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**PROCEEDINGS OF THE FIRST  
NATIONAL CONFERENCE ON  
CBNRM IN MALAWI**

**MAY 2001**



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**Proceedings of the First National Conference on  
Community-based Natural Resource Management in  
Malawi:  
Blantyre, 16<sup>th</sup> to 18<sup>th</sup> May 2001**

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## **Acknowledgements**

Awaiting completion

## Acronyms

ADC	Area Development Committee
ADD	Agricultural Development Division
BAM	Beekeepers' Association of Malawi
BVC	Beach Village Committee
BZDP	Border Zone Development Project
CABUNGO	Capacity Building Unit for NGOs
CAMPFIRE	Communal Areas Management Programme for Indigenous Resources
CBFC	Community-Based Fisheries Co-Management
CB M&E	Community-Based Monitoring and Evaluation
CBNRM	Community-based Natural Resource Management
CBO	Community-Based Organization
CCHE	Cabinet Committee on Health and Environment
COMPASS	Community Partnerships for Sustainable Resource Management
CRECCOM	Creative Centre for Community Mobilization
CURE	Coordination Unit for Rehabilitation of the Environment
DA	District Assembly
DAI	Development Alternatives, Incorporated
DANIDA	Danish International Development Agency
DDC	District Development Committee
DDP	District Development Planning
DDPF	District Development Planning Framework
DEAP	District Environmental Action Plan
DEC	District Executive Committee
DEM	Decentralization of Environmental Management
DESC	District Environmental Sub-Committee
DNPW	Department of National Parks and Wildlife
DOF	Department of Fisheries
DSOER	District State of the Environment Report
EAD	Environmental Affairs Department
EAP	Environmental Action Plan
E&NRM	Environmental and Natural Resource Management
EDETA	Enterprise Development Training Agency
EDO	Environmental District Officer
ESP	Environmental Support Programme
EU	European Union
FD	Forestry Department
FECO	Forum for Environmental Communicators
FSTCU	Forestry Sector Technical Coordinating Unit
GOM	Government of Malawi
GTZ	Gesellschaft für Technische Zusammenarbeit
GVH	Group Village Headman/women
HQ	Headquarters
ICRAF	International Centre for Research in Agroforestry
IGA	Income Generating Activity
IKS	Indigenous Knowledge System
IFAD	International Fund for Agricultural Development
LF	Logical Framework
LGMP	Local Government Management Plan
LOMADEF	Lipangwe Organic Manure Demonstration Farm
LSC	Local Steering Committee
M&E	Monitoring and Evaluation
MAFE	Malawi Agroforestry Extension Project

MANA	Malawi News Agency
MBC	Malawi Broadcasting Company
MEET	Malawi Environmental Endowment Trust
MIS	Management Information System
MINREA	Ministry of Natural Resources and Environmental Affairs
MOHP	Ministry of Health and Population
NARMAP	National Aquatic Resources Management Programme
NATURE	USAID's Natural Resources Management Program
NCE	National Council for the Environment
NDI	National Democratic Institute
NEAP	National Environmental Action Plan
NEFP	National Environmental Focal Point
NEP	National Environmental Policy
NGO	Non-Governmental Organization
NICE	National Initiative for Civic Education
NRM	Natural Resource Management
NSC	National Steering Committee
NSOER	National State of the Environment Report
ODA	Overseas Development Administration (now Department for International Development (DfID))
OPC	Office of the President and Cabinet
PCE	Parliamentary Committee on the Environment
PFM	Participatory Fisheries Management
PMU	Planning and Monitoring Unit
POET	Project Managers' and Entrepreneurs' Training
PRA	Participatory Rural Appraisal
PROSCARP	Promotion of Soil Conservation and Rural Production
PRSP	Poverty Reduction Strategy Paper
RF	Results Framework
SADC	Southern African Development Council
SEP	Socio-Economic Profile
SIP	Sector Investment Plan
SWOT	Strengths, Weaknesses, Opportunities, Threats
SOER	State of the Environment Report
TA	Traditional Authority
TCE	Technical Committee on the Environment
ToR	Terms of Reference
TSP	Training Support Project for CBNRM
TVM	Television Malawi
UNDP	United Nations' Development Programme
USAID	United States Agency for International Development
VAP	Village Action Plan
VDC	Village Development Committee
VNRC	Village Natural Resource Committee
VNRMC	Village Natural Resource Management Committee
WG	Working Group (CBNRM)
WHO	World Health Organization
WILSA	Women and Law in Southern Africa Research Trust
WSM	Wildlife Society of Malawi

## **Foreword**

Awaiting completion

## Executive Summary

Following the creation of the Working Group on Community-based Natural Resource Management by the National Council for the Environment in early 2000, the Working Group commissioned the preparation of a framework for developing a Strategic Plan for CBNRM in Malawi. This document was presented to the Working Group in November 2000 and it was agreed that the Working Group should commission a national conference at which a cross-section of key stakeholders would use the framework to forge the Strategy for CBNRM. This then was the objective of the First National Conference on CBNRM in Malawi that was held from May 16<sup>th</sup> to 18<sup>th</sup> 2001 at Ryall's Hotel in Blantyre.

The strategic planning framework points out that despite the fact that some 1,000 rural communities (over 600,000 people) in Malawi are currently the targets of CBNRM initiatives and that current programs and projects funded to the tune of US\$24 million, the coordination of these efforts among donors, government and NGOs remains weak. Some half-a-dozen donor agencies, half-a-dozen government departments (in at least three Ministries) and dozens of projects and NGOs are all involved in the implementation of CBNRM activities. Surprisingly, the policy and legislative footing for CBNRM is well established in most of the key natural resource sectors but implementation has not yet made use of the opportunities that these enabling conditions provide. For this reason, a central theme of the CBNRM Conference was *Putting Policies into Practice*.

The approach and program for the conference were built upon the core recommendations of the strategic planning framework. This identified seven key strategic actions, which become the subject of seven paper presentations at the conference with each presentation leading into either plenary or small-group discussion of the strategic options and recommendations that were presented. The seven papers were as follows:

- **Developing a commonly understood CBNRM concept and vision** - Tikhala Chibwana (MEET), Carl Bruessow (MEET) and Andrew Watson (COMPASS)
- **Maintaining a dynamic policy reform process** - Janet Lowore (consultant) and Yanira Ntupanyama (EAD)
- **Developing CBNRM sectoral strategies and action plans** – Collins Jambo (Fisheries Department)
- **Developing planning and implementation tools** - John Balarin (DESP), Andreas Jensen (Lake Chilwa Wetland & Catchment Management Project) and Wilfred Ndovi (DESP)
- **Providing strategic implementation support** - Robert Kafakoma (TSP) and Daulos Mauambeta (Wildlife Society of Malawi)
- **Investing in Monitoring and Evaluation** - Gacheke Simons (consultant) and Johns Kamangira (IFAD)
- **Other strategic actions (coordination)** - Ralph Kabwaza (Director of Environmental Affairs)

Over 80 participants attended the conference over the two-and-a-half days and contributed to the discussions and final recommendations. Following the conference, an Editorial Committee compiled the work of the small groups and integrated this with the recommendations that came out of the plenary discussions. The current document represents this synthesis and comprises the proposed strategic plan for CBNRM that will be presented to the National Council for the Environment by the CBNRM Working Group.

The conference developed strategic action plans for five key components of CBNRM in Malawi. It was felt that action planning for the policy reform process is well integrated into these five components and, therefore, appears not to warrant a separate plan. Moreover, since several key natural resource sectors have already developed strategic action plans (notably Forestry), it was felt that duplicating these through further examination of the sectoral strategies was unwarranted. The five components of the strategic action plan for CBNRM are incorporated below in this Executive Summary.

In addition to this work, the conference delegates also proposed several overarching recommendations that merit presentation to the National Council for the Environment for their consideration. These are as follows:

## **1. TERMS OF REFERENCE FOR CBNRM WORKING GROUP**

- **Outcome**

Re-written Terms of References that focus more on policies and strategies, not so much on programs/projects.

- **Recommended Action**

Set up Task Force to review Terms of References of Working Group.

- **Responsible Agency**

Environmental Affairs Department and COMPASS.

## **2. COMPOSITION OF CBNRM WORKING GROUP**

- **Outcome**

A smaller core group of (7 – 10) active members with powers to call resource persons as appropriate. Gender issues relating to CBNRM policies and strategies should be addressed by the Group.

- **Recommended Action**

Task Force that reviews ToRs should also define Working Group membership. A gender expert should included in the Working Group.

- **Implementing Agency**

Environmental Affairs Department and COMPASS.

### 3. **OPERATIONAL MODALITIES**

- **Outcome I**

A sustainable funding mechanism for the Working Group identified.

- **Outcome II**

Strengthened commitment by Working Group members.

- **Outcome III**

Working Group members are decision-makers and attend meetings consistently.

- **Recommended Action**

Review and revise operational modalities of the CBNRM Working Group. Raise awareness of the importance of the Working Group at the highest levels of the member organization.

- **Responsible Agency**

NCE to approve Working Group to undertake these actions.

- **Timing**

At the next meeting of the NCE (June).

Following the completion of the conference proceedings by the Editorial Committee and their review by the National Council for the Environment, it is hoped that all key implementing agencies and other stakeholders will proceed with putting these recommendations and planning action into effect. The CBNRM Working Group and its collaborating partners are keen to take on this challenge in the firm belief that this strategic action plan will help accomplish the goals and objectives of CBNRM in Malawi. Our hope is that effective implementation of CBNRM will provide immediate and tangible benefits to rural communities throughout the country. In turn, awareness and realization of these benefits will be a strong and compelling inducement to all Malawians to become better stewards of the bountiful natural resources upon which we and future generations all depend.

## Strategic Action 1: Developing a Commonly Understood CBNRM Concept and Vision

STRATEGIC ACTION	RESPONSIBLE AGENCIES	TARGET DATE	STRATEGIC OUTCOME
1.1: Empower District Authorities to approve community by-laws and natural resource management plans (with technical support as warranted)	Local Government, Lands (?), EAD, Forestry, Fisheries, DNPW and others: CBNRM Working Group to coordinate	To be started immediately and completed by the end of 2002 but conditional on having functioning and effective District institutions (DEC, DESC etc.)	Streamlined process for assisting communities develop NRM by-laws and plans, and having these approved and implemented
1.2: Formally integrate TAs into the process of NRM-planning at the District level by giving them a clear role in developing and implementing CBNRM initiatives	OPC, Local Government, EAD, Forestry, Fisheries, DNPW and others: CBNRM Working Group to coordinate	To be completed by the end of 2002	Traditional Authorities have a clear mandate relating to the management of natural resources in their areas and are empowered with authority to exercise their stewardship responsibilities
1.3: Each stakeholder to budget for and produce awareness materials & campaigns using effective means in appropriate languages of their particular area of expertise.	All technical agencies, research & academic institutions, service providers.	Start soon and maintain as changes & developments take place	A greater common understanding on what we hope to achieve for NRM in Malawi, how we are going to do it, where the roles and responsibilities lie, and the generation of feedback for policy change and more effective management approaches.
1.4: Creation of Village Trusts and formal approval of community by-laws should be made easier (less costly and time-consuming)	EAD, Forestry, Fisheries, DNPW and others: CBNRM Working Group to coordinate	Mid-2002	Community-based organizations and other community groups able to obtain legal recognition readily and to operate as legal entities when dealing with government and the private sector

<p>1.5: Train District and local government officers and NGOs to increase their technical and administrative capacity to provide CBNRM extension services on demand and to manage local programmes effectively</p>	<p>EAD, Forestry, Fisheries, DNPW, CURE, Wildlife Society of Malawi and other NGOs, donors and donor-funded programmes and projects, universities and colleges</p>	<p>To start immediately and continue indefinitely (at least 5 years)</p>	<p>A cadre of government officials and NGO personnel that are enthusiastic and capable of providing demand-driven technical services to CBNRM practitioners without undue interference in their organizational and financial operations and their natural resource management strategies</p>
<p>1.6.1 - Commit to building capacity of MEET and capitalizing the Trust Fund  1.6.2 – Explore options for increased fiscal support for CBNRM through changes in the tax structures  1.6.3 – Increase local capacity for generating revenues from natural resource based enterprises and reinvest the benefits</p>	<p>1 – Ministry of Finance; donors and others  2 – Ministry of Finance, EAD, Forestry, Fisheries, DNPW, NCE, PCE and others  3 – Ministry of Finance (?), Local Government, Local Authorities, EAD, Forestry, Fisheries, DNPW and others</p>	<p>Immediately</p>	<p>1 – MEET (and other Trusts?) provide support to CBNRM through sustainable endowment/trust funds  2 – Goods and services that are detrimental to the environment and conservation of natural resources are taxed while those that are beneficial to environmental conservation are supported through tax incentives  3 – revenue collection by Local Authorities is efficient and cost-effective and is supportive of better natural resource management</p>

## Strategic Action 2: Developing Planning and Implementation Tools

STRATEGIC ACTION	RESPONSIBLE AGENCIES	TARGET DATE	STRATEGIC OUTCOME
2.1: Establish sustainable financing systems for CBNRM Planning and M&E	National Council for the Environment – CBNRM Working Group	July 2002	District Development Fund that includes “green window”
2.2: Develop capacity in financial management for community-based organizations	National Council for the Environment – CBNRM Working Group	July 2002	Community-based user friendly manual for financial management and accounting
2.3: Develop PRA tool-box for community participation in situation analysis and reporting	National Council for the Environment – CBNRM Working Group	August 2002	Guide lines for participatory resource inventory, baseline studies and trend analysis
2.4: Develop awareness raising tools to target CBNRM	National Council for the Environment – CBNRM Working Group	September 2002	CBNRM media campaigns
2.5: Build capacity in training needs assessment for CBNRM	National Council for the Environment – CBNRM Working Group	October 2002	CBNRM education and training curriculum
2.6: Develop PRA toolbox for community participation in CBNRM monitoring and evaluation.	National Council for the Environment – CBNRM Working Group	August 2002	Guidelines for District Development Planning, Monitoring and Evaluation.

### Strategic Action 3: Providing Strategic Implementation Support

STRATEGIC ACTION	RESPONSIBLE AGENCIES	TARGET DATE	STRATEGIC OUTCOME
3.1: Translate existing sectoral policies into user friendly formats and languages	National Council for the Environment – CBNRM Working Group	January 2002	Sectoral policy documents in local language versions
3.2: Disseminate sectoral policies to grass-root communities	National Council for the Environment – CBNRM Working Group	February 2002	Community Information Centers stocked with sectoral policies in local languages
3.3: Re-orient District Assemblies to existing sectoral policies and forum set-up	National Council for the Environment – CBNRM Working Group	March 2002	District Assemblies consultative meetings
3.4: Develop mechanisms for active participation by community-based institutions in preparation of by-laws	National Council for the Environment – CBNRM Working Group	April 2002	Methodologies for harmonization, coordination and networking between sectors at all levels
3.5: Establish by-laws under the Local Government Act, with rights to secure tenure over management of natural resources	National Council for the Environment – CBNRM Working Group	May 2002	Area and sector specific by-laws
3.6: Develop conflict management mechanisms that account for feed-back on policy reform	National Council for the Environment – CBNRM Working Group	June 2002	Conflict management plan.

### Strategic Action 4: Investing in Monitoring and Evaluation

STRATEGIC ACTION	RESPONSIBLE AGENCIES	TARGET DATE	STRATEGIC OUTCOME
4.1: Develop and disseminate clear objectives of CBNRM	National Council for the Environment – CBNRM Working Group; EAD	July 2001	Wider understanding of CBNRM strategic objectives
4.2: Develop framework for CBNRM M&E system	National Council for the Environment – CBNRM Working Group; COMPASS	October 2001	CBNRM M&E framework in place
4.3: Operationalize the CBNRM M&E system	National Council for the Environment – CBNRM Working Group; EAD	February 2002	National system for monitoring the performance and impact of CBNRM established
4.4: Identify funding for CBNRM monitoring and evaluation	National Council for the Environment – CBNRM Working Group; EAD; other stakeholders	December 2001	Funding commitment obtained
4.5: Review CBNRM M&E reports	National Council for the Environment – CBNRM Working Group	June 2002	CBNRM is integrated into the process of policies, programming and mainstreamed in programmes and projects

### **Strategic Action 5: Other Strategic Actions (Coordination)**

<b>STRATEGIC ACTION</b>	<b>RESPONSIBLE AGENCIES</b>	<b>TARGET DATE</b>	<b>STRATEGIC OUTCOME</b>
5.1: Set up task force to review CBNRM Working Group Terms of Reference (ToRs)	National Council for the Environment – CBNRM Working Group	July 2001	Revised ToRs for CBNRM Working Group
5.2: Redefine CBNRM Working Group composition	National Council for the Environment – CBNRM Working Group	July 2001	Team of committed high-level decision makers
5.3: Establish operational modalities for CBNRM Working Group	National Council for the Environment – CBNRM Working Group	August 2001	Clear statements that outline institutional mandates in support of CBNRM

# PART 1: Overview

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## *Background to the First National Conference on Community-Based Natural Resource Management in Malawi*

**Dr. Andrew Watson, COMPASS Chief of Party**

### **Introduction**

Over the past few years Malawi has seen considerable progress in developing a policy and legislative framework for community-based management of natural resources. Having said this, it has become evident that potential gaps and weaknesses in several areas still exist that could retard or even derail efforts to implement CBNRM as a combined development and conservation approach to more effective management of natural resources. In an attempt to address some of these issues, the Environmental Affairs Department (EAD) with support from COMPASS, organized a workshop in November 1999 to elaborate a set of principles that would help guide and support the implementation of CBNRM activities in Malawi and adopt a coherent approach to providing incentives for community-based natural resource management.

The November 1999 workshop recommended creation of a coordinating body. This culminated into an approval by the National Council for the Environment to create the CBNRM Working Group. In March 2000 the CBNRM Working Group (WG) met for the first time and finalized the details of its membership and Terms of Reference. The mandate of the WG focused on the coordination of the implementation and of policy issues relating to CBNRM activities in the country. Specifically, the WG was sanctioned to coordinate CBNRM activities by undertaking the following:

- a - commission the development of a strategic plan for implementing CBNRM in Malawi;
- b - develop tools and mechanisms to ensure that CBNRM guidelines are adhered to by all stakeholders including:
  - i - ensuring that options for sustainable financing of CBNRM are fully explored; and
  - ii - providing guidance on public awareness campaigns for CBNRM
- c - give guidance on the development and review of sectoral policies that impinge upon CBNRM activities in the country;
- d - ensure the formulation of procedures for improved coordination of CBNRM activities in the country and ensure their implementation;
- e - commission the development of a monitoring system for the CBNRM process in the country;

f - ensure the development of elaborate procedures for ensuring representation of local communities in the CBNRM process;

g - facilitate the development of guidelines to ensure that the costs and benefits of sustainable management of natural resources are distributed equitably; and

h - facilitate the annual assessment of CBNRM activities in Malawi.

In July 2000 the WG commissioned the preparation of a strategic planning framework that would guide the CBNRM process. In November 2000 the planning framework was approved and the WG commissioned the first National Conference on CBNRM.

### **First National Conference on CBNRM**

The Conference was structured around the seven crosscutting action items identified in the strategic planning framework. Seven papers had been commissioned from implementation agencies and other CBNRM stakeholders. Each of the papers would identify strategic options and recommend an action plan. Conference participants would then review, discuss and, if warranted, revise the recommended courses of action.

Having achieved a consensus on the Action Plans, the Editorial Committee would compile proceedings and recommendations that the WG shall submit to the NCE for approval. The ultimate outcome of the Strategic Plan will lead to the sustainable use of natural resources that provides tangible benefits to rural communities and improve the quality of life in a way that is socially equitable and contribute to poverty reduction.

## **PART 2: Opening Ceremony**

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### ***Welcome Remarks and Introductions***

**Yanira M. Ntupanyama, Master of Ceremonies, Principal Environmental Officer, Environmental Affairs Department, P/Bag 394, Lilongwe 3**

The Master of Ceremonies welcomed the conference delegates and requested everybody to make a self-introduction.

### ***Remarks and Brief Background***

**Dr. Andrew Watson, Chief of Party, Compass, P/Bag 263, Blantyre**

As opening remarks, the Chief of Party for COMPASS gave a brief background to the CBNRM conference.

### ***Remarks by USAID Representative***

**Steve Machira, Natural Resources Management Specialist, USAID, P.O. Box 30455, Lilongwe 3**

The Honorable Deputy Minister, first let me convey an apology from USAID Mission Director, Dr. Kiert Toh who wanted to be here in person for this function, but because of equally important activities in Lilongwe, he had to cancel his travel arrangements at the eleventh hour. He asked me to read his speech on his behalf.

The Honorable Deputy Minister, Ladies and Gentlemen, the adoption of the National Environmental Action plan (NEAP) by the Government of Malawi in 1994 created a conducive environment for policy reform. As most of you may recall, among other things, the NEAP identified lack of participation by local communities, NGOs and the private sector in natural resource management as one contributing factor for the degradation on natural resources in Malawi.

In order to address policy reform for the natural resource sector, the GOM and USAID designed the NATURE program. The rationale was two fold: first, there was recognition by GOM that on its own it could not successfully manage the country's natural resources; and second, by denying local communities participation in natural resources management and exploitation in protected areas, it meant that illegal harvesting of natural resources could not be contained given the dwindling financial and human resources available to government.

The policy reform, which USAID/Malawi supported through the non-project assistance under the NATURE program, was a collaborative effort with other donors. It is pleasing to note that the GOM took the initiative and leadership throughout the process. Also, to a greater extent, the process was participatory. Government officers worked with NGOs and private sector to

develop the new policies. Although others may view participation of communities in policy development as inadequate, the new policies are nonetheless accepted as a move in the right direction.

As these policies are being implemented, there is no doubt that some deficiencies will be noted. This calls for a mechanism, which will ensure that such concerns are brought to the attention of policy makers for consideration. On its part, the Government should strive to address such concerns in a more timely manner in order not to lose the trust of its partners, more so the communities.

As more communities embark on CBNRM activities, by-laws to address their specific NRM requirements will be developed. As most sectoral laws stand, these by-laws have to be approved by the responsible minister. If the entire nation embraces the CBNRM concept, one can easily see the volume by-laws to be developed and sent to your ministry for approval. Given your ministry's other duties, there is no doubt that delays will occur. Indeed, this has been the experience with some earlier submissions. We, at USAID, believe this is a problem, which the Government needs to review, especially now that the GOM has embarked on the decentralization process.

The communities themselves should be transparent when conducting CBNRM activities. Often times, the idea of sharing benefits accruing from communally implemented activity presents a potential source of conflict. To the extent possible, these communities should be given basic principles of economics of natural resources vis-a-vis sustainable NRM, group dynamics and business management, among others. Also, as the CBNRM concept takes root, it is important that women are brought on board. It is a known fact that women are in majority in Malawi. It is, therefore, imperative that women should play their rightful role in the design and implementation of CBNRM activities.

A number of donors are currently supporting some form of CBNRM activities at times, with implementation strategies, which are detrimental to other initiatives. It is my belief that the proposed National CBNRM Strategy will strive to harmonize our support to CBNRM initiatives.

The Deputy Minister, Ladies and Gentlemen, the challenges for effective implementation of CBNRM activities are many, but I would like to make special mention on the following:

- **Policies and Strategies:** These need to be conducive and should allow for a feedback from the grass roots. Coordination during formulation of sectoral policies and strategies will ensure harmony and least areas of conflict. It is my conviction that the Working Group on CBNRM will strive to achieve this.
- **Approval of by-laws:** Proliferation of CBNRM activities will entail that significant pieces of by-laws will be developed. The current set-up for getting approval appears to be inadequate if delays are to be avoided. In the spirit of decentralized function of government administration, there is need to re-examine the standing procedures for getting approval of the by-laws. Let us aim at helping the communities in this noble cause of managing the country's natural resources by expediting this process.
- **Community mobilization and capacity building:** Communities need to have basic principles in natural resource management to avoid over-exploitation of the resource

thereby jeopardizing their business. In this regard, deliberate efforts should be made to build capacity at grassroots level if CBNRM is to succeed.

- **CBNRM as a business:** For communities participating in CBNRM to realize the benefits of their efforts, CBNRM should be seen as business enterprise, adhering to the basic principles of investment. While initially donor funding may support CBNRM activities, it is expected that within a reasonable time, such ventures will become self-sustaining.
- **Benefit sharing:** It is common knowledge that groups and associations often break-up if sharing of benefits is deemed not to be fair nor equitable by some members. Communities involved in CBNRM activities are no exceptional to this rule of thumb. It is therefore imperative that right from the start this has to be addressed and understood by all concerned.

While some of the challenges may be outside the scope of this conference, they are nonetheless worthy noting particularly that most responsible government officers are here attending the conference.

Let me thank COMPASS for funding the conference, and commend its achievements to date. As many of you know, COMPASS started in 1998; and to-date a lot has been done, particularly with regard to community mobilization and small grant disbursement. Understandably, not all small grant recipients have done well. However, important lessons have been learnt and these should be put into good use not only by COMPASS but also by anyone who does not want to repeat the same mistakes.

Let me also thank the Working Group on CBNRM for organizing this conference to discuss a number of important issues including the CBNRM strategy itself. I can only wish you successful deliberations.

Thanks for your attention.

# Official Opening Speech

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## **Honorable Deputy Minister of Natural Resources and Environmental Affairs, L.B. Shati, M.P.**

It is a great pleasure for me to be with you this morning on this auspicious occasion where we are witnessing the start of the national conference on community based natural resources management. I would like to thank you all for responding to the invitation by the National Council for the Environment to attend this conference.

I have been informed that this conference shall discuss and develop a strategic plan for improving natural resources management practices in Malawi: a plan that will fully integrate rural communities into the management of forest and woodlands, fish, wildlife, soil and water resources of the country.

Mr. Chairman, I believe that you are very well aware of the immense challenges facing all Malawian when it comes to our reliance on natural resources for virtually every aspect of our day-today lives. Whether we use wood and charcoal or electricity to cook our meals, we rely on the woodlands and rivers to provide us with the energy. Whether we cultivate our fields or buy food at a shop or supermarket, we rely on the fertility of the soil. And whether we fish the lakes and rivers ourselves or not, we have traditionally relied on the bounty of our water to provide us with sustenance.

Today, all of these resources are being used at rates that cannot be sustained. Their depletion seems inevitable. In other words, unless the spiral of the degradation of our resources is arrested, we are staring in the face of a bleak future if this degradation continues at the present course. The future will not only bring higher prices of the basic necessities of food and fuel but also the deterioration in the quality of life for rural and urban families alike.

It should also be noted, Mr. Chairman that the quality of available drinking water will decline as our remaining woodlands is lost and pollution contaminates our lakes and rivers. In addition, the innumerable opportunities to generate income from the wealth of natural resources that our land possesses will be lost forever if we continue to exploit our natural resources in a manner that is not sustainable.

