Ngwenya (2005, p. 76) argue that “*CBNRM partnerships have been mainly in the form of joint venture agreements rather than JVP, and the participation of the communities has therefore been limited, as they do not do much after they have signed agreements with safari companies*”.

3.3.5. External Factors

While communities are given resource management duties and user rights, external factors beyond the control of communities may have a significant impact on local resource conditions. Such external factors could refer to the construction of roads and fences or to settlement developments. Taylor (2006) lists the following major external factors that influence CBNRM results:

- Enabling or disabling government policies;
- Markets for natural resources;
- Climatic change; and
- Macro-economic performance.

Taylor (2006) observes a tendency towards centralised wildlife management unless explicit legislative protection such as CBNRM is offered for decentralised management. The case of Zimbabwe shows that poor macroeconomic performance puts pressure on land and other rural natural resources, and may have a negative impact on resource markets and revenues.

Donor support remains a typical feature of most CBNRM projects and programmes, as communities need support. While this has contributed to CBNRM achievements, it also poses risks.

3.3.6. Transparent and Adaptive Management

It is important that CBOs address the needs of their communities. Invariably, this requires that community members receive direct material benefits (income or assets), and that members are assisted during hardships such as droughts and bereavements or are insured. Explicit and transparent benefit distribution mechanisms need to be established and agreed upon with the communities.

3.3.7. Information Exchange and Flows

Communities can easily lose interest after Boards are elected and employees have been



appointed. This can be successfully prevented by regular communications and flows of information between the CBO and their members. This needs to be a two-way process: from members to the CBO and vice versa.

Information flows can also be used to develop joint marketing strategies (for example a marketing website for CBNRM projects in Botswana through BOCOBONET).

USAID has assisted most CBNRM programmes in southern Africa at one point in time. Its experiences have been summarised in a chapter on 'best practices in CBNRM'.

A USAID manual for development assistance lists the following critical factors in the enabling environment, CBNRM programme and project management:

Areas	Factors
<p><i>Enabling Environment</i></p> <p>Resources and resource rights</p> <p>Community participation</p> <p>Civil society</p> <p>Economic</p>	<p>Clarified/ improved land tenure; resource management plans setting limits of acceptable change; environmental monitoring and mitigation</p> <p>Local community commitment and capacity; social cohesion in CBNRM communities</p> <p>Experienced NGOs and government partners as well as private sector/ JVP; targeted technical assistance</p> <p>Access to markets; access to credit; genuine economic benefits to the community</p>
<p><i>Conditions for success</i></p> <p>Resources and resource rights</p> <p>Community</p> <p>Civil society</p> <p>Economic</p> <p>Information and knowledge</p>	<p>Tenure security (long enough); clear legal; regulatory and administrative framework</p> <p>Right of self definition, legal recognition and exclusion; devolution of rights to lowest level; adaptive management; plans for disaster management/adaptation</p> <p>Functional government services; absence of corruption; devolution of land use planning; strong NGOs representing rural development and CBNRM interests; strong involvement of tourism industry</p> <p>Positive economic benefits to communities</p> <p>Sharing mechanisms; open discussions through media</p>
<p><i>Project management</i></p> <p>Resources and resource rights</p> <p>Community</p> <p>Civil society</p> <p>Economic</p> <p>Information and knowledge</p>	<p>Focus on ecologically significant areas with potential economic benefits</p> <p>Genuine community participation and benefits; ensure legitimate authority for community organisations; recognise importance of women as CBNRM implementers; development of mutual trust between communities and sponsors; ensure functional literacy of community members; focus attention on project M&E</p> <p>Ensure long-term support commitment from donors and NGOs</p> <p>Identify most likely avenues for economic viability of projects; ensure access to credit</p> <p>Train community to use IK about local conditions and environmental threats; access and use of local IK</p>



Some experiences of southern African countries are summarised below.

Zimbabwe's Campfire programme

- With sufficient devolution, communities can manage resources sustainably;
- Sufficient devolution is essential to increase participation, transparency and accountability;
- Campfire still focuses on wildlife (hunting and tourism) but is now successfully diversifying into other resources;
- Long-term TA is needed, and is more important than short term consultancy support;
- Projects understate the importance of behavioural and institutional processes;
- Product diversification is expensive and takes a long time to materialise; in marginal areas, the economics are questionable;
- Private sector involvement in projects is highly advisable, and benefits CBNRM approaches;
- Communities are capable of a lot, but do need TA;
- Management authority to be devolved to lowest possible level;
- Communities should retain as much as possible from the revenues and need to develop their own IRD plan; and
- Technical advice is important (including continuity in TA).

Source: Mazambani, 2003; Taylor, 2006.

Namibia's conservancy programme

- Policy and legislation should be based on local needs, be practical and offer a flexible framework for implementation;
- Policy and legislation should allow rural communities the broadest NR rights as possible;
- The conservancy model is institutionally sound (based on CPR) and an economically efficient RD model;
- The conservancy model can cover wildlife, tourism and rangeland resources but there is an advantage in high-value species;
- Hunting and tourism can complement each other as income sources;
- CBNRM structures need to be clearly defined and legally accepted;
- Individual community members must choose to join conservancy and register (with fee payment);
- Community participation is essential for stakeholder cooperation and ownership;
- A coordinating body should be responsible for the national CBNRM programme;

- Activities and tourism development should be based on business principles;
- Support for financial management is necessary to avoid/ reduce financial mismanagement;
- Management authority should be devolved to lowest possible level;
- Communities should retain as much as possible from the revenues, and need to develop their own IRD plan; and
- Technical assistance is important (including continuity in TA).

Sources: Terry, 2003 and Jones, 2006.

Malawi's COMPASS programme

Programme strongly supported by USAID grant

Types of assistance offered: small grant for communities and NGOs, training of CBOs and CBNRM practitioners, M&E and backstopping, documentation and the dissemination of results.

Activities/projects: woodlots, nurseries (largest revenues), fishponds, beekeeping (2nd largest), vegetable production (3rd), fruit processing, charcoal production, ecotourism. Total revenues around US\$ 100,000 p.a., mostly non-monetary benefits.

Impacts: some little income generation and employment, improved health and food security. More positive attitude towards Parks (less poaching and illegal fishing). Working group responsible for CBNRM coordination in the country.

Lessons learned:

- Communities seek to combine resource conservation with better livelihoods;
- Community needs, priorities and resource rights are requirements for CBNRM;
- Given rampant poverty, NRM activities that are simple and cheap have the highest chance of success;
- CBNRM operates for diverse, mostly low-value natural resources; revenues are relatively low;
- NRM needs to be based on socio-economic, biophysical and political concerns/issues;
- Weak support (e.g. extension, policy implementation failures), inadequate targeting and insufficient attention for markets have affected CBNRM; and
- M&E should have been decentralised.

Source: Mauambeta, 2006.



*ACORD's CBNRM support in Botswana
(ACORD, 2002)*

- Need for community participation in the establishment of the Trust and Constitution;
- Need to collaborate with all stakeholders;
- CBNRM is a dynamic and lengthy process that needs patience and dedication. Conflict between community pace and fixed time-frame from extension staff;
- Community needs and priorities are not necessarily synonymous (e.g. ethnicity, youth, welfare, religion);
- Draw a clear line between voluntary work and personal incentives;
- Need to monitor JVAs and skills transfer. The current assumption of communities seems to be that the private company will phase out;
- No clear strategy for the distribution of benefits;
- Multiple village CBOs have special problems regarding the fair treatment of each village; and
- High staff turn-over is problematic.

CBNRM in Zambia

- CBNRM works for wildlife management in some game management areas;
- Revenues are shared among communities, NRM agencies and the national government;
- Benefits are often small, and benefit distribution is a disadvantage for communities;
- Most benefits are invested in social infrastructure; the low individual returns have perpetuated illegal harvesting;
- Community mobilisation offers opportunities for other forms of local development and governance;
- CBNRM mobilised political, financial and technical support for communities;
- CBNRM has led to policy changes in wildlife and other areas to support CBNRM;
- Political interference and lack of transparency adversely affect CBNRM; and
- The sustainability of CBNRM depends on political, socioeconomic and environmental constraints and opportunities.

Source: Mbewe *et al*, 2005.





Chapter Four - CBNRM and Veld Products: The Case of Kgetsi ya Tsie in the Tswapong Hills

4.1. Introduction

Kgetsi ya Tsie (KyT; www.kgetsiyatsie.org) started in 1997 with the formation of small natural resource user groups in nine villages situated in the Tswapong Hills. The groups then formed village centres and formally registered as a community Trust in 1999. The KyT Trust differs from most CBNRM projects in Botswana in several respects. It is not dependent on wildlife resource as it specialises in the collection and processing of veld products. Furthermore, KyT operates without exclusive resource use rights; other resource users are free to collect in the same area and may compete with the Trust. KyT is a membership organisation, with a direct link between the efforts put in and the benefits received; members also pay a modest annual membership fee of P20. Finally, KyT's constitution stipulates that women should constitute at least 80% of the membership, making it the only CBO in Botswana that specifically targets women.

KyT seeks to strengthen the local economy, based on traditional livelihood activities, by processing and marketing plant-based natural resource products (veld products). Furthermore, KyT seeks to assist rural women in the Tswapong Hills area to empower themselves, both socially and economically. This is done through the effective organisation of entrepreneurial activities centred on the sustainable management and utilisation of veld products. The organisation has the following long-term aims:

1. Skills development of KyT's members to run the Trust themselves;
2. Attain long-term financial sustainability of the Trust;
3. Improve the income generating potential of KyT members;
4. Enhance the ability of members to play an active role in their communities; and
5. Manage and use the local natural resources in a sustainable manner.

KyT operates in the Tswapong Hills area of eastern Botswana. The Trust has close to

seven hundred members¹ who collect veld products, do some processing and have the opportunity to sell veld products to headquarters for processing (morula oil and soap) or marketing. KyT operates in three regions, twenty-six villages and thirty-two centres. Groups of five members are the lowest level of organisation.

The major activities include the following:

- Food products (jam, *phane* and *dicheru* for cattle);
- Cosmetic products (morula oil and soap);
- Herbal products (e.g. *monepenepe*);
- Pottery; and
- The provision of micro loans for members.

The Trust has operated with considerable assistance from international donors and the Government of Botswana.

During our fieldwork, it became obvious that KyT is going through a difficult period. Financial problems have emerged due to the drying up of donor funds and arrears in the repayment of micro loans. These problems have affected the capacity and activities of the organisation in the following ways:

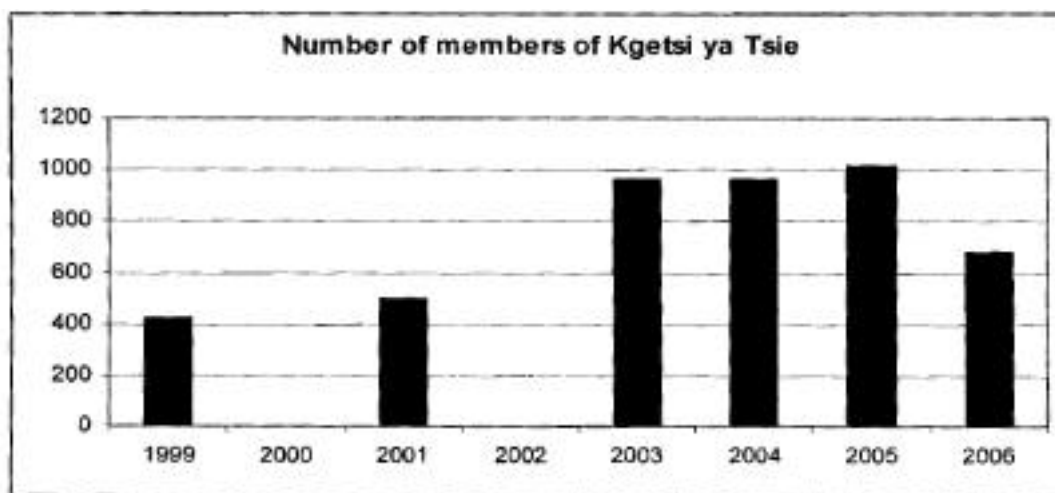
- Activities: suspension of micro lending and postponement of the introduction of new products (*morogo* and *mosata* atchar, and *mophane* canning); and
- Capacity: staff reductions, the late payment of wages and a decline in membership (Figure 4.1).

However, the majority of the members, Board and staff remain optimistic that the problems can be overcome, and feel that KyT will have a bright future afterwards. There seems to be a very strong sense of ownership of the organisation, which can be attributed to the detailed organisational set-up and institutional democracy and transparency.

The decline in donor revenues is shown in Figure 4.2. Own revenues increased significantly until 2004, but dipped in 2005 due to

1. Membership has declined from a peak of over one thousand due to the current problems of the Trust and the subsequent decline in benefits for members. Especially younger members have left KyT.





Note: no figures available for 2000 and 2002. Source: KyT records.

Figure 4.1. Trend in the number of members of Kgetsi ya Tsie since 1996.

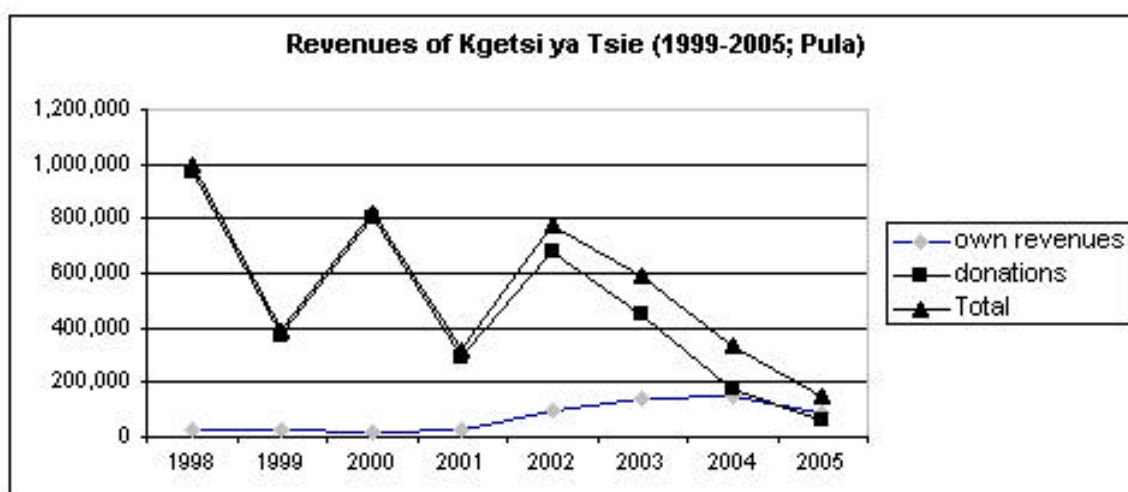
the financial problems. The major earners for KyT are *morula* oil and soap (around half of the revenues), followed by *gala la tswhe* and *morogo* (just over 9% each), pottery (almost 6%) and *monepenepe* (almost 4%). Figure 4.3 shows that KyT makes a loss, even in terms of own revenues and recurrent expenditures, and needs to be turned around in order to survive. KyT is not economically sustainable at present. It only covers part of its recurrent expenditures, and had to drastically cut wages and staff and other recurrent costs to survive. This has restricted its essential productive and marketing capabilities, which are needed to increase future (non-donor) revenues.

