



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

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Community
Partnerships for
Sustainable
Resource
Management in
Malawi

**Proceedings of the Second National Conference on
Community-based Natural Resource Management in
Malawi: Blantyre, 12th to 15th November 2002**

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TABLE OF CONTENTS

Acknowledgements	iv
Acronyms	v
Foreword	vii
Executive Summary	viii
PART1: Opening Ceremony	1
Welcome Remarks and Introductions by Master of Ceremony	1
Speech by USAID/COMPASS Chief of Party	1
Remarks by Deputy Director, EAD, Dr. A. Kamperewera	3
Remarks by NCE Chairperson, Prof. Z. Kasomekera	4
Remarks by Deputy Secretary, MoNREA, Mr. B.B. Kumwembe	4
Speech by Deputy Minister, MoNREA, Hon L. Shati, MP	5
Issues emerging from opening remarks	7
PART 2: Overview	9
Background to Annual National CBNRM Conference	9
Second Annual CBNRM Conference objectives and Procedures	9
PART 3: Paper Presentations	11
Presentation of Paper 1: A review of the current status in networking, coordination and institutional arrangements under the decentralization process in CBNRM	11
Presentation of paper 2: The Impact of Sector Specific approaches in the implementation of CBNRM activities	12
Presentation of paper 3: Funding mechanisms for ensuring the sustainability of CBNRM approaches and initiatives	13
Presentation of paper 4: The role of the private sector in CBNRM	14

PART 4: Plenary presentations	15
Topic 1: A review of the current status in networking, coordination and institutional arrangements under the decentralization process in CBNRM	15
Topic 2: The impact of sector specific approaches in the Implementation of CBNRM activities	15
Topic 3: Funding mechanisms for ensuring sustainability of CBNRM approaches and initiatives	15
Topic 4: The role of the private sector in CBNRM	16
PART 5: Field Visits	17
Chimembe Community-Based Management of Former BCFP plantation	17
Chiwembe Water Hyacinth Control and Mushroom Production Project	17
Kalino Participatory Fish Farming Project	18
Food Processing Enterprise at Magomero Community Development Training College	19
Ndirande Mountain Rehabilitation Project	19
Ndirande Briquette Promotion Project	20
Community-Based Management of Natural Resource at Kam’mwamba	20
Matindi Youth Organization (MATYO) Nursery Project	21
PART 6: Field Reports	23
Community-Based Management of Natural Resources at Kam’mwamba	23
Matindi Youth Organization (MATYO) Nursery Project	23
Chimembe Community-Based Management of former BCFP plantation	24
Chiwembe Water Hyacinth Control and Mushroom Production Project	24
Kalino Participatory Fish Farming Project	24
Food Processing Enterprise at Magomero Community Development Training College	25
Ndirande Mountain Rehabilitation Project	25

Ndirande Briquette Promotion Project	26
PART 7: Conference Recommendations	27
PART 8: CBNRM Strategic Action Plan	29
PART 9: Conference Evaluation	35
PART 10: Closing Ceremony	37
Remarks by Master of Ceremony	37
Remarks by USAID/COMPASS Chief of Party	37
Speech by USAID Representative	37
Remarks by Deputy Director, Environmental Affairs Department	37
Speech by PLANR Representative	39
PART 11: Annexes	41
Annex 1: Conference Programme	41
Annex 2: List of Participants	43
Annex 3: Conference Evaluation Form	47
Annex 4: Background Papers	49
A review of the current status in networking, coordination and institutional arrangements under the decentralization process in CBNRM	49
The impact of sector specific approaches in the implementation of CBNRM activities	63
Funding mechanisms for ensuring sustainability of CBNRM Approaches and initiatives	85
The role of the private sector in CBNRM	95
The National Land Policy and Reform Programme	105
Annex 5: COMPASS Publications	111

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ACRONYMS

ADC	Area Development Committee
AEC	Area Executive Committee
BCFP	Blantyre City Fuelwood Project
BVC	Beach Village Committee
CBNRM	Community based natural resources management
CBO	Community Based Organization
CCE	Cabinet Committee on Environment
COMPASS	Community Partnerships for Sustainable Resource Management in Malawi
CURE	Coordination for Rehabilitation of Environment
DA	District Assembly
DEAP	District Environmental Sub-committee
DDF	District Development Fund
DEMAT	Development of Malawian Entrepreneur Traders Trust
DDP	District Development Plan
DDPF	District Development Planning Framework
DDPS	District Development Planning System
DSOER	District State of Environment Report
EAD	Environmental Affairs Department
EDO	District Environmental Officer
EMA	Environmental Management Act
ESCOM	Electricity Supply Company of Malawi
EDETA	Enterprise Development and Training Agency
FINCA	Foundation for International Community Assistance
GoM	Government of Malawi
GVH	Group Village Headman
HIPIC	Highly Indebted
HIV/AIDS	Acquired Immune Deficiency Syndrome
IGA	Income Generating Activity
MoNREA	Ministry of Natural Resources and Environmental Affairs
MASAF	Malawi Social Action Fund
MATYO	Matindi Youth Organization
MEET	Malawi Environmental Endowment Trust
MMCT	Mulanje Mountain Conservation Trust
MIRTDC	Malawi Industrial Research and Technology Development Council
MIPA	Malawi Investment Promotion Agency
MAFE	Malawi Agroforestry Extension Project
MEDI	Malawi Entrepreneur Development Institute
MRFC	Malawi Rural Finance Company
MEPC	Malawi Enterprise Promotion Council
MBS	Malawi Bureau of Standards
MCI	Ministry of Commerce and Industry
NCE	National Committee on Environment
NEFP	National Environmental Focal Point
NEP	National Environmental Policy
NASME	National Association of Small and Medium Enterprises
NRBE	Natural Resource-Based Enterprise

NGO	Non-governmental organization
NRM	Natural Resources Management
TCE	Technical Committee on Environment
TNC	Trans national corporation
SADC	Southern Africa Development Corporation
SME	Small and Medium Enterprise
SUCOMA	Sugar Corporation of Malawi
VDC	Village Development Committee
USAID	United States Aid for International Development
WESM	Wildlife and Environmental Society of Malawi
WSSD	World Summit on Sustainable Development

FOREWORD

Malawi is one of the countries in Southern Africa that has put in place policies that advocate strong community participation in the management of natural resources such as forestry, wildlife, water, fisheries, soil and land, etc. The policy framework aims at encouraging community's full participation in natural resource management decision making by restructuring the power relations between the state and communities through the transfer of management authority and rights to local-level organizations. As result, we have seen Community-Based Natural Resource Management (CBNRM) concepts and approaches taking center stage in Malawi.

Legal and institutional frameworks have been put in place as a government effort to support effective implementation of CBNRM initiatives and activities. The desire of such effort is to see an improvement in environmental and natural resource management, which is our pillar for sustainable development. Over the recent past, we have seen a number of stakeholders putting into practice the policies. Different fora have been organized to discuss and map our way forward for an effective and efficient CBNRM. Our first Annual National CBNRM in May 2001 was such one forum where among other things a CBNRM strategic plan was developed. The strategic plan was an instrument for ensuring that the policies are put into practice, which also happened to be the theme of our conference.

This year's Annual National CBNRM Conference gives us an opportunity to review progress made since we last met and critically examine issues that are necessary for efficient implementation of CBNRM activities. The current decentralization and the fact that there are so many interested practitioners promoting and implementing CBNRM initiatives and activities, there is need to regularly meet to review our progress and harmonize our approaches. This year's theme "*Compatible approaches to CBNRM*" offers us a chance to assess our approaches to CBNRM.

This notwithstanding, there are a number of critical areas that we need to examine if we are to continue to make progress in managing our environment and natural resources for our sustainable development. We need to look at issues of coordination and networking in the face of decentralization. Secondly, it is also important to learn from our various approaches and their impacts in the implementation of CBNRM initiatives and activities. Thirdly, we must also explore means for identifying funding mechanism for ensuring sustainability of CBNRM initiatives within the current status of dwindling donor funding in the ENRM sector. One option could be exploring the role of the private sector in CBNRM and how it can be attracted to contribute to the ENRM sector.

I believe that responsibility to the success of CBNRM in Malawi depends on all of us as a nation. It is my sincere conviction that the solution to issues affecting ENRM in Malawi is our shared responsibility. I therefore invite readers of this document to get engaged in this dialogue in which we seek answers to this daunting task of making Malawi achieve sustainable development.

Ralph Kabwaza
Director of Environmental Affairs

EXECUTIVE SUMMARY

The NCE's CBNRM Working Group organized the 2nd Annual National CBNRM Conference, which was held at Mount Soche Hotel in Blantyre from 12th to 15th November 2002. This important national event brought a cross section of key CBNRM stakeholders to discuss issues affecting the implementation of CBNRM activities further to the strategic action plan for CBNRM in Malawi developed in 2001. The conference theme was '*Compatible approaches to CBNRM in Malawi*'. The main objective of the 2nd Annual National CBNRM Conference was to ensure that sectoral approaches are harmonized and compatible to the Malawi decentralization process. Four specific objectives were identified by the CBNRM Working Group and became topics for four conference papers. The specific objectives were:

- To review the current status in networking, coordination, institutional arrangements and the decentralization process in CBNRM,
- To discuss the impact of sector specific approaches in the implementation of CBNRM activities,
- To discuss funding mechanism for ensuring sustainability of CBNRM approaches and initiatives, and
- To discuss the role of the private sector in CBNRM.

Over 90 participants attended the conference, which ran for three-and-a-half days. The conference revolved around the presentation of the four conference papers. Issues emerging from the paper presentations were further discussed in groups or plenary and recommendations were made. In addition, field visits to eight selected CBNRM activity sites were made to verify and cross check issues and recommendations made during plenary discussions. An editorial committee compiled the results of the group and plenary discussions into these proceedings. A total of 11 recommendations were made as a way forward for improving and promoting the implementation of CBNRM activities in Malawi.

The editorial committee taskforce developed a strategic action plan for CBNRM based on the 11 recommendations from the conference. The CBNRM Working Group will present the strategic action plan to the National Council for the Environment. It is hoped that all key-implementing agencies will put the conference recommendations and strategic actions into practice.

PART 1: OPENING CEREMONY

Welcome remarks and Introductions

The Master of Ceremonies, Mr. Misford Mikuwa (Assistant Director, Environmental Affairs Department) welcomed the conference delegates and requested everybody to make a self-introduction. He further asked the dignitaries to the conference to give their opening remarks. The opening remarks were as follows:

Speech by USAID/COMPASS Chief of Party, Dr. Andrew Watson

Hon. Deputy Minister etc.

Ladies and Gentlemen

I would first like to welcome you all to Blantyre and the Second National Conference on Community-based Natural Resource Management in Malawi. This year's theme is "Compatible Approaches to CBNRM" but before we launch into our presentations and deliberations, I would briefly like to review the outcome of last year's conference and assess what we have achieved and what still remains to be done.

As many of you will undoubtedly recall, last year's conference held here in Blantyre in May had, as its overall theme, "Putting Policies into Practice." So what has been achieved? First, the CBNRM Working Group took the recommendations of the participants and crafted a Strategic Plan for CBNRM in Malawi. The Working Group's parent body, the National Council for the Environment, approved this strategy on November 14th of last year. Following this approval, the Working Group developed a detailed performance-monitoring plan. This will enable the Working Group to report to the NCE and other arms of government and the donor community on how successful our collective efforts are being at promoting community management of natural resources. Moreover, the monitoring system will assess the impact that these initiatives are having on the natural resource base and the livelihoods of rural households.

But what else has happened over the past eighteen months or so since the first national conference? Well, I can confirm that the forest that once mantled Thyolo Mountain has now been completely destroyed. I can also confirm that the chambo fishery that was once thriving on Lake Malombe is still in a state of collapse. And I can confirm that not only have virtually all the large animals that once inhabited Majete Game reserve been poached but also that Majete and its surrounding areas are probably the major source of charcoal for Blantyre. I should also remind you that all charcoal production in Malawi is still illegal since no permits have been issued.

Clearly, these are serious environmental disasters that we are witnessing right now. But I would also stress that these are also economic disasters in the making. Mitigating the loss of water resources that were once provided by the Thyolo Mountain forest is going to cost the District and the private sector tens of thousands of dollars each year for many years to come. The collapse of Lake Malombe's chambo fishery has represented a loss in revenues of about one million dollars a year over the past few years. The illegal charcoal coming from Majete and the adjacent woodlands has a street value of about half-a-million dollars per year but there is no sustainability in this exploitation.

So why is this happening? I think I can hear a collective murmur coming from the participants that sounds something like “POVERTY”. But let’s look at the reality. The people that man the boats on Lake Malombe do not control the fishery: wealthy owners of expensive fishing gear largely control it. The charcoal trade in Blantyre is not controlled by the men wielding axes in Majete or the army of men pushing bicycles laden with sacks of charcoal along the Chileka Road. It’s controlled by businessmen who, by any standards, are far from poor.

Add to this the fact that since the first attempts to lay the groundwork for CBNRM in Malawi back in 1996 (with the Environmental Management Act) and 1997 (with the Fisheries and Forestry Acts), the donor community has invested well over \$30 million dollars in supporting CBNRM initiatives ranging from policy reform to actual implementation of field activities. This notwithstanding, the environmental and economic destruction of natural resources has continued unabated. I must stress that this loss of Malawi’s natural resource base is NOT a consequence of CBNRM activities, nor is it happening in spite of our best efforts at implementing CBNRM. I say this because to date there are essentially no examples of CBNRM activities on public land or involving any state-owned natural resources in Malawi.

In the Forestry, Fisheries and Wildlife sectors, implementation of the CBNRM approach relies on co-management agreements between Government and local communities. The only examples of ANY such agreements pertain to what is referred to as co-management of resources on customary land: Village Forest Areas and the like.

In the Forestry sector, we still await the signing of co-management plans and agreements for a number of gazetted forests. Some of these agreements have been under development for several years (since 1996 in the cases of Chimaliro and Liwonde Forest Reserve). We also await Government approval of the Community-based Forest Management guidelines that supplement the National Forestry Policy. The third draft of these guidelines was completed twelve months ago.

In the Fisheries sector, COMPASS assisted the Fisheries Department and the Association of the more than 50 Beach Village Committees on Lake Chilwa develop fishing regulations and bylaws as part of the Department’s Participatory Fisheries management policy. Legislation was drafted through a participatory process involving both the Department and the BVCs. This process was concluded on July 11th of LAST year but still there has been no action on the part of the Department.

In the Wildlife sector, the new policy on co-management of resources within the National Parks and Reserves is founded on establishing agreements between the Department of National Parks and Wildlife and legally constituted groups representing the communities. To date, three communities in and around Lake Malawi National Park have developed their constitutions and are registering under the Trusts Act. Another three around Mwabvi in the Lower Shire have done the same and several others are well advanced. In the past few weeks, however, the DNPW has failed to respond positively to the aspirations and efforts of these communities.

In effect, what we have in Malawi today is an excellent foundation of policies and laws that enable devolution of authority. We believe that this will lead to better management of natural resources. But devolution has not occurred, so what we see today is the continued failure of the former management system based on a command-and-control approach that remains

dysfunctional. Worse still, in the absence of genuine co-management, the command-and-control approach is still the *de facto* management regime. With continued incursions into forest reserves, over-fishing of the lakes and poaching in the National Parks we are seeing a breakdown in the Rule of Law with regard to forests, fisheries and wildlife. The social consequences of this are profound and they will be felt for many years to come, as will be the economic impact of massive depletion of natural resources.

CBNRM is not a guaranteed solution to these woes... but it is the only viable option available to us. Unless the Government of Malawi makes a tangible commitment to implement co-management, more disasters will undoubtedly occur as the current anarchy continues. At the same time, the donor community must recognize the need for its continued support. DANIDA's ESP has come to an end, GTZ's support to the fisheries sector through NARMAP and to the wildlife sector through Border Zone are also drawing to a close. USAID's COMPASS Activity will end in about 14 months. Future donor engagement MUST provide direct support to CBNRM implementation efforts and must avoid unfocussed "capacity building" that more often than not perpetuates the all-pervasive "allowance syndrome" and donor dependence.

In conclusion, CBNRM represents our best hope for sound and sustainable management of natural resources in Malawi. Its principles are founded on the Rule of Law but this has to be a law that supports devolution of authority and equitable sharing of the benefits that will accrue to civil society and to the State from sustainable management of the environment.

Over the next four days, as we debate this year's theme of "Compatible Approaches to CBNRM", we must stress the need for sustainable financing and for the engagement of the private sector. Most importantly, we must emphasize the necessity for government and civil society to work together on actual implementation of community-based natural resource management activities.

Thank you.

Opening remarks by Deputy Director, Environmental Affairs Department, Dr. Alesyous Kamperewera

In his opening remarks the Deputy Director of Environmental Affairs Department, explained the linkages of the current efforts within the natural resource management sector to the main outcomes of the 2002 World Summit on Sustainable Development particularly the Water, Energy, Health, Agriculture and Biodiversity.

It was indicated that the nation faces a number of challenges including poverty. These challenges are impacting on various efforts being undertaken by different agencies.

Opening remarks by Chairperson, National Council for Environment, Professor Zachary Kasomekera

The Chairperson of the National Council for Environment, in his opening remarks explained that the previous mechanisms of working with communities using ‘big brother approach’ which is based on ‘we tell you and you follow’ had failed. He stressed the need for the various sectors to move into approaches, which look at communities as partners.

He emphasized on the need to empower communities in natural resource management. He also advised that any CBNRM initiative should be based on the traditional structures instead of creating new ones.

It was also noted that it is very important to promote existing government policies like Poverty Eradication and Decentralization when community based natural resource management work is being undertaken.

The Chairperson for NCE also explained the justification of the existence of the CBNRM Working Group. It was noted that the Working Group has mandate from the National Council for the Environment as its technical arm.

He finally concluded by saying that natural resources are not a single entity, therefore it does require a multi-sectoral approach when dealing with them.

Opening remarks by Deputy Secretary, Ministry of Natural Resources and Environmental Affairs, B.B. Kumwembe

The Deputy Secretary in the Ministry of Natural Resources and Environmental Affairs, in his opening remarks stressed the importance of translating policies into actions. He indicated that there have been a number of gatherings discussing various things but with limited follow up action.

He also indicated that it is important for people to manage and utilize natural resources sustainably so that future generations could also benefit from them.

He reiterated government commitment to community-based natural resource management. He indicated that this is evident by the fact that all natural resource management sectors in the ministry have a facility for participatory NRM approaches hence supports CBNRM.

Finally he requested the Honorable Minister to make the official opening speech.

Speech by the Honorable Deputy Minister, Ministry of Natural Resources and Environmental Affairs

The Chairman; the Chairman of the Parliamentary Committee on Land, Agriculture and Natural Resources; the Chairman of the National Council for the Environment; the USAID representative; the COMPASS Chief of Party; the Deputy Secretary for Natural Resources and Environmental Affairs; the Director, Environmental Affairs; Members of the press; invited guests; ladies and gentlemen.

It is a great pleasure for me to be here this morning to officially open the second national conference of Community-Based Natural Resource Management (CBNRM) and I wish to welcome you all to the conference.

Mr. Chairman, you will recall that it's a year and some months now since I personally opened the first Annual National CBNRM conference on 16th May 2001 at Ryalls Hotel here in Blantyre. It, therefore, pleases me to preside over a similar function this year. Mr. Chairman, I am informed that this year's conference shall among other things discuss the current status in networking, coordination, institutional arrangements under decentralization process in CBNRM; impact of sector specific approaches, sustainable funding mechanisms and the role of the private sector in CBNRM.

Mr. Chairman, ladies and gentlemen, considering that it is now over a year from the first conference where a strategic plan was put in place for improving natural resources management practices in Malawi, I believe that your experience over the period should provide sufficient knowledge to have a most fruitful conference this year.

Natural resources and the environment are resources, which have to be shared by every Malawian. In any case, poor management of these resources can lead to conflicts as people scramble for the limited available resources. It is for this reason that I commend your gathering and I am confident that such avoidable conflicts will be addressed during your deliberations.

Mr. Chairman, I have learnt with great pleasure that government, NGOs, the private sector, religious organizations and others are contributing quite a lot towards CBNRM activities at all levels. However, these efforts have not fully brought along the desired results. This is because of lack of a common approach by the different players. These I understand results to different responses from the communities because certain approaches are deemed as having incentives while some are not. As a result communities tend to put more effort where there are incentives. Nevertheless, I would want to commend all players in its interaction for the work done so far.

Mr. Chairman, it is my hope therefore that your deliberations will iron out this gap and come up with common approaches and appropriate networking and coordination. This should also assist in the proper division of activities with regard to who does what, where, when and so forth. I believe that common or harmonized approach would avoid having CBNRM activities repeatedly taking place in some areas while completely leaving some areas unattended to.

I also wish to urge you Mr. Chairman to look into the funding mechanism, considering that government is now devolving some of its functions in the management of natural resources and environment to communities.

There is need to have a sustainable funding mechanism or else the natural resources would be depleted which is not the aim of devolving powers to communities. It is also my desire that where co-management is practiced, sustainable funding mechanism would be discussed and that both sides of the arrangement benefit.

I believe and very much hope that resources and recommendations from this conference will reach all interested parties including those at the grassroots who sometimes are forgotten when things are being implemented.