Mr. Chairman, Distinguished Guests, Ladies and Gentlemen, experience elsewhere in the region has shown that when it comes to improving the management of natural resources, increasing the rights and authority of the stakeholder, the rural communities can pay significantly. This is what CBNRM is all about. On the one hand, such a course of action is cost-effective because it reduces the need for expensive government policing. This in turn allows government to channel ever-scarcer financial resources into essential services such as health, education and others.

At the same time, promoting ownership of natural resources to communities enables them to derive tangible benefits from the use of the natural resources, provided of course, that they are good stewards of those resources. The Government of Malawi has embarked on a policy of administrative decentralization and with this comes the opportunity to devolve authority in natural resources management to the Districts and eventually to the communities. This is part

and parcel of democratization and, more important, it is first step toward enabling rural communities to become less dependent on the outside support whether from government or donors.

Over the past four or five years, we have built a policy and legislative foundation that encourages and enables community-based management of natural resources. With these tools in place, several community groups have taken their first steps towards the management of their own natural resources. For example, in Mwanza East, Kam'mwamba Village and neighboring communities are striving to conserve their remaining woodlands through, amongst other things implementing a community-policing project to control the illegal charcoal trade that is founded on the new Forestry Act. On Lake Chilwa, community management and policing of fisheries is underway and is fully supported by the Fisheries Department and the new Community Fisheries Management Act. The legislative "icing-on-cake" is now close to completion.

These are just two examples of what headway Malawi is making in community-based natural resource management. Although our policies and legislation are the envy of our neighbors, we still lag behind in implementing innovative projects such as those in Mwanza and around Lake Chilwa. At this time, it is incumbent on us to finalize a strategy for CBNRM that will help us move forward. Without this strategy in place, we will not be able to develop the concise action plans and actions needed for the promotion of community based natural resources management in Malawi.

This conference is intended to help us develop a strategic plan for implementation of CBNRM activities in Malawi. At this juncture, I wish to recommend the National Council for the Environment for initiating the process of developing a strategic plan for CBNRM in Malawi. I trust that during the few days you will be finalizing the plan, you will work as a team and make suggestions that will perfect it. I am confident that the fruits of your labor will be presented to the National Council for the Environment for their endorsement before it is considered and approved by government.

In conclusion, I wish to thank USAID for providing financial resources that have made it possible for the CBNRM strategy to be developed. I wish also to recognize the role COMPASS has played in this process. Finally, I wish to thank the consultant and all those who have contributed in one way or another in the development of the CBNRM strategy for Malawi. I wish you a fruitful three days of discussions and trust that your goals and expectations will be fulfilled. It is now my pleasure and singular honor to declare this First CBNRM conference officially open.

Thank you.

# **Issues Emerging from Opening Presentations**

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During the opening presentations, the following issues were highlighted:

- The need for harmonization of policies and sectoral strategies;
- The need for a two-way feedback on policies and sectoral strategies;
- The need for setting up a mechanism for approval of bye-laws to avoid delays;
- The need for capacity building at community level;
- The need for a mechanism for mobilization of community teams; and
- The need for a mechanism to have benefits accrued from natural resources retained by the communities.

# Overview of Conference Program

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## Overview of Conference Program, Goal and Objectives

The first National Conference on CBNRM in Malawi took the format of seven plenary presentations that were followed by discussions in small groups and subsequent presentations and discussions. The format facilitated isolation of thematic and pertinent issues that guided the formulation of conference recommendations. The ultimate goal of the conference was to develop succinct recommendations and clear action plans that would form the strategic plan for CBNRM and facilitate implementation of CBNRM initiatives. The seven presentations were:

**Developing a commonly understood CBNRM concept and vision** - Tikhala Chibwana (MEET), Carl Bruessow (MEET) and Andrew Watson (COMPASS)

**Maintaining a dynamic policy reform process** - Janet Lowore (consultant) and Yanira Ntupanyama (EAD)

**Community-based Fisheries Co-Management in Malawi: An Overview on the process, Strategies and Action Plan** - Collins Mayeso Jambo ( Fisheries Department)

**Developing Planning and Implementation Tools** - John Balarin and Wilfred Ndovi (DANIDA Environmental Support Project)

**Providing Strategic Implementation Support** - Robert Kafakoma (TSP) and Daulos Mauambeta (WSM)

**Investing in Monitoring and Evaluation** - Gacheke Simons (consultant) and Johns Kamangira (IFAD)

**Coordination and Institutional Arrangements for CBNRM in Malawi** – R.P. Kabwaza (EAD)

The conference aimed at fulfilling the following specific objectives:

1. Develop a consensus on the concept of CBNRM in Malawi and build a common vision for the way forward
2. Build a system for coordinating the development and review of sectoral policies relating to CBNRM – particularly ways of ensuring cross-sectoral collaboration on Action Planning
3. Build better tools to help make implementation of NRM policies more efficient – especially with regard to coordination and collaboration with NGOs and the private sector
4. Develop a useful and efficient monitoring system that will ensure sectoral and institutional coordination fundamental to strategic planning for CBNRM.

# PART 3: Background Presentations

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## SESSION I

### **Paper 1: Developing a Commonly Understood CBNRM Concept and Vision**

The paper started by asking a number of questions regarding the concept of CBNRM. It also sparked debate in order to agree on the way forward.

The presenter examined other forms of CBNRM and its attractions, which included democracy, cost effectiveness and social acceptability.

Later on issues of ownership and stewardship of natural resources were dealt with. It concluded by giving the conference participants food for thought in a number of areas, such as national framework, devolution of powers, financial sustainability.

The critical issues that emerged from the discussions which followed included:

- Articulation of gender issues in the CBNRM vision
- Scope of CBNRM
- How CBNRM can embrace all other issues and not just trees
- The form that CBNRM benefits should take either long term or short term
- The need for the CBNRM vision to address issues of poverty reduction
- Improving the capacity of district assemblies in order to ensure that CBNRM issues are addressed in view of decentralization.

After all was done the question was where do we want to move / go?

*Appendix 3* contains the paper, which was presented during the conference.

### **Clarification**

Dr. Gacheke Simons, Consultant, was requested to shed more light on the CBNRM Planning Cycle and Implementation

In view of inadequate understanding of the entire CBNRM Strategic planning process the Consultant explained in detail the CBNRM Planning and Implementation Cycle.

The consultant spent some time in elaborating the Development of Strategies and Action Plans and guided on how conference participants should proceed with the deliberations.

*COMPASS Document 23* contains the CBNRM Planning and Implementation Cycle, Figure 2, page 19.

## **Revisiting of Paper 1 - Developing a Commonly Understood CBNRM Concept and Vision**

Paper 1 was revisited, particularly looking at the action planning and developing of a common vision for CBNRM in Malawi.

The discussion centered on the issues, recommended actions and associated implementation strategies.

Major issues that emerged were:

- Role of traditional leaders who are sometimes undemocratic versus decentralization
- How communities can get legal status / approval

## SESSION II

### **Paper 2: Maintaining a Dynamic Policy Reform Process**

The paper highlighted the following issues:

The need for review of sectoral policies from time to time for the purpose of harmonization with other emerging policies such as Environmental Management Act (1996) and the Local Government Act (1998);

The need for a wide stakeholder consultation at all levels in the process of policy reviews; The need for developing planning tools such as SOERs and PRAs in order to guide review of policies so that they reflect current situations. Some guiding principles of consultation like debates, discussion groups and linkages (networking) could be used;

The need for political will and commitment by all stakeholders involved in CBNRM;

The need for bye-laws that are directed towards the people around the appropriate areas (area specific bye-laws);

The need for a mechanism for a holistic approach to CBNRM planning and implementation cycle that will give room for policy formulation as well as implementation; and the need for the translation of bye-laws into local languages.

#### **Clarifications**

The meeting observed the following issues, which needed clarifications.

The need to spell out as to whom initiates review of policies.

*It was noted that policy reviews require a consented effort hence the need to have all stakeholders taking the individual responsibility to initiate review when need arises.*

That CBNRM is seen to only focus on management of natural resources such as trees, fish, wildlife without considering other interfacing issues such as waste management, air pollution and underground resources.

*It was noted that CBNRM should holistically address all issues that, in one way or another, interface with the natural resources in all spheres.*

The need to spell out the extent to which communities could be involved in consultations, for example having a representation of community leaders at higher-level forums.

*It was noted that community representation is required at all levels.*

**Paper 3: Community Based Fisheries Co-Management in Malawi. An Overview on the Process, Strategies and Action Plan (Developing CBNRM Sectoral Strategies and Action Plans)**

The paper highlighted that fisheries co-management is aimed at:

Empowering resource users through participatory Fisheries Management Program (PFM);

Enhancing management capacities for the communities in fisheries resources through target group in-depth studies;

Facilitating community self help activities;

Enhancing the already started alternative income generating activities; and

Promoting ownership of resources and open access to the resources;

**Clarifications**

How should user property rights be strengthened?

What strategies should be considered in benefit sharing?

*In response the meeting observed the need to have levy contribution from commercial operators, which should be ploughed back to the local community.*

How would migratory fishermen be managed?

*The meeting observed the need to issue licenses that are area and quantity specific, to which migratory fishermen should comply, in order to avoid depriving local communities of their resources.*

Control of Trans-boundary management of fish resources was not clear.

To what extent would the local communities police their resources considering the unclear cut mandate between the central authority (Fisheries Department) and the communities?

## **Issues Emerging from Paper Presentations**

The advancement of commendable ethics is never an easy task. Emerging concepts, principles and approaches have to be tried and tested. The process is continuous and involves abstract, analysis, testing, reflection and re-assessment- all leading to further conceptualization, and so the cycle continues. The conference paper presentations were designed to test the existing paradigms that have followed over the past years in advancing CBNRM in Malawi. The two background presentations provided critical analysis of the current CBNRM practices and initiatives in Malawi, providing the foundation for dialogue and innovative thinking.

The following issues were identified as requiring further consideration and discussion:

Maintaining a dynamic policy reform process

- a) Policy design as a process must constantly be reviewed from time to time
- b) There is no formal CBNRM in Malawi
- c) Described the formal process of policy and legal change in Malawi
- d) Highlighting the CBNRM planning and implementation cycle.

Community-based Fisheries Co-management in Malawi. An overview in the process of developing strategies and action plan.

- a) How should gender issues be articulated on CBNRM?
- b) Scope of CBNRM
- c) How can we work with committees to ensure that CBNRM embrace all issues and not just trees?
- d) Elaborate long-term versus short-term CBNRM benefits
- e) What form should the benefits take?
- f) Who should approve by-laws?
- g) Sustainable financing aspects
- h) Is co-management the same as CBNRM?

# Group Presentations of Discussions as Concluded from Issues Raised

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## **Background**

Although the theme of the conference revolved around policies and practice, the background presentations highlighted a number of related issues that were endorsed as being critical in the process of promoting community participation in natural resource management in Malawi. Four Heterogeneous Working Groups were formed to discuss the issues emanating from Paper Presentations. The task of the working groups was to examine the ways in which issues endorsed by plenary could be elaborated to guide the Strategic Planning for CBNRM.

- Revitalize policy implementation process through harmonization of sectoral policies.
- Redefine roles and responsibilities of staff involved in natural resources management. Staff to transform attitude and reorientation to new policies.
- Activate system and procedure for CBNRM education and awareness in policy review and grassroots advocacy.
- Redefine Fisheries Act to provide restriction to different licensed users and to how many users can be licensed.
- Develop management information system (MIS) to highlight fish utilization statistics including use trends. This information will assist communities and Department of Fisheries to institute sustainable management practices.
- Fisheries policy to define utilization targeting and stakeholders in relation to commercial versus small-scale fishers.
- Develop equitable cost benefit sharing mechanisms that address elements of export and domestic use of the fish resource.

## SESSION III

### **Paper 4: Natural Resource Management in Malawi: *Putting Policies into Practice - A Strategy for Developing CBNRM Planning and Implementation Tools***

#### **Introduction**

The paper gave a synopsis on developing, planning and implementation of tools for CBNRM in Malawi. The presentation critically looked at available CBNRM tools, current trends on decentralization and natural resource husbandry systems and the institutional framework for the coordination of environmental management.

#### **Background**

Community-Based Natural Resource Management and decentralization are infallibly linked. Decentralization of environmental management brings CBNRM one step closer to reality. Based on the Local Government Decentralization strategy (OPC, 1998) and the Environmental Affairs Department (EAD) draft Strategy for Decentralized Environmental Management (DEM) (EAD, 2000), this paper aimed to elaborate on the CBNRM planning and implementation tools described in the Strategic Plan for Malawi (COMPASS, 2000b).

#### **Strategic Consideration**

It should be emphasized that the strategy for developing CBNRM planning and implementation tools would have to be based on existing legal and policy provisions, embedded in the existing national environmental frameworks as highlighted in the policy, act, National Environmental Action Plan (NEAP) and the Environmental Support Program (ESP). The Local Government Policy and Act has taken CBNRM as an integral part of decentralization. The tools used by Local Government to promote popular participation in decision making and planning, equally apply to CBNRM and must conform to the District Development Planning (DDPs) system. The tools described in the DDP handbook (OPC,1999) and the Village Action Plan Manual (LGMP, 1998) and subsequent revisions, apply to CBNRM.

As an economic development concept and approach, CBNRM planning must be incorporated in the DDP and the Poverty Reduction Strategy Paper (PRSP) as both become umbrella documents providing the framework for all government interventions and investments.

#### **Guiding Principles for CBNRM**

Some guiding principles for CBNRM are hereby reiterated for consideration:

- a. Communities should be prime beneficiaries and take the leading role, actively participating in identifying, planning and implementing CBNRM activities.
- b. CBNRM activities should be managed by democratically elected institutions or committees linked to the local authority.

- c. Communities must develop clearly defined constitutions for their CBNRM institutions and establish by-laws for CBNRM in conformity with national policy.
- d. User groups and boundaries must be clearly defined with clear rights of access, lease or ownership.
- e. Natural resources should be treated as economic goods and any intervention should be seen to have tangible value added benefits to communities.
- f. CBNRM programs must be gender sensitive, promote equitable sharing of costs and benefits and be supportive of community priorities.

Emphasis is made that CBNRM planning and implementation tools would have to take the above into consideration. It is noted that recent revisions of some of the CBNRM sector policies have included reference to CBNRM and support the creation of CBNRM institutions (i.e. notably: community fisheries, forestry, wildlife, etc.)

### **Discussion**

Clarification was sought from John Balarin on the issues of ownership rights and benefit sharing. It was pointed out that fisheries and forestry acts do not provide restriction to different licensed users on quantity of extraction of natural resources e.g. specific fishing grounds or forest areas.

John Balarin pointed out that these issues are centered on “who has the right to utilize natural resources?” There is also an issue of follow-up. When licenses are issued, there is no follow-up on management of licenses. There is need to introduce the “retainer fee” so that who-ever is managing the resource benefits from the management efforts. Capacity development is important in this area and public awareness, education and training are crucial to addressing this issue. Regarding implementation of sector policies, there is need to take policies down to the communities so that there is active participation at all stages of the CBNRM planning and implementation cycle.

## SESSION IV

### **Paper 5: Providing Strategic Implementation Support**

The presentation started by providing the historical origins of CBNRM in Malawi. A definition of CBNRM was offered: *a decentralized approach which empowers communities to manage their natural resources through self actualization in decision making processes, economic empowerment through direct benefit, and through clear tenure and legal mechanisms*. The successes and failures were outlined based on experiences in Malawi. Major lessons were given and the presentation concluded with mention of key considerations in designing CBNRM programs.

Phases and type of management approach, starting from pre-colonial, colonial and post-colonial periods were outlined. It was stated that the period after 1990 to the present has seen a move toward a flexible and liberal approach to conservation. The successes and failures of CBNRM experience in fisheries management, bee-keeping, organic farming, social forestry were outlined.

Success in CBNRM is attributed to individual or group ownership of projects, common / unified vision, conducive / supportive policies and legislation, community empowerment / decentralization and benefit sharing. Some reasons for failure were given as parallel professionalism, competition and limited co-ordination, inadequate policy implementation support by government, inadequate credit facilities and financial resources, individualism, corruption / greed and personal interests, unclear tenurial rights, and weak institutional capacity.

It was explained that the way forward for CBNRM is to ensure that the root causes of environmental degradation are addressed, including poverty among communities. On Trans-boundary natural resources, it was emphasized that mechanisms need to be found to allow communities that have cross-border shared resources to jointly develop management agreements and by-laws.

#### **Clarification / comments**

- It was mentioned that the subject of empowerment is an issue of transfer of power from one group to another. In this case, the group losing power will always undercut the process.
- It was observed that the historical perspective on origins of CBNRM ought to include forestry. It was noted that community involvement in forestry started earlier than is often perceived.
- The conference noted the problem of sanitation at Mbenje Island and urged the government to do something about the situation.

It was stated that policies and laws ought to be translated into vernacular.

## **Paper 6: Investing in Monitoring and Evaluation**

### **Introduction**

Monitoring is the continuous, critical observation of progress of outputs to be achieved; activities to be undertaken in order to achieve the outputs; and the provision of resources required, in order to undertake the activities. The main focuses of activity monitoring, are the actual achievements compared to planned activities, contained in work plans. From this definition it may be noted that the starting point of all M&E activities are work plans. The paper centered on issues that guide the development of appropriate monitoring and evaluation system for CBNRM. It was pointed out that the demand to develop M&E systems that are understood and used by program beneficiaries has evolved from a number of reasons, of which the notable ones are:

- (i) It maintains continuous involvement of beneficiaries in project execution. Thus community-Based Monitoring keeps participatory requirements of execution throughout the entire life of the project, and not only limited to the planning and evaluation stage.
- (ii) Improves originality of reported data. In the past it has been noted that frontline staff who reported on achievement levels had the tendency to exchange figures in order to impress their superiors. High-level community based outputs determined prospects for their on-the-job promotion.
- (iii) Data from the implementers is considered to have few mistakes. Usually, the drudgery of having a single man to record outputs and summarize data, amid busy work commitments, and working over extensive areas with little or no transport facilities and deadline submission dates forced many staff to 'cook up' figures.

Of the preceding reasons the need to have accurate and timely data has been the most crucial. If monitoring information is to be used as a management tool at various levels of project management then information containing many errors, will provide wrong signals and mislead project management.

The system of recording and reporting at community level has to consider the following criteria:

- Relevance to the needs and capabilities of the user
- Easy to collect, use and understand
- Clarity of definition, unambiguous, accurate and reliable
- Sensitive to record changes induced by the project
- Independent of each other
- As few as possible, concentrating on measuring important project features, while avoiding over-aggregation.

In conclusion it can be accentuated that monitoring of natural resources has to be on communal basis because it can generate accurate and timely data; and because natural resources from which communities derive their livelihood cut across individual

boundaries, and can be most effective. The tools for CBNRM M&E are emerging but are yet to be developed to a level where communities can utilize them.

### **Clarification**

An issue was raised regarding who should perform the art of CB M&E?

In his clarification, Johns Kamangira underscored the fact that CB M&E is a participatory process. It calls for community involvement at all stages. As indicated earlier, M&E revolves around work plans. The development of CBNRM work plans is a participatory venture that calls for setting of targets and indicators by the community members themselves. Since M&E is a highly specialized technical field, the tools used at community level have to be simplified.

## **Paper 7: Other Strategic Actions – Coordination and Institutional Arrangements for CBNRM in Malawi**

The paper highlighted the following issues:

- CBNRM should be seen to emanate from the constitution mandate invested on various natural resources Acts and strategic plans like the vision 2020, the NEAP and the PRSP;
- The existence of institutional structures available in the coordination and implementation of CBNRM in Malawi, among others, the Parliamentary Committee on Environment (PCE), Cabinet Committee on Health and Environment (CCHE), Technical Committee on Environment (TCE). It was also noted that similar structures exist at district level such as the ADC, VDC and BVCs or VNRMCs. It was emphasized that there is no need to create new structures for coordination and implementation of CBNRM in Malawi.

### **Clarifications**

The meeting also observed the following issues:

- The omission of the Ministry of Water Development in the Technical Committee of the CBNRM working group;
- The roles of communities, traditional leaders and councilors in the CBNRM activities are not clear;
- The need for review of ToRs for CBNRM working group which needs to be limited to coordination of policies and strategies and not recommendations;
- The absence of civil leaders in the institutions such as the District Executive Committee (DEC) and the District Environment Subcommittee (DESC) at district assembly level;  
and
- Lack of exchange of existing environmental information, such as the NEAP, Environmental Management Act and local knowledge between stakeholders.

# Issues Emerging from Paper Presentations

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The following issues were identified as requiring further consideration and discussion:

## Developing Planning and Implementation Tools

- Developing adequate CBNRM tools
- Decentralization and ‘area specific and quantity licensing of the resources’
- Trends in natural resources husbandry systems
- Institutional frame for coordination of environmental management
- Stewardship, user rights, accessibility and certificate of easement

## Providing Strategic Implementation Support

- Development of methodologies for improving community mobilization
- Identification of alternative sources of income for communities as incentives
- Provision of sustainable financing for CBNRM

## Investing in Monitoring and Evaluation

- Promotion of understanding of the objectives of CBNRM
- Development of M&E system Framework
- Assessment of capacity of various stakeholders
- Identification of sources of funding
- Periodic review of plans, programs and approaches

## Coordination and Institutional Arrangements for CBNRM in Malawi

- Current institutional structures, constitutional mandates, various Acts and strategic plans ( Vision 2020, NEAP and PRSP)
- Current structure of CBNRM in Malawi
- Elements of the Terms of Reference (ToRs) for the CBNRM Working Group,
- Capacity of Environmental Affairs Department
- Political Leadership on CBNRM

# Group Presentations of Discussions as Concluded from Issues Raised

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## **Group 1: Developing Planning and Implementation Tools**

This group discussed institutional development and modalities necessary to promote active community involvement in project planning and implementation. It was noted that establishment of structures for CBNRM is a costly venture. The group therefore conceded that developing planning and implementation tools should consider using existing structures such as Councilors, Traditional Authorities, Development Committees etc. Government should provide funding for recurrent expenditure on CBNRM.

The group highlighted the need for institutional collaboration, participatory and consultative approach, public awareness, management information system, information-sharing and capacity development. Harmonization, coordination, networking, lobbying and advocacy are key elements to developing appropriate planning and implementation tools for CBNRM.

## **Group 2: Providing Strategic Implementation Support**

This group mapped out strengths and weaknesses among existing decision support structures. Salient features were identified that required review.

The group noted that redefinition of roles and responsibilities of implementing staff are necessary to agitate the process. The system needs to be activated to accommodate CBNRM education and awareness. Appropriate community mobilization methodologies need to be thought out carefully to promote popular community participation at all stages of CBNRM development.

## **Group 3: Investing in Monitoring and Evaluation**

This group discussed enabling environments that are conducive to effective monitoring and evaluation for CBNRM. The core issue centered on community participation and data infrastructure.

The group echoed the need to promote clear understanding of the objectives of CBNRM through awareness creation, consensus building among all stakeholders, vigorous campaign and information dissemination on CBNRM. The group also recommended assessment of sustainable funding requirements to help development of M & E system framework. As a process driver for participatory monitoring and evaluation, an incentive structure need to be developed to ensure community participation.

## **Group 4: Coordination and Institutional Arrangements for CBNRM in Malawi**

This group looked at issues pertaining to policies and legislature, development planning, institutional structures, capacity, mandates and composition.

The group revisited the existing situation and envisioned the following:

- Re-writing Terms of Reference (ToRs) for the CBNRM Working Group that will focus more on policies and strategies other than programs and projects.
- The CBNRM working Group should be composed of a Small Core Team of ***active*** members with powers to co-opt resource persons as appropriate. A team of ***7 to 10*** members is proposed.
- Working out operational modalities for the CBNRM Working Group. Modalities should ensure sustainable funding mechanisms.
- Strengthening commitment of CBNRM Working Group members. Members should be composed of decision-makers that can make commitments on behalf of their organizations. The team should include a gender expert.

## PART 4: Outcome

### A Summary of 'Hot Topics' in CBNRM

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CBNRM will fail unless:

- The community manages resources within a defined boundary.
- A community establishes a legally constituted entity for the management of natural resources.
- CBNRM is managed as a business.
- Where do communities get the money to get by-laws drafted? Legal language should adapt to a common man's language.
- On the issue of owning natural resources vs. utilization, to what extent is concession being considered as an alternative way of managing our resources? What opportunities for partnerships are there between communities and private sector. Can we promote both?
- Role of MPs in community representation is problematic at present yet there is great potential.
- What is meant by effective participation? The cost effectiveness of participation will have to be taken into account and could lead to various levels of community involvement. (*The model of Tikhala*) is too linear.
- The policy adjustment process will require different steps from the present "overhaul" so we can learn but not copy!
- Cost of sustaining a dynamic policy review cycle? Policy review is expensive in Malawi. A different means is required that is cost and consultation effective.
- What level of consultation for policy reform/development shall be deemed necessary and adequate?
- Any pointers for co-management strategic approach in Forestry and Wildlife?
- There is need for effective communication so that the community is aware of the environmental issues and contribute to policy changes.
- **POLICIES NEED TO BE TRANSLATED INTO LOCAL LANGUAGES.**
- I contend that the District Assembly has legal powers.
- To recognize/register the villages communities as the responsible authorities for CBNRM.
- To confer legal status on the by-laws drawn up by these NRM Committees or associations.
- It should also be clearly recognized and acknowledged that at the village level where the NRM is taking place, the ultimate authority is the traditional authority (TA) – the Government is very far away.
- In view of cross-border fishing problems during off-season (by neighboring country):
- What policy and strategy initiatives do the Department of Fisheries or Malawi Government have to address the problem?
- What is the statistics of catch by neighboring country?
- On ornamental fishes exported abroad, how much does the common man get?
- In terms of Beach village Committees, what of the issues of benefit sharing violated by commercial fishermen?

## CBNRM Action Plans

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Of the seven strategic actions identified in the framework study commissioned by the CBNRM Working Group, five were discussed in detail during the plenary sessions and through small-group discussions during the conference. It was felt that action planning for maintaining a dynamic policy reform process (Strategic Action 2) could readily be combined in the other action plans (see Annex 3: paper 2). Developing CBNRM sectoral strategies and action plans (Strategic Action 3) is already completed for the Forestry sector (see *Malawi's National Forestry Programme*, 2001) and sector-specific recommendations for Fisheries are included in this conference report (see Annex 3: paper 3). Action planning for the Wildlife sector awaits completion and approval of the new Wildlife Policy that is currently under discussion.

The following five tables provide succinct summaries of the action-planning recommendations that were agreed at the First National Conference on CBNRM in Malawi.

