

**Regional Activity to Promote Integration  
Through Dialogue and Policy  
Implementation (RAPID)**



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**Workshop Proceedings**

**Task Order No. 3.1**

**Four-Corners TBNRM Workshop**

**Co-Sponsored by USAID/RCSA and UNDP Botswana**

**Held on  
October 9 and 10, 2000**

**At the Mowana Safari Lodge  
Kasane, Botswana**

**Prepared by: Manyaka Greyling Meiring (PTY) Ltd, PO Box 95823, Waterkloof 0145, Pretoria,  
South Africa. Tel: 027-12-362-0848; Fax: 027-12-362-0869; Email: liaison@liaison.co.za**

**Submitted by: Chemonics International, Inc.**

**Submission date: December 8, 2000**

**Submitted to:**

**Regional Center for Southern Africa,  
U.S. Agency for International Development**

**Gaborone, Botswana**

**USAID Contract No. 690-I-00-00-00149-00**

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**P.O. Box 602090 ▲ Plot 2914, Ext.10 ▲ Pudulogo Crescent ▲ Gaborone, Botswana ▲ Phone (267) 300 884 ▲ Fax (267) 301 027 ▲ Email  
[rapid@botsnet.bw](mailto:rapid@botsnet.bw)**

**Chemonics International Inc ▲ Africa Resources Trust ▲ Business Research and Information Group ▲ Complete Software Solutions Ltd ▲ Consilium  
Legis (Pty) Ltd ▲ Crown Agents Consultancy Inc ▲ Dewey Ballantine LLP ▲ ECOFIN (Pvt) Ltd ▲ Economic Resources Ltd ▲ Independent Management  
Consulting Services  
▲ Macroeconomic & Financial Management Institute of Eastern and Southern Africa ▲ Manyaka Greyling Meiring Ltd ▲ Mercosur Consulting Group Ltd  
▲ New Africa Advisors ▲ Resolve Inc ▲ Sigma One Corporation ▲ TechnoServe ▲ Transportation and Economic Research Associates Inc  
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**An Activity Funded by the United States Agency for International Development (Contract No. 690-I-00-00-00149-01)**



## **PURPOSE OF THIS DOCUMENT**

This document records the proceedings of a RCSA and UNDP Botswana stakeholder workshop, attended by 55 participants representing CBOs, local and central government departments, NGOs, private sector and donor agencies for the proposed Four Corners (Okavango/Chobe/Hwange/Caprivi/Mosi-oatunya/Kafue) transboundary natural resource management (TBNRM) area between Botswana, Namibia, Zambia and Zimbabwe. The workshop was held on 9 and 10 November 2000 at the Mowana Lodge, Kasane, Botswana.

## **COMMENTS AND ENQUIRIES**

**Mr Morse Nanchengwa**  
USAID/Regional Center for Southern Africa (RCSA)  
P O Box 2427  
GABORONE  
**BOTSWANA**  
Telephone: +267 324 449  
Facsimile: +267 324 404  
Email: [mnanchengwa@usaid.gov](mailto:mnanchengwa@usaid.gov)

Prepared by: Manyaka Greyling Meiring (PTY) Ltd, PO Box 95823, Waterkloof 0145, Pretoria,  
South Africa. Tel: 027-12-362-0848; Fax: 027-12-362-0869; Email: [liaison@liaison.co.za](mailto:liaison@liaison.co.za)  
Submitted by: Chemonics International Inc.

## LIST OF ACRONYMS

AWF	African Wildlife Foundation
BOCOBONET	Botswana Community Based Organisation Network
CBOs	Community-based organizations
CBNRM	Community-based natural resource management
CPPP	Community/Public/Private Partnerships
EIA	Environmental Impact Assessment
GEF	Global Environmental Facility
GKG	Gaza-Kruger-Gonarezhou
GTZ	Deutsche Gesellschaft Für Technische Zusammenarbeit
IUCN	Previously International Union for the Conservation of Nature, currently World Conservation Union
IUCN ROSA	World Conservation Union Regional Office for Southern Africa
MOU	Memorandum of Understanding
NGO	Non Governmental Organization
OKACOM	Permanent Okavango River Basin Commission
ORB	Okavango River Basin
OUZIT SDI	Okavango Upper Zambezi International Tourism Spatial Development Initiative
RCSA	Regional Center for Southern Africa
SADC	Southern Africa Development Community
SADCC	Southern African Development Co-ordination Conference
SIA	Social Impact Assessment
SQAM	Standardization, Quality Assurance, Accreditation and Metrology
TBNRM	Transboundary Natural Resource Management
TFCA	Transfrontier Conservation Area
UNDP Botswana	United Nations Development Program
USAID	United States Agency for International Development
WWF	World Wildlife Fund
ZIMOZA	Zimbabwe, Mozambique and Zambia

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3. Workshop evaluation results

# EXECUTIVE SUMMARY

A stakeholder consultation workshop for the proposed “Four Corners” Transboundary Natural Resources Management Area (TBNRMA) was held on November 9 and 10, 2000, at Kasane, Botswana. The workshop was co-sponsored by USAID/RCSA Regional Center for Southern Africa (USAID/RCSA/RCSA) and UNDP Botswana. Workshop deliberations focussed on the broad objectives and priorities for the “Four Corners” TBNRMA initiative. A summary of the main outcomes is provided below.

## Definitions and Context

The “Four Corners” TBNRMA was defined as the border area shared by Botswana, Namibia, Zambia and Zimbabwe. The target area includes the Okavango River Basin (Botswana/Namibia/Angola), the Chobe River Basin (Botswana/Namibia), and portions of the Upper Zambezi River Basin (Angola/Zambia/Zimbabwe). The Kasane – Livingstone – Victoria Falls area is the or “hub”, with the Okavango/Chobe – East Caprivi – Mosi-oa-Tunya/Kafue – Hwange national park systems as the “wings.” Angola requested to be included in the Four Corners initiative.

Transboundary Natural Resources Management (TBNRM) was defines as *“any process of cooperation across boundaries that facilitates or improves the management of natural resources to the benefit of parties in the area concerned.”* There are various elements of cooperation within a TBNRMA: community to community; communities with protected areas; private sector with protected areas; protected area with a protected area; private-public sector partnerships; and community-public-private partnerships in various combinations.

The August 1992 SADC Treaty committed the fourteen member states to the formulation of common policies and implementation of common practices to achieve regional integration. To date twelve protocols, a charter and an MOU have been negotiated and concluded. These provide the legal basis and policy framework for citizens and organizations in the region to cooperate across borders. Key to TBNRM is the Protocol on Wildlife Conservation and Law Enforcement, Protocol on Shared Watercourse Systems, and the Charter of the Regional Tourism Organization of Southern Africa (RETOSA).

## Benefits of TBNRM

TBNRM has various economic, ecological, political, social-cultural and institutional benefits. At the economic level, TBNRM enhances freer movement of capital, goods and services, as well as greater economies of scale with resultant regional and local economic benefits. Ecological benefits include improved land use planning with particular regard to profitable utilization of semi-arid and marginal lands. At the political level, TBNRM improves regional cooperation, development and stability. The social benefits include regularized legal cross-border human movements with resultant revitalized cultural and socio-economic ties. Institutional benefits are derived from capacity building, networking and collaboration, with resultant improvements in information flows and improved decision making.

## Current Situation and Initiatives in the Four Corners TBNRMA

The Four Corners area is an important wildlife range and ecosystem. These resources are internationally renowned and support a vibrant tourism economy, with potential for further expansion and additional local and regional benefits.

At present, resources such as water, land and wildlife are under increasing pressure from both agriculture and human settlements. These changes in land use cause resource degradation due erosion, illegal off-take and discharge of effluent. Unsuitable resource use on one side of a border may adversely affect resource use in neighboring states, and ultimately negatively affect the integrity of ecosystems, employment, incomes and livelihoods. To ensure sustainable use of natural resources, the management of water catchments, ecosystems, and migratory wildlife must become more multinational and participatory across local, national, and international levels.

Various NGOs and community-based organizations have been implementing community-based natural resources management (CBNRM) programs since 1989. These include programs and projects implemented with the support of the World Wildlife Fund for Nature (WWF), the World Conservation Union (IUCN), Wildlife Conservation Society (WCS), Conservation International (CI), and Peace Parks. Important lessons have been learned, particularly the importance of devolving resource management authority to communities and enabling them derive direct economic benefits. CBNRM has laid a firm foundation for TBNRM. Several transboundary initiatives are at various stages of development for the “Four Corners” area. These include the Okavango River Commission (OKACOM), the Okavango-Upper Zambezi International Tourism Spatial Development Initiative (OUZIT) scoping exercise by the Development Bank of Southern Africa; and the Upper Zambezi Regional Development Initiative (UZAREDI) community based tourism initiative by the Konrad Adenauer Foundation.

In addition, there are already a number of transboundary activities from which the “Four Corners initiative can learn. These include the Kgalagadi Transfrontier Park (Botswana/South Africa), the Kruger/Goranezhou/Gaza (GKG) Transfrontier Park (under development by South Africa, Zimbabwe and Mozambique); and the Zimbabwe, Mozambique and Zambia (ZIMOZA) transboundary natural resources management area. Several donor agencies and national governments have committed themselves to funding these initiatives. These include USAID/RCSA (GKG and Four Corners), UNDP Botswana/GEF (OKACOM), and several investments by the World Bank, JICA, and the EU.

### **Towards an Efficient and Effective Four Corners TBNRMA**

Workshop participants accepted the concept of TBNRM. Participants noted the constraints and challenges that the “Four Corners” initiative will have to deal with. The workshop discussed several issues including the need for an institutional arrangement to facilitate dialogue concerning investments coming into the area. Other important constraints relate to the numerous land use problems and conflicts, and differing levels of legislative development across borders to deal with these conflicts, resulting in social constraints and high economic transaction costs. Recognizing that the workshop did not constitute a decision making body, the participants made several recommendations and set out priorities for the effective implementation of the “Four Corners” TBNRMA as follows:

#### ***Institutional Arrangements***

The objective identified is to overcome institutional constraints to TBNRM inter alia poor liaison, inadequate sharing of best practices (in natural resource management, monitoring methodologies and systems), and unequal benefits and institutional capabilities. Two major recommendations were arrived at:

- 1) To assure stakeholder ownership, the Four Corners initiative must promote the participation of all stakeholders (public, private and community entities) via a formal coordinating structure such as a Steering Committee.
- 2) The four governments must work towards a formal agreement, to collectively promote the management of the four corners area as one regional tourism product. A planning meeting in mid-December in Zimbabwe to initiate the process was recommended and agreed.

#### ***Natural Resource Management Vision and Objectives***

Participants agreed the natural resource management vision for the “Four Corners” area should include progress towards:

- A transborder institution capable of facilitating and coordinating natural resource management;
- Forums for transboundary partners to encourage CBNRM entities to work together and share experiences;
- CBOs in the TBNRMA capable of adaptively managing their natural resources;
- Maintenance of ecosystems in the “Four Corners” area and rehabilitation of those that have been degraded, supported by well-coordinated transboundary management plan that ensures the integrity of the “Four Corners” ecosystem;
- Shared resources harvesting based on an integrated transboundary quota;

- A monitoring system able to reliably measure trends, with consolidated standards for measurement, to assist in future land use, tourism and other planning; and
- Information resource centers capable of disseminating information to TBNRM stakeholders.

### ***Tourism and Economic Development Objectives***

The objectives for tourism and economic development were identified as follows:

- Ensuring the sustainability of tourism development, including social responsibility;
- Enabling communities to realize maximum benefits from tourism in the “Four Corners” area;
- Increasing tourist arrivals in the “Four Corners” area, with a good mix of tourist origins (local/regional and international);
- Facilitating the free movement of tourists in the area (support for the proposed Univisa system, harmonization of customs and immigration regulations and border post management);
- Diversifying land use where low potential tourism areas could benefit from other types of land use in order to stimulate economic development;
- Ensuring joint management of natural resources by all the countries involved;
- Promoting equity, e.g. a good gender balance across countries; and
- Attracting investments through incentives.

### **Strategies**

Participants suggested several strategies and actions for the implementation of the “Four Corners” initiative, including the following:

- Undertake additional (extensive) stakeholder consultation process;
- Facilitate the development of transboundary natural resource coordination forums/structures;
- Facilitate the development of compatible transboundary natural resources monitoring systems to monitor resource use trends, impacts and benefits (including EIAs);
- Support the development of a sustainability strategy for local/regional institutions supporting TBNRM; and
- Support the marketing of the “Four Corners” area as one regional tourism destination, including the harmonization of customs and immigration procedures.

### **Way Forward / Immediate Actions**

The workshop concluded with three key agreements:

- 1) The principle of cooperating on the management of natural resources in the Four Corners area is relevant especially since it is consistent with the SADC protocols on shared water courses, wildlife conservation and law enforcement, and the charter on the regional tourism organization (RETOSA).
- 2) That an interim working group would be set up to steer the process towards a formal agreement by the four governments at Ministerial level to promote cooperation in the management of the Four Corners TBNRMA.
- 3) As an immediate action, a planning meeting for senior government officials representing tourism and national park authorities to initiate steps towards a formal “Four Corners” transboundary agreement will be held in Zimbabwe, mid December 2000.



## **1. INTRODUCTION AND OBJECTIVES**

The facilitator, Ms Tisha Greyling (Manyaka Greyling Meiring), introduced herself and outlined her role of facilitator as setting meeting procedure. She invited participants to contribute freely, and in particular not to be anxious to disagree with one another, since it is diversity of opinion that enriches outcomes. She also outlined the programme for the day, noting that the pace of the workshop would be dictated largely by participants, bearing in mind however the objectives of the workshop.

All participants had received upon registration a workshop binder including various background documents, contributed by various individuals and organisations. In addition, copies of presentations were available, as well as copies of relevant SADC Protocols, International Conventions, previous studies in the area, overviews of current initiatives, etc.

### **1.1 WORKSHOP OBJECTIVES**

She outlined the objectives of the workshop as follows:

- To provide an interface at operational levels between SADC Protocols in the environmental sector;
- To introduce the Transboundary Natural Resources Management Area (TBNRMA) concept to principal SADC and national government stakeholders from the four constituent countries;
- To identify areas of commonality between the proposed “Four-Corners” initiative and SADC Protocols and international environmental conventions to which the four countries are signatory;
- To obtain consensus among the stakeholders from the four countries on possible areas of collaboration in implementing the concept;
- To identify regional collaborating institutions that can be involved in the implementation of the “Four-Corners” initiative;
- To identify a way forward, i.e. concrete steps towards improved collaboration and implementation of the “Four-Corners” TBNRM initiative.

All participants present then introduced themselves (see Appendix 1 to these proceedings for a list of those that attended the meeting).

### **1.2 WORKSHOP PROCESS**

The facilitator informed participants that the workshop procedure would commence with presentations to provide background to transboundary natural resource management (TBNRM) in the SADC region. Each presentation will be followed by questions for clarification where participants are invited to pose questions relevant to that particular presentation.

The presentation will be followed by a panel discussion to highlight potential opportunities and constraints to TBNRM.

Thereafter participants will divide into three working groups, each group to chart a way forward for the TBNRM concept in terms of:

- policy/institutional
- economic/tourism
- natural resource management.

Feedback from each working group will be presented at a plenary session and used as a basis for plotting the way forwards and the next steps.

## **2. TRANSBOUNDARY NATURAL RESOURCE MANAGEMENT; BACKGROUND, HISTORY AND CONTEXT**

### **2.1 IMPORTANCE OF TBNRM FOR SOUTHERN AFRICA**

Mr Rebonyebatho Moaneng of the United Nations Development Programme (UNDP Botswana) presented this welcoming address on behalf of Mr Macharia Kamau, the UNDP resident representative in Botswana.

Mr Moaneng expressed pleasure at being invited to address this workshop, the purpose of which it is to explore prospects for implementation of transboundary management of natural resources in this region which includes parts of Angola, Botswana, Namibia, Zambia, and Zimbabwe. He expected the workshop to support objectives already established by SADC through Protocols on shared water course systems, wildlife, and tourism. He extended a warm welcome to all participants, especially those that have travelled long distances to attend the workshop. He also expressed appreciation to USAID/RCSA for co-funding the workshop.

In providing background and emphasising the importance of TBNRM for Southern Africa, Mr Moaneng informed participants that this region is unique because its internationally renowned ecological resources support a vibrant tourism economy that has transformed Southern African countries by providing employment and incomes. The tourism potential is still high and can yield additional substantial benefits if the resources that support it are managed in a co-ordinated and sustainable manner.

He said that the countries of the region already appreciate that an approach to management, involving various government entities at national and regional level, the private sector, as well as non-governmental organisations, and other civil society bodies, is essential because key ecological resources occur across national boundaries. Collaborative management is important because unsustainable resource use on one side of a border may adversely affect resource use in neighbouring states.

Already, resources such as water and land for both agriculture and settlement are subject to increasing demands due to increased population and economic development. If these pressures are not managed, they could impact on the integrity of key ecosystems and ultimately affect employment, incomes, and people's livelihoods.

Mr Moaneng emphasized that regional objectives cannot be attained if they are not actively supported by the countries involved. There is a need to foster increased understanding among stakeholders, including the Ministries responsible for agriculture, energy and environment, of the importance and implications of cross-sectoral collaboration. The early inclusion of key stakeholders and the building of partnerships, through mutual information sharing and participation, is an essential precondition for a co-ordinated process and successful implementation of any programs that may be put in place.

Ultimately, the continued involvement of stakeholders, especially communities, can only be ensured if they benefit from the utilisation of natural resources and play an active role in their management. For communities to be effectively involved in the ecotourism industry, local ownership and capacity building must be emphasised and supported. Communities which live in areas with high tourist potential must be encouraged to enter into the tourist industry so that they do not perceive it as a preserve for rich foreign companies, catering only for foreign needs. The TBNRM approach seeks to address such concerns by creating a more coherent framework for the management of ecosystems and their resources and ensure that all stakeholders work together towards their sustainable management and utilisation.

In order to build capacity among communities, the UNDP, not only in Botswana, but also in other countries in the region, has supported a number of activities to improve community capacity since it is of such utmost importance. In this regard, the support provided through the Global Environmental Facility (GEF) and other funding sources has been invaluable.

There is need, however, to take greater advantage of globally available financial resources to actively assist

communities as an integral part of the implementation of programmes.

