

CBNRM The Rising or Setting Sun for Conflict Mitigation in NRM: The Case of CBNRM in Botswana



Masego Madzwamuse
IUCN ROSA

Introduction

- Highlights conflict of narratives, land use and conflicts of interests and agenda in natural resource management
- Presentation will draw from experiences documented through the IUCN CBNRM Support Programme based on the implementation of CBNRM in Botswana over the past 15+years;
 - CBNRM and the rights of local communities (especially ethnic minorities)
 - CBNRM in the policy arena + local governance

Why CBNRM and Conflict Mitigation?

- CBNRM offers a framework for dealing with the conflict in a participatory and equitable manner particularly for conflict with regards to resource use & access
- It addresses ongoing conflict between the multiple stakeholders
- NRM based institutions are critical for conflict mitigation due to the high dependence on NR by rural dwellers
- Environment/management of natural resources has been recognised as a tool for facilitating peace – examples are drawn from the management of transboundary resources such of shared river basins & TFCAs
- It is through such local institutions that communities organise themselves through shared norms, values and rules for NRM

Defining CBNRM

Adams and Hulme (2001) have defined CBNRM as a variance of community conservation, which they define as:

- *“those principles and practices that argue that conservation goals should be pursued by strategies that emphasize the role of local residents in decision making about natural resources”.*



History and background

- Rural communities have managed their natural resources through their own indigenous knowledge systems for many years (although there is a lot to learn from this era we concentrate on '*formal CBNRM*')
- Evolved from the failure of centrally planned approaches to wildlife management
- Underlying assumption is communities must benefit from and have direct control natural resources in order to value the resources
- It has been applied in Southern Africa for more than 20 years
- Largely driven by NGOs and the donor community





















History and background

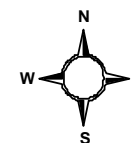
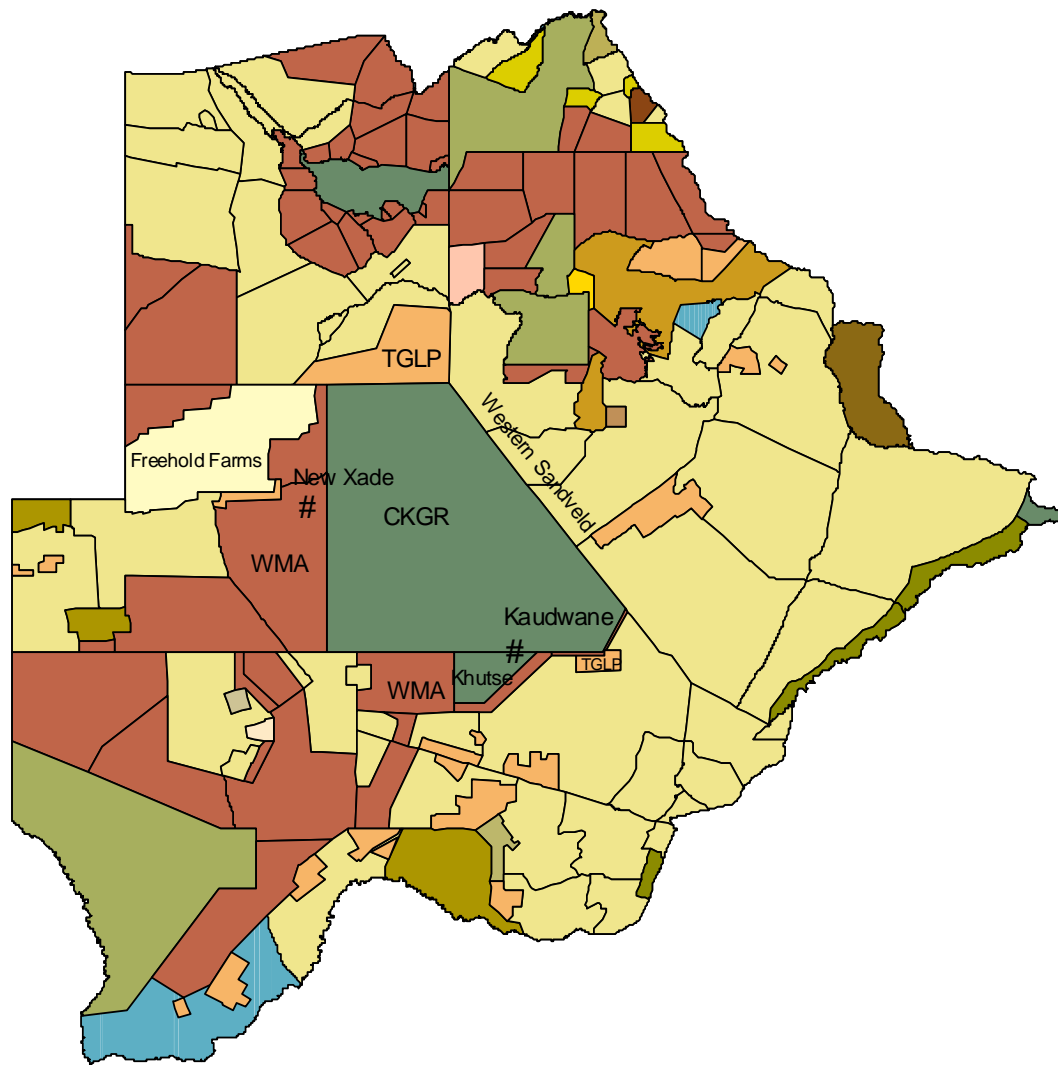
- It built on the successful devolution of rights over wildlife to private freehold in South Africa, Zimbabwe and Namibia and the political demand for transposition to communal contexts
 - Sustainable use as a conservation paradigm
 - Devolution of authority
 - Economic incentives
 - Collective proprietorship
- In Botswana it developed through the USAID funded NRMP