## Strategic Action 1: Developing a Commonly Understood CBNRM Concept and Vision

STRATEGIC ACTION	RESPONSIBLE AGENCIES	TARGET DATE	STRATEGIC OUTCOME
1.1: Empower District Authorities to approve community by-laws and natural resource management plans (with technical support as warranted)	Local Government, Lands (?), EAD, Forestry, Fisheries, DNPW and others: CBNRM Working Group to coordinate	To be started immediately and completed by the end of 2002 but conditional on having functioning and effective District institutions (DEC, DESC etc.)	Streamlined process for assisting communities develop NRM by-laws and plans, and having these approved and implemented
1.2: Formally integrate TAs into the process of NRM-planning at the District level by giving them a clear role in developing and implementing CBNRM initiatives	OPC, Local Government, EAD, Forestry, Fisheries, DNPW and others: CBNRM Working Group to coordinate	To be completed by the end of 2002	Traditional Authorities have a clear mandate relating to the management of natural resources in their areas and are empowered with authority to exercise their stewardship responsibilities
1.3: Each stakeholder to budget for and produce awareness materials & campaigns using effective means in appropriate languages of their particular area of expertise.	All technical agencies, research & academic institutions, service providers.	Start soon and maintain as changes & developments take place	A greater common understanding on what we hope to achieve for NRM in Malawi, how we are going to do it, where the roles and responsibilities lie, and the generation of feedback for policy change and more effective management approaches.
1.4: Creation of Village Trusts and formal approval of community by-laws should be made easier (less costly and time-consuming)	EAD, Forestry, Fisheries, DNPW and others: CBNRM Working Group to coordinate	Mid-2002	Community-based organizations and other community groups able to obtain legal recognition readily and to operate as legal entities when dealing with government and the private sector

<p>1.5: Train District and local government officers and NGOs to increase their technical and administrative capacity to provide CBNRM extension services on demand and to manage local programmes effectively</p>	<p>EAD, Forestry, Fisheries, DNPW, CURE, Wildlife Society of Malawi and other NGOs, donors and donor-funded programmes and projects, universities and colleges</p>	<p>To start immediately and continue indefinitely (at least 5 years)</p>	<p>A cadre of government officials and NGO personnel that are enthusiastic and capable of providing demand-driven technical services to CBNRM practitioners without undue interference in their organizational and financial operations and their natural resource management strategies</p>
<p>1.6.1 - Commit to building capacity of MEET and capitalizing the Trust Fund  1.6.2 – Explore options for increased fiscal support for CBNRM through changes in the tax structures  1.6.3 – Increase local capacity for generating revenues from natural resource based enterprises and reinvest the benefits</p>	<p>1 – Ministry of Finance; donors and others  2 – Ministry of Finance, EAD, Forestry, Fisheries, DNPW, NCE, PCE and others  3 – Ministry of Finance (?), Local Government, Local Authorities, EAD, Forestry, Fisheries, DNPW and others</p>	<p>Immediately</p>	<p>1 – MEET (and other Trusts?) provide support to CBNRM through sustainable endowment/trust funds  2 – Goods and services that are detrimental to the environment and conservation of natural resources are taxed while those that are beneficial to environmental conservation are supported through tax incentives  3 – revenue collection by Local Authorities is efficient and cost-effective and is supportive of better natural resource management</p>

## Strategic Action 2: Developing Planning and Implementation Tools

STRATEGIC ACTION	RESPONSIBLE AGENCIES	TARGET DATE	STRATEGIC OUTCOME
2.1: Establish sustainable financing systems for CBNRM Planning and M&E	National Council on the Environment – CBNRM Working Group	July 2002	District Development Fund that includes “green window”
2.2: Develop capacity in financial management for community-based organizations	National Council on the Environment – CBNRM Working Group	July 2002	Community-based user friendly manual for financial management and accounting
2.3: Develop PRA tool-box for community participation in situation analysis and reporting	National Council on the Environment – CBNRM Working Group	August 2002	Guide lines for participatory resource inventory, baseline studies and trend analysis
2.4: Develop awareness raising tools to target CBNRM	National Council on the Environment – CBNRM Working Group	September 2002	CBNRM media campaigns
2.5: Build capacity in training needs assessment for CBNRM	National Council on the Environment – CBNRM Working Group	October 2002	CBNRM education and training curriculum
2.6: Develop PRA toolbox for community participation in CBNRM monitoring and evaluation.	National Council on the Environment – CBNRM Working Group	August 2002	Guidelines for District Development Planning, Monitoring and Evaluation.

### Strategic Action 3: Providing Strategic Implementation Support

STRATEGIC ACTION	RESPONSIBLE AGENCIES	TARGET DATE	STRATEGIC OUTCOME
3.1: Translate existing sectoral policies into user friendly formats and languages	National Council on the Environment – CBNRM Working Group	January 2002	Sectoral policy documents in local language versions
3.2: Disseminate sectoral policies to grass-root communities	National Council on the Environment – CBNRM Working Group	February 2002	Community Information Centers stocked with sectoral policies in local languages
3.3: Re-orient District Assemblies to existing sectoral policies and forum set-up	National Council on the Environment – CBNRM Working Group	March 2002	District Assemblies consultative meetings
3.4: Develop mechanisms for active participation by community-based institutions in preparation of by-laws	National Council on the Environment – CBNRM Working Group	April 2002	Methodologies for harmonization, coordination and networking between sectors at all levels
3.5: Establish by-laws under the Local Government Act, with rights to secure tenure over management of natural resources	National Council on the Environment – CBNRM Working Group	May 2002	Area and sector specific by-laws
3.6: Develop conflict management mechanisms that account for feed-back on policy reform	National Council on the Environment – CBNRM Working Group	June 2002	Conflict management plan.

### **Strategic Action 4: Investing in Monitoring and Evaluation**

<b>STRATEGIC ACTION</b>	<b>RESPONSIBLE AGENCIES</b>	<b>TARGET DATE</b>	<b>STRATEGIC OUTCOME</b>
4.1: Develop and disseminate clear objectives of CBNRM	National Council on the Environment – CBNRM Working Group; EAD	July 2001	Wider understanding of CBNRM strategic objectives
4.2: Develop framework for CBNRM M&E system	National Council on the Environment – CBNRM Working Group; COMPASS	October 2001	CBNRM M&E framework in place
4.3: Operationalize the CBNRM M&E system	National Council on the Environment – CBNRM Working Group; EAD	February 2002	National system for monitoring the performance and impact of CBNRM established
4.4: Identify funding for CBNRM monitoring and evaluation	National Council on the Environment – CBNRM Working Group; EAD; other stakeholders	December 2001	Funding commitment obtained
4.5: Review CBNRM M&E reports	National Council on the Environment – CBNRM Working Group	June 2002	CBNRM is integrated into the process of policies, programming and mainstreamed in programmes and projects

### **Strategic Action 5: Other Strategic Actions (Coordination)**

<b>STRATEGIC ACTION</b>	<b>RESPONSIBLE AGENCIES</b>	<b>TARGET DATE</b>	<b>STRATEGIC OUTCOME</b>
5.1: Set up task force to review CBNRM Working Group Terms of Reference (ToRs)	National Council on the Environment – CBNRM Working Group	July 2001	Revised ToRs for CBNRM Working Group
5.2: Redefine CBNRM Working Group composition	National Council on the Environment – CBNRM Working Group	July 2001	Team of committed high-level decision makers
5.3: Establish operational modalities for CBNRM Working Group	National Council on the Environment – CBNRM Working Group	August 2001	Clear statements that outline institutional mandates in support of CBNRM

# A Review of Recommendations

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## **2. TERMS OF REFERENCE FOR CBNRM WORKING GROUP**

### **OUTCOME**

Re-written Terms of References that focus more on policies and strategies, not so much on programs/projects.

### **RECOMMENDED ACTION**

Set up Task Force to review Terms of References of Working Group.

### **REPOSIBLE AGENCY**

Environmental Affairs Department and COMPASS.

## **3. COMPOSITION OF CBNRM WORKING GROUP**

### **OUTCOME**

A smaller core group of (7 – 10) active members with powers to call resource persons as appropriate. Gender issues relating to CBNRM policies and strategies should be addressed by the Group.

### **RECOMMENDED ACTION**

Task Force that reviews ToRs should also define Working Group membership. A gender expert should included in the Working Group.

### **IMPLEMENTING AGENCY**

Environmental Affairs Department and COMPASS.

## **3. OPERATIONAL MODALITIES**

### **OUTCOME I**

A sustainable funding mechanism for the Working Group identified.

## **OUTCOME II**

Strengthened commitment by Working Group members.

## **OUTCOME III**

Working Group members are decision-makers and attend meetings consistently.

## **RECOMMENDED ACTION**

Review and revise operational modalities of the CBNRM Working Group. Raise awareness of the importance of the Working Group at the highest levels of the member organization.

## **REPOSIBLE AGENCY**

NCE to approve Working Group to undertake these actions.

## **TIMING**

At the next meeting of the NCE (June).

## **PART 5: Closing Ceremony**

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### **Closing Remarks**

#### **Remarks by the Master of Ceremony**

The master of ceremony thanked USAID for supporting COMPASS in organizing and funding the conference. She was hopeful that all the deliberations will go down to the intended community. In her remarks she called on all the delegates to treat the recommendations of the workshop as a starter pack of CBNRM initiatives in their various institutions.

#### **Remarks by USAID Representative**

He noted with great pleasure the high and active participation of the members to the conference. He welcomed the idea of CBNRM starter pack and cautioned members to avoid “all talk and no action” syndrome but put to use the recommendation of the workshop. He called on other donors to emulate the example USAID in supporting CBNRM initiatives in Malawi.

#### **Remarks by the NCE Chairman**

He noted with great pleasure the presence of the Parliamentary Committee on Environment (PCE) to the conference. This he indicated is a good gesture for a community representation at higher forums, as the legislature is constantly in touch with local communities. He then stresses the need for the members to consider promoting benefits from natural resources for the communities’ socio-economic development. He called on the Government, non-governmental organizations and other stakeholders to include in their annual budgets CBNRM activities and avoid over reliance on donors for the purpose of sustainability. He was hopeful that the final report for the conference would be made available to the NCE as soon as possible.

#### **Remarks by the Director of Environmental Affairs**

He apologized for short notice given to the PCE chairman. He also thanked all delegates to the conference, particularly USAID for supporting COMPASS in organizing the conference. He was hopeful that the warm relationship that exists with various stakeholders will continue for the benefit of implementing and coordinating CBNRM initiatives. He also concurred with the NCE chairman in thanking the CBNRM working group on their efforts in preparation of the CBNRM strategy.

#### **Closing Remarks by the Chairman of Parliamentary Committee on Environment (PCE)**

He was very pleased that various stakeholders are continuously recognizing the roles of the National Assembly on issues of the environment. However, he disagreed with the thinking that involvement of the PCE is like policing government departments. He indicated that PCE

being the national assembly body is well placed to pick up issues of environment affecting the local communities to decision makers.

He was also overwhelmed with issues at hand that reflect empowerment of local communities in line with decentralization process. He cautioned members to be on guard against “all talk no action syndrome” and called on them to put to use the recommendations of the conference for the benefit of the local communities. He also reminded the members not to wait for disasters to manage issues of the environment like the case of over fishing of Mpasa in Nkhotakota. He appealed to Government, non-governmental organizations and other stakeholders to have a deliberate program to regulate the fishing of Mpasa.

He finally thanked NCE for coming up with the initiative for CBNRM and declared the conference closed at 12.30 hours.

# ANNEX 1: CBNRM Conference Program

## National Conference on CBNRM in Malawi: Programme

Wednesday, May 16<sup>th</sup>

- 8:00 – 9:00 Registration of participants
- 9:00 – 10:00 Arrival of Guest of Honour, the Hon. L.B. Shati, Deputy Minister of Natural Resources, and Official Opening: Mrs. Ntupanyama presiding.
- 10:00 - 10:30 Break (including photographs)
- 10:30 – 11:00 Overview of programme and conference objectives (Mr. Yassin and Mr. Shaba): appoint Timekeeper, introduce *rapporteurs* (Mr. Kapila, Mr. Mikuwa and Mr. Chadza); describe "notice-board" facility to capture "hot-topics" for further discussion

### SESSION I: Chaired by EAD - Mr. Kabwaza

- 11:00 – 11:30 **Paper 1 - Developing a commonly understood CBNRM concept and vision** - Tikhala Chibwana (MEET), Carl Bruessow (MEET) and Andrew Watson (COMPASS)
- 11:30 - 12:00 Plenary discussion of CBNRM concept and vision
- 12:00 - 13:00 Lunch

### SESSION II: Chaired by Department of National Parks & Wildlife - Mr. Jiah

- 13:00 - 13:30 **Paper 2 - Maintaining a dynamic policy reform process** - Janet Lowore (consultant) and Yanira Ntupanyama (EAD)
- 13:30 - 13:45 Clarifications
- 13:45 - 14:15 **Paper 3 - Developing CBNRM sectoral strategies and action plans** – Collins Jambo (Fisheries Department)
- 14:15 - 14:30 Clarifications
- 14:30 - 14:45 Break
- 14:45 - 15:45 Small group discussions of the two foregoing strategies
- 15:45 - 16:30 Presentations of small-group work (paper 2) and plenary
- 16:30 - 17:15 Presentations of small-group work (paper 3) and plenary
- 17:15 Close of day 1

## Thursday, May 17<sup>th</sup>

8:30 - 8:45 Review of Day 1 (Mr. Yassin and Mr. Shaba)

### **SESSION III: Chaired by Department of Fisheries - Mr. Jambo**

8:45 - 9:15 **Paper 4 - Developing planning and implementation tools** - John Balarin (DESP), Andreas Jensen (Lake Chilwa Wetlands & Catchment Management Project) and Wilfred Ndovi (DESP)

9:15 - 9:30 Clarifications

9:30 - 10:00 **Paper 5 - Providing strategic implementation support** - Robert Kafakoma (TSP) and Daulos Mauambeta (Wildlife Society of Malawi)

10:00 - 10:15 Clarifications

10:15 - 10:30 Break

10:30 - 11:30 Small group discussions of the two foregoing strategies

11:30 - 12:15 Presentations of small-group work (paper 4) and plenary

12:15 - 13:00 Presentations of small-group work (paper 5) and plenary

13:00 - 14:00 Lunch

### **SESSION IV: Chaired by Chancellor College – Dr. Martin E. Palamuleni**

14:00 - 14:30 **Paper 6 - Investing in Monitoring and Evaluation** - Gacheke Simons (consultant) and Johns Kamangira (IFAD)

14:30 - 14:45 Clarifications

14:45 - 15:00 Break

15:00 - 15:30 **Paper 7 - Other strategic actions (coordination and institutional arrangements)** - Ralph Kabwaza

15:30 - 15:45 Clarifications

15:45 - 16:45 Small group discussions of the two foregoing strategies

16:45 - 17:15 Presentations of small-group work (paper 6) and plenary

17:15 - 17:45 Presentations of small-group work (paper 7) and plenary

17:45 Close of day 2

## **Friday, May 18<sup>th</sup>**

8:30 - 8:45 Review of Day 2 and highlight key issues (Mr. Yassin and Mr. Shaba)

8:45 - 10:00 Review and discussion of "hot-topics" identified on the "notice-board" and through reviews of rapporteurs: provision for additional small-group work if warranted

10:00 - 10:30 Break

### **SESSION V: Chaired by Dr. Steven J. Carr**

10:30 - 11:30 Review of recommendations and action plans

11:30 - 12:00 Close



## ANNEX 2: Participant List

### PARTICIPANTS AT THE FIRST NATIONAL CONFERENCE ON CBNRM 16 - 18 MAY 2001

NAME	ORGANIZATION	DESIGNATION	MAILING ADDRESS	TELEPHONE/FAX
1. J J Nkhwazi	Rural Foundation for Afforestation	Executive Director	P O Box 890, Mzuzu	334 246
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## **ANNEX 3: Background Papers**



## **PAPER 1**

# **Developing a Common Vision of the Future of CBNRM in Malawi**

**Tikhala Chibwana (Malawi Environmental Endowment Trust),  
Carl Bruessow (Malawi Environmental Endowment Trust)  
and Andrew Watson (COMPASS)**

**Paper presented at the First National Conference on  
Community-Based Natural Resource Management in Malawi**

**held at Ryall's Hotel, Blantyre from 16<sup>th</sup> to 18<sup>th</sup> May 2001  
Organized by the National Council for the Environment's CBNRM Working Group**



## **Developing a common vision of the future of CBNRM in Malawi**

Establishing a common vision for Community-based Natural Resources Management (CBNRM) in Malawi. What exactly does this entail? Whose Vision are we talking about? What do we mean by CBNRM anyway? Do we all mean the same thing when we say CBNRM? What is the *spirit* of CBNRM? Who really wants to try the CBNRM approach in Malawi? Who will benefit if the approach works?

These and many questions come to mind at the mention of a Common Vision for CBNRM in Malawi. It is beyond the scope of this brief presentation to attempt to answer these questions but merely to provoke thoughts to inspire the discussions over the coming days and merge our common interests into a way forward that we can all work with.

In its idealistic form, CBNRM devolves all tenure over natural resources and all authority to decide how to use those resources, both enabling ownership, from state to local communities. In practice though, there are a whole range of degrees of devolution of natural resources ownership and management from the state to the community. They start from coercion, consultation, co-operation, collaboration, and co-management to the “full-house” community based approach. This range represents a continuum from hands-on control by the state to a totally hands-off situation.

Some CBNRM proponents have argued that just as a baby must learn to crawl before it walks and eventually learns to run, so too perhaps, the transition to CBNRM must be gradual from the central state to community level. Our local understanding of "co-management" and "collaborative management" is that they are somewhat distant to some “pure” or “ideal” form of CBNRM but they may be necessary or valuable steps along the path towards true CBNRM.

Variations of Community-Based Natural Resource Management have been widely promoted in the SADC region mainly through an attempt by national governments to improve wildlife conservation, as an abundance of large animals exists across a range of protected, communal and private lands. The rationale for such an approach is partly based on an assumption (often untested) that the private sector and local communities will be inclined to manage resources more effectively and sustainably if they own them and derive tangible benefits from their efforts. In addition, there is also a realization that national budgets cannot be diverted away from priority social welfare programs such as health and education to fund conservation initiatives and therefore alternative solutions to sustainably support natural resource management have been developed. In other words, many governments cannot meet the cost of effective policing of national parks, forest reserves and other common property resources in the interests of better environment and resource conservation, and so CBNRM at face value appears to be a more socially acceptable and cost-effective alternative. It is also in keeping with the democratic dispensation embraced by many of our governments in the region. Moreover, since many CBNRM initiatives promote income generation and other benefits in the quality of living for local communities, the approach therefore creates a compelling linkage between improved environmental management and poverty reduction at the community level.

By following an approach founded on a gradual transition towards comprehensive CBNRM, the inevitable mistakes that are likely to be made as all parties learn new skills, are less likely to cause irreversible damage to peoples' commitment to improved management and, indeed, to the natural resource base itself. An essential question we must ask ourselves is "Are we all committed to continuing down this path towards the true CBNRM ideal or are we going to stop before we arrive at this final destination? What is our common vision?"

A vision is necessarily about the future. But before we can talk about the future we need to take an honest look at the past and the present. What are the successes and what are the failures? Only then are we able to "... pay our debt to the past by putting the future in debt to ourselves," in the words of one John Buchan.

There appear to be two fundamental variables at work in any form of CBNRM and those are the aspects of **ownership** and **stewardship** over resources, which are usually closely related to the system of governance prevailing in a country. Ownership entails clear legal notions of tenure, rights and authority to control a resource, while stewardship infers the exercise of care, responsibility and management in the use of the same. Another untested assumption links the standard of stewardship directly to the level of devolved ownership. Our recent history could simply be described as one of total state ownership, manifesting itself through “command and control” and “fortress and fence” type approaches, which proved operationally impossible to manage, and a source of social conflict. Presently, ownership of Malawi's wildlife is vested in the State President; forest resources can only be community managed with authority from the Minister to legally binding by-laws; and the Directors of Forestry or Fisheries must approve community management plans for use of these respective resources. Will this ownership ever be devolved? How far will it be devolved? More profoundly, is the Government of Malawi ready to transfer in principle all natural resources on customary land to the ownership of local communities, and enable these communities to become the owners and stewards of the resources and to use them as they see fit?

Today in Malawi, the promotion of CBNRM is largely driven by the understanding that the majority of the population are engaged in agriculture and heavily dependent on local natural resources. The State's capacity to police and regulate resource use is very limited and reversing the current trend of environmental degradation will take a concerted national effort. Moreover, the present socio-political agenda advocates broad participation and responsibility towards priority needs and interests. Beyond these “local” realities, the context for adoption of CBNRM has become fragmented with the range of involved agencies adopting differing and sometime conflicting approaches, in the absence of any coordination exercise. The multi-lateral and bilateral donor organizations are largely financing the approach. The Government is involved in developing new natural resource management policies, drafting supportive legislation and designing appropriate programmes but implementation at field level is facilitated mainly through a wide range of isolated projects and NGO motivated initiatives. Then we have those who are central to the process, the numerous communities across the country, who are typically unaware of the potential opportunities that the new policies and support programmes offer.

Comparatively speaking within the region, there is no doubt that Malawi has made good progress in developing enabling sectoral policies, addressing more than just wildlife. But has any awareness been put to these and has this translated to any achievement of widespread results at community-level? Implementation of the new enabling legislation has lagged and so far few people or organizations have “put their money where their mouths are”. Has the process stalled due to a lack of finance? As a pessimist might argue that so far CBNRM in Malawi has been all talk and no action. As of now, the policies and legislation that will truly give people the where-with-all to implement effective CBNRM are still not yet in place. Has the time come for us to now begin to “walk the walk?” An essential aspect of the CBNRM approach is the refocus on the “management” responsibility and to achieve this will require the transfer of a wide range of skills and knowledge.

In reality, here in Malawi legislation pertaining to the forest, fisheries and wildlife sectors are supportive of CBNRM but policies relating to local governance, land and resource tenure remain elusive on the subject. In the case of the National Forestry Programme (2000), for example, arrangements for co-management of woodlands on customary land remains largely prescriptive with little scope for testing innovative initiatives. Some have questioned whether the Forestry Department should be policing customary woodland especially where there are few co-management agreements and whether prescribed benefit sharing is really in the spirit of CBNRM.

A quick look at the following table focuses our attention on some of these issues.

Stakeholder Group	10-years ago		Today		10-years from today	
	Ownership	Stewardship	Ownership	Stewardship	Ownership	Stewardship
<b>Central Government</b>	All	None	Most	None	Less	?
<b>Local and District Government</b>	None	None	Some	None	More	More
<b>Traditional Authorities</b>	None	None	Little	Some	More	More
<b>Communities and Village Committees</b>	None	All	None	Most	Most	?

For CBNRM to be effective, the devolution of ownership must reach the people that are ultimately responsible for the stewardship of the resources. Today the stewards of Malawi's natural resources are the local communities who are more often than not, the main users. Neither local nor central government has any mandatory institutional responsibility to actually exercise stewardship over these resources in a sustainable manner. Moreover, to be effective stewards, the local communities and other responsible individuals must have the capacity to manage the resources. In other words, they must be empowered to make management decisions and to police the resources and to apprehend and censure or penalize people that do not abide by their own management regulations. In a few cases this is actually happening in Malawi but because the legal underpinnings are uncertain such *de facto* community authority rests on shaky ground. In the past 12 months all the key government departments that hold authority over natural resources (forestry, fisheries and wildlife) have convened national meetings at which they have presented their respective vision of Traditional Authorities taking on greater responsibility for resource management. Any transfer of such responsibilities must be supported with increased legal authority that enables them to meet these responsibilities.

The question that remains unanswered is whether this increased stewardship will be supported with a concomitant augmentation of ownership? Or is it going to be a case of more responsibility but without transfer of corresponding authority?

In order to have a focused vision of CBNRM in Malawi we must arrive at a consensus on where we feel ownership and stewardship should lie at some point in the not too distant future. The foregoing table attempts to describe a potential evolutionary continuum in terms that are vested in four loosely defined levels of governance.

In order for such a vision to be realized, we are not just talking about changes in sectoral policies and legislation, and improvements in implementation. Some earth-shaking changes will be required in the fundamental approach toward governance and ownership. These changes would have to come from beyond the immediate natural resource sectors: they would be integral to the fabric and structure of Malawian society. Considerate attention must be given to emerging issues of local government mandate and responsibility, the role of Traditional Authorities, new institutions at community level, and a clear understanding of land and resource tenure.

We accept that each natural resource sector is likely to remain independent of the others with regard to policies and legislation. Nevertheless, it is unlikely that issues of governance and ownership can be addressed on a sector-by-sector basis as this would likely lead to incompatibilities and conflict. Therefore, a commitment from the Government to tackle these fundamental issues on a cross-sectoral level will positively support all the good work that has already been done with regard to building the enabling environment for CBNRM in the forestry, fisheries and wildlife sectors.

Within this evolving framework, whose vision are we talking about? The coordination, cooperation and coordination between government and civil society with regard to supporting CBNRM have been very positive. This notwithstanding, the full implications of starting down the path toward full CBNRM have perhaps not yet been fully appreciated. For government this will mean less authority and probably less revenue. For the communities it will mean greater benefits but these will come with

added responsibilities and higher costs. At this time, the vast majority of the stakeholders in Government and civil society are unaware of the extent of these implications.

There are also issues of capacity to deal with. A people that have previously not had much responsibility, naturally they may lack the experience, skills and management capacity to take up the challenge overnight. The decentralization process has provided the foundation on which increased empowerment for lower level governance and management of natural resources can flourish. Are we all committed to see through this process?

In conclusion, while many enabling CBNRM policy and legislative conditions are already in place in Malawi, there remain several gaps to establishing appropriate CBNRM systems of governance and ownership over natural resources, and a lack of national capacity to motivate this approach on a national scale. Nevertheless, Malawi is in a very strong position to move ahead with broader adoption of CBNRM in all key sectors, bearing in mind that in the process we will have to dynamically address barriers and constraints as they arise. It is only through a more concerted facilitation of CBNRM initiatives that we can hope to encourage a broader adoption of community-based natural resource management action on a national scale.