4.2. Benefits and Benefit Distribution

The Focus Group Discussion (FGD) showed widespread consensus about the benefits of

KyT to members. KyT has generated four types of material benefits for its members:

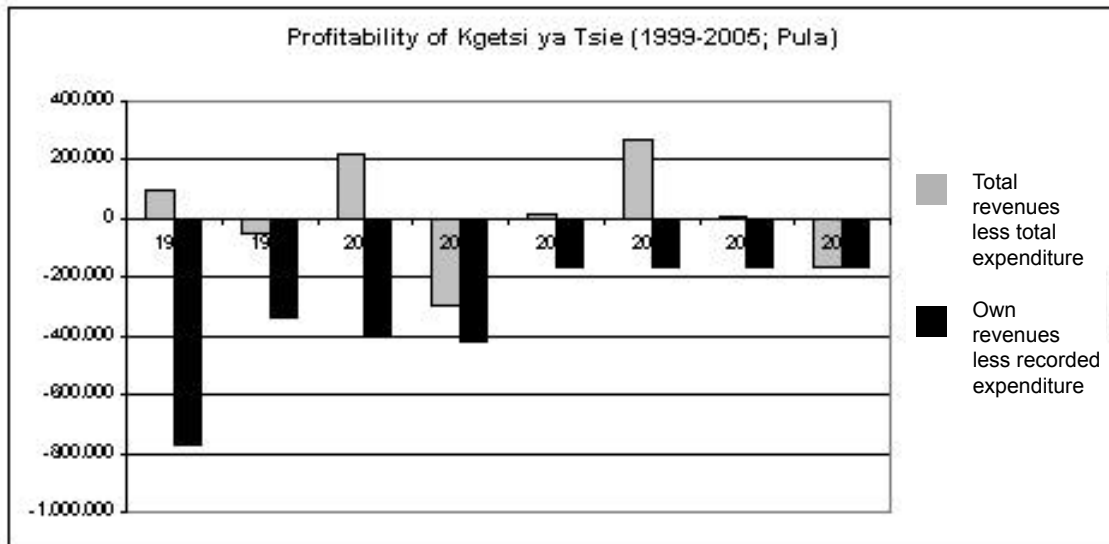
1. Income from the sales of veld products (some products are sold directly to the market for a better price while others are sold to KyT headquarters for processing or sale). This income is reportedly used for food, school fees, clothing, insurance and for savings and the construction of houses. The cash income is modest and below the amounts claimed by KyT, but valuable given the lack of cash income-earning opportunities and low income levels;
2. Income from the small businesses which have been started through micro lending;
3. Improved food security. Part of the cash income is used to purchase food. In



Source: KyT records.

Figure 4.2. Trend in revenues of of Kgetsi ya Tsie (1999-2005) in Pula.





Source: KyT records.

Figure 4.3. Financial performance in terms of revenues versus expenditure (1999-2005).

addition, members also collect veld food products for own consumption (e.g. jams) and have gained better knowledge as to how to utilise veld products for food production; and

- Some members have insurance cover through KyT. However some members have stopped their monthly contribution due to the financial problems of KyT.

There is widespread consensus that KyT has yielded vital non-material benefits, foremost among them being the empowerment of women. All stakeholders argue that women have become more independent and self-reliant, and that their position vis-à-vis men/husbands has strengthened. Membership of KyT is prestigious, and often leads to election into other positions such as positions on the Village Development Committees. Lastly, members mention the sharing of ideas and views as a major non-material benefit. Members have learnt about the use and value of new veld products, new production techniques (e.g. jam production) and have become more business-minded. This may generate significant benefits outside the KyT sphere.

The benefits are distributed according to the efforts put in by individual members. The more members sell to the Trust, the higher their benefits are. Competition among groups is encouraged by offering an annual premium of 5% of revenues to the best performing group. Individual members have the possibility to sell

directly to the market if they are unhappy about the prices offered by the Trust. The decline in donor support has forced the Trust to retain a higher portion of the benefits for the operations of the Trust, leading to complaints of low prices from some members.

Centres also embark on activities, which generate income for themselves such as catering services, the rental of houses, and cellphone and battery charging. Ideally, the income is saved at the post office. However, most centres leave the money with their treasurers. There have been no reports of misuse of funds, demonstrating the treasurers' commitment to their trust. Trust funds are used for different activities benefiting the members.

4.3. Natural Resource Management

KyT does not hold exclusive resource rights, and therefore may face competition from other possible resource collectors in the area. The general perception is that the harvested veld products are not scarce or in decline. Nonetheless, KyT has taken several steps to avoid resource degradation. Firstly, it issued 1,500 morula and monepene seedlings² among its members for planting in yards and fields. The reported survival rate is around 60%. Secondly, members are trained in sustainable harvesting techniques, such as digging up only a few roots and recovering the remaining roots afterwards to avoid damage to the trees. Finally, cases of unsustainable harvesting

² Donated by Palapye Forestry Department.



practices are reported to the Chief, who takes the required action. While KyT does not have a resource monitoring system in place, some monitoring is done through members when they collect veld products or are otherwise busy in rural areas. There is a need to develop a systematic monitoring system to alert the Trust and members when certain veld products are becoming scarce or when unsustainable harvesting practices occur.

KyT does not reinvest revenues in resource management. The tree seedlings were donated, and no other resource investments have been made to date. The Trust needs to designate a portion of its revenues for resource monitoring, management and development.

4.4. Determinants of Success

CBNRM for low value natural resources is often considered an arduous effort with uncertain results. The KyT experiences also show that in principle CBNRM can work for lower value natural resources subject to a number of factors that must favour success. In the case of KyT, the following key factors were raised during the FGD: members' dedication and commitment, training and education, external financial support, and the organisational structure.

KyT has a unique and elaborate organisational structure, which has ensured full member participation and could well be the reason for KyT's proven resilience. The structure of groups, centres, regions and Board with headquarters has ensured a good two-way flow of information, i.e. from the Board/headquarters down to members and from member groups up to regions and headquarters. Members feel that they really participate and "own" the organisation. Another advantage of the organisational structure is that small groups (five members) are effective and productive, and promote the Trust. Finally, the structure promotes cooperation and genuine teamwork, which are important components of success. Members feel they are fully represented up to the highest level of KyT and all have responsibilities. Each group and centre elects its own officers.

The organisational structure has probably enhanced the dedication and commitment of the members (apart from the fact that benefits are proportional to efforts), which was mentioned as another success factor. The fact that KyT has recently lost around thirty percent of its membership could be interpreted as a lack

of dedication, but one could also argue that the remaining 70% of members are the most committed and dedicated ones. If the latter interpretation is right, KyT would emerge stronger from its current problems.

Asked about the importance of external assistance, members, Board and staff alike single out external assistance as the most important success factor. In the past, KyT has received support from NRMP, the Women's Finance House, Skillshare, the US Embassy and the Government. This support provided technical assistance (e.g. NRMP and Skillshare), equipment, training, and the construction of offices and the factory as well as for purchases of equipment. The technical assistance and support for capital investments have been most important. Technical assistance has contributed to the development of the transparent and democratic organisational structure and for the development of the morula market niche. Most assets have been developed with external support.

KyT appears to adopt a market-oriented approach towards its operations. It moved from early dependency on *phane* to products that have better markets and fewer competitors, in particular morula oil and soap, and herbal remedies. Moreover, it promotes competition among groups by offering a financial incentive for the best performing group. Finally, it has adjusted its operations to lower revenues (but at high costs!). It is hoped that KyT can escape the current downward cycle of lower revenues and lower expenditures (especially on capital and Research and Development).

The current problems and perceived dependency on external support show that KyT has not yet reached the stage of sustainable operation after ten years since its conception. This has adversely affected the management of the Trust affairs (fewer employees), production capacity (despite substantial export orders to South Africa and the USA) and benefits to members (reduced purchasing capacity).

4.5. Successful Outcomes

The FGD showed clearly that CBNRM success is not merely measured in material terms. Success is measured as a mixture of both material and non-material benefits for households.

The components of material success include:



- Higher prices for veld products;
- A reduction in poverty, even though the cash income is modest (P200-300/member per annum);
- Employment creation. In 2003, KyT employed 14 staff members, yet this number has decreased to only three in 2006 (a full-time coordinator and night watchman, and a temporary staff member);
- Income and employment opportunities from veld products. Annual payments to members vary depending on the amount sold to the Trust. Payments more than doubled from P35,148 in 2001/02 to P84,935 in 2002/03, but dropped to P47,000 in 2003/04. Such payments benefit individual families and members;
- Income from small businesses. According to the CBNRM Review, small enterprises were mostly *semausas* and the selling of clothes, vegetables, cooked food, home-made floor polish, etc. In 2002/03, a total of P278,090 in new loans³ had been committed, and the average monthly member's income from micro-enterprise activities was P200/month⁴ (2002/03 annual report);
- Improved knowledge about the beneficial use of veld products; and
- Greater business orientation and improved knowledge about production technologies and processes.

The empowerment of women and prestige are the most important non-material results of KyT. The CBNRM Review found that non-material benefits accrue to households as well as to the region at large. According to the Review, when asked what would happen if KyT should stop operating, members in Chadibe simply responded that their 'hopes would be dashed'. They claimed that it would not make a big impact on their current livelihoods as their groups were only just starting (vol. 2).

Knowledge about the uses and values of natural resources has improved, leading to environmental and livelihood benefits.

Gaining business experience can also be viewed as an important outcome. The Board and staff have belatedly diagnosed what went wrong, and are now trying to remedy this with external assistance. For example, they acknowledge that the departure of the admini-

strator has weakened bookkeeping and administration, which are now hampering recovery. The positions of Community Development Officers (CDO) have been phased out, and their role has been taken over by KyT

members. Furthermore, there is a clearer idea regarding which type of external support is needed: funding, legal advice, financial management, organisational management, marketing and product development.

4.6. The Future

KyT's future is generally viewed with serious concern should additional external financial and technical assistance remain unavailable.⁵ However as pointed out above, members and staff are optimistic that KyT will pull through this difficult period and emerge stronger and wiser. KyT is worried that it cannot reliably supply good markets for morula oil and herbal remedies. According to the coordinator, orders in excess of one ton of morula oil exist, but they cannot be met at present. The risk exists that trusts from Swaziland and Zimbabwe will take over the export market previously served by KyT.

KyT is eager to expand its range of products with atchar and canned mopane worms.

While the KyT organisation has proven to be fairly resilient despite the problems, trust between the Board, the regions and members has eroded. There is a need to revive this trust as it is much needed and has been characteristic for KyT operations.

The FGD generates two main messages for other CBOs. Firstly, make sure that information within the Trust flows freely and that communication is two-way and completely open. Secondly, the commitment and dedication of members is essential for success. Without committed and dedicated members, projects are not owned by the communities or members and are less likely to succeed or survive in hard times.

The Trust plans to embark on other social responsibilities such as the fight against HIV/AIDS. So far it has done nothing in this regard. Individual members have played a role in the fight against HIV/AIDS, and support

3. Repayment remains a problem, with 12.9% of loans either in arrears or default totalling P123,631 (annual report 2002/03).

4. This figure applies to one month only (October). It is important that net income figures are collected on a regular basis to validate the KyT impacts.

5. Non-members believe that KyT has actually collapsed.



poor and vulnerable groups in their individual capacities or through other committees like Health, VDC, etc.

KyT also plans to improve its marketing strategy in the local market. The Trust used to carry out direct marketing of their products,

but that has not been done lately due to financial problems. There was a general consensus that most of its products are not well known locally, making it difficult to tap into the local market (e.g. KyT jam for junior secondary schools).

4.7. SWOT Analysis

STRENGTHS	WEAKNESSES
Organisational structure allows for a high degree of representation and accountability in decision-making; good flow of information and communication.	Loss of staff and experience (e.g. coordinator is trained as production manager). Only one professional staff member is left and it is obviously impossible to maintain previous production levels and member benefits.
Adaptability and creativity led to positive changes in the governing and representative structures.	Cash flow problems and lack of operational funds.
Hardworking, dedicated staff and members.	Repayment of micro loans is poor.
Range of products, including valuable morula oil and soap and herbal remedies, with good markets.	Limited monitoring and management of other natural resources may threaten sustainability, especially the one root-based herbal remedy, <i>monepenepe</i> .
Micro lending to promote members' businesses ventures.	
Unique system of using sales agents within large organisations, several of whom take no commission on their sales.	
Solid assets funded mainly through donors: office and factory building; one staff house; cold oil press machine; scanning; printing and lamination equipment; vehicles and trailers.	Remain largely dependent on donors for capital support and core funding.
OPPORTUNITIES	THREATS
The production and marketing processes allow for flexibility and assure that members get the best possible price for their products.	Market saturation (nationally) and growing international competition.
A new CBO could create extra market opportunities.	The registration of a new CBO in the Tswapong area with several duplicate objectives may create competition for the same natural resources and lead to tensions within the Tswapong communities.
Further product development: mophane canning and atchar production.	Reduction in external assistance (both technical assistance and finances).
Have created links with people willing to volunteer their time to support the project (e.g. development of website, analysis of micro-lending programme, technical business support and training).	

Sources: fieldwork and CBNRM Review.



4.8. Lessons from KyT

All CBOs should ultimately become economically, environmentally and socially sustainable. KyT has made significant progress in all three respects, but is now in danger of regression with respect to economic sustainability (making losses and losing capacity). The first step towards economic sustainability is to cover recurrent expenditures from own revenues (KyT currently covers just over 60% of its recurrent expenditures). The second step would be to pay for capital/investment costs. KyT has basically suspended all capital expenditure out of financial necessity. During the interim, capital assets need to be developed and the organisation's capacity needs to be expanded to sustain development and facilitate future growth.

