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**NATURAL RESOURCES MANAGEMENT PROJECT:
COMMUNITY BASED RESOURCE MANAGEMENT
AND UTILIZATION**

**ANNUAL CONFERENCE PROCEEDINGS
CONFERENCE THEME:
LOCAL LEVEL PARTICIPATION**

Proceedings Compiled and Edited by Lyn Robinson
for the SADC USAID Natural Resources Management Project
Annual Conference
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**This publication contains proceedings of the second annual
Natural Resources Management Project regional conference.
Delegates from the participating countries of
Malawi, Botswana, Zambia, and Zimbabwe
met to share experiences and lessons learned
in local level implementation.**

ABSTRACT

A variety of external factors affect successful implementation of community based resource initiatives. Primary experiences of conference delegates focused on land use and tenure systems, the legislation enabling communities to manage, utilize, and benefit from area resources, and pressure from multi-sectoral interests. Additionally, a number of internal and programmatic factors impact the successful outcome of project activities, such as institutional development, training, and socio/cultural patterns. These were identified as key issues by conference delegates and discussions centered on their effect as constraints to implementation and on proposals and suggestions to minimize limitations placed by these factors.

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EXECUTIVE SUMMARY

The Second Annual Conference of the Natural Resources Management Project was held at Chichele Lodge in Zambia's Mfuwe National Park from 16-19 November, 1992. Delegates to the conference included project implementors and local level officials from the participating countries of Malawi, Botswana, Zambia and Zimbabwe.

The theme of the conference was local level participation. Through site visits, presentations of guest speakers, and participant discussions, activities focused on sharing experiences and lessons learned in local level implementation and were designed to offer delegates an opportunity to return home with practical ideas for strengthening community involvement in their own projects. Emphasis was placed on discerning commonalities in local level project experiences and identifying key factors for successful implementation. These insights, however, were seen within the context of different national situations.

For example, while the shared focus throughout the Natural Resources Management Project is to allow local communities to benefit from the sustainable management and utilization of natural resources, Zimbabwe has a much more narrow definition of a "producer community" than is found in ADMADE. Malawi, with its dense population, has no producer communities. Its national focus, unlike projects elsewhere in the region, is on allowing adjacent populations controlled access to resources within the national parks. The emphasis in Zambia's ADMADE program on the authority and symbolic role of traditional chiefs is in sharp contrast to the CAMPFIRE program in Zimbabwe, which works through the administrative bureaucracies of district governments. Botswana, which entered the regional project without the benefit of an umbrella program, is just now initiating community level activities and is encountering some of the same problems and situations faced by Zambia and Zimbabwe a decade ago.

In spite of individual national contexts, the conference ended with some agreed upon conclusions about encouraging effective community involvement in the management of local resources. While these are elaborated upon in the main body of the report, the following paragraphs underscore some of the key findings of the conference.

Enabling legislation is the cornerstone to meeting long-term objectives in the effective management of natural resources. This is particularly true in establishing consistent programs across various sectors of resources conservation. Often, however, the practical means for securing necessary legislation or interpreting existing legislation are misunderstood. A two way flow of information is required, as legislators need to be adequately informed about issues and possible solutions pertaining to resource management.

In land use planning and tenure issues, the importance of a "trickle up" approach was identified. The fact that power equals control is a crucial perspective to maintain in land use planning. When local decisions are superseded by other authorities, the concept of local level empowerment is severely eroded.

Practical ways of integrating women into mainstream project activities need to be identified instead of recreating traditional women's projects. This involves both decision making and the sharing of benefits. To maximize this and to attempt to avoid problems inherent in

approaches which tend to marginalize women, it may be best to focus on gender issues rather than on women in development.

Effective training of both professional resource management officers and local community leaders is a key factor in forming an effective working relationship between the two. Professional staff need practical skills and sensitization in order to assume a facilitation role within the community as opposed to a regulatory function. Community residents, on the other hand, need technical skills and information on overall project objectives to fulfill their responsibilities in the process.

Mechanisms of sharing resource derived incomes with communities must follow clearly defined public guidelines. It is important for the beneficiary communities to determine the guidelines and monitor distribution.

These major conclusions, along with others found elsewhere in this publication, formed the basis for informal action plans developed by the national delegations at the end of the conference. Reflections upon these conclusions will also form the basis of further discussions in upcoming conferences and workshops sponsored by the Natural Resources Management Project.

WELCOME AND CONFERENCE OPENING

Dr. Lewis Saiwana

Dr. Lewis Saiwana, Acting Chief Wildlife Warden, welcomed the delegates and expressed appreciation that Zambia had been chosen as venue for the second annual regional conference of the NRM Project. Dr. Saiwana expressed his sincere hopes that the conference would offer a forum for the beneficial exchange of ideas and experiences, and welcomed questions and comments from the delegates on the on-going Zambia project.

Mr. E. Kafuwa, Under-Secretary of the Ministry of Forestry and Natural Resources in Malawi opened the conference with the following remarks.

Dr. Saiwana, The Facilitator, Distinguished Delegates, Ladies and Gentlemen,

It gives me great pleasure to be with you here this morning as you begin the second Natural Resources Management Project Conference. I would like to welcome the delegates from Botswana, Malawi, Zambia and Zimbabwe to this conference. I wish to commend the organisers for selecting the theme "local participation". This conference should view local participation as an active process in which the local people take initiatives and action that is stimulated by their own thinking and deliberation and which they can effectively influence. With this in mind, I am particularly pleased to welcome those participants who are district officers and those who work directly in local level implementation.

This conference will provide a forum for the exchange of ideas and experiences between local, national, and international project implementors in community based natural resource management and utilization. A central underlying principle of this approach is that communities and local residents must participate in decisions concerning the resources of their area. Through the exchange of experiences, we can more fully assess the degree in which communities are involved in decision making throughout the project. We will have an opportunity to share common problems and approaches, and hopefully we will leave here with new ideas and insights on issues central to local involvement.

Ladies and Gentlemen, I would now like to turn to local participation research, monitoring and evaluation. You will agree with me that research, monitoring and evaluation are essential functions of any development project. These help donors, governments and implementation agencies to identify project constraints and beneficiary needs, to monitor progress towards project objectives, and to evaluate results. Since one of the main aims of this project is to develop the people's own capacity to identify and solve their problems they should be involved directly in all phases of this process. This will act as a participatory learning tool that will help the local people to strengthen their problem solving capacity and achieve self reliance.

I am certain that at the end of this conference we should be able to come up with a workable participatory monitoring system at local level. From the information gathered by the people, they should be able to indicate shortfalls in project performance and discrepancies between objectives planned and those achieved. The work will be easier if

the local people are encouraged to keep records of their meetings and of major problems discussed, decisions made and actions undertaken. Collection of this data will give essential insight into the capacity of local people to manage their affairs and improve their conditions.

The local people should also be encouraged to evaluate their activities. This should include not only tangible and measurable results of their activities, but as much as possible, spill over benefits that facilitate the people's economic, social and human development. Some of the tools to be used could promote a constant two way flow of information between the local people and the project staff. The local people should also be encouraged to evaluate the performance of the delivery system. This helps them to "talk back" to the delivery system by focusing on short comings and identifying bottlenecks.