Food for thought:

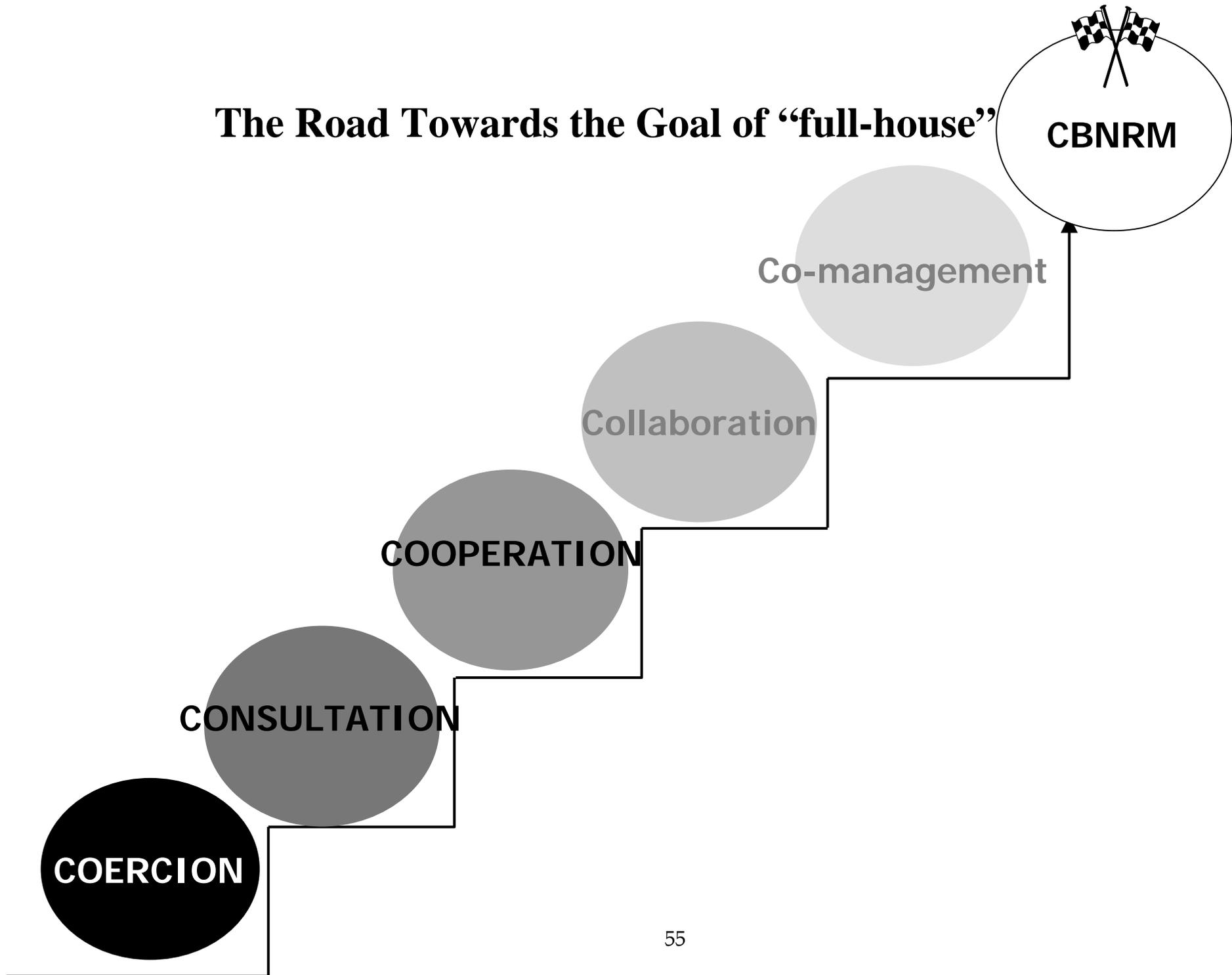
- Agree on a national framework that ties together the sectoral policies – we hope that this forum will accomplish this in the coming few days
- Central Government should devolve authority to local communities
- We need a high level of awareness to be generated about environmental problems, issues, policies and appropriate action.
- What should the role of Traditional Authority be in CBNRM?
- How can the legal status of communities and their capacity to enter into legally binding contracts be improved?
- Capacity at the local level must be increased significantly if the various policies and legislation in support of CBNRM are to be implemented.
- Financial sustainability is something that needs to be addressed now - not at some point in the future when the donors or other funding agencies redirect their resources.

## ACTION PLANNING FOR DEVELOPING A COMMON VISION FOR CBNRM IN MALAWI

ISSUE	RECOMMENDED ACTION	IMPLEMENTATION STRATEGY			OUTPUT/OUTCOME
		APPROACH	RESPONSIBLE AGENCIES	TARGET DATE	
Insufficient devolution of authority to District and local institutions	Empower District Authorities to approve community by-laws and natural resource management plans (with technical support as warranted)	Review and revise existing policies, legislation and procedures as necessary (Local Government Act, Forestry and Fisheries Acts, and evolving Lands and Wildlife policies)	Local Government, Lands (?), EAD, Forestry, Fisheries, DNPW and others: CBNRM Working Group to coordinate	To be started immediately and completed by the end of 2002 but conditional on having functioning and effective District institutions (DEC, DESC etc.)	Streamlined process for assisting communities develop NRM by-laws and plans, and having these approved and implemented
Role of Traditional Authorities in NRM is unclear	Formally integrate TAs into the process of NRM-planning at the District level by giving them a clear role in developing and implementing CBNRM initiatives	Hold a series of regional forums at which Govt. representatives, District and local authorities and the Traditional Authorities can voice opinions, review options and decide the future	OPC, Local Government, EAD, Forestry, Fisheries, DNPW and others: CBNRM Working Group to coordinate	To be completed by the end of 2002	Traditional Authorities have a clear mandate relating to the management of natural resources in their areas and are empowered with authority to exercise their stewardship responsibilities
Insufficient public knowledge of environmental problems, issues, policies & required action by each stakeholder.	Each stakeholder to budget for and produce awareness materials & campaigns using effective means in appropriate languages of their particular area of expertise.	Identify the knowledge gaps, the 'target groups' for the transfer of information, develop the resources, share the drafts for consensus, and carry out / produce effective results.	All technical agencies, research & academic institutions, service providers.	Start soon and maintain as changes & developments take place	A greater common understanding on what we hope to achieve for NRM in Malawi, how we are going to do it, where the roles and responsibilities lie, and the generation of feedback for policy change and more effective management approaches.
Legal status of most community-	Creation of Village Trusts and formal approval of	Review and revise existing policies and legislation relating to	EAD, Forestry, Fisheries, DNPW and others: CBNRM	Mid-2002	Community-based organizations and other community groups able to

based organization is unclear or non-existent	community by-laws should be made easier (less costly and time-consuming)	creation of Trusts and relevant NRM legislation relating to the status of community groups	Working Group to coordinate		obtain legal recognition readily and to operate as legal entities when dealing with government and the private sector
Capacity of District-level agencies and institutions is insufficient to implement and support effective CBNRM initiatives	Train District and local government officers and NGOs to increase their technical and administrative capacity to provide CBNRM extension services on demand and to manage local programmes effectively	Provide focused on-site training in key technical areas: community mobilization and organizational development, participatory monitoring, improved NRM techniques, business skills, information management (including GIS) and communications	EAD, Forestry, Fisheries, DNPW, CURE, Wildlife Society of Malawi and other NGOs, donors and donor-funded programmes and projects, universities and colleges	To start immediately and continue indefinitely (at least 5 years)	A cadre of government officials and NGO personnel that are enthusiastic and capable of providing demand-driven technical services to CBNRM practitioners without undue interference in their organizational and financial operations and their natural resource management strategies
At present in Malawi, CBNRM is almost totally dependent on donor support – this situation cannot be sustained indefinitely, so alternative financing mechanism must be developed	1 - Commit to building capacity of MEET and capitalizing the Trust Fund 2 – Explore options for increased fiscal support for CBNRM through changes in the tax structures 3 – Increase local capacity for generating revenues from natural resource based enterprises and reinvest the benefits	Hold briefing sessions and discussions with high-level government officials and encourage donors to commit to supporting opportunities to develop sustainable financing mechanisms through non-project assistance and “incentives” for reform of current fiscal policies	1 – Ministry of Finance; donors and others 2 – Ministry of Finance, EAD, Forestry, Fisheries, DNPW, NCE, PCE and others 3 – Ministry of Finance (?), Local Government, Local Authorities, EAD, Forestry, Fisheries, DNPW and others	Immediately	1 – MEET (and other Trusts?) provide support to CBNRM through sustainable endowment/trust funds 2 – Goods and services that are detrimental to the environment and conservation of natural resources are taxed while those that are beneficial to environmental conservation are supported through tax incentives 3 – revenue collection by Local Authorities is efficient and cost-effective and is supportive of better natural resource management

# The Road Towards the Goal of “full-house”





## **PAPER 2**

### **Maintaining a dynamic policy reform process with reference to policies relevant to CBNRM**

**Janet Lowore (COMPASS Consultant)  
and Yanira Ntupanyama (Environmental Affairs Department)**

**Paper presented at the First National Conference on  
Community-Based Natural Resource Management in Malawi**

**held at Ryall's Hotel, Blantyre from 16<sup>th</sup> to 18<sup>th</sup> May 2001  
organized by the National Council for the Environment's CBNRM Working Group**



## Maintaining a dynamic policy reform process with reference to policies relevant to CBNRM

### Introduction

- **Government.** The policies under question are government policies. NGOs for example may have their own policies – but they are encouraged to undertake activities in line with government policies
- **Framework.** First and foremost they are needed to provide a working, trusted, guiding framework for government institutions. The right policies facilitate a process for tackling problems and delivering equitable and sustainable benefits.
- **Design.** But the question which this conference needs to address is what mechanisms need to be strengthened or put in place – over those that are already developed - in order for us to design useful policies.
- **Changing it.** The best way to achieve this is keep changing it until we get it right – or in reality keep changing it in accordance with changing needs and changing problems – and trying to achieve a policy that works. What is required is a cyclic policy review process – one that enables policies to be refined based on experience.
- **Right or wrong.** Policies are not right or wrong. Policies will however (if implemented as intended) have an impact that may or may not be helpful in the way that the policy community desired. It is really a question of whom is the policy community and what do they want CBNRM to achieve for them.
- **CBNRM policy?** In Malawi there is no CBNRM policy as such. Policies concerning natural resource management are to be found within different sectors – such as Forestry, Fisheries, Nat Parks and Wildlife, Land etc. The multi-sectoral nature of CBNRM implementation in Malawi relies therefore on harmonization across sectors.
- **Influence of other policies.** There is also the issue of other policies that influence the management of natural resources. The energy policy, agriculture-related policies, all having a bearing in CBNRM – and those who are affected should also have a place on the policy stage of these other sectors.
- **Legislation.** Policies are intricately linked to laws: laws are tools for policy implementation.

The formal process of policy and legal change:

- **No consultation.** In the past policy was determined by senior civil servants with little or no external consultation.
- **Wide consultation.** Today the importance of consultation is widely accepted, and new policies are usually designed through a process of extensive discussion with representatives of all primary stakeholders and other interested government agencies.
- **Presentation of draft.** This process ends with the preparation of a draft policy document that is presented by the Ministry concerned to the appropriate Cabinet Committee (Health and Environment). After discussions in Cabinet Committee and possibly further modification the draft is presented to the full cabinet.
- **Cabinet approval.** Upon Cabinet approval, the draft becomes the policy of the government.

- **NEAP.** The National Environmental Action Plan – produced in 1994 – was compiled via a broad consultative process and out of the NEAP grew the National Environment Policy (1996). It has been said that the NEAP “marked the birth of participatory policy-making in Malawi” (EAD 2000).
- **Land Policy Reform process.** In the case of the recent Land Policy Reform Process a Civil society land reform advocacy task force was established in which the NGO CURE played a leading role. Many other NGOs (with close contact with grass-roots communities) were involved and were given the chance to critique the draft policy and debate issues arising.
- **The 1990s.** The 1990s witnessed a flurry of environmental-related policy revision that started with the NEAP (1994). Sectors such as forestry, fisheries, national parks and wildlife produced revised policy statements and new laws and legislation. The method of policy reform was in part through community consultations. CBNRM became incorporated in the policies for the first time.

### **The CBNRM Planning and Implementation Cycle**

See the diagram overleaf.

**Circle 2.** The actual policy documents are finalized in Circle Number 2 – but this is only the end of the process. The policy reform cycle encompasses the entire cycle.

**Circle 1.** Policies are only useful if the Objective on which they are based is the right one for the major stakeholders. – Circle 1.

**The cycle.** Policies will work only if their formulation follows a period of information gathering, analysis, negotiation and compromise – this goes on throughout the cycle but in particular the monitoring and evaluation element is extremely important. This is point where stakeholders can assess whether the implementation of certain policies had the desired impact or not – maybe there were undesirable side effect or maybe the situation has changed over time and we need to the redefine our objectives.

Some of the important elements that are needed to achieve good policy are:

**Goals.** National definition of, and goals for “what we are trying to achieve” i.e. Why CBNRM?

**Input** from all stakeholders - as much participation by as many stakeholders as possible. It will be necessary to discuss needs, perspectives and eventually negotiate and compromise. This covers both a consultation, debate and advocacy processes.

**Unite decision making with its consequences.** Policies are (we hope) implemented. Good monitoring of the impact must be continuous and the results fed into the policy debating community. To improve policy it is necessary to unite decision making with its consequences such that policy plans and strategies are not separated from practice but are linked to it.

**Knowledge and information flows.** Information used to make policy decisions and information of policy impacts should be openly available and communicated widely.

**Interface or links with the policy-makers.** The views and needs of some stakeholders are not easily known by the policy-makers. Mechanisms, structures etc need to be in place to enable access to the policy-makers

**Extra-sectoral influences.** Engagement with extra-sectoral influences on natural resources and people – through use of information and advocacy to influence broader political and market processes.

**Harmonization** of policies pertaining to CBNRM, natural resource management and others e.g. the decentralization policy.

### **Where are we now? Government structures and instruments**

A recognition of the need for update and review. Line ministries and their departments have a responsibility to review policy and its impacts.

*Introduce regular policy meetings for partner participation that includes the public and the private sectors, NGOs and the local and peripheral communities.*

Review the national forest policy biennially and ensure that any updating of the policy should be done in harmony with other related policy issues.

As an example of this in 1999/2000 the FD undertook a “ground-truthing” exercise designed to compare “village forest policy” with national policy to see where the similarities and difference lie.

The Department of Forestry has indicated a commitment to initiate a policy review process this year.

Management Boards are provided for in recent legislation. They made up of various non-government members but evidence would suggest that these boards are weak. The Boards either meet infrequently, not at all or when they do meet are dominated by the government contingent. Good potential for informing the government departments of the impact of national policies on a range of key stakeholders.

The decentralization process empowers institutions such as VDCs, ADCs and DDCs to take an active role in environmental management at district level. Such forums (focal points) can be used to discuss and debate local environmental problems (including CBNRM). Communicating their concerns to policy-makers (at central not district level) can be achieved through the state of the environment reporting and environmental action planning as these instruments are (will be) used by the Environmental Affairs Department for planning and reviewing policies. Debate across sectors may well be better under the decentralized approach than centralized because at district level sectors are encouraged to work together as a team. A DEAP is only as good as the information which goes into it and districts are not always equipped with the resources they need to gather the information they require (no up-to-date maps, no computers, no mobility), furthermore the DEAP is first and foremost a planning document and whether district level players can use it as a policy informing tool is yet to be seen.

The NCE is a policy advisory institution.

### **The expression of other stakeholder views to GOM**

The Parliamentary Committee on the Environment is a valuable asset on the policy stage and if well informed can quickly present key issues to a powerful forum. To date the PCE have formed a sub-committee that is preparing a statement concerning the environment, which they will present to parliament in the near future. PCE advises GOM of public and parliamentary opinion on environmental issues.

NGOs (NRM sector) have advocacy programmes and a number of loose coalitions have been formed in the recent past e.g. the NDI boosted NGO coalition, the Church Development Coordination Committee which has an advocacy programme (also covers non-environmental issues). An example is the role CURE and other NGOs played in the recent Land Reform Policy Process. It was partly as a result of the NGO review and debate of the draft policy that the issue of gender “blindness” was raised. The result was further input from the women’s NGO WILSA who met with the PCE to address

this issue. NGOs are frequently invited to meetings held by government departments and are free to express their views.

Donor-funded projects frequently undertake assessments and evaluations. These provide good material and can be used to inform policy.

### **Knowledge and information flows**

“Yet outside these areas ... the level of understanding of the details of the new policy by field officers appear to be patchy and generally poor” (Seymour et al 2000) And yet these front line staff are the most likely and effective channel of communication to the rural farmers. If extension agents do not understand policy then how will the rural people?

It was the recognition of the importance of knowledge and information flows that led to the formation of the National Initiative for Civil Education (NICE). NICE has an officer in every district plus many village-based para civil-educators. The objective is to make people aware of their rights, disseminate information and knowledge (not messages) and enhance community capacity building. Though furthering the development of democracy is their main aim – the environment is one of their key areas.

Some useful documents have been produced – such as the Resource Books for District Level Managers and Community practitioners concerning Natural Resources Management Policies, Laws and Institutional Framework in Malawi (Draft. EAD – 2000)

But it is not just an understanding about CBNRM policy which is lacking – also the comprehension of what is happening in the environment, the fact that people can alter the natural environment etc which is undeveloped. How many times have we heard people say “after some time we noticed the indigenous trees had gone” (Gone where? How did they go). At the same time other communities are still insisting “the trees cannot finish” or “man cannot plant indigenous trees”. At a TA forum organized by the FD almost two years ago, on being presented with some data about environmental degradation, one TA said “why did no one tell us before”.

### **The formation of a forum for Environmental Communication and for journalists**

In a general information is lacking at primary stakeholder level. The grass roots and some CBOs lack information and the tools with which to deal with policy issues.

### **Harmonization of policies pertaining to CBNRM and natural resource management**

*The development of the NEP as an umbrella or framework policy preceded policy reforms in most of the environment sectors, enabling sectoral reforms to proceed in a harmonized and coordinated fashion. However, two major policies have since been developed – that of decentralization and land reform. Harmonization with these policies is lacking.*

*The EAD holds central responsibility for policy formulation.*

*The National Environmental Focal Point (NEFP) Steering Committee is a network of E&NRM sector experts. The network is intended to ensure that environmental concerns are embodied in sector policies, strategies etc.*

*The evolving Land Policy makes the Traditional Authorities trustees for customary land (and all natural resources on the land ?) on behalf of the communities while the forestry policy barely mentions the traditional leaders, vesting the management responsibility for forests on customary lands with VNRMCs.*

*Conflicts could arise between District Assemblies and Traditional Authorities over controlling developments on customary land.*

*Confusion or at least a lack of clarity concerning which sector is responsible for water catchment protection – particularly concerning some of Malawi's important dams.*

### **Passive or dynamic? Consultation or lobbying?**

What we have above is numerous mechanisms – some well developed, some not, for allowing policy to be reviewed based on input from a wide range of stakeholders. Nevertheless the policy reform process is characterized by being passive as opposed to be dynamic.

One example of this is that views from non-government stakeholders tend to be solicited following a process of consultation rather than the views being offered up to the government through a process of lobbying. This is the difference between being reactive and proactive. In the absence of a proactive general public consultation may well be the most appropriate tool that we have at our disposal – but there are limitations. In some cases the traditional PRA-based community consultation process falls short of true consultation. The poor are consulted as and when and with pre-set questions in a way that “the agencies who are in control of the situation, the ones with the most power to fashion solutions” choose. Such agencies have a vested interest in constructing the problem in a certain way and they do. There are many local NGOs who work closely with the grass roots but they too are largely reactive rather than proactive with respect to policy decisions.

There are reasons why this is so: The primary stakeholders in CBNRM are the rural communities. Ideally they should be able to analyze, articulate and channel their ideas on to the policy stage. Clearly they have many inherent difficulties preventing them from active engagement – educational and literacy levels, not mobile, not organized, etc. Poverty and food insecurity eclipse people's abilities to think about, examine and critically review the wider picture – immediate concerns are simply more important. Knowledge – a great power tool is missing. “Knowledge and information development is one of the least addressed areas of Malawi's CBNRM effort” (Simons 2001). The result is that “many key people in government, NGOs and among communities do not fully comprehend the concept of CBNRM and its ultimate purpose. They do not understand the new policies and legislation, their implication, and how to use and apply them”. They need to be empowered to make positive contributions.

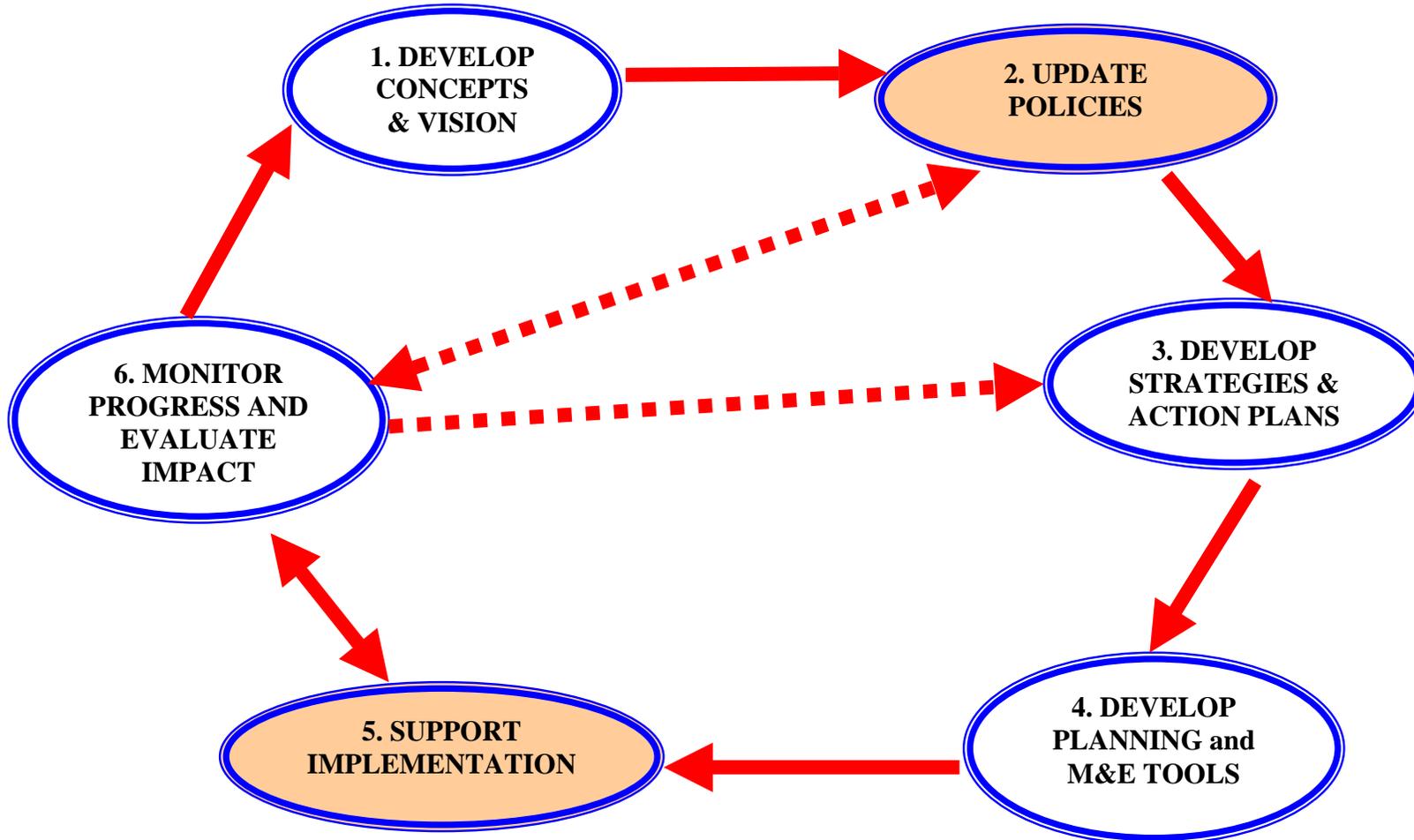
Power is manifest by participation in real decisions or, in this case, the degree of influence on policy. The rural poor have little power and have little influence on policy. Weighty government institutions however have less interest in changing the status quo. This does not matter if the views and goals of the government coincide neatly with the views of the communities at large – but when this is not the case then a different state of affairs is needed.



Objectives	Strategies	
	What?	By whom?
<b>Stimulate more debate</b>	The CURE Environmental Coordination meetings are an excellent forum at which topical issues can be debated before a wide audience. Attendance by sectoral department HQs should be a priority	Government departments
	National Initiative for Civic Education to increase their emphasis on the environment and CBNRM as an issue for their grass-roots advocacy and awareness work. The main emphasis would be on making rural people aware of their rights and responsibilities in the context of NRM. NICE could facilitate village and area level debates on selected issues. NICE civic-educators to be given some more technical input concerning natural resource management and interpretation of the laws and policies.	CBNRM Working Group to support the activity NICE to seek assistance in the provision of inputs
	E-mail discussion group set up to facilitate informal exchange. A “secretariat” may need to be established to draw up a mailing list and in the initial stages accessing and circulating executive summaries of a whole range of current reports and documents. As the discussion group matures it should develop a momentum of its own – it cannot work without member feedback.	COMPASS or EAD to function as a secretariat in the first year Thereafter it could be taken on by another
	At district and sub-district level development planning and environmental committees should be encouraged to debate policy issues.	Local NGOs District Environmental Sub-committees Communities
<b>Power tools for the powerless</b>	Information. Media campaigns, village drama and school programmes should be launched – in order to create environmental consciousness and for educating the civil society on CBNRM's purpose, policies and principles.	CBNRM Working Group to support this activity and identify possible implementing agencies
	Traditional leaders to develop their role of being representatives of the community in various forums. Through dialogue and information exchange TAs could be encouraged to directly and deliberately seek the views of communities prior to attending certain meetings.	CBNRM Working Group to support this activity and identify possible facilitating agencies TAs
	Natural resource users to be organized into associations or committees who then may have a voice at district level. CBOs organized at levels higher than village-based will be most effective. A village organization is on the whole small and weak.	NGOs and district level implementers to encourage GVH-level and area-level organizations Communities
<b>Advocacy and lobbying</b>	NGOs such as Wildlife Society of Malawi, CURE, Christian Service Committee and Action-aid (plus others) to further develop and implement their advocacy programmes in a proactive manner. Through a body such as the CURE-led advocacy task force consolidate the advocacy activities and lobby for change. NGOs should be more analytical, be more organized and present a consolidated voice.	The relevant NGOs

	NGOs such as the above to initiate dialogue with and between various smaller NGOs and user associations to stimulate a proactive stance from the grass roots level. Advocacy training and advocacy programmes for local organizations are also important.	Established national NGOs Local NGOs
<b>Linkages and partnerships</b>	Alliances between small organization can multiply their impact.	Small organizations such as Greenline to seek alliances with other more established organizations
	There needs to be easy and direct access to the CBNRM Working Group (as a conduit to the NCE) – interested parties need to be able to bring their issues to the attention of the Group. The CBNRM Working Group to add “discuss and review policy issues” to their TORS. The Group to devise a strategy to encourage external input into their deliberations.	CBNRM Working Group
	Vitalize the sectoral boards (forestry, fisheries and wildlife) and re-examine their membership to achieve a broad cross-section of stakeholders. If government dominates such meetings and government views they are unlikely to achieve their purpose. Ensure that they meet regularly.	Government Departments Members of the boards to take a more proactive stance
	The Parliamentary Sub-committee on the Environment to be recognized as a target for lobbying from NGOs, user associations and the public and a watchdog of government departments. The Terms of Reference of the PCE to be finalized at next sitting of parliament. PCE to acknowledge their role as an advocate for change on behalf of the primary stakeholders concerning natural resource management	PCE All lobbyists Parliament
	An important link is that provided by CURE and also the WSM. Currently the NGO CURE is invited to represent NGOs on many committees and for many meetings. This is to be encouraged as a respected organization is more likely to be listened to than an unknown one. CURE must capitalize on the fact that they are a recognized institution and serve as a conduit of information from the grass roots to the policy-makers. Government departments should continue to welcome input from CURE. The resolutions made in CURE’s environmental coordination meetings should be formalized somehow.	CURE Government departments
	Within the government framework district level staff and the primary stakeholders need to be aware that the DSOER and DEAP can be used as tools to inform policy makers – and be encouraged to use them in this way.	District level staff NGOs
<b>Harmonization</b>	Reconcile the contradictions concerning role of traditional chiefs in natural resource management policies (especially forestry) and the Land Policy.	NCE (or through the CBNRM working group) to appoint “task force”
	Reconcile the contradictions concerning the role of TAs in the decentralized system. DAs have overall authority for forests and fisheries and will make District by-laws that could and probably will override village by-laws. They can assess and tax customary lands and are responsible for licensing fees. The TAs by comparison have an ill-defined instrumental role.	