KyT has retrenched heavily to the extent that its productive capacity and capacity to purchase from members have been eroded. Retrenching has been done to make ends meet, but it would have probably been better to maintain essential productive staff and purchases from members in order to serve the markets for *morula* and herbal products. It might have been better to apply for a bridging loan to allow restructuring while retaining production and income generating potential.

KyT could become a model for the veld product activities of other Trusts. Wildlife-based CBOs could form internal groups that specialise in veld products (or tourism activities) and reap the benefits themselves (paying a service fee to the CBO trust). Revenues from wildlife resources could be used to invest in processing and marketing facilities for veld products, etc.

CBNRM can work for relatively low value natural resources such as veld products. CBNRM can also work without exclusive user rights, but there are extra uncertainties and risks involved in such cases.

CBNRM projects can successfully engage in resource processing activities. However, KyT is currently the only CBO in Botswana to do so. There is a need to expand CBO resource processing activities to increase the benefits.

KyT still requires external financial and technical support after ten years of operation. Clearly, government, NGOs and the private sector need to offer long-term programmatic support instead of project-based support. Key support areas are marketing, financial and organisational management, legal advice, and research and development.

Members join in order to receive the individual benefits, which are measured in cash income as well as acquired skills (e.g. business acumen, production technology). The micro credit scheme has proven to be important, but it requires good management to ensure repayment. The current repayment arrears are over P100,000, and repayment is critical to KyT.

The organisational structure is elaborate but has become the backbone of KyT. It gives ownership to the members, and ensures a free flow of information and communication.

Members have a choice of selling through the Trust or directly to the market. This keeps the Trust on its competitive toes, and may increase the appreciation of members for the work of the Trust (as they can experience the difficulties of directly accessing the market).

KyT could benefit from the National Environmental Fund, but also requires technical assistance. CBOs should develop skills or be assisted to access financial support schemes such as CEDA.

The empowerment of women has offered an extra incentive for KyT, and this incentive could be introduced into other CBOs as well.

Wildlife-based CBOs mostly reap collective revenues and incomes. There is need to consider combining these with individual or group-based natural resource activities and micro lending schemes.

Micro lending schemes based on revolving funds are much appreciated by members and should be considered by most CBOs. Micro lending schemes require regulation and close monitoring, especially for repayments.

CBOs should consider collective marketing efforts to minimise costs and maximise revenues.





Chapter Five - Hunting and Tourism: The Case of Sankuyo Tshwaragano Management Trust

5.1. Introduction

The CBNRM project in Sankuyo village is considered to be one of the best performing CBNRM projects in Botswana. The Sankuyo Tshwaragano Management Trust (STMT) was formed in 1995 and is the second eldest CBO in Botswana. The first tender for hunting and photographic safaris was awarded in 1996.

Prior to 1995, the predominantly Bayei people of Sankuyo (372 inhabitants in 2001; CSO, 2002) lived in poverty and depended mostly on agriculture. Villagers eked out a living for themselves through herding cattle, farming and fishing.

Sankuyo is located in the Controlled Hunting Area (CHA) Ngamiland Area 34 (or NG 34) in the Kwando/Okavango Wildlife Management Area (WMA) - an area that abuts Moremi Game Reserve and is rich in wildlife and forest resources. When the area became part of a wildlife management area, and the veterinary fence was constructed to limit the spread of foot and mouth disease from wildlife to cattle, the village became a stock-free zone forcing residents to stop raising cattle. As a result, villagers could only grow crops. However, planting crops in a semi-arid, sandy and wildlife-infested area is a very risky and hazardous activity.

Relief came when government zoned some CHAs for community management, allowing communities living within WMAs to apply for leasehold over these areas, and to acquire from the Department of Wildlife and National Parks (DWNP) the right to use and manage a quota of wild animals. A combination of these new policies and the collaboration of people enabled the Sankuyo community to become involved in managing and benefiting from their own natural resources. The Natural Resources Management Project (NRMP), a regional conservation and rural development project funded by the United States Agency for International Development (USAID), also helped to advise the community and to facilitate the processes for involving them in the sustainable use of their natural resources. Other key players like the DWNP, NGO's such as the People and Nature Trust, and other CBNRM practitioners also assisted to advise and

facilitate the efforts of the Sankuyo community. People and Nature Trust assisted the STMT with the design and development of Kaziikini campsite and Shandereka Cultural Village. The design of the campsite has been very successful. The cultural village was also well designed but has since collapsed (see later).

After considerable mobilisation of the community and consultation, the Sankuyo community drafted a constitution and was registered as a legal entity, i.e. Sankuyo Tshwaragano Management Trust. The Trust's main objectives as outlined in the Deed of Trust are as follows:

- Realising economic benefits to increase household wealth and reduce poverty. This can be achieved through the consumptive (hunting safari) and non-consumptive (photographic safari) use of the area's natural resources; and
- Undertaking conservation and management of the area's natural resources.

Villagers and key stakeholders then sketched out a strategic plan for NG34 that described ways in which to govern the Trust, develop the area, develop its CBNRM enterprises and conserve its natural resources. By the end of 1995 STMT had obtained a lease from the Tawana Land Board and was then allocated CHAs NG33 (photo safari) and NG34 (hunting). A community wildlife quota was issued to STMT by DWNP, enabling the community to use wildlife for consumptive purposes and permitting sub-leases.

Hunting rights have been sub-leased to four joint venture partners since 1996: Game Safaris (1996), Crocodile Camp (1997-1999), HCH (2000-2003/4) and Johan Calitz Hunting Safaris (2004 until 2011; Table 5.1).

Tourism rights have been part of the sub-lease for hunting, but STMT has become more directly involved in tourism since it acquired Santawani Lodge in 2001 and decided to operate it through STMT. In the past, hunting companies tended to under-utilise the tourism potential, as they lacked the expertise to develop it themselves (and possibly because of



Table 5.1. The STMT's joint venture agreements.

Starting date	Partner	Length of sub-lease	Benefits (land and wildlife quota)	JVP employment
1996	Game Safari (hunting)	1 year	P285,000	30 through the year
1997	Crocodile Camp (hunting and ecotourism)	3 years	P385,000 climbing to P595,000 in year 3	50 jobs
2000	HCH (mostly hunting)	5 years	P1.3 million	56 jobs
2006	Johan Calitz	5 years	Around P1.5 million	56 jobs

Note: only major material cash benefits listed.

Sources: Arntzen *et al*, 2003, vol. 2; fieldwork for this study.

the short duration of the leases). The STMT maintains an agreement in which one photographic lodge is managed by the JVP. The JVP, however, does not have the required photographic safari operational experience and sub-leases this to another private company, i.e. Squacco Heron (Pty Ltd.).

The idea of the community was to get the JVP to run both the hunting and photographic operations initially, and in the process to transfer the necessary knowledge and practical skills to community members so that they in turn would be able to manage this type of business themselves in the foreseeable future.

The tendering process has had its problems for the STMT. In 1997, STMT preferred to continue with Game Safaris but the company was not short-listed in the tendering process. In 2000, the community preferred another company over HCH, but was overruled by the Technical Advisory Committee. Since 2002, the relationship with HCH has been seriously strained, and according to the STMT, HCH still owes them a considerable amount of money.

STMT itself manages two of its own ecotourism enterprises, i.e. Santawani Lodge and Kaziikini Campsite. Planned new activities include the

extension and renovation of Santawani Lodge through a Phase II development programme with donor support from the African Development Fund (ADF), which is to be completed by 2008⁶. A market research study, 5-year business plan and project design consultancy for Santawani Lodge has already been commissioned through ADF and will be completed by December 2006.

5.2. Activities and Best Practices

STMT has a ten-member Board of Trustees that is elected for two years at a time. The present Board was elected in August 2005 and meets up to four times a month, with a General Meeting held once a month and an Annual General Meeting once a year. Wages and sitting allowances are the major cost components of the running costs of the Trusts⁷. Four very important guiding documents for STMT include the Deed of Trust and the recently completed Policies and Procedures for Trust Activities, Policies and Procedures for Enterprises, and Santawani Lodge Operations Manual.

The main activities of STMT and the JVP are listed below:

6. AWF supported the first phase of the renovation of Santawani Lodge. ADF supports the development of various management plans and the second phase of the renovations of the Lodge.

7. Annual Trust expenditures were an average of almost P 90,000 in the period 1999-2005. The average annual wage bill was more than double that (almost P 190,000). Trust expenditures and wages have increased significantly during the period 1999-2005.



Table 5.2: Main activities of STMT and the joint venture partner.

Hunting	Photo safaris
<p>JVP Joint venture partnership with Johan Calitz Hunting Safaris for NG34. This is an arrangement in which the private company sub-leases the hunting area from the Trust and pays them quota fees for the game animals they hunt, and provides contributions to the community development fund.</p> <p>Two hunting safari camps are owned and operated by the JVP and staffed with 30 community members, 15 at each camp.</p>	<p>Moremi Tented Camp (MTC), operated with a sub-lease held by Squacco Heron (Pty) Ltd. MTC is a 16-bed upmarket tented camp that is marketed and managed by Okavango Wilderness Safaris through a contractual arrangement with Squacco Heron. MTC employs 18 community members.</p>
<p>STMT</p>	<p>Santawani Lodge in NG 33 is a community enterprise (owned, operated and completely staffed by 17 STMT community members). Facilities include six newly completed brick and thatch chalets. Other facilities are a bar and restaurant with an outside fireplace and social area office, storerooms, kitchen, laundry facility and staff village.</p> <p>Activities include game drives and night drives conducted by a licensed professional guide from the community. A small artificial waterhole in front of the lodge offers sedentary game viewing and bird watching opportunities. Optional full-day <i>mokoro</i> and powerboat excursions into the Delta can be arranged from Santawani Lodge.</p> <p>Kaziikini Campsite is a community enterprise (owned, operated and completely staffed by 9 STMT community members). It has attractive, serviced campsites with water standpipes, braai stands and dustbins, and shared ablution facilities (hot and cold running water, flush toilets, laundry basins and clothes lines). Rustic traditional hut chalets with bedding/linen are also available, as is a well-stocked bar and restaurant (destroyed by an accidental fire), a reception office and staff village.</p>

The STMT ran a cultural village (Shandareka) next to Kaziikini campsite, but this was closed in 2004, and most of its structures have now collapsed.

Since 1995, the STMT has accumulated considerable assets and savings. Apart from Santawani Lodge and Kaziikini campsite, the STMT has a modern and well equipped sales and reservations office near Maun airport; a Trust Community Hall with TV and decoder for community entertainment; a Trust administration office block at Sankuyo village; and has two well-maintained Land Cruisers. The STMT puts annual surpluses in a savings account, that draws interest.

Interestingly, a research camp has been established in NG 34 (Dibatana Research

Monitoring Camp) as part of the joint venture agreement with Johan Calitz Hunting Safaris. This is currently developing into a major research facility, wholly funded and supported by the owner of Squacco Heron (Pty) Ltd., who also has some accommodation in the camp. Research includes predator research studies, and wild dog, lion and herbivore research studies. Community members will benefit through training and development. STMT may also benefit through improved monitoring of wildlife and other natural resources in NG 33 and 34. While the community permitted the establishment of the research camp under the JVA, it is not really involved and views the activities with some suspicion. They have not yet seen benefits from the research activities.

There has been an increase in activities since



the Trust began operating in 1996, notably through Santawani Lodge (2002) and the research station (2005). However, the cultural village was closed and has never re-opened. According to the Operations Manager of STMT, Shandareka Cultural Village closed for three reasons:

1. Lack of proper management structures. At the time, it operated on a “hand to mouth” basis without working capital to run the business properly; and revenues were spent on an ad-hoc basis;
2. Community in-fighting and jealousy emerged over this project as only a few individuals from one family were benefiting; and
3. A lack of marketing of the village.

STMT and Santawani Lodge
(www.santawani.com)

STMT took over and began running Santawani in 2002 after the lease for the Lodge held by Game Trackers (Pty) Ltd. expired and the Land Board donated the Lodge to STMT. The Lodge is built as a permanent facility. Some of the existing structures are in a state of disrepair. This is because of a lack of maintenance over an extended period of time after Game Trackers vacated the Lodge and when their lease on CHA NG 33 expired. When the Lodge was handed over to STMT they entered into a partnership with the African Wildlife Foundation (AWF) to rehabilitate it. Renovation includes a swimming pool and rehabilitation of the air strip. This was a 50/50 arrangement where each party contributed P250,000.

Presently only the six new chalets are being used to accommodate guests, but the carrying capacity of the Lodge (a maximum of 24 beds and 3 game viewing vehicles) will be maintained as per stipulations made in the Photographic Areas Management Plan for CHAs (EcoSurv, 1996).

5.3. Benefits and Benefit Distribution

The STMT generated significant material and non-material benefits for both the community and individual households. Furthermore, vulnerable groups in the village and elsewhere were supported.

Most revenues are earned by the STMT itself, and donations are small and rare (except for the AWF involvement in Santawani Lodge). Revenues and recurrent expenditure (including community contributions etc.) are summarised in Figure 5.1. The figures demonstrate that STMT is currently financially sustainable, as its revenues are much higher than recurrent expenditures, leaving surpluses for savings and investments such as in Santawani Lodge.

The STMT has experienced a dramatic increase in revenues since 1998 to over Pula 2 million per annum. It is difficult to separate hunting and photo safari income as some photo safari rights are sub-sub-leased under the hunting JVP. Comparing the revenues from STMT tourism (Table 5.3) and hunting income (Table 5.4) shows that tourism has generated 15% of the STMT income in the period 2002-2005. Perhaps more importantly, the figures show that the income from hunting is much more stable than that of tourism. The regional literature also shows that the market for trophy hunting is more stable than the ecotourism market. While the annual income of tourism ranges in the period 20002-2005 from P58,000 to almost P600,000, hunting revenues ranged from P1.3 to P1.6 million.

Both Kaziikini and Santawani Lodge are currently financially supported by hunting revenues and donor contributions (AWF). The net revenues (revenues minus recurrent expenditure) for Kaziikini campsite and Santawani Lodge for the period 2002-2005 were P437,643 and P319,460 respectively. While STMT as a whole is currently financially sustainable, both tourism operations are not yet self-sustaining.

Table 5.3. Revenue generated from STMT tourism activities (2002-2005).

Year	Santawani	Kaziikini	Total
2002	26,623	59,897	86,520
2003	188,536	159,746	348,282
2004	-8,333	66,671	58,338
2005	530,731	62,478	593,209
Total	737,557	348,192	1,086,349



Table 5.4. Revenue generated from hunting sub-lease 2002-2006.