Ladies and Gentlemen, during a recent visit to some of the project sites in Zambia and Zimbabwe, I was impressed at the extent to which local communities are involved and are empowered to make decisions concerning the utilization and management of natural resources. It was encouraging, also, to see a recognition of the importance of conservation and sustainable utilization and to see local authorities and residents actively involved in protecting this heritage.

Finally, I would like to wish you a pleasant stay here at Mfuwe and a beneficial exchange and cross-pollination of ideas during this second annual conference.

Dr. Saiwana, The Facilitator, Distinguished Delegates, Ladies and Gentlemen, with these few remarks we can begin the conference.

INTRODUCTION AND EXPECTATIONS

The theme of the second annual Natural Resources Management (NRM) Project regional conference was local participation in the protection and effective utilization of natural resources. Along with project implementors, district and local level representatives were invited in order to facilitate the exchange of experiences and perceptions between local, district, national and international levels.

Dialogue illustrating an overview of interests in local level participation was initiated in the introductory session, when each participant was asked to give one positive sign they'd seen of local participation. Answers were varied, including;

- the modification of legislation allowing for further devolution of power to sub-districts, such as wards
- empowerment of local institutions to deny development they don't want
- community interest in diversifying from an elephant focus to additional natural resources
- additional requests for appropriate authority from communities not yet involved in the program
- communities initiating meetings rather than only attending
- initiation of enabling legislature, such as a redrafting the Forestry Act in Malawi, to allow local empowerment over other natural resources

Participant's expectations of the conference were diverse, but five major areas were identified. Delegates expected that the conference would provide a forum to:

- Exchange experiences
- Discern commonalities within the different national projects
- See some of the project activities through site visits
- Gain insights from others to assist in one's own project implementation
- Gain an understanding of perceptions among district representatives and administrators
- Share problems now being encountered

KEY EXPERIENCES IN LOCAL LEVEL MANAGEMENT

As an introductory activity, participants divided into working groups to share experiences in local level management. Topic areas were

- 1 the process for distribution of revenues
- 2 interface between the park and community and
- 3 women's involvement in the project

During the report backs, a number of key issues were identified by different national project implementors.

Process for distribution of revenues

- * The local community must receive direct benefits, and the amount must be significant enough to maintain and justify their long term interest in the project.
- * There must be legally and politically recognized local structures developed and involved in the decision making regarding revenue distribution.
- * There is a need for guidelines regarding how revenues will be distributed and a time frame for distribution.
- * It is important to channel some of the revenues back into management of the resource.
- * There must be a system of financial accountability.
- * It is central to develop a sense of proprietorship, or custodianship, on the part of communities over area resources and to link revenues to the natural resource.

The interface, or relationship, between the parks and targeted communities

- * There must be a two way dialogue, with both communities and project implementors speaking and listening.
- * There is a need for a two part transfer of skills. National parks departments need skill building in extension services and communities need training in resource management, financial administration and other aspects.
- * To better ensure sustainability following donor funding, the structures developed must be flexible and adaptive.
- * There is a historically antagonistic relationship between conservation authorities and local communities which must be overcome in order for the project to succeed. This is often a lengthy process.

- Conservation authorities must show a commitment to community based projects. Benefits don't always need to reflect a large value in order to demonstrate this commitment. For example, a small scale caterpillar collection project in Malawi and the electric fencing in Botswana indicate a willingness to cooperate with communities although neither input nor benefits are necessarily substantial.
- There must be political sustainability. To ensure this, project activities must work within existing political structures. Although political interference is often cited as a problem, it is essential to cultivate good relations with politicians and gain their support rather than view the official system as the opposition.

The Involvement of women in NRM project activities

- Although women may attend community meetings, they are not usually equally represented in decision making.
- The inclusion of specific "women's activities" can further marginalize women.
- The focus should be on gender rather than women. Both men and women's roles should be considered in project activities and in development.
- There is a recognized need for confidence building among women.
- Non-traditional activities should be considered rather than traditional basket weaving, sewing, and bread making activities. New opportunities should arise within the project as it diversifies from a wildlife focus.
- Women have in some instances been catalytic in community acceptance of NRM concepts. In some instances, while men perceived the project as a threat to their livestock or agricultural status, women recognized the alternative benefits that could come from the project.

ADDITIONAL EXPERIENCES IN LOCAL LEVEL MANAGEMENT

From the initial session, several more issues were identified by the participants as central in local level participation:

- * land use and tenure
- * enabling legislation
- * sectoral integration
- * training

The observation was made that three of the above are long term approaches. Training, though, can be a more immediate response. A discussion in working groups of the management constraints and successes different teams had encountered in these issues was followed by proposals or suggestions.

Land Use and Tenure

Different systems of land use and tenure influence the approaches available to community based projects. The issue of tenure is closely tied to proprietorship and, implicitly, to custodianship of resources of an area. Additionally, security of tenure also facilitates access to capital and self reliant development. With the NRM project focus of community development based on sustainable utilization of an area's resources, the land tenure issue is important. Several constraints in this critical issue were identified.

1. There are often conflicts between customary use and governmental plans which result in traditional systems of allocation being compromised or completely usurped.
2. There is often local resistance to plans and planning.
3. There is potentially a Tragedy of the Commons situation under open access.
4. There is a lack of skilled planners.
5. Political interference can influence tenure and land use planning at any level.
6. A lack of legislation enforcing land use plans makes them ineffective.

It was noted that there have been few notable successful experiences in land use plans, and none of these were on a large scale. The Mosi-O-Tunya Park Plan and some grazing schemes have been successful, but there have also been noticeable failures such as the Mid-Zambezi Development Plan. There was agreement that voluntary land zonation opens up areas to better management and the reduction of conflict, and several proposals were made to alleviate this.

1. The use of participatory planning exercises rather than a top down approach will assist in protecting the community's control over communal areas. As control leads to empowerment, control over local resources through participation in land use

planning is an effective means of empowering local communities.

2. Legislative and enforcement mechanisms should be developed.
3. The training of land use planners would assist both communities and other levels in designing and coordinating practical, usable plans.

Enabling Legislation

Enabling legislation, regulations or policy is essential for any community based program. The following constraints to implementation of NRM project activities and concepts were identified:

1. Existing laws may not be well understood. Project implementors may not understand how to use them or to change them to work towards meeting project objectives
2. Laws are often too vague to define limits.
3. Politicians are often not well enough informed to fully represent their constituency.
4. Protection from political interference is needed.
5. Local people are too far removed from policy makers.
6. Technical decisions should be more valued than political decisions in dealing with resource management needs.

While these constraints do exist, there have been successful experiences within the project in the process of passing enabling legislation.

1. Local institutions have been established to participate in policy making.
2. In wildlife areas where other resources are critical to wildlife, legal provision to integrate these other resources is being drafted.
3. Legislation decentralizing control of forest and other natural resources is being drafted, such as the new Forestry Act in Malawi.

Several suggestions to assist in the adoption of legislation enabling community based activities and to work within the existing framework were identified.

1. Implementors should examine and understand existing legislation.
2. SADC should offer broader support to endorse the principles of community based management.
3. A change of terminology from "wildlife" to "resources" could result in an effective

multi-sectoral application of legislation.

Sectoral Integration

Sectoral integration at some level, either before, during, or following project activities is integral to NRM resource management programs with the diversification from the original wildlife focus. There are, however, a number of constraints to effectively integrating sectoral interests.