Ladies and gentlemen, I would fail my duty if I would not thank USAID for providing funds that have made it possible for the CBNRM national conference to take place. Permit me to also thank COMPASS for ably facilitating CBNRM meetings and this conference in particular. Thanks also to go to the National Council for the Environment (NCE), Parliamentary Committee on Land, Agriculture and Natural Resources and the organizing committee.

With these remarks, it is now my pleasure and singular honour to declare this Second National Annual CBNRM Conference officially open, and wish you fruitful deliberations.

Thank you for your attention.

Issues Emerging from Opening Presentations

During the opening presentations, the following issues were highlighted:

- Need for putting policies into action;
- Limited devolution of natural resource sectors;
- Need for multi-sectoral approach in natural resource management;
- Linkages of CBNRM to various government policies and international agreements; and
- Need to have sustainable funding for CBNRM.

PART 2: OVERVIEW

Background to the Annual National CBNRM Conference

In 1999, following the drafting of a background paper on the existing arrangements for coordinating CBNRM in Malawi and an assessment of the needs for improving the situation, a meeting was held in November 1999 in Blantyre at which some 30 participants reviewed the suggestions and recommended a strategy for creating a CBNRM coordinating body. The meeting was itself an innovative event in that it was co-financed by the Environmental Affairs Department (with UNDP funds) and COMPASS. The meeting's recommendations were presented to the National Council for the Environment in December and engendered considerable discussion among the Council's members. The Council strongly supported the recommendation that a coordinating body be created but felt that it should be attached directly to the Council itself rather than the Technical Committee for the Environment (which is what the workshop participants suggested). In early 2000, the creation of the CBNRM Working Group was approved.

Following its first meeting in early 2000, the CBNRM Working Group has met ten times (roughly quarterly). In 2000 it commissioned the preparation of a framework document to help develop a strategic plan for CBNRM in Malawi. COMPASS supported this effort and the outcome was COMPASS Document 23 – *Framework for Strategic Planning for CBNRM in Malawi*. In May 2001 the Working Group commissioned a national conference to launch the strategic planning process (see COMPASS Document 30 – *Proceedings of the First National Conference on CBNRM in Malawi*). Subsequently, the Working Group refined the work of the 80 or more participating stakeholders and the strategic plan the National Council approved (COMPASS Document 35 – *Strategic Plan for CBNRM in Malawi*) for the Environment on November 14th 2001. Starting in late 2001, the Working Group concentrated its efforts on developing and implementing a monitoring system to track performance and impact of CBNRM initiatives in Malawi. This work was completed in October 2002 when the plan was approved for submission to the National Council for the Environment. The first monitoring report will be submitted to the NCE during the first quarter of 2003.

Second Annual CBNRM Conference Objectives and procedures

The chairperson of the CBNRM conference organizing committee gave an outline of the conference objectives and procedures. Theme for the conference is '**Compatible approaches to Community-Based Natural Resource Management in Malawi.**'

Conference Objectives

The main objective of the Second CBRM Conference is to ensure that sectoral CBNRM approaches are harmonized and compatible to the Malawi decentralization process. The conference will look at the following specific objectives:

- To review the current status in networking, coordination, institutional arrangements and the decentralization process in CBNRM;
- To discuss the impact of sector specific approaches in the implementation of CBNRM activities;

- To discuss funding mechanisms for ensuring sustainability of CBNRM approaches and initiatives; and
- To discuss the role of the private sector in CBNRM.

Conference expected outputs

The conference will attempt to achieve the following outputs:

- Guiding principles, approaches and core values in CBNRM produced;
- CBNRM institutional arrangements recognized and adopted;
- Lessons learnt from the impacts of CBNRM implementation and recommendations documented; and
- Private sectors' role and contribution to CBNRM proposed.

Conference methodology

In order to achieve the expected outputs, the conference will be participatory and hence requesting full participation of all participants. The conference will involve presentation of four papers covering topics related to the objectives. Issues emerging from the paper presentation will be discussed in groups before presented and further discussed in plenary. Field visits to eight selected CBNRM activity sites will be made in order to give the participants field exposure and 'first hand' field experiences to verify and crosscheck issues and recommendations during plenary discussions.

The topics for the conference papers include:

- A review of the current status in networking, coordination and institutional arrangements under the decentralization process;
- A discussion on the impact of sector specific approaches in the implementation of CBNRM activities;
- A discussion on funding mechanisms for ensuring sustainability of CBNRM approaches and initiatives; and
- A discussion on the role of the private sector in CBNRM.

PART 3: PAPER PRESENTATIONS

Presentation of Paper 1 - A review of the current status in networking, coordination, institutional arrangements under the decentralization process in CBNRM

Mr. Lingston Chiona, EDO Mangochi, presented the paper. The paper highlighted the current status in networking and coordination in CBNRM. It gave an overview and review of mechanisms for coordination and networking in CBNRM. The paper looked at the legal and institutional framework for the coordination of CBNRM activities at national and district levels with respect to the decentralization process.

The paper made the following observations:

- The legal framework is very supportive of CBNRM and has provided for the establishment of institutions to coordinate CBNRM in Malawi.
- The institutional framework established to coordinate CBNRM at national level is weak and no longer functional. The NCE and CBNRM Working Group are the only institutions that are active. The CBNRM Working Group depends on donor support from COMPASS for its activities. The future of the CBNRM Working Group after COMPASS winds up business in the near future is a very serious challenge.
- The decentralization process has facilitated the establishment of various institutions at district and sub-district levels, which play coordination roles in CBNRM. However, they are too numerous to manage and they lack capacity and resources to effectively coordinate CBNRM activities.
- The majority of the NRM sectors have not devolved their authority and responsibility to the districts. As a result implementation of CBNRM activities is still sectoral.

Comments on the topic

The meeting noted a number of issues that required serious consideration. It was noted that implementation of NRM sector policies and legislation was very weak despite that the legal framework was supportive to CBNRM. Sector policies were not put into practice because NRM sectors were still reluctant to accept communities as partners. It was further observed that most of the policies lack a legal mandate because of the absence of corresponding Acts. The need to harmonize the legal instruments in the NRM sector was noted. The following issues were identified for further group and plenary discussion so that actions for the way forward could be recommended:

- Institutional structure for effective coordination of CBNRM approaches and initiatives at all levels
- Coordination functions of the different components of the CBNRM coordinating institutional structure
- Legal framework for coordination and networking of CBNRM under decentralization
- Impact of the decentralization process in the coordination of CBNRM activities at both national and district levels
- Devolution of natural resource sectors
- Coordination of NGO activities at district level in the implementation of CBNRM projects

Presentation of paper 2 – A discussion on the impact of sector specific approaches in the implementation of CBNRM activities

Mr. Collins Jambo, the Principal Malawi College of Fisheries, presented the above paper. The paper highlighted impacts from approaches that different stakeholders use when implementing CBNRM activities. The CBNRM guiding principles are not fully adopted and hence there was still need to harmonize CBRM approaches by all practitioners, including donors. Community mobilization techniques, especially the issue of incentives required critical review.

The paper made the following observations:

- The progress that has been made in CBNRM over the years has yielded both positive and negative results. From the policy point of view, tremendous progress has been made. However, the implementation of CBNRM activities does not translate to improved environmental and natural resource management.
- Environmental and natural resource degradation is still on the rise.
- Unregulated charcoal production still contributes largely to natural resource degradation. It was observed that there is need for the establishment of baseline information in order to monitor progress and impact of CBNRM interventions.
- The CBNRM strategic plan has not been fully implemented and hence the need to monitor progress in CBNRM.

Comments on the topic

The meeting acknowledged the fact that harmonization of CBNRM approaches is crucial for the successful implementation of CBNRM activities. It also noted that public awareness of NRM sector policies is still limited not only to communities but government staff. Although policies are supportive, many of the reforms remain unimplemented or unfulfilled, and instead government has continued to direct or dominate local natural resource management. The policy framework does not provide communities with meaningful decision-making power, with legal rights over land and resources, and with a fair share of the benefits. The reluctance by government sectors to devolve to district and lack of commitment to CBNRM agreements with communities is hindering progress. The following issues were identified for further group and plenary discussions in order to develop recommendations for the way forward:

- Appropriate community mobilization procedure for all stakeholders including incentives for ensuring community participation in CBNRM activities and initiatives
- Coordination of NGOs in the implementation of CBNRM activities at grassroots level
- The importance and mechanisms for Gender and HIV/AIDS mainstreaming in CBNRM activities
- Standard participatory monitoring and evaluation procedures for CBNRM activities
- Challenges to collaborative management agreements between government NRM sector departments and communities in the management of protected areas
- Procedure for measuring impact of CBNRM interventions

Presentation of paper 3 – Discussion on funding mechanisms for ensuring sustainability of CBNRM approaches and initiatives

Mr. Tikhala Chibwana presented the paper. The paper highlighted a number of issues regarding the extent of funding for implementing CBNRM initiatives. The paper observed that there is over-dependence on donor funding for the implementation of CBNRM activities. However, it was also observed that donor funding to the sector was declining. Government funding is still minimal and not sufficient to support implementation of CBNRM activities. It was suggested that there is need to lobby government to increase its funding level to the NRM sector from 2.8% to 10% of GDP. The paper further suggested a number of options as funding mechanisms to be adopted to ensure sustainability of CBNRM initiatives and approaches. Although most of the funding options were viewed to be unpopular they are to be pursued.

The paper made the following observations:

- The implementation of CBNRM activities still depends on donor funding.
- Based on the GNP of about MK11.6 billion and there being a fixed percentage of this designated for funding of the DDFs, the amount that will be available for environmental and natural resource micro-projects will be very small.
- There is need to explore other funding options such as taxes, levies, etc. Ideally, taxes and levies should be applied to goods and services that cause environmental degradation (polluter pays principle), thereby increasing economic costs of these goods and services and encouraging people to seek alternatives.

Comment on the topic

The meeting noted that resources for effective implementation of CBNRM activities were limiting. Implementation of CBNRM activities is dependent on donor support and is adversely affected with the pulling out of donors from the sector. It was observed that CBNRM initiatives are not sustainable and often do not continue after project funding is over. Most of the CBNRM projects do not have phase out plans for sustaining activities.

Government still gives low priority to the NRM sector when it comes to resource allocation compared to the social service sector. Alternative sources of funding for the implementation of CBNRM activities at district level are required. There is need for increasing government allocation to the DDF's Green Window so that there are sufficient resources in the NRM sector. More importantly, it was suggested that communities should be empowered so that they reduce dependence on external funding of their CBNRM activities. Capacity building in financial management to promote accountability and transparency among committee members is to be encouraged. Promotion of NRBEs was also seen as means for self-reliance. The following issues were therefore identified for further group and plenary discussion:

- Options for reducing community's over-dependence on external funding for the implementation of CBNRM activities
- The appropriateness of each of the proposed alternative funding mechanism (levies, debt swap, endowment trust, percentage retention, lease agreements, etc) for ensuring sustainability of CBNRM approaches and initiatives.
- Factors for failure (non-continuity) of donor-driven CBNRM initiatives
- The extent of government funding for the implementation of CBNRM activities
- Mechanisms for ensuring easy access to funding by communities for implementation of CBNRM activities.
- Financial management capacity of CBNRM stakeholders

Presentation of paper 4 – Discussion on the role of the private sector in CBNRM

Mr. Kenneth Gondwe presented the paper. The paper suggested how the private sector could participate in CBNRM. It also suggested requisites for private participation in CBNRM. It noted a number of things that require to be addressed before the private sector is attracted into investing in natural resource based enterprises. It argued that the private sector could contribute resources for the implementation of CBNRM activities as well as investing into the sector.

Comments on the topic.

It was noted that private sector contribution in CBNRM is at the moment minimal and not properly coordinated. It was acknowledged that the private sector could play a crucial role in CBNRM either as a partner to communities through direct contribution of resources for the implementation of CBNRM activities or investing into processing, marketing, etc of natural products. The support that private sector render to CBNRM is on an ad hoc basis. Private sector investment into natural resources is limited because of was the issue of security. The meeting noted that there is an apparent lack of legalization of CBOs with which the private sector would go into partnership. The registration process was viewed to be complex and hence prohibitive. It was also suggested that a “Code of Conduct for Responsible Investment in CBNRM could be developed. More importantly, the NRM sector has to demonstrate the benefits the private sector would get by participating in CBNRM and investing in natural products. The following issues were examined further in-groups and plenary whose results form the basis for the recommendations of the conference:

- Private sector contribution to the implementation of CBNRM activities
- Processing, certification and marketing of natural resource-based products
- Private sector, government and community partnerships in support of CBNRM
- Short and long term impacts of private sector investment and development in natural resource-based enterprises
- Protection of local level intellectual and property rights of natural resource-based products

PART 4: PLENARY PRESENTATIONS

After group discussions of the issues identified from the paper presentations, the following observations and recommendations were made in plenary for each topic.

TOPIC 1: A Review of the current status in networking, coordination, institutional arrangements under decentralization process in CBNRM

1. Need for linking national CBNRM activities to global environmental and natural resources issues in accordance with the outcome of the WSSD i.e. WEHAB (Water sector, Energy sector, Health sector, Agriculture sector and the Biodiversity sector).
2. Need for linkage between CBNRM activities to existing government policies such as PRSP and the Decentralization policy.
3. There is a need for coordination amongst NGOs at district level in order to harmonize their approaches to the implementation of CBNRM activities more especially in relation to community mobilization and provision of incentives.
4. Institutional structures for the coordination of CBNRM activities at all level are weak.
5. There is a need to review of sectoral Acts in order to provide legal framework to sectoral policies.
6. There is a need for harmonization of ENRM sectoral policies.

TOPIC 2: The Impact of Sector-specific Approaches in the Implementation of CBNRM Activities

1. There is limited awareness, understanding and implementation of existing ENRM sector policies in support of CBNRM at all levels.
2. Most of the CBNRM initiatives do not provide tangible economic benefits hence communities do not get motivated to be involved in CBNRM activities.
3. Existing capacity building efforts by CBNRM practitioners lack elements of community empowerment hence communities are not self-reliant, creative and innovative.
4. Most CBNRM activities are Committee owned and not community based and therefore popular community participation is not guaranteed.
5. There are limited household-based benefits from CBNRM initiatives.
6. There still exist unfair partnership arrangements between government agencies and communities as result of negative attitude by government personnel and lack of confidence by communities.
7. Despite so many CBNRM efforts, there is minimum positive impact to the management of natural resources and therefore environmental degradation still continues.
8. There is inadequate integration of HIV/AIDS and Gender in CBNRM.
9. CBNRM core values, principles and guidelines have not fully been circulated or accepted and adopted.

TOPIC 3: A Discussion on Funding Mechanisms for Ensuring Sustainability of CBNRM Approaches and Initiatives

1. There is over-dependency on donor support for the implementation of CBNRM initiatives in Malawi.
2. There is dwindling donor-support in the ENRM sector, which poses a great threat to the implementation of CBNRM activities.

3. Optional funding mechanisms to CBNRM such as levies, retention of revenue by sectors and taxes may be initially unpopular but they are the only viable options.
4. The extent of Govt. budgetary allocation to the ENRM sector is very low.
5. Internally generated financial resources from ENRBE are not sufficient to sustain CBNRM initiatives.
6. Limited financial management capacity in community level institutions.

TOPIC 4: The Role of the Private Sector in CBNRM

1. Limited Private Sector contribution to CBNRM Activities as a potential funding mechanisms.
2. Inadequate incentives in CBNRM to attract the Private Sector investment.
3. Lengthy legal registration and certification processes in CBNRM, which are pre-requisites to the forging of partnerships between the private sector and CBOs, are prohibitive.

PART 5: FIELD VISITS

Field visits were made to eight CBNRM projects for the conference participants to have ‘first hand’ on issues pertaining to CBNRM. The field visits provided the participants an opportunity to interact with community members to learn from their experiences in CBNRM. Terms of reference were written for each of the sites visited and issues related to the conference theme and objectives were provided to the team as guidelines to the field visits. Each team was requested to write a field report, highlighting major issues emerging from the visit. The sites and their terms of reference are as follows:

1. Chimembe Community-Based Management of former BCFP Plantation

Background

The Blantyre City Fuelwood Projects started in 1986, funded by the Norwegian Government under the Southern Africa Development Community (SADC) and ended in 2001. The project was initiated in response to the alarming rate of deforestation taking place in areas adjacent to the cities of Zomba and Blantyre. The objectives were: -

- To supply inexpensive fuelwood and poles to urban populations of Blantyre and Zomba
- To provide SADC member states with data on how to cost-effectively produce fuelwood and poles for urban communities

A review by the BCFP steering Committee in 1995 recommended the transfer of the management of the *eucalyptus* plantations and indigenous forests, including revenue collection, to adjacent communities. Village committees were established and trained in forest management before they were handed over the plantations.

The site of visit

The participants will visit a community that has been handed over a *eucalyptus* plantation by Department of Forestry under the Blantyre City Fuelwood Project. The visit will be at Adam village, TA Kuntaja in Blantyre District. It is an hour’s drive from Blantyre going past the Chileka Airport. The community has taken over all management activities from BCFP. They are harvesting and selling poles from the plantation. The revenue generated from tree sales from their portion of the plantation is used to finance community projects. They still get technical support from Department of Forestry in the management of the plantation.

CBNRM issues for discussion

1. The procedure for harvesting, revenue collection and benefit sharing
2. The capacity of the community to manage the plantations
3. Mechanisms for sustainability of the plantations and their benefits

2. Chiwembe Water Hyacinth Control and Mushroom Production Project

Background

A group of 10 women and 1 man organized themselves into Madalitso Entrepreneurs to exploit sustainable income generation opportunities utilizing the water hyacinth as substrate on which to grow mushrooms.

The group requested a small grant of \$2,000 to help them acquire the farming and marketing skills to launch the mushroom production project. The group was later trained by EDETA a

local NGO providing technical services in, amongst other things, mushroom farming. The group constructed 3 sheds for mushroom production.

The group is buying the mushroom spawn from Chancellor College (University of Malawi) and to date they have had 2 harvests within the first six months of operations. There is a viable local market within the residential area as well as in the nearby towns of Limbe and Blantyre. All the mushrooms were successfully sold and demand was far much higher than the project could meet.

The site of the visit

Chiwembe is a high-density township of Malawi Housing Corporation homes in Limbe 3 kilometers off the Blantyre-Thyolo road. Between the traditional housing area runs the Mudi River where the Chiwembe dam is situated. The dam has been colonized by the water hyacinth (*namasupuni*). The Madalitso Entrepreneurs constructed sheds for mushroom production within the township.

CBNRM issues for discussion

1. Incentives required to motivate community participation in environmental and natural resource management
2. The potential and impact of NRBEs in CBNRM
3. Marketing of natural resource-based products.

3. Kalino Participatory Fish Farming Project

Background

Kalino Participatory Fish Farming Project is in Sub Traditional Authority M'biza in Zomba District. The group is rearing fish and fingerlings. The goal of the project is to reduce pressure on natural resources by introducing fish farming as an alternative source of household income, and to popularize fish in local people's diet. The group has constructed and stocked three fishponds with financial assistance from COMPASS.

The objectives of the project are:

1. To promote fish farming to other farmers in the area
2. To produce fish for sale to the local community
3. To raise fingerlings for sale to other farmers and fish farming projects

The site of the visit

The visit will be made to Kalino Fish Farm, some 8 kilometers off the Blantyre-Zomba road, turning right just before the Makoka Agricultural Research Station. The fish farm is a few meters left of a Coffee Estate. The fish farm has three ponds of varying sizes stocked with different species of fish. One pond is used to raise fingerlings for sale to other farmers and development projects.

CBNRM related issues for discussion

1. The profitability of fish farming
2. The potential of fish farming as natural resource based enterprise
3. Sharing of benefits accruing from community-based enterprises

4. Food Processing Enterprise at Magomero Community Development Training College

Background

A group composed of women from villages around Magomero Community Development Training College initiated a food processing enterprise, mainly producing juices, jams and dried products. They use fruits (mangoes, pawpaw, bananas, peaches, oranges and Mexican apple) and vegetables that are commonly found in the area. The objectives of the food processing enterprise are: -

- to generate income through selling processed food products
- to provide opportunity for the utilization of seasonally available fruits and vegetables
- to improve the nutritional status of the local people
- to build capacity of local women in fruit processing

The site of the visit

Magomero Community Development Training College is in Chiradzulu district, about 4 km from Namadzi along the Zomba-Blantyre road. A 1.5 km dirty road branching from the Zomba-Blantyre M1 road leads straight into the college. The food-processing unit is housed within the Homecraft Department of the college. The women group use facilities and space provided for by the college. They acquired sun dryers and other specialized equipment with financial assistance from COMPASS. The women group gets technical assistance from staff members from the college. The processing unit is intended to move out the college in the near future.