**CBNRM PLANNING & IMPLEMENTATION CYCLE**





## **PAPER 3**

### **Community -Based Fisheries Co-Management in Malawi: An Overview on the Process, Strategies and Action Plan**

**Collins Mayeso Jambo (Divisional Fisheries Office - South)**

**Paper presented at the First National Conference on  
Community-Based Natural Resource Management in Malawi**

**held at Ryall's Hotel, Blantyre from 16<sup>th</sup> to 18<sup>th</sup> May 2001  
organized by the National Council for the Environment's CBNRM Working Group**



## **Community -Based Fisheries Co-Management in Malawi: An Overview on the Process, Strategies and Action Plan**

### **Preamble**

Community Based Natural Resource Management (CBNRM) seeks to provide the legal, institutional and economic frameworks for communities to become co-managers of their resources. This entails that local communities and other stakeholders should have clearly defined rights and responsibilities over the resources they live with, if resources are to be utilized in a responsible manner. Within this context, and coupled with poverty reduction phenomenon, resource users encounter and deal with many complex issues, make difficult choices and live with certain tradeoffs. The process of developing strategies and action plan becomes even more complex when the array and multitude of uses and users, level and types of rights and interaction with other inputs and resource sectors are considered. Nevertheless, to achieve a common, long-term goal of CBNRM, strategies need to be carefully developed.

CBNRM and Co-management strategies strive for more active resource user's participation in resource management. In a broad sense, it involves the decentralization of authority and a function to manage the fisheries resource from the centralized national government to the resource users or community organization. In actual fact, when CBNRM is considered an integral part of Co-management, a new concept called Community-Based Co-management becomes pronounced (Pomorey, 1997). Community-Based Co-management is people centred, community oriented, resource-based and partnership-based. It is in this regard that this paper considers CBNRM in fisheries sector as Community-Based Fisheries Co-management (CBFC), meaning localized co-management (Mulekom, 1999).

This paper sets out the basis of strategies and action plan for CBNRM in Malawi's fisheries sector. It is in no way a definitive paper that encompasses all that can work in the complex, challenging and dynamic CBNRM approach, however it is believed that it will stimulate debate around this topic.

### **Background Information**

The strategies for capture fisheries in Malawi have undergone a series of modifications in the last decade. There has been a growing recognition that the centralized, top down management strategies have mostly not been successful in reversing the trend of aquatic resource degradation and depletion. In 1993 the Department of Fisheries in conjunction with donor agencies such as UNDP, GTZ and ODA adopted a new Collaborative Fisheries Management approach. In this context, substantial and rapid evolution of fisheries resource management strategies took place to support sustainable resources use. Partnership arrangements evolved based on the knowledge and capacities of local communities and the abilities of the national government to support development of enabling policies and institutional restructuring and to provide financial and technical assistance.

### **The Community-Based Fisheries Co-management (CBFC)**

The implementation of CBFC in Malawi is categorized into three phases namely; Pre-implementation, Implementation and Post Implementation.

#### **Pre-implementation phase**

This phase started with problem identification in 1992, negotiations, consensus building and development of agreement on a plan of action. The fishing communities were eligible to seek assistance from outside agencies such as government, NGOs and others. Government, non-government organizations and donor agencies were allowed enter at this point to assist the communities in preparing action plan and strategies. Initial approvals for the approach were obtained from different levels of government. Government (the Department of Fisheries) began to work

directly with resource users and stakeholders and linkages were established. The development and strengthening of these linkages have been a continuous process in the co-management activities since 1994. It should be noted that most of the co-management activities have been continuous and overlapping, especially during the implementation phase.

### Implementation phase

Like elsewhere, the implementation of Community Based Co- Management in fisheries sector has involved four components; resource management, community and economic development, capacity building and institutional support.

The resource management component has involved aquatic resource protection, conservation, regulation and policy through the enactment of the Fisheries Conservation and Management Act, 1997, endorsement of Community Participation Regulations 2000 and Subsidiary Legislation. The community and economic development component has embodied alternative and supplemental livelihood developments (e.g. IGAs), community services and infrastructure (e.g. Smoking kilns). The capacity building component has included people empowerment and participation, BVC training on leadership and organization principles (Table 1). The institutional support component has managed to accommodate conflict management mechanisms; individual and organizational linkage development; interactive learning; forums for knowledge sharing, power sharing, decision making; and institution building.

Table 1: Number of BVCs formed

<i>Area</i>	<i>Number of BVCs</i>	<i>Number of Associations</i>	<i>Remarks</i>
<i>Lake Malombe</i>	<b>36</b>	<b>1<sup>y</sup></b>	<b>Needs close supervision</b>
<i>Shire Valley</i>	<b>30</b>	<b>1</b>	<b>Promising</b>
<i>Lake Chilwa</i>	<b>57</b>	<b>1</b>	<b>Hard working</b>
<i>Lake Malawi</i>			
<i>South (Mangochi)</i>	<b>58</b>	<b>1<sup>y</sup></b>	<b>Conflicts- Public relations</b>
<i>Central (Salima)</i>	<b>19</b>		<b>Promises -</b>
<i>Nkhotakota</i>	<b>11</b>		

The implementation phase has involved community entry and integration. As a **first step** in this phase part of the front line staff (Community Liaison Unit), particularly located in various fishing villages conducted series of meetings and discussions with fishers, stakeholders and other government officials to introduce and explain the concept of co-management. Participatory research was conducted as a **second step** to collect and analyze baseline data on the community and its natural resources through a resource and ecological assessment, a socio-economic assessment and institutional assessment. Traditional and indigenous knowledge were sought and included in the baseline data. The **third step** involved problems, needs and opportunity assessment through series of community meetings, interviews, surveys and group discussions. The **fourth step** has always encompassed the civic education and dissemination of information to fishing communities and government on issues pertaining to aquatic environmental issues.

As a **fifth step**, community core groups and organizations such as Fishermen's associations have been established in Lakes Malombe, Chilwa and Shire Valley. Such groups have been overseers of co-management activities and they have formed foundation for the co-management activities. The **sixth step** involved the development of objectives and strategies for the management and development plan including co-management agreement with the government (ACT). With technical and funding support from UNDP, GTZ and World Bank, the activities of management and development plan were implemented as the **seventh step**. For the purpose of interactive learning and feedback, monitoring and evaluation have been the central element of the overall aquatic management activities and

Planning and Monitoring Unit (PMU) based at Fisheries Headquarters has been on the driving seat. Indicators of success were also identified and agreed upon by all stakeholders in **step eight**.

### Post-implementation

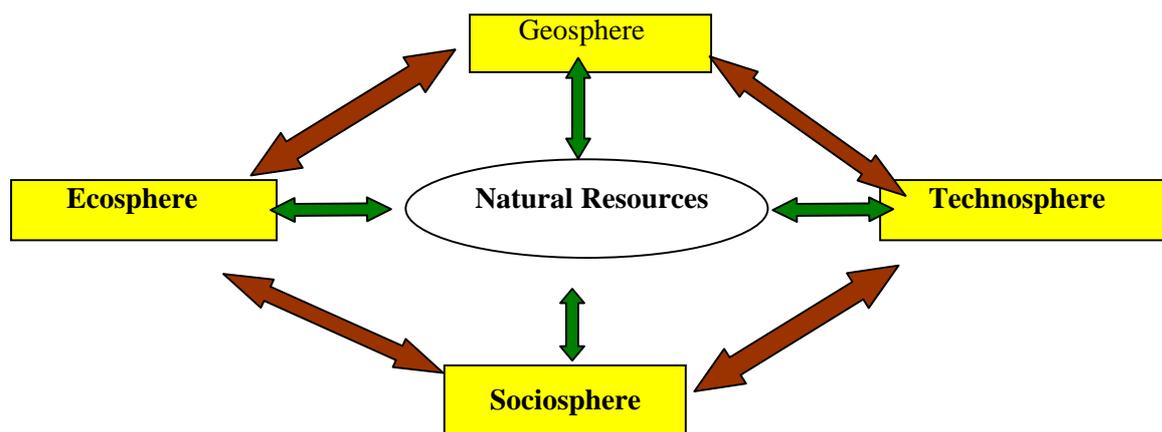
Activities set forth for the post-implementation phase included evaluation of the activities and adjustment of plans wherever appropriate. Wherever feasible, replication and extension had been earmarked to be undertaken.

### CBFC strategies

For the process of CBFC to excel, strategies were developed based on the project goal: “*Fisheries dependent communities to utilize their resources based on appropriate fisheries management systems*”.

The extreme diversity of the CBNRM approach makes the development of strategies very complex and crucial. Discussing sustainable CBNRM strategies needs some order in relation to time, space and complexity.

The four interrelated clusters: the geosphere<sup>1</sup>, the ecosphere<sup>2</sup>, the technosphere<sup>3</sup> and the sociosphere<sup>4</sup> (Figure 1) need to be considered when developing strategies.



**Figure 1: Structural relationships in the search for sustainable development strategies (Modified from *The Environment: towards sustainable Future 1994 Kluwer Academic Publishers*)**

<sup>1</sup> *environmental compartment and those parts, which are exploited because of past accumulations (minerals, fossil fuels)*

<sup>2</sup> *natural ecosystems and those parts, which exploited as renewable resources (soil fish forest)*

<sup>3</sup> *technical artifacts, producing capital stocks and consumer products*

<sup>4</sup> *human society and its members and their multitudinous cultural, political, social economic and psychological characteristics.*

### The present strategic objective

The strategic objective of the fisheries sector related to CBNRM emphasizes on the promotion of capture fisheries and aquaculture in order to create the capacity of the local communities. It stipulates the essence of conservation and management of fisheries resources for responsible utilization of fish stocks in Malawi.

## **Guiding principles**

- The involvement of the private sector and local communities is critical to improved management, conservation and sustainable utilization of Malawi's fisheries resources.
- Access for all Malawians and local communities to beaches to conduct their fishing, fish processing and trading shall be guaranteed.

## **Strategies from National Environmental Policy (NEP)**

Based on sectoral strategies in (NEP) three strategies appear to be compatible with CBNRM and these are:

- Give local communities adequate responsibility for the management of fisheries resources and strengthen the local management capacity.
- Accord greater attention to enforcement of fisheries laws and regulations, combined with a separate fisheries extension service that will collaborate with NGOs and other extension officers to promote community participation in fisheries management.
- Prepare in collaboration with other ministries and local communities a programme or enforcement of access to lake and contiguous beaches and riparian areas.

## **Some relevant strategies form Department of Fisheries work plan**

The Department of Fisheries, *inter alia*, has the following eminent strategies in relation CBNRM:

- Establish management Information System (MIS)
- Conduct target group in-depth studies on marketing, hierarchies and incomes traditional management
- Strengthen the capacity of local fisheries management authorities to enable them participate effectively in fish resource management
- Elaborate, together with local institutions, appropriate fisheries area-specific management plans (objectives, measures and regulations) in line with the Fisheries Act)
- Improve co-operation with NGOs and other institutions involved in CBNRM
- Conduct tailor-made courses and exchange visits for personnel and user communities
- Facilitate law enforcement to enhance compliance with regulations
- Support community based self help activities
- Conduct Fisheries Management related research
- Promote alternative income generating activities with specific regard to gender needs
- Implement other feasible management options such as sanctuary areas

## **Prevalent major issues**

Within the CBFC framework the following issues have been experienced:

- Open access
- Democracy and Governance
- Institutional Issues
- Information exchange
- Incentives/benefits

**Table 2: Critical sub- issues within each major issue**

<b>MAJOR ISSUES</b>	<b>CRITICAL SUB- ISSUES</b>
Open access	User or property rights Benefit sharing Management – migratory fish and fishers Trans-boundary management
Democracy and Governance	Devolution and empowerment Corruption Representation of BVCs and associations Gender
Institutional Issues	Management capacity Legal and policy framework Conflict resolution Coordination and Collaboration
Information exchange	Exchange visits Public awareness Public relations and communication
Incentives/ benefits	Fund raising Alternative businesses Communities development services

**Provisional action plan for CBNRM in the fisheries sector**

<i>Issues</i>	<i>Desired Outcome</i>	<i>Required Actions</i>	<i>By whom</i>	<i>Supported by</i>	<i>When</i>
<b>Open access</b>					
<b>User or property rights</b>	Promote user or property rights for BVCs	- Changes to legislation	DOF, MNRE, NGOs NARMAP DANIDA	DONORS	JUNE ONWARDS
<b>Benefit sharing</b>	Development of mechanism for equitable sharing	- Ensure fishers are aware of benefits due to them  - Consultations on benefit sharing options and plans	FISHING COMMUNITIES DOF BVCs	NGO'S	OCTOBER ONWARDS
<b>Management – IKS</b>	Incorporate IKS in CBNRM activities	- Assessment and documentation of IKS for the fisheries sector	FISHING COMMUNITIES DOF	NGO's	JULY- AUGUST
-Migratory fish and fishers	Area specific management	- Establishment of sanctuary areas	FISHING COMMUNITIES	NGO's DONORS	AUGUST ONWARDS

	measures adopted (sanctuary areas).	based on demand driven initiatives from fishing communities	DOF		
<b>Trans-boundary management</b>	Initiate and execute trans-boundary fisheries management programmes	<ul style="list-style-type: none"> <li>- Harmonize laws and regulations between Mozambique and Malawi for Lake Chiuta.</li> <li>- Establish forums for discussions and conflict resolution</li> </ul>	FISHING COMMUNITIES DOF NGO's	NGO's DONORS	OCTOBER 2001 MARCH 2002  WILL BE ONGOING
<b>Democracy &amp; Governance</b>					
<b>Devolution and empowerment</b>	Ownership, stewardship and management responsibility at grass root level	<ul style="list-style-type: none"> <li>- Participatory processes enhanced</li> <li>- Local institutional development and capacity building</li> </ul>	FISHING COMMUNITIES DOF	NGO's DONORS	ONGOING
<b>Corruption</b>	Responsible traditional leaders BVC members and fishers.	<ul style="list-style-type: none"> <li>- Transparency</li> <li>- Mutual law enforcement</li> <li>- Civil awareness</li> </ul>	FISHING COMMUNITIES ACB; DOF MEDIA	NGO's DONORS PRIVATE SECTOR	DURING CLOSED SEASON & ONGOING
<b>Representation of BVCs and associations</b>	Well representation of fishing community organization	- Democratic and participatory election of representatives	COMMUNITIES DOF	NGOs	ONGOING
<b>Gender</b>	Involve women in ALL phases of fisheries co-management activities	<ul style="list-style-type: none"> <li>- Affirmative action</li> <li>- Legal reform</li> <li>- Education</li> </ul>	COMMUNITIES ; DOF; MEDIA	NGOs DONORS DOF	JULY ONWARDS
<b>Institutional Issues</b>					

<b>Management capacity</b>	Local fishers enable to manage their own resources and the DOF personnel is organized	- Comprehensive training in business management and leadership styles	COMMUNITIES ; DOF; MEDIA LOCAL GOVERNMENT	NGOs DONORS DOF	ONGOING
<b>Legal and policy framework</b>	Decentralized legal and policy frameworks established	- Decentralization of fisheries resource use rights to local fishers	LOCAL AND CENTRAL GOVERNMENT DONORS	NGOs DONORS DOF	JANUARY 2001
<b>Conflict resolution</b>	Legitimacy and accountability instituted among fishing communities	- Train BVCs on how to resolve intrinsic and extrinsic conflicts	COMMUNITIES ; DOF	NGOs DONORS DOF	ONGOING
<b>Coordination and Collaboration</b>	A local networking for Fisheries Board, Fisheries associations and other CBOs established	- Support fishing communities in the development of associations	COMMUNITIES ; DOF; NGOs	DONORS	OCTOBER-DECEMBER 2001 ONGOING
<b>Information exchange</b>					
<b>Exchange visits</b>	Develop participatory processes and mechanisms through SRA(See, Reflect Act) approach	- BVCs and Associations' representatives to travel on study tours within the Southern Africa Region	COMMUNITIES ; DOF; NGOs	DONORS PRIVATE SECTOR	AS FUNDS ARE PERMISSIBLE
<b>Public awareness &amp; Public relations and communication</b>	Effective and efficient information flow amongst fisheries and other stakeholders	- Identify and develop feedback mechanisms  - Incorporate aspects of environmental education	COMMUNITIES ; DOF; NGOs	DONORS PRIVATE SECTOR	JUNE 2001 AND ONGOING

Incentives/ benefits					
<b>Fund raising</b>	Establish operational and desired mechanisms for initial funding and sustainable financing.	- Establish BVC and Association funds	COMMUNITIES DOF	NGOS; PRIVATE SECTOR; DONORS	NOVEMBER ONWARDS
<b>Alternative businesses</b>	Fishers' knowledge on small-scale business upgraded.	- Develop entrepreneurial skills and consumer oriented standards	COMMUNITIES DOF; NGOs	NGOs; PRIVATE SECTOR; DONORS	OCTOBER ONWARDS
<b>Community development services</b>	Fishing communities are empowered to initiate, execute and monitor development activities	- Strengthen community legal entities (BVCs) in order for them to initiate development micro projects	COMMUNITIES DOF;NGOs	NGOs; PRIVATE SECTOR; DONORS	OCTOBER ONWARDS

### Further References

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## **PAPER 4**

### **Developing CBNRM Planning and Implementation Tools**

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## **Abstract**

CBNRM is viewed as synonymous with decentralized environmental management and an integral part of decentralization. Authority is devolved to the lowest appropriate level and communities are empowered to plan and implement their own actions. The District Development Planning tools therefore apply to CBNRM. Elaboration is made of the participatory processes for preparation of State of the Environment Reports and Environmental Action Plans and the process of community preparation of micro-projects.

### **1.0. Background**

Based on the assumption that CBNRM and decentralization are inextricably linked, decentralization of environmental management brings CBNRM one step closer to reality. Based on the Local Government Decentralization strategy (OPC, 1998) and the Environmental Affairs Department (EAD) draft Strategy for Decentralized Environmental Management (DEM) (EAD, 2000), this paper aims to elaborate on the CBNRM planning and implementation tools described in the Strategic Plan for Malawi (COMPASS, 2000b).

To ensure communication is in a common language, a number of definitions adopted for the purposes of this paper, are presented in Appendix 1.

### **2.0. Strategic Considerations**

The strategy for developing CBNRM planning and implementation tools would have to be based on existing legal and policy provisos, embedded in the existing national environmental framework. The key considerations, as highlighted in the National Environmental Policy and Act, Decentralization Policy and Act, National Environmental Action Plan (NEAP) and the Environment Support Programme (ESP) are as follows.

#### **2.1. The Decentralization Policy and Local Government Act:**

- a. CBNRM is an integral part of decentralization.
- b. The tools used by Local Government to promote popular participation in decision making and planning, equally apply to CBNRM and must therefore conform with the District Development Planning (DDPs) system.

The tools described in the District Development Planning Handbook (OPC, 1999) and the Village Action Plan Manual (LGMP, 1998) and subsequent revisions (2001), apply to CBNRM.

#### **2.2. The National Environment Policy and Environment Management Act:**

- a. CBNRM can be considered synonymous with DEM.
- b. CBNRM should be mainstreamed in the role (ie. TORs) of national, district, area and village environmental management institutions and administration.
- c. CBNRM is an integral part of the District Assembly's State of the Environment Reports (SOER) and District Environmental Action Plans (DEAP). The synthesis of all districts shall become merged in the NSOER and NEAP.
- d. Investments in CBNRM should be reflected in the Environmental Support Program (ESP) and implemented through community environmental micro-projects.

The tools for SOERs and EAPs, described in the Decentralized Environmental Management (DEM) Manual (EAD, 2001 a, b and c.), apply to CBNRM.

### **2.3. Poverty Reduction Strategy Paper (PRSP)**

- a. CBNRM plans are to be incorporated in the DDP and amalgamated in the PRSP, through the ESP. They will become the guiding foundation documents providing the basis and framework for all government interventions and investments at community level.

The PRSP includes tools for consultative processes to identify poverty reduction strategies and to compile responsive sector investment plans in an action plan format (See Table 1).

### **2.4. Guiding Principles for CBNRM**

Some of the guiding principles for CBNRM which are important to the planning process are, in brief described below (adapted from COMPASS, 2000a):

- a. Communities should be the prime beneficiaries and take the lead role, actively participating in identifying, planning and implementing CBNRM activities.
- b. CBNRM activities should be managed by democratically elected institutions or committees linked to the local authority.
- c. Communities must develop clearly defined constitutions for their CBNRM institutions and establish by-laws through local government for CBNRM in conformity with national policy.
- d. User groups and boundaries must be clearly defined with clear rights of access, lease or ownership.
- e. Natural resources should be treated as economic goods and any intervention should be seen to have tangible, value added benefits to communities.
- f. CBNRM programs must be gender sensitive, promote equitable sharing of costs and benefits and be supportive of community priorities.

CBNRM planning and implementation tools would have to take the above into consideration. In addition, recent revisions of some of the NRM sector policies have included reference to CBNRM and support the creation of CBNRM institutions (ie. notably: community fisheries, forestry, wildlife, etc). A few guiding principles which would influence CBNRM planning and implementation tools, include:

- a. The NEAP (1994) identified that the nexus to environmental degradation in Malawi is poverty and illiteracy. CBNRM strategies should therefore not only aim at the sustainable management of the status quo of ecosystems, (ie. cropping according to sustainable maximum yield), it should seek out sustainable economic benefit streams that offer incentives to the user to diversify into alternative, value added uses or husbandry practices (Figure 1). CBNRM strategies would have to introduce to the resource user knowledge of “best practices” or alternative livelihood strategies so as to take pressure off the resource.
- b. CBNRM planning and implementation tools would have to be simple, easily understood, allowing for local, decision-making processes and transfer of ownership.
- c. Husbandry of the resource is one option capable of sustainable enhancement of production. To maintain the needs and pressures of growing human populations, implementation of CBNRM needs to bring about change in community behaviour. Communities need to change from present practices of subsistence through foraging or collecting from natural resources (ie. hunter/gatherer scenario). There is a need to move a socio-economic step forward to the next stage in evolution of husbandry systems (i.e. the active farming of resources so as to enhance productivity) (see Figure 1 and Appendix 1). Tools will be required for technology development and transfer, for communication and implementation of these “best practices” (see Strategic Action 5 of the proceedings).
- d. CBNRM is not an over-night phenomenon. Any strategy would require a gradual progression allowing transformation from the current situation of state control, towards increased community management and policing. In the implementation of a CBNRM strategy, there will be gradual progression through varying degrees of co-management. Steps taken by the state to gradually shed

more and more of its shared responsibility will eventually build community capacity and empowerment so that CBNRM is fully achieved (see Figure 2 and Appendix 1). Co-management tools will be needed for planning and implementation.

- e. Not only must CBNRM become an integral part of all policies and acts concerned with the management of natural resource sectors (see Strategic Action 2 of this proceedings), it must also become an integral part of the national environmental planning framework. Community plans must be consolidated into the District Development Planning System (DDP), compiled into Sector Investment Plans (SIPs), notably the Environment Support Program (ESP) and be aggregated into the Poverty Reduction Strategy Paper (PRSP) (see Figure 3a and b). Planning tools will be required whereby CBNRM enters the mainstream planning process.

### **3.0. Justification for the Strategic Choices**

#### **3.1. Co-management vs CBNRM**

Most natural resources in Malawi are state owned and have largely been state regulated for the benefit of all present and future generations. However, in recognition that management initiatives that do not involve the resource users, are not sustainable, CBNRM strategies aim to place responsibility for resource management at the lowest appropriate level. A spectrum of co-management options emerge (Figure 2). Essentially, the current situation of 100 % state management of resources, should gradually give way to progressively more resources coming under varying degrees of joint management between state and user, until eventually, for some resources, the community is 100 % in control and is adopting some form of husbandry system (Figure 1). Empowerment to achieve this would take time.

#### **3.2. CBNRM and Decentralization:**

Decentralization is the transfer of power for administration and management from a central level to a lower, more appropriate, district and/or sub-district level. It strives, through consultative processes and popular participation to empower communities to become pro-active in the planning and decision making process of development. CBNRM is therefore one of the ultimate goals of decentralization of environmental management.

Strategic objectives to achieve CBNRM would be to ensure that the emerging local government structures at District Assembly, Area Development Committee (ADC), Wards and Village Development Committee (VDC), provide a logical institutional anchor point for all development interventions, including community based organizations. Environmental management therefore must become mainstreamed into the role of local government, establishing appropriate mainstreamed fora where communities can feed-back, go to lobby for rights of access or tenure, co-management status, for advocacy, for by-laws and for inputs.

#### **3.3. The District Development Planning Framework and CBNRM**

The stages in the DDP system are illustrated in Figure 4. Community participation is an essential part of the DDP process. In the DDP cycle, the steps from situation analysis, preparation of a district socio-economic profile culminating in a District Development Planning Framework (DDPF) is synonymous with the Environment Management Acts process for SOERs (see Appendix 1 definition). SOER is a process that identifies environmental concerns, problems, needs and gaps and leads to the formulation of appropriate development objectives and strategies. These are expressed in the District Development Planning Framework. Likewise, the identification of mitigating actions, development options and formulation of the DDP, for the environment sectors, is synonymous with the DEAP (see Appendix 1 definition). Thereafter, DEAPs are implemented through community based environmental micro-projects and an element of participatory M&E is involved. In other words, SOER and DEAPs are NRM parts of the Socio-economic Profile (SEP) and the DDP. The tools as developed for the DDP cycle equally apply to CBNRM (OPC, 1999).

In so much as the DDP process is consultative and community based through VAPs, so does community SOERs and EAPs become the main planning tools of CBNRM.

### **3.4. The National Environment Management Framework and CBNRM**

The framework document, the National Environmental Policy of Malawi, recognizes the importance of CBNRM and calls for “national, regional and district development plans to integrate environmental concerns, in order to improve environmental management and ensure sensitivity to local concerns and needs”.