1. Attempting to address too many different elements can result in a loss of project focus and/or direction. Two negative results of diversification could be
 - a. the project becomes ineffective
 - b. communities may be unable to absorb so much information initiallyHowever, a failure to look holistically at a project area results in ad hoc non sustainable activities.
2. Conflict is inherent between existing agencies with different mandates.
3. Multi-sectoral coordination is difficult. It is hard to assign leadership to any one sector.
4. Historically, different sectors have varying levels of community interaction.
5. Enabling legislation from different ministries is required.

Most of these sectoral conflicts have arisen in the design and implementation of project activities. Following distribution of revenues, multi-sectoral coordination has been effective.

1. Revenues from 1 sector (wildlife) have gone to support other sectors, such as the construction of schools and clinics. In these cases, appropriate ministries have provided staffing for the facilities.
2. Due to zonation, it is possible for different sectors to complement each other and coordinate efforts. An example is Lake Malawi National Park, where commercial fisheries, tourism, and national parks are all active in different zones within a small geographic area.

While a multi-sectoral approach may be more complicated to coordinate and manage, several things can contribute to effective integration of sectors.

1. A good land use plan making use of local and technical knowledge can minimize conflicts.
2. Following this, the prioritization of sector focus and use of a phased approach to develop one sector at a time will allow for development of community understanding, appropriate local institutions to manage project activities and would allow the community to take the lead in subsequent phases based on skills developed during the initial project.

Training

Training, both of project implementors and community members, is identified as necessary to the success of the community based management initiatives. Wildlife departments usually have trained staff in law enforcement and wildlife management, but training in extension services to allow effective community outreach has not been emphasized. Concurrently, the community management approach is new, and at this point there has been little training to communities in the financial and physical management of project activities or in technical resource management skill building. Several primary constraints were identified in training.

1. Lack of trainers
2. Lack of resources, including funds, materials, time, skills, and training institutions
3. Lack of appropriate training curricula
4. Lack of coordination of efforts
5. Inadequate monitoring and evaluation
6. Inadequate identification of training needs

In spite of these constraints, there have been successful training initiatives in the project countries.

1. The Nyamalumla Training Center in Zambia has been operating over several years in training the village scouts and unit leaders which are central to the ADMADE program. The Center also works extensively with local chiefs and officials to familiarize them with ADMADE concepts.
2. While small in scale, the bee-keeping project in Malawi has trained local clubs in not only bee keeping skills, but in the financial skills necessary for sustainability.
3. There have been a number of instances in Zambia where poachers have been trained and absorbed into scout and protection programs.

Several suggestions and proposals were made for a more efficient training approach.

1. Development of training institutions
2. Development of a replicable modular program
3. Coordination of a national and regional training program
4. Further exchange of information at the national and regional level through a variety of mediums, including conferences, site visits and publications.

**FIELD VISITS:
NYAMALUMA TRAINING CENTER AND LUMIMBA GAME MANAGEMENT AREA**

Lumimba Game Management Area

In order to see activities actually being implemented as part of the ADMADE project, concurrent site visits were made. A trip to the Lumimba Game Management Area (GMA) was arranged to allow participants an opportunity to speak with traditional authorities, the ADMADE unit leader, and other local representatives. Participants in this visit presented the following main findings:

- * There is a unifying element in traditional leaders working alongside Department of National Parks and Wildlife (DNPW) professionals towards a common objective. While in this instance Chief Chitungulu is a retired wildlife officer and is particularly receptive to the approach, the same method of interaction between chiefs and DNPW technical staff is used nation wide.
- * The local level understanding of ADMADE principles was well illustrated. Residents are aware of the implications of poachers in the area to their wildlife populations and do perceive the linkage to their revenues. They actively participate with DNPW by reporting illegal activities.
- * Through example and instruction to younger residents, sustainability of the ADMADE concepts and incorporation into the social structure is enhanced.
- * The high level of discipline among the village scouts was illustrated. This, in addition to the fact that such a large number have trained and effectively employed, is indicative of a well established effective program. There was a suggestion that the enforcement approach be expanded to include more extension type activities.
- * The problem animal control (PAC) methods illustrate a counterpoint to the situation in Zimbabwe. In Zambia, the recommended practice is to fire shots into the air to chase away wildlife that is damaging agricultural crops. In Zimbabwe, this isn't effective as animals aren't frightened by gunshots. Additionally, with the exception of elephant or trophy species, any hunter in the area in possession of the appropriate license can perform a PAC upon request rather than only DNPW staff.
- * The fact that the community decides on use of ADMADE revenues is an indicator of democratization, although the extent of the process is questioned as the Wildlife Management Sub-Authority members are not democratically elected. There is a feeling that the democratization process has been initiated. While it may still be top down and dependent on suggestions of the chief, when compared to the historical situation it is clear that the process is in action.
- * The importance of involving the local authorities, such as Chief Chitungulu, in the ADMADE project was considered very significant. In other countries, the process works through different governmental levels while by-passing traditional levels of authority.

- The absence of mono-cropping of maize and relatively low human population pressure have contributed to a well preserved resource base in terms of wildlife and vegetation coverage. There appears potential for zonation and land use planning without disturbing the agricultural pattern. There is a concern, however, that slash and burn agricultural practices currently being used threaten the long term sustainability of the resource.
- Another threat to sustainability is the potential increase in conflicts between wildlife and human populations in a project designed to increase wildlife populations in a context in which the human population is increasing.
- An additional question of sustainability arose from the fact that ADMADRE revenues are primarily used for construction of infrastructure. Assuming that at some level a saturation point will be reached, the future challenge is in how to effectively channel and utilize revenues.

Nyamaluma Training Center

The training of village residents as wildlife or resource scouts is an integral component of most community based activities. The Nyamaluma Training Center at Mfuwe, Zambia, has a long standing training program for village scouts in the ADMADE program. Although ADMADE scouts have the same legal powers to enforce the Wildlife Act as government wildlife officers, and law enforcement training is emphasized, training at Nyamaluma is offered in a number of additional subject areas. Scouts are trained in the collection and recording of wildlife data, conservation, environmental education, monitoring of safari and hunting operations and legislation.

A field trip to Nyamaluma offered an opportunity for briefings and discussions with the director of the center and an inspection of the classroom setting, dormitory facilities, tannery and office complex. Delegates offered the following observations after the field visit.

- Irrespective of difference in national contexts, a systematic, well constructed training program for community level scouts is important in the development of this type activity.
- The facilities and infrastructure are all constructed with appropriate and locally available materials.
- An innovative approach to skill building and the use of indigenous materials was represented in the Nyamaluma Tannery. Wildlife skins are tanned using all locally available natural materials. Craftsmen are trained to make the skins into items for sale.
- The importance of local chiefs in the ADMADE program was illustrated again. As one example, it was suggested that the elimination of unregistered firearms would decrease levels of illegal hunting. DNPW requested and secured the support of local authorities in this effort. Upon request of the chiefs to their villages, over 2000 unregistered guns, primarily muzzle loaders, were surrendered. In another instance, privately owned dogs were depleting warthog populations. Recognizing the threat to potential revenues, the chief requested assistance from DNPW to initiate PAC exercises to eliminate the dogs.
- Nyamaluma has addressed the importance of multi-sectoral integration by inviting Forestry and Fisheries representatives to present training sessions on respective regulations and policies.
- A sophisticated computer center is contained in the office complex, with a comprehensive GIS system. This system has been used extensively in land use planning exercises, and local chiefs have been brought to Nyamaluma to participate in these land use plans. There was some question as to the appropriateness of such sophisticated and complex equipment in the context, and it was suggested that a more low level mapping approach might be as effective.
- The training center was commended for performing a self-evaluation in a survey comparing attitudes towards village scouts and civil service scouts.