CBNRM related issues for discussion

1. Explore the market potential and competitiveness of the products produced
2. Hygienic and aesthetic aspects of the products
3. Sustainability of the enterprise and relevance to CBNRM

5. Ndirande Mountain Rehabilitation Project

Background

Ndirande Mountain Forest Reserve was degraded in the early 1990s with the advent of the Democratic dispensation. It was 'vandalized' as people cut down trees wantonly from the plantations for fuelwood, poles and timber. The situation was uncontrollable and was further aggravated by the retrenchment of forest staff that was conducting patrols around the mountain. The remaining forest Department personnel failed to control the 'carnage' and eventually gave in to pressure to hand over the management of the forest resources to local communities. Earlier efforts by the Department of Forestry to rehabilitate the mountain had failed. The degradation was so overwhelming that natural resource management committees were formed to rehabilitate the mountain. Forestry Department therefore demarcated plots and allocated to individual farmers to plant trees and crops. The Ndirande Mountain Rehabilitation Committee was formed in 1998 to coordinate rehabilitation activities on the mountain.

The objectives of the project include:

- planting assorted tree species
- management of coppices and natural regeneration

The site of the visit

The visit will be made to a few gardens/plots on Ndirande Mountain where individual farmers have planted trees in an agroforestry system.

CBNRM related issues for discussion

1. Rights and ownership of the trees planted
2. Sharing of benefits between a community and government in co-management
3. CBNRM in urban community setting

6. Ndirande Briquette Promotion Project

Background

Ndirande Briquette Promotion Project by the Ndirande Briquette Women Group is producing and marketing briquettes to the inhabitants of Ndirande and the surrounding areas. The main goal of the project is to promote use of briquettes as an alternative source of energy for cooking and heating, so that the increasing demand for firewood and charcoal, which is resulting into wanton cutting down of trees, is reversed. Briquettes are made from sawdust and waste paper collected from paper and packaging industries in Blantyre. The project started in 2001 with financial assistance from COMPASS.

The site of the visit

The Ndirande Briquette Women Group operates within Ndirande in Makata Area. The group has a production shed constructed next to the chairperson residence. It has briquette-selling outlets scattered around Ndirande. The visit will be made to the production site.

CBNRM related issue for discussion

1. potential of alternative energy sources to fuelwood and charcoal
2. strategy for changing peoples attitudes to using alternative energy sources
3. marketing and competitiveness of alternative energy sources

7. Community-Based Management of Natural Resources at Kam'mwamba

Background

Upon the opening of the Zalewa Road, indigenous forests in Mwanza District have been cleared by local people for the production of charcoal, which is transported for sale in Blantyre.

Wildlife and Environmental Society of Malawi runs sustainable Management of Indigenous Forests Project at Kam'mwamba. The purpose of the project is to build capacity of local communities in sustainable natural resource management. Among other activities the project implements strategies for reducing deforestation and hence communities are involved in a variety of natural resource management activities.

The site of visit

Kam'mwamba is situated along the Zalewa road in TA Simon in Mwanza District. The participants will visit the fruit juice processing unit at Kam'mwamba and selected villages

where CBNRM activities such as guinea fowl rearing, bee keeping and tree planting are taking place.

CBNRM related issues for discussion

1. Sustainability of the CBNRM initiatives after the project ends
2. Funding mechanisms to ensure sustainability of project activities
3. The role of the private sector in production, certification and marketing of fruit juices from Kamwamba.

8. Matindi Youth Organization (MATYO) Nursery Project

Background

MATYO is an environmental youth organization based at Matindi in Blantyre District. The organization received a grant from COMPASS for a fruit tree nursery project. The goal of the project is to empower young people in environmental and natural resource management through capacity building. The youth members were trained in tree budding and grafting techniques. They bud and graft fruit tree seedlings of Mangoes and oranges. The seedlings are sold to community development projects such as Evangelical Lutheran Development Project and the general public. MATYO has established strong relationships with many environmental NGOs both at national and international level. MATYO conducts environmental awareness campaign to sensitize the local communities in the importance of raising and planting fruit tree seedlings.

The site of the visit

The visit will be made to a fruit tree nursery established by MATYO in Maleule village, Senior Chief Kapeni in Blantyre. It was originally a Forest Department retail tree nursery, which was later handed over to the local community. Seven villages are participating in the tree nursery activities.

CBNRM related issues for discussion

1. The role of the youth in CBNRM
2. The impact of youth organized awareness campaign in CBNRM
3. Sustainability of youth organizations' CBNRM activities and initiatives
Chimembe BCFP and Chiwembe Mushroom
Kalino Participatory Fish Farm and Magomero Food Processing Project
Ndirande Rehabilitation Project and Ndirande Briquettes Project

PART 6: FIELD REPORTS

Each team prepared a field report for each of the sites visited. The reports were presented in plenary and issues emerging from field visits were further discussed in plenary. The field reports are provided below:

Community-Based Management of Natural Resources at Kam'mwamba Project

The participants were introduced to the project by WESM staff.

There are a number of project activities which people participate either communally or as individuals. The project activities include Malambe and Mbwemba fruit juice processing, which is done on communal basis. The community members are also engaged in guinea fowl rearing, bee keeping, tree planting, cane furniture making, and natural resource conservation activities.

The community members run the project activities with administrative and technical support by WESM.

The project started in 1997; and is in its final phase and will end in the year 2006. The major input of the project in the initial stages was building capacity of the local communities in the implementation of the project. The project also facilitated the establishment of a local steering committee to manage the activities of the project at local level. However, there community over-dependence on WESM in the running of some of the project activities, especially the marketing of the fruit juices. It was further learnt that activities that have been implemented on communal basis have had little success unlike those on individual basis such as guinea fowl rearing, bee keeping and cane furniture making.

The communal project activities get financial resources from the revenue generated through sales of the natural resource products. Although the community has a bank account for their revenue, financial management capacity is very weak. It was suggested that a trust could be formed to facilitate the fruit juice marketing and improve financial management.

The efforts to have the fruit juices produced locally at Kamwamba certified by Malawi Bureau of Standards (MBS) have proven difficult and prohibitive. It has been difficult for the community to meet the criteria set by MBS such as a tarmac road to the production unit, running water, etc. However, the products are regularly tested by MBS before they are marketed.

Matindi Youth Organization (MATYO) Nursery Project

It was noted that the youth in Matindi through the organization do participate in a number of CBNRM activities. They have been involved in afforestation activities and they also run a fruit tree nursery. The youth learn skills in CBNRM, which will be useful in future, when they become adults.

The youth participate in the CBNRM activities on voluntary basis. The organization has seen members leave to look for paid-up jobs. When they are married they also leave the organization. The sustainability of the activities is not guaranteed.

Chimembe Community-Based Management of former BCFP Plantation

The committee members reported that they underwent training in all aspects of forest management before the eucalyptus plantation was handed-over to the community. However, training was only provided to committee members most of whom are no longer active. Further, the training was too theoretical rather than hands on. As result, the community's capacity to manage and utilize the plantation is not adequate.

Financial management is a serious challenge to the sustainability of the plantation. Mismanagement and misappropriations of revenue from the sales of wood from the plantation by committee members is a deterrent to community participation in the management of the eucalyptus plantations. There is lack of transparency in financial management, which had resulted in the first committee to be dissolved.

The revenue generated from sales of wood from the plantation is deposited at a commercial bank in an account managed by the committee. The mechanism for benefit sharing has been put in place although benefits are minimal. All proceeds from the plantations are used to fund community projects such as drilling of a borehole. The money is also used during community social functions such as funerals and meetings. A social fund has also been established from which community members can obtain loans to start IGAs.

The community views the plantation as belonging to the committee. Community members participate in management activities of the plantation on a pay basis. This is the system the BCFP left. The BCFP used to hire labour from the community when conducting management operations in the plantations. Currently, the forest personnel still provide forest extension services to the community. Sustainability of the plantations after the forest department pulls out is a major challenge.

Chiwembe Water Hyacinth and Mushroom Production Project

The visit team learnt that incentives and tangible benefits are key to community participation in natural resource management. The women group is able to assist in preventing the spread of Water hyacinth, *Namasupuni*, from the Chiwembe water reservoir because they use it as a substrate for cultivating mushrooms. The financial benefits they individually get from selling mushrooms motivate the members to participate in the *Namasupuni* prevention and cultivation of mushrooms.

There is great potential for natural-based enterprises as an incentive and motivation for community members to participate in natural resource management. The mushroom project has proved to be a profitable enterprise. The demand for mushrooms is reported higher than supply and the prices for the products are good but could improve if marketing strategies were improved.

It was also learnt that the revenue collected is shared among the members for the personal and household use. That is the greatest motivation as most of community NRBEs benefits are used for community projects.

Kalino Participatory Fish Farming Project

It was reported that the fish farm was established in the year 2000 and has 3 fishponds, with the fourth under construction. The fishponds are stocked with *tilapia* (chambo) and Ntchira

fish. The ponds are harvested twice a year and generate about MK9000.00 per harvest. 30% of the income generated is shared among the community members participating in the fish farming and the rest is banked.

The group explained that profit margins in fish farming are high because very little inputs are required. However, the total revenue generated is not much to adequately share among members. The length of period it takes to realize a benefit is a disincentive to community participation fish farming. A number of community members were no longer participating in the CBNRM activity as a result. It was therefore suggested that fish farming would be more profitable if integrated with other agricultural activities such as poultry keeping.

The potential of fish farming as a NRBE is very high. However, if taken as CBNRM activity the benefits accrued from such an activity are not adequate to be shared among community members. The amount of benefits from fish farming and sharing of such benefits is challenge to the potential of fish farming as CBNRM activity.

Food Processing Enterprise at Magomero Community Development Training College

The Magomero women group produces a variety of food products for sale. They include juices, jam and dry fruits of papaw, oranges, bananas, mangoes, pineapples, tangerines and tomato. There is great potential for these products. However, the women group lacks confidence in their products to compete with similar products on the local market. They are yet to have their product certified by Malawi Bureau of Standards. The registration process is too complicated and lengthy.

The hygiene and sanitary conditions for the processing of food products are good. The women group use Magomero Community Development Training College facilities at the moment. The problem may arise when they establish processing unit of their own within the village. It is doubtful if such as food processing enterprise can meet the hygienic and sanitary requirements if established in a community setting. This is could be a big challenge to all NRBEs related to processing and production of consumer products.

The food processing enterprise is sustainable and relevant to CBNRM. It was noted that processing of fruits helps to reduce wastage of fruits, which are normally seasonal.

Ndirande Mountain Rehabilitation Project

The chairperson of the main committee for the Ndirande Rehabilitation Project told the conference participants that rehabilitation of the mountain started in 1996. The Forest Department invited people from the 10 surrounding villages to participate in the rehabilitation of the mountain by allocating them plots to plant trees and crops.

The mountain still remains a government forest reserve and belongs to the forestry department. The trees, which have been recently planted, belong to the people who planted them on mutual agreement with Forest Department. The people are farming in the reserve as a way of safeguarding trees from further damage. However, there is need for soil conservation practices such as planting of vertiver.

There is no formal or written agreement between the community and the government about rehabilitation or joint management of the Ndirande Mountain. There are no regulations or rules governing the community participation in the management of the reserve. However,

people are not allowed to settle in the forest reserve. Further, there are no mechanisms or guidelines for benefit sharing between the community and Forest Department. At the mean time, all forest products 'belong' to the community.

Although the arrangements regarding community participation in the rehabilitation of Ndirande Mountain are not formal, it still offers an example of CBNRM in an urban setting. It is also offers a unique agroforestry experience!

Ndirande Briquette Promotion Project

The participants visited and discussed with the Ndirande Briquette Women Group on the potential of promoting alternative sources of energy to charcoal and firewood such as briquettes. Briquettes are promoted as an alternative source of energy in order to reduce environmental degradation due to deforestation. The briquettes are made from waste paper and sawdust; and are cheaper than charcoal and firewood.

It was indicated that energy demand for cooking and heating in Ndirande is high. The majority of the people depend on firewood and charcoal as sources of energy. Firewood and charcoal are supplied from surrounding forest areas of Blantyre and Mwanza districts.

The briquettes have potential as an alternative source of energy. However, acceptability by most energy users is low. People are not very familiar with using briquettes for cooking and heating. There is need for intensive public awareness on the use of briquettes in order to change peoples attitude towards briquettes as an energy source. Awareness campaigns were conducted during the initial stages of the project in order to promote the product.

The briquettes as would be the case with any newly introduced alternative energy source face stiff competition from charcoal and firewood despite being cheaper. However, with an aggressive marketing strategy the trend could change. There are four selling points in Ndirande with other markets in Mbayani, Bangwe and Zingwangwa. An attempt was made to sale the briquettes to Carlsberg (Malawi) Breweries and Queen Elizabeth Central Hospital for use in their boilers.

Production can reach to 1500 briquettes a week. However, they are having difficulties with raw materials such as waste paper. They are now buying the waste paper, which used to be collected for free from the paper and packaging industry. They are facing competition from other people who also collect the waste paper for other uses. The challenge is availability of raw material and capacity for production of huge quantities if demand were to increase.

PART 7: CONFERENCE RECOMMENDATIONS

The conference made 11 recommendations based on the results from the paper presentations, field visits and plenary discussions. These recommendations if adopted will enable greater achievements in CBNRM approaches and they include:

1. All CBNRM initiatives need to be compatible to global environmental and natural resources issues in accordance with the outcome of the World Summit on Sustainable Development emphasizing the following sectors: Water, Energy, Health, Agriculture and Biodiversity. The CBNRM initiatives should also be within the framework of key National policy documents such as the Poverty Reduction Strategy Paper and the Decentralization policy.
2. Enhance coordination of all CBNRM stakeholders at district level in order to harmonize the implementation strategies.
3. All ENRM policies should be harmonized and have corresponding Acts to provide a legal mandate for effective implementation of CBNRM initiatives.
4. All ENRM sectors must facilitate awareness, understanding and adoption of policies, and CBNRM guiding principles and core values at all levels in order to enhance partnership arrangements with communities and devolution of authority.
5. Natural Resources Based Enterprises (NRBEs) and Income Generating Activities (IGAs) which provide tangible economic benefits must be promoted as part of CBNRM initiatives.
6. Capacity building activities in CBNRM should have strong elements of community empowerment to promote self-reliance, creativity, financial accountability and innovativeness.
7. CBNRM interventions should adapt to existing local institutional structures to ensure community ownership and popular participation.
8. ENRM practitioners must mainstream HIV/AIDS and Gender in the implementation of CBNRM activities
9. Internal funding mechanisms such as levies, taxes, revenue retention, etc must be explored to reduce over-dependence on donor support and hence ensure sustainability of CBNRM initiatives.
10. CBNRM practitioners and institutions to lobby treasury to increase percentage of government budgetary allocation to the ENRM sector.
11. There is need to develop market information systems and incentives that should include speedy registration of CBOs as legal entities on natural resources, which have potential to attract private sector investment.

PART 8: CBNRM STRATEGIC ACTION PLAN

A strategic action plan for putting the recommendations into action was developed by a taskforce after the conference. The plan is thus described below:

Strategic Action 1: All CBNRM initiatives need to be compatible to global environmental and natural resources issues in accordance with the outcome of the World Summit on Sustainable Development emphasizing the following sectors: Water, Energy, Health, Agriculture and Biodiversity. The CBNRM initiatives should also be within the framework of key National policy documents such as the Poverty Reduction Strategy Paper and the Decentralization policy.

ACTION	RESPONSIBLE AGENCY	TARGET DATE	OUTCOME
1. Assessing consistence of existing CBNRM initiatives with global and national policies	CBNRM Working Group, CURE, DLG	November 2003	Ratified global conventions, national policy guidelines, compatible CBNRM strategies
2. Public awareness to all CBNRM stakeholders on the outcome of the WSSD and all relevant national policies	EAD, NCE, PCALNR, CURE, WESM	January 2004	Awareness materials, campaign meetings, media coverage

Strategic Action 2: Enhance coordination of all CBNRM stakeholders at district level in order to harmonize the implementation strategies.

ACTION	RESPONSIBLE AGENCY	TARGET DATE	OUTCOME
1. Provide training and adequate resources to institutional structures at district level	DLG, EAD, CURE, COMPASS, MEET, WESM	November 2004	Effective institutional arrangements in place
2. Ensure adherence to the DEAP in the implementation of CBNRM activities by all stakeholders	DA, DESC, CURE	On-going	DEAPs implemented
3. Provide legal mandate to district institutions to enforce compliance with DEAP	DLG, EAD, NCE, PCALNR	April 2003	Acts and Laws
4. Disseminate CBNRM guiding principles, core values and strategy	All stakeholders	On-going	Broad understanding of CBNRM objectives and process

Strategic Action 3: All ENRM policies should be harmonized and have corresponding Acts to provide a legal mandate for effective implementation of CBNRM initiatives.

ACTION	RESPONSIBLE AGENCY	TARGET DATE	OUTCOME
1. Conduct policy reviews	COMPASS, DLG, CURE, NCE, PCALNR, all ENRM sectors	November 2003	Appropriate policies
2. Harmonize ENRM sector policies to incorporate CBNRM requirements	CBNRM Working Group, EAD, COMPASS, all ENRM sectors	November 2003	Conducive policy framework to CBNRM
3. Formulate corresponding Acts to ENRM policies	Ministry Justice, EAD, Civil Society Advocacy Taskforce, DLG, all ENRM sectors	June 2004	Acts and Laws reflect policies appropriately

Strategic Action 4: All ENRM sectors must facilitate awareness, understanding and adoption of policies, and CBNRM guiding principles and core values at all levels in order to enhance partnership arrangements with communities and devolution of authority.

ACTION	RESPONSIBLE AGENCY	TARGET DATE	OUTCOME
1. Produce policy briefs in simplified format and language	CURE, EAD, COMPASS, WESM and all ENRM sector	January 2004	Policy briefs
2. Conduct public awareness campaigns on ENRM policies	All stakeholders	On-going	Awareness campaign material, media coverage, campaign meetings
3. Disseminate CBNRM guiding principles, core values and strategy	All stakeholders	June 2004	Harmonized CBNRM approaches

Strategic Action 5: Natural Resources Based Enterprises (NRBEs) and Income Generating Activities (IGAs) which provide tangible economic benefits must be promoted as part of CBNRM initiatives.

ACTION	RESPONSIBLE AGENCY	TARGET DATE	OUTCOME
1. Dissemination of potential and viable NRBEs and IGAs	MIPA, CURE, WESM, MIRTDC, COMPASS, SANProTA, EDETA	February 2003	NRBEs, IGAs adopted
2. Develop community entrepreneur skills	EDETA, DEMAT, NABW,	On-going	Business skills
3. Develop market information system for natural products	CURE, SANProTA, EDETA, MIPA	June 2003	Market information, database,
4. Establish guidelines for equitable benefit sharing from NRBEs	GreenWigs, Forestry, Fisheries, DNPW	June 2003	Benefit sharing guidelines

Strategic Action 6: Capacity-building activities in CBNRM should have strong elements of community empowerment to promote self-reliance, creativity, financial accountability and innovativeness, taking into account existing local institutional structures.

ACTION	RESPONSIBLE AGENCY	TARGET DATE	OUTCOME
1. Develop code of conduct for community training in CBNRM to ensure empowerment	CBNRM Working Group	June 2003	Code of conduct.
2. Dissemination of a code of conduct for community training, CBNRM core values and guiding principles.	COMPASS, CBNRM Working Group, EAD, FoD, FiD, DNPW, Water Dept, CURE, WESM	November 2003	An understanding of the code of conduct, core values and principles.
3. Conduct training for transformation to all CBNRM service providers	CBNRM Working Group, COMPASS	November 2003	Community empowerment skills.

Strategic Action 7: ENRM practitioners must mainstream HIV/AIDS and Gender in the implementation of CBNRM activities

ACTION	RESPONSIBLE AGENCY	TARGET DATE	OUTCOME
1. Develop Guidelines for Mainstreaming HIV/AIDS and Gender into all CBNRM interventions.	CBNRM Working Group, COMPASS	March 2003	HIV/AIDS and Gender Mainstreaming guidelines.
2. Disseminate the guidelines to all stakeholders.	CBNRM Working Group, COMPASS, CURE, WESM, OXFAM, Concern Universal	June 2003	HIV/AIDS and Gender mainstreamed into CBNRM.
3. Training CBNRM service providers on the guidelines.	COMPASS, EAD, CURE, and WESM.	November 2003	Skills in the mainstreaming of HIV/AIDS and Gender.

Strategic Action 8: Internal funding mechanisms such as levies, taxes, revenue retention, etc must be explored to reduce over-dependence on donor support and hence ensure sustainability of CBNRM initiatives

ACTION	RESPONSIBLE AGENCY	TARGET DATE	OUTCOME
1. Evaluate the potential of taxes, levies and revenue retention as optional funding mechanisms for CBNRM.	EAD, NCE, MEET, Ministry of Finance, DLG	March 2003	Viable Funding Mechanisms.
2. Introduce viable funding mechanisms.	EAD, MRA, Ministry of Finance	July 2003	Selected funding mechanisms introduced.
3. Lobbying the government treasury to increase budgetary allocation for the ENRM sector from 2.5% to 10%.	CBNRM Working Group, MoNREA, NCE, PCALNR	May 2003	10% budgetary allocation to the ENRM sector.

Strategic Action 9: Develop market information systems and incentives that include speedy registration of CBOs as legal entities on natural resources, which have potential to attract private sector investment.

ACTION	RESPONSIBLE AGENCY	TARGET DATE	OUTCOME
1. Develop market information system for natural resources products	CURE, SANProTA, EDETA, MIPA	June 2003	Market information database.
2. Decentralize the registration process for CBOs.	DLG, Registrar General's Office, Ministry of Justice, Greenwigs, NCE	November 2003	Speedy registration process.