The process of achieving greater ecological stability through transboundary conservation activities can also contribute to regional political co-operation and stability in addition to improving economic and social development. As competing demands on resources grow, disagreements over access to use may increase. In this regard, there is need to equip the institutions responsible for management to address issues relating to equitable resource allocation, conflict resolution, and monitoring of environmental quality.

Despite its necessity, greater cross-boundary collaboration and movement also carry with them risks associated with the spread of HIV/AIDS. Communities, and especially their young and skilled members, are being decimated by HIV. This is a major development problem that can set back the vision for this region because it strikes at the very people who need to spearhead social and economic upliftment. If this endeavour is to succeed, there is need for a common strategy for tackling HIV within the context of the management of initiatives and programmes and of working together with communities who may themselves be affected.

In conclusion, Mr Moaneng commended those involved in this promising initiative. He said that this is only the beginning of a process that will be guided by the outcome of the workshop over the next two days. He added that the UNDP Botswana is willing to explore the possibility of supporting TBNRM activities in this and other areas such as the Limpopo basin, in co-operation with other partners, and looks forward to recommendations and inputs from the workshop and to future collaboration. Sustained effort and dedication are required from each and every party to ensure that direct socio-economic benefits accrue to communities on the ground and to future generations.

## **2.2 SADC PROTOCOLS AND TBNRM**

Ms Margaret Nyirenda, Senior Economist, at the Southern African Development Community (SADC) Secretariat responsible for Food, Agriculture and Natural Resources, presented an overview of relevant SADC Protocols, the key principles they embody and their relevance as a framework to achieve regional co-operation and integration.

### **2.2.1 Background to SADC**

In providing some background on SADC, Ms Nyirenda explained that SADC comprises 14 member countries with a population of nearly 200 million people and a combined Gross Domestic Product (at current market prices) of US\$ 183.85 billion in 1999. SADC changed its name from Southern African Development Coordination Conference (SADCC) to Southern African Development Community (SADC) with the adoption of the SADC Treaty in August 1992.

SADCC, the Coordination Conference, mostly addressed issues pertaining to regional infrastructure deficiencies (such as transport networks, telecommunications) which were exacerbated by regional divisions related to the existence of the South African apartheid regime. A decentralized project approach was adopted to implement programs and later this changed to a sectoral approach.

SADC as highlighted in the Treaty recognizes that Member States require a higher level of co-operation and integration in order to address issues of national development, and cope more effectively with the challenges of the dynamic and increasingly complex regional and global environment.

In taking the decision to change from SADCC to SADC, the region committed itself to a process in which the formulation of common policies, the development of rules and regulations, and the application of such policies to the functioning of an integrated region are vested in regional collective decision-making systems and regional institutions.

## 2.2.2 SADC approach

Ms Nyirenda noted that the approach adopted by SADC in preparing a Protocol starts with sector-specific community building workshops, as a main framework and strategy for bringing the stakeholders of the region together. Participants to these workshops are drawn from government departments, the business community, civil society, professional organizations, NGOs and others. At these workshops, stakeholders define priority areas for Protocol development in the respective sectors. Once this has been done, Protocols are negotiated, taking cognizance of the principles underlying regional cooperation and integration.

## 2.2.3 Key principles

Ms Nyirenda outlined some of the key principles underlying regional integration processes in SADC as follows:

- That each participating country recognizes the need to take the regional dimension into account, and should therefore be prepared to accept compromises and trade-offs;
- The principles of balance, equity, and mutual benefit established under SADCC, since they recognize the significant physical, economic and social disparities that exist among the countries of Southern Africa;
- The free movement of factors of production (capital, labor, goods and services) is central to economic integration;
- The facilitation and promotion of investment and trade in goods and services are at the core of the integration process; and
- The twin pillars of real political commitment by governments and the effective participation by stakeholders are fundamental to the process.

The 1992 SADC Treaty takes cognizance of all these underlying principles. In particular, it addresses the issues of increasing intra- and inter-regional trade, increasing cross-border investments, restructuring productive sectors, and the sharp disparities in performance of the economies of Member States.

## 2.2.4 The SADC Protocols

Ms Nyirenda said that the SADC Protocols are legal instruments. They offer a common policy framework to enable individual citizens and organizations to seek greater co-operation across borders.

To date, twelve Protocols, a charter and a Memorandum of Understanding (MOU), have been negotiated and concluded. These are on the energy, trade, tourism, shared water course systems, transport, communications and meteorology, mining, education and training, combating illicit drugs, wildlife conservation and law enforcement, health, the tribunal and legal Protocols. Of these, eight have entered into force. The Charter on Tourism and the MOU on Standardisation, Quality Assurance, Accreditation and Metrology (SQAM) have also entered into force. Although the Trade Protocol was signed in 1996, it only entered into force on 25 January 2000 and an agreement on key issues was only achieved recently, hence the launch of the SADC Free Trade Area on 1 September 2000. The Trade Protocol is key to facilitating cross-border initiatives and regional integration.

Community building workshops and negotiation of Protocols are not the end of the process, but rather, the beginning of efforts towards regional integration. A Protocol should be viewed as the enabling framework for integration. The real challenge lies in the implementation and enforcement of the provisions of the Protocol by all stakeholders. In this manner SADC becomes a catalyst for growth and poverty reduction in the region.

### 2.2.4.1 Protocol on Wildlife Conservation and Law Enforcement

The Transboundary Natural Resources Management Areas (TBNRMA) concept is advocated in several of the SADC Protocols including the Protocol on Wildlife Conservation and Law Enforcement. The main objective of this Protocol is to establish common approaches to the conservation and sustainable use of wildlife resources and to assist with the effective enforcement of laws governing those resources. However, one of the specific

objectives is “to promote the conservation of shared wildlife resources through the establishment of transfrontier conservation areas”. Therefore, the concept of TBNRMA is not only in line with this Protocol but timely since the Protocol on Wildlife Conservation and Law Enforcement is being ratified by the Member States and will become effective as soon as the two-third majority of countries has ratified it.

In concluding, Ms Nyirenda emphasized that it is important when reviewing the concept of TBNRM in the Four Corners area to consider the capacity at the SADC Coordinating Units and the Member States to implement TBNRMA and the Protocols in the region.

## **2.3 QUESTIONS FOR CLARIFICATION**

Mr Theo Mogowe (Chobe District Commissioner) wanted clarity on the process of developing SADC Protocols and the role and extent of community participation in that process. Ms Nyirenda explained that the process starts with community-building workshops at grassroots level. Thereafter, a Protocol drafting team visits the various Member States and conducts more consultations. This then results in the production of a draft Protocol that is presented for review at a workshop. The Draft Protocol is then finalised and submitted to Technical Committees, Sectoral Ministers and SADC Council for approval, and to Summit for signature. After signing, the Protocol is then forwarded to Member States for ratification. It has to be ratified by two-thirds of the Member States to come into force.

Mr Luckymore Zinyama (Hospitality Association of Zimbabwe) queried whether the Tourism Protocol had been ratified and what the current status of the Univisa is. Ms Nyirenda pointed out that the Tourism Protocol was signed in 1998 but has not yet been ratified by the required two-thirds majority of Member States. The proposal for a Univisa is still undergoing final consultations amongst the Member States. It will have to be approved by SADC Council before it can be implemented.

Mr Rapule Pule from the SADC Water Sector Coordinator Unit pointed out that the SADC Water Protocol became effective in September 1998, but that some of the clauses had been revised and the amendments to the Protocol were approved and signed at the Summit in Windhoek in August 2000. The revised Protocol is in the process of being printed and distributed to Member States.

## **2.4 UNDP BOTSWANA SUPPORT FOR TBNRM**

Mr Kagiso Keatimilwe of the United Nations Development Program (UNDP Botswana) in Botswana highlighted aspects of UNDP Botswana support related to transboundary natural resource management (TBNRM).

Mr Keatimilwe indicated that UNDP Botswana support in Botswana is consistent with regional thinking in terms of transboundary management of natural resources and is aimed at supporting the objectives and priorities of for example the Botswana National Conservation Strategy Agency, the Ramsar Convention and the Convention on Drought and Desertification.

### **2.4.1 Key concerns**

Mr Keatimilwe noted that, in providing this support, the UNDP Botswana and the Botswana government have the following key concerns:

- That there appears to be no co-ordination of development especially in areas like Chobe and the Okavango
- Increasing demands for water and other resources, which can have long-term impacts such as degradation of resources and resultant impacts on people’s livelihoods
- Change in land use, for example, livestock farming could lead to erosion and land degradation especially in areas like Chobe and Okavango
- Disposal of effluent into rivers which may cause cross-boundary deterioration of water systems
- Impacts on the integrity of ecosystems.

## 2.4.2 Current national projects

As a result of the concerns highlighted above, UNDP Botswana is supporting a number of national and regional projects, for example:

- *The Chobe Settlement Strategy project.* This project started one year ago and focuses on the proliferation of settlements in this area and uncoordinated land use that could lead to the destruction of ecosystems. The project also looks at employment and better utilization of land and resources in the area. Mr Keatimilwe noted that co-ordination with neighbouring countries in this regard is important.
- *The Global Environmental Facility (GEF) Small Grants Program.* This program supports activities related to the Biodiversity Convention and focuses on empowering communities to undertake activities to increase their livelihoods. There are currently five such projects in the Four Corners Area.
- *Development of a National Wetlands Policy for Botswana.* The project focuses on key areas like Chobe and Okavango and serves to guide utilization and management of wetlands. The Botswana Government and the World Conservation Union (IUCN) are currently putting together a policy framework that is expected to be ready by the end of 2000, and hopefully would be adopted by Government early in 2001.
- *The Okavango Delta Management plan.* This plan will be developed by IUCN with financial support from UNDP Botswana, and currently is in the inception phase.

## 2.4.3 Planned projects

Mr Keatimilwe highlighted the currently planned UNDP Botswana projects in the region, noting that the first two are complementary in nature:

- **Environmental Protection and Sustainable Management of the Okavango River Basin (ORB)**  
Botswana, Angola, Namibia would be involved in this project. The sustainable management of the ORB will be funded by GEF to the tune of US\$4.7 million. The objectives of the first three years of the project are to:
  - overcome constraints to co-ordination by building capacity in the Permanent Okavango River Basin Commission (OKACOM)
  - define institutional arrangements to better serve OKACOM
  - complete a transboundary diagnostic analysis that was started during the preparatory phase and has not yet been completed due to limitations in available data
  - facilitate development of a strategic action plan to guide sustainable management of the ORB.

This first, three-year phase, will be followed by an implementation phase.

- **Regional collaboration in the management of the Okavango River Basin (ORB)**  
The focus of this project is to improve the level of participation and collaboration by primarily reviewing institutional arrangements. UNDP/GEF support will probably be in providing technical support to OKACOM and assistance with training and conflict resolution and negotiation. The project aims to promote networking as well as support training to build capacity in communities in the basin.
- **Management of transboundary rangelands between Botswana, Angola, Namibia and Zambia**  
This is another future project that is likely to receive UNDP Botswana support. However, UNDP Botswana support for this project will depend on aspects and fields covered by USAID/RCSA support.

## 2.4.4 Key expected outcomes of UNDP Botswana supported projects

In concluding, Mr Keatimilwe noted that the following key outcomes are expected from UNDP Botswana supported projects:

- Establishment of appropriate institutional arrangements for ORB
- Improvement of skills
- Enhancement of community participation
- Enhancement of information flow to stakeholders and communities.

## 2.5 QUESTIONS FOR CLARIFICATION

Ms Agnes Seenka (Zambia National Tourism Board) wanted to know what structures are in place for community participation in UNDP Botswana supported projects and how effective they are. Mr Keatimilwe stated that community participation in some instances have been quite good, and especially in the smaller projects, although capacity-building constraints have hampered participation in some cases. Less community participation took place in the national and regional projects, although these did include a series of community meetings.

## 2.6 HISTORY AND BACKGROUND OF TBNRM

Dr Peter Gore of the USAID/RCSA's Regional Center for Africa (RCSA) introduced his presentation as follows:

*Nature knows no boundaries. Elephants don't need visas.*

He acknowledged the paper *Nature knows no boundaries* by John Griffin (USAID/RCSA) and Harry van der Linde (Biodiversity Support Programme), which underpinned the first part of his presentation.

### 2.6.1 Definition of TBNRM

The definition applied to TBNRM is very broad, as follows:

*Any process of cooperation across boundaries that facilitates or improves the management of natural resources to the benefit of parties in the area concerned.*

### 2.6.2 Types of TBNRM

Dr Gore noted that there are various kinds of TBNRM, as follows:

- *Community to community*, e.g. at Kasane, Botswana, where communities on the Botswana side of the Chobe River may wish to cooperate with communities on the Namibian side since wildlife moves across the river from one side to the next, thus providing tourism opportunities on both sides.
- *Community with protected areas*, e.g. where communities are able to harvest resources from protected areas.
- *Private sector with protected areas*, e.g. where commercial tourism concerns such as safari companies are able to take tourists into protected areas, or even hunt on such land.
- *Protected area with protected area*, e.g. the recently established Kgalagadi Transfrontier Park between South Africa and Botswana, the first in Africa.

### 2.6.3 Why go transboundary?

Dr Gore said the reasoning behind a transboundary approach includes a variety of benefits:

- *Political benefits*: TBNRM improves regional cooperation, development and stability.
- *Economic benefits*: TBNRM enables a freer movement of goods, services and money, and provides greater economies of scale with resultant regional and local benefits through enhancing economic opportunities such as increased tourism and revenues. When communities are involved in and benefit from economic activity, they take better care of their resources.
- *Social benefits*: The social benefits of TBNRM includes the benefits that accrue from legalized cross-border movements, and revitalized cultural and socio-economic ties, all of which have been divided or restricted by international borders.
- *Institutional benefits*: The institutional benefits of TBNRM includes capacity building, networking, collaboration and improved decision-making.
- *Socio-economic benefits*: Socio-economic benefits experienced by communities are the benefits to

resource users from increased income and employment.

- *Land-use benefits:* Some areas of Africa are better suited to tourism than such agricultural uses as crop or livestock production, therefore land-use benefits include a more profitable use of semi-arid, marginal areas.
- *Ecological benefits:* TBNRM brings about important ecological benefits including the maintenance of current ecological systems, and the re-establishment of ecological functions in areas that have been degraded; should TBNRM be effectively implemented in the Four Corners area, there is every possibility that the continued existence of the area's ecological systems will be secured.

#### 2.6.4 Shared ecological systems and proposed transboundary sites in Southern Africa

Dr Gore illustrated the shared ecological systems in Southern Africa pointing to the distribution of elephant populations (see Figure 1) and shared river basins, of which there are 13 in Southern Africa (Figure 2). The Zambezi is one of Africa's largest water systems, and traverses in the Four Corners area, as does the Okavango System. Mr Keatimilwe has already outlined GEF support to the Okavango River Basin. The USAID/RCSA is currently designing interventions to support the Limpopo River Basin. He noted that it is an interesting fact that it is the only place in southern Africa where four countries meet like this (probably the only place in the world where countries meet in water), but more important, it is a significant tourism destination.

##### *Kgalagadi Agreement*

The Kgalagadi Agreement is an international agreement between the two States that recognizes the sovereign equality and territorial integrity of each, but harmonizes the applicable national laws of the two countries. A Memorandum of Understanding was drawn up between the conservation agencies involved, which devolved authority to a joint management agency. A joint management plan was also developed by which a visa-free zone was established, revenues are shared, and joint planning and implementation are undertaken.

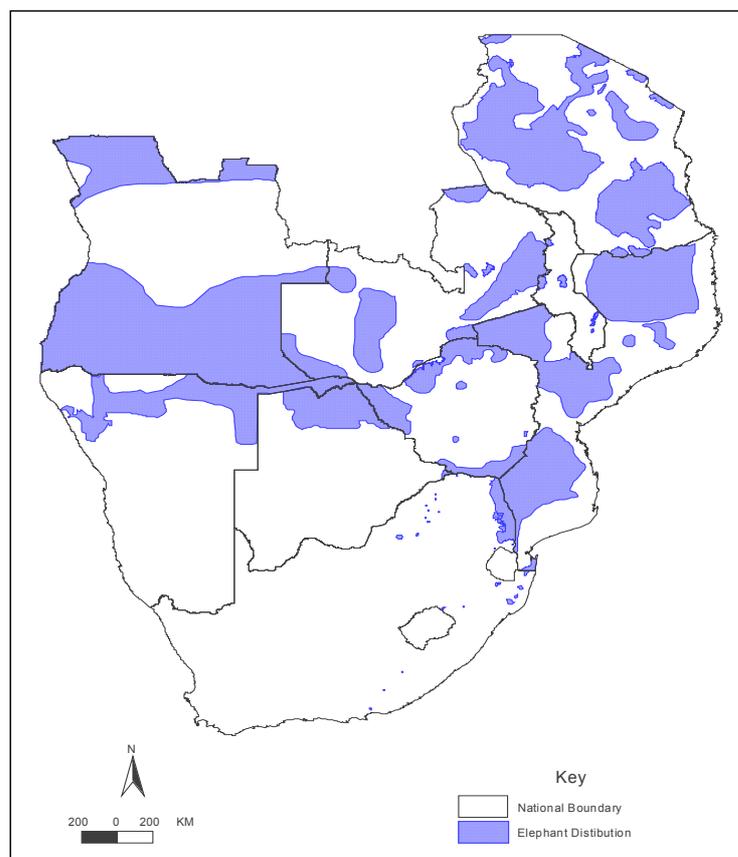


Figure 1. Distribution of elephant populations in Southern Africa.

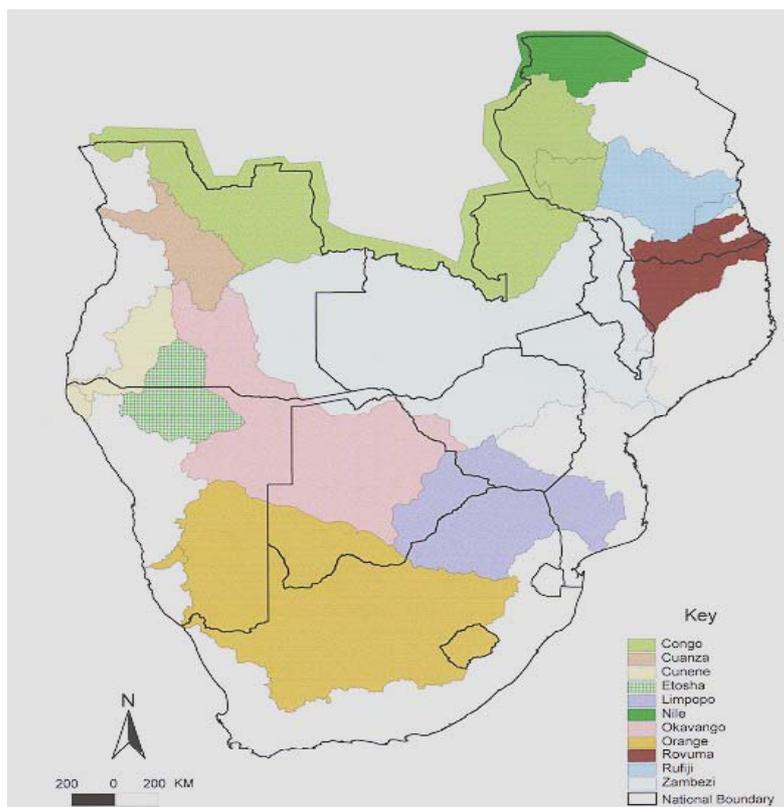


Figure 2. Shared river basins in Southern Africa.