- CBNRM is based on the ideals of equality, natural resource conservation and social development.
 - Stakeholder coordination at District and National level
 - Give communities incentives
 - Establish clear links between benefits and natural resources
 - Encourage community investments in conservation
 - Enhance community self-reliance
 - Ensure respect for the needs of all members of society



Landuse_area_botswana.shp

-  BLDC Ranch
-  CFDA/RAD/TGLP Ranches
-  Forest Reserve
-  Forest Reserve and Extention
-  Freehold + Leasehold Farms
-  Freehold Farms
-  Freehold Farms + P/A/R
-  Game Reserve
-  Leasehold Farms
-  Mainly Commercial Farms
-  Mining Lease Area
-  National Park
-  Pastoral/Arable/Residential
-  Pasture/Arable/Residential/WMA
-  RAD Ranches
-  TGLP Ranches
-  TGLP Ranches and P/A/R
-  WMA and BLDC Ranch
-  Wildlife Management Area
-  Country_area_botswana.shp



400

0

400

800 Kilometers

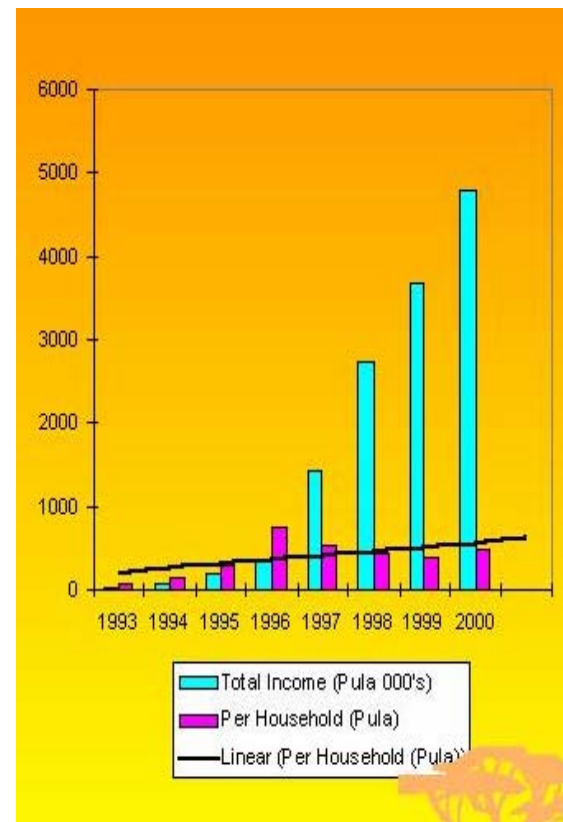
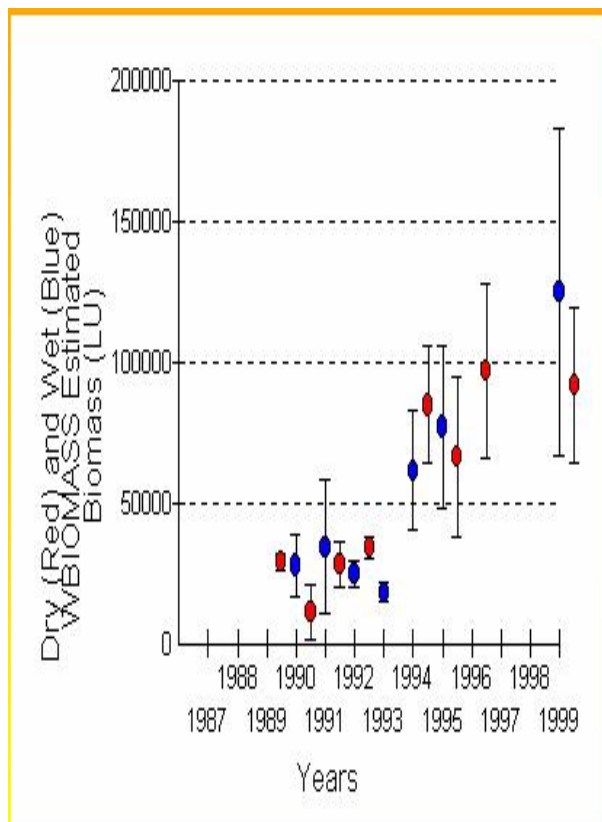
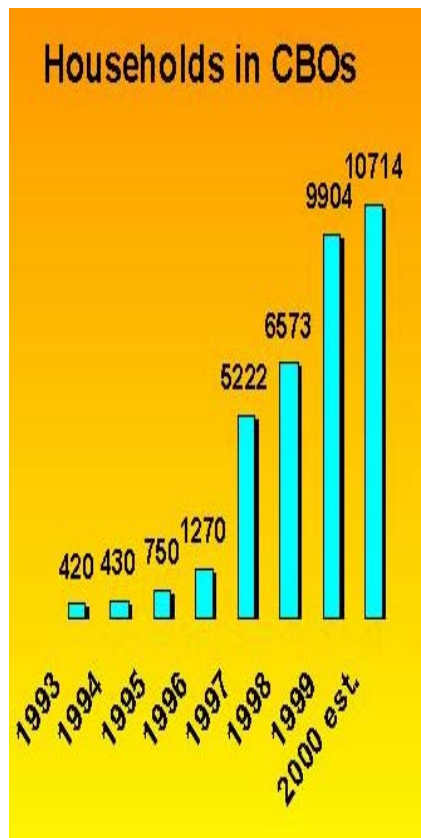
CBNRM activities in Botswana

- ✓ Wildlife based activities
- ✓ Veld and forest products
- ✓ Cultural tourism
- ✓ Craft production
- ✓ Fisheries
- ✓ Rangeland management
- ✓ Transboundary water resources