PART 9: EVALUATION

Participants evaluated the Second Annual National CBNRM conference by responding to a questionnaire (Annex 3). Results of the analysis are provided below.

Conference Evaluation

- The majority of the participants rated the conference having met the objectives from good to successful
- The majority of participants described the conference logistics to be very good
- The participants had received conference information in good time
- The majority of the participants rated the field visits as very good to excellent
- The quality of the papers and the issues raised during the conference were rated very good

What participants like most about the conference in order of importance:

- Field visits
- CBNRM issues
- Participatory approach to the conference
- Conference logistics
- Group discussions
- Paper presentations
- Networking

Suggested improvements for future conferences

- Invite more grassroots representatives
- Circulate papers in advance
- Maintain status quo
- Scientific researched papers to be presented
- Allocate more time for group discussion
- Provide transport allowance
- Co-funding of future conferences
- Improve allowance package
- Provide lunch allowance to resident participants

Field visits contribution to conference objectives

- Insights
- Field and practical experiences.
- Verification of facts.
- A compliment to Conference discussions.
- Acted as a breather.
- Enriched the Conference.

CBNRM issues that require further discussion for effective implementation of CBNRM in Malawi.

- Empowerment of communities in CBNRM activities,
- Fund raising mechanism.
- Experiences from community/district level.
- Mechanisms for institutionalizing and implementation of co-management.

- Assessing the impact of CBNRM.
- Putting policies into action.
- Management of protected areas.
- Harmonization of ENRM sectoral Acts.
- CBNRM mainstreaming into decentralization.
- Legalization of Charcoal production and marketing.
- Benefit sharing mechanisms in CBNRM.
- Water, Land, Mining to be considered along with CBNRM activities.
- Conflict resolution on land tenure and CBNRM.
- Harmonization of NGO CBNRM approaches.
- Commercialization of natural resource products.
- Eco-tourism.

General impressions of the Conference.

- Well organized.
- Next Conference venue shall have to ensure that every participant is residential.
- There was a need to finish the Conference with an Action Plan.
- Time was not enough to cover all the issues including field visit.
- Exposure to various experiences including issues from the WSSD.
- It was participatory as it had multi-sectoral representation.

PART 10: CLOSING CEREMONY

Closing Remarks

Remarks by Master of Ceremonies

The Master of Ceremonies thanked the participants for their active participation and fruitful contributions during the conference. He emphasized the need for ensuring that all the recommendations made are implemented in order to shape the future of CBNRM in Malawi. He also thanked USAID for funding the conference, which brought together major players in CBNRM. He urged the CBNRM working Group to come up with a strategic action plan for implementing the recommendations.

Remarks by COMPASS Chief of Party

Mr. Nobel Moyo, on behalf of the COMPASS Chief of Party, also thanked the participants for their attendance to the conference. He also thanked the CBNRM Working Group and the Conference Taskforce for organizing the conference. He noted that during the conference a number of issues affecting CBNRM were thoroughly discussed and recommendations made. It was his wish and that of COMPASS to ensure that meetings such as the Annual CBNRM Conference are supported in order to have an opportunity of sharing information about CBNRM. He pledged COMPASS continued support to the promotion and development of CBNRM in Malawi. He welcomed suggestions from the various stakeholders for improving this important national event.

He also thanked the paper presenters, rapporteurs and the masters of ceremonies for a job well done. He urged the rapporteurs to quickly compile the proceedings of the conference.

Closing Speech by USAID Representative

I am greatly honored and privileged to stand before you this morning especially to have been asked to make closing remarks on behalf of USAID/Malawi on this very important CBNRM workshop.

First of all, we are all greatly saddened by the loss of our colleague, our friend at COMPASS, Anax Umphawi who passed away on Wednesday late afternoon while the conference was in session. It leaves us with no correct words to express our sorrow than to just wish HIS SOUL TO REST IN PEACE.

On behalf of the United States Agency for International Development, USAID/Malawi, I am honored to hereby make a few remarks.

1. USAID/Malawi will continue to support CBNRM activities in Malawi, as the sector is inline with the Mission's Strategic Objective "Sustainable Increases in Rural Incomes". CBNRM activities are one most important element of achieving this objective when we start to see communities attaining increases in their incomes from CBNRM activities.
2. The conference theme "*Compatible Approaches to CBNRM*" has covered the most important building blocks to sustainable CBNRM activities, vis-à-vis:
 - Networking and coordination under decentralization

- Impact of sector specific approaches in the implementation of CBNRM activities
 - Funding mechanism for ensuring sustainability of CBNRM activities
 - The role of Private Sector in CBNRM
3. In the past 4 days including today, you have earnestly and honestly discussed real issues, in real life situations, based on real life experiences. This conference gave us all an opportunity to network, share ideas and experiences in search of the rightful and compatible approaches to CBNRM that is to yield positive results for our country, Malawi. It is said that most farmers learn new ideas from other farmers much more than from extension workers –a process that can be optimized and adapted for CBNRM. A partnership approach to service provision, which taps the strengths of a variety of organizations, is necessary. This conference was just doing so.
 4. Natural resources are our major potential wealth but we have to address the issues of access and control especially for the rural people. We also have to take into account that that natural resources management rests on the interaction of resource characteristics, policies, institutions, skills and economic signals. Experience demonstrates that NRM programs that integrate environmental management, economic concerns and good governance have promising results.
 5. Our strategies therefore need to address the following:
 - Sound natural resources management
 - Economic growth and poverty alleviation for local communities
 - Empowerment (decentralization and democratic management).
 6. If resource management options do not improve people’s welfare and livelihoods in the near future, widespread adoption is much less likely and hence impact is very unlikely.
 7. We have to pay close attention to whether improved NRM solutions make financial sense to those who will adopt and implement them. We have to understand that NRM is an economic activity from which people must use their time and energies from which they expect return. We have to promote, and this is the way forward, NRM option that generate cash income.

With these few remarks, I wish to conclude by saluting the conference facilitators, the chairpersons and the timekeepers for the wonderful job well done. This is one of the few workshops I have attended that has run so smoothly. Bon Voyage, thank you.

Closing Remarks by Director of Environmental Affairs

Mr. Misford Mikuwa, on behalf of the Director for Environmental Affairs, thanked the participants for the active participation. He also expressed gratitude to USAID/COMPASS for the continued support to the development of CBNRM through funding the Annual National CBNRM Conference. He noted that the issues that had been discussed during the conference were critical and hence the recommendations made should be implemented. He thanked the Ministry of Natural Resources and Environmental Affairs for its commitment to CBNRM. He observed that over the years the ministry has put efforts that allow full participation of communities in natural resources. He, however, requested government to increase budgetary allocation to the ENRM sector so that it has sufficient financial resources to implement all its policies.

Closing Speech by Member of the Parliamentary Committee on Agriculture, Land and Natural Resources.

The Chairman; The Deputy Director of Environmental Affairs; Members of the Press; Members of the CBNRM Working Group; Ladies and Gentlemen.....

It is a great pleasure for me to be here this morning to officially close the Second National Conference on CBNRM in Malawi whose theme is '*Compatible Approaches to CBNRM in Malawi*'.

Mr. Chairman, several issues have been discussed here; all of which are critical in the management of natural resources in our country. These issues can be summarized into four core areas of:

- Networking, coordination and institutional arrangements;
- Impact of sector specific approaches in the implementation of CBNRM activities;
- Sustainable funding mechanisms; and
- The role of the private sector in CBNRM.

Mr. Chairman, a lot of work has been put into these issues for the past three and half days and I would like to take this opportunity to thank all the conference participants for actively participating in the deliberations. I am sure without the conference participants' dedication we would not have arrived at succinct recommendations and clear action plans.

Mr. Chairman, this conference has witnessed the ironing out of gaps and consensus on common approaches. The need for sustainable financing has been stressed; same has been the engagement of private sector in CBNRM. I am confident all these will contribute towards compatible approaches to CBNRM in Malawi.

The country faces enormous challenges when it comes to management and utilization of natural resources. I am hopeful that what we have discussed and agreed here will translate into actions to ensure that our partners, communities, who are in the midst of these resources benefit from this conference. I am concerned to learn that despite all the efforts we are still not winning the battle to arrest environmental and natural resource degradation. I am also saddened to note that there is still reluctance among government departments to accept communities as equal partners. I have heard that some government departments have not yet signed co-management agreements with communities despite the fact that the policies mandate them to do so.

I would like also to thank the CBNRM Working Group for inviting the legislature to these conferences because it is only through this interaction that the PCLANAR can learn about areas that require our support. I also request that you should invite as many community members as possible to this conference.

Finally, I would like to take this opportunity to thank the 2002 CBNRM National Conference Organizing Task Force for a job well done. I would like also to thank USAID/COMPASS for funding the conference. I would also like to thank the masters of ceremony for a job well done. I am grateful to the organizing committee for making this year's Annual CBNRM conference a success.

With these few remarks, it is now my pleasure and singular honor to declare this second CBNRM National Conference officially closed and wish all those travelling back to their stations a safe trip.

Thank you for your attention.

PART 11: ANNEXES

Annex 1 – CBNRM Conference Programme

Day One - Tuesday, 12th November 2002

08:00 – 09:00	Registration of participants
09:00 – 10:00	Arrival of Guest of Honour, the Hon. L. Shati, MP, Deputy Minister of Natural Resources, and Official opening - MISFORD MIKUWA <ul style="list-style-type: none">• <i>Remarks by USAID/COMPASS Chief of Party</i>• <i>Remarks and feedback on WSSD by Director, EAD</i>• <i>Remarks by NCE Chairperson</i>• <i>Remarks by the Deputy Secretary for Natural Resources and environmental affairs,</i>• <i>Speech by Deputy Minister of Natural Resources and Environmental Affairs</i>
10:00 – 10:30	Break (including photographs)
10:30 – 11:00	Overview of programme and conference objectives; appoint time keeper, introduce rapporteurs (Luke Malembo, Misford Mikuwa, Rex Kanjedza, William Chadza, Steve Kamuloni) - CYRUS JEKE

SESSION I: Chaired by EAD – DR. KAMPEREWERA

11:00 – 11:30	Paper 1 – A review of the current status in networking, co-ordination, institutional arrangements under decentralization process in CBNRM – LINGSTONE CHIONA
11:30 – 12:00	Clarifications
12:00 – 13:30	Lunch

SESSION II: Chaired by Forestry Department - W. SIMWELA

13:30 – 14:00	Paper 2 – A discussion on the impact of sector specific approaches in the implementation of CBNRM activities - COLLINS JAMBO
14:00 – 14:30	Clarifications
14:30 – 14:40	Special presentation on SANPROTA – Gus le briton
14:40 – 15:15	Small group discussions of the two foregoing papers
15:15 – 15:30	Break
15:30 – 17:30	Presentation of small-group work and plenary
17:30	Close of day one

Day Two - Wednesday, November 13, 2002

08:30 – 08:45	Review of Day 1 - STEVEN KAMULONI
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SESSION III: Chaired by Department of National Parks and Wildlife – P. C. MBOTA

08:45 – 09:15 **Paper 3 – Discussion on funding mechanisms for ensuring sustainability of CBNRM approaches and initiatives – TIKHALA CHIBWANA**

09:15 – 09:45 Clarifications

09:45 – 10:15 **Paper 4 – Discussion on the role of the private sector in CBNRM – KENNETH GONDWE**

10:15 – 10:45 Clarifications

10:45 – 11:00 Break

11:00 – 12:45 Small group discussions of the two foregoing papers

12:45 – 14:00 Lunch

SESSION IV: Chaired by Fisheries Department –S. CHIMATIRO

14:00 – 15:00 Presentation of small-group work and plenary

15:00 – 15:30 Break

15:30 – 16:30 Presentation of small-group work and plenary

16:30 – 17:00 **Special paper – Malawi Land Policy – YASSIN**

17:00 – 17:30 Clarifications

Day Three - Thursday, 14th November 2002

08:00 – 08:15 Review of Day Two - **WILLIAM CHADZA**

08:15 – 08:30 Field visits logistics - **LUKE MALEMBO**

08:30 Depart for the field

14:00 Arrive and preparation of field visit reports by groups

SESSION V: Chaired by CABUNGO – MAGRET MAGOMBO

15:00 – 17:30 Presentation by groups of field visit reports

Day Four - Friday, 15th November 2002

SESSION V: Chaired by MEET - TIKHALA CHIBWANA

08:30 – 08:45 Review of Day Three and highlight key issues

MISFORD MIKUWA

08:45 – 10:00 Review and discussion of pertinent issues

10:00 – 10:15 Break

10:15 – 11:30 Recommendations, action plans and valuation

11:30 – 12:00 Close

Annex 2 – List of participants

1. Honorable Ludoviko Shati, MP, Deputy Minister of Natural Resources and Environmental Affairs, P/Bag 350, Lilongwe 3.
2. B.B. Kumwembe, Deputy Secretary, Ministry of Natural Resources and Environmental Affairs, P/Bag 350, Lilongwe 3.
3. J.L. Thabwa, Ministry of Natural Resources and Environmental Affairs, P/Bag 350, Lilongwe 3.
4. Prof. Z. Kasomekera, NCE Chairperson, Private Bag 390, Lilongwe.
5. Honorable A.N. Jumbe, PCLANR Chairperson, Parliament Building, National Assembly, P/Bag B362, Lilongwe 3.
6. Dr. A. M. Kamperewera, The Deputy Director, Department of Environmental Affairs, Private Bag 394, Lilongwe 3
7. Misford Mikuwa, Department of Environmental Affairs, Private Bag 394, Lilongwe 3
8. Mrs. Yanira Ntupanyama, Department of Environmental Affairs, Private Bag 394, Lilongwe 3
9. Steve Kamuloni, Department of Environmental Affairs, Private Bag 394, Lilongwe 3
10. Dickens Phiri, MICROPROJECT Project, Environmental Affairs Department, Private Bag 394, Lilongwe 3
11. R.Z. Kanjedza, Department of Environmental Affairs, Private Bag 394, Lilongwe 3
12. Michael Makonombera, EDO Blantyre, Blantyre District Assembly, Private Bag 97 , Blantyre
13. Mr. L. Chiona, EDO Mangochi, Mangochi District Assembly, Private Bag 138, Mangochi
14. Maxwel Mbulaje, EDO Mwanza, Mwanza District Assembly, Private Bag 3, Mwanza
15. Titus Zulu, The Deputy RFO, Regional Forestry Office (South), P.O. Box 30048 , Lilongwe
16. Francis Chilimampunga, Forestry Department, P.O. Box 30048, Lilongwe 3
17. W.W. Simwela, Social Forestry Programme, Forestry Department, P.O. Box 30048, Lilongwe 3
18. Charles Gondwe, Forestry Department, P.O. Box 30048, Lilongwe 3
19. Teddy Kamoto, Forestry Department, P.O. Box 30048, Lilongwe 3
20. Sloans Chimatiro, The Deputy Director, Fisheries Department, P.O. Box 593, Lilongwe
21. Collins Jambo, The Principal, Malawi College of Fisheries, P.O. Box 47, Mangochi
22. Mr. C. Mbota, DNPW, P.O. Box 30131, Lilongwe 3
23. Mr. S. C. Nthenda, Department of Tourism Services, P/Bag 326, Lilongwe 3
24. James Banda, Department of Land Resources and Conservation, P.O. Box 30291, Lilongwe 3
25. Dr. George Phiri, Makoka Research Station, P/Bag 3, Thondwe.
26. Cyrus Jeke, Ministry of Gender, Private Bag 330, Lilongwe 3
27. Tembo Chanyenga, Forestry Research Institute of Malawi, P.O. Box 270, Zomba
28. Chris Mwambene, Department of Local Government, P.O. Box 30312 , Lilongwe 3
29. Robert Tauka, Lilongwe District Assembly, P.O. Box 93, Lilongwe
30. Alifeyo Bamda, Decentralization Secretariat, P.O. Box 30312, Lilongwe 3.
31. Mr. Yassin, Land Policy and Reform Programme, Ministry of Lands and Housing, P/Bag 311, Lilongwe 3
32. Mr. Naketo, Water Department, P.O. Box, Lilongwe
33. D.K. Phiri, Department of Energy Affairs, P/Bag 309, Lilongwe 3.
34. Andrew Chipanga, Ministry of Education, P/Bag 328, Capital City, Lilongwe 3
35. Emmanuel Mlaka, EDETA, P.O. Box 2683, Blantyre

36. Justin Ward, EDETA, P.O. Box 2683, Blantyre
37. Nicolas Evans, EDETA, P.O. Box 2683, Blantyre
38. Dyton Siyeni, ELDP, P.O. Box 2467, Blantyre
39. George Jobe, CRECCOM, P.O. Box 524, Zomba
40. Ronald Ntonga, CONGOMA, P.O. Box 480, Blantyre
41. Ronald Malumelo, Training Support Services for CBNRM, P/Bag BU30, Lilongwe 3
42. Tadeyo Shaba, The Executive Director, CURE, P.O. Box 2916, Blantyre
43. Ms. Julie Chiluwe, CURE, P.O. Box 2916, Blantyre
44. Ms. Helen Magombo, CABUNGO, P.O. Box 1535, Blantyre
45. Patrick Chimutu, Christian Service Committee, P.O. Box 51294, Blantyre
46. William Chadza, The Executive Director, WESM, Private Bag 578, Limbe
47. Patrice Nkhono, Greenwigs, P.O. Box 1785, Blantyre
48. Gracian Banda, Greenwigs, P.O. Box 1785, Blantyre
49. Moses Mpezeni, District Civic Officer, NICE, P.O. Box 427, Dedza.
50. Guz le briton, SANproTA, P.O. Box BE 385, Belvedere, Zimbabwe
51. Du Ples, SANproTA, P.O. Box BE 385, Belvedere, Zimbabwe
52. Redge Masupayi, Story Workshop, Private Bag 266, Blantyre
53. Mr. Hamish Badenoch, The Nation Newspaper, P.O. Box 30408, Blantyre 3
54. Mabvuto Banda, Blantyre Newspapers Limited, P.O. Box, Blantyre
55. Ms Ina Thombozi, TVM, P/Bag 268, Blantyre
56. Ms. Gladys Gama, TVM, P/Bag 268, Blantyre
57. Felix Washon, TVM, P/Bag 268, Blantyre
58. Ms. Victoria Msowoya, SABC Africa, P.O. Box 31799, Blantyre 3
59. Patrick Ndasauka, Malawi News Agency, P/Bag 28, Blantyre
60. Oscar Kamanga, Information Department, P/Bag 28, Blantyre
61. Ms. Hilda Ngomano, 102.5 Capital FM, P/Bag 437, Blantyre 3
62. Ms. T. Mwamlima, FM 101 Radio, P.O. Box 761, Blantyre
63. Frank Kapesa, Malawi Broadcasting Corporation, P.O. Box 31033, Blantyre 3
64. Kondwani Munthali, Malawi Broadcasting Corporation, P.O. Box 31033, Blantyre 3
65. F. Phiri, Freelance Photo Journalist, Blantyre
66. R. Mbalanje, Freelance Photo Journalist, Blantyre
67. Grey Mataka, TransWorld Radio, P.O. Box 1983, Blantyre
68. Ignatius Jere, Saturday Post, P.O. Box 1594, Blantyre
69. O. Kabichi, Freelance Journalist, P.O. Box 1598, Blantyre.
70. James B. Mpinganjira, MIRROR Newspaper, P.O. Box 1, Chisitu
71. Grover Mzumara, FECO, P.O. Box 494, Blantyre
72. Hopkins Nyirenda, Your Market, P.O. Box 1073, Blantyre
73. Richard Hartley, DNPW Lower Shire Project, P.O. Box 5599, Limbe
74. James Keddie, Institutional Support Project, European Union, P.O. Box 258, Blantyre.
75. Lusayo Mwabumba, Faculty of Forestry, Mzuzu University, P/Bag 201, Luwingu, Mzuzu
76. B. Banda, Chancellor College Natural Resource Society, P.O. Box 280, Zomba
77. John Balarin, DANIDA/Capacity Development in Environment Project, P.O. B469, Capital City, Lilongwe3
78. Carl Bruessow, The Executive Director, MMCT, P.O. Box 139, Mulanje
79. Moffat Kayembe, MMCT, P.O. Box 139, Mulanje
80. Tikhala Chibwana, MEET, P.O. 3053, Blantyre
81. Felix Kalowekamo, MEET, P.O. 3053, Blantyre
82. Ms. Karen Price, MEET, P.O. 3053, Blantyre
83. Ms. Margret Namadzuma, MEET, P.O. 3053, Blantyre
84. Autman Tembo, Natural Resources Specialist, USAID, P.O. Box 30455, Lilongwe 3

85. Kassam Okhai, COMET Limited, P.O. Box 5317, Limbe
86. Aleck Sukasuka, Malawi Investment Promotion Agency, P/Bag 131, Blantyre
87. Nazir Jussab, Wood Industries Corporation Limited, P.O. Box 241, Zomba
88. Kenneth Gondwe, Malawi Industrial Research and Technology, P.O. Box 357, Blantyre
89. J.J. Nkhwazi, Rural Foundation for Afforestation, P.O. Box 890, Mzuzu
90. Dr. John Wilson, C/O CURE, P.O. Box 537, Zomba
91. S.J. Carr, CURE, Private Bag 5, Zomba
92. Francis Kalonga, Matindi Youth Organization, Matindi
93. Nobel Moyo, COMPASS, Private Bag 263, Blantyre
94. Dr. Andrew Watson, COMPASS, Private Bag 263, Blantyre
95. Luke Malembo, COMPASS, Private Bag 263, Blantyre
96. Lizzie Ndhlovu, COMPASS, P/Bag 263, Blantyre
97. David Omambia, COMPASS, P/Bag 263, Blantyre
98. Sylvia Kacal, C/O COMPASS, P/Bag 263, Blantyre.
99. T.A. Kafuzila, C/o Nkhotakota District Assembly, P/Bag 48, Nkhotakota.