ALTERNATIVE APPROACHES IN COMMUNITY BASED RESOURCES MANAGEMENT : THE LUANGWA INTEGRATED RURAL DEVELOPMENT PROJECT

Flywell Munenyembe, Director

An overview of the Luangwa Integrated Rural Development Project (LIRDP) and comparison between the initial approaches by LIRDP and ADMADE was made by Mr. Munenyembe. Both projects originated from a concern over the depletion of wildlife populations and a desire to test the practicability of local participation in decision making and revenue sharing from resource utilization. While some of the following LIRDP objectives are similar, others differ in scope from ADMADE and the NRM Project.

1. To improve the standard of living of the people through the sustainable use of their natural resources.
2. To ensure that the project becomes self sustaining financially and in terms of manpower achievement.
3. To provide revenues and other benefits at the national level.
4. To provide infrastructural development for the area to enable the development of the land related resources including agriculture, forestry, wildlife and water.

Mr. Munenyembe noted the following differences in design:

A fundamental difference in approach is that LIRDP advocated high level capital inputs to create a base for self sustainability. ADMADE advocated low level funding and achievement of self sustainability through the gradual development of resources.

There were additional differences in the organizational structure. Originally LIRDP was under the Ministry of Finance. LIRDP framework provided for an executive committee chaired by the Head of State with membership comprised of Permanent Secretaries as well as a Local Leader's Sub-Committee which included chiefs, their ndunas, and local politicians.

The structure is currently being altered so that it is consistent with that of ADMADE and will come under the Ministry of Tourism as a part of DNPW. The executive committee has been abolished and there will now be one administrative line rather than separate LIRDP / ADMADE structures as in the past. A newly designed National Parks and Wildlife Board will administer the projects under one umbrella framework and LIRDP will use the existing Wildlife Conservation Revolving Fund.

A major conceptual difference in the LIRDP approach is that benefits are provided to all communities in the area rather than to designated producer communities.

Mr Munenyembe identified several major problems with the LIRDP design.

1. Difficulties in multi-sectoral coordination between line ministries and departments and with DNPW. A closely linked problem was the status of LIRDP in which the project had over all control of the National Park and a GMA and the resources in them, while an institution for this control was existent within the Government.

2. Legal status of LIRD and its sub-committees.

3. The question of self-sustainability in a project based on high inputs. The original vision was that LIRD would attain sustainability in October, 1992. With an annual budget of ZK 600,000,000 (US \$2,000,000), though, it is not likely that the project will generate enough revenues to support itself.

4. An migratory increase in the human population due to development of infrastructure could result in increased conflicts between human and wildlife populations.

LIRD has been illustrative of an alternate approach to community based resource management with a different structure and a wider, multi-sectoral focus. To a large extent it has been successful. Poaching has decreased by 276% since initiation. Over 3,000 firearms have been confiscated, and the incidence of illegally shot elephants has decreased from 39 in 1988 to 6 in 1991. There has been an increase in the standard of living of people through employment opportunities and the development of infrastructure.

It is significant to note that LIRD has experienced many of the same operational and implementation problems identified by NRM project implementors during this conference. The project stresses, as in ADMAD, the legal and political recognition of local structures. There is shared concern over the possible impact of an increased human population on the wildlife population that the project is trying to increase. Encroachment into the habitat areas is difficult to control. Gender issues haven't been easy to address. The project is still looking at traditional women's clubs and activities.

The two programs have also used many of the same approaches in working towards a successful model of community based management. As one example, LIRD uses village scouts who are trained at Nyamaluma alongside the ADMAD scouts. The director admits, though, that the scouts were not as well used after graduation as in the ADMAD program.

LIRD is dealing with the same questions experienced regionally in the NRM Project. To what extent should power over resources management be devolved to local communities? Should they be setting quotas? Should they tender safari companies? What formula is best for revenue distribution? What line of authority is most effective?

Each different community based approach will have its own particular set of problems. Due to the high initial input of funds and equipment, LIRD faces difficulties in the integration with district administration at phase out. All road making and other heavy equipment will become the property of a district administration incapable of maintaining or operating it, as no skills transferral has been initiated.

Community based initiatives are still a relatively new approach. The development of a successful model, or models, for community based resources management is largely dependent upon the sharing of information and the capture of lessons learned. While national contexts and project methodologies differ, information exchanged should be mutually helpful in anticipating and solving problems. The opportunity to discuss with LIRD an alternative strategy and its distinct project experiences offered a chance for a broader understanding of the technical and programmatic aspects of community based management.

APPLICATIONS OF LESSONS LEARNED TO NATIONAL NRM PROJECTS

In order to draw the conference to a comprehensive conclusion with applications to differing situations, delegates broke into national working groups to review the insights and experiences shared by others and to consider three things in view of their own NRM project:

1. What was learned that could be considered for application in the near future?
2. What longer term applications are possible?
3. What steps would be required to put these applications into practice?

ZAMBIA

Based on experiences learned through the shared exchange at the conference, Zambia identified the following that could be incorporated into the ADMADE program.

1. Increase the democratization process by electing Integrated Rural Development Committee (IRDC) members. (The IRDCs will replace the original ADMADE Wildlife Management Authority and Sub-Authority structures). The provision of guidelines for election would facilitate putting this into practice.
2. To avoid nepotism or favoritism, design a recruitment method for village scouts going through the IRDC structure rather than local chiefs. The provision of guidelines is again necessary to facilitate this.
3. Provide incentives to women to actively participate in project activities. In the long term, this could be achieved by creating projects for them, although the possibility of further marginalizing women should be recognized and activities planned to avoid this. As a step to put this suggestion into practice, the designation of special project funds and a gender analysis would be required.
4. Involve communities in training and institution building in economics and marketing. Necessary funding is required to apply this suggestion.
5. Develop management plans for the GMAs. In the long term, location of funding and personnel will assist in the accomplishment of this. The prioritization of GMAs is a necessary first step.
6. Provide a higher percentage return of revenues to local communities. The long term goal is to attain 100% of revenues returned to the community, and a step seen as necessary to achieve this is increased management capabilities of local communities.

MALAWI

The Malawi context differs from that of other regional participants, as the population density has resulted in protected areas directly surrounded by agricultural lands and

human settlement. As an extreme example, one of the country's national parks has five villages enclave within park boundaries. There are no buffer zone areas, so the application of community based projects has focused on allowing sustainable utilization of resources within park areas. In the long term, several possibilities exist for Malawi to apply lessons learned from the NRM conference.

1. Provision of access to protected areas for locally operated tourism related enterprises. This would be particularly effective in situations where villages are enclave within national parks, and could include training and employment of local residents as guides, craftspeople and sales persons.
2. With this, the development of tourism infrastructure such as rest houses and restaurants in enclave villages could contribute significantly to local revenues generated. To facilitate this, two steps would be required. First is the change of departmental regulations and policies to allow free access to parks for profit making community based organizations. Non profit organizations are currently admitted without fee. A second step would be to open a dialogue with local communities to discuss possibilities.