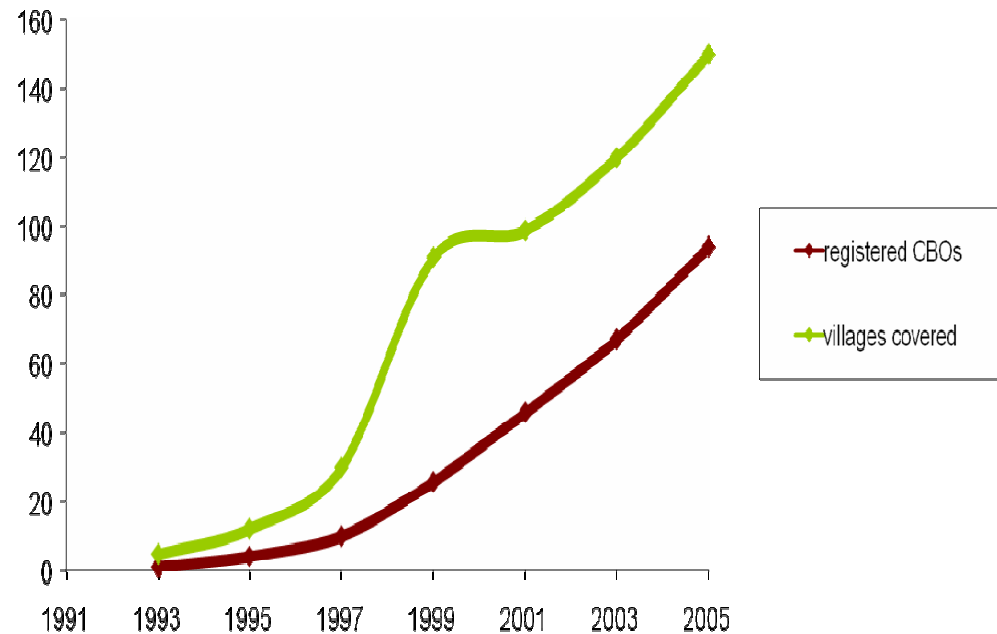
Botswana NRM Benefits

Governance, conservation and economic growth

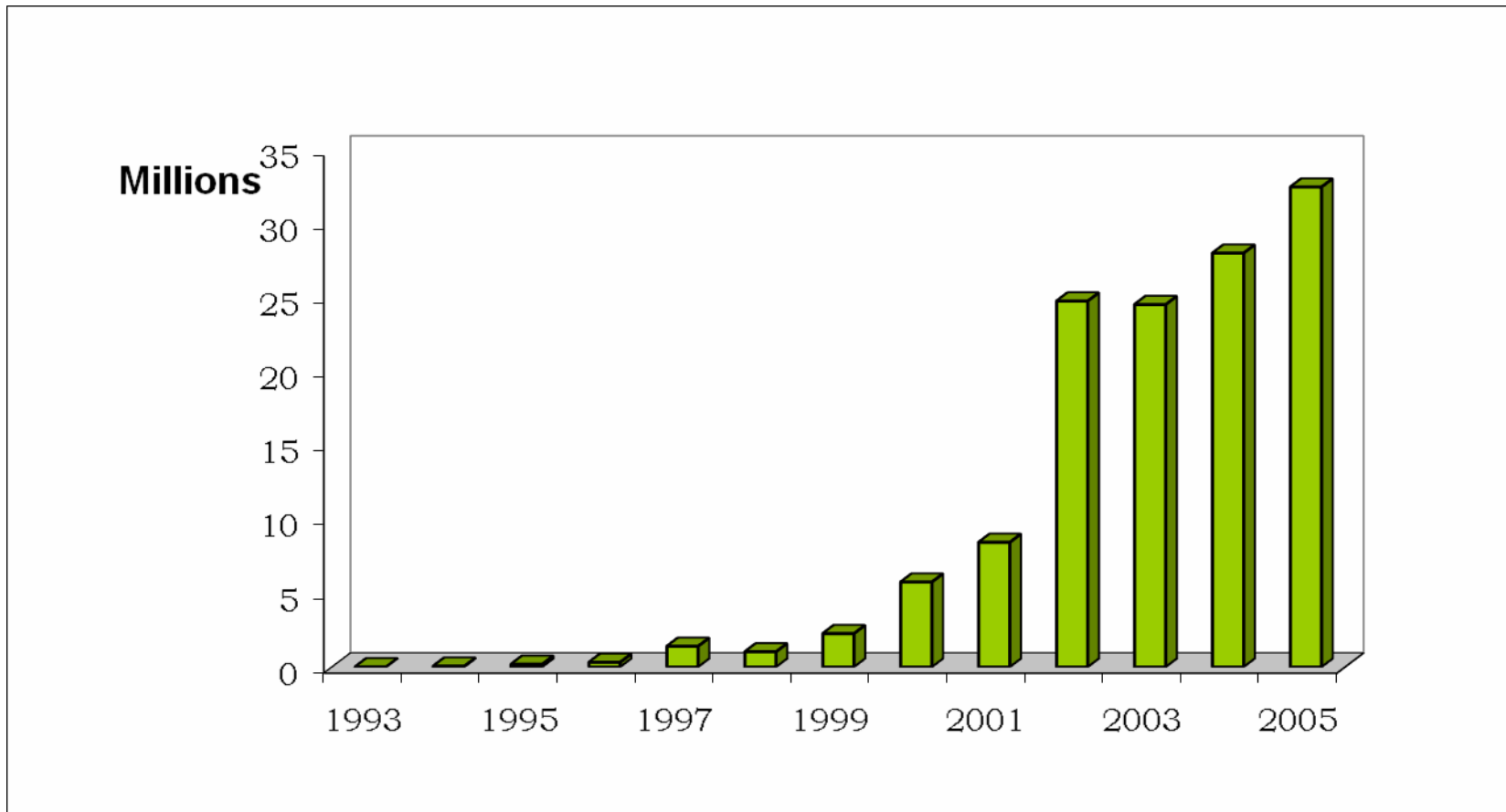


Establishment of CBOs

- CBNRM is being implemented by 94 registered Community Based Organizations (CBOs)
- covers approximately 150 villages in all Districts of the country and involving around **135,000 Batswana** (~ 10% of the population).
- Despite that there is only a limited number of active CBOs appr 34