Annex 3 – Conference Evaluation Form

**2nd ANNUAL NATIONAL CBNRM CONFERENCE
MOUNT SOCHE HOTEL
12-15 NOVEMBER 2003**

CONFERENCE IMPACT EVALUATION FORM

The aim of this questionnaire is to assess the impact of the CONFERENCE and evaluate if the objectives of conference have been met. You are therefore kindly requested to fill in this form as accurately and objectively as possible. Please return the completed questionnaire to the conference secretariat. The information will be used for planning conferences in future.

1. What did you like most about this year's Annual National CBNRM Conference?

2. Do you think the conference had met its objectives?

1. Successfully 2. Good 3. Fairly

Please comment:

3. How would you describe the conference logistical arrangements.

1. Excellent 2. Very good 3. Good 4. Fair

4. Did the information about the conference reach you in time?

1. Yes 2. No

5. Suggest what need to be improved for future conferences

6. Your opinion about the field visits.

1. Excellent 2. Very good 3. Good 4. Fair

7. How did the field visits contribute to meeting the objectives of the conference?

8. How do you rate the quality of the papers presented and issues raised during the conference?

1. Excellent 2. Very good 3. Good 4. Fair

9. What CBNRM issue (s) would you suggest require further discussion for effective implementation of CBNRM in Malawi?

10. General impression on this year's National CBNRM conference

Annex 4 – Background papers

Paper 1: A review of the current status in networking, coordination and institutional arrangements under decentralization process in CBNRM

A discussion paper prepared by Lingstone Chiona (EDO Mangochi), Luke Malembo (COMPASS), Robert Tauka (Nkhotakota District Assembly), Maxwell Mbulanje (EDO Mwanza) and Michael Makonombera (EDO Blantyre).

i. Acronyms

ADC	Area Development Committee
AEC	Area Executive Committee
BVC	Beach Village Committee
CBNRM	Community based natural resources management
CBO	Community Based Organization
CCE	Cabinet Committee on Environment
COMPASS	Community Partnerships for Sustainable Resource Management in Malawi
CURE	Coordination for Rehabilitation of Environment
DA	District Assembly
DEAP	District Environmental Action Plan
DESC	District Environmental Sub-committee
DDP	District Development Plan
DDPF	District Development Planning Framework
DDPS	District Development Planning System
DSOER	District State of Environment Report
EAD	Environmental Affairs Department
EDO	District Environmental Officer
EMA	Environmental Management Act
GoM	Government of Malawi
GVH	Group Village Headman
MoNREA	Ministry of Natural Resources and Environmental Affairs
NCE	National Committee on Environment
NEFP	National Environmental Focal Point
NEP	National Environmental Policy
NGO	Non-governmental organization
NRM	Natural Resources Management
TCE	Technical Committee on Environment
VDC	Village Development Committee
WESM	Wildlife and Environmental Society of Malawi

ii. Executive summary

The success of CBNRM in Malawi depends, among other things, on effective coordination and networking among all stakeholders. The benefits of coordination and networking in CBNRM are many and appreciated.

A legal and legislative framework supportive of CBNRM has been put in place. It has provided for the establishment of institutional structures to coordinate CBNRM activities at both national and community level. This paper reviews the current status in coordination and networking in Malawi using case studies from selected districts.

Most of institutional structures at national level for coordinating CBNRM are not functioning as desired or are not functional at all. Instead, temporary measures have been put in place to coordinate CBNRM activities especially at central level. The NCEs' Working Group is one of the few bodies seen to be promoting coordination and networking among CBNRM stakeholders. There are no formal linkages among institutional structures at national and district level.

Decentralization has led to the establishment of institutional structures at district and sub-district levels. Notably, the DA, DEC and DESC have provided a structure for coordinating the implementation of CBNRM activities at community level. Lack of resources and capacity has hampered the effectiveness of these institutions in coordinating CBNRM. Community-level institutions are too numerous. CBOs have been established to coordinate CBNRM at community level. However, most of CBOs have been established by external agencies and are not fully integrated into the village set up.

More effort is required to support the institutional structures responsible for coordination and networking in CBNRM.

1. INTRODUCTION:

1.1 *Background*

Over the past few years, Malawi has seen considerable progress in developing a policy and legislative framework for community-based management of natural resources. This has resulted from the realization by government, NGOs and private sector of the importance of community participation in environmental and natural resources management. Consequently, various forms of collaborative environmental and natural resource management have emerged. The concept of community-based natural resources management (CBNRM) has therefore evolved out of this need. CBNRM is an approach to the use of renewable natural resources that relies on the empowerment of community groups to use those resources as they see fit using strategies arrived at through consensus. In an ideal situation, the use of the resources is sustainable in economic and ecological terms and the distribution of benefits occurs in a manner that is socially equitable.

This concept advocates full participation of resource users in natural resources assessment, planning, implementation, and monitoring and evaluation mainly through participatory approaches. Local communities with the facilitation of technical experts are able to assess their environment and natural resources situation, identify environmental problems and suggest solutions to the identified problems. The benefits of participatory approaches are that they create a sense of ownership and responsibility over the resources and at the same time allow the utilization of the resources to benefit the communities (Christofferson, 1997).

A workshop on principles and approaches for CBNRM in Malawi proposed as one of its recommendations the establishment of a structure and basic procedures for ensuring more effective coordination and collaboration among government, NGOs, donors and the private sector in the implementation of CBNRM activities.

Government institutions and NGOs including the private sector have to work with communities as partners. For this to work there is, therefore, need for an enabling institutional framework and effective coordination and networking among various stakeholders involved in the management of natural resources. CBNRM is a new concept and as such different stakeholders are at different levels and follow different approaches to its implementation. That is why there is need to have an effective coordination, networking and institutional arrangement in order to harmonize sector approaches to CBNRM.

1.2 *Purpose and approach*

This paper seeks to examine the current status of coordination and networking in CBNRM within the context of the decentralization process in Malawi. It will attempt to address issues of coordination and networking at two levels; namely central and district level. However, the emphasis will be on the implementation of CBNRM activities and hence highlight issues at the district and sub-district levels. The paper therefore is based on case studies from selected districts in Malawi and addresses the following three objectives:

- To review the legal and institutional framework for coordination and networking in CBNRM in Malawi;

- To determine the level of coordination and networking among major CBNRM stakeholders in Malawi; and
- To assess the effect of the decentralization process in Malawi on coordination and networking in CBNRM activities.

2. **Networking and Coordination in CBNRM in Malawi reviewed**

It is widely recognized that for CBNRM to be implemented expeditiously and effectively in Malawi, two immediate requirements must be met: first, the coordination among CBNRM promoters and practitioners must be improved; and, second, a national CBNRM policy or guidelines must be established (Watson, 1999). Benefits for collaboration and coordination in CBNRM are many and have been highlighted before. For instance, networking and coordination help isolate or eliminate areas of overlap and enhance information sharing. It also enhances the principles of synergy and facilitates a holistic systems approach to environmental and natural resources management. This enhances sustainability of environmental and natural resources management efforts.

It is argued that existing institutional arrangements for coordination of CBNRM activities fall short of what is needed to provide a well-integrated structure that is capable of dealing with all aspects ranging from implementation of field activities to national policy reform (Watson, 1999). Over the years there has been tremendous improvement in coordination and networking particularly at central level. National policies that are supportive of CBNRM have either been developed and/or reviewed in line with the decentralization process, which has also provided the legal and institutional framework. At the central level coordination of CBNRM activities is achieved through various institutions and fora. The effectiveness of such structures to support and coordinate implementation of CBNRM activities among all stakeholders is the subject of this paper.

2.1 **The legal and institutional framework for coordination and networking in CBNRM**

2.1.1 *The Legal and legislative Framework.*

Through policy and legislative review processes the government has provided an enabling environment for community-based environmental assessment, planning and management in line with the decentralization process. A number of national legal instruments including the Republican Constitution, the Environmental Management Act (1996), the National Environmental Policy (1996), the Local Government Act and the Decentralization Policy (1998), National Forestry Policy, Forestry Act (1997), Fisheries Conservation and Management Act (1997), National Parks and Wildlife Act (1992), and the more recent Land Policy (2001) provide a legal framework supportive of community-based natural resource management. The NEP is explicit in its provisions. The policy elaborates the rights and responsibilities of individuals and communities in the management of the environment; states Government's responsibilities in environmental planning, impact assessment, audit and monitoring, and outlines primary policy objectives and strategies in a number of key sectors. It also provides for mechanisms for promoting CBNRM by among other things:

- Creating and strengthening institutional mechanisms needed to implement sound environmental and natural resources management;

- Reviewing and, where necessary, formulating environmental legislation and by-laws for implementing the NEP and sustainable environmental management;
- Empowering local communities in the management of natural resources through community participation; and
- Involving the private sector and NGOs in all aspects of planning and management of natural resources and the environment.

The NEAP (1994) and the EMA (1996) also provide a framework for integrating environment into the overall socio-economic development of the country and promote sustainable use of natural resources in Malawi through public participation. The EMA is the main legal instrument in Malawi that guides the manner in which environment and natural resources management activities are supposed to be implemented. The Act mandates the District Assembly to coordinate the activities of lead agencies and NGOs in the protection and management of the environment and sustainable utilization of natural resources at district level. The LGA (1998) and the Decentralization Policy further mandate the DA to play such a coordination role for natural resources management. All the legal instruments emphasize community participation in environmental and natural resources management, and the need for coordinating efforts by various stakeholders. There are tremendous strides to that effect through the decentralization process. Networking and coordination among government departments on one hand and government departments and NGOs on the other has been improving.

However, there is need to harmonize the legal instruments across the NRM sectors and with those from other sectors in order to enhance coordination in CBNRM. For instance, the EMA and NEP are not fully harmonized with the LGA and decentralization policy. Further, there are variations in provisions by different legal instruments from among the NRM sectors.

2.1.2 *Institutional framework*

In view of the involvement of diverse organizations and interest groups in CBNRM issues in Malawi it is essential to have broad participation in the dialogue on policy matters and implementation issues. The fundamental importance of sustainable natural resource management in Malawian law and its necessity for the wellbeing of most Malawians warrant creation of a structure that will allow citizens and grassroots organizations a voice in shaping national policy. The legislation provides for the establishment of various institutions that are charged with the environmental management responsibilities at both national and district levels.

(I) *Central level institutions*

The EMA establishes a National Council for the Environment with considerable powers to coordinate natural resources management, and it also accords to the Environmental Affairs Department responsibility for the coordination of environmental monitoring, interventions and investments in the natural resources sector. Other central level institutions consist of the Cabinet Committee on Environment (CCE), Parliamentary Committee on Land, Agriculture and Natural Resources, Ministry of Natural Resources and Environmental Affairs (MoNREA), National Council for the Environment (NCE), Technical Council on the Environment (TCE), GoM/Donor Natural Resources Management and Environment Programme Steering Committee, Department of Local Government (DLG), Environmental Affairs Department (EAD), National Environmental Focal Point (NEFP), Natural Resources

Management (NRM) Directorate and the Coordination Unit for the Rehabilitation of Environment (CURE).

This, notwithstanding, there is no formal link among the institutions to coordinate activities and develop policy other than through the presence of the Director of EAD who is the Secretary to the NCE and sits on the donor sub-group¹ and is invited to the CURE's quarterly coordination meetings². Existing institutional arrangements for coordination of CBNRM activities are therefore not fully developed to provide a centralized structure that is capable of overseeing all elements of CBNRM from a national perspective. Further, the linkage between national and district level institutions is also weak. Arguably, the need for such a centralized management body in CBNRM may not be appropriate in the immediate future in view of the current decentralization process. In 1995, the GoM established a National Environmental Focal Point network for coordination and information exchange. The NEFP is a network created to facilitate information flow across sectors within GoM, between government, NGOs and private sector. It is intended to ensure that environmental concerns are embodied in policies, strategies, planning processes, programs and activities of the various sectors. The network has not functioned well owing to lack of resources, and since its inception only two meetings have taken place. The need for a structure to coordinate aspects of CBNRM ranging from implementation to national policy reform is still crucial at this stage of CBNRM development.

One such structure is the CBNRM Working Group, a sub-group of the NCE, which meets and discusses issues pertaining to CBNRM regularly. The NCE established the Working Group as its technical arm in pursuance with section 16 of EMA (1996). The CBNRM Working Group is composed of every Department in the Ministry of Natural Resources and Environmental Affairs; Ministry of Water; Department of Local Government; Ministry of Education, Science and Technology; Ministry of Gender, Youth and Community Services; CURE; MEET a Traditional Authority, Malawi Chamber of Commerce and Centre for Social Research. The CBNRM Working Group has developed guiding principles for CBNRM as one way of coordinating CBNRM activities in Malawi and harmonizing approaches. The CBNRM Working Group also holds an Annual CBNRM Conference to promote coordination and networking among CBNRM stakeholders. The CBNRM Working Group is the only structure that is seen to be functional as a coordinating institution in CBNRM. Whether the CBNRM Working Group has succeeded in fulfilling this requirement as an effective coordinating body for the central-local levels is debatable. Further, the future of the CBNRM Working Group is not guaranteed, as it has entirely depended on COMPASS support for its operation. COMPASS will up wind business in 2003. What will happen to the CBNRM Working Group then is not known.

CURE is an NGO whose main mission is to enhance the impact of NGOs and CBOs on environment and natural resource management through coordination, capacity building especially in the area of training, and advocacy. The overall coordination of NRM NGOs programmes is the responsibility of CURE. CURE formerly organized quarterly meetings of NGOs and other interested parties as part of its coordination strategy in CBNRM. Whether its coordination role in matters of CBNRM advocacy and implementation has been sufficient or not requires a thorough review of its operations. Its effectiveness to coordinate NGOs in CBNRM is hampered by its own limitations in terms of technical capacity and staffing levels. Resources at CURE's disposal have never been enough to enable her to facilitate

¹ The donor sub-group has not met regularly since 2000.

² These meetings ceased to take place in 2001.

coordination and networking of all stakeholders in CBNRM. Currently, CURE is facing serious financial problems, which have hampered its operations.

The Department of Local Government is the key institution for the implementation of the Local Government Act and the Decentralization Policy. The DLG has an Environment Unit to oversee all aspects of decentralized environmental management. The unit is supposed to coordinate, assist and advise Local Assemblies on matters of environment and public health. However, its linkage with District Assemblies is non-existent. Its functions are not even known at the district level.

The legal and institutional framework for coordinating and networking CBNRM in Malawi has been established but it is not as effective as is required. The institutional structures that have been charged with the responsibility of coordinating and networking at the central level in CBNRM are not functioning apart from the CBNRM Working Group. Linkage among the coordinating and networking institutions is also poor. Although under a decentralized natural resource management system, central level control should be minimized there is still need to have structures at the central level to coordinate CBNRM activities at their implementation stage. Implementation of CBNRM activities at District or Assembly level requires central level institutional support for effectiveness and efficiency. CBNRM and the decentralization processes are still in their infancy and as such devolution of responsibility to the lowest appropriate level has not been achieved. Institutional structures at lower levels of CBNRM implementation have been put in place but they lack capacity. The current situation is that coordination between central and district level institutions in CBNRM is rather weak.

(II) District and sub-district level institutions

The Local Government Act and EMA gives the District Assembly a coordinating role in all development activities including environment and natural resources management. Section 23 (2) of the EMA states that:

‘No person shall implement a development activity or project in any district otherwise than in accordance with the district environmental action plan.’

To be able to take up the coordinating role effectively in development activities and facilitating community participation, the DA may establish local institutions and by-laws as required. In the recent past, a number of institutions have been created through the decentralization process. District level institutions include District Development Committee, District Executive Committee (DEC), District Environmental Sub-Committee (DESC), Area Development Committee (ADC), Area Executive Committee (AEC), Village Development Committee and a variety of Community Based Organizations (CBOs). These institutions are charged with the responsibility of coordinating and networking for the improved implementation of community development activities including CBNRM. Coordination has been facilitated by these institutions through open membership of these bodies for all CBNRM stakeholders. Most of the sub-district level institutions are not as fully developed and functional as district level institutions.

District Assembly (DA).

Elected members, Traditional Authorities, Members of Parliament and five co-opted members constitute an Assembly. The District Assembly is the highest policy-making body at district level responsible for promoting infrastructure and economic development in the

Local Authority through the approval and execution of District Development Plan Framework (DDPF) and the District Development Plan (DDP). DA promotes dialogue between government and ordinary people in the village, through their representatives during the identification, planning, and implementation of District and area-based development projects. DA also advocates government policies among the rural population. It also coordinates the identification, planning and implementation of any development projects in the district.

The act provides for the establishment of service committees under the DA. The committees mentioned in the act are finance, health and environment, development, education and appointment and disciplinary committees. There is also a provision for other committees being established at area and village level. The committees coordinate development activities including environment and natural resources management. The DA receives technical support from the District Executive Committee on all matters of development.

District Executive Committee (DEC).

The district executive committee is a technical and advisory body, an arm of the District Assembly (DA) and the local committees under it. It is composed of heads of departments at district level. It is responsible for the implementation of all aspects of the district development plan including natural resources management activities. DEC assists in the identification, prioritization and appraisal of community development projects. The committee provides advice in project implementation and assists in soliciting funds from local and external sources. DEC also trains the VDC, AEC and DA in technical, leadership and management skills. DEC harmonizes district level policies and activities with national policies and activities, and advises the DA on sectoral policies.

District Environment Sub-Committee (DESC).

DESC is a sub-committee of DEC. The sub-committee was formed within DEC as an initiative from EAD so that the committee could examine environmental issues. The Director of Planning and Development chairs the committee and the EDO is the secretary. The committee is multi-sectoral and membership is drawn from all NRM stakeholders including key NRM-based government departments and NGOs. DESC provides a forum where environmental issues are discussed and information shared. DESC is a coordinating body for all CBNRM related activities at district level. The committee provides technical advice to DEC on matters of environment and natural resources management. It is also the responsibility of the DESC to come up with the District State of Environment Report (DSOER) and the District Environment Action Plan (DEAP) on behalf of the District Assembly. Periodically, the DESC meets to appraise environmental and natural resources management activities in the district. Through DESC, the relationships among NRM sectors and between government and NGOs have improved. Examples are many where NGOs and government departments are seen to be working together.

Although progress has been made over the years in coordinating environmental and natural resources management at district level still more remains to be done. The delivery of environmental and natural resources management services in Malawi is still fragmented across the NRM sectors and ministries/departments. Their activities are discharged vertically downwards through their staff working in the districts and local areas. Environmental planning and management responsibilities have overlapped among natural resources management sectors. Worse still, information sharing among natural resources management sectors has also remained inadequate. Coordination particularly between government

institutions and NGOs has been very weak. Multi-sectoral approaches to natural resource management at both national and district levels are a relatively new concept just as is the CBNRM approach. The decentralization process is also in its infancy and hence the roles and functions of the institutions discussed above in coordinating CBNRM are not fully rooted. Furthermore, most of the institutions have been initiated or established with the support of donor-funded projects. They are not sustained after project phase out. In addition, there is inadequate capacity among these institutions (i.e. DESC, ADC, AEC and CBOs) to take on a coordinating role particularly at sub-district levels. Capacity building programs are expensive to run and many lower-level institutions have not been trained because they are too numerous. The complimentary efforts of NGOs and the private sector in the provision of environmental and natural resources management services at district/or community levels are carried out with very little collaborative linkages with the sector of Ministries concerned or the EAD. The top-down approach, which characterizes the delivery style of environmental and natural resources services in Malawi, has tended to sideline the inclusion of local knowledge and practices through community participation in the processes of policy formulation, planning and designing of interventions, which could enhance ownership and increase public awareness. Recently we have seen NGOs and government NRM sectors collaborating in implementing CBNRM activities. The implementation of CBNRM activities through the DEAPs will enhance collaboration among all stakeholders.

The success of CBNRM depends upon the ability of communities to manage resources effectively (Nils Christofferson, 1997). However, the capacity within the communities to carry out management functions is very low. As a matter of fact, NRM processes are managed by voluntary groups of people chosen or elected within the communities. Implementation of CBNRM activities has, therefore, seen the mushrooming of a variety of CBOs to coordinate CBNRM activities at community level. These CBOs are established by implementing agencies and have not appeared, as a result of the communities' own initiatives. Many of the committee members do not have the level of management and leadership skills needed to meet certain legal and administrative requirements.