More specifically, the Environment Management Act requires that, “the District Assembly, through participatory consultation of stakeholders, shall prepare State of the Environment Reports (SOER) in the district every two years”. In addition, District Assemblies shall “prepare every five years, a District Environmental Action Plan (DEAP), to mitigate against identified priority environmental problems”.

In anticipation of decentralization, the Environment Management Act placed the obligation for SOER and EAP preparation and implementation at the district level, and lower. Ultimately, community based plans feed upwards through the VDC to ADC to the Assembly where they become part of the DEAPs. DEAPs are aggregated into the NEAPs and finally into sector investment programs (ie. the Environmental Support Program, ESP). These are consolidated into the national Poverty Reduction Support Program (PRSP), the umbrella document for all national plans (Figure 3a and b). The SOERs from communities, VDCs, ADCs and DSOERs similarly aggregate into the NSOER and become the M&E tool of the NEAP, reported to parliament every year. CBNRM planning and M&E tools mainstream into this framework.

## **4.0. Strategy for Developing CBNRM Planning and Implementation Tools**

### **4.1. Strategic Objectives**

To empower community participation in the local, district and national DEM planning process such that CBNRM becomes an integral part of all district and national policies, plans and development initiatives.

### **4.2. Expected Strategy Outputs**

Expected outputs from a CBNRM strategy would include tools to mainstream CBNRM in the national and district environmental management framework, notably:

- a. Institutional framework for DEM, ESP and the PRSP mainstream CBNRM in their TORs.
- b. Participatory planning tools for community involvement in SOER, EAPs and ESP allowing consolidation at all levels (ie. from CBO, VDC, ADC, DA and national).
- c. Implementation tools in place to implement EAPs through community interventions.
- d. Participatory, community M&E tools integrated into the DDP, ESP and PRSP system.

### **4.3. Strategic Actions**

CBNRM planning and implementation tools for CBNRM, have been listed in brief, as a guide to the vision for the future (Table 1).

#### **4.3.1. Output 1: Institutional Framework Tools for CBNRM:**

- a. The institutional framework for DEM strengthened.

The national institutional framework (Figure 5) is the overall decision-making chain of command. CBNRM planning tools must be mainstreamed into the terms of reference of all the institutions concerned with DEM (ie. PCE, NSC, NCE, DESC, DA, ADC, etc).

- b. Harmonization of NRM, Local Government and Environment policies and acts to explicitly include CBNRM.

Policy provides the overall guide to planning. The National Environmental Policy and Act are over 5 years old and in need of up-dating. DEM must be included and made harmonious with the Local Government Act. To be added are recent changes in CBNRM as elaborated in other NRM Sector policies (see Strategic Action 2 of these proceedings).

- c. CBNRM included in all international protocols and conventions.

International conventions help shape national policy. Committees tasked to oversee international conventions and protocols are to adopt international tools to facilitate that CBNRM stakeholders actively participate in the process.

- d. Build capacity in DEM and its PRA toolbox.

Training skills in CBNRM tools would be needed at all levels. Outreach staff in GOM, NGOs, CBOs and private sector require capacity building in the CBNRM toolbox.

#### **4.3.2. Output 2: Participatory Planning Tools**

The following tools are based on the assumption that these tools will logically be used by communities and by default are an automatic part of the DDP. The process needs to be systematic and controlled so that community decisions can be made on an informed basis and not influenced by vested interests. Access to information would be the key to successful planning.

- a. District State of the Environment Reports (SOERs), produced.

The SOERs PRA tools (EAD, 2001a) would apply to help communities to identify trends or historic time lines, mapping changes, highlighting priority environmental problem areas and ranking “geographic hot spots”. A Development Framework should emerge which is placed before the Assembly to guide political decision-making.

- b. National State of the Environment Reports (NSOERs), produced.

DSOERs, are compiled into the National SOER (NSOER). A NSOER summary is placed before parliament every year. SOERs therefore become a powerful tool for communities and local administration to use to lobby decision-makers and politicians at all levels, all the way up to Parliament, to seek remedial action to environmental concerns.

- c. District Environmental Action Plans (DEAPs) produced.

DEAPs, in the years to come, are more than likely to be a compilation of ADC EAPs, prepared through participatory processes, by community investigation of root causes of the problems and developing consultative action plans, which are then integral to the DDP.

- d. National Environmental Action Plans (NEAPs) produced.

DEAPs are compiled into the NEAP. The NEAP becomes the basis for guiding sector investments, for up-dating the national Environmental Support Program (ESP) and the PRSP.

The EAPs are also a vehicle for budgetary requisition to a higher level, and an instrument to source government, donor or NGO support. The NSOER becomes the national monitoring tool of the impact or otherwise of the NEAP (Figure 3b). The long-term vision is that, the SOERs and EAPs shall become the main tool for community groups to plan their CBNRM activities as well as for environmental monitoring and reporting. The SOERs and EAPs are powerful tools for communities to draw attention to their plight, to lobby for support at the highest appropriate level.

#### **4.3.3. Output 3: Community EAPs implemented:**

**Every action in an EAP can be translated into an environmental micro-project. A Micro-project is an activity to be carried out by a community to mitigate against the root cause of a perceived problem. The community owns the project from conception to completion and are responsible for the maintenance and upkeep after the project.**

#### **4.3.4. Output 4: Participatory M&E of DEAPs/NEAPs/ESP**

##### **a. M&E of ESP and NEAP.**

Malawi initiated a NEAP in 1994 and an investment plan, the ESP in 1998, however, there has never been a systematic approach to monitor the implementation of either of these. Tools, such as a NEAP checklist and ESP checklist, would assist to assess progress.

##### **b. M&E of DEAPs and Community EAPs.**

As for the DDP, for CBNRM, all plans would probably be in a logical framework approach (LFA) for which there shall be objectively verifiable indicators of success (Table 1). A result based M&E framework should emerge to allow communities to monitor performance and achievements against indicators. In the first instance, the DEAP could be made into a checklist of events against which performance indicators can be measured. This should allow the DEAP to dovetail into the NEAP and eventually the PRSP M&E tools. Consolidation of indicators would provide appropriate knowledge to the different layers of management. The M&E would also allow for feedback through the political and peer review system

##### **c. M&E of Micro-projects.**

The tools as described in the DDP Handbook (OPC 1998), equally apply to CBNRM.

## **5.0. The Way Forward**

Recognizing that CBNRM is at the opposite end of a spectrum of co-management options which currently prevail in Malawi, it is important that CBNRM become mainstreamed into all development initiatives involving natural resources. It would be wise for Malawi to avoid the expensive to “re-invent the wheel syndrome”. The nation is on the threshold of embarking on decentralization. Acknowledging that CBNRM is synonymous with current trends in “decentralized environmental management”, any CBNRM strategy to succeed should therefore integrate closely into the institutions of decentralization and District Development Planning system.

Advocated in this paper is the adoption of DDP tools and institutional for a. This includes, DSOERs, DEAPs, environmental micro-projects and DDP M&E tools, all of which permit a large degree of community participation. Ideally, mainstreaming these tools into the national CBNRM strategy will mean that community needs shall ultimately be consolidated and presented in the NSOER and the NEAPs. They will become aggregated into the ESP and finally consolidated into the PRSP, the national instrument for funding and, hopefully the future basis upon which District Assemblies are likely to be allocated resources.

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## Appendix 1: Common Definitions

**Community:** an assemblage of different stakeholders who share common resources.

**CBNRM:** Community based natural resource management implies, full participation at the lowest appropriate level in the planning and management of natural resources, with clear tenure and access rights and empowerment to enforce local by-laws and sanctions in conformity with national policy and legislation.

**CBNRM Systems:** Natural resource use categories are influenced by the degree of human intervention varying according to population pressure, cultural and socio-economic development. It is possible to cluster human interventions in an evolutionary progression and four fundamental husbandry system types emerge (see Figure 1), notably:

- a. **Hunter/Gatherer:** Man relies on natural productivity of the ecosystem and simply forages for his needs. Production levels are low, based on primary production.
- b. **Ranching:** Pressure on resources from human population growth requires that man extracts more from the ecosystem and by simple interventions, such as stocking and protection, man is able to enhance natural processes, increasing production.
- c. **Pasture:** Human population growth increases beyond the levels sustainable by natural processes. Man must now boost primary production so as to survive. An example would be the use of fertilizers to enhance grass in pastures for cattle.
- d. **Feedlot:** Continuing growth in human population will reach a point where natural processes can no longer sustain the demand for food. At this point all productivity is artificially regulated by nutritional inputs, genetically controlled stocks, etc.

Any strategy for CBNRM must therefore first assess the current system of resource use and adapt a planned approach to move the resource users towards the next stage in this natural progression. In Malawi, most natural resource use patterns are at the hunter/gatherer stage. The next step would be to introduce some form of husbandry or farming system to ensure sustainable resource use.

**Environmental Action Plans (EAP):** An EAP can be defined as an activity plan designed to mitigate or overcome the root cause of a problem or environmental concern that was identified in the SOER. The EAP contains elements of what is the problem, its cause, solutions or actions how it shall be overcome, outputs expected, by whom, by when and what resources are required (see Table 1, a PRSP Action Plan).

The preparation of EAPs is through the application of PRA tools and it can be prepared at all levels from community, VDC, ADC and DA.

**Environmental Micro-project:** A set of related activities initiated and implemented by a community to mitigate environmental problems and achieve sustainable management and utilization of local natural resources.

**Natural Resources:** are defined as land, air, water and space, each providing a habitat for the survival of various flora and fauna in established ecosystems.

**NRM Sectors:** represent ecosystem types generally clustered according to the different natural resource management or user strategy. Several groupings emerge, classified as: forestry, fisheries, wildlife, mining, energy, agriculture, water, human habitat, etc.

**State of the Environment Report (SOER):** The SOER is defined as a compilation of information that allows the identification of historical trends in natural resources which can be depicted graphically in terms of trend lines or spatially in terms of maps. The information can be based on data collected at field level or can be from the use of memory recall of the target audience. Either way, the objective is for planners at all levels (ie. community based, VDC, ADC, DA and national) to be able to identify environmental hot spots, prioritize sector issues, determine the underlying causes and formulate a strategic objective to overcome the problem. This is then presented in the form of the DDPF (Figure 4).

In view of the complex nature of the environment, to ensure a holistic analysis, one of the best tools is a NEAP checklist for focused group discussions. This would allow the community a chance to examine each sector in turn, identifying areas of concern to them and ranking major environmental issues. Time lines and natural resource mapping are tools used to better illustrate the community concerns.







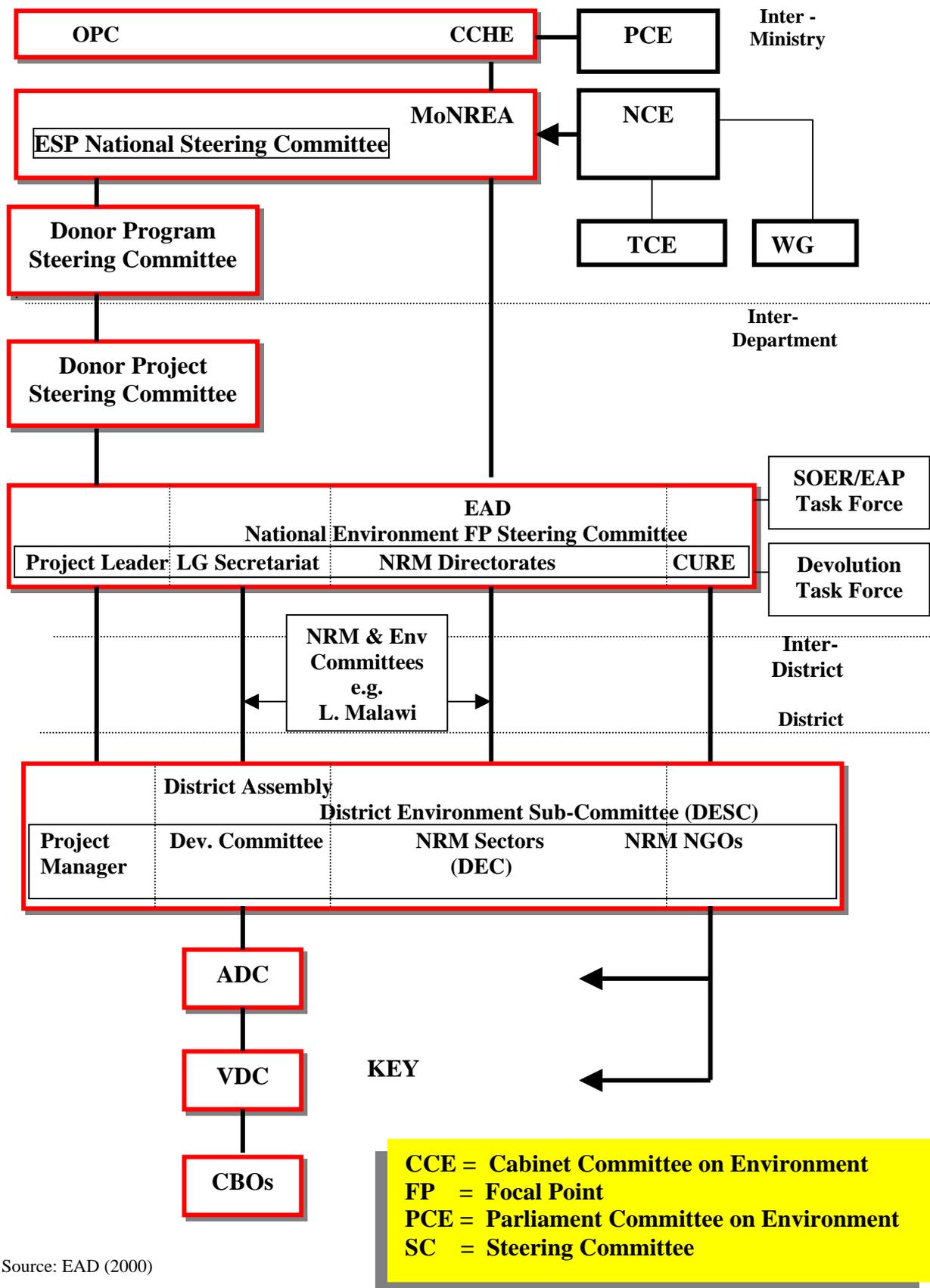




**Figure 4. SOER and DEAP in relation to District Development Planning System**



Figure 5. Institutional Framework for the Co-ordination of Environment Management



Source: EAD (2000)



## **PAPER 5**

### **Providing strategic implementation support in CBNRM**

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and Daulos Mauambeta (Wildlife Society of Malawi)**

**Paper presented at the First National Conference on  
Community-Based Natural Resource Management in Malawi**

**held at Ryall's Hotel, Blantyre from 16<sup>th</sup> to 18<sup>th</sup> May 2001  
organized by the National Council for the Environment's CBNRM Working Group**



## Providing strategic implementation support in CBNRM

### Introduction

This paper briefly outlines the evolution of natural resource management in Malawi and origins of Community Based Natural Resource Management approach. It goes on to describe what constitutes CBNRM and discusses some examples of CBNRM practices in Malawi. The paper draws lessons learnt from the various CBNRM practices and puts up recommendations on providing strategic implementation support to communities for an effective and sustainable CBNRM.

### Historical origins of CBNRM in Malawi

It should be noted at the onset that local people in Malawi, have always lived in close proximity to the natural environment, and that nature is, in a real sense, a crucial part of their heritage. Hunting and the gathering of products from the woodland - firewood, poles, thatching grass, medicine, mushrooms - play a fundamental role in the everyday life of rural people in Malawi. There were traditional systems in Malawi which were responsible for managing natural resources for decades before European colonization. Then, communities co-existed with nature.

However, after colonization, traditional systems were weakened to the point that communities lost control of land tenure to give way to protected areas and usufruct rights of natural resources. Policies were put in place that made it difficult for communities to access those natural resources.

After the British colonization, natural resources (including forestry and wildlife) conservation in Malawi has essentially passed through four distinct phases, namely:-

- an initial phase (1895-1930) of "game preservation" when the hunting of game animals was the preserve of a European "sporting" elite.
- a second phase (1930-1960) when game reserves were established but sport hunting remained an essential concern of government, coupled with a strong emphasis on crop protection and the eradication of the offending mammals.
- a third phase (1960-1990) when sports hunting declined and viable game sanctuaries were established, with a tourist clientele. Unfortunately, protected areas in Malawi can be described as areas "Surrounded by people who were excluded from the planning of the area, do not understand its purpose, receive little or no benefit from the money poured into its creation, and hence do not support its existence" (Adams and McShane 1992; XV). This could be the reason why there are still many environmental problems in Malawi. Africa, according to many commentators is facing "environmental bankruptcy". It is "dying" through ill-advised attempts to modernize itself, and such development has led to famine, soil erosion, desertification, and ecological degradation. Africa is held to be in "crisis", and on the brink of ecological collapse (Timberlake 1985). While this view might be true, it is because of the many bad policies that were put in place that led to alienation of local communities from active participation in conservation activities.
- a final 1990-to present phase: recognizes that natural resources (wildlife and forestry, etc.) protection geared solely to the generation of foreign exchange and to the aesthetic enjoyment of rich overseas tourists - and to the detriment of the well being of local people - is highly problematic. It is a strategy that is not conducive to the long-term conservation of natural resources, whose survival is ultimately in the hands of local people (Brian Morris, unpublished). In such circumstances, Bell (1987: 90) advocates a more flexible and liberal approach to conservation, one that aims to reduce the conflict between short-term individual interests, and long-term communal needs, and which seriously takes into account the needs of local communities, and the unequal benefits and costs of conservation. This can be described as the current Community Based Natural Resource Management (CBNRM) approach.

## **Community Natural Resource Management (CBNRM)**

CBNRM is a decentralized approach which empowers communities to manage their natural resources through self actualization in decision making processes; economic empowerment through direct benefit, and through having clear tenure and legal mechanisms.

The CBNRM approach ensures that the benefits derived from conservation are directed more towards the needs and well being of local rural communities. In this way "Conservation will either contribute to solving the problems of the rural poor who live day to day with wild animals and plants, or those wild and plants animals will disappear if the local people do not see a direct benefit of conservation" (Adams and McShane 1992: X1X).

The approach also ensures that communities make their own decisions on natural resources management issues.

CBNRM enriches communities with total ownership and user rights of natural resources.

Finally, in CBNRM, local communities have legal mandate, equal financial power and opportunities to assist the state where it lacks sufficient resources or capacity to deal with local level natural resource management issues. In this case, state policies create an enabling legislative framework that allows local communities, through by-laws or other provisions, to manage their own resources, or undertake programs on behalf of the state.

Most of the International and national policies recognize the important role rural communities play in natural resource management. This is the essence of CBNRM.

### **CBNRM Experiences in Malawi - successes and failures**

The 1990's have seen ad hoc implementation of CBNRM activities and projects in Malawi. Such projects and activities have also varied in their implementation approaches. These variations have led to some CBNRM activities being successful while others have failed totally. In both cases, the experience gained and lessons learnt are valuable enough to help shape the future of CBNRM activities in Malawi. Here, we draw attention to five examples of CBNRM projects, looking at their origins and implementation approaches, and whether they were successful or failed.

#### **Fisheries management through Beach Village Committees**

The idea of BVC's originated at Mbenje Island in Nkhotakota. Here, it has been a tradition to close and open fishing seasons to enable the fish to breed and multiply. The fishing community had a common vision, knowledge and experience. They knew that at the end of the closing season, they would generate immediate economic benefit, which every community member would gain. The system was a success. Because of this success, the Fisheries Department adopted and replicated this model to more areas along Lakes Malawi, Malombe and Chiuta.

The practical idea of BVC is working on the ground. However, not all fishermen comply to regulations due to inadequate awareness, weak by-laws since by-laws are formulated around themselves with less punitive measures; some communities have developed resistance to change bad attitudes, and the quest for immediate financial benefits. In certain cases where the Department of Fisheries has initiated BVCs, there has been conflict between government officials and local communities. The beach village concept though very good, is being undermined by the trans-boundary conflicts between the beach village committees and the fishermen from Mozambique. The fishermen from Mozambique do not recognize the by-laws set by the beach village committees in Malawi.

Many fishermen, as the way forward to sustain their fishing business, are favoring the system. The idea of the VBC has its origins from the communities themselves hence easy to follow traditionally. Katerere (1999) referred to such an approach as Organic CBNRM.

### **Bee Keeping Project (Bee Keepers Association of Malawi)**

The German Agency for Technical Cooperation in conjunction with the Department of National Parks, initiated a Bee Keeping Project around Nyika National Park in the early 1990's. In considering sustainability issues of the project, Beekeepers Association of Malawi (BAM) was put in place charged with the responsibility of marketing and selling bee products such as honey. Unfortunately, BAM died a natural death after some greedy BAM official stole money meant for the members. Here, the CBNRM failed because of individualism and greed of certain individuals. There was no benefit sharing as money went to an individual leading to frustrations. While communities were assisted with materials and other technical issues, the idea was imposed on communities, and the communities never had common vision of the project. The communities were not involved in policy or project planning formulation processes. This type of approach has been termed Imposed CBNRM (Katerere, 1999).

### **Lipangwe Organic Manure Demonstration Farm**

The idea of LOMADEF started with an individual in Ntcheu (Ntonda area) to do organic farming using locally available manure. This was initiated at the village level. The lone individual managed to win the hearts of many that appreciated and admired the results of his work. Indigenous seeds were raised and kept for replanting. The Indigenous Knowledge Systems yielded very good results up to the extent that a Community Organization was formed under the name of LOMADEF. Its community-based approach enabled the organization to attract donor support and extend its activities to many villages within Ntcheu (Ntonda area), Balaka, Mangochi and Machinga. However, LOMADEF landed into problems due to both internal and external factors related to organizational growth. The internal institutional problems were more pronounced to an extent that the donors pulled out their resources and the institution split into two organizations hence weakening LOMADEF. LOMADEF's community based approach was very profound but the institutional such as 'the founder syndrome, financial management, cultures and core values of the organization led to its downfall.

### **Freedom Gardens of Dr. Chinkhuntha**

Dr. Chinkhuntha initiated his farm after his retirement in Dowa District. As an individual, he has practiced organic farming using locally available resources. He also ensured that his land was secured of tenure by obtaining the land title. He works on the farm as an entrepreneur and for his livelihood. The factors of use of local resources, secure land tenure and business spirit has made Freedom Gardens a model of one of the best CBNRM practices in the country.

### **Sustainable Management of Indigenous Forest Project**

This project was initiated by the Wildlife Society of Malawi in 1996 after noting worsening environmental degradation in Mwanza East. The project started with a need assessment using participatory project planning through use Participatory Development Methods such as Participatory Rural Appraisal (PRA). Awareness and mobilization of communities and formation of institutional structures such as Village Natural Resources Management Committees (VNRCs), Local Steering Committee (LSC) and National Steering Committee (NSC) followed this. Later communities went into identification of project activities such as demarcation of Village Forest Areas, Individual Forest Areas and Institutional Forest Areas and other activities. As of now, communities are preparing land use plans, conducting Forest Inventory / and other researches, preparation of forest management plans and preparation of Village Forest Area by-laws and Contracts. Considering root causes of environmental degradation in the area, a number of income generating activities were developed such as bee keeping, guinea fowl rearing and fruit juice processing and marketing. To make sure that there

is equitable direct benefit sharing, the communities established a Village Development Fund and Benefit Sharing Mechanism.

Since its inception in October 1997, the project has had some remarkable achievements worthy noting, among others are increasing participation/ involvement of community members (men, women and the youth) in project activities. 75% of the beneficiaries are women and children. More areas being set aside as forest areas / wood lots by local communities. Decreasing trend of charcoal / fuel wood production in areas where illegal charcoal / fire wood production was a major activity. A well-defined institutional structure for sustainable project management has been put in place and is working successfully. The project consists of a National Steering Committee (NSC), a Local Steering Committee (LSC), Village Natural Resources Management Committees (VNRCs), and several Interest Groups (Clubs) which implement different project activities. There has been a shift in attitude by the communities in their perception of natural forests. Much as they know that natural forests were provided by nature, they are coming to realize that continued availability of natural forests entirely depends on their attitudes and conduct towards them. Most people are now refraining from careless tree cutting and instead they are planting their own trees. Several alternative income-generating activities have been identified and are currently operational,

This CBNRM approach, therefore, is linking the poverty alleviation objectives with those of sustainable natural resource management approach. The approach is empowering local people with income generating activities and ensuring supply of forest products and sources of jobs and income. In addition, communities are improving their natural resources and the environment.

However, the project has some challenges, namely:-

Inadequate understanding of a minority group who still continue to cut down trees illegally because positive attitude change takes time.

Inadequate community empowerment especially in areas of marketing, financial management and household food security.

Political interference especially where it concerns power and benefit sharing of proceeds accrued from charcoal sales.

### **Reasons for success and failure of some CBNRM Practices**

#### ***Reasons for success***

Ownership of the project: Individual activities have been more successful than those operating as groups have. Within a group, differences occur quite often. Where group CBNRM have been successful, a lot of investment has been done in terms of team building, collaboration, and there has been no competition amongst members.

Common Vision: With proper participatory project planning and implementation processes, community members have a common vision and see the issues from the same angle. Here communities provide inputs into the process of project planning and policy issues.

Conducive / supportive policies and legislation:- These have favored the implementation of CBNRM initiatives in Malawi and other countries in the region.

Decentralization and democratization processes: The decentralization and democratization processes underway in Malawi have also encouraged communities to formulate by-laws for managing their natural resources. Decentralization and democratization has actually led to rural transformation as evidenced by two radio programmes (*Fumbi Ndiwe Mwini* and *Kathu Khama*) aired on the Malawi Broadcasting Cooperation (MBC Radio 1).

Benefit generation and sharing:- Natural resource management issues are long term investments. Therefore, any CBNRM approaches that yield immediate direct benefits to communities have tended to succeed.

Community empowerment:- this includes providing to communities proper knowledge, attitudes, skills and experiences to enable them address a number of issues, providing financial and technical inputs to enable them get started, and instilling in the communities a sense of ownership and team building spirit.

### ***Reasons for failure***

Parallel professionalism, competition and limited coordination:- There are just many extension workers sending conflicting messages to the same community members. This creates unnecessary competition amongst extension workers and professionals. This leads to waste of resources as there is a lot of duplication of efforts. Government fails to recognize its potential in terms of its structure at grassroots level.

In adequate policy implementation support by Government:- Grassroots support for community natural resource management is very weak because field extension workers' potential most of the times are neglected by top level management.

Inadequate credit facilities and financial resources to support CBNRM activities:- Most of the CBNRM programmes are equated to construction projects in terms of funding (normally one year funding and yet natural resources such as trees take more than three years to mature). There is also limited technical and moral support for continuity of the CBNRM initiatives.

Individualism, corruption/greed and personal interest at all levels of the society.