Trends of CBNRM revenues since 1993



The Dimensions of NR conflict in Botswana

- At the local level
 - Land and the control of land was taken away from the communities during the colonial period
 - Trend is repeated post colonial era -the Tribal Land Act of 1968 decreased the role of local and traditional authorities replaced them with Land Boards
 - Communities had no rights/access to natural resources which are central to their livelihood strategies as a result of conservation laws/protected areas
 - Privatisation of commonage as a result of land and agricultural policies such as the TGLP of 1975 – the San became squatters on their own land

The Dimensions of NR conflict in Botswana

- Competing and overlapping rights to resources between communities and resource user groups
- Landuse conflict resulting from livestock and crop predation for communities living within or adjacent to protected areas – Wildlife seen as a nuisance
- Breakdown in local management systems resulting in ‘open access’.
- Direct management of NR by the state with limited success
- Limited citizen involvement and benefits from a lucrative tourism industry

How has CBNRM mitigated conflict at a local level

- Lessons learnt and factors for success
 - Increase in the participation of local communities through CBOs – noting the steady increase in numbers
 - Conservation is regarded as a legitimate land use by local communities
 - Poaching is decreasing in CBO areas
 - Value of wildlife is better appreciated by local communities due to direct links with benefits

How has CBNRM mitigated conflict at a local level

- CBNRM has facilitated democratic processes for NRM at a local level thus providing a platform for marginalised communities to access land and natural resources
 - Made possible by insightful, dedicated & committed individuals in positions of influence e.g Sankuyo, OCT, OPT & CECT
 - Longterm facilitation and mentoring by NGOs as opposed to stopping at mobilisation phase (overcoming the limitations of short-term project cycles)
- Given communities a ‘sense of ownership’ of land and natural resources
- Provided access to natural resources for previously marginalised peoples such as the San/Basarwa in the case of Botswana

The issues and challenges

- Not fully tapped into the power of local institutions due to highly managerial approach to NRM
- Financial and organisational mismanagement
- Business and enterprise development is limited
- The development of real CPP remains limited
- Lack of a shared vision by stakeholders for CBNRM
 - Communities want tangible and immediate benefits while Government support agencies emphasise resource conservation and management
 - Private sector interests vs community interests.
- Communities continue to be passive recipients of benefits with no direct involvement in the management and decisions about the NR

Issues and challenges continued

- Indigenous peoples landrights are still not fully catered for in the CBNRM programmes and policy
- Usufructory rights are limited to 15 years which makes it difficult for investment as opposed to 50-99 year leases for freehold leases
- CHAs and WMAs have caused conflict by failing to cater for overlapping resource rights & different resource user groups within the community
 - diversification of CBNRM activities within a community is very limited
 - The WMA &CHA are a government construct which does not take into account territories as defined by local communities .eg Community of Shorobe is contesting the concessions to Sankuyo
- Traditional leaders/institutional structures were marginalised by CBNRM and these have emerged as a threat to the future of the programmes

The policy arena and local institutions

- Investing in local institutions alone is not adequate
 - Need to build the political capital of local communities
- The ‘power of local institutions in NRM’ is determined by the political and policy arena
- At this level debates and decisions have been driven by several issues;
 - Benefit sharing – wildlife/natural resources vs diamonds. Politicians often ask ‘why does wildlife benefit only a few communities and yet diamonds benefit the entire nation?’
 - Power balance (Government, Private Sector and Communities)
 - Space for participation in policy formulation and decision making processes

‘Diamonds do not eat goats’

- This discourse suddenly pits CBNRM against the principles of nation building in Botswana and elevates conflict to a national level involving;
 - Influential politicians
 - Private sector
 - Government development agencies
 - Local communities living with the cost of wildlife
 - The rest of the nation
- The establishment of the CBNRM National Forum is an attempt to balance these interests and forge a collective voice around issues

Goal and Objectives of the Forum

Aim- To provide a platform for broader stakeholder dialogue, facilitation, coordination, and co-operation on CBNRM in Botswana