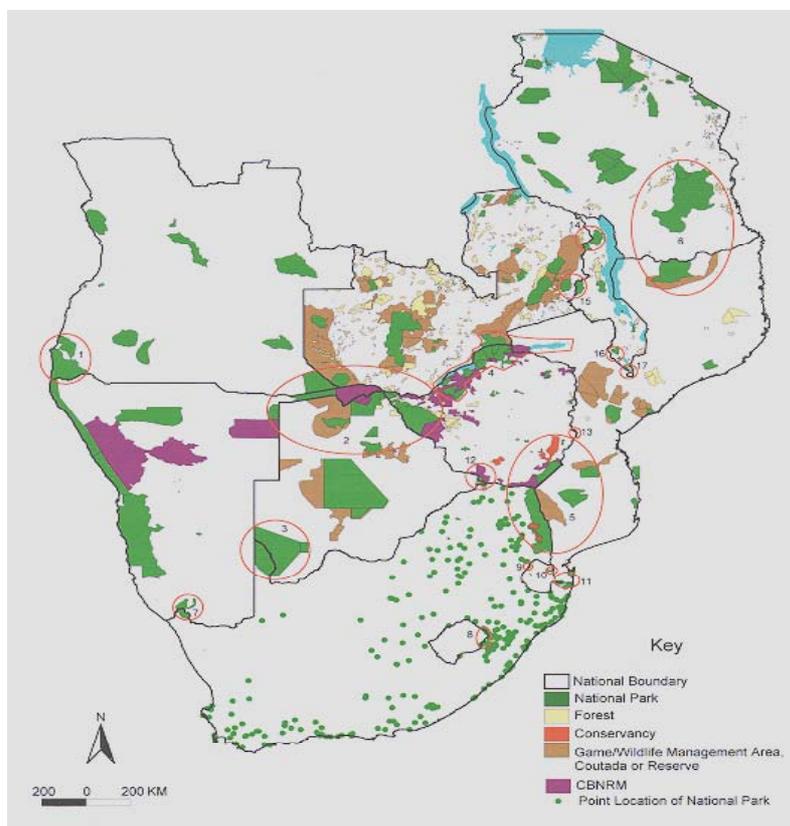


Figure 3. Transboundary sites in Southern Africa.

### 2.6.5 Constraints to TBNRM

Dr Gore pointed out that the constraints to TBNRM need to be borne in mind. The main constraints include the following:

- *Political constraints:* These center around the policy and legislative differences among countries, varying degrees of national commitment, fears of tarnished sovereignty, and potential instability and lack of security. TBNRM would require the harmonization of policies for it to be successfully implemented.
- *Institutional constraints:* Several institutional constraints would need to be overcome, including language barriers, resource limitations, unequal capacity and incompatible policies.
- *Economic constraints:* A large economic constraint to TBNRM is the potentially high transaction costs of the TBNRM process itself. To successfully and sustainably bring about meaningful collaboration requires a good deal of time invested in process-related initiatives, meetings, agreements etc. Barriers to free trade are also a constraint.
- *Social constraints:* The devolution of tenure and the right of communities to use resources are at different stages in different countries, but generally weak, with benefits usurped by others.
- *Land-use constraints:* Land-use constraints include inappropriate land-use practices and subsidized agriculture.
- *Ecological constraints:* These include veterinary fences, habitat destruction and unsustainable water abstraction. For example, if the Okavango Delta cannot be recharged every year, the area will suffer greatly, and one of the results will be reduced tourism.

### 2.6.6 TBNRM partnership conditions

TBNRM is about partnerships. Dr Gore outlined some key conditions for successful partnerships. Firstly, all parties should have some power in the situation, and should be able to deal with one another on a more or less equal basis.

Secondly, any agreements between parties should be binding. While the SADC Protocols provide the national enabling framework, participating countries would need to make the Protocols come alive at local levels, by way of binding agreements.

Thirdly, parties should recognise that they are interdependent, and need each other in order for everyone to gain something. This kind of synergy is evident in the Kgalagadi Agreement between South Africa and Botswana.

### 2.6.7 Recommendations to support the process

Dr Gore outlined the following recommendations to support the process of putting in place a TBNRM area:

- *Collect information* on skills, ecology, social, economic, management and policy aspects in the area, to establish the baselines from which to work.
- *Develop skills* in facilitation, enterprise development, conflict management, negotiation techniques and other areas.
- *Increase resources* of networks and establish a service center that links supply and demand of experts.
- *Enhance policy implementation and the legal environment* by harmonizing legislation, protocols and advocacy.
- *Devolve authority* to enable debate, negotiation, collaboration and meaningful partnerships.
- *Promote TBNRM dialogue* through supporting meetings and expanding the discourse by various other means.

### **2.6.8 Recommendations to facilitators (donors, NGOs, others)**

Dr Gore outlined a number of recommendations to facilitators that will support the process, including donors and NGOs. Firstly, he said, facilitators should ask if TBNRM is appropriate for a given area, and whether synergies would be possible. Secondly, they should bear in mind that there is no blueprint process for implementing TBNRM – every area and situation, and the potential partners, are different. What would work in the one area may not work in the another.

A third important recommendation is to build on existing initiatives – no use re-inventing the wheel – and to let the process be driven from the local level. In addition, facilitators should focus on capacity building, especially with less-developed partners in order to help strengthen partnerships.

Lastly, Dr Gore emphasized that this is a region where consultation is highly valued, implying sufficient time and flexibility for the process to run its course and for trust to be built. This recommendation of course would have implications for programming (scheduling) and funding.

### **2.6.9 Towards implementation of TBNRM in the Four Corners Area**

In summary, Dr Gore said that implementation of TBNRM in the Four Corners area needs to be founded on the following:

- Building on present initiatives
- Involving multiple sectors
- Maximizing participation.

### **2.6.10 Features of CBNRM in the Four Corners countries**

CBNRM has been proven as a viable approach to natural resource conservation and management in the Four Corners countries. As such, and at this level of development, CBNRM provides a firm foundation for TBNRM. Dr Gore highlighted the following examples from Botswana to provide a good illustration of the achievements of CBNRM and the implications for TBNRM, noting however that there are similar, excellent examples from the other countries:

- Certain decision-making authority over the use of natural resources has already been devolved to trusts, districts or communities
- Although the public sector facilitates the implementation of CBNRM it does not manage individual projects
- Public authorities provide extension services for implementing CBNRM policy. In Botswana, Community Service Division of the Department of Wildlife and National Parks facilitates capacity building in target communities.
- Various community wildlife and natural resource assessment tools have already been developed (it will help communities to understand how resources work if this information could be transferred to them)
- Community-based organizations (CBOs) in some areas control the use and distribution of revenue generated from natural resource management
- Joint-venture contracts include non-cash benefits (for example, private sector enterprises such as tourism ventures in some cases draw their full staff from local communities)
- NGOs support veld product development and marketing
- Private sector provides professional services. Here, Dr Gore noted that local harvestable resources include marula fruit, Mopani worms etc which provide economic basis for communities to access services from the private sector. Where communities are able to use such resources, they earn money and may be able to hire consulting services from the private sector if they require assistance.

Dr Gore added that CBOs and CBNRM in Botswana have over the past seven years dramatically increased, including in non-wildlife areas. Eight of ten districts in Botswana now have CBOs, with 62 000 square kilometers under CBNRM in Botswana in 1999. Villages involved grew from five in 1993 to 75 in 2000.

He noted that coincident with this increase was a dramatic increase in wildlife in Ngamiland (see Figure 4). The two trends existing at the same time is interesting, and whereas the one is not necessarily the catalyst for the other, the wildlife resource is a clear source of potential economic value to communities.

Currently, Dr Gore said, the Chobe Enclave has about \$500 000 in its bank account. A Service Center could assist such communities to increase their benefits (see Figure 5) for example by assisting them to decide where best to invest their resources.

### 2.6.11 Conditions for corporate development

Whereas an enabling policy environment already exists for the implementation of TBNRM in the Four Corners area, Dr Gore said that communities need business skills and management capacity in order to be able to operate more on business principles (see Figure 6).

### 2.6.12 Elements for RCSA support to TBNRMAs

Dr Gore outlined a number of elements for USAID/RCSA support to TBNRM, as follows:

- Providing policy inventory, database and legal support services
- Developing a GIS-based inventory of all CBOs and NGOs in a TBNRM area
- Undertaking service needs assessment surveys
- Creating a database and an on-line Service Center for support to TBNRM participants
- Assisting to establish guidelines and training materials for partnerships

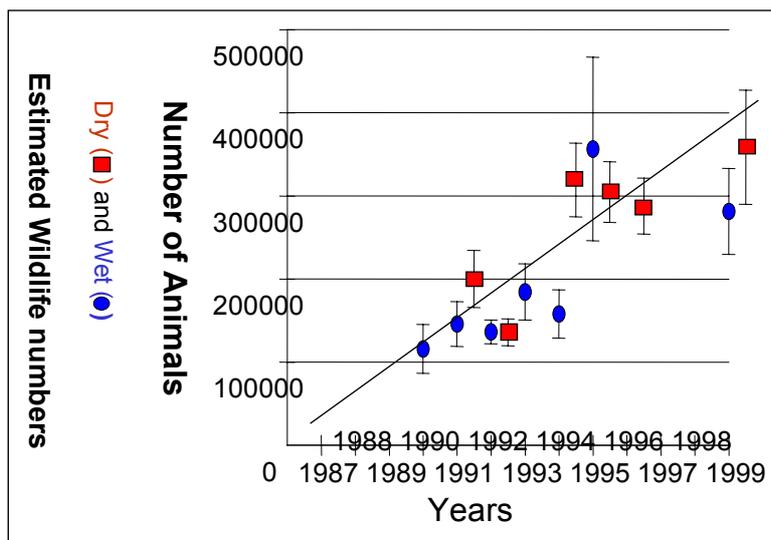


Figure 4. Increase in wildlife in Ngamiland, Botswana, 1987 to 1999.

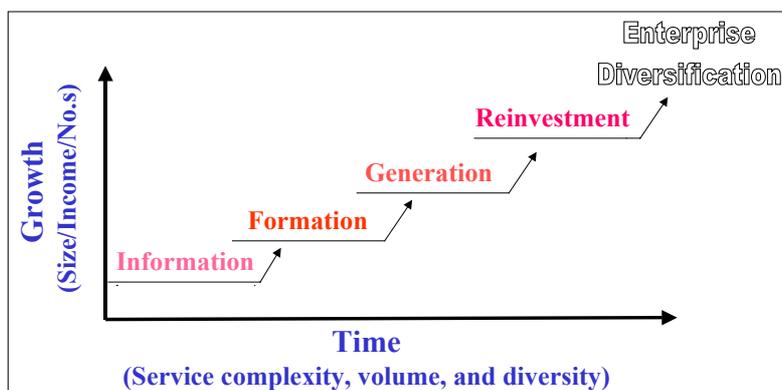


Figure 5. Increasing community benefits from TBNRM: CBO evolution in wildlife and veld products.

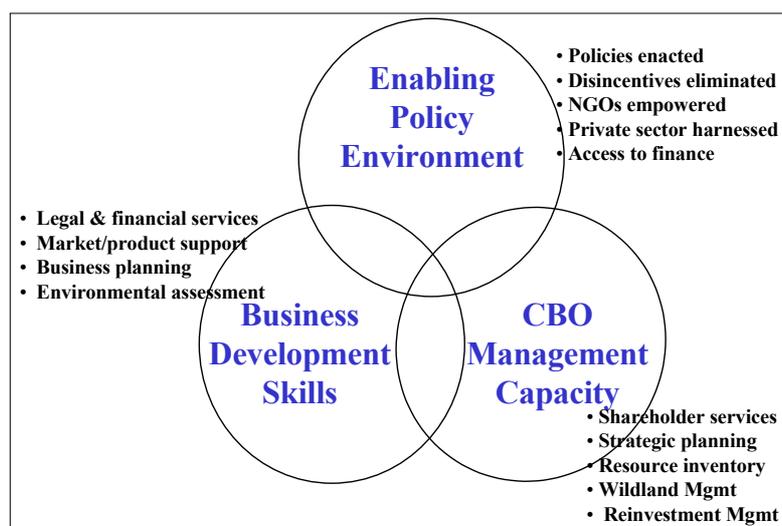


Figure 6. Conditions for corporate development.

- Bundling services to improve access and lower the costs
- Initiating a commercial CBO enterprise micro-credit plan.

Lastly, Dr Gore said that USAID/RCSA would value comments on its approach and the way forward.

## **2.7 QUESTIONS FOR CLARIFICATION**

Mr Stephen Kasere (CAMPFIRE Association) expressed concern in regard to the lack of collaboration between regional and local initiatives. He queried the linkages between TBNRM in the Four Corners area and already established institutions involved in TBNRM, and whether the Four Corners concept would result in the establishment of large institutions. He also expressed concern about the sustainability of projects funded by donors – once donors leave, projects can often no longer sustain themselves.

Dr Gore explained that USAID/RCSA's intention is not only to involve ongoing national USAID/RCSA funded projects but also to harmonize co-operation and collaboration between current institutions in the area. He added that to promote cross-border co-operation and collaboration does not necessarily imply that a large institution should be established, although the process ahead and contributions by those involved will assist to determine the needs.

Mr Jonas Chafota (World Wildlife Fund (WWF) Southern Africa) suggested that all national TBNRM initiatives should be reviewed in order to identify linkages, gaps, successes and possible areas of collaboration. There is, for example, a need to investigate how to link the CAMPFIRE initiative with TBNRM in Botswana or Zambia, and whether this could be used as a mechanism to facilitate natural resource management across borders.

## **2.8 PANEL DISCUSSION: TBNRM AND SADC PROTOCOLS**

Discussion on areas of commonality between TBNRM and SADC Protocols to which Botswana, Namibia, Zambia and Zimbabwe are signatories, and potential opportunities and constraints, was led by a panel of members consisting of Dr Peter Gore, Mr Kagiso Keatimilwe and Ms Margaret Nyirenda.

Dr Isidore Gwashure of the African Wildlife Foundation (AWF) wanted to know to what extent Protocols provide a framework for governments and countries to work together and whether the Protocols are working in regard to aspects of transboundary collaboration. Ms Nyirenda stated that the various SADC Protocols are at the end of the negotiating phase and are entering into the implementation phase. The less sensitive Protocols take a shorter time to be ratified while Protocols such as the Trade Protocol which are more sensitive take longer to negotiate and implement. The implementation of the Protocols is a challenge to all Member States, but all indications are that implementation will work in everyone's favor. Implementation in turn depends on co-operation between Member States, who often face the challenge of resource constraints etc.

Mr Jonas Chafota (WWF) wanted to know whether the SADC Protocols can be used to provide a mandate for the implementation of TBNRM. Ms Nyirenda indicated that Protocols provide the overall framework (e.g. the Wildlife Protocol which has a section dealing with TBNRM) but there is need to operationalize the Protocols and sometimes draw up specific Agreements depending on the nature of the issue.

Mr Magowe asked for clarification in regard to limitations that may be discovered once Protocols are ratified, funding of activities supported by the protocols, whether Member States may withdraw from the Protocols once they have ratified them, and whether SADC monitors the extent to which Member States comply with the Protocols. Ms Nyirenda agreed that Protocols may have limitations. The Protocol on Water and the

Protocol on Trade had to be amended as the process proceeded to include more detail required for implementation. She emphasised that the Protocol development process is an ongoing and dynamic process. Even where Protocols have been ratified, there are always opportunities to refine them. Member States have a key role to play in suggesting refinements that may only become clear once implementation starts. Refinements are often reflected in appendices to the Protocols.

In regard to funding, Ms Nyirenda said that funding for implementation can take several forms. The Wildlife Protocol, for example, makes provision for the creation of a Conservation Fund. Others make provision for the creation of regional bodies, e.g. an Energy Commission is provided for in the Energy Protocol, funded by Member States. With regard to Member States withdrawing from a Protocol, Ms Nyirenda explained that the Protocols make provision for this, but that Member States cannot, however, summarily withdraw, and need to follow a fairly extended process in order to do so. She said lastly that the SADC Secretariat works closely with Member States to monitor their compliance with the Protocols.

Ms Bongile Ndiweni (Zimbabwe Department of Water Development) wanted to know what the outcome would be if a Protocol is not ratified by the two-thirds majority of Member States. Ms Nyirenda explained that in such cases the Protocol would not come into effect. The SADC secretariat is heavily involved in assisting Sector Coordinating Units to publicize the Protocols once signed in order to speed up the process of ratification and prevent such a situation as far as possible. She added that those countries that have not ratified a Protocol would not enjoy the benefits enjoyed by those who indeed ratified it and this will provide the incentive for such countries to also ratify the Protocol.

Mr John Kasanga (Zambia Wildlife Authority) asked if the SADC development agenda's regional priorities coincide with national priorities. National priorities differ even between countries, e.g. the four countries involved in the Four Corners area have conflicting policies and views on the management of the same natural resources. He also posed the question of sustainability of projects driven by donor funding, and whether countries can really be committed to an initiative when they make little investment themselves, relying instead only on donor funding.

Mr Keatimilwe responded by saying that national and regional priorities indeed do not always converge, but where necessary, the UNDP Botswana makes substantial efforts to achieve a high degree of convergence through supporting negotiation between all involved. In the OKACOM countries, for example, a large degree of convergence is evident. In regard to how serious countries are if external funding is used for projects, Mr Keatimilwe said that often host governments do make serious commitments to such initiatives, and that the UNDP Botswana supports those commitments. In the OKACOM case, for example, the participating countries themselves initiated the undertaking, and are also contributing from their own domestic budgets.