CASE STUDY: FORMATION OF CBOs IN MANGOCHI DISTRICT

Establishment of BVC by Fisheries Department

In the fisheries sector almost all the BVCs especially around Lake Malombe were formed through projects funded by GTZ and hence some were trained through NARMAP. While BVCs undoubtedly play a key role in participatory fisheries management, there are some major constraints towards the implementation of management strategies. There are 29 BVCs in the Lake Malombe management unit, yet there has been little effect on the fish stocks and simple recommendations such as closed seasons have not been followed, (M Hara, 2001 quoted in a paper presented during Area Fisheries Committees Establishment Consultative Meeting). Insufficient training of BVCs due to limited extension budgets and human resources is one of the reasons for poor performance of the BVCs. As a result this has led to among others, poor understanding of the role that the BVCs should play in fisheries management and also the benefits to the community are not well understood. The other reason for poor performance of BVCs is that BVCs are poorly integrated at village level

While it has been accepted that BVCs have not performed to the required expectations, the Department of Fisheries has just introduced yet another structure above the BVCs known as Area Fisheries Committees (AFC). The area fisheries committees have been introduced through National Aquatic Resources Management Programme (NARMAP), a GTZ funded programme. The sustainability of these structures is not known especially after the programme phase out in 2002 or 2003.

Village Trusts in Nankumba Peninsula

One of the recommendations of the Nankumba Peninsula Strategic Management Plan that was prepared with financial support from World Bank was the establishment of Village Trusts. Consequently Chembe Village Trust was established on the Peninsula. However, the Trust does not have the financial muscle to operate as a legally empowered entity within Lake Malawi National Park as it exists only on paper. The trust has not undergone any form of training and in these circumstances it becomes very doubtful if members know their respective roles. The issues of transparency and accountability in handling revenues generated from within the area are still unclear. The communities are not quite sure as to what benefits are going to accrue to them from such initiatives. In fact, for such initiatives to succeed they have to result in tangible benefits accruing to the communities that will contribute to sustainable improvements in their livelihoods.

The initiative is, however, still being pursued even when there is up-front community unwillingness to accept the initiative. The sustainability of such an initiative still remains an issue.

3. *The Decentralization Process*

Environmental and natural resource planning and management decisions were highly centralized in the past. Most of the management interventions were uncoordinated causing confusion among beneficiaries and in some case constraining sound management of the environment and natural resources. This resulted in duplication of efforts and poor targeting of priority community needs.

Through the decentralization process, however, the need for community participation in natural resources management is being legally appreciated and encouraged. The decentralization process has therefore helped to empower communities to participate fully in environmental and natural resources management. The institutions that have been created under this process have provided mechanisms for integrating environmental concerns identified at local level into the district development planning system (DDPS). Decentralization of NRM functions has provided for multi-sectoral collaborative planning, implementation and monitoring of development activities. It is hoped that when the decentralization process is fully fledged, it will overcome the problems of weak coordination, duplication of efforts and poor targeting of priority community needs. For instance, the process of state of environment reporting and environmental action planing has not only created communities that are more aware of their environmental situation but has also helped to integrate environmental concerns into socio-economic development planning. The participatory environmental assessment and planning at area and/or village level has helped to build planning and environmental management capacity at that level. Communities are now able to identify and prioritize environmental concerns that need mitigation. With the DDF Green Window created under the same process communities are able to access some funding for their prioritized environmental management initiatives. The decentralization process has enhanced implementation of CBNRM initiatives.

The biggest question that remains with the decentralization process in Malawi is the devolution of NRM sector powers in the management of natural resources to the District Assembly and communities. The majority of the NRM government departments' district offices are still receiving directives and resources from their line ministries not the DA. Not all departments have devolved to district level. Most of the departments have no devolution plans at the moment. The level of devolution is still low with only the EDO fully integrated into the DA. This still poses a threat to the coordination role of the DA in CBNRM. Further, the initiatives in collaborative management of natural resources in protected areas between government departments and communities are still experimental. Co-management plans have either taken a long time to be endorsed by government departments or have been deliberately neglected. The mutual trust between government NRM sectors and the communities is not there. There are instances where government departments have acknowledged their reluctance to allow communities take part in the management of protected areas.

RECOMMENDATIONS

Great achievements have been made in providing a legal and institutional framework for CBNRM in Malawi. However, there is still a greater need to build capacity of all institutions and provide them with the necessary resources. Institutions at area and village levels should be deliberately targeted for capacity building programs. Mechanisms should be put in place for instructional capacity building. The following are therefore recommended for improving coordination and networking in CBNRM at all levels: -

- Harmonize sector policies so as to enhance harmonization of sector approaches in CBNRM;
- Improve the capacity of all institutions responsible for coordinating CBNRM by providing them with the necessary resources;
- Government NRM departments should have the political will to devolve their responsibilities to the district and communities; and
- District Assemblies should be provided with adequate funding to support capacity building activities for the district and sub-district level institutions through the decentralization process.

4. *Conclusion*

The legal and institutional framework for coordinating CBNRM in Malawi has been put in place. The policy and legislative framework is very supportive of CBNRM. However, NRM sector legal instruments require harmonizing so as to facilitate improved implementation of CBNRM approaches by all stakeholders. The legal framework has provided for the establishment of institutional structures to coordinate CBNRM initiatives and programs at both national and district levels. A number of institutions have been established both at national and district levels to coordinate environmental and natural resources management. However, their full potential is yet to be realized.

At national level the majority of institutions mandated to coordinate CBNRM have ceased to function or do not have the capacity take up such a responsibility. As a result there are ad hoc institutions or committees that have been put in place to coordinate CBNRM. Coordination is weak among implementation agencies while the future of the existing coordinating institutional arrangement is not guaranteed. Further, linkage among coordinating institutions does not exist. Most of the institutions lack resources to conduct their business effectively.

Decentralization has improved coordination and information sharing by bringing various stakeholders together at district level. The District Assemblies have established institutions that have improved coordination among stakeholders in CBNRM. However, implementation of CBNRM activities is still sector oriented. There is reluctance among government departments to devolve their responsibility at district and community levels. Newly established DA institutions have been effective in coordinating CBNRM although they have been externally driven through donor-funded projects. The DEAPs will enhance coordination of CBNRM activities. Sub-district level institutions are far too many and lack capacity to effectively coordinate implementation of CBNRM activities. Community-based organizations are sector and developmental project specific. However, communities have been empowered through the establishment of such CBOs.

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Paper 2: Impact of sector specific approaches in the implementation of CBNRM activities

A discussion paper prepared by Mr. J.L.L.Banda (Land Resources and Conservation Department), Mr. M.W.M. Shaba (Forestry Department), Mr. R. Jiah (Department of National Parks and Wildlife), Mr. C.M. Jambo (Fisheries Department), Mr. N.Moyo (COMPASS Project), Mr. W.Chadza (Wildlife and Environmental Society of Malawi) and Mr. S.M.Kamuloni (Environmental Affairs Department) and presented at the 2nd CBNRM Conference, Mount Soche Hotel, 12-15th November 2002.

REVIEW OF SECTOR SPECIFIC APPROACHES AND THEIR IMPACTS IN THE IMPLEMENTATION OF COMMUNITY BASED NATURAL RESOURCES MANAGEMENT (CBNRM) ACTIVITIES

INTRODUCTION

Community Based Natural Resources Management (CBNRM) can be defined in so many ways; however in general, CBNRM entails community participation or involvement in the management of natural resources where by men and women in a community make joint decisions in planning the management and utilization of natural resources.

Many practitioners have defined CBNRM in different ways as follows:

- Community Based Natural Resources Management (CBNRM) devolves all tenure over natural resources and all authority to decide how to use those resources, both enabling and ownership, from state to local communities (Chibwana et al, 2001).
- Balarin and Ndovi (2001) defined CBNRM as implying full participation of the lowest 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.
- According to Kafakoma and Mauambeta, 2001, 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 mechanism.

It is worth noting that in Malawi CBNRM is viewed by many sectors as synonymous with decentralized environmental management and an integral part of the decentralization process. In fact in CBNRM, authority is devolved to the lowest appropriate level and communities are empowered to plan and implement their own actions (Balarin, J, et al, 2001).

For a long time in Malawi, the management of natural resources such as water, land, fish, flora and fauna, was solely undertaken by the government. The assumption was that the government was the best manager given its expertise and capacity in the management of natural resources. However, recently the Government realized the importance of involving the local communities in the management of natural resources and thus, various government sectors including the private sector have been encouraged to incorporate in their policies co-management of natural resources with the rural masses.

Therefore, the main purpose of this paper is to describe the approaches followed by various sectors in the implementation of Community Based Natural Resources Management (CBNRM) activities, analyze the impacts and challenges and make a recommendation to future approaches.

BACKGROUND

Despite the fact that the management of natural resources has changed hands over the years, rural communities in Malawi have always played a major role in the management of natural resources. Up to the late 1980s, natural resources in Malawi were regulated by the Central Government through command and control policies. Communities were alienated by heavy state control over resource use and ownership. The belief by the state at that time was that local involvement in resource management would lead to rampant destruction of natural resources as local people could not be trusted with such responsibility. However, the

government later realized that the combination of relatively high levels of rural poverty, high dependence on natural resources for survival and slim government budgets could not effectively sustain policing efforts and this necessitated the development and promotion of partnerships with communities in natural resource management.

Since early 1990s, the government of Malawi has been pursuing a broad-based CBNRM approach in the management of the natural resource base, which includes forests, agricultural land, fisheries, water, wildlife and national parks. This has led to the revision of all key natural resource sectoral policies such as Forestry policy and Act (1996 and 1997 respectively), Fisheries policy in 1998 and the Wildlife policy in 2000 just to mention a few. The Wildlife Department is in the process of updating its current Wildlife Act to take account of changes made in the policy.

CBNRM is not in isolation because it has several linkages to a number of key Government guiding documents, which include the decentralization policy and the Malawi Poverty Reduction Strategy Paper (MPRSP).

Decentralization is the transfer of power for administration and management from a central level to a lower or more appropriate 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 (Balarin, et al, 2001). CBNRM is therefore one of the pillars of the decentralization of the environmental management.

CBNRM has also become an integral part of the MPRSP. The MPRSP includes a major input of consultative processes. Such a tool is consistent with CBNRM. They all emphasize on identifying mechanisms for the reduction of poverty. However, CBNRM leans on natural resource based ways of sustaining local people's livelihoods.

It must be noted that different sectors have had different and sector-specific backgrounds and experiences of CBNRM with respect to the natural resource under their direct mandate. For instance, in the Land Resources Conservation Department, the implementation of programmes has been based on three major approaches: the individual, the catchment and the communal/village. The first two approaches proved to be ineffective because they did not involve the local communities while the communal/village approach has proved to be successful because it emphasizes on empowering communities to be self-reliant in dealing with their land degradation problems.

In the Department of Forestry, the need for communities to participate in the management of forest resources was underlined in the 1980's, when it became clear that that Government alone could not sustainably manage forest resources. Forestry policies were also not conducive at the time to enhance co-management of forest resources on customary and in forest reserves. This flop in co-management promoted deforestation, which in turn resulted in an increase in soil erosion, reduced land productivity, loss of precious wildlife and flooding. However, the adoption of the management of forest resources by communities is considered the rightful approach to ensuring the sustainable management, conservation and utilization of forest resources. This has enormous benefits such as enhancement of good relationship between Government and communities, promotion of confidence in the communities who regard the forests they are managing as theirs and reduction in government expenses.

The Department of National Parks and Wildlife concerned with escalating poaching, encroachment, decline of wildlife populations, loss of biodiversity and other challenges, has placed a high priority on the involvement and empowerment of communities in the management and sustainable use of natural resources. Attempts to involve rural people in wildlife management in Malawi started while the “fences” and “fines” wildlife policy was still in force. Since the 1980’s, communities have been permitted to hang beehives, to collect approved resources such as caterpillars (*Gonimbrasia belina*), fruits, fish, medicinal plants, mushrooms, termites and thatch grass from protected areas.

In the Wildlife and Environmental Society of Malawi (WESM), most of the CBNRM projects started getting implemented around 1991 more especially in the Southern parts of Malawi. There have been varying results emerging from these projects and in the end providing valuable experiences and lessons. The CBNRM Projects implemented by WESM include the Wildlife Utilization Raises Community Standards (WURCS) in Mangochi, Natural Resource Based Enterprises (NRBE) in Machinga and the Sustainable Management of Indigenous Forests (SMIF) in Mwanza District.

Generally, if CBNRM is to be successful and effective, activities should be tailored towards benefit sharing. This idea echoes Griffin (1977) who states that “people will only seek to manage natural resources when they perceive that the benefits of doing so exceed costs,” as cited by Mphepo, 2002. In fact, successful programmes are those in which the beneficiaries themselves take an active part in problem identification, planning, implementation, monitoring and evaluation. This approach fits well within the context of decentralization and is a pro-poor approach that contributes to reduction of poverty of the rural population. The Malawi Poverty Reduction Strategy Paper (MPRSP) aims at reducing poverty by focusing on the rural people who are poor. Hence, the approach of empowering local communities to make decisions with respect to their own destiny in the management of natural resources is crucial in the reduction of poverty.

CURRENT CBNRM APPROACHES IN MALAWI

The CBNRM approaches to be discussed include: Community mobilization and Capacity building; financing mechanisms; incentives during implementation; coordination of CBNRM activities at grassroots levels; monitoring and evaluation; gender mainstreaming and HIV/Aids mainstreaming. There are many organizations/institutions in Malawi that is involved in CBNRM activities and handling of these approaches varies from institution to institution.

(a) Community Mobilization and Capacity Building:

This section highlights Community Mobilization and Capacity building in the Land Resources Conservation Department, the Forestry Department, the Department of National Parks and Wildlife, Compass Project, and the Wildlife and Environmental Society of Malawi.

Community mobilization in CBNRM focuses on building confidence, trust and increasing the knowledge base that enables community members to participate and become more pro-active in managing natural resources. The objective of community mobilization is to involve and motivate communities to adopt appropriate natural resources management practices and

provide these groups with the knowledge and tools needed to implement sound natural resources management. Community mobilization is an important first step in the implementation of CBNRM activities because it creates confidence in the communities as they are organized to work as a group with a common purpose, goal and destiny.

Sectors that are involved in CBNRM activities often incorporate in their programmes capacity building initiatives for the communities involved so that they effectively and efficiently participate in the activities through proper management and utilization of their natural resources.

(i) Forestry Department:

In the Forestry Department, community mobilization and Capacity building involves the following:

- Meetings with communities' leadership to explain the importance of co-management of forest resources are conducted. Then, meetings follow this with the larger communities.
- Participatory Rural Appraisal (PRA), Rapid Rural Appraisal are undertaken in order to map out the needs, constraints, priorities of the communities in various areas.
- Formation of Village Natural Resources Management Committees (VNRMC's), which are structures, recognized by the Forestry Act as management authorities, which can enter into a forest management agreement with the Director of Forestry for the proper management of Village Forest Areas (VFA).
- Building capacity of VNRMC's through provision of technical advice on how to address constraints, problems and threats while reinforcing strengths and opportunities. Basing on the Training Needs Assessment (TNA), appropriate training in various areas is undertaken such as tree nursery, woodlot and business management; leadership, conflict resolution, record keeping and accounting amongst others. Community members and VNRMC's are sensitized on the importance of trees/forests to their livelihoods through meetings organized by the Department of Forestry.
- Local and external study tours to relevant areas are also undertaken by communities to enable them share experiences with their counterparts. The Department of Forestry often facilitates such tours.
- Engaging communities in community forestry through establishment of Village Forest Areas (community forests). Various afforestation activities related to raising of tree seedlings, planting, protection of forests from fires, pests and human beings, are done by communities.
- Communities prepare management plans for managing their village forest areas or community forests.
- Communities enter into Forest Management Agreements (FMA's) with the Department of Forestry for the proper management of Village Forest Areas if it is considered necessary by VNRMC's and community members at large.
- Communities develop constitutions and by-laws that relate to the management of forests. The Minister responsible for forestry signs such rules and regulations.

(ii) Department of National Parks and Wildlife

The Department of National Parks and Wildlife engages different ways of community mobilization and capacity building on different community based activities. For instance, in the bee-keeping programme in Nyika National Park, farmers were requested to organize themselves into bee-keeping clubs and were provided with hives, bee suits and other equipment on loan basis. They were also trained in improved hive and colony management. In addition to that, communities bordering the Nyika and Vwaza benefit from infrastructural

development and income generating activities supported by the Department of National Parks and Wildlife.

The Department has also adopted a resource sharing programme with communities around Kasungu National Park and Nyika-Vwaza National Parks where communities are allowed to collect resources such as thatch grass, reeds, fish, medicinal plants, termites, mushrooms and wild fruits. The Department also initiated the formation of local level institutions to conduct resource utilization activities inside the two protected areas, based on agreements reached with the department through a memorandum of understanding (MOU). The approach focuses on access to other resources other than land.

(iii) Land Resources Conservation Department:

The Land Resources Conservation Department has been applying 3 approaches to land conservation and these are the individual, the catchment and the communal/village. As stated earlier, the communal/village approach has proved to be successful because it emphasizes on empowering communities to be self-reliant in dealing with their land degradation problems.

The Department intends to intensify the communal/village approach through a programme, which has just been proposed called “Malawi Better Land Husbandry Programme” which will work with small-scale farmers in a participatory manner. The approach is aimed at enhancing the farmers’ inherent skills and capability in the formulation and implementation of their own development plans, and to develop and disseminate their own improved better land husbandry technologies.

Field and exchange visits are also conducted regularly. These help to reinforce knowledge learnt by new groups. They also act as fora for exchange of experiences and problem solving.

(iv) Community Partnerships for Sustainable Resource Management (COMPASS) Project.

COMPASS’s approach to community mobilization is centered on building local capacities with organizational, analytical thinking and NRM related technical skills. The target groups are mostly the grass root workers and community based groups, as they are direct implementers of CBNRM programmes.

On Capacity building, COMPASS has helped to establish three key bodies: a CBNRM Working Group; a CBNRM Secretariat and the COMPASS Partner Association. The coordinating and secretariat were created to facilitate a national CBNRM strategic planning process to ensure that CBNRM initiatives in Malawi are designed and implemented nationally. In this regard, the national CBNRM monitoring and evaluation system has been developed to assess the impacts of these initiatives.

COMPASS supports CBNRM partner training on demand. Specifically, COMPASS has supported courses on co-management of forestry resources, social forestry, collaborative management of wildlife in National Parks and fisheries co-management.

Exchange visits are also conducted by COMPASS because they form a basis for exposure and sharing of information and experiences between community groups. The visits also provide inspiration and motivation to those touring and an encouragement to the hosts.

(v) Wildlife and Environmental Society of Malawi (WESM).

In the programmes implemented by the Wildlife and Environmental Society of Malawi, the first step was awareness and mobilization of the communities concerned. This was done through meetings, drama and songs, amongst other activities. Upon completion of these, an in-depth need assessment was done and this was followed by a development of action plans by communities to form the basis for project implementation.

Then, local level institutions equivalent to what are either referred to as Village Natural Resource Management Committees (VNRMC) or Village Natural Resource Committees (VNRC) were established to lead in the management of various natural resource based activities.

In order to ensure effective participation of the communities in the implementation of the CBNRM Programmes, WESM tried to build the capacity of the communities through an introduction of various skills into their villages. These skills included, amongst others, aspects of group dynamics, leadership, financial management, bee keeping, guinea fowl rearing, tree nursery management and gender related issues.

(b) Financing Mechanisms:

CBNRM activities generally require financing either from within the community groups or from outside. The financing mechanisms can be donor to NGO to community or donor to Government to community or donor to community or Government to community or community self-help financing mechanisms.

Different sectors have different ways of funding their CBNRM programmes depending on their financial sources and capabilities.

(i) Donor to NGO to Community Financing Mechanism:

Most of the funding through this channel has supported activities at individual or club level. What happens is that NGOs channel funding through the support of the activities of Government front-line staff who interface with the community based associations. On the other hand, NGOs share few extension staff to assist in the operations of the community groups. The financial support does not go formally into the Government system, but is paid directly to public services staff working with communities in the form of transport and other logistical support.

There are a number of examples from different sectors on this type of financing mechanism. For instance, in North Kasungu, communities got training and inputs to enable them raise tree seedlings through the Department of Forestry; in different areas of the country, MASAF does train and mobilize communities to participate in forestry projects; in Nyika National Park, bee keeping farmers, who organized themselves into clubs, were assisted with hives, bee suits and other equipment on loan basis. They were also trained in improved hive and colony management. Further funding was also provided by the Border Zone Development Project (BDP) in form of infrastructural development and income generating activities.

In the programmes implemented by WESM, financial resources come from donors and they are used to engage community groups into various project activities. Communities are provided with the expertise from WESM in the establishment of natural resource management projects.

Support from COMPASS is channeled mostly directly to communities, which are entrusted with project and financial management. So far, close to 50 small grants have been awarded in various sectoral activities such as afforestation, sustainable agriculture, wildlife management, aquaculture and alternative energy sources programmes.

It is worth noting that it is a lot more difficult and challenging for an NGO to work directly with communities than channeling resources through established CBNRM organizations. Working directly with communities demands intensive follow ups and supervision on financial accounting and record keeping procedures due to high illiteracy levels. The impact in the field is however quickly realized and benefits to the intended communities are evident as most of the funds go to project implementation than meeting overhead or operational costs. Though demanding, Donor to NGO to Community financing coupled with effective community mobilization empower communities to plan, implement and manage on their own their CBNRM activities.