Lack of common vision especially communities do not participate in any project or policy formulation processes.

Lack of benefit sharing mechanisms or no benefits generated at all.

No clear tenurial rights (ownership and use).

Weak institutional capacity and negative attitude towards natural resource management by both communities and the change agents.

### **The Way Forward - Lessons Learnt and Recommendations**

CBNRM should uproot root causes to natural resource degradation: In this paper, poverty among communities practicing CBNRM means lack of financial and material resources, lack of information on which to base decisions, lack of commitment amongst the communities to make their own decisions about their own welfare and many others.

- Traditional Systems: CBNRM practitioners should recognize the existence of traditional land tenurial systems and their associated indigenous knowledge systems and how these impact on CBNRM.
- Direct benefits: direct immediate benefits to community members will improve CBNRM practices and conservation of natural resources. Immediate benefits are boosters in CBNRM programmes.
- Ensure full community empowerment processes for sustainability: there should be deliberate attempts to strengthen local level institutions to take over project through forming associations which could develop and market own natural resource based products and provide tangible benefits to the communities.

- Information dissemination and awareness: knowledge is power. Therefore, information should be passed to the intended beneficiaries so that communities can make informed decisions.
- Strengthen coordination, collaboration and limit competition amongst various actors in CBNRM.
- Government institutional review and reorientation: there is need to inject flexibility in the government structure. Despite the various policy changes, the government structure is still not conducive for community based natural resources management. There is need for total review of the government structures as well as reorientation of change agents in terms of attitudes, roles and responsibilities.
- Donor conditions and interests: many a times, more financial resources are used up in review teams, missions, technical assistance.
- Trans-boundary natural resource management policies: rural people living in the border districts or villages need to be informed of the trans-boundary policies that are governing the management of shared resources such as forests, wildlife, fish resources. If possible, a mechanism needs to be found to allow communities that have a cross border shared resource jointly develop management agreements and by-laws.
- Clear exit strategy: where communities are assisted, a clear exit strategy must be put in place for the communities to be stand on their own.

### **Concluding Remarks**

Community Based Natural Resource Management approaches can only succeed if communities are supported there is effective collaboration and no competition amongst various stakeholders, communities have a common vision, there is knowledge generation and sharing, benefit generation and sharing, communities have secure tenure, and the CBNRM activity improves rural livelihood. However, CBNRM practitioners must watch against conflict and competition, greed and individualism, lack of information and benefit sharing. These are critical issues that must be taken into consideration when designing any CBNRM initiative in the country.

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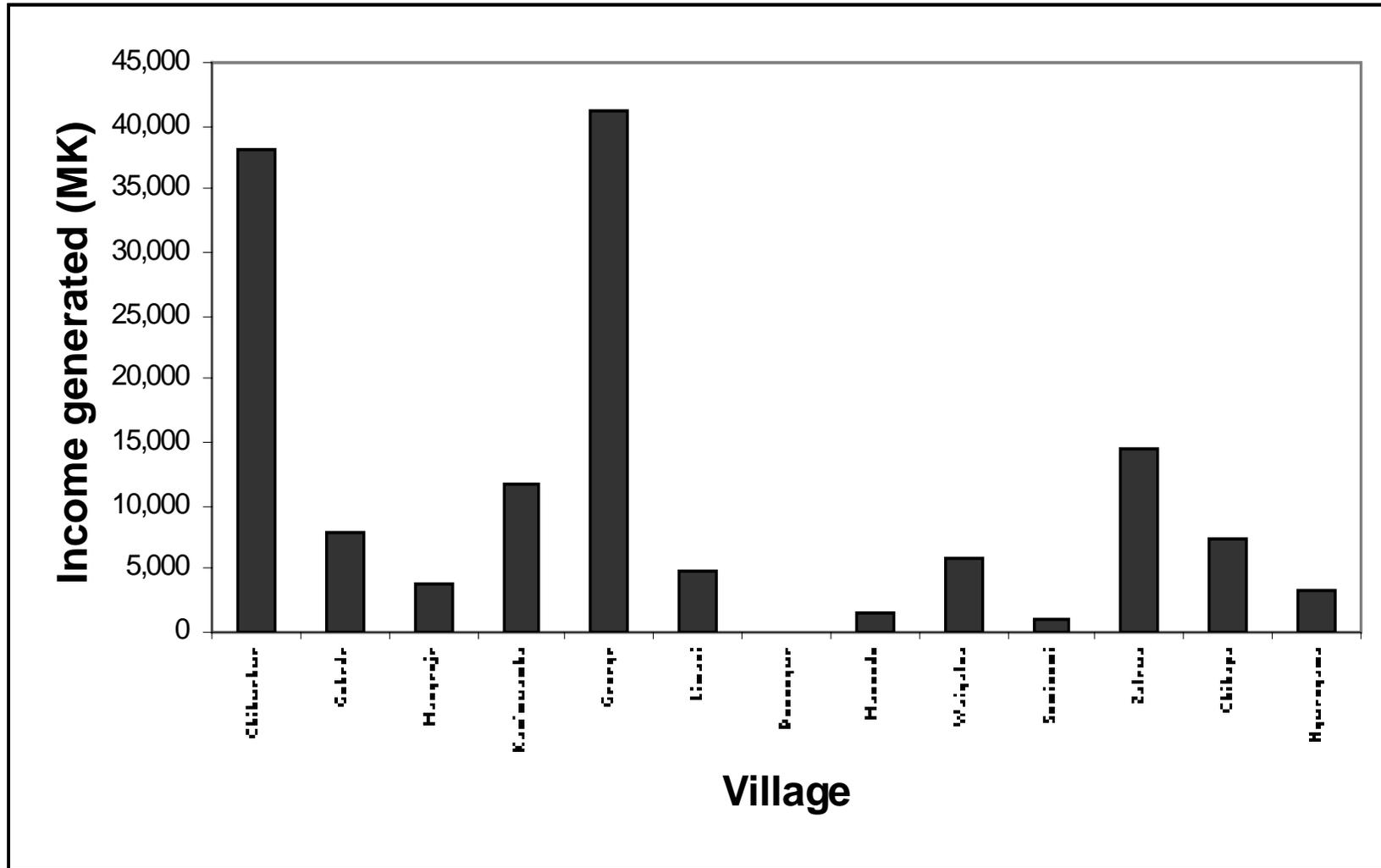
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# Appendix

Figure 1: Income generated from guinea fowl sales from September, 2000 - January, 2001. Source: Kapindu, S. , April 2001)



**Figure 2: Income generated from guinea fowl sales from March, 2000 to January, 2001**

Village/Month	Income in Kwacha												
	Mar, 00	Apr, 00	May, 00	Jun, 00	Jul, 00	Aug, 00	Sep, 00	Oct, 00	Nov, 00	Dec, 00	Jan, 00	<b>Total</b>	
Chikwekwe	20,205	27,025	1,400	4,200	Not reported	23,000	11,900	470	7,300	13,620	4,730	<b>113,850</b>	
Gobede	12,915	11,050	9,300	15,250		30,150						7,929	<b>86,594</b>
Manyenje		29,155		5,500		33,000	1,500		2,090				<b>71,345</b>
Kam'mwamba	6,050	7,410				9,000	3,500	4,550				3,520	<b>34030</b>
George	75,125	17,250		42,500		60,175	5,500	9,000.5	3,925	6,200		16,520	<b>2361,95.5</b>
Limani			1,700			12,900		2,800	1,400	600			<b>19,400</b>
Bonongwe			2,400										<b>2,400</b>
Manondo						3,900				1,455			<b>5,355</b>
Waiyatsa			1,340	5,400		15,600						5,858	<b>28,198</b>
Somisomi			2,250									1,000	<b>3,250</b>
Zalewa									3,900	4,350	6,320		<b>14,570</b>
Chikapa									2,025			5,229	<b>7,254</b>
Ngwenyama							2,400					920	<b>3,320</b>
<b>Total</b>	<b>114,295</b>	<b>93,230</b>	<b>22,450</b>	<b>67,450</b>	<b>n/a</b>	<b>187,725</b>	<b>24,800</b>	<b>16,820.5</b>	<b>18,650</b>	<b>28,715</b>	<b>52,316</b>	<b>625,761.50</b>	

Note: Figures include income earned from guinea fowl egg sales. Source: Kapindu, S., 2001.

**Figure 3: Income generated from fruit juice sales from March 2000 to January, 2001**

Training period	Composition	No. of bottles			Price /500ml	Income (MK)	Income shared among trainees (MK)
		Bwemba	Malambe	Total			
February to March, 00	Men: 3 Women: 7		5,305	5,305	21.00	111,405	22,281
January to February, 00	Men: 3 Women: 7	1. 949 2. 36 (Jam)	3,698 -	4,647 36	21.00 50.00	97,587 1,800	19,517,40 1,800
October-November,00	Men: 2 Women: 8		4,130	4,130	25.00	106,000	20,650
December January, 01	Men: 2 Women: 8	1,909	2,925	4,834	25.00	120,850	24,170
<b>Total</b>	<b>Men: 10 Women: 30</b>	<b>2,858 + 36 jam bottles</b>	<b>14,110</b>	<b>18,952</b>		<b>437,642</b>	<b>88,418.4</b>

Note: The farmers received 20% of the total amount of money generated through juice sales. Source: Kapindu, S., 2001.



## **PAPER 6 (A)**

### **Monitoring and Evaluation – State of the Art: Overview of Practices and CB M&E in Malawi**

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**Paper presented at the First National Conference on  
Community-Based Natural Resource Management in Malawi**

**held at Ryall's Hotel, Blantyre from 16<sup>th</sup> to 18<sup>th</sup> May 2001  
organized by the National Council for the Environment's CBNRM Working Group**



## **Monitoring & Evaluation - Summary State Of The Art**

### **Introduction**

**Monitoring** is the continuous, critical observation of progress of outputs to be achieved; activities to be undertaken in order to achieve the outputs; and the provision of resources required, in order to undertake the activities. The main focus of activity monitoring, are the actual achievements compared to planned activities, contained in work plans. From this definition it may be noted that the starting point of all M&E activities are work plans.

Work plans are prepared in two stages. The first stage constitutes the component analysis and task allocation. The task involves the identification of detailed activities with definable beginning and end. It points to the duration; the sequence among components; the personnel responsible; the resources required; and the sources of resources (whom to provide). Such work plans are only effective if they are used on a daily basis to direct implementation. The second stage provides the Gantt Chart. The chart must indicate the sequence in which the events will occur; indicating the earliest starting time and the latest ending time. The float between the times indicates the time period within which defined activities must be implemented.

**Evaluation** is the periodic assessment of programme efficiency. It consists of lessons learnt on the effects of various components as they contribute towards achieving the overall goals and impact. The overall goals usually refer to the desired socio-economic changes at household and community level.

In order to quantify achievements or impacts arising from the programme, an initial situation must be established. From the various change processes envisaged, indicators or pointers to desired change must be established. The verification of situations prior to the onset of Programme execution provides a benchmark against which measures of impact can be registered. Establishing such a benchmark is usually achieved through a baseline survey. A baseline survey need not be restricted to a formal household questionnaire, but can be carried out using a range of techniques available such as those in the PRA toolkit. The decision to select a procedure should be judicious and be based on its ability to extract the required information.

Both short-term and long-term evaluations are useful in programme executions. Short-term evaluation follows analysis of regular monitoring information and data. It involves comparing the available implementation capacity and the use of resources under the programme, to the results or outputs that are being produced. This type of analysis should be done regularly by programme management. The findings may be included in annual and semi-annual reports.

### **Information and Data Recording for Monitoring**

The evolved practice of M&E uses recording formats and data sheets that are designed to capture the necessary monitoring information for project managers and other field practitioners. Since the planning stages of programmes are participatory, it is useful to design M&E systems in a similar manner. In many programmes or projects, activities are usually complex. A temptation to report on everything should be resisted, as M&E can be timely and expensive. The designed systems must provide the minimum critical information, which can reveal whether the plans are being met or not including the reasons for failure or success and possible suggestions for resolving identified constraints.

## Evaluation Reporting

Since the design and implementation of programmes and projects are largely participatory, evaluation must equally be participatory. It allows the transparent process of collaborating with households, communities and institutions.

In general the Participatory Impact Assessment or evaluation procedure should include, but not be limited to:

- The level or unit of assessment (Household, community, institutional).
- The goals/objectives of the interventions whose impact is being assessed.
- Proof of registered change (involving joint consideration of indicators following the impact chain baseline data).
- The extent to which change has taken place in real terms from baseline data in relation to set targets.
- Assessing the impact in general using stakeholders' perception and the agreed symbols for valuing the impact.
- An indication of what needs to be improved after considering the strengths, weaknesses, priorities, opportunities and threats of the community action plan (also referred to as the SWOT analysis).

## Community Based Monitoring and Evaluation

Up to-date, project staff has operated many M&E systems. Formal procedures are based on clearly defined formats for recording data and information, processing, and reporting. Since natural resources have to be managed on large scale usually at catchment level comprising of individual land units, various individuals (the community) have to provide the data. Community structures invariably require local leadership to steer programmes into expected goals and provide linkage to benefactor agents (civil authorities and other change agents). It is through this leadership that community-based monitoring and evaluation may be institutionalized.

The demand to develop M&E systems that are understood and used by programme beneficiaries has evolved from a number of reasons, of which the notable ones are:

- (i) **It maintains continuous involvement of beneficiaries in project execution.** Thus Community Based Monitoring will keep participatory requirements of execution throughout the entire life of the project, and not only limited to the planning and evaluation stage.
- (ii) **Improves the originality of reported data.** In the past, it has been noted that frontline staff who reported on achievement levels had the tendency to exaggerate figures in order to impress their 'arm-chair' senior authorities. High-level community based outputs determined prospects for their on-the-job promotion.

**Data** from the implementers is considered to have **few mistakes**. Usually, the drudgery of having a single man to record outputs and summarize data, amid busy work commitments, and working over extensive areas with little or no transport facilities and deadline submission dates forced many staff to 'cook up' figures.

Of the preceding reasons the need to have **accurate** and **timely** data has been the most crucial. If monitoring information is to be used as a management tool at various levels of

project management then information containing many errors, will provide wrong signals and mislead project management.

The system of recording and reporting at community level has to consider the following criteria:

- Relevance to the needs and capabilities of the user
- Easy to collect, use and understand
- Clarity of definition, unambiguous, accurate and reliable
- Sensitive to record changes induced by the project
- Independent of each other
- As few as possible, concentrating on measuring important project features, while avoiding over-aggregation.

### **Condition for CB M&E Success**

In the past five years or so, projects have realized that the most reliable source of data is the implementers. However it was quickly recognized that villagers beneficiaries have many commitments. The target beneficiaries of natural resource based projects, usually farmers, fishermen, hunters, and other villagers can be committed to provide reliable data if they see that it has direct links to the processes that deliver economic benefits in the short to medium term. In this regard there have been some attempts, but the coverage and scope of use are limited.

### **An Overview of CBNRM Monitoring & Evaluation in Malawi**

The major natural resource capital in Malawi can be summarized as comprising of cultivable land, for agriculture; water bodies such as lakes, rivers, streams and ponds, which provide fisheries and other aquatic products; and forestry and wildlife for tree products. The examples of CBNRM M&E being presented below revolve around these spheres.

#### **Agricultural based CBNRM M&E**

The main focus in agriculture is on crop and livestock production. These will thrive, mainly on the practice of land husbandry, among other factors, to conserve soil and water. Various forms of agroforestry including soil fertility enhancing technologies have augmented land husbandry. Malawi Agroforestry Extension Project (MAFE); ICRAF; Promotion of Soil Conservation and Rural Production (PROSCARP) appear to have been pioneer institutions to develop or be developing CB M&E systems in Malawi.

MAFE has advocated the use of simple formats for recording and summarizing monitoring and evaluation data at household and field level. The methodologies currently used are outlined below.

- (i) ***Village based sampling:*** The main objective is to measure individual adoption of methods under extension programme. In this method a percentage of households, say 5%, are sampled from the beneficiary village(s). Key members of the household are taken to their fields where they determine levels of adoption of any one technology, especially during the active growing season. The farmers pace down lengths of vetiver hedgerows, count systematically inter-planted trees such as *Faidherbia*, and quantify the adoption of other technologies. Extension staffs record achievement levels and pass them on to higher authorities.

- (ii) **Transect Walks:** Farmer-guided transect walks have been designed to record and quantify the incidence of technologies or natural resource endowments at catchment level. Through this method adoption levels of land husbandry practices such as re-alignment of cultivation ridges to contour; plantation of vetiver hedgerows on contour and marker ridges; on-farm tree planting, cropping and cropping pattern, incidence and severity of erosion, have been recorded and quantified.
- (iii) **Community Assessments:** At the end of the growing season communities are convened to assess the effectiveness of programmes using non-parametric scores. The efficacy of technologies, the intensity of labor demands, the economic benefits accrued and the success of group dynamics is evaluated.

MAFE is reported to have trained all ADDs, most NGOs and other institutions in the use of these methodologies. Since inception, the methodologies have been gaining wide adoption because of their utility.

In addition to adopting the transect methodology, PROSCARP has attempted to isolate the major and important parameters which must be reported. They include simple measures of length, determined by pacing. This reveals outputs in the technologies they try to promote such as the vetiver hedgerow establishment, area under cultivation with ridges aligned to contour and other linear measures. Simplified recording formats have been designed with captions and headings translated into the local languages endemic to the project areas. Since the implementation strategy of the Project has altered a few times, it has not been possible to institutionalize the process. During successful field pre-tests, experience has shown that farmers are considerably literate and numerate to be able to record simple figures and information on clearly labeled forms. Where farmers are allowed to do this, their social status and confidence appear to have been boosted. More recently PROSCARP has reverted to the system of focus areas in their extension approach. Village level participatory planning befitting decentralized procedures are being advocated.

ICRAF embarked on farmer participatory planning of monitoring indicators and time intervals for recording data in local languages. The experience from the use of formats and procedure that ensued is yet to be verified.

### **Forestry and Wildlife-based CBNRM M&E**

Policy has clearly articulated the requirements of community empowerment in the control of forestry resources. In many areas there are Village Natural Resource Management Committees (VNRMC). Sensitization campaigns have been deployed. However specific tools for use in the management, monitoring and evaluation of conservation programmes are absent. By-laws governing the use of village forest areas have been communicated orally at village meetings or other social functions. Through this a general understanding of the dos and the don'ts has prevailed. The success vary according to the systems of local authority, social network, value systems linked to the natural resource conservation, and the extent of influence of formal extension.

A villager found to be extracting resources without prior authorization from the village headman is apprehended and fined. Such discoveries and apprehensions are incidental. The fines range from small amounts of money, chickens, goats or cows depending on the severity of offence. It is generally claimed that the fines go into a pool fund for village services

### **Fisheries**

The most developed fisheries-based CBNRM M&E is in capture fisheries. The husbandry practices that determine sustainable fisheries are community-based. They include observing

the open and closed fishing season, casting of appropriate fishing gear during fishing, and protecting the ecological balance of breeding grounds.

The Department of Fisheries has instituted Beach Village Committees (BVCs) in the fishing communities, especially along the lake and other rich fishing grounds. The BVCs, elected by a community of fishing households, are entrusted with keeping records on : the number of operating fishermen in their villages; landing fishermen; ensuring that fishermen have fish licenses, and assisting in the apprehension of violators of rules and regulations. Information is passed on to the technical assistants of the Fisheries Department, who in turn pass it on to higher management authorities for analysis, evaluation and reaction.

It is speculated that the incentive for BVCs appear to be the revenue collected through fines from defaulters, and the periodical allowances earned by the BVC members when they attend to meetings convened by the Department. The villagers also perceive that to be a member of the BVC is prestigious.

### **Critique of the Emerging CB M&E Practices**

Critics have pointed out that the MAFE approach, in the strict sense, is not community-based, since the final process of observation, the communities alone do not do recording and forwarding data. However, the methods have significant provision for farmer participation during data collection. It also allows rapid collection of data by field staff and checking it with the beneficiaries.

In the forestry sector, there is no established systematic procedure for re-enforcing by-laws through the VNRMC at village level. Nevertheless, there are some areas in the country, which have evolved effective local practices of re-enforcement.

Reports on reforestation are limited to numbers of tree nurseries, seedlings transplanted, villagers accessed, but not on survival rates. As yet, there are no defined roles of VNRMCs in monitoring progress achieved from years of transplanting of seedlings, especially when carried out on communal basis.

In the boarder zones of the gazetted forest reserves; National Parks and Wild Life and other Government properties, are village settlements expected to co-exist with the reserves. The monitoring of conservation systems is proclaimed on paper, but the tools for quantifying and qualifying departures from the expected trends are largely absent.

### **Conclusion**

In general the discipline and expectations of monitoring and evaluation are well defined. Since M&E it is a highly specialized technical field, the tools used at community level have to be simplified.

Monitoring of natural resources has to be on communal basis because it can generate accurate and timely data; and because natural resources from which communities derive their livelihood cut across individual boundaries, and can be most cost effective. The tools for CBNRM M&E are emerging but are yet to be developed to a level where communities can utilize them.



## **PAPER 6 (B)**

# **Investing in a National CBNRM Monitoring and Evaluation System**

**Gacheke Simons (COMPASS Consultant)**

**Paper presented at the First National Conference on  
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Organized by the National Council for the Environment's CBNRM Working Group**



## **Investing in a National CBNRM Monitoring and Evaluation System**

### **A: INTRODUCTION**

Unless the current effort towards implementing a national CBNRM strategy also includes investing sufficiently in an effective Monitoring and Evaluation system, nobody will ever know whether there is any progress in the strategy or not. Nobody will ever know whether there is impact, what type of impact, or reasons for any failures. This is particularly true of an approach such as CBNRM which is relatively new, and for which lessons and implementation models are still emerging.

#### **Current Weaknesses**

At the moment Malawi lacks a *national* M&E system, not just for CBNRM, but for the entire environmental field. Data, for example, collected by various resource sectors and at District level are insufficiently analyzed and are hardly used for management or policy purposes. Most of the current efforts including district and project levels are disjointed and lack common indicators and methodologies that would allow aggregation to the national level. This happens naturally because they are not based on the same strategy or planning framework and lack a common purpose. Against this weak background, the law (Environmental Management Act) requires that the Minister reports annually on the state of the environment in a State of The Environment Report (SOER).

In the absence of a national system, the first attempt at the SOER was largely a donor-driven effort rather than the result of an established internal monitoring system. The Minister presented a follow-up report last year to Parliament. Each time compiling the SOER turned out to be a difficult task with relatively incomplete results. Under any circumstances, this report will have to be done on a regular basis.

As such, the SOER, together with the National Environmental Action Plans (NEAP) have been earmarked as key areas for improvement under the recent efforts towards decentralizing environmental management - a major challenge to the District Environmental Officers in particular. However, these processes are still in the planning stage and have yet to focus on or develop the various components of the CBNRM approach. In the past Malawi's national environmental monitoring efforts have focused on the state of the physical resources and to an extent on the Environmental Impact Assessments with little investment in monitoring the more complex social, institutional, policy or legal issues that are critical to the success of the CBNRM approach.

#### **Opportunities for Progress**

With the seriousness with which CBNRM is recently being treated in Malawi, a special national CBNRM working group has been created as a technical arm that advises the National Council for the Environment (NCE) on all CBNRM matters in the country. This group has the mandate to formulate and coordinate the national CBNRM strategy and is charged with the responsibility for monitoring the impact of CBNRM at the national level (See their Terms Of Reference attached to the Draft CBNRM Strategy paper by G. Simons, 2000).

As part of that strategy, the CBNRM working group decision to build and invest sufficiently in a national CBNRM monitoring and evaluation system presents an excellent opportunity to address the weakest and perhaps most critical area in Malawi's environmental monitoring activities. For best progress, this effort should include building the country's capacity to understand, monitor, evaluate and use this knowledge to make informed decisions regarding the more complex issues of resources management. This will happen through building an understanding and interest in the CBNRM principals and approach in the key national environmental forums and programs including the SOER, the NEAPs, the Environment Support Program (ESP) and policy making forums such as the National Council on the Environment, the Parliamentary Committee on Environment, which represents the Legislature. In addition, there is great need, and some limited progress has been made, to build

CBNRM knowledge and interest in the CBNRM principals and approach among lower level managers including the Environmental Focal Points, resource sector staff as well as NGOs and Project Managers dealing with resources management.

While this task is clearly challenging, there are two key points that present clear advantages. One is an existing situation where a single institution, the Environmental Affairs Department - EAD (with the national mandate for national environmental policy and monitoring), plays a key role as either the chair or secretariat to all the national committees for environmental management forums. This department is also central to the environmental management decentralization strategy and is the secretariat to the national CBNRM Working Group taking leadership in this matter. This is already a good set up for the coordination of information exchange and integration of CBNRM into existing planning and policy forums. Two, the CBNRM working group and the many CBNRM stakeholders have identified “*investment in a CBNRM M and E system,*” the subject of this paper, as a critical action under the national CBNRM strategy now in the process of completion. If designed and executed with the purpose of a national system, multiple users and capacity building objectives in mind, and sufficiently structured - for example in commonly understood and agreed national M and E framework - then it provides the best tool for coordination and sharing information on the technical aspects of CBNRM, and for purposes of planning and policy.

Given the current institutional set up and mandates in environmental policy, monitoring and the development of CBNRM, the EAD (working inter-dependently with the CBNRM working group), is the logical home for leading the national CBNRM Monitoring and Evaluation system, a situation that also greatly complements its current role.

EAD’s main challenge is building on whatever environmental monitoring progress that has been made at various levels and capitalizing on existing opportunities for further progress, for example, under the environment management decentralization strategy. Without time or budgetary constraints, eventually most well identified goals can be accomplished. However, the national CBNRM Monitoring and Evaluation system, and especially to the extent that it will be externally funded, first needs to show solid results in the time frame of the CBNRM strategy and many CBNRM projects, say 2-5 years. Then to be most valuable, it needs to have its inputs ready in time for the next SOER, the next NCE meeting, the next NEAP cycle, etc, and as soon as possible to feed into the resource sectors policy revisions.

## **B: THE WAY FORWARD**

To move forward, there are two main steps and tasks that must be accomplished in order to set up and implement a successful national CBNRM Monitoring and Evaluation system: First, the system must be *designed*, a process that involves identifying the purpose, the what, how and when activities should occur. Second, there must be an *implementation plan*. From the very beginning, decisions must be made on how such a system can be implemented as a *national system* that works with, and in addition to, the current efforts in CBNRM implementation. It should be known how this will complement or supplement other programs such as the ESP and the environmental management decentralization strategy, for example. These questions must be answered with great thought and include substantive participation of many stakeholders and players involved in CBNRM and environmental monitoring in Malawi. The appropriate and collectively developed answers to these questions should comprise the M and E component of the country’s CBNRM strategy.