Dr Gore added that it may be too much to expect from all SADC countries to instantly put in place all implementation aspects of the various Protocols. USAID/RCSA is able to assist SADC countries in doing so in some geographic areas. The conflicting policies and views on the management of the same natural resources in four countries involved in the Four Corners area mentioned by Mr Kasanga may in fact be overcome, and the countries may be able to come to mutual agreement. Conflict may be lessened, and benefits increased, if wildlife institutions from the Four Corner countries could collaborate and coordinate their activities.

Dr Dale Lewis (ADMADE, Zambia) suggested that a protocol for community based natural resource management (CBNRM) be developed, since most of the SADC countries have at least ten years experience in this concept. Such a protocol should highlight mechanisms to ensure community participation in natural resource management in order to enhance benefits. Ms Nyirenda noted that it is not necessary to develop a full new protocol in this regard. A Memorandum of Understanding (MOU) between participating countries

would serve the same purpose. A MOU is a means of strengthening Protocols already signed by Member States.

Mr Obonetse Masedi (Botswana Department of Water Affairs) recommended that for every constraint such as those outlined in Dr Gore's presentation, alternatives need to be proposed. Dr Gore agreed, stating that there are always ways of getting around problematic situations. For example, after an Environmental Impact Assessment report on the veterinary fence erected in the Botswana/West Caprivi border area recently presented in Maun, Botswana, a decision was reached to remove part of the fence because it was considered a hindrance to wildlife movement.

Mr Ernest Tshamekang (BOCOBONET, Botswana) queried whether a mechanism to disseminate Protocols existed. Protocols seem to be housed exclusively in the sector co-ordinating countries. Ms Nyirenda stated that the SADC secretariat assists with the printing of the Protocols and then returns them to the Sector Coordinator Unit for dissemination to Member States. Protocols are promoted at workshops and on the SADC Web site etc (among others) but there is still room for improvement in regard to making dissemination mechanisms more efficient and effective. She noted that copies of several Protocols were available at the workshop and invited participants to avail themselves of the opportunity.

In replying to another question by Mr Tshamekang on whether there are risks and potential risks involved in TBNRM, Dr Gore explained that there are always risks in such an undertaking, some of which were highlighted in his presentation. The most obvious risk is to promise what cannot be delivered. Another major risk is not taking a risk at all and focusing only on constraints. This will result in missed opportunities.

Mr Tshamekang also wanted to know whether SADC had developed a separate protocol on poverty alleviation. Ms Nyirenda explained that although there is no specific protocol on poverty alleviation, the principle of alleviating poverty is a basic tenant of SADC and all SADC Protocols.

Dr Gwashure queried the status of the SADC Trade Protocol and whether issues of movement and immigration within the Four-Corners are being addressed. Ms Nyirenda informed Dr Gwashure that the Trade Protocol is progressing well and that it will probably be ratified before 2002.

### **3. TOWARDS TBNRM IMPLEMENTATION IN THE FOUR CORNERS AREA**

#### **3.1 THE FOUR CORNERS CONCEPT – FOR DISCUSSION AND CONTRIBUTIONS**

Mr Simon Metcalfe of the African Wildlife Foundation (AWF) presented the Four Corners concept and invited discussion and contributions on the conceptual ideas developed to date. The concept is proposed to be funded by the USAID/RCSA Regional Center for Southern Africa (RCSA).

He explained that the Four Corners TBNRM involves Botswana, Namibia, Zambia and Zimbabwe. There is also the possibility of involving Angola if that country were able to engage meaningfully in conservation and tourism development issues at this stage. The Four Corners area does not include Etosha and Lower Zambezi. The project also aims to involve all the main stakeholders (broadly categorized as the community, public and private sectors) within and between the countries. The community, public and private (CPP) parties can form partnerships to conserve and market the wildlife resources they share. The wildlife asset base in the Four Corners area has the potential to be one of the world's leading tourist destinations. To realize its potential for sustainable development requires a commitment to manage the resources sustainably and equitably and to position, brand and sell the region efficiently as one tourist destination.

### 3.1.1 Tourism

Mr Metcalfe outlined the current SADC tourism circuits (see Figure 7). Looking at the Southern African portion of SADC in a transboundary context, there is great potential for a regional tourism destination to be developed with the hub being the Victoria Falls, Livingstone and Kasane area. The “wings” of such a hub could consist of Kafue, Western Zambia, East and West Caprivi, Chobe/Okavango and Hwange up to Victoria Falls. This is the proposed Four Corners area.

He noted that in the Lower Zambezi area initiatives are also afoot to establish a transboundary area, with stakeholders and scientists already having had meetings to discuss the concept. This and other areas are and would be connected in a broader regional context of which the proposed Four Corners area would be a component.

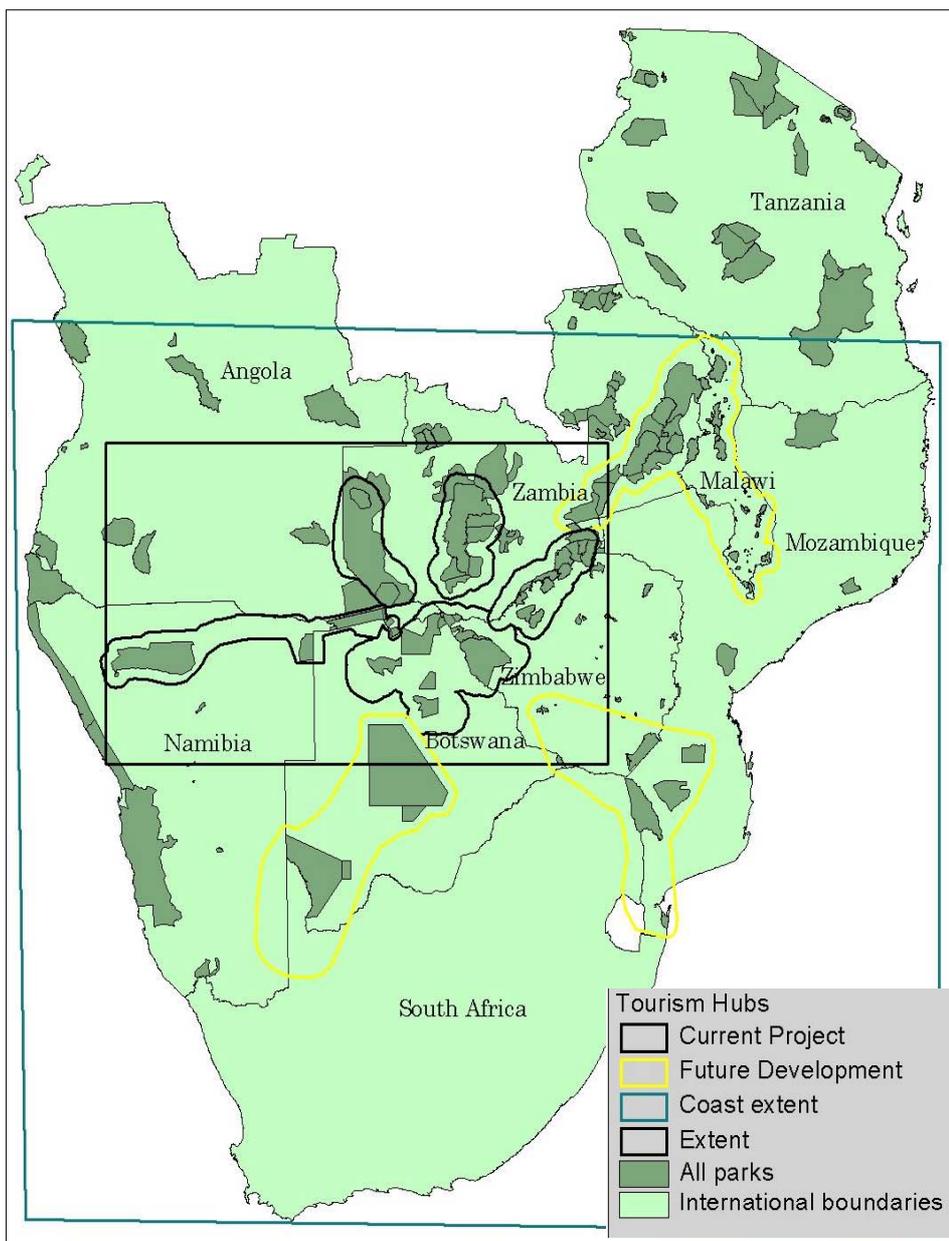


Figure 7. Current SADC tourism circuits.

### 3.1.1.1 Potential benefits of cooperation

Mr Metcalfe emphasized that AWF’s concept is that community-based natural resource management (CBNRM), which has been practiced in various ways in this area over the past decade, should confer clear benefits to communities. For example, it should assist in developing sustainable institutions through which communities can have their say, it should assist communities in exercising their rights, and should provide access to resources and a host of other benefits.

It is likely that a tremendous growth in tourism could take place in the Four Corners area in the future. Zambia, for example, has struck a deal with Sun International whereby 800 new beds will be created in the Livingstone area. Zambia has also substantially invested in upgrading the Livingstone airport. However, it would be essential to capitalize on regional tourism opportunities that would flow from such initiatives. Tourists are not likely to spend their full holiday in Livingstone. Rather, the trend is for tourists to stay two or three nights in one place, then move on to another. Therefore, for this region to benefit from these opportunities, other tourism destinations would have to be improved or developed.

In addition, the TBNRM concept could assist in stimulating landholders to conserve the natural resource asset base. Landholders are more likely to look after their land if the land is viewed as an asset from which economic activities can flow. The role of private sector players in this would be to assist to position themselves, and brand their products, as regional, and to promote the region as a top tourism destination.

### 3.1.1.2 The tourism “megamall”

Mr Metcalfe used the analogy of a shopping mall to illustrate the concept of connectivity between the various tourism destinations in the region, and the benefits which could accrue to areas lying in between. All shopping malls have large department stores that act as “anchor stores” to draw shoppers. However, shoppers have to

walk along corridors from one to the other anchor store, passing smaller stores that offer particular products. The Four Corners area could follow the same principle. Rather than fragmented ecosystems, parks could be seen as the anchor stores of ecological and economic activity, but connected to each other by way of corridors in which niche opportunities in terms of ecological tourism can be exploited by small and medium enterprises. If the tourism destinations and parks are not connected with each other, then economic activity takes place only in small pockets, rather than the region as a whole benefiting (see Figure 8). CBNRM connects these areas.

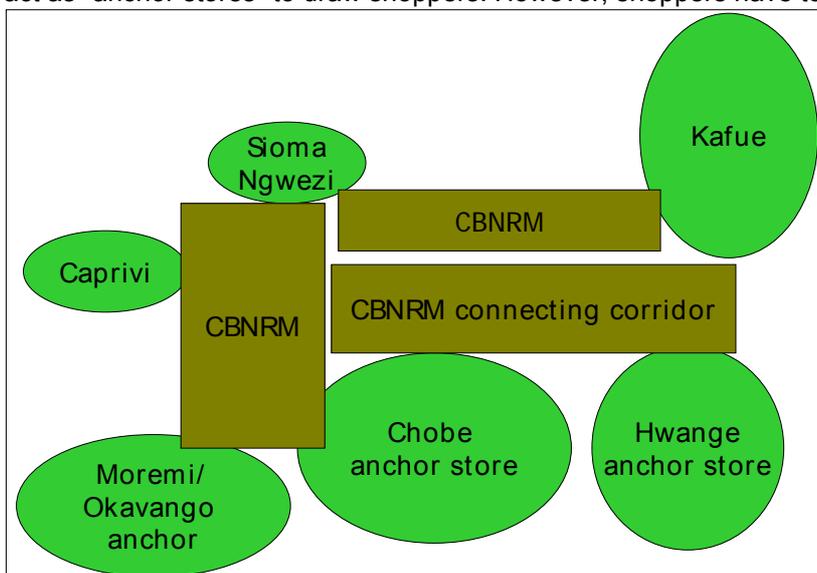


Figure 8. Parks could play the role of “anchor stores” in large shopping malls.

Shopping malls also have common services that service all the shops. Similarly, a TBNRM area could have common services such as security, airports, immigration, information and interpretation services. In essence, the increased flow of tourists produces economies of scale for both economic and ecological activities. In the TBNRM concept, economy and ecology are tightly interconnected, and the one cannot do without the other.

### 3.1.2 TBNRMA collaboration within and between countries

An important issue is how partners in the TBNRMA concept look after their own interests while not compromising the interests of their partners. The partners in the concepts are connected, and threats to the one are threats to the other. Both Zimbabwe and Caprivi have experienced recent threats to their tourism.

Collaboration between partners can take place at many levels, according to local and regional needs and circumstances (see Figure 9).

Essentially, there are three broad groupings of stakeholders in the TBNRMA concept in terms of land use (see Figure 10):

- Communities living on the land
- Government owning the land
- The private sector.



**Figure 9. TBNRMA collaboration between partners can take place at many levels, according to local and regional needs and circumstances.**

For example, collaboration could take place between two countries, according to their needs. Some elements requiring collaboration may be applicable to only two countries, others to three or four countries. In other cases, collaboration could take place between communal landholders and the public sector, or between communal landholders and the private sector, as the need dictates. Private sector players may for example wish to trade use rights with communal landholders or the public sector.



### 3.1.3 Strategic cooperation between stakeholders

Figure 11 outlines a framework for strategic cooperation between stakeholders. Whereas all stakeholders would have their own primary motives, all need to recognize the motives of the others, and need to find ways to balance these motives in a fair manner. If not, the socio-political framework is likely to become unstable, and will hamper opportunities for financial efficiency. A win-win situation within a framework of sustainability needs to be put in place.

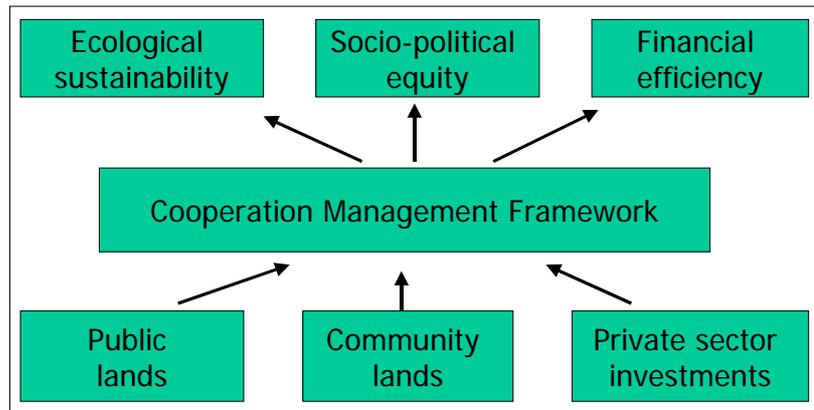


Figure 11. A framework for strategic cooperation between stakeholders.

Lessons can be learned from other initiatives. For example, cooperation between stakeholders took place at government-to-government level in the Kgalagadi arrangement. In the Gaza-Kruger-Gonarezhou arrangement, initial cooperation took place at the park-to-park level. Mr Metcalfe said that it is important to have collaboration at several different levels. The private-sector, for example, has particular interests, communities and governments have others. There are numerous individual, small sites that have transboundary private sector opportunities, e.g. the wetlands between Chobe and East Caprivi. In some cases, private-sector players may wish to collaborate with communities across an international boundary to enhance tourism products, or two private sector players across an international boundary may wish to collaborate with each other for the same reason. Another key area for collaboration would be between governments in order to harmonize policies and legislation.

### 3.1.4 RCSA TBNRM Vision

Mr Metcalfe outlined the TBNRM vision of the USAID/RCSA Regional Center for Africa as in Figure 12.

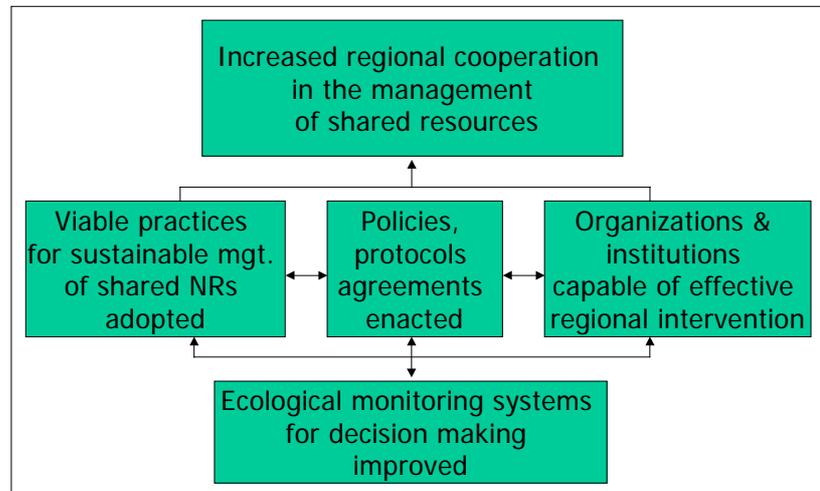


Figure 12. The TBNRM vision of the USAID Regional Center for Africa (RCSA).

### 3.1.5 AWF Mission and Strategy

Mr Metcalfe then outlined the mission and strategy of the African Wildlife Foundation (AWF), as to:

*Craft and deliver creative solutions for the long-term well-being of Africa's remarkable species, their habitats and the people who depend on them.*

He added that AWF currently has eight so-called "heartland" (landscape) initiatives, i.e. Maasai, Kilimanjaro, Samburu, Virungas, Four Corners, Zambezi, Limpopo and Kafue. These are serviced by four conservation service centers namely in Nairobi, Arusha, Victoria Falls and White River.

AWF has been building up a team of southern Africans to work on the Southern African initiatives, consisting of:

- Dr Isidore Gwashure to work on the enterprise/tourism/business side of TBNRM
- Dr Simon Munthali, to work on the heartland program
- Mr Nesbert Samu who will head up the Service Center in Victoria Falls.

### 3.1.6 Proposed program components

The proposed components of the AWF Four Corners concept are as outlined in Figure 13.