Year	Rental	Quota fee	Meat Sales	Total
2002	492,000	872,550	5,929	1,370,479
2003	466,509	965,770	4,473	1,436,752
2004	549,545	1,096,377	4,641	1,650,563
2005	455,000	1,035,400	2,936	1,493,336
2006	477,750	1,045,400	*	1,523,150
Total	2,440,804	5,015,497	17,979	7,474,280

* Not available.

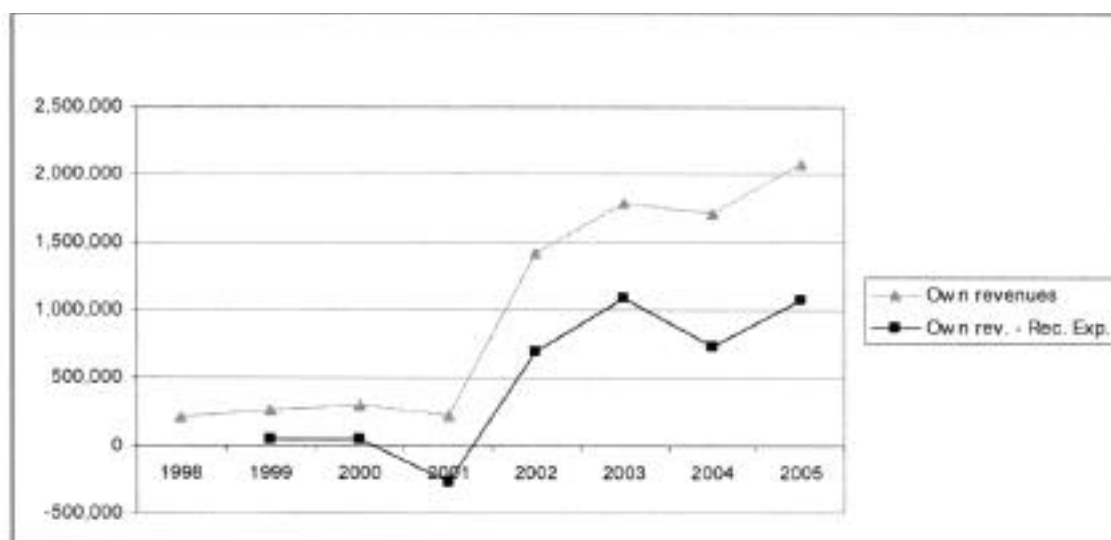


Figure 5.1. Trend in STMT revenues and recurrent expenditures.

5.3.1. Material Benefits

The material benefits that villagers receive are derived from employment, household dividends and game meat.

Employment creation is the major benefit for households. A total of 105 jobs have been created. STMT employs 49 staff members (45 from Sankuyo) and the JVP is committed to providing 56 jobs for Sankuyo community members. If employment is evenly distributed among the households, this means that

households have on average 1.5 jobs from the CBNRM project. While hunting brings in most revenues, tourism activities create more than half of the employment opportunities.

In addition to the formal employment outlined above, the Trust and JVP sometimes hire casual employees for various projects in the area.

Cash dividends to households have significantly increased in size and amount to P25,000 in

Table 5.5. Employment generated through JVP.

Activity	No of employees	Details
Hunting activities JVP		
Sankuyo Hunting Camp	15	Seasonal employment
"New" Camp	15	Seasonal employment
Photo safaris		
Moremi Tented Camp	18	1 trainee manager undergoing training
Dibatana Monitoring Camp	8	4 members presently undergoing training
Total	56	30 hunting related; 26 photosafari



Table 5.6. Number of people employed by STMT in 2006.

Activity	No of employees	Details/comments
Reservations & Booking Office	7	3 employees are non-community members
STMT office	16	Including 9 CES
Santawani Lodge	16	1 employee is a non-community member
Kaziikini Campsite	10	
Total	49	26 in tourism; 10 directly related to hunting but also involved in tourism (CEG)

2005 (or P500/household), but they remain modest given the STMT revenues. Other major material benefits that the Sankuyo people receive are in the form of community development, which appears to have increased quite significantly over the years. Table 5.7 shows the various community development activities and expenditures from 1997 to 2006.⁸

STMT does not have a formal benefit distribution policy, although it is stated in the constitution that people should get equal benefits each year. Benefit disbursements for the year are discussed and decided at kgotla meetings, and consider the income available and the needs of the community at the time.

Some of the budgeted community development activities for 2006 are: an old age pension fund (P75,000), football team sponsorship (P50,000), Sankuyo Primary School (P15,000), standpipes for each household (P49,000; P37,000 paid to date), and scholarship fund (undisclosed amount).

The other significant benefit worth mentioning is the community loan scheme, through which the Trust loaned P400,000 to members in 2005. This loan scheme allows members to borrow up to P20,000 at a time for personal use. A form has to be completed - stating the reasons for wanting to borrow the money - and submitted to a special committee comprising TAC members, Village Headman and the Head Teacher of Sankuyo Primary School, for approval. The loan must be paid within a year. Monthly salary deductions are made from employees, and unemployed individuals have to prove beyond doubt that they have the means to repay the loan. The maximum amount (P20,000) appears quite high, and it is vital that clear procedures are established for award, repayment terms and compliance monitoring. Otherwise the loan scheme can easily degenerate into a soft loan system with large arrears. Moreover, it could be more beneficial in the long term to emphasise a micro-credit scheme for productive activities rather than personal loans.

8. There may be some degree of inaccuracy, as in some cases expenditures appear to be lumped together and internal STMT records differ. For example, the JVP in accordance with their terms of agreement gives STMT P110,000 for community development every year. From the STMT figures shown in Table 5, it is not clear whether this amount is reflected in the expenditure or is lumped together with funds used from the Trust account.



Table 5.7. Community development activities and expenditure from 1997-2006.

Year	Activity	Expenditure	Details/comments
1997	Household dividends	6,600	Disbursed to ea. household – social upliftment
1997	Built community tuck shop	13,429	Community amenity (collapsed in 1999!)
1998	Built community hall & Trust offices	30,000	Community development
1998	Purchased TV, solar panels & batteries	3,500	Community entertainment
1998	Purchased 4.2l Land Cruiser	124,295	Trust business & operations
1999	Grant to football team	14,700	Sports upliftment
1999	Household dividends	9,250	Disbursed to ea. household
1999	Built 41 Enviro Loo toilets	260,000	Community development (toilets never, ever worked!)
2000	Football team sponsorship	23,000	Sports upliftment
2000	Built Shandareka Cultural Village & Kaziikini Campsite	193,791	Community development
2001	Football team sponsorship	56,740	Sports upliftment
2001	Funeral assistance	11,000	P3,000 given (to family of deceased) for adults >16yrs. P1000 for child <16yrs
2002	Funeral assistance	14,000	As above
2002	Household dividends	12,600	Social upliftment
2002	TV subscription & DSTV installation	3,483	Community entertainment
2002	Football team sponsorship	61,965	Continued support - team now in 2nd Division
2002	Destitutes allowances	1,960	Monthly allowances for destitute community members
2003	DSTV subs	2,695	Community entertainment
2003	Granted scholarships	56,461	Community education upliftment
2003	Santawani Lodge renovations	354,060	Re-investment into enterprise development
2003	Kaziikini Campsite renovations	320,691	Re-investment into enterprise development
2004	Santawani Lodge	145,316	Staff capacity building & training
2004	Kaziikini campsite renovations	300,074	Upgrade facilities
2004	Masiela Trust Fund & HIV/AIDS donation	50,000	National disaster fund donation
2005	Football team sponsorship	39,246	Sports
2005	Sankuyo Primary School	6,712	Sports & traditional attire
2005	Funeral assistance	9,000	Social support
2005	Old age pension fund	105,000	36 old age (over 60yrs) & disabled people given P300 monthly
2005	Destitute housing	70,000	7 x 1-roomed houses built for destitute people
2005	Community micro-credit scheme	400,000	Loaned to community members for various reasons
2005	Household dividends	25,000	Disbursed P500 to ea. household
2006	Community development fund	650,000	Budgeted for 2006 development activities
	Total expenditure	3,374,568	

Sources: adapted from STMT internal memo (June, 2006) and Trust records.



Other material benefits, as articulated in the JVP agreement, include:

- Visit to Sankuyo village and to the different camps by a medical doctor three or four times a year;
- Provision of game meat to STMT, which sells some of the meat and distributes meat among vulnerable groups;
- Ploughing of all fields in Sankuyo in preparation for the planting season;
- Transport as and when the need arises and when there is a vehicle available;
- At the beginning of 2005, the airstrip at Santawani was handed over to the JVP for repairs and registering. The JVP apparently spent P200,000 on this project; and
- Purchase by Trust of handicrafts such as baskets, etc. manufactured by individuals.

5.3.2. Non-material Benefits

Villagers, from the leadership right through to the ordinary resident, displayed a general sense of pride of ownership of their two community-managed business enterprises. Santawani Lodge is the flagship of the two enterprises and villagers would be reluctant to relinquish full control of this business to another party, or even to close it down if it became a permanent liability. People also feel empowered by having some degree of control of their own area and full control of their own enterprises.

It is clear that CBNRM has improved people's lives in Sankuyo and poverty has been reduced, largely due to the positive impacts of the CBNRM programme. People without the means to support themselves, like orphans and destitutes, have been aided through revenues earned from wildlife; and in spite of some of the shortcomings and tribulations in CBNRM implementation, some "real" social benefits are being realised in Sankuyo.

5.4. Natural Resource Management

STMT is involved in the following environmental management practices:

- One of the nine Community Escort Guides (CEGs) accompany both hunting and photographic safaris;
- Monitor and conserve the natural resources of CHAs NG 33 and NG 34;
- Environmental research through the JVP; and
- Monitor resources in NG 33 and 34, and STMT activities.

The CEGs are required by law to accompany all hunting safaris to ensure that rules and regulations are followed, that the right animals on quota (with the valid/appropriate licenses) are hunted, and that the animals are shot in the correct land-use zones. Additionally, it is their job to monitor natural resources in the area while accompanying hunters.

The JVP has initiated a small monitoring component and have started gathering data this year for the first time on wildlife sightings, mortalities, etc. The data will be submitted for inclusion in a locally managed GIS system, although the effort appears unsystematic and uncoordinated at present.

CEGs also accompany all photographic safaris to ensure that rules and regulations are not breached, and that professional guides operate in their respective zones, stay on the designated game viewing tracks, etc.

The community is not directly involved in environmental research and view the research station's development with suspicion, especially since its entire funding comes from a philanthropic source and unknown entity. The spin-offs for the community from this facility could be significant (e.g. training in all spheres of resource monitoring and management, general maintenance/mechanics instruction, first aid courses, etc). as well as a source for "real-time" data on predators, herbivores and other wildlife populations and movements.

In addition to accompanying both hunting and photographic safaris, CEGs are required to conduct routine patrols, anti-poaching patrols and general wildlife/resource - monitoring patrols. CEGs have been taught to use the MOMS (Management Oriented Monitoring System) and this has been in practice since last year. Wildlife sightings have been recorded and summarised on pre-designed charts and the information submitted to DWNP. There is insufficient data collected to forecast wildlife population trends or make valid scientific inferences, most importantly to manage the resource from an informed point of view. Considering that STMT has been in existence for over ten years and has had substantial natural resource monitoring training from the days of NRMP, their efforts are poor in this regard.

When interviewed the Chief CEG, Trust members and Headman mentioned that they do litter-picking patrols, anti-poaching patrols



(“sometimes twice a month”) and general vehicle patrols (“whenever there is transport available”) to remove trees pushed over by elephants along the roads. Many of these activities appear to be irregular, unsystematic, uncoordinated and incidental.

The consensus view of Sankuyo residents is that environmental management has strengthened considerably. Extension workers and professional scientists interviewed contest this and argue that resource monitoring and actual conservation management appear to be weak and haphazard. This was also found during the 2003 CBNRM review, which concluded that STMT did not practise comprehensive and integrated resource management. Furthermore, STMT does not invest in resource management other than in the required CEGs. One of the past JVP had approached the Trust to jointly drill some boreholes to retain more wildlife in the area. There is, however, general agreement that poaching has gone down (last internal case reported in 1999) and that people’s attitude towards wildlife is now more positive, as they (especially the younger members of the community) see the benefits of wildlife utilisation and conservation.

The community wildlife quotas have increased slightly in numbers, but the total value has decreased by some P 200,000 (Thakadu,

2006). The value of the quotas is largely determined by buffalo and elephant, whose quotas have remained constant since 2001. The area has lost one lion hunt since 2001.

5.5. Determinants of Success

The following key conditions for success emerged from this brief case study. Note that conditions apply to both the hunting and ecotourism sectors and are not easily separated.

The STMT areas (NG 33 and 34) are strategically located between Maun and the Moremi Game Reserve, and they are scenic and rich in wildlife resources. The area can be considered as a high potential zone for tourism and hunting. The resource endowments have made it easy to find (and change) JVPs and to earn significant revenues from hunting and to a lesser extent tourism.

The STMT has operated since 1995, and is relatively well managed. The current preparation of various management manuals and plans shows that the STMT recognises the importance of good and professional management and operations.

The STMT provides direct benefits to the community through household dividends, support for orphans and the soccer team, and

Table 5.8. Community hunting quotas for NG 34.

NG34	2001	2002	2003	2004
Baboon	10	10	10	10
Buffalo	7	7	7	7
Elephant	12	12	12	12
Spotted hyena	10	3	2	1
Impala	20	40	78	74
Kudu	15	10	9	9
Lechwe	40	40	23	23
Lion	1	0	0	0
Leopard	3	2	1	
Ostrich	5	5	5	5
Steenbok	5	5	14	14
Tsessebe	20	18	36	34
Warthog	15	10	7	10
Zebra	2	2	2	2
Sable	1	0	0	0
Wildebeest	9	9	7	7
Total number	175	173	213	208

Source: DWNP data.



scholarships. Although the amounts are relatively small, these community and household contributions aid the sense of community ownership. In addition, virtually all households benefit from employment through the STMT and/or JVP.

The STMT seems to adopt a more business-oriented approach (even though the tourism activities do not yet yield net returns). Separate financial records are kept for the Kaziikine campsite and Santawani Lodge.

Marketing is critical for success. The marketing of hunting is taken care of through the JVP, while the STMT does the marketing for Santawani Lodge itself through its Maun office (with partial success). It has positioned itself on the low- and middle-cost tourism market (cf. high cost for the JVP), but prices for Santawani are considered too high (between Pula 450 to 1200/person/night depending on the arrangement).