(ii) Donor to Government to Community Financing Mechanism:

In this case, a particular donor finances a community based natural resources management programme through the Government. The funding has often been financial support for building up capacities of communities by training them and providing them with necessary inputs for their CBNRM activities. Government officers have also received necessary training and inputs to undertake their work effectively and efficiently. In the Department of Forestry, Donors that have provided this support include FAO in collaboration with UNDP, World Bank and the Africa Development Bank, amongst others.

(iii) Donor to Community Financing Mechanism:

This is the type of funding where by a donor channels financial resource and other type of inputs directly to the communities implementing the CBNRM activities. This financing mechanism has received mixed reactions from various sectors. In the Land Resources Conservation Department, the mechanism has proved to be not feasible because the activities tend to lack linkage with the Ministries/Department directly concerned with such activities. An example of donor to community financing is the funding of micro-projects in Karonga by DANIDA.

(iv) Government to Community Financing Mechanism:

There are a number of examples of this type of financing from different sectors. For instance, in the Department of Forestry, through the National Tree Planting Programme (NTPP), government has been providing communities with technical assistance and nursery inputs such as polythene tubes, wheelbarrows, watering canes, amongst others.

(v) Community Self-help Financing Mechanism:

This is the type of financing mechanism where by communities provide some resources to start a CBNRM programme or if the programme is already at operational phase, communities try to find ways of sustaining or enhancing the activities of the programme. In CBNRM activities launched by the Department of Forestry, once communities are mobilized and have self-confidence, they undertake community forestry programmes using their own resources such as labour, tree seed collected locally, time and other local inputs. In Nyika and Vwaza, associations for natural resources and rural development get some of their funding from membership contributions and community fund. Currently, in Nyika and Vwaza, 30% of the

park and reserve receipts and concessions is given to community fund and these resources are managed by the communities themselves under the Nyika-Vwaza Association for Natural Resources and Rural Development.

(c) Incentives During Implementation:

In order to enhance community participation in CBNRM activities, various incentives have often been provided by implementing organizations/institutions. In the Department of Land Resources and Conservation, three different forms of incentives have been used during implementation. One of the forms and the most common incentive has been provision of inputs, either free or as a soft loan. The other form has been direct provision of either allowances or food to communities during meetings or training. The last one is inclusion of technologies in the package that would bring in short term benefits.

In the Department of Forestry, incentives have been in terms of provision of technical advice to communities through delivery of appropriate forestry extension services; training of communities in particular areas to enable them manage community forests effectively and efficiently; enhancing and supporting sustainable and profitable networks of rural marketing services and transportation of forest products; provision of food and allowances during meetings and training/seminars; promotion of use of forest products arising from community forests for the benefit of the whole community e.g. building a school block using funds realized from the selling of forest products.

(d) Coordination of CBNRM activities at grassroots levels:

This section will highlight inter-sectoral coordination, intra-sectoral coordination and probably intra/inter-community coordination in CBNRM activities implemented by various sectors.

In the Department of Land Resources and Conservation (in the Ministry of Agriculture), Inter-sectoral coordination is practiced with the Forestry Department especially when it comes to afforesting bare hills on farmlands. The Forestry Department has been providing technical advice either to agriculture staff or directly to farmers in terms of nursery management and tree planting.

Within the Ministry of Agriculture (intra-sectoral), there has been coordination amongst the Ministries' Departments. Seed for crops such as pigeon peas, Soya beans and groundnuts is sourced through the assistance of specialists from the Crop Department and the specialists also provide advice on agronomic practices. In terms of integrated farming on a catchment area requiring livestock or utilization of senjere grass planted on bunds as a conservation measure, the Department of Animal Health and Industry has been in the forefront giving advice to the Land Resources Conservation Departmental staff. In the establishment of irrigated central vetiver nurseries, there has been coordination with the Irrigation Department within the Ministry of Agriculture and Irrigation. Extension and Training Department is an automatic coordinating partner being the one taking all the messages to farmers and communities.

Intra-community coordination is very important for success. Extension workers through leadership training amongst community groups have often reinforced this.

In the Department of Forestry, there is coordination between communities and the government where provision of extension services is entailed; within communities there is coordination between VNRMC's and communities at large and also between members of the

community on various aspects of community forestry. Intra-sectorally, there is coordination between the Department of Forestry and other sectors such as agriculture since they all target the same communities.

In the Department of National Parks and Wildlife, there has been intra-sectoral coordination between the Department of Parks and Wildlife and the Department of Tourism through the Nyika-Vwaza Conservation Project which has played a key role in providing funding for the construction and improvement of tourist facilities such as chalets and lodges, game viewing roads, generators and water supplies. The project has also been coordinating with communities through the provision of funds for bore holes, maize mills and school desks.

The Department has also shown coordination with communities in so many ways. For instance, communities around Vwaza and Nyika National Parks have coordinated with the Department through the Nyika/Vwaza Association for Natural Resources and Rural Development. Further more, the Department initiated the formation of an association called BAM to assist farmers in marketing bee products. Farmers in the area organized themselves into bee keeping clubs and were assisted with hives, bee suits and other equipment on loan. They were also trained in improved hive and colony management.

COMPASS through its activities has coordinated with many sectors and institutions such as the Environmental Affairs Department, Forestry Department, the Department of Lands, the Ministry of Agriculture, the Department of National Parks and Wildlife, the Department of Energy, the Fisheries Department, Wildlife and Environmental Society of Malawi, the Malawi Environmental Endowment Trust (MEET) and CURE, just to mention a few.

The coordination has been illustrated in so many such as establishment of a computer-based information network that has improved the quality and quantity of communication among CBNRM promoters and practitioners in Malawi and elsewhere; supporting courses on co-management of forestry resources, co-management of wildlife in National Parks and fisheries co-management for CBNRM front-line officers.

The Wildlife and Environmental Society of Malawi (WESM) is a member of the District Assembly Development and Executive Committee in each district but also a member of the District Environment Sub Committee. Through these committees WESM has had an advantage to coordinate and link up with other sectors at district level.

WESM has also been coordinating with other institutions such as the Environmental Affairs Department, the Coordinating Unit for the Rehabilitation of the Environment (CURE), COMPASS and the Malawi Environment Endowment Trust (MEET) to enhance CBNRM activities.

(e) Monitoring and Evaluation:

Monitoring and evaluation is important in order to ensure that programmes are implemented as planned and that problems and constraints are timely identified and addressed while opportunities and strengths are enhanced.

In the Ministry of Agriculture, the main focus is on crop and livestock production. These will thrive, mainly with good land husbandry, among other factors, soil fertility and soil and water management. Malawi Agroforestry Extension Project (MAFE), International Centre for Research in Agroforestry (ICRAF) and Promotion of Soil Conservation and Rural Production

(PROSCARP) have pioneered in developing Community Based Monitoring and Evaluation (CBM&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 used and institutionalized by the Department of Land Resources Conservation include: Village based sampling, transect walks and community assessments as described by Kamangira, 2001.

PROSCARP just fine-tuned the transect methodology and ICRAF did farmer participatory planning and monitoring indicators and time intervals for recording data in local languages.

The other form of monitoring is through field visit reports. Occasionally, evaluation has been done through formal and informal surveys.

The Department of Forestry follows Participatory Monitoring and Evaluation where by monitoring plans are developed jointly with communities. The communities and the Department together highlight activities to be monitored, means of verification, who is to monitor, when and how.

If the financing of the CBNRM activities is by a donor, then the M & E format of the donor is used. In some cases, institutional monitoring may be used if it complies with the format of the donor.

In the Department of National Parks and Wildlife CBNRM activities are monitored and evaluated by the research unit of the Department. Quotas for sustainable use (thatch grass, mushrooms etc) are set by the same unit. For instance, the recommended number of bundles of thatch grass to be collected annually from a protected area is 15, 000 (according to Hess et. al, 1996). Neighboring communities (NRCs) are also involved in monitoring of wildlife resources being collected.

Just like the Department of Forestry, COMPASS and WESM advocates a participatory community-based monitoring approach. This type of monitoring is a learning process that provides implementers with information needed for making wise, well-informed decisions related to progress towards objectives. In order to make this process effective, grantees are provided with training in community-based participatory monitoring techniques. Grantees are trained on how to set project goals, objectives and targets, but also how to determine monitoring and evaluation indicators. To ensure that grantees apply these techniques, they are urged to submit progress reports quarterly with cross-reference to the developed monitoring plan.

(f) Gender Mainstreaming:

Various sectors recognize the importance of gender mainstreaming in their programmes. Generally, women are recognized as a disadvantaged group with respect to access to resources and benefits but also in terms of control over their own resources and benefits.

For instance, in the Department of Forestry, a mention is particularly made of providing equal opportunities for men and women in training and career development and participation in forestry programmes. It recognizes forestry extension as a vehicle for promoting linkages between women groups. Core staff of the Department have been trained in gender planning and mainstreaming.

In the Ministry of Agriculture, gender mainstreaming is at a sensitization stage. However, reporting is already being gender segregated. Previously it was based on men or women. Decision-making, access to resources, control over resources and benefit sharing maintain the status quo, that is, as was being done in the past.

COMPASS is responsive to the inclusion of women in CBNRM programmes. So far 57% of the COMPASS community beneficiaries are women. The project plan indicates a target of 60% of beneficiaries being women. Despite this positive achievement, COMPASS does not have a gender policy and strategy framework that can be used as a basis for planning, implementation, monitoring and evaluation of project activities. COMPASS is therefore in the process of developing a gender policy that defines the organization's core values and how gender can be mainstreamed in CBNRM activities supported by COMPASS. Thereafter, COMPASS will facilitate development of gender skills by its partners on the concept of gender analysis as a tool for project planning, monitoring and evaluation.

The Wildlife and Environmental Society of Malawi has made significant progress in taking account of gender issues, especially at all levels of planning. In fact, WESM activities are operating in a favorable environment and at a time when women are receiving much attention at least in terms of political and development rhetoric. By focussing on natural resource utilization for community socio-economic development, women are favorably predisposed for inclusion because in all communities in WESM's project areas, it is a traditional culture that women are the primary gatherers of natural resources.

WESM has made an explicit commitment to have representation of women in every committee, user group and activity. Experience has shown that an earlier pursuance of a fair representation of women in all aspects and in the early stages of project implementation ensures effective and sustainable participation and benefits.

(g) HIV/Aids Mainstreaming:

Issues of HIV/Aids are handled differently by different sectors depending on how the sectors are affected by the issues. In fact, HIV/Aids is impacting negatively on the management of natural resources in Malawi. The loss of productive citizens in communities results in dependants relying heavily on available natural resources for income. Again as communities focus on attending to HIV/Aids pandemic, their attention to sustainable management and utilization of natural resources is slackened.

For instance, in the Department of Forestry, HIV/Aids mainstreaming is not as explicit in the Forestry Policy as gender mainstreaming is. However, the department recognizes the fact that HIV/Aids is a threat to the socio-economic development of Malawi and the department has taken measures aimed at sensitizing its entire forestry staff at various levels on how to guard against HIV/Aids and how to live with HIV/Aids victims.

The Department intends to set aside a special budget on HIV/Aids and Officers will be designated to implement HIV/Aids programmes. The focus will also be on communities that are beneficiaries to forestry programmes. The Department will also work in collaboration and coordination with other sectors in the HIV/Aids programmes.

In the Department of Land Resources and Conservation, the issue of HIV/Aids mainstreaming has just been incorporated in the 2002/2003 budget and is at sensitization

stage at all levels while in the Department of National Parks and Wildlife, HIV/Aids mainstreaming is a process that was taken as an issue of the Ministry of Health and Populations. However, sensitization on dangers of HIV/Aids to CBNRM front-line staff and communities is encouraged and done in conjunction with Health personnel.

Upon realizing the impact of HIV/Aids on CBNRM activities, COMPASS will carry out a study before the end of this year (2002) on the impact of HIV/Aids on communities' ability to manage natural resources. The results of the study will be used to develop strategies that integrate addressing the impact of the epidemic into CBNRM activities.

In the Wildlife and Environmental Society of Malawi, HIV/Aids has been integrated in some of its natural resource based activities. The integration includes orientation of all staff members on HIV/Aids through the organization's "HIV/Aids at Workplace initiative." The orientation process involves workshops with staff members and distribution of relevant publications.

WESM has also been carrying out HIV/Aids awareness activities in its project areas. The awareness is done through drama and songs. These are normally combined with the natural resources conservation awareness meetings, which are carried out regularly.

An HIV/Aids study was also conducted to determine how WESM's programmes might take on board HIV/Aids issues.

ANALYSIS OF THE IMPACTS OF CBNRM ACTIVITIES

This section discusses the impacts of CBNRM activities along with the socio-economic and ecological/environmental aspects in various sectors.

The CBNRM approach in general ensures that the benefits derived from the conservation and management of natural resources are directed towards the needs and the well being of local communities. In this way, natural resource management will either contribute to solving the problems of rural poor who live day by day with wild animals and plants. The approach also ensures that communities make their own decisions on natural resources management issues. It further enriches user rights of wildlife resources.

(i) Social Aspects:

In the Land Resources and Conservation Department, CBNRM activities have had positive impacts towards the achievement of the Department's objectives. For instance, the level of effective soil management extension coverage and adoption of better land husbandry has recently improved. Before 2000, it was being estimated at 15% but it is now estimated at 20% (LRCD reports). In other words 20% of smallholder farmers are engaged in good soil and water management practices. The Department can attribute this to empowerment of local communities and an intensive campaign, which is a good foundation for local institutional capacity building.

Others may argue that why has the food security not improved when the level of effective soil management extension coverage and adoption of better land husbandry has improved; it worth noting that food security is not only dependent on an increase in the adoption of soil fertility improvement strategies and water conservation technologies, but on other factors as

well. Nevertheless, it is a proven fact that if more people can put into practice these technologies which have been proven to contribute towards increased yields at research stations, then food security can also be improved.

In the Department of Forestry, the impact socially can be felt along two lines and these are: improved community organization and availability of forest produce since communities have their own forests.

In terms of community organization, communities where forestry CBNRM activities are taking place are well organized and have self-confidence in the planning and implementation of programmes, which are meant to benefit them. There is improved leadership in the communities and this is important in the current democracy environment where decentralization is important. On the availability of forest produce, because communities have their own forests, their social well being has improved since they are able to embark on projects using for example forest products from village forest areas established for their own livelihoods.

COMPASS community mobilization activities have assisted and motivated communities to appreciate the need and importance of natural resource management and CBNRM as a technically appropriate strategy at community level. CBNRM groups have become a uniting factor in the community and a forum for community development initiatives. It has also provided a forum for women to participate in development activities.

In most of the areas where WESM Projects' have been operational, it has been realized that the value of natural resources has increased and there is a significant socio-economic effect on the communities. This has been indicated in situations where by financial resources accruing from natural resource product sales have been used to cushion communities in times of food stress, purchase domestic necessities and even channeling them into community development projects

The contribution of WESM's programmes to poverty alleviation is now becoming more evident. The fact that given the current food shortage in Malawi, villages within the project area tend to be visibly better off than those outside, indicates that the achieved diversification of income sources through CBNRM activities has helped to stabilize the communities' livelihoods.

(ii) Economic Aspects:

It must be noted that, in spite of the negative ratio between people and resources, many sectors involved in CBNRM activities acknowledge the fact that placing an economic value on the resources can create incentives for managing that resource.

In the Department of National Parks and Wildlife, resource harvesting from parks and reserves provides income during the dry season when no income from agriculture is available hence filling a gap between the end of agricultural harvest (April-May) and the start of agricultural work at the start of the rainy season (Nov-Dec).

Information on real impacts arising from beekeeping, resource use programmes and collaborative management in Nyika and Vwaza is scanty. However records available, show that honey harvested in Nyika had the highest economic value compared to other harvested resources Mphepo (1999). Check the table below.

Economic values of natural resources harvested in Nyika

Natural Resources	Economic value (MK)					Total
	Nthalire	Thazima	Chilinda	Bolero	Nyalaya-nkhunda	
Reeds	-	1,500	3,930	2,100	-	7,530
Thatch grass	-	600	-	2,790	-	3,390
Raffia palms	-	1,500	-	-	-	1,500
Bamboo	-	-	-	-	21,900	21,900
Honey	17,320	63,160	2,900	-	2,060	85,440
Total	17,320	66,760	6,830	4,890	23,960	119,760

In Nyika and Vwaza, a community fund has been established on the basis of benefit sharing. The resources into the fund come from the park and reserve fees (gate entry fees, concession fees and other revenues). Communities use these funds to undertake different projects including, amongst others, making of school desks.

In the Forestry sector, there are also economic benefits arising from forestry CBNRM programmes. For instance, agreements have in some cases signed between communities and the department on benefit sharing. For example, on recent agreements signed in Kasungu, 70% of benefits realized from sale of forest produce or any activity that generates cash on customary land is given to the communities and 30% to Government. As for co-management of forest reserves, 30% goes to communities and 70% to Government. The income is important for use by the communities.

Based on the grantee performance reports and field assessments by COMPASS staff, it is estimated that 55% of the implemented grants demonstrated positive environmental and socio-economic impacts. The total grants obligated to-date amount to 520,000 US\$ (MK39.5 million) for the 49 grant activities. Most of these, besides contributing to natural resource conservation and rehabilitation, have brought economic benefits to the communities. For example a fish farming project in Zomba and a Mushroom production project in Limbe realized K10, 000 and K57, 000 respectively as supplementary income for participants after only six months of implementation (Umphawi, 2002). In the 2000/2001 COMPASS "Performance and Impact", it was reported that communities implementing CBNRM activities through COMPASS grants realized 6000 US\$ (MK456, 000.00) of supplementary income.

(i) Ecological/Environmental Aspects:

CBNRM activities have shown positive impacts on the conservation of the environment. Examples of activities aimed at restoring or conserving the environment include: rehabilitation of degraded areas such as bare hills by communities to restore previous vegetation e.g. around Mangwelu hill in Blantyre; riverine afforestation has also been undertaken to maintain water supplies as well as ecological biodiversity.

In the parks and wildlife sector, a comparison on the encounter of illegal activities before Nyika–Vwaza Project and CBNRM (1988-1995) and during the Project and CBNRM (1996-2000) as indicated in the table below reveals a decline in illegal activities. Further developments include a declining trend of a number of snare wires collected, encounters with armed groups of poachers and tree cutting. CBNRM amongst others attributed to declining incidences of these illegal activities.

Furthermore, Natural Resources Committees from Nyika and Vwaza have recently surrendered about one hundred muzzle-loading guns to Nyika and Vwaza management. This shows some change of attitude by communities towards conservation.

Incidence of illegal activities in Vwaza Marsh Wildlife Reserve before and during Nyika-Vwaza Project and CBNRM

	Period before Project and CBNRM					Period during Project and CBNRM				
	1988	1990	1992	1993	1995	1996	1997	1998	1999	2000
Dead elephants	-	6	10	12	1	4	1	-	4	2
Dead others	37	27	22	25	13	15	15	3	9	11
Gunshot	19	7	44	49	57	32	28	12	14	16
Armed group	85	49	14	14	26	16	9	2	2	6
Serious Total	141	89	90	100	97	67	53	17	29	35
Unarmed group	10	6	38	3	12	1	19	4	3	4
Snare/ Trap	411	234	52	55	44	43	10	17	12	40
Illegal camps	26	11	8	45	32	44	6	27	23	4
Drying racks	20	5	7	9	4	1	11	1	-	1
Foot prints	143	150	164	177	205	184	105	83	84	109

CHALLENGES TO CBNRM IMPLEMENTATION APPROACHES:

Implementation of CBNRM activities by various sectors has not always been easy and this is because the implementation has often been associated with a lot of challenges. These challenges include, but not limited to:

- **Incentives:** There have been conflicting approaches in the provision of incentives by different sectors in the implementation of CBNRM activities. For instance, different sectors implementing similar activities in different communities would differ in the type and magnitude of incentive provided; one would give out financial incentives while the other would give nothing. This difference may lead to deterrence by communities to technology adoption and participation in CBNRM activities.
- **Coordination:** Implementation of CBNRM activities has often been hampered by differences in priorities between/amongst sectors that are supposed to coordinate in CBNRM activities. For instance, introduction of agroforestry programmes to communities by the Department of Land Resources and Conservation may be affected by the delay in the production of trees by the Department of Forestry because probably at that point in time the Department of Forestry may be carrying out a different programme altogether.
- **Lack of unskilled staff:** Because of lack of skilled staff, some sectors have ended up using unskilled staff in community mobilization and capacity building and this has often led to

improper implementation of CBNRM activities by communities or sometimes communities not willing to participate in CBNRM activities because they have been confused and misguided.