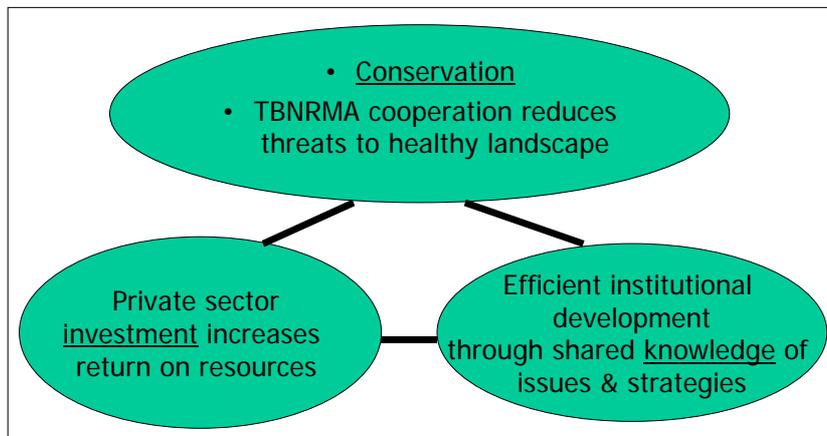


Figure 13. Proposed components of the AWF Four Corners concept.

### 3.1.7 NGO partnerships to foster community-public-private sector (CPP) cooperation

Mr Metcalfe noted that AWF, Conservation International (CI) and the World Wildlife Fund (WWF) already collaborate closely and all have interests in the Four Corners area. AWF's approach is to link up with NGOs wherever possible, and it aims to continue to do so in the proposed project. Nevertheless, an all-important aim of the proposed project is to foster cooperation with all stakeholders to increase benefits to all, i.e. communities, the public and private sectors. CPP stakeholder networks within and between countries are needed to foster cooperation between sectors, issues and themes.

### 3.1.8 Areas of proposed project activity

AWF proposes to generate project activities in the following areas:

#### • Ecological area – landscape-level conservation

These activities are proposed to focus on identifying threats and abating them through CPP cooperation and participatory landscape planning, and would focus on management of migratory wildlife and water management. Activities could also address site-specific needs, both terrestrial and aquatic. Important to note in this area is the question of scale – a whole river, or only sections of a river, may be under threat. Another important consideration would be to harmonize environmental assessment, monitoring needs and practices between countries.

#### • Economic area – enterprise development

In order to promote equitable and sustainable growth of the Four Corners TBNRMA destination, and creating an enabling environment for economic activity with benefits from improved tourism partnerships on a transboundary basis, linking, however, economic investment to ecological needs, the following activities could be initiated:

- Engaging CPP parties to identify and implement activities
- Analyzing present and potential CPP sector initiatives in terms of opportunities, challenges and capacities, and developing opportunities for new partnerships
- Increasing community, private and public partnerships, and correlating development and landscape strategies.

- **Knowledge**

Activities in this area could focus on developing an institutional and policy environment through TBNRMA stakeholder participation. An institutional framework would provide the glue for actors and activities within and between countries at the TBNRMA, site and thematic levels. Activities could include:

- networks between program components and countries
- networks to facilitate integration across activities
- involving all stakeholders, including tourists
- providing information via a web-site and Intranet.

In addition, linkages with other existing initiatives such as the OUZIT project, the Konrad Adenauer Foundation initiatives and others should be forged in order to create synergy.

Mr Metcalfe also briefly outlined some illustrative activities for TBNRMA area institutional development, conservation, community-based activities, enterprise development and knowledge management, as outlined in Appendix 2 to this document. These or similar activities could be considered should the Four Corners project proceed. He asked participants to comment on these activities in their own time.

### **3.1.9 Summary**

Finally, Mr Metcalfe said that TBNRMA cooperation means:

- ecology of scale
- economy of scale
- community/public/private partnerships
- conservation and development objectives that are dynamically linked, and are efficient, equitable i.e. sustainable.

## **3.2 DISCUSSION**

A summary of discussion by participants following Dr Metcalfe's presentation is presented below by topic, i.e. not necessarily chronologically.

### **3.2.1 The role of AWF**

Upon questions by Mr Chris Brown (Namibia Nature Foundation) and Mr Chafota, Mr Metcalfe and Dr Gwashure emphasized that should the project proceed, AWF intends to play a facilitation role in the Four Corners area as opposed to act as implementers. AWF sees its role as building bridges between and enhancing cooperation between the various parties that could potentially be involved.

### **3.2.2 Stakeholder ownership**

Mr Chafota emphasized, and several other participants agreed, that if TBNRM in the Four Corners area is to succeed, stakeholders would have to feel they own the process. Stakeholders would have to make substantial contributions to the terms of reference for the initiative in order to exercise some level of control. Mr Jan Broekhuis (Department of Wildlife and National Parks, Botswana) added that currently the potential players in this TBNRM initiative are proceeding at a pace that they can practically handle, and that they do not wish to be rushed.

Upon a question by Mr Broekhuis, Dr Gore emphasized that currently the Four Corners initiative is in the concept and planning stage. There is no signed agreement yet with AWF, and no formal or finalized terms of reference. This workshop has been convened to enrich the concept as it was presented earlier by Mr

Metcalfe, and to contribute to the terms of reference. Only after this workshop will AWF develop a proposal for the proposed project. Dr Gwashure added that work done to date by AWF involved information gathering on existing activities in preparation for this workshop. Suggestions made at the workshop are in order to plot a way forward.

Mr Chafote and other participants stated that they indeed respected AWF and its work, but cautioned that the process in getting the initiative off the ground needs to address the needs of stakeholders. Mr Broekhuis added that while Botswana subscribes to TBNRM, there is a need to obtain general agreement among stakeholders on the process to be followed, including an accountable process by which USAID/RCSA assistance could be provided.

### **3.2.3 Involvement of government and existing initiatives**

Mr Ebbias Manyonganise (Zimbabwe Department of National Parks and Wildlife Management) and other participants inquired as to whether USAID/RCSA intends to conduct this project via the governments of the participating countries, and what government's involvement would be. Ms Seenka asked in addition whether the intention is to link up with existing initiatives such as OUZIT, currently being coordinated by the Development Bank of Southern Africa, since if not, unnecessary duplication would take place and resources would be wasted. She noted that the OUZIT project was far advanced, and asked why Mr Ken Small of the Development Bank was not at the meeting. The facilitator noted that Mr Ken Small had indeed been invited, and had also contributed some of the documents included in participants' binders.

Dr Gore provided clarity on the way USAID/RCSA operates in cases such as these. The USAID/RCSA Regional Center for Africa (RCSA) does not sign agreements with any one country in particular. Its mission is to work with and support *all* SADC countries in areas of need. This leads in many cases to transboundary issues. In other words, RCSA is a SADC supporting unit, and can assist to implement the SADC Protocols.

Ms Ndiweni asked whether participants could provide lessons learned from other initiatives such as GKG. Ms Nyirenda said that initially the SADC Secretariat was not involved in the initiative. Once the three countries had reached a level where they needed funds in addition to what could be generated on a bilateral basis, and the GTZ had indicated a willingness to fund the initiative, the countries involved approached SADC. The only way for countries to obtain regional funding is to submit their proposed program to SADC for approval as an approved program under the SADC Program of Action. In order to be approved, the proposal first has to be approved by the SADC sector Ministers, and then by SADC Council. She noted that the GKG initiative may have found things easier if they had involved the SADC Sector Coordinators from the start. She added that the SADC Secretariat where possible provides Member States with resources, and that SADC takes the approach that the more disadvantaged countries should enjoy more support.

### **3.2.4 Institutional mechanisms**

Mr Brown commented that Mr Metcalfe's presentation logically illustrates to government and NGO sectors that TBNRM is a workable concept worth investing in. He also noted that public/private/NGO partnerships are working well in Namibia. He continued by saying that an institutional mechanism is required for countries to identify and prioritize their needs with the assistance of external funding agencies and making use of the skills that institutions such as the AWF and others already have.

Mr Metcalfe and Dr Gwashure agreed, and pointed to the various levels of stakeholders that should be represented on such a steering mechanism, including government, NGOs, donors and others. Dr Gore noted that whereas all levels of stakeholders in all four countries should be represented on such a steering mechanism, it need not be a mega-institution. Mr Chafote added that it needs to be resolved whether such an

institution would serve only the proposed USAID/RCSA funded AWF project, or serve for all TBNRM activities in the area. Dr Gore said that there are currently many ongoing initiatives and that a framework is needed that could involve them all, as well as addressing gaps.

Mr Brown outlined the following potential institutional framework, graphically illustrated in Figure 14. At the top level is a steering body in which each of the four countries would be represented, each with balanced representation across various levels of society, as follows:

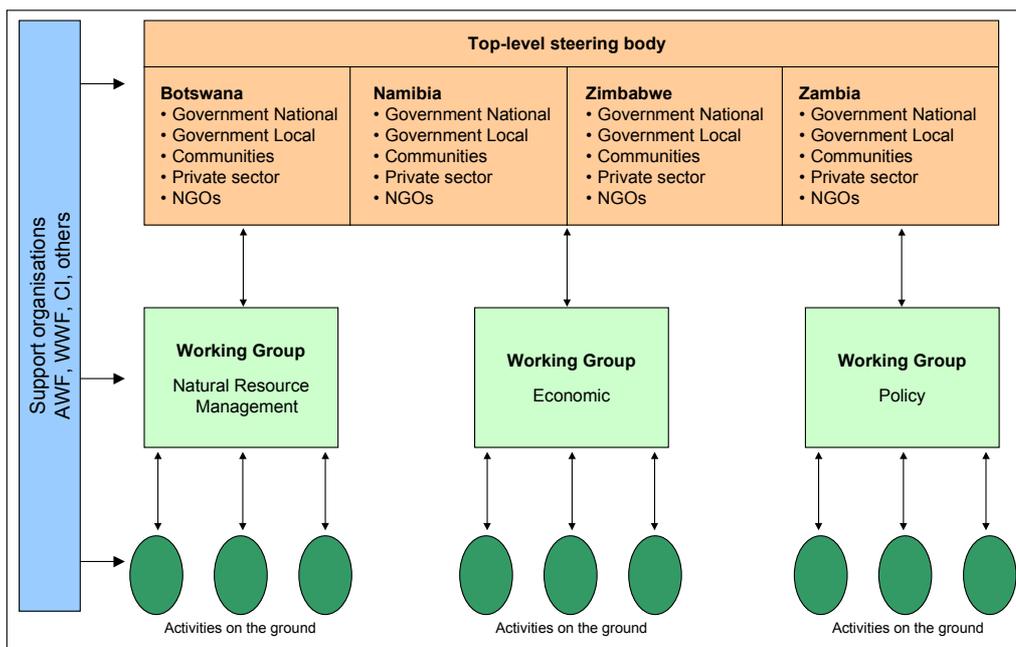
- National government (with linkages to SADC)
- Local government
- Communities
- Private sector
- NGOs.

At the middle level, the three areas of intervention as identified in the proposed Four Corners TBNRM initiative could each be represented by a working group that reports on the types of actions required on the ground to the top-level steering body. The three working group areas are:

- Natural resource management working group
- Economic working group
- Policy working group.

At the lower level would be the various activities on the ground that need to be supported and enhanced.

Mr Brown noted that various support organisations have already been identified, for example AWF, Conservation International, WWF and others. These can be brought in at the various levels as required. A “pot of money” would be required to service the initiative such as the funding proposed to be set aside by the USAID/RCSA. This funding cannot be provided to the countries themselves, but can be used to pay for services and activities on the ground. The institutional structures as described above should decide how and where the funding would be best applied based on the needs on the ground. This will ensure that the funding is strategically applied and where it is needed the most.



Ms Carmel Mbizvo (IUCN ROSA) noted that ZIMOZA (the Zimbabwe, Mozambique and Zambia Transboundary Natural Resources Management Area) has a Steering Committee in place with representation by national government, regional government and NGOs. There is also a draft agreement, with IUCN facilitating the process. (A description of this initiative was included in participants' binders.) Mr Zinyama mentioned that the Upper Zambezi has a similar arrangement, and added that the initiative started with small issues at the local level. The power lies at local level with local authorities. He asked that workshop participants put all issues relating to the proposed Four Corners TBNRM area on the table and deliberate how to move forward with the initiative.

Dr Gore confirmed that the workshop had been arranged for this purpose, and to deliberate where assistance from USAID/RCSA could contribute to the Four Corners concept. For example, he said, USAID/RCSA could contribute to the proposed steering body. This body should be able to adjust priorities as circumstances change and the need dictates, and similarly, USAID/RCSA is willing to fund a project based on a "rolling work plan" that is responsive to priorities as they are identified. In other words, proposals for funding could be submitted to the steering body, taken up in the flexible work plan, and funded.

Ms Carol Culler (USAID/RCSA Namibia), Mr Broekhuis, Mr Richard Diggle (Integrated Rural Development and Nature Conservation, Namibia) and Mr Sloans Chimatiro (SADC/Department of Fisheries, Malawi) cautioned that participants at this workshop do not constitute a formal decision-making body and that the governments of the four countries would have to be formally approached and the issues discussed at a country level. The workshop could merely guide and make recommendations. Dr Gore agreed, and said that the workshop should be seen as the start of a consultation process. Countries should indeed be approached formally. Nevertheless, the knowledge from workshop participants representing different sectors of society in the four countries would be valuable in discussing the initiative formally at government level. Mr Broekhuis added that perhaps only once the OUZIT proposal has been finalized should the Four Corners TBNRM area proposal be formulated.

Several participants (Mr Greg Stuart-Hill, WWF Namibia; Mr Metcalfe, Mr Chafote, Mr Edward Maloiso, Ministry of Land, Housing and Environment, Botswana) then suggested that the issues raised thus far be discussed further in the working groups in order to make recommendations for the process ahead. Mr Maloiso added that Botswana authorities will discuss a framework internally.

### **3.2.5 Key considerations**

Mr Tshamekang emphasized that resources must be managed in such a manner that some stakeholders are not disadvantaged to the benefits of others. He added that it is very important to build on existing initiatives, and that the Four Corners TBNRMA initiative should not have to go back to the drawing board. It would therefore be important to link up with the OUZIT SDI initiative. Mr Craigh Beech (Peace Parks Foundation) noted that OUZIT has prepared an extremely informative GIS-based database for this region (Mr Beech demonstrated this database to some participants during the workshop).

In addition, Mr Tshamekang said that all the participating countries are members of SADC, and merely need to verify whether the Four Corners TBNRMA concept meets the basic principles of cooperation outlined in the SADC agreements, and fits in with the SADC Program of Action, before moving forward.

## **3.3 BRIEFING FOR WORK GROUPS**

At this point in the workshop, participants divided into three groups, namely:

- policy/institutional
- economic/tourism
- natural resource management .

The groups were briefed to discuss and chart a way forward around the following suggested issues:

*If we agree to the TBNRMA concept ....*

**What should the objectives of a TBNRM program in the Four Corners area be?**

*(If, five years from now, we look back, what should be in place for us to say: TBNRM has worked in the Four Corners area? Thus, what should our objectives be?)*

**What conditions are necessary and sufficient to achieve the objectives and have an effective program?**

- *If we want to achieve success, what are the guiding principles and conditions in the process to establish TBNRM? Below are some examples:*
  - *Government support – obtaining and maintaining it*
  - *A clear role for the private sector – what should this role be? What are the private sector issues and expectations and how do we address them?*
  - *A clear role for communities – what should this role be? What are the community issues and expectations and how do we address them?*
  - *Other conditions*

**What do we need to achieve our objectives: Implementation and collaboration strategies**

- *Mechanisms to foster collaboration*
- *Functional linkages with SADC to support Protocol Implementation*
- *Meeting the expectations of and obtaining support from stakeholders – how can this be achieved?*
- *Ongoing and efficient international cooperation*
- *Ongoing and efficient monitoring – for what, by whom and what to do with the data?*

The following sections constitute the report-back by each of the three groups.

## **4. NATURAL RESOURCE MANAGEMENT TOWARDS TBNRM IMPLEMENTATION IN THE FOUR CORNERS AREA**

This group was facilitated by Mr Greg Stuart-Hill, WWF Namibia. Mr Dale Lewis (ADMAD, Zambia) acted as rapporteur.

Firstly, this group recommended that the process and approach of this workshop be replicated many times to further the conservation practice.

### **4.1 OBJECTIVES AND VISIONS**

The group outlined several objectives and visions to be achieved at the end of three to five years. At the end of three to five years, the following would have to be in place in order to be able to say that TBNRM has worked in the Four Corners area:

- *A transborder institution capable of facilitating and coordinating natural resource management.* The group felt strongly that this project area needs its own institution, represented by various stakeholders, as well as the commitment of participating States

- *Forums for transboundary partners.* Flowing from the contribution in regard to an institutional framework made by Mr Brown earlier (see Figure 14 earlier), the group recommends that forums be established at the lower level to encourage local transboundary partners to work together and share experiences. The “guts” of the program will be at this lower level. This is also the level at which the real benefits from the process will emerge, and it is absolutely critical for people to meet and talk at this level. However, this would need to be facilitated, otherwise it is not likely to get off the ground.
- *CBOs in the TBNRMA capable of adaptively managing their natural resources.* Whereas some legislation has been or is being developed to give communities a say, there needs to be proactive actions to assist communities to plan their own activities in regard to natural resource management at local levels, where CBOs can be more effective in working with government.
- *Ecosystems in the Four Corners area are maintained and those that have been degraded are rehabilitated.* A well-coordinated transboundary management plan will be required to do this. Such a plan could be seen as the law of the land, supported by various regulations to protect natural resources, also in such a way that one country cannot engage in actions that will damage the natural resources of another.
- *Shared resources harvested based on an integrated transboundary quota.* Utilization, consumptive tourism and commercial use of fish and water are taking place. These resources are shared between neighbouring countries, and their harvesting needs to be managed in an integrated manner.
- *A monitoring system able to reliably measure resource trends.* This system must take cognisance of progress made in terms of community based systems, but also should have a higher-level approach whereby standards for measuring trends can be consolidated.
- *Information resource centres capable of disseminating information to TBNRMA stakeholders.* Many kinds of information need to be distributed, for example information on the activities of partners, commodity prices, opportunities for markets, lessons learned, documentation etc.

## 4.2 CHALLENGES FACING THE IMPLEMENTATION OF TBNRM IN THE FOUR CORNERS AREA

The group listed the following challenges to the implementation of transboundary natural resource management in the Four Corners area:

- *A lack of a coordination structure to facilitate dialogue and implement TBNRM.* At the same time, there are numerous problems and conflicts, regulations and legislation that are not harmonized between countries.
- *Poor liaison between transboundary partners in certain areas.* Partners are not entering into dialogue and not meeting with each other. In some cases, it is difficult for partners to cross borders.
- *Information and lessons learned are not adequately shared between partners.* This is a problem since it causes unnecessary duplication of effort, and reinventing the wheel several times over.
- *Weak consensus on natural resource monitoring systems and monitoring methodologies.*
- *Unequal benefits and institutional capabilities between transboundary partners.* Stronger partnerships cannot be built with the current disparities in institutions, nor if communities on opposite sides of international boundaries have greatly different revenue incentives.