BOTSWANA

From discussions during the regional conference, Botswana identified several insights helpful to their national NRM project.

1. The need for appropriate, local level, low tech land use planning. Steps needed to achieve this include training more Department of Wildlife and National Parks (DWNP) staff members and land officers in local mapping techniques, such as PRA.
2. The level of local empowerment over resources is proportional to benefits realized. The greater the level of community control over local resources, the greater the benefits accruing. Control must be at least sufficient to interest communities in participation. The initiation of dialogue with local government to build support towards development of appropriate mechanisms is a necessary step towards achieving this.
3. It is important to review legislation to promote consolidation of government policy across all natural resources sectors. This is a long term application that would probably best be entered under the National Conservation Strategy currently being formalized in Botswana.

ZIMBABWE

Zimbabwe, which is currently initiating a CAMPFIRE Community Worker program similar to the ADMAD village scout initiative recognized the following as applicable to their situation. The need for training was emphasized in their recommendations.

1. Train CAMPFIRE Community Workers in not only law enforcement, but in conjunction with public relations and conservation education.

2. Improve on the structure, regularity, duration, and organization of community worker's training. They identified a possibility as the more effective use of the training center at Mushandike.
3. Based on the visit to Nyamaluma, NRM-Zimbabwe noted that training in firearms handling needs to be carefully planned in consultation with relevant departments and in conjunction with the preparation of safety controls such as strongrooms. They also need to develop control guidelines on the use of firearms.
4. Zimbabwe also saw as applicable the need for training to address as many people at as many levels as possible on CAMPFIRE concepts. This includes government officers, policy makers, beneficiaries, and local authorities.
5. There is a national need to plan and implement a training of trainers program, and to identify relevant government extension workers to be prepared as future trainers.
6. Drawing on the ADMADE village scout structure, Zimbabwe saw as a long term application of ideas exchanged at the conference:
 - a. The professionalization of Community CAMPFIRE Workers to include a career path, benefits and incentives such as those offered Zambian village scouts.
 - b. Enactment of legislation on indemnification of Community CAMPFIRE Workers in areas such as PAC
 - c. A training input that should diminish over time

Two steps are needed to achieve these actions; effective coordination through the collaborative group and a reallocation of resources to support disadvantaged areas.

WRAP UP AND CONCLUSIONS

As a concluding session, original expectations of the conference were reviewed to determine whether participants expectations had been met.

- Exchange experiences
- Discern commonalities within the different national projects
- See some of the project activities through site visits
- Gain insights from others to assist in one's own project implementation
- Gain an understanding of perceptions among district representatives and administrators
- Share problems now being encountered

Of these, there was a clear exchange of experience, sharing of problems, and identification of commonalities within the different national projects. Participants were able to see project activities on the ground through visits to both the Nyamaluma Training Center and the Lumimba GMA and found lessons learned applicable to their national projects. The response from national teams in drafting plans of action based on information received at the conference is another indicator that the objective of gaining insights to assist in implementation of different regional projects was met.

One expectation was not met. Although district representatives were present in each working group, they were never able to meet as a group and present their perceptions.

CONFERENCE EVALUATION

Conference Background:

At the first annual conference of the Natural Resources Management Project held February 3 - 6, 1992 in Malawi, delegates suggested that local level participants and implementors be included in the second annual conference. This idea was approved by the regional Project Coordinating Committee, and the theme of "local participation" was set for the second conference. District level implementors were invited as a part of the delegation from Botswana, Zambia and Zimbabwe so that their input, experiences, and perspective could be shared with national and regional level participants.

Conference Structure and Content:

The annual conference was designed to be participatory with a flexible agenda to accommodate suggestions of conference delegates. As in the preceding community variables workshop, participants were seated at small working group tables rather than in a large plenary setting to facilitate communications and the exchange of ideas, experiences and information. At least one district representative was included in each working group.

The only formal presentation was an overview of the history and status of the Luangwa Integrated Rural Development Project (LIRDPA) by the director, Flywell Munenyembe. LIRDPA is a NORAD funded community based natural resources management project based in the Luangwa Valley. This presentation offered conference participants insights into a community based project employing a different approach and methodology.

Responses to the Conference:

I. At the introductory session, participants raised the following expectations from the annual conference.

- * Exchange of experiences
- * Discern commonalities within the different national projects
- * An opportunity to see some of the project activities through site visits
- * Gain insights from others to assist in one's own project implementation
- * Gain an understanding of perceptions among district representatives and administrators
- * Sharing of problems now being encountered

During the final session, participants discussed whether these expectations had been met. Response was that, with one exception, these expectations were realized. The structure of the conference and working group topics allowed a forum for the exchange of experiences and for sharing problems in implementation and solutions. Through the report backs, commonalities within the regional project were stressed. Concurrent site visits to the Nyamaluma Training Center, where ADMADDE village scouts and unit leaders are

trained, and to Lumimba GMA to talk with the chief, unit leader, and other representatives offered an opportunity to see project activities on the ground and to assess local attitudes and perceptions towards the project.

Delegates felt that the expectation to gain an understanding of perceptions among district representatives and administrators was not met. Had district representatives been together in a working group at some point and reported their discussion in the plenary session, this expectation might have been reached.

II. A final evaluation was distributed following the conference. A summary of responses to the evaluation follows:

1. Regarding participants hopes and expectations of the conference, ten delegates indicated that their expectations had been met. Eight indicated that the conference had somewhat exceeded their hopes and expectations and five delegates felt that their expectations were greatly exceeded. Two participants felt that the conference fell somewhat below their expectations.

2. Regarding reasons for their response, those whose expectations were not entirely met felt that there was not enough challenge in the discussions. Additionally there was a great deal of disappointment that the host country was not well represented, thus eliminating possibility of exchange of ideas with the local chiefs and district administrators during the meeting.

For those whose expectations were met or exceeded, a variety of reasons were mentioned. Most felt that there was an active exchange of ideas and experiences both among national, regional, and those district representatives who were present. Material covered was considered relevant to the project. The fact that, on the last day, national teams met in working groups to discuss which ideas could be applied to their own projects and to draft both short and long term approaches to adopting these concepts was considered by several delegates to be the most important output of the conference. The ability to leave the meeting with an outline of specific steps based on the experience of others was felt to be a concrete accomplishment.

There was some disappointment on the part of delegates that field visits were concurrent. Many participants would have liked an opportunity to visit both Nyamaluma and Lumimba and felt that a better agenda would have been to make the conference longer so that this would have been possible.