Approach to achieving objectives

- National Forum meetings and Conferences every 2 years
- Quarterly National Forum Steering Committee meetings between the conferences
- Publication of status reports
- Research and publication of lessons learned
- Media articles
- Provide technical assistance to stakeholders upon request

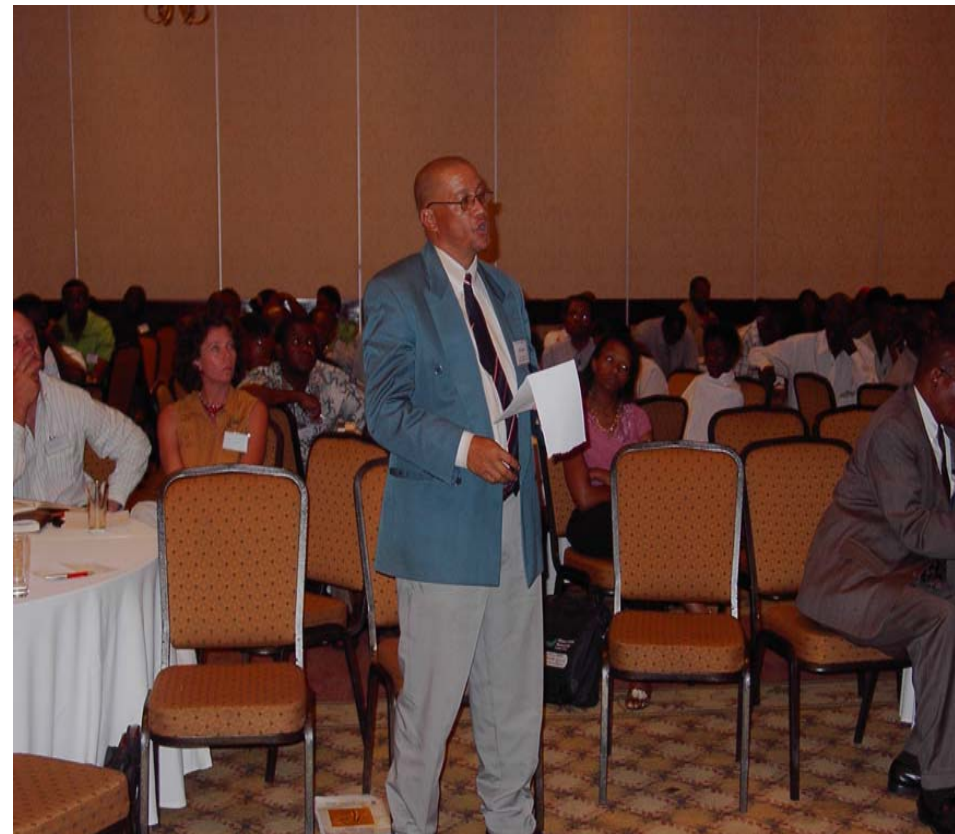


Impacts/highlights contd.

- Using a collective voice the forum has been able to influence policy and government decisions in so many ways
 - E.g in response to the Jan 2001 MLG Savingram raising concerns of the management of funds from CBNRM proj and suggestions for community funds to be managed through district councils. The National Forum met with the PS for MLG to discuss the issue. Recommendations made at this meeting were collated and submitted to DWNP where they were incorporated into the CBNRM Draft Policy
- District fora have been established

Impacts/highlights

- The Forum produces a CBNRM Status report each year which gives an overview of CBNRM activities and stakeholder involvement in the country



The policy arena and local institutions

- The influence of the Forum is limited
- The policy space shrunk with the development of this policy
- The CBNRM Policy of 2007 takes us back to where we started & runs the risk of reversing the achievements of the previous 15+ years
 - Key decisions such as selecting a joint venture partner has been taken away from the community to TAC who themselves have limited knowledge on business and enterprise development
 - 65/35% ratio disempowers communities



How do we facilitate programme to address the challenges identified?

- Conflict mitigation needs to be an ongoing strategy as the nature of conflict continuously changes to reflect the current socio-political climate
- Politicians need to be continuously engaged to secure political will
- The benefits of CBNRM to national economic development need to be highlighted
- A strong and locally driven movement is essential for the sustainability of CBNRM
- Building institutional resilience – need to be driven and defined by the communities themselves tapping into their social capital (norms, values and what defines the collective)
- Information/knowledge is power – stepping up monitoring efforts
- CBNRM needs to build in multiple use and access as would have been the case with common property regimes

Thank You!!!
www.cbnrm.bw