- *Lack of finances.* National CBNRM programs lack adequate finances to reinforce TBNRM efforts.

### 4.3 SUGGESTED STRATEGIES

This group suggested the following strategies to achieve the objectives it set for sustainable natural resource management to support TBNRM in the Four Corners area:

- *Undertake an extensive stakeholder consultative process and facilitate development of transboundary natural resource coordination structures.* The group felt this to be an extremely important first step. Consultation should be broad-based, and cannot be rushed since the area is large, with many different partners at different levels, and some partners difficult to reach. Although this would take time and effort, the efforts will pay off and instil a sense of ownership among all stakeholders. A stakeholder analysis should be done as a first step to identify all stakeholders and their needs and responsibilities. This would provide the basis for how best to develop a transboundary natural resource management structure.
- *Facilitate the development of localized transboundary management forums.* This should be done as the need arises to counter the current poor liaison between transboundary partners in certain areas. In addition, opportunities and constraints can be identified at this level, as well as “hot spots” that require urgent attention.
- *Develop a natural resource information centre for the Four Corners area.* The information centre is required to ensure that information and lessons learned are adequately shared between partners, and that unnecessary duplication of effort does not take place. It would also be a tool for analysing results, to plan exchange visits etc. One model is for the information centre to be linked to the coordinating structure. Distribution of information via e-mail and by way of a web site was mentioned by Mr Brown. Mr Leonard Seelig (Conservation International) noted that two broad issues would require attention: how the information would be collected, and how it would be communicated to the ground level where the information would be required and useful. However, during discussion subsequent to the group report-back participants agreed with Mr Stuart-Hill that how this center should operate and where it should be housed should be resolved through stakeholder consultation as the process proceeds.
- *Facilitate the development of a compatible transboundary natural resources monitoring system.* This system should be built from reaching consensus on the appropriate approaches and methodologies to monitor research trends. In addition, the impacts of tourism on natural resources need to be monitored in order to inform both tourism planning and optimum land-use planning (the latter point added by Mr Brown and Mr Metcalfe during discussion subsequent to the group report-back)
- *Facilitate the development and sustainability of CBNRM support agencies and services in the region.* The Four Corners region currently has some of the best support agencies in Africa, except that insufficient cross-border coordination takes place. It would be a major advantage to TBNRM in the area if the support agencies could fully cooperate and integrate their support services.
- *Support sectoral linkages in TBNRMA (agriculture, water, fisheries, etc).* Such support would lead to improved management practices and diversity of local incomes. These linkages should not only be supported for the wildlife sector. Experience in the wildlife sector has shown that all sectors should be linked.

- *Develop a clear sustainability plan at the outset.* At several times during the workshop, participants raised the concern that projects and programs are not sustainable beyond the period of donor funding and assistance. The sustainability plan should therefore incorporate a clear donor exit strategy.
- *Harmonisation of regulations and practices.* This point was added by Mr Nesbert Samu (AWF) and Mr Chafota during discussion subsequent to the group report-back, noting that uniform harvesting of resources across borders would need to be addressed.

## 5. ECONOMIC AND TOURISM CONSIDERATIONS TOWARDS IMPLEMENTATION OF TBNRM IN THE FOUR CORNERS AREA

This group was facilitated by Ms Lynn Halstead (Integrated Rural Development and Nature Conservation, Namibia). Mr Luckymore Zinyama (Hospitality Association of Zimbabwe) acted as rapporteur.

At the outset, this group noted that it agreed with the concept of TBNRM in the Four Corners area.

### 5.1 OBJECTIVES

The group listed the following objectives to achieve an effective and efficient economic framework, and tourism, to support TBNRM in the Four Corners area:

- *Ensuring the sustainability of tourism development.*
- *Enabling communities to realize maximum benefits from tourism in the Four Corners area.*
- *Increasing tourist arrivals in the Four Corners area.* Studies of the tourism capacity of the area had shown that the area has not yet realized its capacity for accommodating tourists. During discussion subsequent to the group report-back, Mr Mogowa, Mr Chafota, Mr Kasanga and others pointed out that currently, many tourists to the Four Corners region are from South Africa, and that opportunities exist to draw tourists from many other destinations. A good mix of tourist origins should be developed.
- *Facilitating the free movement of tourists in the area.* To this end, the group noted the proposed Unisia system, harmonization of customs and border post management, and harmonization of applicable regulations between countries.
- *Diversifying land use.* Prof Rashid Hassan (University of Pretoria, South Africa) pointed out during discussion that although tourism may be a high-order land use in several areas, there are other low-potential tourism areas which could benefit from other types of land uses in order to stimulate economic development.
- *Ensuring joint management of natural resources by all the countries involved.* This would include hunting, fishing and other land uses.
- *Promoting equity.* For example, there should be a good gender balance in development of tourism, and equity between countries. Favoritism of countries should not be entertained.
- *Attracting investment.* Tourism investment in the Four Corners area would be facilitated through incentives.

## 5.2 MECHANISMS FOR MEETING OBJECTIVES

The group listed the following suggested mechanisms for meeting objectives to achieve an effective and efficient economic framework, and tourism, to support TBNRM in the Four Corners Area:

- *Develop a natural resources management strategy for the area.* Such a strategy would include a land-use plan, a tourism development plan, undertaking Environmental Impact Assessments (EIAs) prior to development, etc.
- *Provide capacity building at community level.* This would include training, giving incentives to communities, and facilitating the establishment of joint ventures between communities and tourism investors in the area.
- *Develop an overarching regional marketing strategy for the area.* This strategy should reflect the region as a regional tourism destination. During discussion subsequent to the group report-back, Mr Samu cautioned that cognizance be taken of potential threats in marketing the area as a regional destination. For example, threats to tourism in one country (e.g. political instability) may harm tourism in the others (Mr Morse Nanchengwa, USAID/RCSA). To this end, Mr Samu suggested that a fall-back position be developed, with alternatives in cases of threats. This could include diversification of tourism opportunities (Mr Diggle), strategies to counter negative publicity (Mr Chafota), and re-marketing of products as had been done in Namibia when transit markets diminished (Mr Diggle). Mr Brown and Mr Kasanga suggested that mechanisms be devised to sensitise governments to threats to tourism resulting from their actions, and that the costs of lost opportunities be publicized and communicated to both the public and politicians.
- *Harmonize cross-border regulations.* Such harmonization would enable a more free flow of tourists in countries in the Four Corners region, and would include the Univisa concept as mentioned earlier. During discussion subsequent to the group report-back, Mr Zinyama noted that such free flow of movement initially would only be for tourists. It would be much more challenging to implement the concept for citizens of the countries involved, and this should be attempted as a later step.
- *Product development.* There is potential for developing additional tourism products to those already in place in the area.
- *Provide incentives for investment.* Development of infrastructure to support tourism, and to make it more accessible, is required. Both private and public sector investments are needed.
- *Putting in place a conflict management mechanism.* This objective was added during discussion subsequent to the group report-back by Ms Mbizvo. The facilitator recommended a useful book to participants in this regard: Susskind and Cruikshank 1987. *Breaking the Impasse: Consensual Approaches to Resolving Public Disputes*. Basic Books, A Division of Harper Collins Publishers.
- *Social responsibility.* Mr Dale Lewis and Ms Mbizvo both mentioned during discussion subsequent to the group report-back the importance of community ownership of tourism investments. In other words, wealth would have to be shared, benefits to local communities would have to increase and gender issues would need to be incorporated. If not, distrust and land-use conflict would follow. At the same time, adverse social impacts to communities would have to be avoided, and more thorough Social Impact Assessments would need to be conducted (either as part of EIAs, or independently, prior to developments). A good set of examples of responsible social tourism would be required. Mr Lewis noted that socially responsible

tourism development is likely to attract further investment. The facilitator also mentioned that socially responsible tourism ventures have found this to be a good marketing angle. Prof Hassan noted that the aspects of social responsibility and increased benefits to local communities are also covered in the SADC Protocols.

### **5.3 PROPOSED IMPLEMENTATION FRAMEWORK**

The group suggested that an implementation framework for TBNRM in the Four Corners area be put in place as follows:

- Establish a Joint Management Board in which government, the private sector, communities and NGOs are represented.
- The Joint Management Board to appoint sub-committees to deal with specialized technical activities.

Upon a question by Mr Kasanga, Ms Halstead noted that joint management would be required for issues such as hunting, fishing, harmonization of policies and regulations, and several other aspects of TBNRM. Mr Chafota added that the creation of enabling frameworks to facilitate economic and tourism development would also be a joint management responsibility.

Prof Hassan pointed out that the institutional structure being discussed is akin to the Catchment Management Agencies (CMAs) currently being established in South Africa. The facilitator concurred and added that one CMA for each of 19 water management areas in South Africa is currently being formed, with various technical support structures and stakeholder forums. These initiatives are based on South Africa's new National Water Act (1998) that specifies that the public should participate in water resource management in South Africa. She undertook to distribute a short newsletter outlining the institutions to be established and the processes to do so to all workshop participants.

## **6. POLICY AND INSTITUTIONAL ARRANGEMENTS TOWARDS IMPLEMENTATION OF TBNRM IN THE FOUR CORNERS AREA**

This group was facilitated by Mr Johan Kasanga (Zambia Wildlife Authority, Zambia). Mr Stephen Kasere (CAMPFIRE Association, Zimbabwe) acted as rapporteur.

### **6.1 THE FOUR CORNERS CONCEPT**

The Group accepted the concept of TBNRMA as important for the Four Corners area. Justifications for this were cited as the general interest in the concept by all, more efficient ecosystem management, promotion of social benefits and more equitable distribution of resources. Furthermore, this group recommended to plenary that the workshop resolves that the governments of the four countries enter into a formal agreement in regard to TBNRM for the Four Corners area.

### **6.2 POLICY FRAMEWORK**

In regard to a policy framework for TBNRM, the group recognized the following:

- The SADC Treaty endorses TBNRM initiatives such as the Four Corners concept. Therefore, the concept is quite acceptable. In addition, leadership of various countries has already endorsed the concept in many policy papers.

- Partner countries have already accepted the importance of TBNRM and are already implementing a number of initiatives in support thereof. A number of similar initiatives are already spearheaded by the IUCN and others, well-supported by policy makers and the leadership of the countries involved.

### **6.3 INSTITUTIONAL ARRANGEMENTS – A TBNRMA STEERING COMMITTEE FOR THE FOUR CORNERS AREA**

The Group reported that a considerable portion of group discussions focussed on institutional arrangements. The group suggested an institutional arrangement for the implementation of TBNRM in the Four Corners area similar to the one proposed earlier by Mr Brown (see Figure 14 earlier). Its national structure would consist of representation by the four countries, that would form the core or the general ownership of the project. The Group termed this structure a TBNRM Steering Committee for the Four Corners area. It was concluded that the “Four Corners” initiative should consider creation of a ‘coordinating’ body that would promote dialogue and investment in the four corners TBNRMA.

#### **6.3.1 Purpose of the Steering Committee**

The purpose of the Steering Committee would be to promote TBNRM initiatives that support socio-economic development of the area in a sustainable manner.

It was noted that the intention is not to establish this structure merely for the proposed AWF USAID/RCSA-funded project, but as an overarching body for the implementation of all TBNRM activities for the Four Corners area. It was noted that USAID/RCSA is only one of the donors in the area, and that there currently are and in the future will be others. In other words, the framework for TBNRM in this area should be larger than just one initiative.

#### **6.3.2 Membership**

The Group recommends that membership of the Steering Committee consists of the following suggested representation from each of the four countries:

- Central government – a decision-making representative
- Local/regional government (e.g. from the provincial administrator’s office)
- Local community/CBO organisation
- NGOs (preferably NGOs with a serious stake in the issues)
- Private sector representatives.

#### **6.3.3 Terms of reference for the Steering Committee**

The following terms of reference for the Steering Committee were suggested by the Group, noting that the list is provisional and not exhaustive:

- Setting policies and priorities for the area
- Establishing working groups as required, for example economic, ecological, institutional/policy etc
- Mandating and empowering a secretariat
- Establishing terms of reference as appropriate for the working groups and secretariat
- Overseeing the work of the working groups and secretariat
- Mobilising resources for the TBNRMA (in this regard, it was noted in discussion subsequent to the group report-back that this is consistent with the regional objectives of SADC, which make room for Member States to invest and share resources. Where Member States are unable to contribute financial resources, they could for example contribute staff time.)

- Approving grants
- Distributing information to and communicating with national representatives and all other stakeholders, via the secretariat
- Consulting with relevant stakeholders.

#### **6.3.4 Relationship between the Steering Committee and other existing bodies**

During discussion following the group report-back, it was noted that the Steering Committee would have to interact with various existing bodies such as the SADC Technical Committees, Tourism Boards, River Basin Committees such as OKACOM, etc. Participants agreed that the approach to this interaction must be to build on existing initiatives, to take care not to re-invent the wheel, and to be sensitive to the mandates of other bodies. Ms Seenka also suggested that harmonisation of plans, EIAs, procedures, regulations etc take place in collaboration with such bodies.

#### **6.3.5 Interim Steering Committee**

The group recommended that an Interim Steering Committee immediately be established. It was again noted that the Interim Steering Committee and its secretariat were intended as overarching structures for planning the process towards a formal agreement by the four countries. The group recommended that the Interim Steering Committee undertake the following immediate tasks:

- Approaching Member States with the suggestion of endorsing the TBNRM concept for the Four Corners area, and establishing a formal Steering Committee. The group noted that work that has already started in regard to TBNRM in the Four Corners area need not be put on hold while these processes are underway.
- Preparing a draft Memorandum of Understanding (MOU) for the implementation of the TBNRM in the Four Corners area.
- Creating interim Working Groups to identify priority areas of intervention to build on and supplement existing activities.

Mr Kasere noted further that the group also briefly discussed the roles of the Steering Committee, Interim Steering Committee and the secretariat. Roles must be clearly spelled out from the start. Whereas it was realised that the Steering Committee would be accountable to its members, the intention of the group was not that all funds for TBNRM activities should be channeled via the Steering Committee.

Lastly, the group suggested that the secretariat prepare a project document taking the recommendations by this group into account to initiate this phase of the overall process.

During discussion subsequent to the group report-back, participants cautioned that any interim body would have to be sensitive to activities that require full government endorsement before they can formally commence. Mr Brown also noted that different countries would have to have the option to formulate their contributions at different rates, as they are comfortable. Mr Keatimilwe also raised the issue of the sequence of steps, to be discussed during the next session.

### **6.4 FUNDING FOR THE INTERIM STEERING COMMITTEE, STEERING COMMITTEE AND THEIR SECRETARIATS**

The group had further recommended that the Interim Steering Committee and Working Groups should be provided with secretariat support in order to deal with day-to-day management required by the Interim Steering Committee. During discussion subsequent to the Group report-back, upon questions by Ms Seenka and Ms Mbizvo, it was noted that such secretariat support is intended to be sourced at least initially from

USAID/RCSA. USAID/RCSA is already intending to fund aspects of the Four Corners concept. Dr Peter Gore and Mr Nanchengwa both noted that USAID/RCSA is willing and able to support the secretariat for the Interim Steering Committee as providing the basis for consultation in regard to the way ahead, with support by participating governments increasing in the long term.

Dr Peter Gore also noted upon a question by Ms Seenka that membership of the Interim Steering Committee, and probably also of the Steering Committee itself, will not be on a full-time basis. Members would meet in committee a few times per year, rather than being permanent appointments requiring salary and overheads. Therefore, support cost by governments of the initiative would be relatively small.

Ms Seenka said that the secretariat in the long run is likely to be a permanent structure, and that sustainable funding for this as well as the management and activities of the Steering Committee to be established, such as monitoring, planning etc, needs serious consideration. Mr Zinyama said that this is particularly important especially since previous experience showed that projects collapse once donors leave. Several participants agreed with Mr Nanchengwa and Mr Brown that the Four Corners initiative should be tackled one step at a time. This meeting and its recommendations is the first co-ordinated get-together of TBNRM participants in this area, and only the first phase of the Four Corners initiative is being discussed. The value of TBNRM management should be illustrated wherever possible. Therefore, initial activities should focus on those priorities that are likely to be successfully concluded. Early, albeit small, successes will generate interest and investment.

Mr Chafota added that the secretariat could possibly be housed with AWF, IUCN or another existing body that is able to provide the support.

## **7. THE WAY FORWARD AND NEXT STEPS**

The facilitator asked participants to enter into a discussion on the way forward and next steps. She noted the concerns raised earlier during the meeting that formal government support for the Four Corners TBNRM concept has not yet been obtained, and that therefore at most participants could make recommendations as a group without committing their governments. Mr Sylvester Kalonge (USAID/RCSA Zambia) noted that the SADC Treaty and Protocols do provide an enabling framework within which such suggestions may be made. Mr Kasanga and Mr Mogowe both pleaded for an holistic approach, without getting locked into one of the SADC Protocols to the exclusion of the others.

Considerable discussion on the way forward and next steps then took place, with the bulk of this discussion focussing on an institutional framework for the implementation of TBNRM in the Four Corners area.

### **7.1 THE GKG EXPERIENCE**

The Zimbabwean Deputy Minister for Tourism and the Environment, Mr Edward Chindori-Chninga, had joined the meeting at this stage. At the request of Dr Gwashure and several other participants, he shared the experiences of the Gaza-Kruger-Gonarezhou (GKG) to date. An agreement between Zimbabwe, Mozambique and South Africa was due to be signed today (Friday 10 November 2000) whereby the three countries would engage in a partnership to establish a transfrontier park. The Park would comprise the Gonarezhou National Park in Zimbabwe, the Kruger National Park in South Africa and Coutada 16 in Mozambique. Telephonic confirmation was obtained during the closing minutes of the workshop that the agreement had indeed been signed by the Ministers of the three countries involved.