3. Concerning design and structure, participants were asked to rate on a scale of excellent to poor different aspects of the conference. A breakdown of responses is tabulated below. To summarize, most responses fell within the very good category with the majority of the remaining responses divided between the categories of average and excellent. There were, justifiably, below average responses concerning the venue. The two lodges within the park are booked as one unit, and it wasn't until arrival that the long distance between the two and the daily travel time entailed to move delegates to one conference site were apparent.

	excellent	very good	avg	below avg	poor
design of the conference	1	17	5		
methods and process used	7	11	6		
group participation	5	14	4		
interchange among participants	2	15	6		
recommendations from the conference	2	13	4		
quality of the facilitator	3	14	4	1	
venue & practical arrangements	1	8	9	5	1
overall conference rating	3	13	7		

4. The following were listed as most beneficial sessions or aspects of the conference.

- * Shared problem solving and experiences - 9 participants
- * Site visits - 6 participants
- * Different methods and approaches (LIRDIP discussion) - 3 participants
- * New perceptions and ideas on how to proceed - 3 participants
- * The ADMADE approach in Zambia and the importance of local authorities - 2 participants

In addition, several evaluations complemented Zambia on their open acceptance of the positive criticisms and suggestions from the conference participants on different ADMADE strategies.

5. When asked what changes they would make in the conference, logistics was the most frequent answer. Delegates would also have liked more contact with community members in the field rather than only the chief and other leaders.

6. As suggested follow up to the conference, the following were proposed

- * Workshop on land use planning
- * Workshop on legislation
- * Workshop on training
- * Distribution of proceedings of this conference as soon as possible
- * Timely implementation of specific steps to apply concepts used by other participating countries
- * An evaluation of progress made in implementing these specific steps

Summary

It is unfortunate that, for whatever reason, with the exception of two delegates Zambia was not represented at the conference. Proposal of NRM-Zambia was to send 10 delegates, and other participants had looked forward to dialogue with ADMADE implementors and particularly with Chief Chitungulu. Additionally the logistical problems encountered in moving delegates housed in two separate lodges to one meeting center was tiresome and inconvenient.

In spite of these, from participant responses, it appears that the second annual regional conference met its objective to provide a forum for the exchange of ideas and experiences

in local participation. A variety of key issues and strategies were identified, such as the central position of the local Chiefs in the ADMADE structure, and a common recommendation from each national team was the development of land use plans through a consultative process with local communities.

District authorities from Zimbabwe and Botswana offered valuable insights, the two site visits were an opportunity to see project activities on the ground, and the presentation by Mr. Munenyembe allowed a comparison between NRM and other community based approaches. A consistent request was for additional opportunities to meet together and follow up on activities suggested during the second annual NRM project conference.

**Agenda
Second Annual Conference
Natural Resources Management Project**

**Luangwa National Park, Zambia
November 17 - 19, 1992**

DAY ONE

2:00 WELCOME AND CONFERENCE OPENING

2:30 PROJECT STATUS: DISTRICT AND LOCAL LEVEL IMPLEMENTATION

Botswana
Zambia
Zimbabwe

DAY TWO

8:00 KEY EXPERIENCES IN LOCAL LEVEL MANAGEMENT

Working groups suggested topics:

Process in the distribution of revenues
Protected area / community interface
Women's involvement and gender issues

12:00 IDENTIFICATION OF AFTERNOON SESSION TOPICS: PLENARY

2:00 OTHER ISSUES IN LOCAL INVOLVEMENT

Working groups suggested topics:

Land use and tenure
Enabling legislation
Sectoral integration
Training

DAY THREE

8:00 CONCURRENT FIELD VISITS:

Nyamaluma Training Center
Mumbwa Game Management Area

DAY FOUR

8:00 SITE VISIT DEBRIEFING

10:00 LUANGWA INTEGRATED RURAL DEVELOPMENT PROJECT (LIRDPA): HISTORY AND STATUS.

2:00 WRAP UP

Applicability of lessons learned
Conclusions
Conference evaluation

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**THE CAMPFIRE ASSOCIATION PERCEPTIONS AND ASSESSMENT OF PROGRESS
TOWARDS NRM PROJECT GOALS BY DISTRICT AND LOCAL LEVELS**

**TAPARENDAVA MAVENEKE, CHIEF EXECUTIVE OFFICER
CAMPFIRE ASSOCIATION**

The CAMPFIRE Association as a producer association representing District Councils and their constituents (the wards and villages) aims at effective institutionalization of producer communities with a view to enable them to make informed decisions on natural resource management and utilization. The Association's perceptions and assessment of Natural Resource Management (NRM) Project implementation at district and local level will be based on the analysis of the objectives of the NRM Project support which will be quoted at length:

Project Support will contribute to achievement of the following objectives:

- 1 Demonstrate natural resource utilisation as a preferred and profitable land use in Hwange and Tsholotsho Communal Lands. (The Project has also spread to Binga and Bulilima mangwe).
- 2 Establish resource management programs in the target areas that will be self-sustaining, will offer increased local employment opportunities and incomes, will result in optimal and sustained wildlife yields and will provide the communities with access to a renewable source of revenues for development projects.
- 3 Establish and strengthen institutions and decision-making procedures for sustainable resource management and distribution of economic benefits resulting from wildlife activities at the village, ward, and district levels in Tsholotsho and Hwanngwe Communal Lands.
- 4 Transfer, through training and advisory services provided by Zimbabwe Trust, problem-solving organizational accounting, and management skills, thereby empowering local institutions to plan and administer their own strategy for resource utilisation.
- 5 Enable local institutions, by the completion of the project, to assume complete responsibilities for wildlife management and distribution of economic and other tangible benefits resulting from the wildlife resource base.
- 6 Increase women's participation in the resource management program at the village, ward and district levels.
- 7 Expand women's participation in the economy through income-generating activities that use the natural resource base in a sustainable manner.
- 8 Increase social and rural welfare through increased income, access to protein, community development project, and the expanded participation of women in the economy and development process.
- 9 Introduce rural communities to basic concepts of community-based resource management and utilisation.

In pursuance of the above objectives, the NRM project Document (p.vi) further states: "In support of the Government of Zimbabwe's efforts to enhance community based resource utilization, the project will support the four elements considered necessary for effective implementation of Appropriate Authority:

- a wildlife management;
- b institutional development of the District Councils and other representative bodies;

- c community development activities to ensure the involvement of local residents, particularly women, and the effective use of community development funds; and
- d training and education regarding the process and responsibilities of community-based resource utilisation as well as conservation education in general."

In Zimbabwe, the NRM Projects have been implemented in the marginally agricultural districts of Binga, Tsholotsho, Bulilimma mangwe and Hwanange. The wildlife option has initially been viewed as unacceptable in that it posed heavy costs on the community. The CAMPFIRE Association perceives wildlife management as a viable rural development option as long as the targeted communities have accepted the option through a process of involvement of the local people. The initial implementation of the programme by the various agencies left the impression that the communities are to be sacrificed on the altar of wildlife expediency.

Such a perception by local communities was exacerbated by inadequate explanations of why people had to move say in Korodziwa, Tsholotsho or why fences were to be erected in some places in Binga. There was need to utilize indigenous technical knowledge to evaluate people's perception of wildlife. While the District Council would readily accept the wildlife option in anticipation of monetary cash benefits and thus sustain their heavy bureaucracies, the local people who were risk averse were genuinely sceptical of the intentions of the implementing agencies and the district council.

The NRM Project was meant to strengthen local institutions, but the contradictions that we perceive are that in reality, the project was strengthening the capacity of the district councils without a corresponding accountability to lower organs. This was not surprising because some implementors such as the Department of National Parks and Wildlife Management had to work within bureaucratic structures and the same goes for the District Councils. The CAMPFIRE Association feels that there is need for an amount of implementational flexibility of the wildlife project so that it accommodates local cultural needs as well as existing pattern of economic activity.