STMT has practised adaptive management as shown by the closure of Shandareka Cultural Village and the decision to manage Santawani Lodge itself. Conflict resolution must take place immediately whenever there are issues needing to be discussed and resolved. STMT has had the courage to invest hunting revenues in community-managed tourism activities. This form of cross-subsidisation is wise provided that the tourism activities will generate their own income in the near future.

The STMT and villagers seem to have a sense of ownership and pride that is visible in the choices they make regarding the distribution of revenues and investments. The Trust has supported social programmes even outside the village, and STMT decided to run Santawani itself even though higher economic returns could probably have been reaped through a JVP partner. In a way, this can be viewed as an investment in community skills as compared to financial gains.

Why did STMT decide to operate Santawani Lodge itself?

The following is an excerpt from a brief survey on Santawani Lodge in the recently completed Organisation and Management Analysis; "In response to the question about why the community took over the running of Santawani Camp, most people understood that it was given to them by the Government. One older lady said that it was found deserted so the community just took it" (Sainsbury, 2006).

The general response received from the formal and informal interviews conducted during this study revealed that STMT decided to run Santawani Lodge itself simply to gain industry experience.

Previously, camping for small or large groups using the grounds, dilapidated old chalets and communal ablution facilities at Santawani generated insignificant amounts of revenue. The six new chalets were commissioned and Santawani Lodge began operating properly in mid-2003. The lodge has been in a negative profit situation since then and has had to be subsidized from the general STMT account. The last quarter of 2005 saw the Lodge enter into a profit-making scenario. This was largely due to large groups of Overseas Adventure Travellers (OATs) supplied to the Lodge through Okavango Wilderness Safaris while Moremi Tented Camp was being constructed.

The above calls into question STMT's marketing and promotion strategy. Why were they not able to market the Lodge satisfactorily before this event? The answer is simple according to other tour operators/lodges that earlier approached the STMT to do business with them. The rates are too high for the quality of the product they offer.

The CBNRM programme is not only about the money derived from the sale of wild animals or lease rentals paid by JVPs, or about social upliftment and community development; there has to be responsible management of the natural resources for any CBO engaged in CBNRM to be deemed successful. Success is possible if very specific and real changes are made to improve the current natural resources management status quo.

High standards of management and service have to be maintained in order to be compe-



titive in the tourism industry. Community tourism enterprises or ventures must be managed and operated as competitive businesses in order to succeed in the “real world”. Strong business ethics need to be inculcated in community members in order for them to meaningfully and profitably participate in the tourism industry.

STMT has successfully dealt with and changed JVPs. STMT kept the JVP to their proposal and terminated the agreement when the agreed deliveries were not fully made. STMT was in a strong position given the high potential of its area. STMT has had three JVPs and serious conflicts in a period of ten years. In the early days when CBNRM was being established leases were theoretically for fifteen years, but were broken down into short contracts of one, one, three, five, and five years (with probatory reviews between these discrete periods). This was done to protect inexperienced communities from a long-term relationship with an unsuitable operator, or to provide an opportunity for change pending unforeseen conflicts (Boggs, 2004). Fundamentally, this scenario enabled STMT to terminate contracts with JVPs they viewed as unsuitable. Asked why STMT had changed JVPs so often, the community had a simple answer: the people of Sankuyo adhere to agreements and expect JVPs to do likewise. If they do not honour the terms of their agreements they will be taken to task or their agreements terminated. The 2003 CBRM Review pointed out that there is a considerable degree of mistrust between CBOs and JVPs, including in NG 33 and 34. Such mistrust limits the potential benefits of joint venture agreements and adversely affects communities, companies and the country at large.

5.6. Perceived Successes in Hunting and Ecotourism

The following views emerged from interviews and discussions about what the perceived successes of the CBNRM project are. Hunting is perceived as successful, because:

- Elephants being hunted in the vicinity of the village are disturbed, thereby causing the accidental but important benefit of reduced crop damage for farmers;
- Hunting supplies meat to the community;
- It represents a huge income source for very little effort on the part of the community; and
- It provides employment and training opportunities.

Ecotourism is perceived to be successful because:

- Santawani Lodge and Kaziikini Campsite are wholly owned and managed by STMT as fully operational community businesses;
- It is an all-year round activity and employs staff on a permanent basis;
- It provides human resource development and training opportunities; and
- It has the potential for growth and diversification.

5.7. SWOT Analysis

Another Enterprise undertook the Organisational and Management Analysis (O&MA) of STMT and Santawani Lodge for the African Development Foundation (ADF). STMT was granted a P533,000 capacity-building grant by the ADF in September 2005, which ends in March 2007. This is intended to achieve the following objectives:

- Thorough market analysis and strategy development;
- Extensive management and organisational analysis and restructuring;
- Installation of proper accounting system, financial and operations procedures;
- Compilation of a comprehensive Business Plan; and
- Identification of appropriate technical assistance consistent with the nature and level of the Project Design.

The O&MA study was conducted between March and June 2006, and outputs of the consultancy included:

- Report on the operations of the Maun office, Board of Trustees, Santawani Lodge; and Kaziikini Campsite;
- Human Resources Plan, including a Training Plan;
- Policy and Procedures for Trust Activities;
- Policy and Procedures for Enterprises;
- Operations Manual for Santawani Lodge; and
- Final report, which includes an analysis of the current skills base.

The O&MA is a detailed and thorough study that has very good practical applications. Any new manager assigned or posted to Santawani Lodge could pick up the Operations Manual for Santawani Lodge and ‘get off to a running start’. The same applies for other Trust activities and enterprises. Similarly, newly elected Board members need not have to



'fumble around in the dark' when taking over office from outgoing members. Some of the recommendations of the consultancy, like the new organisational structures, are being implemented, and according STMT managers this is beginning to have a positive outcome on the Trust's operations as a whole.

The Business Planning, as well the Marketing study and Project Design for Santawani Lodge exercise under the same ADF grant, is on-going and will be completed next month Kolobe Botswana.

SWOT analysis summary

	Hunting	Photosafaris
Strengths	<p>NG 33 & 34 have abundant wildlife resources with their proximity to Moremi Game Reserve.</p> <p>Current JVP is internationally recognised and has a well established and growing client base.</p> <p>JVP has other hunting areas from which it can complement hunting packages.</p> <p>Good hunting facilities and standards.</p> <p>Reasonable to good trophy quality.</p> <p>Hunting camps strategically located between Maun and Sankuyo village for logistical reasons.</p> <p>Registered airstrip located at Santawani (recently overhauled and maintained by JVP).</p> <p>Good supplies of water for domestic use in the area.</p> <p>Hunting does reduce the elephant/human conflict element through disturbance of elephant populations near Sankuyo village.</p>	<p>NG 33 & 34 have abundant wildlife/forest resources and are close to Moremi Game Reserve.</p> <p>Santawani Lodge and Kazikini Campsite are reasonable tourism products with good future potential.</p> <p>Both sites are located en route from Maun to Moremi Game Reserve.</p> <p>Good facilities and standard of cleanliness at Kaziikini.</p> <p>The STMT tourism products are among the few medium- to low-cost facilities in the Okavango Delta.</p> <p>Centrally located sales and booking/reservations system in Maun.</p> <p>Registered airstrip located at Santawani (maintained by JVP).</p> <p>Good supplies of potable water at both facilities.</p> <p>Proximity to Moremi Game Reserve.</p> <p>A few employees have relevant tourism experience from working in other camps, etc.</p>
Weaknesses	<p>Hunting area is relatively small.</p> <p>Inadequate staff training and development, especially for community professional hunters and camp managers.</p> <p>Seasonal employment and fewer jobs compared to photographic safaris.</p> <p>Generally poor resource management.</p> <p>Interference of community in hunting operations.</p>	<p>NG 33 & NG 34 are relatively dry areas that do not offer the true Delta experience.</p> <p>Rates for Santawani Lodge are too high.</p> <p>Santawani Lodge still under renovation/expansion.</p> <p>Maintenance is generally poor at Kaziikini.</p> <p>No business plans for tourism enterprises.</p> <p>Unqualified Lodge Manager at Santawani as well as peripherally qualified/experienced staff. Some positions are beyond the capabilities of staff.</p> <p>Only 12 beds (six chalets) out of the allocated 24 beds are being utilised.</p> <p>Tourism enterprises not well marketed.</p> <p>Inadequate staff training and development.</p> <p>No self-catering facilities at Santawani.</p>



<p>Oppor- tunities</p>	<p>Potential for STMT community members employed through JVP to acquire hunting safari operational skills and knowledge.</p> <p>The development of high quality, world class hunting safaris.</p> <p>Well-established hunting camp infrastructure, road and firebreak networks.</p> <p>Depreciation of the Pula increases the revenues of the JVP as most tourists pay in US dollars.</p>	<p>The potential of STMT community members employed through JVP to acquire hunting safari operational skills and knowledge.</p> <p>The development of high quality, world class hunting safaris.</p> <p>Well-established hunting camp infrastructure, road and firebreak networks.</p> <p>Depreciation of the Pula increases the revenues of the JVP as most tourists pay in US\$ External support available to develop Santawani and to train employees and Board members.</p> <p>Adoption of the Marketing Consultancy recommendations and advice should result in better marketing and higher occupancy rates.</p> <p>Adoption of proposed new organisational structure for the tourism enterprises should result in better management and streamlined operation of enterprises.</p> <p>A full-time accountant will help to improve financial management, record-keeping and reporting.</p> <p>The development of Policy and Procedures Manuals for enterprises and an Operations Manual for Santawani Lodge will ensure better all-round management of these facilities.</p> <p>The potential for diversification of eco-tourism related business and other income-generating activities based on natural resources.</p> <p>Upcoming 2010 world cup soccer event.</p> <p>Depreciation of the Pula increases the revenues of the JVP as most tourists pay in US dollars.</p>
<p>Threats</p>	<p>General quota reduction and/or the likelihood of another ban on key hunting species like lion.</p> <p>The possibility of complete wildlife quota withdrawal by DWNP.</p> <p>Termination/suspension of JVP agreement by community or government.</p> <p>Negative publicity from anti-hunting lobbyists forcing government to suspend or terminate hunting in Botswana.</p> <p>Competition from other hunting safari areas that have better game and larger areas.</p> <p>Poor resource management and monitoring resulting in the loss of habitats, species, etc.</p> <p>Possibility that only part of the current revenues will directly benefit the STMT.</p> <p>Should the Pula strengthen the revenues of the JVP will fall as tourists pay in US dollars.</p>	<p>The pending decision by Government to take 65% of overall Trust earnings will drastically diminish STMT revenues.</p> <p>Reliance on JVPs for annual income that may be used to bolster failing enterprises.</p> <p>Tendency by Trust to subsidise enterprises that are not doing well.</p> <p>STMT dependent on donor funds for the planned phase 2 development of Santawani.</p> <p>Competition from nearby lodges/camps.</p> <p>Enterprises managed by communities are often perceived to be substandard.</p>



5.8. The Future

The Trust has no long-term development plan, but it appears that key people within STMT and community leaders want to pay more attention to ecotourism enterprises and other sectors. For example, they wish to re-open the old Savanna campsite in NG34 and replicate the Kaziikini model; resuscitate Shandareka Cultural Village; and purchase land in Maun to build an office and warehouse complex and let out the space to the private sector.

The Organisational and Management Analysis Consultancy drafted a new (albeit interim) organisational structure that is yet to be properly effected. Previously, governance was poor as there was no separation of powers, which resulted in conflicts between the Board of Trustees and management. Business practices were also poor (for example, R. Muskwe, the STMT Operations Manager, reported that all accounts were lumped together for the enterprises, with no individual cost centres). The organisational structure has changed this scenario with each enterprise featuring as a stand-alone entity, and it has the potential to streamline both business and Trust activities.

Additionally, a detailed Policies and Procedures manual for Trust Activities was developed to provide guidelines to the Board, employees and STMT membership in their day-to-day administration of the Trust (Sainsbury, 2006).

Once the market research study, 5-year business plan and the project design consultancy for Santawani Lodge is completed, STMT will have a clearer idea about the future of this enterprise. Preliminary findings have identified some options, and essentially it is recommended that the market focus for the Lodge (which is self-drive tourists) should remain as it is, and the Lodge be refurbished, restructured and re-organised to cater for this market.

Further donor support or external support is required for human resource development and capacity-building, in addition to the planned Phase 2 development of Santawani Lodge.

5.9. Lessons from the STMT

Hunting and tourism

- Hunting in high potential zones generates higher and more stable revenues;
- Tourism creates more employment;
- Tourism can be sub-leased to a commercial partner and operated by the CBO at the same time; and

- Hunting and tourism activities require different commercial partners and skills. To exploit the full value of tourism, it is better to advertise both separately.

Natural resource management

STMT is benefiting hugely from wildlife resources, and yet ploughs little revenue back into resource management. Resource attitudes have improved and some resource monitoring occurs, but the establishment of a comprehensive resource management system requires more than the formation of a Trust and a Resource Management Plan. There is a need for regulations guiding the communities to monitor their resource base and to invest in resource monitoring, management and development. The results could inform the community's position and contribute towards the annual quota assessments.

Trust operations

Decision-making must rest with the general membership; the Board should be responsible for the implementation of broad community decisions.

Adherence to the Deed of Trust and Policies and Procedures is the backbone of STMT's success. It is important to formulate detailed operational Policies and Procedures and follow these "to the letter" in order to succeed in business.

The Board holds regular meetings, consults with the community and keeps them informed. The Board role in implementation and consultations/meetings is quite heavy, and may be unsustainable should the CBO expand its activities. An increase in Trust management staff, such as a coordinator/manager, could be required.

The Trust is transparent and deals with defaulters. Similarly, the community usually takes such people to task. Working together works! Good teamwork and cooperation results in productivity.

Proper financial management is essential and should be done by qualified people.

Adaptive management

It is important that communities dare to make mistakes and learn lessons from them. It is equally important that communities are flexible as market conditions and other contextual factors change, which require adjustments in management by the Trust and in dealings with the JVP.



Benefit distribution

STMT ensures that at least one person from each household is employed. STMT has shifted its emphasis towards increased community and household expenditure, giving a greater sense of community ownership of the project.

The joint venture agreement

It is important that the Board and community maintain close cooperation with the JVP, treat it as a business agreement, and tackle emerging problems timely, openly and transparently. The main lessons are summarised below.