The first thing that this paper must bring to attention is that this effort does not have start from a void - either in design or institutional set up. It would be counterproductive and a waste of resources and opportunities to even attempt to do so. Nonetheless, setting up the national M and E system to fulfil the purposes described above is no doubt an involved process that will require careful planning, commitment and work from not just EAD or the CBNRM working group, but all key CBNRM stakeholders in Malawi. To start off that process, this paper provides some guidelines and suggestions

on both the “*what*” and the “*how*” of setting up such a system. Hopefully, this will provide a base for discussion during the national CBNRM conference and follow on work thereafter.

Information and suggestions presented here are based on an earlier review of the current CBNRM situation in Malawi, including the current status of CBNRM activities and policies in the resources departments, NGOs and supporting institutions such as COMPASS, MEET and donor agencies (see draft Strategy paper by G. Simons, 2000). In addition, the review has included examining the current progress in Malawi’s decentralization strategy and particularly the environmental monitoring component. It includes experiences of current CBNRM projects in Malawi, the region, other third world countries that have had CBNRM for longer periods, as well as literature on M and E methodology and the state of the art for CBNRM monitoring systems. The next section presents suggested actions divided into two steps –completing the design and the implementation plan.

### ***STEP I: Design***

The design of the national CBNRM M and E system should include identifying the information users (audience) the technical components of the system and the geographical coverage. The technical components ideally should show *what* (goals, objectives and expected results/targets) needs to be monitored and evaluated, *how* (indicators and data to measure them), and *when* (time schedule for results and measurement). For ease of reference and discussion, the suggested design process is presented in 6 discrete steps summarized at the end of this paper (Attachment 1).

Following such a process puts the kind of structure and detailed guideline that will allow collective effort in data gathering, sharing of information by multiple users and in particular, aggregation of data and information to the national level. In any case, without such a framework, implementation would be extremely difficult. It is fortunate that the compilation of a national CBNRM Monitoring and Evaluation framework for Malawi has been started under the COMPASS project. The GTZ/SADC, the EU supported forestry extension project, and perhaps others have valuable experience in compiling project level frameworks. The national CBNRM M and E framework started under COMPASS now needs to be completed in a participatory fashion involving the key CBNRM stakeholders guided by the results of CBNRM National Conference, and in this process, bringing in any valuable project and field level experiences. This can be done through a stakeholders’ workshop that could be organized by the CBNRM Working Group. Further details on procedures and opportunities for developing the national CBNRM Monitoring and Evaluation Framework are presented in attachment 1 to this paper under Action 1.3.

Once complete, this design provides the tools for guiding implementation. It thus needs to be flexible and adaptable, but not changed in an ad hoc fashion. It should be adjusted systematically based on results and in the light of new experience, as should all the other processes of the CBNRM approach. Finally, the M and E system must be, and be seen to be, a tool benefiting all interested CBNRM stakeholders. It should serve multiple purposes including adaptive project management, national programming, policy formulation, and capacity building - and not be, or be seen to be, just a tool used by donors and the government for their evaluation purposes. Having said that, it is technically quite challenging to design an M and E system of such integrative nature, one that is truly national in scope, effective in dealing with the multiple goals of CBNRM, affordable, cost-effective, and simple enough to be implemented with the existing capacity. To achieve this, the CBNRM working group needs to first be realistic about immediate expectations and reflect that in the design, use a participatory and highly consultative process involving many CBNRM stakeholders, and in that process engage specialized skills to provide advise and guidance.

### ***Step 2: Implementation Plan***

Identifying the optimal institutional set up necessary to implement a national CBNRM monitoring and evaluation system is a less straightforward task. However, with its national mandate and overall responsibility for environmental and resources management monitoring, its current role in the key

national environmental management forums and as the secretariat to the CBNRM working group, the EAD is the logical institutional home for a national CBNRM M and E system. This department should have a special unit (newly established or an extension and restructuring of an existing unit), to cater for this particular purpose. The primary consideration to be made in setting up the implementation procedures is the level of decentralization and the expected pace of implementing the M and E system. This decision must be based on various considerations that include: the existence and location of capacity within EAD and its related lower level institutions, an assessment of the capacity that could potentially be built at each of these levels, the pace at which that might occur, and the acceptable pace for implementing the designed national CBNRM M and E system.

## Options

Three options can be considered. Put more accurately, this involves identifying the location of key responsibilities and accountability along a continuum of possible levels of decentralization, and addressing the typical trade off between capacity building and realizing quality product in time. Consider the following choices, for example:

1. That the EAD takes full charge of the national M and E system, uses specially hired staff with limited involvement of the other lower institutions including EDOs, and has a focus on the product and generating the outputs of the designed M and E system, and less so on long term capacity building at lower levels.
2. That in a more balanced position, the EAD takes major responsibility and accountability for the national CBNRM and E system and its products, but in this process involves other institutions including district staff substantively; that it uses the process of implementing the national CBNRM M and E Framework and additional efforts for capacity building at lower levels, and accepts a certain degree of compromise between capacity building and the product.
3. That the EAD has only a limited coordination role while most of the M and E work happens at lower levels especially at the district level under the decentralized structure; that lower level capacity building has major priority - even at the cost product generation and quality.

This paper proposes the **second option**, with a clear focus on achievement of timely and quality implementation of the national CBNRM M and E system, as guided by a national Results Framework and working closely with the CBNRM working group. It recognizes the need for supporting and strengthening the current decentralization efforts, and every consideration should be made for the national CBNRM M and E system to ultimately be an integral part of the country's decentralization strategy. However, based on the information available during the preparation of this paper, attempting to fit the highly structured M and E system proposed here under the current state of the decentralization strategy could at this point be prohibitively difficult<sup>1</sup>. From where things are today, it will probably take another 3-5 years of focused progress to bring the district-based system to a point of taking over major responsibilities for the proposed national CBNRM M and E system.

Thus, it is proposed that the EAD M and E unit takes leadership and solicits as much useful contribution of other lower level institutions in collecting the information to measure indicators identified in a national CBNRM Results Framework. In this process, it should involve district staff

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<sup>1</sup> Of major concern, and areas that need particular attention in this effort, are the facts that: the environmental focal points created in 1995 have thus far hardly functioned; the exact institutional home, authority, and role of the EDOs does not seem clear; the authority of the Director of EAD versus the District Assembly over the EDOs and the District Environmental Focal Points is not clear cut, while the possibility of sufficient funding for environmental activities under the District Development Fund seems limited unless the proposed "green window" mechanism materializes.

and lower levels as much as possible in maintaining back and forth linkages with the lowest levels, including communities. EAD and the unit do this while maintaining a clear vision of the potential role of district level staff in major data collection and analysis activities, and while working towards the realization of that vision by capacity building through hands-on experience and special training sessions. This calls for very careful planning and staffing of the M and E unit. The second attachment to this paper is a list of small, discrete actions suggested as necessary to set up an implementation plan based on the creation of the special national CBNRM M and E unit at the EAD, and specifically for implementing the design described in the last section (see attachment 2). The CBNRM stakeholders need to put their heads and potential financial supporters together and find a way to finance the setting up and running of this unit in a sustainable way.

With that done, the unit should be ready to start the work required to produce outputs for the various audiences and purposes, and basically be ready to execute the national CBNRM M and E Framework. This should start at least one year before the requirements for the earliest outputs. As capacity is built, the role of District level staff should be adjusted accordingly. A point of caution is in order here. Any one M and E activity, for example, by a government institution or a donor, needs to fit within and make sense given the overall goals of the national CBNRM strategy, and not be an end in itself. During design many CBNRM stakeholders will probably have a long, well intended, wish list and ambitious plans for monitoring and evaluation activities by themselves or by others. But the technical and budgetary implications of each M and E activity needs to make sense given overall resources availability, and the budgetary needs for Malawi's CBNRM development strategy as a whole. With limited funds, phasing should be considered, and at any time available funds allocated to have the highest possible impact on the overall CBNRM national goals. The M and E system itself should be evaluated on its ability to deliver the agreed outputs, its feedback system, capacity building, ability to work with other institutions, and particularly its cost-effectiveness, a major weakness in about all M and E systems.

### ***Financing the National CBNRM M&E system***

While a detailed treatment of financing opportunities and plans is beyond the scope of this paper, at the outset it would appear appropriate that the COMPASS project provides for some of the early financial needs for setting up the national CBNRM M and E system. In particular, COMPASS could provide technical guidance and support and, perhaps some limited financial assistance for completing a national CBNRM Results Framework through participatory work session for technically oriented stakeholders and managers.

This participation is essential especially for the benefits it should bring to subsequent implementation activities. However, the planners of this effort should remember in that past efforts in participatory M and E skills training have been costly and success in follow-on activities by the trainees rather discouraging. For the purpose of the national CBNRM M and E system, completing the RF development exercise successfully can be expected to be more demanding that might appear at first. This is a highly technical and relatively new area for many of the CBNRM stakeholders. Yet, during this workshop the participants should not only influence the design, but also get prepared to successfully complete the follow-on implementation activities back in their institutions. It is thus critical that the participants of the RF development workshop are carefully identified taking into consideration several things including current institutional positions and roles, skills and interest, and are provided with a skilled workshop facilitator. While COMPASS may help during this early design process, there should be possibilities, perhaps by another donor for follow-on support especially at the early stages of implementation planning and activities. Eventually the financial support required for the M and E system should be part of the long term financing plans for CBNRM in Malawi. For further information on this, a separate document addressing sustainable financing for CBNRM in Malawi is available to all CBNRM National Conference invitees through the COMPASS project.

## CONCLUDING SUMMARY

This paper concludes that the two most strategic and immediate activities for setting up the national CBNRM Monitoring and Evaluation system are completing the *design* and the *implementation plan*. The most substantive of the recommended design steps is the completion of a national CBNRM M and E framework in the form of a Results Framework. It is proposed that this be developed in a participatory stakeholders' workshop soon after the national CBNRM Conference, that COMPASS avails the demonstrative framework it has already initiated, provides technical support in completing the design and funds the workshop. On implementation, it seems feasible and most logical, to establish a special CBNRM M and E unit at the Environmental Affairs Department (EAD). This unit would take full charge of the national M and E system while working collaboratively with lower institutions including the EDOs down to community level, and capitalizing on any progress thus far made in environmental monitoring in Malawi. In this process and with a purposeful vision, it would help build the CBNRM M and E capacity at the lower levels, and progressively relegate responsibility as capacity is developed.

Building on existing progress in design and institutional set up rather than trying to start from scratch will help this process greatly. With the keen focus of the CBNRM working group, the EAD and the various key CBNRM stake holders, and early financial support from COMPASS, there are good possibilities for completing the design in a matter of few months and the implementation activities ready to start in about a year's time. Several steps in getting this process started can be accomplished during the national CBNRM Conference. That is a good opportunity, for example, to agree on key users and purposes for the M and E information, the goals and objectives, information gaps, and to begin to think about the optimal institutional set up and coverage given current and potential budgetary and human capacity. At that point, the conference should deliberate on the approaches and steps suggested in this paper with the aim of finalizing decisions and identifying possible sources of sustainable funding for the various activities.

## Attachment 1: Summary of Design Actions, Objectives and Outputs

### **Action 1.1: Identify the specific purposes, audience and users of the national CBNRM M&E information**

The **objective** of this action is to help set up a system that focuses on *information use*, not just information generation. It will also provide direction for setting priorities and provide the implementers with a helpful sense of demand for their outputs. The **output** of this action should include a list of M and E information *users* as well as *timing and form of presentation* to different users. Much of this is known and such a list can be developed as soon as the decisions are made on how to proceed on the national CBNRM M and E system, and may be part of the discussions in the national CBNRM Conference.

### **Action 1.2: Develop commonly agreed national level CBNRM goals, key objectives and results to be measured under the M&E system**

The key **objective** of this is to focus the M&E system on a manageable set of *priority subject areas* agreed upon collectively by the stakeholders. The **output** of this action can be a list of CBNRM priority goals and objectives including: expected changes in the *resource base* and communities *socioeconomic* conditions. The finalization of the national CBNRM M and E system should include making decisions on whether and how to deal with other critical CBNRM goals traditionally left out of project level M and E activities – for example, the goals of *community empowerment*, fair *distribution* and *sustainability*. In addition to the ultimate goals, the national CBNRM M and E should cover *processes* affecting the CBNRM implementation and peoples' responses including: the *policy* and *legal* environment, community *mobilization methodologies* and *information systems*. The list of goals and priorities for CBNRM and hence the national the M and E system can be drawn directly from the resolutions made in the national conference, particularly the session on “developing commonly understood CBNRM goals and vision”

### **Action 1.3: Develop a national CBNRM Monitoring and Evaluation framework**

The **Objective** of this, clearly the most substantive action in the M&E design process, is to organize the identified CBNRM goals, objectives, results and priorities into a framework that allows a common approach to monitoring and evaluating CBNRM performance at different levels, and that allows aggregation at the national level. The most appropriate **output** of this action is a national CBNRM performance-monitoring framework, for example, in the form of a national CBNRM *Results Framework (RFs)*. This is a tool that once the goals and priorities are set, guides the planning, implementation, monitoring and evaluation steps in a precise and explicit fashion. It identifies indicators for the identified goals, objectives and results levels; it shows how they will be measured, the timing including benchmarks and target dates for results, as well as types of data and their sources<sup>2</sup>. The process should start with national RFs, and then directly from this develop Sector RFs whose information can be aggregated to the national levels. Then NGO/project level RFs that meet project requirements and also feed into the sector and national systems can be constructed.

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<sup>2</sup> Logical Frameworks (LFs) serve the same purpose, but may be organized slightly differently. For example, the GTZ/SADC program has adopted the GTZ **Logical Framework model** for program and project level monitoring and evaluation in the region and in Malawi, while the EU-supported forestry extension program uses a LF organized also slightly differently. Both these project level LFs are in many aspects supplementary to the COMPASS-developed national RF.

## **Current Situation and Opportunities for Developing Results Frameworks**

This step can be technically challenging especially for a relatively complex subject such as CBNRM. Fortunately, there are models for M and E designs that have been developed over time and adopted in several third world countries. In Malawi, the USAID-developed **Results Framework (RF) model** was demonstrated and discussed in a 1997 national workshop of the key CBNRM stakeholders. Thereafter, a demonstrative *national* CBNRM M and E system covering some key goals, objectives and processes of the CBNRM approach was developed under the COMPASS (attached to the Draft CBNRM Strategy by G. Simons 2000) This framework can be further examined and completed in the light of the national CBNRM conference results, and the completion of the suggested action 1.1 and 1.2. The entire exercises of completing the national, sectoral and project level RFs should benefit from the experiences of the GTZ/SADC and EU supported CBNRM initiatives in the region and in Malawi.

However, to work in the envisaged manner, the preparation of these RFs must be a highly participatory process involving all key CBNRM stakeholders (Government including technical staff from the Central, Sectoral and District levels, NGOs, CBNRM project managers and donors) and people with experience in this area. In terms of **timing**, a CBNRM RF development workshop can be held immediately after the CBNRM national Conference and the agreement on the actions for the M and E system. The draft RFs can possibly be developed in a week's highly participatory exercise, with one or two facilitators specialized in the use of these tools. For this, the COMPASS project should be requested to avail the demonstrative national RF it has already initiated, and others such as the GTZ and EU-project managers, and probably others with similar experience sought and invited to share their experiences. COMPASS alone or jointly with another donor, could fund such a workshop.

### ***Action 1.4: Identifying existing data and gaps given the requirements in the RFs, and identify the need for special studies***

The **Objective** of this action is to be cost-effective, to take advantage of any progress made to date in Malawi's isolated efforts of environmental monitoring and to avoid duplicating efforts. Identification of the need for special studies should show the extent to which institutions in Malawi have, or regularly collect, usable data and what must be generated in primary surveys done under the national M and E system. The **output** of this action can be a list of data sources for various RF indicators showing those for whom data is available and its location. The special studies identification may be a list of studies/surveys such as socio-economic baselines, natural resource surveys, marketing studies, media campaign strategy, periodic impact evaluations of special issues etc. In terms of **timing**, this can be done immediately following the RF development exercise. The process of identifying existing data and gaps can start in the RF-development workshop where many key institutions should be represented, and then completed thereafter by one or 2 people who would require additional financial support.

### ***Action 1.5: Provide guidance/tools for an effective and simple system of implementing the M&E system***

The **objective** of this is to have a simple, shared and guided system of using the RFs. The **output** should be simple guides/formats for regular performance monitoring of certain indicators in the RFs adjusted for the different institutional levels including national, sectoral, projects and community levels. Some such tools may already be in use in various resource sectors, projects, or developed for environmental monitoring under the decentralization strategy –and may just need to be adapted or improved in the light of the final RFs.

**Action 1.6: *Identify geographical coverage of the national CBNRM M&E system***

The **objective** of this is to take account of the reality of limited resources and to set coverage priorities based on some commonly agreed criteria- for example, considering resource or socioeconomic conditions and priorities as well as implementation capacity. Logically, the M and E coverage plan should be closely aligned to the CBNRM implementation coverage plan. The **output** of this action would be a national geographical coverage plan, and phasing if necessary<sup>3</sup>. The coverage decisions can be made as soon as the goals and general direction of the M and E system has been identified, and as soon as there is a good sense of availability of funds to support this system.

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<sup>3</sup> Some of the possible CBNRM approaches, for example, include a “watershed” approach suggested by the COMPASS project and “hot spots” approach suggested under the decentralization strategy. Other countries such as Kenya are concerned with all communities within 5 kilometers of any important park and or reserve. Countries such as Botswana and Namibia have focused on selected communal wildlife areas with limited activities in communal veldt products development and marketing ; under CAMPFIRE Zimbabwe started with a few communal wildlife development areas but with an expansion plan projected to cover every possible district in a progressively decentralized fashion.

## **Attachment 2: Summary of Actions and Outputs for the national CBNRM M&E Implementation Plan**

### **Action 2.1: Assess current capacity**

Guided by the national Results Framework, assess current capacity in Malawi to implementing the designed CBNRM M and E system. This will help decide EAD's and other institutions' current capacity, and define the working relations between the EAD's CBNRM M and E unit and these other institutions. The **outputs** should be a brief and specific *Capacity Situation Report* including existing data and human and equipment capacity.

### **Action 2.2: Define the working relations**

Define the working relations with other key players including EDO, Resource Departments and NGO and CBNRM project staff. The **output** could be a *Plan for inter-institutional collaboration* including specific responsibilities and incentives. Legislatively charged with the final accountability for monitoring CBNRM impact, the CBNRM working group must ensure a mechanism for effective collaboration and compliance by the various institutions-and have back up plans.

### **Action 2.3: Design the set up of the unit in EAD**

Design the set up of the unit in EAD and the type of staff, qualifications, compensation, numbers and identify the need for additional computer hardware and software. The **output** could be a *Departmental Plan* for setting up the unit including decisions on its location and relation to the proposed EAD Organizational Chart-In particular consider the closely related functions of the "Secretariat to the NCE/TCE" the "District Environmental Affairs Unit" and the "Information and Documentation" unit. This step should also include the general *Terms of Reference* for staff of the unit, including the social and natural scientists.

### **Action 2.4: Develop an Implementation Plan**

Develop an Implementation Plan for fulfilling the requirements identified under the "users of information" "This will help define the functioning of the unit to fulfil its responsibilities such as producing the next national SOE report, to be the effective secretariat for the CBNRM working group etc The **output** can be a brief *Implementation Plan* which can be developed along with several of the above steps

### **Action 2.5: Design an Incentive System**

Design an Incentive System for all players in the M and E system. The **output** can be a non-rhetorical *Incentives Plan* that shows why and how each player (institutions and even key individuals) in the system should be individually committed to the process.

### **Action 2.6: Develop a Capacity Building Plan**

Develop a Capacity Building Plan aimed at progressive decentralization of the CBNRM M and E system. The **output** should be a *Capacity Building Plan* both for the EAD and for staff at district level including resource sector field staff and the District Environmental Officers, with the aim of eventually transferring more responsibility to these lower levels.

### **Action 2.7: Draw a budget and secure funding**

Draw a budget and secure funding for additional costs in setting up and running the unit and for capacity building. The **output** is a *budget* showing initial capital costs of setting up the unit, operating

costs for running the unit, capacity building beyond the unit, as well as budgets for special studies or external evaluations that may be identified during the design stage.

**Action 2.8: *Recruit any necessary additional staff and procure any necessary equipment***

The output is *filled staff positions* as identified in Action 2.3 above, and *resources* to work with in place. This includes senior highly qualified staff as well as support staff including data analyst, processors, clerks and equipment.



## **PAPER 7**

# **Coordination and Institutional arrangements for CBNRM in Malawi**

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**Paper presented at the First National Conference on  
Community-Based Natural Resource Management in Malawi**

**held at Ryall's Hotel, Blantyre from 16<sup>th</sup> to 18<sup>th</sup> May 2001  
Organized by the National Council for the Environment's CBNRM Working Group**



## Coordination and Institutional arrangements for CBNRM in Malawi

### Background

In pursuance of the National Environmental Action Plan and to provide a coherent environmental framework for development policies, an Environmental Policy was adopted in Malawi in February 1996. It is against this policy that relevant sectoral environment and natural resources policies are reviewed to ensure that these are consistent with the principles of sustainable development.

To promote effective implementation of sectoral environment and natural resources policies and programs, the Environmental Policy calls for the strengthening of institutional mechanisms, reviewing and where necessary formulation of new legislation and by-laws and the integration of environmental concerns into national, regional and district planning process.

The Environmental Policy also calls for a rapid shift of responsibilities related to the management of natural resources in the country. In particular, the policy supports the empowering of local communities in the management of natural resources through community participation and the involvement of the private sector and non-governmental organizations in the management of natural resources and the environment.

This paper summarizes the current coordination mechanism as well as the legal and institutional framework for the coordination of environmental programs in Malawi. It is the view of the author that these mechanisms could equally apply for the coordination of CBNRM in Malawi, perhaps with minor modifications where appropriate.

### Coordination and Institutional Mechanism

The current coordination and institutional framework for environmental management is provided for in the Malawi constitution, the Environment Management Act (1996), the Local Government Act (1998) and Vision 2020.

The Malawi constitution has defined the role of the state in environment management through Chapter 111, section 13 and subsection **d and e**. In here, it is stipulated that “*the state shall actively promote the welfare and development of the people of Malawi by progressively adopting and implementing policies and legislation aimed at managing the environment responsibly and enhancing the quality of life in rural communities*”.

The Environment Management Act (1996) defines the rights and responsibilities of individuals and ownership of natural resources. It stipulates that it is the duty of all individuals to protect the environment. It also defines roles of various institutions in the coordination of environmental programs in the country.

The Local Government Act (1998) defines the role of the District Assemblies in the social, economic and environmental development of the districts.

Vision 2020 clearly defines the role of various institutions in the sustainable use and management of the natural resources and environment in Malawi.

### Current Institutional Framework for Co-ordination

#### *National Level Co-ordination*

- **Cabinet Committee on Health and Environment:** This is the highest level environmental policy and decision-making body. Membership is extended to cabinet ministers and informs

parliament on matters concerning sustainable use and management of natural resources and the environment.

- **Parliamentary Committee on the Environment:** This is a forum of Members of Parliament, which advises the general public and provides parliamentary opinion on environmental issues.
- **Environment and Natural Resources coordination Committee:** This is a grouping of Donors and Senior officials from Government, the private sector and NGOs chaired by the Minister of Natural Resources and Environmental Affairs. It provides guidance and direction on natural resources and environment in accordance with the Environmental Support Program.
- **National Council for the Environment:** established to advise the Minister responsible for environmental affairs on all matters and issues affecting the protection and management of the environment and the conservation and sustainable utilization of natural resources in Malawi. Membership consists of government, the private sector and NGOs.
- **Technical Committee on the Environment:** This is the technical arm of the National Council for the Environment. It consists of 20 members nominated in accordance with their professional qualifications.
- **Environmental Affairs Department:** the department is charged with the responsibility of co-ordination and monitoring of environmental activities in order to promote the sustainable utilization of the environment and natural resources with a view to improve social-economic development and reduce poverty.
- **Network of Environmental Focal Points:** these are individuals or offices in various institutions to facilitate information flow and to ensure that environmental concerns are incorporated in sectoral policies, strategies, planning processes and programs.

#### *District Level Co-ordination*

The Environment Management Act provides for the establishment of the office of the Environmental District Officer to co-ordinate environmental matters at the district level. The local Government Act places the onus on the District Assembly to manage its environmental problems and the Environmental District Officer is expected to assist in the process.

Specific institutional structures at the district level for the co-ordination and implementation of natural resources and environmental programs include the following:

- **District Executive Committee (DEC)**
- **District Environment Sub-Committee (DESC)**
- **Area Development Committee (ADC)**
- **Village Development Committee (VDC)**
- **CBNRM Committees**

These structures are in the initial stages of implementation in most districts.

#### *Linkages Between Environmental Affairs Department And Other Agencies*

The actual implementation of environmental programs and projects is the responsibility of technical ministries, departments or implementing agencies including private sector organizations and NGOs. The network of Environmental Focal Points provides permanent focal points between their institutions and EAD.

The Co-ordination Unit for the Rehabilitation of the Environment (CURE) co-ordinates the activities of all the NGOs involved in natural resources and environmental issues and works closely with EAD.

### ***Linkages Between EAD and Districts***

To facilitate linkages and integration of environmental issues in the district planning process, Environmental District Officers have now been established in all the 26 districts. Arrangements are now underway to establish an office at Likoma, the new district.

Efforts are also now underway to strengthen the ability of the districts to collect, process and disseminate environmental information including preparation of State of Environment Reports as required by the Environment Management Act.

EAD is also making efforts to build local environmental planning capacity to enable local people to manage their own natural resources in a sustainable manner through the formulation of District Environmental Action Plans (DEAPs). The EDO shall play an important role in facilitating this process.

### **Community-Based Organizations on Natural Resources**

New legislation in forestry, fisheries, agriculture, land husbandry, water, national parks and wildlife, etc establish community-based organizations to encourage community partnership with government in the management of natural resources. These Natural Resources Committees provide an effective structure for community-based natural resources management. They also identify and prioritize environmental problems at community level.

Examples of Natural Resources Committees include the Village Beach Committees established under the Fisheries Act and the Village Natural Resources Committees established under the Forestry Act.

There are also a number of Community-Based Organizations involved in numerous activities to promote the sustainable use and management of natural resources at community level. Included here are several NGOs who are involved in a number of programs related to natural resources and environmental management and protection.

### **Current CBNRM Co-ordination Mechanism**

Presently CBNRM activities are coordinated by the National Council for the Environment view of the policy nature of this process. Realizing the amount of workload associated with this task and the importance it deserves; the Council constituted a sub-committee to manage the task.

There is need to re-consider the operational modalities of the sub-committee in order to improve the efficiency of the sub-committee. For example, there is need to mobilize financial resources to promote its operations, strengthen the leadership structure of the group, and improve participation and attendance to its meetings.

There is particular need to review and come up with action to improve institutional and financial sustainability of the co-ordination mechanism of the group.