The tendency to be rigid had affected the wildlife management sector and this created community resistance. An example is the recruitment of Game Guards (CAMPFIRE Community Workers) where insistence on local recruits having "O" Level against the local people's democratic choices almost ruined the project. Eventually a compromise was struck, but not before a lot of time had been spent squabbling with the Department of National Parks and Wildlife Management, Zimbabwe Trust and the District Council representatives.

The NRM Project has over-emphasized the wildlife sector despite the other generalised objectives stated in the Project document. The Project should have emphasized the institutional development and community aspects not just on paper but in actual implementation. The CAMPFIRE Association perceives wildlife as just one of the natural resources for the economic base of rural people, but this must be premised on viable locally based institutions divorced from intensive bureaucratic manipulations. In the same vein, resources must be viewed from a holistic integrated angle and this is the only way one can link water, grass, trees, wildlife and humans. A "mono resource" approach only helps to alienate the infant institutions that will sustain the resource.

These local institutions must be democratic in structure and must grow through a learning process not blue print specifications. This issue becomes critical when one considers the time period of the project implementation. It was assumed that in six years time the infrastructural projects will be completed, the institution will be in place and self-sustaining and the District Council will be working harmoniously. Periodization or fixation of project implementation can kill projects based on community participation. Community participation has to be patiently built up and not assumed. Project "delay" sometimes is nothing except a genuine acceptance that enough community work has not been accomplished. The CAMPFIRE Association believes while a lot has been done by all the implementing agencies in the field of community participation, project implementation period must be extended if we are to harvest all the financial, social-economic and manpower investments already made. Any precipitate donor and agencies departure will lead to project ruin and ensure a complete disinvestment on what is already done. This request is critical due to manpower constraints being faced by almost all the implementing agencies in the NRM Project.

The major problems facing rural development projects of the magnitude of the NRM Project is the pertinent question "whose project". On the surface it could seem as if this is begging the question but a few points on the NRM Project will indicate the problem. The project envisages water points for wildlife and fences to keep out wildlife from the people. For the people water would be more significant for household needs and livestock because these were perceived as rating higher than wildlife. It was necessary to provide water for people who in turn would be sympathetic to "water for wildlife". On the fence issue some people felt that the NRM Project was extending the National Parks Area - a well known political hot potato considering people's perceptions of the pre-independence era.

The CAMPFIRE Association believes that projects should not be prescriptive - they should be people's projects where planning/re-planning; implementation/re-implementation are done as more Indigenous technical knowledge is obtained. As the project is going on, the CAMPFIRE Association is happy these lessons are bearing fruits as a lot of project adjustments are taking place.

The training component of the NRM Project is very important in that this is a process of effective skills transfer. The training that has taken place so far at District level is taking cognisance of local people's felt needs. This is reflected in the various levels of training undertaken by Area Managers. A word of caution is that training must be iterative with both facilitators and the target group bringing in various training inputs. The CAMPFIRE Association believes that in a rural community where people are rightfully suspicious of any form of indoctrination, training must be continuous to allow locals build a certain level of confidence with the facilitators. If project implementation period is extended, the current pace of training is bound to yield dividends in terms of a vibrant society imbued with relevant skills for rural development.

I have left the issue of benefits because I felt dealing with institutions first would put into focus the need to create a base for any benefit to be meaningful. Benefits be they cash or projects must clearly reflect local democratic decision making. Initially with very little advocacy among the locals due to weak institutions, benefits did not go beyond the District Councils. Paternalism was the order of the day. With more institutionalization taking place; more advocacy was heard and currently natural resource benefits have now gone down to wards and will eventually get down to villages. Considering the pre-CAMPFIRE era, this development is a step in the right direction and more decentralization can be expected.

The CAMPFIRE Association is well aware that decentralization is some loss of political control at various levels and the pace is bound to be grudgingly slow, but the horizon is promising. The issue of increasing women's participation at various levels has had the least success due to cultural trappings; the general tendency of women (gender) issues being articulated by women elites and the total chagrin that gender issues are treated with in the male dominated society. The project document itself relegated women projects to the very marginalized ones, so it actually reinforced women domination rather than providing a liberatory dispensation. The CAMPFIRE Association believes that women issues cannot be isolated from the whole debate of rural poverty and women are merely the observable tips of an iceberg.

In conclusion, the CAMPFIRE Association has given most of these suggestions on the basis that the NRM Project is "on going" and has not collapsed. We are also representatives of the producer groups whom we are fighting for to gain the best bargain. A lot has been achieved, is being achieved, but more co-ordination in the ongoing evaluation of the NRM Project is called for. Extension of the project period is very necessary and the lessons we learn at each stage will improve the final product. Flexibility of project funds, integration and co-ordination of various agencies, skills will enrich the NRM Projects now and in the future. In terms of monitoring and evaluation the CAMPFIRE Association believes in Beneficiary Contact Monitoring and Evaluation where all implementing agencies and the locals are involved in constant critical dialogue throughout the various phases of the Project. Unsubstantiated recriminations or even substantiated criticism done by a single implementing agency team must consist of all concerned. I have in mind the controversies that rose from the "Hawkes-Madzudzo" report on institution building and benefit to locals. It is instructive to note that genuine criticisms are necessary in development projects. But this must be done in a collective and constructive approach for the betterment of project implementation.

THE LUANGWA INTEGRATED RESOURCE DEVELOPMENT PROJECT
A COMMUNITY BASED NATURAL RESOURCES MANAGEMENT PROGRAMME

Flywell Munenyembe, Director

A talk prepared for the Regional Workshop at Chichele Lodge in South Luangwa National from the 11th to the 20th November 1992.

1.0 INTRODUCTION

The Luangwa Integrated Resource Development Project (LIRD) is a Project conceived out of concern by the National Parks and Wildlife Service (NPWS) and the parent Ministry, the Ministry of Lands and Natural Resources in the way the wildlife resources of the country were being depleted. At first much of this concern was directed at the Luangwa Valley National Parks where the elephant population between 1975 and the mid 1980s was estimated had declined at the rate of 10 elephants per day through illegal hunting. During the same period, the Black Rhino population was almost wiped out of the whole Luangwa Valley.

This decline in the key Wildlife species continued unabated despite the vigorous law enforcement campaigns by both NPWS and NGOs, a situation which forced NPWS to assess whether law enforcement alone could be the solution to this problem. In trying to address this question a National Workshop was convened in 1983 by NPWS. Participants were invited from all land use based department and ministries. Leaders of the local community from the Lupande Game Management Area LGMA actively participated in this workshop.

It was realised from the workshop proceedings that in order to address this problem appropriately, there was need to take into account the causes of illegal over exploitation of wildlife resources. The causes for poaching were identified as arising from the socio-economic deprivation of the local communities that resided in the fringes of wildlife areas. This was identified as the reason why law enforcement alone even with all the equipment and funding could not arrest the poaching problem.

The recommendation of the workshop was that in order to resolve the socio-economic deprivation of the people in these areas, a multi-sectoral approach to wildlife management needed to be adopted.