Hunting operations	Photo safaris
<p>The community should keep open lines of communication with their JVP, maintain good relations and try not to interfere in the running and management of hunting operations.</p> <p>The community should be more sensitive towards changing market, global or local conditions that may affect hunting operations and bottom line revenues, and not be totally inflexible on contractual agreements. Communities should act as genuine business partners and be willing to take risks as well.</p> <p>It is essential to monitor the JVP's hunting activities closely through CEGs and Community Liaison Officers (CLOs) to ensure that rules and regulations are not breached and environmental management is being undertaken as agreed.</p> <p>It is important to be aware of corrupt practices by some professional hunters and the possibility of some CEGs being bribed.</p> <p>CBOs should encourage, initiate and follow-through the community human resource training and development aspect for all staff employed by the JVP, from management positions down to Camp Attendants.</p> <p>Communities need to realise that the hunting industry is a 24-hour business and does not shut down at lunchtime. Community members must adopt business-like approaches to their jobs.</p>	<p>As with hunting, the community should keep lines of communication open with their JVP, maintain good relations and try not to interfere in the running and management of hunting operations.</p> <p>The community should contract top-notch, professional safari operators in order to elevate the Concession Area's image and thereby attract more clientele.</p> <p>Monitor photo safari operations/activities very closely through CEGs and Community Liaison Officers (CLOs) to ensure that rules and regulations are not breached and environmental management is being practised as agreed.</p> <p>Encourage, initiate and follow-through community human resource training and development aspects for all staff employed by the JVP, from management down to Camp Attendants.</p> <p>As with hunting, the hospitality and tourism industry is a 24-hour business and does not shut down at lunchtime. Community members employed in tourism-related enterprises need to realise this and must adopt business-like approaches to their jobs.</p> <p>Employees need to achieve and maintain high service standards in order to survive in the industry.</p>



Link with support organisations

The Trust and general membership need to take and accept advice from the government's Technical Advisory Committee (TAC) and other external advisors. The provision in the new CBNRM policy that the TAC selects the JVP, disempowers the community, but may have short-term economic benefits. The experience of STMT with HCH, selected by the TAC, shows that this may also result in failure.

CBO-investments and expenditures

The STMT has invested in tourism activities and STMT and community assets. It is considering further diversification of its revenue base by acquiring property in Maun. Any Trust should balance current expendi-

tures to meet current community and household needs with long-term considerations that will enhance and diversify the CBO's revenue base.

External factors

If most revenues would be deposited into a national environmental fund as proposed by Government's new CBNRM policy (one of the key threats to STMT), the Trust's operations and financial sustainability would change completely. This possible policy requirement would adversely affect the high revenue CBOs such as STMT, but benefit the low- and middle-revenue CBOs.

Chapter Six - Range Resources Management: The Case of BORAVAST Trust in Southwestern Kgalagadi

6.1. Introduction

BORAVAST Trust is made up of four villages in southern Kgalagadi, namely BOKspits, RApples Pan, VAalhoek and STRuizendam (hence the name BORAVAST). The area is located right in the southwestern corner of Botswana. It is remote (over 700 km from Gaborone) and has poor infrastructure. There is a poor gravel road to Tsabong (250 km) and there is no mobile telephone network. There is close interaction with the South African side of the border.

The Trust is new (established in February 2006). The project is a pilot site for the Indigenous Vegetation Project (IVP) in Botswana. The IVP is a five year project which commenced in 2003 and ends in 2007, and runs in Botswana, Mali and Kenya. The main aim of the project is to develop models for

community-driven management and rehabilitation of degraded rangelands.

The Trust was established through the IVP as a mechanism which will drive communities in managing indigenous vegetation and range resources in their areas. The activities of the trust are different from other CBNRM projects in that the main focus is the management of range resources. BORAVAST has not yet acquired exclusive resource use rights; this however will assist them in implementing resource management activities.

As the Trust is new the organisation depends entirely on IVP for technical and financial assistance in implementing projects. The Trust is comprised of general community membership from the four villages and is run by a

Table 6.1. Demographic and socioeconomic characteristics of the BORAVAST villages.

	Bokspits		Rapples Pan		Vaalhoek		Struizendam	
	2001	%	2001	%	2001	%	2001	%
Total population	499		278		346		313	
Households	105		53		51		58	
HH owning livestock:								
Cattle	32	30.5	14	26.4	12	23.5	19	32.8
Goats	22	21	27	50.9	18	35.3	18	31
Sheep	24	22.9	16	30.2	5	9.8	14	24.2
None	37		5		16		11	
HH using fuel wood for:								
Heating space	86	81.9	49	92.5	47	92.2	53	91.4
Cooking	105	100	53	100	51	100	58	100
Lighting	104	99	53	100	50	98	58	100
HH with thatch roof	0	0	9	17	3	5.9	13	22.4
Other	105	100	44	83	48	94	45	77.6
HH with access to land for ploughing								
Own land	3	2.9	-		1	2	1	1.7
Have access	16	15.2	-					
None	86	81.9	53	100	50	98	57	98.3
Type of employment								
No. of people in cash employment	106		61		71	20.5	56	17.9
Self-employed with no employees	8		1		1	0.29		
Self-employed with employees	3		-					
Work in own lands/cattle post	5				2	0.58	4	1.3
Other			2					

Source: CSO, 2001.



Board of Trustees of twelve members (three from each village). The Board aims to ensure implementation of projects in all the villages.

The area is one of the hardest hit in terms of environmental degradation. It is arid with rainfall ranging from 225mm to 250mm per annum. The environment is harsh with extreme temperatures: hot during summer and very cold during the winter season. A few species are found in the area, comprising of short thorny bushes, grass savanna and acacia (IVP, 2003).

The population is mostly engaged in pastoral farming for both commercial and subsistence purposes. During the years of the Financial Assistance Policy (FAP), people purchased small stock and participated in the karakul (wool) industry. Unfortunately this industry collapsed. A few farmers are engaged in commercial cattle farming on TGLP ranches.

6.2. Activities and Best Practices

At the inception of the IVP, community action plans were produced, and these identified major environmental issues in each village and proposed some projects which could help in addressing the problems. The proposed projects are as follows: sand dune stabilisation; erection of drift fences; livestock marketing; control of an encroaching alien tree species (prosopis); reticulation of water to the grazing areas; rain water harvesting techniques; fodder production; and horticulture production. The Trust has started to implement a few of the activities. These are discussed below.

Sand dune stabilisation

This project started in Struizendam before IVP through the assistance of the Ministry of Agriculture. Two sand dune stabilisation sites were established in Vaalhoek and Rapples Pan in 2004 through IVP. Indigenous as well as exotic tree species were planted to rehabilitate the areas. The vegetation regenerates undisturbed because of the fence, thus creating ground cover and stabilising the soil. The Trust now waters and monitors the three sites.

Hoodia communal cultivation

The activity involves the collection of wild hoodia seeds and planting them in trays at the 'green houses' (the hoodia plant is harvested and processed for use in weight-loss products). Three villages have a green house, each situated inside the sand dune stabilisation

site; in Struizendam, the seedlings are grown at the agro-forestry plot (IVP, 2006). Each tray accommodates over two hundred seedlings. Altogether there are about one thousand seedlings, which are watered at least once a week by the Trust. The plan is to develop a plantation and research centre where the hoodia seedlings will be transplanted. The objective is to commercialise hoodia production and export the product. At present, the project is at developmental stage as consultations are still being undertaken by the Department of Forestry and Range Resources (DFRR), Veld Products Research and Development (CVPRD), UNDP-ESP and the Trust. Funding will be provided by ADF and the project will be implemented with DFRR and VPR.

Horticulture production

This project is located in Struizendam and has been transformed to an agro-forestry project. The project was developed in collaboration with the Village Development Committee. A council borehole for watering the crops was acquired by the community through IVP and subsequently equipped. The project grows spinach and tomatoes. A group of individuals in the community have been trained in horticulture production and work on the project on a voluntary basis. The harvest is sold in the entire BORAVAST area at reasonable prices (cf. prices in Tsabong and South Africa). A portion goes to the Trust while the rest accrues to the involved group.

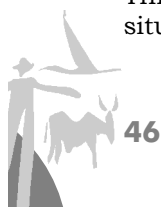
Beekeeping project

This project is also undertaken in Struizendam and is carried out by a group of young people called the 'Active Five' who have volunteered to take part. They capture the bees from the wild, keep them in an enclosed place and sell the honey that is produced locally.

Wool spinning and weaving

The spinning and weaving project operates in a small factory in Bokspits. Six women and men have been trained in wool spinning and weaving at Oodi Weavers Group. Currently only two people are actively involved in the project. The others are not interested as they do not perceive immediate benefits.

To-date, a few mats have been produced but they have not been sold as there is no market for the products. Although the project is developing slowly and is not yet fully operational, the Trust is hopeful that it will succeed once they secure the necessary inputs from South Africa.



Planned projects

The Trust is very keen on most of the projects which are still in the pipeline. One of these is the control and management of the prosopis tree. This tree has invaded the area and out-competes local plants. It has long tap roots which may drain the water table and also competes with indigenous plants for water and soil nutrients. The project will be done in collaboration with the University of Botswana to assist in research on how best to control the species.

During the FGDs, the community mentioned that there are plans to establish a micro credit revolving fund. This will enable the community to access funds to start small business initiatives and help sustain their livelihoods and consequently contribute to poverty alleviation. The fund would be accessible to all the members of the community who have or are able to come up with feasible income-generating activities and who will also adhere to the regulations of the micro credit scheme.

BORAVAST Trust is currently consulting with the Department of Wildlife and National Parks about the possibility to tender for land and develop a campsite or a lodge in the Kgalagadi Transfrontier Park (KTP). The KTP is around twenty-three kilometres from Struizendam and offers development opportunities for the BORAVAST Trust. Wildlife is one of the main tourist attractions in the country and can significantly contribute to the livelihoods of the local people. Tourists in the Park could also purchase products from the weaving factory and other locally produced crafts.

Through IVP, the Trust has produced a Land Use and Range Resources Management Plan, which currently awaits finalisation and Land Board approval. After its approval, the Trust has the option to apply for resource use rights (e.g. hoodia).

Organisational structure

The Trust is comprised of both female and male adults who reside in the four villages: most are middle-aged persons but the youth's representation is quite significant. There seems to be a good gender balance. The Board has representatives from the four villages and elections are done democratically at the kgotla. Board members from each village form sub-committees with other village members and are responsible for ensuring implementation of projects at village level. The chief and his deputy are ex-officio members of the Board

and thus they are always involved in the Trust activities and decision-making.

The structure allows for an easy flow of information and updating of the community about trust activities. This allows for participation of the whole community in that their ideas can be taken into consideration when making decisions that may affect them.

6.3. Benefits and Benefit Distribution

BORAVAST is a newly formed trust through the help of IVP. The material benefits are still minimal:

1. Sales of vegetables: revenues to date are less than P500, which has been divided between the volunteers and the Trust. The community of BORAVAST benefits, however, as the prices are lower than in Tsabong.
2. Beekeeping. According to the chairperson, the project has been slow and has made less than P200.
3. The community acquired a borehole from Council, which is now used to support the horticultural project.

Two planned initiatives could boost material benefits to members in future:

- The micro-lending scheme is expected to start soon. The community members will be loaned money to start small businesses. Some community members have been trained in running small businesses like brick moulding, wool spinning and weaving, etc. During the FGD, the participants raised concerns that the lack of a market for the products (similar to the products of the weaving factory) would be a big problem and it would be difficult to pay back the loans. Micro-lending will not be a significant source of revenues for the Trust; and
- The Board is in the process of being allocated an area in the KTP to operate a lodge. This could provide benefits like employment opportunities and markets for products.

During the FGD, some participants mentioned that they did not know much about BORAVAST but were aware of the IVP. Some community members are still confused about the difference between the two. They referred to the activities as being planned and implemented by IVP. This could negatively



impact on the ownership and efforts put in by community members.

6.4. Natural Resource Management

Even though the Trust is new, some environmental management activities have been implemented. The government-initiated sand dune stabilising project has been extended to two other villages by the Trust. The sites are fenced and a variety of trees and grasses are planted. During the field visit, the plants in the fenced portions had grown well. This could be used as a pilot project for other areas. Sand dune formation and movements continue unabated outside the fenced areas.

The Trust is also engaged in the collection of wild hoodia seeds which are then planted in trays in the green houses, as mentioned above. Each village has a green house and the total number of seedlings so far is about 1000. This is a way of increasing the dwindling number of hoodia plants in the area. The seedlings will later be transplanted to a planned plantation. More seeds are expected once the Trust involves the whole community in seed collection. Community members will be paid for the wild seeds they collect.

There are some planned activities that are aimed at environmental protection. The Trust intends to reticulate water from degraded rangelands to make several water points to reduce grazing pressure. It is believed that the rangelands were degraded because livestock is crowded around few watering points. Water reticulation is expensive and the Trust currently does not have the funds to implement the project.

During the FGD, the participants also mentioned that there are plans to identify rare and endangered grass and tree species in the area and find a way to protect them. One of the activities mentioned in the Community Action Plan is the management of the invasive prosopis. The community was still awaiting further research before implementing this project. One participant mentioned that some boreholes on the other side of the border in South Africa have dried up due to the invasion of the area by prosopis. This tree has long

roots, which suck a lot of ground water. The participants pointed out that prosopis provides sweet browsing for livestock and this helps it to spread. The seeds are spread into different areas in livestock dung. During this field visit, the researcher noticed some difference in tree cover as compared to eight years back when he was in the area for a tree planting activity to stabilise sand dunes in Struizendam. The area is more dominated by the prosopis tree and hence the communities' fear of total invasion.

6.5. Determinants of Success

The participants in different FGDs commonly agreed that it was too early to know the success of the BORAVAST as it is still in the infancy stage. The feeling was that a lot of time was spent on the planning stage while implementation came at a time when the IVP was about to end. This has left the community in uncertainty as to whether the planned activities will commence without the financial and technical support from IVP.

The community felt it had achieved something positive in registering a trust, mainly through the help of IVP. Benefits included the training of community members in different small business management, education on natural resource management, etc.

It was also agreed that, despite the few revenues generated from the beekeeping and vegetable projects, it was a success for these to take off.

The organisational structure of BORAVAST ensures that each community is represented on the Board (by its three nominated representatives). Each village also has a sub-committee which increases communication to and from the board. The sub-committees are responsible for the implementation of projects at village level. Since all the activities are done through community voluntarism at the moment, it is easier for the sub-committee members to get volunteers as they know the community very well. BORAVAST's success so far was attributed to the spirit of voluntarism, cooperation and good leadership.