Mr Chindori-Chninga outlined the GKG experience as follows:

- The three countries started out meeting at government level in July 1999, and established an Inter-Ministerial Committee.
- The GKG Inter-Ministerial Committee had a Memorandum of Understanding developed as a declaration of intent. The MOU outlined broad principles and focussed on resource management, recognizing that other aspects (e.g. security) would delay the process, and could be brought in later after the necessary consultation with other sectors of government.
- Once the MOU had been signed, draft action plans were drawn up which included *inter alia* how to meaningfully engage NGOs in the process, as well as the different roles of the different partners.
- The Committee set itself six months within which to take these actions forward into a formal Agreement between the three countries. It in fact took 12 months. The agreement focusses on the three countries entering into a process, including an institutional process and a framework for transboundary collaboration.
- The Agreement was not taken to Heads of State level, since the SADC Protocols had already been signed at this level.

Mr Chindori-Chninga had the following guidance for the group in discussing the way forward in regard to implementation of TBNRM in the Four Corners area:

- Whereas there are many similarities between the GKG and Four Corners concepts, the resources of the Four Corners area are perhaps more sensitive.
- Do not re-invent the wheel. Several of the concepts he had heard discussed are already being addressed by OUZIT.
- The membership of the Steering Committee suggested earlier by the Policy/Institutional Group was too large (roughly 20 members) for the committee to be effective.
- Clearly outline to potential participating governments the rationale for the proposed USAID/RCSA-funded Four Corners project, otherwise questions will be asked.
- Take care not to create structures and situations where the interests of the private sector and NGOs will usurp or hamper the role of government.
- Engage the governments of the countries involved as a matter of urgency, for example by presenting the concept at a Ministers' meeting as well as an officials' meeting (these could take place on the same day)
- The governments need to agree on a secretariat, and need to put in place an MOU
- Use intergovernmental institutions to bring NGOs into the process (an NGO could for example, potentially facilitate aspects of the process).

The Deputy Minister noted that the points he raised do not preclude other activities in the Four Corners area towards TBNRM from continuing. However, they should proceed with due sensitivity to the suggested process. He also noted that a lesson learned by the GKG initiative is that the countries involved could have individually done more work up front.

## **7.2 AGREEMENT ON THE WAY FORWARD**

Workshop participants in principle agreed to the following as the way forward:

- The establishment of a structure for the implementation of TBNRM in the Four Corners area, termed a Steering Committee at this stage, with this Steering Committee being able to form technical Working Groups to undertake specific areas of work.
- The establishment of an Interim Steering Committee to take care of immediate next steps (there was some discussion as to whether this interim body should be termed an Interim Steering Committee or rather an Interim Working Group of the Steering Committee to be formed, the latter being suggested by Mr Brown). The term Interim Steering Committee was however frequently used during the ensuing

discussion, with participants noting that the intent of the structure at this stage is more important than the name, which could be changed if necessary).

The workshop then proceeded to discuss these further.

### **7.2.1 Steering Committee**

Professor Hassan, noting that the currently suggested membership of the committee may be too large, strongly recommended that the Steering Committee has representation by all four partner countries.

### **7.2.2 Interim Steering Committee**

The following were agreed:

- The Interim Steering Committee should be kept small, lean and mean
- The first task of the Interim Steering Committee would be, as suggested earlier by the Policy/Institutional Group, to solicit government endorsement of the TBNRMA concept for the Four Corners area in order to obtain legitimacy, political backing and an enabling environment for the concept.
- The Interim Steering Committee would do this by way of arranging both a Ministerial briefing and a briefing for senior officials from the four proposed participating countries, and pending government endorsement facilitate the development and signing of an MOU based on broad principles.
- Membership of the Interim Steering Committee would consist of the following (agreed after discussion on the merits and demerits of potential members):
  - One representative each of the four proposed participating countries, as follows:
    - Mr Edward Maloiso, Botswana
    - Mr Lue Scheepers, Namibia
    - Mr Ebbias Manyonganise, Zimbabwe
    - Ms Christina Wake, Zambia
  - One representative each from the following intergovernmental institutions:
    - USAID/RCSA
    - UNDP Botswana
    - IUCN
  - One SADC Wildlife representative.

A proposal by Deputy Minister Chindori-Chninga that the first (planning) meeting of the Interim Steering Committee be coordinated by Zimbabwe was gratefully accepted by those present. It was also agreed, and confirmed by Dr Peter Gore of the USAID/RCSA that USAID/RCSA will provide the financial support for the holding of this meeting. Participants strongly suggested that the meeting be held as soon as possible, and preferably no later than by mid December 2000, in order to map out the next steps.

### **7.2.3 Other agreements/principles**

Participants agreed with Dr Gwashure and has been noted by other participants earlier during the meeting that the implementation of TBNRM in the Four Corners area is a mammoth task, and that it should be tackled on a step-by-step basis. Taking a cue from the GKG and ZIMOZA initiatives, the process could start off with a MOU between the four countries based on very broad principles, followed later by a formal agreement. Aspects that could unnecessarily delay the process due to their complexity should be left for later. Certain work towards transboundary natural resource management can continue meanwhile.

Participants also agreed with Mr Kasere that no stakeholders should be marginalized in the initiative. It would be essential to keep stakeholder interest going, and essential to ensure that stakeholder interests are

represented in the initiative, and to consult stakeholders in regard to their needs. An up-front and thorough stakeholder analysis would be an important step in this direction.

Upon a question by Mr Tshamekang as to when in the process communities would be consulted, Mr Chafota suggested that community consultation would be essential prior to implementation. Deputy Minister Chindori-Chninga suggested that each country consult its stakeholders prior to the finalization of the Agreement between countries. In-country agreement would also have to be obtained in regard to issues such as safety and security.

### **7.3 COLLABORATING INSTITUTIONS**

Upon a suggestion by Mr Kasanga it was agreed that the Interim Steering Committee would identify potential collaborating institutions in the four countries, and mechanisms to inform and involve them.

## **8. ACKNOWLEDGEMENTS**

Dr Peter Gore (USAID/RCSA) thanked the UNDP Botswana for its collaboration in supporting and co-ordinating the workshop. He further thanked the facilitator and workshop co-ordinators, Manyaka Greyling Meiring, for their hard work. Dr Gore thanked especially and acknowledged the contributions of participants during the workshop. He further thanked Deputy Minister Chindori-Chninga for his guidance in discussing the way forward, and for offering to co-ordinate the first meeting of the Interim Steering Committee. Lastly, he said that USAID/RCSA is delighted with the guidance and suggestions it received during the workshop, and is keen to work with participants to move the initiative forward.

## **9. CLOSURE**

### **9.1 CONTRIBUTIONS RECEIVED SUBSEQUENT TO THE MEETING**

During the closing discussions, the facilitator had requested participants to contribute additional points on A5 cards subsequent to the meeting should discussion time not allow their contributions to be taken during plenary. The following two contributions were received subsequent to the meeting:

- Mr Karl Aribeb (CBNRM Association of Namibia) asked that serious consideration be given to the sense of ownership of the Interim Steering Committee by NGOs and other non-governmental stakeholders, and added that the proposed process and composition of the Interim Steering Committee would be discussed at country level in Namibia in this regard.
- Mr Isidro Pinheiro (OKACOM, Angola) said that the possibility of Angola being involved in the Four Corners concept be given serious consideration. Angola would be keen to join the initiative, and assist where it can e.g. providing elephant rangelands. In return, Angola would benefit in the long run from being part of the initiative, not only in terms of the TBNRM themes discussed, but also possibly in terms of countering the effects of war, including clearing of mine fields.

### **9.2 WORKSHOP EVALUATION**

The facilitator also asked participants to assist in evaluating the workshop by completing a short workshop evaluation form. Appendix 3 to these proceedings contains, the workshop evaluation report.



**APPENDIX 1**  
**PARTICIPANTS THAT ATTENDED THE FOUR CORNERS WORKSHOP,**  
**MOWANA LODGE, KASANE, BOTSWANA, 9 – 10 NOVEMBER 2000**

*The list below is presented alphabetically by surname.*

**Mr Karl Aribeb**

CBNRM Association of Namibia  
P O Box 98353  
Pelican Square  
WINDHOEK  
NAMIBIA  
Telephone 264 61 230 888  
Facsimile 264 61 230 888  
Email karibeb@iafrica.com.na

**Mr Craigh Beech**

GIS Specialist  
Peace Parks Foundation (Cape Town)  
P O Box 12743  
STELLENBOSCH  
7613  
SOUTH AFRICA  
Telephone 27 21 887 6188  
Facsimile 27 21887 6189  
Cellular 27 83 445 1330  
Email cbeech@ppf.org.za

**Mr Kenneth Bentinck**

Senior Tourism Officer  
Department of Tourism  
Private Bag 0047  
GABORONE  
BOTSWANA  
Telephone 267 353 024  
Facsimile 267 308 675  
Email tourism@botsnet.bw  
Email kbent@info.bw

**Mr Jan Broekhuis**

Assistant Director: Parks  
Department of Wildlife and National Parks  
P O Box 131  
GABORONE  
BOTSWANA  
Telephone 267 371 405  
Facsimile 267 312 354  
Email jbroekhuis@gov.bw

**Dr Chris Brown**

Namibia Nature Foundation (NNF)  
P O Box 245  
WINDHOEK  
NAMIBIA  
Telephone 264 61 248 345  
Facsimile 264 61 248 344  
Email chrisbrown@nnf.org.na

**Mr Jonas Chafota**

World Wide Fund for Nature  
P O Box CY1409  
Causeway  
HARARE  
ZIMBABWE  
Telephone 263 4 252 533/4  
Facsimile 263 4 252 533/4  
Cellular 263 11 219 921  
Email jchafota@wwf.org.zw

**Mr Sloans Chimatiro**

Deputy Director of Fisheries  
SADC: Department of Fisheries  
Inland Fisheries  
P O Box 593  
LILONGWE  
MALAWI  
Telephone 265 789 285  
Facsimile 265 788 689  
Cellular 265 940 142  
Email s-chimatiro@malawi.net

**Mr Edward Chindori-Chninga**

Deputy Minister: Tourism  
Environment and Tourism  
Private Bag 7753  
Causeway  
HARARE  
ZIMBABWE  
Telephone 263 4 759 391 or 757 881  
Facsimile 263 4 752 586  
Email spearhead@africaonline.co.zw

**Ms Carol Culler**

CBNRM Team Leader  
United States Agency for International Development  
Private Bag 12028  
Ausspannplatz  
WINDHOEK  
NAMIBIA  
Telephone 264 61 225 935  
Facsimile 264 61 227 006  
Email cculler@usaid.gov

**Ms Vanessa Daniel**

Manyaka Greyling Meiring (Pty) Ltd  
P O Box 95823  
Waterkloof  
PRETORIA  
0145  
SOUTH AFRICA  
Telephone 27 12 362 0848  
Facsimile 27 12 362 0869  
Cellular 27 83 628 3720  
Email vanessa@liaison.co.za

**Mr Richard Diggle**

Integrated Rural Development and Nature Conservation  
Private Bag 1050  
NGWEZE  
KATIMA MULILO  
NAMIBIA  
Telephone 264 0 677 2518  
Facsimile 264 0 677 2108  
Email irdncc@iafrica.com.na

**Ms Gale Garebatho**

Assistant Council Secretary  
Chobe Sub District  
Private Bag K30  
KASANE  
BOTSWANA  
Telephone 267 650 390  
Facsimile 267 650 390  
Cellular 71 687 697

**Dr Peter Gore**

USAID/Regional Center for Southern Africa  
P O Box 2427  
GABORONE  
BOTSWANA  
Telephone 267 324 449  
Facsimile 267 324 404  
Email pgore@usaid.gov

**Ms Tisha Greyling**

Manyaka Greyling Meiring (Pty) Ltd  
P O Box 95823  
WATERKLOOF  
0145  
SOUTH AFRICA  
Telephone 27 12 362 0848  
Facsimile 27 12 362 0869  
Cellular 27 83 625 4292  
Email tisha@liaison.co.za

**Mr Stephan Griesel**

Chobe Wildlife Trust  
P O Box 55  
KASANE  
BOTSWANA  
Telephone 267 650 516  
Facsimile 267 650 223  
Cellular 71 701 830  
Email cwt@info.bw

**Mr Obert Gwapela**

Wildlife officer  
Department of Wildlife and National Parks  
P O Box 131  
GABORONE  
BOTSWANA  
Telephone 267 650 486/651625  
Facsimile 267 651 623  
Email research@info.bw

**Dr Isidore Gwashure**

African Wildlife Foundation  
P O Box 48177  
NAIROBI  
KENYA  
Telephone 254 2 710 367  
Facsimile 254 2 710 372  
Email igwashure@awfke.org

**Ms Lynn Halstead**

Integrated Rural Development and Nature Conservation  
Private Bag 1050  
NGWEZE  
KATIMA MULILO  
NAMIBIA  
Telephone 264 677 2518  
Facsimile 264 677 2108  
Email irdncc@iafrica.com.na

**Prof Rashid Hassan**

University of Pretoria  
Department of Agriculture Economics,  
Faculty of Natural and Agriculture Science  
University of Pretoria  
PRETORIA  
0002  
SOUTH AFRICA  
Telephone 27 12 420 3317  
Facsimile 27 12 420 3247  
Email rhasan@postino.up.ac.za

**Mr Ruud Jansen**

IUCN  
Private Bag 00300  
GABORONE  
BOTSWANA  
Telephone 267 301 584  
Facsimile 267 371 584  
Cellular 71 631 563  
Email ruud@iucnbot.sw

**Mr Sylvester Kalonge**

United States Agency for International Development  
P O Box 32481  
LUSAKA  
ZAMBIA  
Telephone 260 1 254 303  
Facsimile 260 1 254 532  
Cellular 260 97 794 809  
Email skalonge@usaid.gov

**Mr Macharia Kamau**

United Nations Development Programme  
P O Box 54  
GABORONE  
BOTSWANA  
Telephone 267 352 121  
Facsimile 267 301 459  
Email macharia.kamau@undp.org

**Mr John Kasanga**

Consultant and interim Director  
Zambia Wildlife Authority  
Private Bag 1  
CHILANGA  
ZAMBIA  
Telephone 260 1 227 889  
Facsimile 260 1 227 891  
Cellular 260 096 763 544  
Email imcs@zamnet.zm

**Mr Stephen Kasere**

Director  
CAMPFIRE Association  
P O Box 661  
HARARE  
ZIMBABWE  
Telephone 263 4 747 462/429  
Facsimile 263 4 747 470  
Email campfire@internet.co.zw

**Mr Kagiso Keatimilwe**  
United Nations Development Programme  
P O Box 54  
GABORONE  
BOTSWANA  
Telephone 267 352 121  
Facsimile 267 356 093  
Email kagiso.keatimilwe@undp.org

**Mr Milton Khachana**  
Tourism Officer  
Department of Tourism  
P O Box 66  
KASANE  
BOTSWANA  
Telephone 267 650 357  
Facsimile 267 650 841  
Email mumkt@hotmail.com

**Dr Dale Lewis**  
Project Director/Chief Technical Advisor  
African College for CBNRM  
Zambia Wildlife Authority  
P O Box 82  
MFUWE  
ZAMBIA  
Telephone 260 62 45077  
Facsimile 260 1 278 439  
Cellular 097 845 802  
Email admade@composerve.com

**Mr John Lichte**  
RAPID  
P O Box 602090  
GABORONE  
BOTSWANA  
Telephone 267 300 884  
Facsimile 267 301 027  
Email jllichte@botsnet.bw

**Mr Claudious Madembo**  
Konrad Adenauer Foundation (Upper Zambezi)  
1 Downie Avenue  
Belgravia  
HARARE  
ZIMBABWE  
Telephone 263 4 700 4181/733517  
Facsimile 263 4 700 418  
Cellular 263 11 715 547  
Email kasreg@samara.co.zw

**Mr Innocent Magole**  
Conservation International  
P O Box 448  
MAUN  
BOTSWANA  
Telephone 267 660 017  
Facsimile 267 661 798  
Cellular 72 115 400  
Email ci.okavango@info.bw

**Ms Vassie Maharaj**  
Manyaka Greyling Meiring (Pty) Ltd  
P O Box 98523  
WATERKLOOF  
0145  
SOUTH AFRICA  
Telephone 27 12 362 0848  
Facsimile 27 12 362 0869  
Cellular 27 82 901 9670  
Email vassie@liaison.co.za

**Mr Edward Maloiso**  
Acting Executive Secretary  
Ministry of Lands, Housing and Environment  
Private Bag 0068  
GABORONE  
BOTSWANA  
Telephone 267 375 550  
Facsimile 267 302 051

**Mr Ebbias Manyonganise**  
Principal Administrative Officer Legal  
Department of National Parks and Wildlife Management  
P O Box CY140  
Causeway  
HARARE  
ZIMBABWE  
Telephone 263 4 792 786/9  
Facsimile 263 4 791 214  
Cellular 91 217 402

**Mr Obonetse Masedi**  
Deputy Director  
Department of Water Affairs  
Private Bag 0029  
GABORONE  
BOTSWANA  
Telephone 267 359 743  
Facsimile 267 303 508  
Cellular 72 106 053  
Email omasedi@gov.bw

**Mrs Carmel Mbizvo**  
Regional Officer  
IUCN, Regional Office for Southern Africa  
The World Conservation Union  
P O Box 745  
HARARE  
ZIMBABWE  
Telephone 263 4 728 266/7  
Facsimile 263 4 720 738  
Email cam@iucnrosa.org.zw

**Ms Josephine Mehl**  
Executive Director  
Tourism Council of Zambia  
P O Box 36561  
LUSAKA  
ZAMBIA  
Telephone 260 1 251 666  
Facsimile 260 1 253 529  
Cellular 97 771 771  
Email tcz@zamnet.zm

**Mr Mario Merida**  
Embassy of the United States of America  
P O Box 90  
GABORONE  
BOTSWANA  
Telephone 267 353 982  
Facsimile 267 356 947  
Email meridame@state.gov

**Mr Simon Metcalfe**  
African Wildlife Foundation  
P O Box EH226  
Emerald Hill  
HARARE  
ZIMBABWE  
Telephone 263 4 339 050  
Facsimile 263 4 336 687  
Cellular 263 1 120 4781  
Email metcalfe@mweb.co.zw

**Mr Rebonyebatho Moaneng**

United Nations Development Programme  
P O Box 54  
GARORONE  
BOTSWANA  
Telephone 267 352 121  
Facsimile 267 356 093  
Email r.moaneng@undp.org

**Mr Theo Magowe**

District Administration  
Ministry of Local Government  
P O Box 2  
KASANE  
BOTSWANA  
Telephone 267 650 322/346  
Facsimile 267 650 247  
Cellular 71 626 995