In order to test how well this could be applied, the workshop recommended that a request for funding from both Government and NGOs be submitted to support a pilot scheme that would test the practicability of the multi-sectoral approach to wildlife management which also allowed the participation of local communities in both revenue sharing and decision making in resource utilization. It is from here that two similar projects were borne simultaneously. The LIRD came out of funding from NORAD for a consultancy to determine viability of such an approach in South Luangwa National Park (SLNP) and the Lupande Game Management Areas (LGMA). The administrative management design for game management areas (ADMADE) initially came out of funding from New York Zoological Society and Wildlife Conservation International for the Lupande pilot project in LGMA to test how the multi-sectoral approach and local people's participation could be applied in smaller areas involving smaller communities to maximise on benefits to local communities and self sustainability.

The LIRD concept advocated for high level capital inputs initially to create a base for self sustainability while the ADMADE programme advocated low level funding and achieving self sustainability through the gradual development of resources as a revenue generator to maintain sustainability. Both ADMADE and LIRD continue to run these parallel programmes using the same concept with differences only in the level of funding but under the same Ministry and Department.

2.0 OBJECTIVES OF LIRDP

Before the establishment of the project in the area the level of inputs to develop the area was identified to be inadequate as compared to its resource potential and so was the level of expertise. More government resources were concentrated to the plateau, to the East and West. Generally, the people of the Valley were left to themselves. As a result, most people resorted to illegal over exploitation of the wildlife resources. The decision to establish the project in the areas was made to overcome the constraints to development in the area, to replace illegal over-exploitation of wildlife with legal sustainable use, and to ensure the generation of revenue from the natural resources of the area which could be used to develop the area.

Specifically, the objectives of LIRDP are:-

- i) To improve the standard of living of the people through the sustainable use of their natural resources.
- ii) To ensure that the project becomes self sustaining financially and in terms of manpower development.
- iii) To provide revenues and other benefits at the national level.
- iv) To provide infrastructural development of the land related resources including agriculture, forestry, wildlife and water.

The essence of LIRDP is to let the resources come to terms with the land to increase productivity and revenue earning capacity of natural resources. The land in the project area should be used for what it is best suited for and hence the emphasis on the participation of local communities in deciding what land is best used for.

3.0 THE LIRDP AREA

The LIRDP area covers the South Luangwa National Park (SLNP) covering approximately 9000Km² and the Lupande Game Management Area (LGMA) with an area of approximately 5000Km². In terms of provincial administration, the area is part of the Eastern, Northern and Central Provinces. The SLNP contains no settlements apart from Lodge Operators and staff for NPWS. The LGMA has a total population of approximately 40,000 people which is a density of people/Km². The whole of LGMA is in Chipata District but administered from a sub centre at Jumbo.

4.0 THE STRUCTURE OF LIRDP

The administrative structure of LIRDP is still undergoing a lot changes. The project is operated under the Ministry of Tourism and is now part of NPWS. Before the change of government in Zambia, it was operated under the National Commission for Development Planning (NCDP), a wing of the Ministry of Finance.

The new structure of the LIRDP is still being worked out. After the completion of the Phase 2 programme, the administrative structure of the project will fall in line with recommended structure of the Ministry of Tourism and NPWS as mandated by the Phase 3 workshops which recommended a uniform administrative structure for both LIRDP and ADMAD. This will entail that LIRDP will now form the secretariat and co-ordinate activities for the project area and in turn report to the National Parks and Wildlife board (NPWB) which will over-see all such programmes throughout the country. The NPWB shall be composed of Permanent Secretaries and departmental heads of participating ministries so that all activities are co-ordinated under one umbrella. This was not the case in the past.

The Local Leaders Sub-Committee of the LIRDP shall be transformed into an integrated Resource Development Committees (IRDC) so that they are in line with the ADMADE programme and the National Parks and Wildlife Act No. 10 of 1991 which legalises the existence of IRDCS. The IRDCs will report to the NPWSB whose secretariat will be at National Parks headquarters and will be run by NPWS Directorate.

The different sectoral activities continue to be co-ordinated by sector co-ordinators from Agriculture, Wildlife, Water Development, Forestry, Women Programmes etc. Technical Sub-Committees under each of these continue to work as Technical Advisors to the IRDCs. Technical Sub-Committees continue to be responsible to the policy Technical Sub-Committees headed by Directors of participating departments. In addition to activity co-ordinators, the LIRDP Officer established the office of Community Liaison Officer to work as a link person between the project and the local communities. The organisation structure and linkages with Ministry of the Tourism and NPWS are shown in fig 1 and fig 2 shows the structure of the LIRDP Secretariat.

5.0 PERFORMANCE OF LIRDP

LIRDP as pioneer programme has so far performed well and made some progress as demanded for the objectives. Through the programme of revenue sharing with the local communities and infrastructural development for the area. The people of the areas have now developed an appreciation for wildlife and other natural resources. Since the commencement of the Phase 2 programme in 1988 poaching in the area has been reduced by 90%. Over 3000 assorted firearms have been confiscated. The number of arrests and convictions increased by 276%. Only 6 elephants were reported poached in 1991 as compared to 39 elephants in 1988.

On the infrastructural development, 52.1Km of all weather roads have been added to the existing road network. The food security in the area has been strengthened by the commissioning of 6 storage sheds, one for each chief's area and the installation of a maize grinding factory.

Revenue generation potential is being improved through park entry fees and hunting safari rights. 40% of these revenues directly go to the Chiefdoms for Community Development. The amounts of 40% shares disbursed to the local communities had increased from K640,000 in 1988 to K8,567,764 in 1991.

There is a slight improvement in the standard of living of the people through employment opportunities created by the project. Overall, the existence of LIRDP in the area has contributed significantly into bringing the six chiefs of the area together to plan the development of the area.

As always is the case, programmes of this nature have their problems. The major problems identified were problems concerning the status of LIRDP to have overall control over National Parks and a GMA and the wildlife resource in them when an institution for this control already existed in Government. There were other such constraints as such the Local Leaders Sub-Committee. There problems of integration with the local district administration and local participation and the whole question of self sustainability from own revenues. At the beginning of the project, it was envisaged that this project would attain self sustainability at end of phase 2 in October 1992. This is far from being achieved and negotiations are proceeding to extend the programme into phase 3.

There are also other problems that arise as a consequence of project activities, these are programmes that could lead to the settlement of the area from outside the project area because of good roads and bridges. Such activities could lead to extermination of wildlife because of competition. It is also a problem to sustain the project at the moment in the event that donor funds are withheld or phased out.

6.0 SOLUTIONS TO THE PROBLEMS

It is possible to overcome some of the problems but others will linger on. Legal problems could be overcome through working closely together with line departments and ministries so that some of legal problems are solved through review of agreements and statutes.

Encroachments problems arising from provision of better facilities could be overcome by preparation of land capability plans.

The transfer of responsibilities to local communities or IRDCs should be the absolute aim of such programmes and in order to win more support from local communities, there is need to increase the revenue shares from 40% to higher percentages. Because donor funds are bound to phase out anyway, commitments should be pledged now from participating ministries and departments that they will continue to support project activities of their departments when this happens.

7.0 CONCLUSIONS

LIRD is still a unique project which has contributed positively to both the development of the area and the safeguarding of the natural resources. Our feeling is that the responsibility to keep such programmes going lies in all of us. Governments, NGOs and the support of the international community otherwise if material support is cut out prematurely, the programme could phase out and all the effort and finances would have been to no avail.