6.6. SWOT Analysis

Strengths	Weaknesses
<p>The spirit of voluntarism that the Trust carries so as to benefit the community at large.</p> <p>IVP support is the pillar of BORAVAST.</p> <p>Resource abundance (wildlife and hoodia) which if exploited could significantly benefit BORAVAST.</p> <p>Organisational structure which allows all the villages to be represented and paves way for transparency in the running of BORAVAST activities.</p> <p>Environmental management that the Trust emphasises and is instilling in the community at large (e.g. the community is involved in tree planting initiatives to rehabilitate their degraded areas).</p>	<p>The Trust is reliant upon external assistance (financial and technical).</p> <p>Ownership - community sees the project as belonging to IVP.</p> <p>Many of the projects have been in the pipeline for some time and therefore implementation is lagging behind.</p> <p>Lack of market for their products, such as the mats from the wool spinning project and livestock.</p>
Opportunities	Threats
<p>Possibility of a lodge or campsite in the KTP.</p> <p>Proximity to South Africa could pave way for market opportunities.</p> <p>Tourism opportunities through the utilisation of the sand dunes.</p> <p>The main road that is still under construction could enable and ease accessibility into the area.</p>	<p>IVP support coming to an end in 2007.</p> <p>Invasion of the area by prosopis could lead to depletion of underground water and the disappearance of some local plant species.</p>

6.7. The Future

Without the external support from IVP and other organisations, BORAVAST's future is uncertain. Asked what will happen when IVP comes to an end, the participants in the FGD mentioned that there will be no Trust because the project is still new and most of the projects proposed are still to be implemented. The planned projects need money and the Trust does not have any money at the moment. One hopeful participant differed with the rest: she argued that, with the foundation laid by the IVP, the Trust should be able to go on provided there is dedication, ownership and cooperation among the members. She agreed that it will be hard work and a difficult task for the communities.

The Trust has not yet joined in the fight against HIV/AIDS and other social and economic issues, but it intends to do so in future. People feel that this is still premature

as the Trust is still new and battling to get going.

6.8. Analysis and Lessons Learnt from BORAVAST

This case study is an example of a CBNRM project at inception in an arid, resource poor area. Proximity to the KTP and the sand dunes are the main natural resource assets that are currently inadequately exploited by the Trust. Crop production is not feasible, and cattle rearing is difficult although small stock are more common. Therefore, agriculture offers very limited potential for livelihoods.

Introduction of the project to the communities and the planning stage seemed to have taken longer than necessary. This has left little time for the implementation stage. The Trust is not yet ready to implement the activities on its own, yet IVP is left with only a few months



before coming to an end after its five years in operation.

The FGD revealed that Trust activities are associated with or attributed to the external IVP project rather than BORAVAST Trust. Participants knew about the IVP but not the Trust. It is very important for the community to realise that the projects belong to the Trust and not IVP. Ownership by the Trust is very important for BORAVAST, especially at this stage where most of the activities are done through community voluntarism. The voluntarism spirit in the community has kept BORAVAST activities going.

During a FGD with the Board members, it became clear that they did not know much about the costs of the project activities. The Trust is not in a good position to manage its finances since IVP has been doing it for them with little input from them. The Board still needs considerable strengthening to run the trust themselves.

The communities advocate for activities that will improve their livelihoods through material benefits. The weaving factory has lost trained people as they did not see the benefits. According to the FGD, a revolving fund was about to be started and the community was very enthusiastic about its anticipated benefits.

The sand dune stabilisation project is successful in Struizendam and has been replicated in the other three villages. The impact is, however, limited to small fenced areas. These areas looked rehabilitated with an improved tree and grass cover. Sand dunes are, however, found right outside the fenced area. Therefore, the project will only have a significant impact if it is replicated on a large scale. This requires substantial funding.

Project development appears to have paid too little attention to economic factors such as marketing. The long-term viability of the weaving factory is questionable (unless the Trust manages to tap into the tourism market), water reticulation for livestock is expensive and will require payments from livestock producers, and attempts to benefit from the nearby Park are only just starting. The Park and the sand dunes appear to offer a potential for tourism and a market for other Trust activities (honey, vegetables and mats) as well as a market for small businesses supported by the micro-lending scheme. The Trust would do well to investigate the market

for hoodia with the support of DFRR and VPR&D.

The micro-lending initiative is a good initiative as it will help individual Trust members to improve their livelihoods. It will have limited benefits to the Trust itself, and exposes the Trust to the risk of non-repayment.

The formation of a Trust, Action Plans and a Land Use and Resource Management Plan has been a slow process. There is 'tension' between the urgent need to improve livelihoods and generate short-term benefits on the one hand and the need to build community ownership of the Trust and its activities on the other hand. This tension is difficult to resolve. The implementation of general projects such as the micro-lending scheme early on in the project could have generated tangible, short-term benefits to people, and strengthened interest in the Trust.

Most Trust activities existed in one way or the other prior to the Trust formation. This shows that the CBNRM approach provides a general framework for integrating development and conservation projects. Thus CBNRM can be used as a framework for implementing the revised Rural Development Policy.

The Trust has established strong formal and informal linkages with other local institutions such as the Chiefs and Village Development Committees. This has helped the Trust to identify and implement projects, and to acquire assets such as the borehole.

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BORAVAST will need considerable external assistance for at least five to ten years - mostly on-site technical advice, capacity building, and training and financial support for capital development. Projects should only be initiated if they are economically, socially and environmentally sustainable.

It is important that the IVP CBNRM projects are integrated into the CBNRM Forum so as to exchange views and to learn lessons from older CBOs. For example, the proposed campsite design could be inspired by the Kaziikini campsite from STMT.



Chapter Seven - Synthesis Towards Best Practices

7.1. Introduction

The case studies demonstrate the diversity within the CBNRM programme in terms of history, stage of development, activities and performance. BORAVAST is a young CBO established in 2006; KyT and STMT have been operating for ten years. STMT is mostly involved in hunting, but has recently expanded its own tourism activities and has a tourism joint venture partner (sub-sub lease). KyT engages in the collection and processing of veld products, and BORAVAST is involved in a variety of development and conservation projects under the umbrella of improve rangeland management. Historically, KyT and STMT are linked to the NRMP project while BORAVAST is part of the Indigenous Vegetation Programme in Botswana.

The growth of CBNRM projects in Botswana and other countries clearly demonstrates that the approach addresses needs and aspirations of communities. It may also explain the fact that there are not many development alternatives, as CBNRM projects often operate in remote, sparsely populated, usually marginal areas.

While CBNRM aims to boost rural development and livelihoods and to conserve and manage natural resources, there appears to be a difference in strategic emphasis amongst its parties. Communities focus on the generation and distribution of benefits, and their interest is closely related to the realisation of short term, tangible benefits. Government and support agencies mostly emphasise resource conservation and management. It is important to reconcile these different emphases in the implementation of CBNRM on the ground.

The private sector is important to the CBNRM programmes, and yet the private sector is often neglected or seen as a temporary necessity until the capacity of communities is sufficient-

ly developed. While the choice should be left up to communities, it must be noted that the private sector could play a much stronger and constructive role if genuine long-term community-private sector partnerships (CPP) could be developed. CPP should involve medium- to long-term agreements permitting the pooling and sharing of resources based on respective comparative advantages, creating clarity about the expected inputs from and outputs for communities and the private company, and establishing a common and mutually understood vision.

CBNRM requires an enabling environment. While the CBNRM environment has improved significantly, further improvements are required. For example, the CBNRM policy needs to be approved and implemented. Areas of concern emerging from this study are the proposed distribution of benefits (which would benefit BORAVAST and KyT but would affect the financial sustainability of STMT, and may discourage some communities from engaging in CBNRM as direct benefits are reduced), and the fact that the TAC would ultimately select the joint venture partner (restricting the responsibilities of communities).

The literature review and case studies clearly show that significant successes have been achieved, but that successes cannot always be sustained (e.g. KyT has become less successful in recent years; Zimbabwe's Campfire programme has been set back by the country's economic and governance problems). The perception of successes may differ, and therefore it is important to develop a common understanding regarding what successes are. Based on the aims of the CBNRM approach, successes are here taken as contributions towards rural development and livelihoods, and contributions toward improved natural resource management.



7.2. Summary of Case Study Findings

A brief synopsis of the main issues emerging from the case studies is provided below.

Topics	STMT	KyT	BORAVAST
Base line	Ten years old One village Hunting and ecotourism; Expanding activities (Lodge, ideas for new campsite) Exclusive community tourism and hunting rights in NG 33 and 34	Ten years old Three regions, many villages Gathering and processing of veld products No community resource rights Recent staff retrenchments and a decrease in activities	New Four villages Range resource management, mostly rehabilitation and combating tree encroachers No resource rights as yet
CBNRM best practices	Benefits of tendering Experiences with JVP Combination of hunting and tourism adds value/revenues Use of revenues for community, households, vulnerable groups, investments and savings	Transparent and participatory organisational structure Focus on relatively high value veld product (morula) Micro lending activities Market-based approach (morula and herbal medicines) Gender focus	Largely too early too tell
Conditions for success	Wildlife resource richness and value Location between Maun and Moremi Game Reserve Committed and community-driven Restricted livelihood alternatives (no cattle)	Proximity to markets in South Africa and eastern Botswana Committed members and hard work	Dependency on IVP/ external support Based on voluntarism and commitment at the moment Success will be measured by tangible, short-term benefits to people and communities
Characteristics of success	Benefits to community and individual households Employment creation Organisational development Growing activities	Women empowerment Improved livelihoods and skills Improved environmental management	Trust registration Action Plan and Land use and resource management plan Acquisition of borehole
Future issues	Several threats: 1. New benefit distribution formula of CBNRM policy; 2. TAC selects JVP; 3. Anti-hunting lobbies Diversification of revenue sources Ensuring financial sustainability of tourism activities Implementation of organisational and management plans	Financial survival without donors Growing competition Development of new products	Weaning of IVP dependency Implementing projects Project diversification towards tourism (sand dunes and Park) Trust capacity building

Below, the successes and their determinants and lessons will be discussed.

7.3. CBNRM Successes in Botswana

Here the general successes of CBNRM projects in Botswana are discussed. First however it is important to recognise key achievements or marks made by the case study CBOs. KyT has been successful in developing a participatory, transparent and democratic organisational structure that bridges the gap between members and Board and Trust staff. While KyT has lost members because of the organisation's financial difficulties, the organisational structure has increased the resilience of the Trust. KyT focuses on veld products with a low or modest value. It has shown that CBNRM can handle such resources and improve people's livelihoods and status, especially women's. STMT has diversified from wildlife hunting into tourism (both by the Trust and a commercial company). Tourism development is supported by wildlife revenues and donors. STMT further shows that revenues can benefit communities, individual households and vulnerable groups in the village. They have had problems with JVPs⁹ to adopt more of a partnership approach (rather than the JVP working against the CBO). They have shown confidence in dealing with JVPs and are now working on organisational, management and business plans to improve the CBO's operations. BORAVAST is new and has as yet few successes. The most promising project is the hoodia propagation and cultivation project that promotes better and sustainable local natural resource use. Building stronger linkages with the nearby National Park also holds promise for the future (community zone and tourism markets). BORAVAST shows that all CBOs need to link up with the CBO network as soon as possible, especially those CBOs that are initiated and supported by projects such as IVP. BORAVAST established such links in November 2006 at the National CBNRM Conference.

CBNRM projects have generated material benefits to communities and households in the following forms:

- Revenues and income;
- Employment opportunities;
- Improved food security and drought resilience;
- Provision of meat and in-kind products;
- Training and skills development;

- Improved assets (e.g. community facilities, toilets, yard connections for water);
- Retention of some youth in rural areas; and
- Social welfare contributions to the elderly, orphans and other vulnerable groups.

In some cases, material benefits were shared with people outside the CBNRM area (e.g. STMT).

CBNRM projects have generated important non-material benefits, including:

- The empowerment of women and local communities;
- The development of social and institutional networks supporting other local networks (e.g. VDC, traditional authorities);
- A decrease in government dependency and a growing spirit of self reliance; and
- The dedication and commitment of communities to development and resource conservation.

In terms of natural resource management, significant achievements have been made but the results often fall short of the expectation of government and other stakeholders. It is true that community natural resource management is not fully integrated and comprehensive, and often falls short of an effective common property resource regime. However, it is in our view more important to recognise the achievements and to ensure that community resource management will further evolve towards comprehensive common property management. The achievements include the following:

- The development of a positive attitude towards natural resources, mostly based on their use value and potential benefits;
- Different levels of resource monitoring and evaluation (good results in Namibia);
- Skills development in resource management and monitoring through community escort guides;
- A decrease in illegal resource use and poaching;
- Training in sustainable harvesting techniques;
- Research in resource conditions (e.g. STMT through JVP); and
- Resource rehabilitation and restocking (planting of morula trees, sand dune stabilisation, control of invasive species and (in Namibia) game purchases).

In order to strengthen community natural

⁹ The TAC's intervention in favour of HCH has been unsuccessful as the relationship between STMT and HCH was tense, and the JVP was terminated.



resource management, it will be important that communities actively participate in the establishment of user quotas based on their resource monitoring efforts, and to have strong, exclusive and transferable resource rights.

The CBNRM Review and other studies concluded that older CBOs tend to perform better than young ones. In other words, CBOs are learning over time and making progress. It becomes a challenge to make sure that new CBOs can benefit from the experiences of

older, established CBOs through networking, tutoring etc.

7.4. Determinants of Success and Best Practices

Seven groups of determinants of CBNRM success have been identified from this study: natural resources, communities, economic factors, external factors and assistance, management strategies, benefit generation and distribution, joint venture agreements, and information sharing and networking.