**Mr Mfaro Moyo**

UNDP  
P O Box 4775  
HARARE  
ZIMBABWE  
Telephone 263 4 792 681/2  
Facsimile 263 4 728 265  
Cellular 263 11 610 854  
Email mfaro.moyo@undp.org

**Mr Morse Nanchengwa**

USAID/Regional Center for Southern Africa  
P O Box 2427  
GABORONE  
BOTSWANA  
Telephone 267 324 449  
Facsimile 267 324 404  
Email mnanchengwa@usaid.gov

**Ms Bongile Ndiweni**

Principal Planning Engineer  
Department of Water Development  
Private Bag 7712  
Causeway  
HARARE  
ZIMBABWE  
Telephone 263 4 707 861  
Facsimile 263 4 722 733  
Email bndiweni@hotmail.com

**Mrs Margaret Nyirenda**

Senior Economist  
Southern African Development Community Agriculture  
Private Bag 0095  
GABORONE  
BOTSWANA  
Telephone 267 351 863  
Facsimile 267 372 848  
Email nyirenda@sadc.int

**Mr Isidro Pinheiro**

Co-chairperson  
Minister of Planning  
Okavango Basin Steering Committee  
CX Postal 1205  
LUANDA  
ANGOLA  
Telephone 244 2 326 92/445 510  
Email pedro.dionis@undp.org

**Mr Thabang Pokomane**

Principal Information Officer  
Southern African Development Community  
Environment and Land Management Sector  
Private Bag A284  
MASERU  
LESOTHO  
Telephone 266 312 158  
Facsimile 266 310 190  
Email elmsinfo@lesoff.co.za

**Mr Rapule Pule**

Senior Systems Analyst  
SADC Water Sector Coordinator Unit  
Private Bag A440  
MASERU 100  
LESOTHO  
Telephone 266 310 022  
Facsimile 266 310 465  
Email sadcwscu@lesoff.co.za

**Mr Nesbert Samu**

African Wildlife Foundation  
P O Box CT570  
Chinotimba  
VICTORIA FALLS  
ZIMBABWE  
Telephone 27 21 253 13 2028  
Cellular 091 251 532  
Email awfzw@telcovic.co.zw

**Mr Lue Scheepers**

Conservation Scientist (CAPRIVI)  
Ministry of Environment and Tourism  
Private Bag 1020  
KATIMA MULILO  
NAMIBIA  
Telephone 264 0677 3155  
Facsimile 264 0677 3341  
Email jscheepers@met.gov.na

**Mr Leonard Seelig**

Conservation International  
Transfrontier Conservation Unit  
Private Bag X 7  
CLAREMONT  
7735  
SOUTH AFRICA  
Telephone 27 21 799 8655  
Facsimile 27 21 797 6903  
Cellular 27 82 563 9659  
Email seelig@iafrica.com

**Ms Agnes Seenka**

Chief Executive  
Zambia National Tourist Board (ZNTB)  
P O Box 30017  
LUSAKA  
ZAMBIA  
Telephone 260 1 229 087/88  
Facsimile 260 1 225 174  
Cellular 97 774 598  
Email zntb@zamnet.zm

**Dr Greg Stuart-Hill**

World Wildlife Foundation (Life Project)  
P O Box 9681  
WINDHOEK  
NAMIBIA  
Telephone 264 61 239 945  
Facsimile 264 61 239 799  
Email [gstuart@iafrica.com.na](mailto:gstuart@iafrica.com.na)

**Mr Ernest Tshamekang**

Executive Secretary  
BOCOBONET  
Private Bag B0166  
GABORONE  
BOTSWANA  
Telephone 267 585 081  
Facsimile 267 585 081  
Cellular 72 143 649  
Email [bocobonet@mega.bw](mailto:bocobonet@mega.bw)

**Ms Justina Wake Chinyimba**

Director: Tourism Planning, Management and  
Coordination  
Ministry of Tourism  
P O Box 30575  
LUSAKA  
ZAMBIA  
Telephone 260 1 224 676  
Facsimile 260 1 222 189  
Cellular 096 757 518  
Email [mintour@zamnet.zm](mailto:mintour@zamnet.zm)

**Mr Luckymore Zinyama**

Chief Executive  
Hospitality Association of Zimbabwe (HAZ)  
P O Box CY 398  
Causeway  
HARARE  
ZIMBABWE  
Telephone 263 4 792 919  
Facsimile 263 4 708 872/733 211  
Email [hazim@internet.co.zw](mailto:hazim@internet.co.zw)



## APPENDIX 2

### ILLUSTRATIVE ACTIVITIES FOR TBNRMA AREA INSTITUTIONAL DEVELOPMENT, CONSERVATION, COMMUNITY-BASED ACTIVITIES, ENTERPRISE DEVELOPMENT AND KNOWLEDGE MANAGEMENT.

#### ILLUSTRATIVE ACTIVITIES FOR TBNRMA INSTITUTIONAL DEVELOPMENT

ACTIVITY	PARTNERS	DESIRED OUTCOME	NOTES
Public wildlife authorities address TBNRMA issues through standing committee	National Park Directors & relevant ministries	SADC wildlife protocol operational in TBNRMA	Begin with MOU expressing agreement in principle & proceed to specific & general enabling policy framework
Public tourism authorities address TBNRMA issues through standing committee	National Tourism Directors & relevant ministries	SADC tourism protocol operational in TBNRMA	Begin with MOU agreement in principle & proceed to specific & general enabling environment
Private sector forum addresses TBNRMA issue	Tourism Associations & leading players	Industry identifies enabling investment environment	Private sector concerns linked to public TBNRMA policy arena
Community sector forum addresses TBNRMA issue	Community-based CBNRM Organisations facilitated by NGOs	CBOs identify enabling environment for CPP partnerships	Community concerns linked to public TBNRMA policy arena
Facilitation services provided to committees & forums	NGOs & parties involved in specific processes	Committees & forums supported & coordinated	Project maintains momentum of policy/ institutional development process

#### ILLUSTRATIVE ACTIVITIES FOR TBNRMA CONSERVATION

ACTIVITY	PARTNERS	DESIRED OUTCOME	NOTES
Landscape planning process initiated at TBNRMA level	Public land & resource authorities; - Conservation scientists - Communal & private sector	Strategies adopted to abate sources of stress on agreed environmental targets	<ul style="list-style-type: none"> <li>• <b>Targets:</b> Migratory wildlife; River systems; Wetlands</li> <li>• <b>Stresses:</b> Habitat loss/ fragmentation; human/ wildlife conflicts</li> <li>• Lack of TBNRMA planning</li> </ul>
Landscape planning at site specific level to abate ecological stresses arising (in part) from need to cooperate in TBNRMA context	<ul style="list-style-type: none"> <li>• Public authorities &amp; scientists</li> <li>• Community/private sector</li> </ul>	<ul style="list-style-type: none"> <li>- Site specific conservation strategies for TBNRMA context.</li> <li>- Local &amp; central actors jointly engaged</li> </ul>	<ul style="list-style-type: none"> <li>• Chobe / Hwange</li> <li>• Okavango/ Caprivi</li> <li>• Caprivi/ western Zambia</li> <li>• Fishing; River use</li> <li>• Wetlands &amp; aquatic systems of Okavango/ Chobe/ Kwando/ Zambezi</li> </ul>
Link planning process to regional & international protocols	<ul style="list-style-type: none"> <li>• Public sector</li> <li>• Conservation specialists</li> </ul>	<ul style="list-style-type: none"> <li>• TBNRMA nested in local, regional &amp; international policy environment</li> </ul>	<ul style="list-style-type: none"> <li>• SADC wildlife, tourism, environment, fisheries, forestry, natural resources technical co-ordination units</li> </ul>

			• WTO; CITES; RAMSAR; CBD
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#### ILLUSTRATIVE ACTIVITIES FOR COMMUNITIES IN TBNRMA

ACTIVITY	PARTNERS	DESIRED OUTCOME	NOTES
Traditional & statutory authorities cooperate	Chiefs & Committees & Councils; NGOs	Indigenous knowledge systems effective	Traditional & democratic CBNRM systems recognised
Women as resource managers cooperate	Women involved in CBNRM; NGOs	Participation of women harnessed	Women are significant resource user/ managers often not represented in management units
Training CBNRM trainers	NGOs & CBOs	Increased capacity of regional CBNRM support institutions	Develop CBNRM training modules based on best regional practices
Community NR product development & marketing	NGOs & CBOs	Strengthened coordinated regional craft & cultural product markets	Make best products available in most lucrative markets
Community tourism planning, zoning & marketing	NGOs & CBOs	Community tourism plan linked to private sector investment strategies	Link community tourism sites & services to create portfolio of potential CPP businesses
Community & public sector land use planning for TBNRMA	CBOs; public sector authorities; NGOs	More compatible land use across boundaries	Many boundaries have protected land adjacent to community land creating a "hard edge"
Community-based management plans & monitoring	CBOs; NGOs, planning advisors	Community management plans & monitoring across borders	Namibian CBNRM monitoring experience extended to TBNRMA to standardise methodologies e.g. Salambala & Chobe Enclave Trust

#### ILLUSTRATIVE ACTIVITIES FOR TBNRMA ENTERPRISE DEVELOPMENT

ACTIVITY	PARTNERS	DESIRED OUTCOME	NOTES
Private sector forums address constraints to development	Private sector associations & businesses	Clearly articulated recommendations for enabling TBNRMA business environment	<ul style="list-style-type: none"> <li>• Infrastructure; transport; immigration &amp; customs; security; tax/ investment policies; obstructive bureaucracy</li> </ul>
Private & public sectors engage on specific constraints to tourism trade	Private & public sector parties	Specific constraints to tourism development reduced through TBNRMA protocols	<ul style="list-style-type: none"> <li>• Visas</li> <li>• Border posts</li> <li>• Exchange controls</li> <li>• Tourism information</li> <li>• Marketing &amp; branding destination</li> </ul>
Existing CPP partnerships mapped, analysed & optimised	Hotel & lodge businesses with public & community partners	Existing deals more efficient, environmentally supportive & socially equitable	Discussions, negotiations & planning between CPP parties related to guidelines for best partnership framework
New CPP partnerships developed	CPP parties & NGOs	conservation improved through development	Areas identified & parties brought together

**PROJECT KNOWLEDGE MANAGEMENT**

<b>ACTIVITY</b>	<b>PARTNERS</b>	<b>DESIRED OUTCOME</b>	<b>NOTES</b>
Project website developed & maintained	AWF with NGO partners & CPP parties	All stakeholders can monitor project activities & developments	Internet website for public consultation Intranet site for project implementers
Project offices linked though sites in Vic Falls, Livingstone, Kasane & Katima Mulilo	AWF, CI, WWF National NGOs	Project accessible to CPP parties in project area	Main base in Vic Falls supporting staff from 4 countries & activities between CPP parties within & between 4-countries
Project information available to CPP parties, NGOs & tourists	AWF, CI, WWF, NGOs; Tourism Associations, hotels & lodges	All stakeholders aware of project vision & strategy	Participation of tourists vital as their feedback informs project



## APPENDIX 3 EVALUATION REPORT

Participants evaluated the workshop based on the following scale:

- 1 – Poor
- 2 – Satisfactory
- 3 – Good
- 4 – Very good

Thirty-six evaluation forms were returned. The average score that participants assigned to different workshop components, as well as comments and suggestions received, are outlined below.

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### DAY 1: THURSDAY 9 NOVEMBER 2000

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1. My overall impression of workshop session 1: history, background and context, is that is was ....

**Average score: 2,9**

*Comment and suggestions by participants*

- Outputs of the workshop should have been linked to present initiatives and how much individual countries were involved.
- Interesting, good participation and facilitation.
- It was really fine. On the first day, people were very active!
- Serious omission is the 5<sup>th</sup> important Corner, Angola.
- More effort to bring in all key stakeholders.
- A bit boring.
- A way forward defined.
- Too structured to get to the real “vision level” issues.
- Innovative, wish to see the idea taking place.
- This was very useful in providing the rationale and justification for the Four Corners initiative.

2. Please also rate the presentations and panel discussion

- 2.1 Opening address by Mr R Moaneng (UNDP).

**Average score: 2,9**

- 2.2 SADC Protocols and TBNRM by Ms Margaret Nyirenda, SADC Secretariat.

**Average score: 3**

- 2.3 UNDP Botswana support for TBNRM by Mr Kagiso Keatimilwe, United Nations Development Programme Botswana (UNDP)

**Average score: 2,8**

- 2.4 History and background of TBNRM by Dr Peter Gore, USAID Regional Center for Southern Africa (RSCA)

**Average score: 3**

- 2.4 The Four-corners area vision, anticipated results and activities – for discussion and contributions, by Mr Simon Metcalfe, African Wildlife Foundation (AWF)

**Average score: 3**

- 2.6 Panel discussion: TBNRM and SADC Protocols

**Average score: 2,9**

**Comment and suggestions by participants**

- Presentations require multi-media equipment.
- Maybe time was too limited for participants to be presented with all details of the Protocols.
- Everything very informative.

- Everything was fine.
- As one of the presenters I request that in future all presenters be contacted formally in good time. I was requested to do a presentation at the last minute.
- Did not incorporate everyone on panel.
- Needed full briefing on SADC Protocols.
- More details are needed on SADC Protocols.
- This worked really well.
- Questions were well covered.

3. My overall impression of the work group sessions is that they were .....

**Average score: 3,1**

**Comment and suggestions by participants**

- Tourism/Economic group should have adopted a more macro approach to the deliberations.
- More direct approach to initiate group session.
- Natural Resource Management Group was fine.
- Could have used more direction in terms of designed outcomes.
- Good. However not a lot new came out of the session. It may have been more beneficial to continue discussions on institutional framework in a larger group.
- Needed more time.
- Depended on group – could have been more searching, perhaps.
- Good suggestions were made.
- Not enough time for discussion, too structured.
- More time would have been good
- Policy/institutional Group gave a concrete direction.
- The group discussion ended up with good proposals but it took a long time to come to that. There is enough experience for us not to waste so much energy e.g. the presence of the Honorable Minister was a good way for sharing experiences with the workshop.
- The Policy/institutional group organization was good. It was a very difficult topic but was handled well.
- Policy/Institutional group - very high quality of debate ensued with all actively participating and discussing candidly. Was able to resolve contentions and sensitive issues. Good for the process.
- Needed more time for discussion

**DAY 2: FRIDAY 10 NOVEMBER 2000**

4. My overall impression of the work group report-back session is that it was .....

**Average score: 3,2**

**Comment and suggestions by participants**

- Issues became clear.
- Constructive.
- Well done.
- Clear
- Clear, concise.
- Well reported and did conclude nicely the findings of each group.
- It was fine.
- Quite useful. Helped to firm up many of the concept ideas discussed during the work group sessions.
- This was well organized. However, too much detail during the discussions.
- Presentations were very good and informative.

5. My overall impression of Session 3, The way forward and next steps, is that it was .....

**Average score: 3**

**Comment and suggestions by participants**

- Confused issues that became clearer in the previous session. Belabored issues!
- Confused.
- Issues were clear.
- Very exciting

- Very well handled by Ms Tisha Greyling.
- Everything was fine.
- Thank you Mr Deputy Minister.
- Maybe did not capture the collaborators or possible themes.
- Deputy Minister Chindori-Chninga helped a lot in defining the way forward.
- Too much detail. We know what's going to happen by mid-December, but what then?
- Except that the Minister caused the workshop to go back on agreements already reached.
- The way forward was defined very clearly. The presence of the Deputy Minister was very helpful in providing guidance to the process.
- Agreed concrete and "do-able" actions. Role of the Deputy Minister most critical and timely. He added immense value to the proceedings.

## GENERAL COMMENT

6. I found facilitation during plenary sessions to be .....

<b>Average score: 3,3</b>
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### Comment and suggestions by participants

- Discussion on logger-head issues well guided
- Best I've had.
- The facilitation was very professional.
- Very well handled by Ms Greyling
- Excellent. Tisha disarmed potentially charged exchanges and directed conversations forward.
- Facilitator was vibrant and cheerful.
- Helpful but too brisk. Need to soften directives and not force issues - they will come in good time.
- She is good.
- The facilitator was very good, understood the objectives of the process, and very well facilitated a constructive outcome.
- More understanding of the SADC processes and the sector would have helped.
- Poor, dominating.
- Very interactive
- Excellent facilitation. Keep up the good work.

7. I found the secretariat BEFORE the workshop to be....

<b>Average score: 3,2</b>
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### Comment and suggestions by participants

- Efficient, charming, friendly.
- Everything was fine.
- Commendable. All appeared well organized.
- Provided assistance and information.
- Very good.
- Administration of workshop was handled very well.
- Contacts by Vanessa good and kept us well informed.

8. I found the secretariat DURING the workshop to be....

<b>Average score: 3,2</b>
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### Comment and suggestions by participants

- Very good.
- Smiling, helpful, caring – on the mark every time.
- Everything fine.
- House-keeping issues were not forthcoming.
- Provided assistance on request, everything was orderly.

9. Any other comment you may have

### Comments on workshop overall

- Being the first workshop of its series, it was not that bad.

- ❑ Good start.
- ❑ Good meeting.
- ❑ More time toward end needed. Would have been nice to build TBNRM partnerships while at the workshop. Got to know people too late to build contact that might have been helpful.
- ❑ Very productive workshop.
- ❑ I hope the verbatim comments/notes will lead the project. The tone and intent of the stakeholder community need to be taken into consideration. Much more consultation needs to take place.
- ❑ Very well done and many thanks to USAID, AWF and especially to MGM for effective workshop.
- ❑ Thanks to facilitator/secretariat for managing a challenging meeting.
- ❑ I enjoyed the workshop and look forward to participating in the TBNRM concept.
- ❑ Let's move forward – produce the report in time.

**Comments on logistics/administration/timing**

- ❑ Need more advanced planning – dates changed which caused problems
- ❑ Next time air tickets to be sent on time.
- ❑ Information on workshop received at very late stage, and that will hinder part of my follow-up on the issues discussed
- ❑ Must inform participants well in advance before future meetings, and send materials well in advance.
- ❑ Only concern is that the promised electronic pre-workshop documents were not received as attachments in emails, although requested several times. Problem experienced by several other participants.
- ❑ Administration/logistics could be improved so that impairments are removed.

**Comments on accommodation and catering**

- ❑ The hotel appears to be too expensive.
- ❑ It was not good to pre-pay for food and accommodation. You could have chosen a cheaper venue. The food at Mowana Lodge was not suitable to me.
- ❑ We need to evaluate our accommodation and upkeep as well in future.