7.4.1. Natural Resources

Determinant	Best practice
<p>The CBNRM activities and benefits are determined by the resource base:</p> <ol style="list-style-type: none"> 1. Type of resources; 2. The amount of resources; and 3. The use value of the resources 	<p>Identify and value the resource base for each CBO.</p> <p>Identify the resource base country-wide (wildlife, tourism and vegetation resources) in terms of high, medium and low potential CBNRM zones.</p> <p>Earmark a percentage of revenues for NRM.</p> <p>Regular community-based monitoring and evaluation of the natural resources (e.g. based on a common monitoring system).</p>
<p>Veld products and tourism resources usually offer an incentive for community and individual activities.</p> <p>Wildlife resources and joint venture activities do not offer such incentives.</p>	<p>Develop incentives for community activities in wildlife hunting.</p> <p>Develop joint venture partnerships with active community participation and incentives.</p>
<p>The value of natural resource is mostly determined by markets and market access.</p>	<p>Ensure that communities fully benefit from good market access (e.g. proximity to National Parks).</p> <p>Ensure that communities know the market values of their resources through information exchange and JVP.</p>

7.4.2. Communities

Determinant	Best practice
Community and member commitment.	Provide incentives and benefits for communities and individuals. Develop participatory, transparent and democratic organisational structures for the CBO, preferably with member groups responsible for designated activities.
Good constitution and plans.	Develop and implement good documents (e.g. business plan, management and organisational plan) that balance development and conservation, including long-term development plans. Regularly check activities against plans and constitution.
Pace of development.	Build the capacity of communities to work faster. Establish transparent and effective information sharing and decision-making channels.
Avoid gaps between Board and Trust and the members.	Consider establishing resource user groups or centres within the communities that meet regularly and ensure information flow between Board and members.
Good and efficient relations between the Board, communities and CBO employees.	Establish clear and transparent administrative, decision-making and implementation procedures that specify the role of members, the Board and employees. The appointment of a CBO coordinator would be advantageous in those CBOs that can afford it. Adhere to and implement agreed procedures. Produce and hold community discussions about annual audited accounts. Monitor and regularly evaluate the performance of the Trust (e.g. report back to community at least every quarter).
Handling the interests of different villages.	Establish community CBO committees. Establish an overall CBO Board with representatives from each village.
Capacity of the Trust.	Train staff, Board and members in key areas such as organisational management, financial management, business skills, marketing, and conflict resolution.
Handling of conflicts and mis-use.	Establish and use conflict resolution procedures. Duty of CBO to report the mis-use of funds. Early identification of conflicts. Conflict resolution and reporting back/information sharing.
Community resource rights.	Establish and provide exclusive, secure and transferable community user rights for the relevant resources. Community participation in decision-making regarding annual user quotas. Clarify community rights and responsibilities to all stakeholders.



7.4.3. Economic Factors

Determinant	Best practice
Benefits accruing to local communities from sub-leases.	Use of auctioning or tendering for sub-leased resource rights. Separate sub-leases for hunting and tourism.
The degree of revenues accruing to communities from sub-leases.	All revenues accrue to the community. Put ceilings for Trust and management expenditures.
Markets	Only develop projects with a reasonable or good market that can become financially sustainable. Develop or access marketing expertise through JVPs. Consider a joint marketing strategy for 'Botswana CBNRM projects'.
Activities must be based on the comparative advantages of the area.	Assess comparative advantages in land use and resource management plans, and develop projects based on these advantages.
Mobilisation of business skills.	Delegate specific productive activities to groups within the community. Consider joint ventures or outsourcing of activities for which the community lack the required skills. Develop community business skills, especially among the youth.

7.4.4. External Factors

Determinant	Best practice
An enabling CBNRM environment.	Develop a CBNRM support policy. Integrate community-based resource management in resource policies. Fully utilise CBNRM opportunities in existing policies and legislation (e.g. tourism, rural development). Promote the development of specialised CBNRM support capacity in civil society.
Stable macroeconomic conditions and good governance.	Consider implications for CBNRM of exchange rate changes. Provide a transparent, stable and reliable framework for communities and JVPs.
Technical assistance remains essential for many CBOs.	Provide long-term technical assistance, taking into account the age and evolution of CBOs. Support the development of specialised government and NGO support for CBOs. Avoid the development of new CBOs that are run on a project basis. Draw up timely exit strategies for donor/project driven CBO projects. Promote long-term support commitments from government, donors and NGOs (minimum of 5-10 years).
Financial assistance is important during the infancy and growing phases of the CBOs, and during emergencies.	Provide accessible financial support for CBOs during infancy and growing phases. Provide an emergency bridging. Support fund for sudden financial/cash flow problems. Draw up a timely exit strategy for donor/project driven CBO-projects. Provide a CEDA window for CBOs.



7.4.5. Benefit Generation and Distribution

Determinant	Best practice
Focus on benefit-generating activities.	Prioritise income-earning activities.
Ensure community and household benefits.	Agree benefit distribution mechanisms or formula, taking into account vulnerable groups and the need for compensation of those adversely affected by living with natural resources. Make special provisions for benefit distribution during droughts. Reserve a percentage for natural resource management.
Community investments.	Agree on a distribution formula for Trust revenue surpluses.
Administrative and organisation expenditures.	Put ceilings on administrative and organisational expenditures (e.g. 15-25% of income generated).

7.4.6. Joint Venture Partnerships.

Determinant	Best practice
Benefit from JVP resources and strengths.	Longer (sub-) leases. Invest in the development of genuine partnerships with inputs and benefits from both sides. Separate JVPs for tourism and hunting.
Positive understanding and working relationships.	Regular contacts between CBO and JVP Stronger role for private sector in CBNRM.
Stronger role for the private sector in CBNRM.	Increased interest and participation of HATAB, BWPA and BOCCIM in CBNRM.

7.4.7. Information-sharing and Networking

Determinant	Best practice
Information provision and sharing.	Strengthening of CBNRM forum and BOCOBONET. Enhancement of CBNRM website. Integration of project-based CBOs (e.g. IVP) into the mainstream CBNRM network.
Performance assessment.	Establishment and implementation of a shared performance monitoring system. Annual analysis of CBO performance and lessons learnt.
CBNRM research.	Promote CBNRM research among students, lecturers, the private sector and civil society. Disseminate research findings through websites and networks.



7.5. Issues still to be Addressed

The full integration of wildlife-dependent CBNRM and other CBNRM projects needs to be done.

Resource management and development objectives and results need to be balanced and enhanced. There is a need to strengthen resource management in line with common property resource management and to increase livelihood benefits.

The development of environmental and development performance monitoring systems is required.

There is need for organisational development in terms of strengthening CBO staff capacity, and possibly in the formation of member groups to carry out specific CBO activities. Components of the KyT model, particularly the group and centres, are useful for other CBOs too, and could bridge the gap between Boards and members.

The development of opportunities for CBOs to directly benefit from Parks and Reserves through community zones and selling to tourists (e.g. crafts, accommodation and petrol) should be addressed.

It remains to be seen how many business skills CBOs can develop themselves, and where they need to link up with individuals and groups within the community or with outsiders (e.g. companies). KyT shows some business skill development within the Trust to the extent that members began selling more directly to the market when the Trust encountered difficulties.

The distribution of benefits is critical to the future of CBNRM. Households and members need to benefit more from CBNRM projects; Trust expenditures need to be brought under control; and communities need to earmark funds for natural resource management. In addition, CBOs need to balance current consumption with long-term investments (including non-natural resource based activities) and savings. It is unclear how the National Environmental Fund will influence the revenues of individual CBOs and their motivation to participate in CBNRM activities. It would be interesting to investigate the merits of a CBNRM bank. Using the examples of the case studies, STMT with a financial surplus could offer a loan to KyT which experiences serious cash flow problems. This could assist both CBOs.

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Appendix 1: Summary of Lessons Learnt and Best Practices from the Case Studies

Case study: Kgetsi ya Tsie (KyT)

Aspect	Lessons and best practice
Social issues and governance	<ol style="list-style-type: none"> 1. KyT has an organisational structure that is unique for Botswana CBOs. The organisational structure with groups, centres, region and headquarters allows for better representation and a two-way flow of information between members and management. 2. Full participation of members has ensured ownership and appreciation of the organisation. 3. Effective and productive five-member group and centre strategy promotes cooperation and team work. Members have the liberty to choose people they want to form a group with; this ensures maximum cooperation. 4. The organisational structure of KyT is such that there is a direct link between the benefits derived and the efforts made in the project. This provides incentives for members to be active. 5. Group members are represented at centre level. Centres form a region, which is governed by a committee. The Board is democratically elected from the three regions. This organisational set-up enhances transparency, accountability and communication between the Board and the members. 6. Each group, centre and region has a chairperson, secretary and treasurer. Conflicts are resolved at each level, and are only passed to the next level if they cannot be resolved. 7. Members (mostly elderly women) emphasise that the project has empowered them. This shows that CBOs have non-material benefits too, which can benefit other village institutions and projects (e.g. VDCs). 8. Individuals have a large influence on project results. This fact needs to be recognised by looking for strong individuals or champions in communities, but at the same time the project should make sure that it does not become dependent on individuals. 9. CBOs need at all times to have an exit strategy for reduced donor or government support. KyT has problems as a result of the absence of such a strategy.
Economic	<ol style="list-style-type: none"> 1. The Trust has adopted an economic, market-oriented approach towards the running of its operations as shown by the fact that it largely dropped its role in the mophane trade and successfully focused on morula products. KyT is an example of a CBO that manages to process products and even export them. 2. The benefits derived are equivalent to the efforts made by the members. A financial incentive is given to groups that perform well. Each group and centre is supposed to keep its own accounts. The money obtained is used to run the group or centre. 3. The micro-lending scheme promotes entrepreneurial opportunities for the members and helps finance their small businesses. Group members must agree and sign for another member who wants to borrow money from the micro-lending scheme. The advantages are that the group members would encourage the borrower to repay. Failure to repay disadvantages the whole group in arranging loans. Members who have started successful businesses through the micro-lending scheme are the main beneficiaries of the project (and they have also become less dependent on the Trust). 4. The use of widespread sales agents from different organisations has proved to be very effective.



	<ol style="list-style-type: none"> 5. Good use of the website as a marketing strategy as well as good linkages that the Trust has developed with some organisations through time. 6. Product diversification has ensured success of the project, i.e. exploiting other products like morogo and medicinal plants instead of mopane worms only. 7. The project has employed five people but used to employ thirteen. In this case, CBO employment proved to be insecure. 8. Insurance cover for members is highly appreciated by them.
Resource management	<ol style="list-style-type: none"> 1. KyT membership has been trained in sustainable harvesting methods, e.g. cutting of small roots of monepenepe and replacing the removed soil to protect the plant. 2. The Trust has also planted 1,500 trees and trained some members in grafting techniques. 3. There is still a need for resource monitoring strategies to ensure the sustainability of the resources; this requires a budgetary allocation for resource management and education. 4. Due to the absence of exclusive resource rights, KyT has not used its option to make environmental bye-laws and actively manage the resources. Explicit and secure resource rights for communities is a prerogative for community based natural resource management.

Case Study Sankuyo Tshwaragano Management Trust (STMT)

Aspect	Lessons and best practice
Social issues and governance	<ol style="list-style-type: none"> 1. STMT Board of Trustees is elected democratically by the general membership at a traditionally accepted area (Kgotla). This ensures the members' full participation in the selection of their leaders. 2. There is a sense of ownership of the project by the community in that they are responsible for the overall decision-making, and the Board ensures that these decisions are implemented. The members feel that they are able to remove Board members if they wish to do so. 3. The Board has too many meetings, which are costly and can easily lead to intrusion in the day-to-day management of the Trust office. Boards need to guide and supervise the Trust office. 4. The Trust is guided by the Deed of Trust as well as the recently developed Policies and Procedures for Trust activities. 5. The preparation and adoption of policies and plans (e.g. management manuals for the lodge, etc.) shows the need for professional management in the running of the Trust to ensure that sustainability has been realised. 6. The Trust has practised adaptive management - for instance, the decision to close the Shandereka cultural village as well as owning and managing the Santawani lodge. They have learned from their mistakes and are able to plan for the future. 7. STMT has benefited from joint venture agreements, but needs to develop a positive working relationship with the JVP and establish mutual trust. CBOs need to appreciate that a JVA needs to generate benefits to both parties. 8. STMT has already had three joint venture partners and several conflicts with both the JVP and the TAC. Trusts need to consider enterprises as partners, with which they can pool resources, and the JVA as a method for deriving additional benefits for both parties. 9. Sub-leases need to be sufficiently long to be attractive for JVPs and to build trust and good working relations. 10. CBOs and TACs need to carefully scrutinise bids and not necessarily select the highest bidder (cf. the HCH bid). 11. Social responsibility can be pursued by donations to the poor and to vulnerable members of the community and elsewhere (e.g. STMT contributed about P50,000 in 2004 to the Masiela Trust Fund).



	<ol style="list-style-type: none"> 12. The Trust has invested considerably in community development activities, such as by building houses for the poor, constructing pit latrines for most of the households and giving out allowances so as to help improve the livelihoods of the members. 13. There is improved food security in that the money derived from CBNRM is partly used to buy food, and the meat rations given out during the hunting season also contribute to poverty reduction in the area. 14. JVAs have paved the way for improved communication (for instance transport facilities, road links, telephones, etc.). 15. The Trust supports some individuals who have engaged in manufacturing handicrafts by purchasing these products. 16. The members have been empowered through the CBNRM initiative to gain full control of their own area.
Economic	<ol style="list-style-type: none"> 1. STMT is located in a wildlife-rich area with scenic beauty and high potential for tourism and hunting activities. Hunting and tourism are the main revenue earners for the Trust. These are done in partnership with a private company. 2. The community has acquired and manages business enterprises such as the Santawani Lodge and Kaziikini campsite. This is expected to reduce dependency on JVPs. This also shows that there is potential for growth and diversification. 3. Cash dividends are distributed annually to each household. However, a benefit distribution strategy has not been adopted. 4. The Trust employs at least one member per household so as to curb unemployment in the area. 5. The establishment of a micro-credit scheme may support deserving individuals who want to engage in productive ventures. The STMT scheme commenced in 2005 and the results cannot yet be judged. Micro-lending schemes need to be carefully designed, monitored and enforced (e.g. repayment). 6. The use of the tendering approach in the selection of JVPs attracts serious bidders and is useful to increase CBO revenues. However, the selection of the JVP should be done with great care as the highest bidder does not necessarily offer the best deal. 7. The Trust engages skilled personnel in marketing and financial operations to avoid the misuse of resources. 8. An investment in community assets yields both short- and long-term benefits (e.g. the development of skilled manpower, small scale businesses, etc.).
Resource management	<ol style="list-style-type: none"> 1. Community escort guides have been employed to monitor compliance during hunting, and also to monitor resource conditions and the illegal use of resources. 2. Community participates against illegal hunting and the misuse of resources. Incidents are reported to the relevant authorities. 3. Activities such as litter picking and anti-poaching patrols are carried out. 4. The development of an environmental research camp with the JVP is a way of instilling knowledge and sensitising people about the species in their area, and helps to ensure management of the resource. 5. The MOMS system is in place as one of the three pilots in Botswana. The CBO should take this very seriously; should it prove to be successful, the (improved) system should be rolled out to other communities. MOMS results should be used to assist in quota establishment to provide an incentive for STMT to invest in monitoring. 6. The Trust has not yet adopted a resource utilisation and management strategy to guide them in the use of natural resources, but is on the road towards comprehensive management. 7. STMT has not made a separate budgetary provision for resource management. Such a provision would help to found a comprehensive NRM system.



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