- **Bureaucracy:** Long bureaucratic processes are followed in order to have CBNRM by-laws approved. This may lead to dissatisfaction and loss of interest by communities in the participation of CBNRM activities.
- **Poverty:** Efforts to promote adoption of CBNRM initiatives is hampered by high levels of poverty in the rural areas as people opt to adopt activities that are bound to offer immediate financial benefits.
- **Donor driven CBNRM initiatives:** Some donor driven CBNRM approaches have left other activities hanging and with no element of sustainability after the phasing out of the donor support.
- **Long enshrined top down approach in CBNRM activities:** CBNRM extension workers have sometimes assumed that they have all the knowledge in CBNRM activities hence ignoring the indigenous knowledge. This has led to disappointments in the communities as they feel primitive and not instrumental in the implementation of CBNRM activities.
- **HIV/Aids:** This has led to the loss of skilled staff in CBNRM activities but also people of high profile in the communities. This has led to a flop in the implementation of CBNRM initiatives.
- **Limited resource base to support the ever-growing communities:** This has resulted in communities exploiting natural resources in protected areas.
- **Weak local institutional capacity:** This has often led to lack or weak enforcement of CBNRM initiatives but also lack of proper financial management in CBNRM at local levels.
- **Lack of provision of markets for natural resources' products:** Lack of proper markets by communities for their products has led to a loss of interest by communities in CBNRM activities since they find it difficult to generate income for the sustainability of their livelihoods through selling of natural resources products.
- **Gender inequality:** Due to cultural attitudes and beliefs, some societies do not consider women on the same footing as men and therefore there is passive participation of women in CBNRM activities more especially low attendance of women at CBNRM meetings. In some cases while attendance of women could be high, they do not play an active role during the discussions.

RECOMMENDATIONS

This paper makes the following recommendations based on the challenges highlighted above:

- There is a need for a harmonization of CBNRM approaches by sectors in order to adopt similar ways of administering incentives. This can be done through workshops.
- There is a need to promote coordination amongst sectors that have linkages in CBNRM implementation irrespective of differences in priorities.
- On lack of skilled staff and weak institutional capacity; there is a need to build capacity in front line staff and local institutions with an emphasis in participatory approaches in natural resources management.
- On bureaucracy; there is a need to facilitate the decentralization of the approval process to ensure quick approval of CBNRM by-laws.

- On poverty; there is a need to promote and support income-generating activities that are sustainable and can also assist to promote CBNRM initiatives.
- On donor driven CBNRM approaches; organizations and the government must have a Master Plan or Strategy or CBNRM Guidelines for their activities to be guided with when a donor comes in to assist.
- There is a need to strengthen the institutional capacity at local levels but also to encourage participatory approaches and even decentralization.
- There is a need for implementing agencies to intensify public awareness campaigns in order for communities to understand their ownership of natural resources and their role in the management of the natural resources.
- On gender inequality; there is a need to encourage gender mainstreaming in sectors and to strengthen or consolidate the process in the sectors where gender mainstreaming already took place.
- To ensure that implementing agencies find markets for the natural resources products from their community areas.

CONCLUSION

This paper has tried to outline the historical perspective of CBNRM in various sectors, approaches followed by different sectors in the implementation of CBNRM activities with respect to community mobilization, provision of incentives, coordination with other CBNRM implementing agencies, monitoring and evaluation, HIV/Aids mainstreaming and gender mainstreaming.

Overall, the paper has also managed to outline clearly the impact that CBNRM approaches have had on various sectors and to Malawi in general.

One of the most important aspect that has been clearly pointed out in this paper is that the success of CBNRM initiatives in Malawi has been hampered by differences in the approaches involved or applied during the implementation of CBNRM activities and therefore there is really a need to harmonize these approaches. It is expected that by the end of this Conference, participants will have come up with recommendations on how best these approaches can be harmonized.

Since the paper has clearly indicated that poverty is one of the factors that has hampered the implementation of CBNRM activities, it is highly expected that by the end of the conference participants will have discussed ways of ensuring that poverty is reduced in order to ensure that the survival of the rural masses which is highly dependent on natural resources does not lead to an over exploitation of the resources but rather to its sustainable utilization and conservation.

In general, the paper has tried to capture the importance of Community Based Natural Resources Management (CBNRM) in ensuring the conservation, management and sustainable utilization of natural resources. This implies that there is a great need to empower the grassroots levels on the management of natural resources and to ensure that the dependency of the rural masses on natural resources is sustained.

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Paper 3: Funding mechanisms for ensuring sustainability of CBNRM approaches and initiatives Community-Based Natural Resource Management

A discussion paper by Robert Kafakoma (TSP), Tikhala Chibwana (MEET), Carl Bruessow (MMCT) and Misford Mikuwa (EAD) presented at the 2nd Annual National CBNRM Conference held on 12-15th November 2002, Mount Soche Hotel, Blantyre, Malawi

Acronyms

CBNRM	Community-Based Natural Resource Management
CBO	Community-Based Organization
DDF	District Development Fund
EAD	Environmental Affairs Department
ESCOM	Electricity Supply Company of Malawi
HIPIC	Highly Indebted
HIV/AIDS	Acquired Immune Deficiency Syndrome
IGA	Income Generating Activity
MASAF	Malawi Social Action Fund
MEET	Malawi Environmental Endowment Trust
MMCT	Mulanje Mountain Conservation Trust
NCE	National Council on Environment
NGO	Non-governmental Organization
SUCOMA	Sugar Corporation of Malawi

EXECUTIVE SUMMARY

Environmental degradation has been progressing at an alarming rate in Malawi, which calls for a concerted effort for environmental action. However, availability of funding, amount of funding and sustainability of funding are real obstacles to progress. Given the scale of the problem at hand a lot more resources are required than the current funding mechanisms can support. This makes it an urgent issue to discuss especially the extent to which current-funding mechanisms could in fact be stretched but at the same time explore other funding mechanisms.

Central government has been instrumental in policy planning and donor co-operation in CBNRM. When it comes to interventions, Government resources have proved too little to make any meaningful impact. There are tough choices to make for instance in a situation of food shortage, as is currently the case; environmental work will naturally take the back seat.

By and large, a lot of the funding has come from donors and the support has been focussed on the particular sectors closely matching the donor's policy. The difficulties have been that the efforts have died when the project closes making it difficult to sustain activities so as to reap meaningful results. Institutions intended to promote CBNRM such as the National Council for the Environment (NCE) and even the CBNRM Working Group, their funding is not assured. The Environmental Management Act makes reference to an Environmental Fund; there is the HIPIC initiative; contribution from the public; and debt swap arrangements and the establishment of adequately capitalized Trusts are among some of the possibilities.

1. INTRODUCTION

Sustainability of CBNRM has two funding issues. One is the on going availability of funds for CBNRM and responsible mechanism to make this funding available to community institutions.

At the moment donors mainly support CBNRM. NGOs and the civil society organizations continue to play a key role in financing CBNRM activities in the country. Funding of environmental work by the private sector presents opportunities but at this stage there are few incentives for companies to be involved in environment and NRM work. The new Land Policy may inspire public private partnerships that would support environmental work. The new Trusts such as the MMCT and MEET are seen as a source sustainable funding for CBNRM in the country.

The availability of funding is an important aspect. However, there is need to develop adequate financial delivery capacity in the country to disperse funds responsibly to community level institutions. This presents a large challenge because most of the existing funding sources are centrally based in cities and yet CBNRM activities need local level support mechanisms. Additionally, there is need for the communities to have the capacity to manage the funds in a manner required by the support agencies.

2. ANALYSIS OF FUNDING MECHANISM

a. Existing funding mechanisms

Bilateral and multilateral donor organizations

Bilateral and multilateral donor organizations have contributed a lot towards CBNRM activities in Malawi. However, the absence of a national coherent strategy has meant that it has been difficult to direct their efforts properly. Lack of harmonization of approaches has led to conflicts during implementation of project activities. A good example is the difference between the MASAF approach in tree planting and the approaches being advanced by other organizations such as Forestry Department and NGOs.

Usually, donor support takes many years to materialize and therefore it cannot ably respond to urgent needs. A lot of paper work and red tape in donor organizations delay the implementation of CBNRM activities. The planning and reporting requirements are stressful and beyond the capacity of the rural community groups. Efforts to rely on donor support tend to fizzle away as soon as the funding ends. Usually the funding periods do not tally with the long-term nature of CBNRM activities. The funding seems to be restricted, inflexible and specific to particular project areas. Usually, the CBNRM activities are implemented by their agencies not the communities. The donor driven nature of CBNRM activities conflicts with the CBNRM guiding principles. The project management mechanisms that are put in place to facilitate the implementation of the projects often collapse soon after the funding period is over. Although the donors can make available funds to support CBNRM, they themselves are not an appropriate mechanism for channeling the funds directly to communities due to their high management cost and remoteness from the communities. With all this plus the pulling

out of donors from the environmental sector one would be cautious to look at donor support as the most sustainable mechanism for supporting CBNRM in the country.

Most of the donor support lacks the weaning or phase out strategies. Little or no mechanisms are put in place to ensure smooth hand-over or transition of the project activities to the communities in terms of financial support. Usually, the donor only funds the project implementation period not the period after the phase out, to allow the communities continue with the project.

Central Government

Apart from not having adequate resources at central government level, there is often the problem of priorities. Competing for resources with schools, hospitals, and food security becomes a problem considering that the benefits for environmental work are often long term. With the problems of HIV/AIDS and hunger, funding for CBNRM activities may continue to decline. Funding for CBNRM activities could receive less priority as compared to funding for relief and HIV/AIDS.

Usually government funding for CBNRM activities is in kind through provision of human resources or free inputs. Although the government employs a lot of people, it has limited financial resources to enable its employees do the work effectively. In some instances, money generated by a particular section of the government does not come back to support the very activities that have generated those funds. For example, money from plantations, revenue from national parks goes to Treasury and nothing or very little goes back to the units that have produced those financial resources.

In many cases, financial support to the communities is wrongly channeled for other purposes such that it does not trickle to the communities themselves for the intended purposes. Money for CBNRM activities ends up being used for other purposes within the government system with little or nothing at all going to the communities.

Local government

Currently, the local government has not yet fully started to provide financial support for CBNRM and environmental management activities. They are in a process of developing financing mechanisms. However, they do not have enough funds because of limited tax collection and financial management capacity. With the decentralization process, the local government is well positioned to act as a sustainable funding as well as channeling mechanism to the communities through the Green Window of the DDF.

Environmental Trusts

This is a new phenomenon to Malawi following the establishment of the Mulanje Mountain Conservation Trust and the Malawi Environmental Endowment Trust. The critical issue is to allow the trusts access to adequate capitalization so that they have a meaningful return for supporting projects. These are local Trust and they understand the problems of the country. It is hoped that the red tape and enormous paper work would be reduced.

The amount of administration required to each grant stains the ability of these trusts to work with a large number of community activities. What the trusts need to do is to channel funds through other organizations, which could in turn support the communities.

Private Sector

The private sector in Malawi has not been particularly active in supporting environmental work and things have tended to rely on the goodwill of managers.

One big disappointment has been flouting of regulations. For instance the 10% land to be dedicated to planting of trees in estates has not been observed despite the existence of laws to that effect.

On tree planting front, the *Make Malawi Green* that was supported by Carlsberg Malawi remained a great favorite. The only problem was that the emphasis was on tree planting and not much on the survival rate of the trees. In many parts of the country, replanting may not be a solution but natural regeneration and fire control. Make Malawi Green did not focus on the natural woodland aspects of making the country green.

The effort that has been undertaken by Illovo in developing its own animal ranch is a good example. They got animals on loan from Department of Parks and Wildlife and now they are able to supply to other ranches such as Kuti Ranch.

The private sector has been looked at as not a key partner in natural resource management in the past. They have been looked at as exploiter of the resources whose main aim is to make profits and yet they could be very big stakeholders in CBNRM.

Local Communities

Local communities have also been able to help finance environmental work through their participation in projects. In all the CBNRM activities, communities provide the major source of financial support even though most of it is in kind. However, the absence of well developed revenue sharing from environmental and natural resource management proceeds, affects community's contribution and limits their decision-making capacity and contribution in CBNRM. The prevailing HIV/AIDS pandemic and food shortage is undermining the communities' contribution and support towards CBNRM activities.

Many opportunities exists that could allow communities maximize their contribution towards CBNRM activities. For example in eco-tourism, if communities were able to enter into contracts with operators, they would have the resources to assist with environmental work and also support their livelihoods. Communities can enter into collaborative management relationship with the government or private companies such as ESCOM to manage a particular natural resource.

Civil Society Organizations

NGOs, CBOs, religious institutions and schools are playing a very important role in financing natural resource management activities. Churches and NGOs have provided financial support for the establishment and management of woodlands and woodlots in the communities. The

contribution of schools, CBOs and other civil society organizations is mostly in kind and rely on donor support.

In many cases, the effective contribution of the civil society organizations towards CBNRM activities is affected by their lack of understanding of their institutional problems and limited awareness of organizational development issues and their impact on organizational performance. There is usually limited co-ordination and co-operation amongst the NGOs themselves resulting into conflicting approaches to CBNRM. Usually, the NGOs activities are area specific and are localized in pockets of the country. The NGOs would need to expand to all the other parts of the country in order to make an impact on CBNRM.

b. Possible future funding mechanisms

- **Debt Swap**

Government loans are almost negligible with the HIPIC agenda. There is substantial opportunity for local funding mechanisms to benefit from the HIPIC facility should there be political will from the government to allocate such funds for CBNRM. The only debt that is potentially available for a swap is that existing between ESCOM and the World Bank.

- **Taxes**

If conservation organizations and endowment trusts have tax-deductible status may encourage donation and contribution for CBNRM activities.

- **Revolving Fund**

Communities engaged in activities like co-management and eco-tourism activities can set aside funds for the management of their natural resources. The money could be invested in other income generating activities with the aim of utilizing the profits for the management of their woodlands or areas of ecological interest. The money realized from such an endeavor could be ploughed back into the management of the natural resources.

- **District Development Fund (DDF)**

With current decentralization, CBOs should be able to get funding for conservation from the DDF through the Green Window.

- **Levies to the environmental management fund:**

A nominal levy could be introduced for all beneficiaries of the natural resources and environment. For example industries such as SUCOMA, Mchenga Coal Mines and government departments such as Forestry, Fisheries, Water Resources could be requested to put aside a certain amount of money as a contribution to the Environment Management Fund. The Water Boards and ESCOM are making huge profits from the water from the rivers. Therefore, they should be ready to contribute large sum of money to the levy. These companies should be willing to invest back the profits they are making to the rural communities who are managing the resources upon which their companies rely. Another levy could be introduced on all those companies that are manufacturing plastic papers, carrier bags, bottles or canes. Most of these products are not biodegradable and therefore are polluting the environment and causing a healthy hazard to people and contributing to such fund would enable many people to benefit from their profits. Levy relies on the political will to introduce and maintain them.

- **Percentage retention:**

A nominal amount of funds released from EIA processing fees, penalties etc could also be put into the fund.

- **Income Generating Activities (IGAs):**

Communities should be sensitized and trained in undertaking income-generating activities. This should be accompanied with proper financial management training in order to attain sustainable development within the CBNRM activities. Tax on the IGA would contribute to funding of CBNRM activities. Most of the small-scale businesses such as making and selling of charcoal, firewood, sand, stones, lime, cement and many others are natural resource product-based. Introducing levy on these products would ensure sustainable funding for CBNRM. Benefits need to be weighed against costs before a levy on small scale IGA is introduced.

However, one would expect that at a later stage people in the rural areas would be able to generate enough financial resources from their IGA to support their natural resource management activities. This raises the issue of pricing of natural resource based products such as trees, charcoal, firewood, stones and others, which have to be tackled before the small scale businesses could make an impact in the country's economy

RECOMMENDATIONS

- Harmonization of donor approaches towards funding of CBNRM activities would ensure acceptability and ownership of CBNRM activities by the communities.
- Donors should establish a funding mechanism that will enable the communities to continue implementing the project activities after the phase out of the donor funding.
- The route/channel that the government takes to fund community project needs to be re-looked in order to ensure that enough resources reach the intended purpose. The government should develop simple mechanisms for channeling financial resources to the communities.
- Money intended for CBNRM should go straight to the communities and the government should focus on strengthening the financial management capacity of the communities.
- The private companies should do more to provide financial support for CBNRM activities. There are many avenues in CBNRM that need support such as waste management control to reduce river and air pollution, income generating activities such as fishing, cane furniture manufacturing and others. They can also provide loan facilities for individuals or organizations that are interested in venturing into natural resource product based enterprises.
- Communities should take the initiative to venture into business opportunities that would generate income, which would be used to support their families as well as the CBNRM activities.
- Government should really get serious with promoting private sector/community collaborative activities to utilize the resources that are currently under-utilized in order to generate more financial resources for CBNRM.
- The Trusts should minimize the temptation to have a lot of red tape and paper just as the other donor.

- The government should allocate a certain percentage of funds from the HIPIC facility on regular basis to support CBNRM financing mechanisms.
- In all cases, communities undertaking CBNRM activities need to be provided with appropriate incentives in order to motivate them in their day-to-day activities. Mode of assistance to communities should be based on community's efforts so that only those that have shown ability to support them are the ones to be assisted.

3. CONCLUSION

Given the extensive scale of the CBNRM activities across Malawi, this country will continue to depend on donor assistance to implement CBNRM activities. However deliberate efforts need to be made to develop and strengthen the other funding mechanisms that are emerging and review CBNRM methodologies to reduce the inherent costs of this approach. Reliable institutions that are close to the rural communities can provide an effective channel for finances to the communities for CBNRM activities.

Paper 4: The role of the private sector in Community-Based Natural Resource Management

A discussion paper by Dr. Andrew Watson (COMPASS), K.J. Gondwe (MIRTDC), A. Sukasuka (MIPA), D. Bauleni (ESCOM) presented at the 2nd Annual National CBNRM Conference held on 12-15th November, Mount Soche Hotel, Blantyre, Malawi.

Acronyms

COMPASS	Community Partnerships for Sustainable Resource Management in Malawi
MIRTDC	Malawi Industrial Research and Technology Development Council
MIPA	Malawi Investment Promotion Agency
ESCOM	Electricity Supply Company of Malawi
WSSD	World Summit on Sustainable Development
CBNRM	Community-Based Natural Resource Management
NRBE	Natural Resource-Based Enterprise
NGO	Non-government organization
SME	Small and Medium Enterprise
FINCA	Foundation for International Community Assistance
MRFC	Malawi Rural Finance Company
USAID	United States Aid for International Development
MAFE	Malawi Agroforestry Extension Project
EDETA	Enterprise Development and Training Agency
MEDI	Malawi Entrepreneur Development Institute
DEMAT	Development of Malawian Entrepreneur Traders Trust
MEPC	Malawi Enterprise Promotion Council
NASME	National Association of Small and Medium Enterprises
MBS	Malawi Bureau of Standards
SADC	Southern Africa Development Corporation
TNC	Trans national corporation
MCI	Ministry of Commerce and Industry

1. INTRODUCTION

Malawi is endowed with a wide array of natural resources that have consumptive, productive and service values. These natural resources include, among others, fisheries, forestry, wildlife, land and water. The definition of natural resources is dynamic, and often responsive to increased knowledge and expanding science and technology as well as changes in individual wants and social objectives.

In order for natural resources to have values as described earlier, they must meet certain minimum level of quality and quantity. Natural resources that are degraded have little or no value. Conversely, conservation measures that ignore economic and social needs are also bound to fail.

In the recent World Summit on Sustainable Development (WSSD), some critics expressed reservations about the commercialization of natural resources. Their concerns lie in the fact that where monetary gains are the ultimate motive of businesses, environmental protection would receive, at best, only lip service. In contrast, many donors have highlighted potential benefits of promoting partnerships with private sector in ensuring sustainable natural resources management.

One of the ten principles upon which Malawi's CBNRM strategy hinges states that "*to ensure sustainability, natural resources should be treated as economic goods, hence short and long term benefits directly related to the use of natural resources should be tangible and obvious to the community*". This is an important issue because natural resources are central to livelihoods of many communities; especially in rural areas where over 80% of Malawians live. It is believed that these communities will practice sound stewardship if they themselves own and directly benefit from the natural resources they manage.

This paper attempts to argue that the private sector³ is the logical provider of CBNRM commercialization services. The private sector has comparative economic and technological advantage to play such a role. The challenge to all stakeholders is to develop a model that is attractive enough to the investors, communities, government and proponents of conservation. The model should provide for checks and balances, and guidelines to clarify roles and responsibilities of the private sector, government and communities.

2. CONTRIBUTION OF THE PRIVATE SECTOR IN CBNRM

2.1 Opportunities in CBNRM

In our vision of a country where rural communities are adopting CBNRM principles and practicing sound management of natural resources, it is fairly clear how rural people will benefit. We can foresee improvements in household incomes as a result of the sale of natural products such as harvested plant materials, fruits and fish or other natural resources. We can see improvements in the quality of life when families have access to clean drinking water and when women can obtain firewood without walking for several hours. We can see

³ Private sector is loosely defined as organizations that operate as commercial ventures as such, it can also include some NGOs and government enterprises.

improvements in people’s access to food and medicines that are harvested sustainably from forests, lakes and rivers.

When it comes to the private sector, however, how can CBNRM initiatives benefit businesses? We believe that there are five areas where the private sector might realize significant benefits from working with CBNRM practitioners:

1. Providing financial and technical services to groups and organizations promoting and practicing CBNRM;
2. Making profits through direct investment in natural products and their processing and marketing;
3. Reducing costs through expanding or diversifying production in collaboration with CBNRM groups (possibly involving government incentives);
4. Increasing market-share (and value-added) through eco-certification, “green-labeling” and fair-trade compliance; and
5. Expanding existing markets or opening new markets and improving public image and product awareness through promotion of corporate responsibility.

2.2 Areas of Involvement

Financial Services

Access to financial services remains one of the major constraints to development of a vibrant small and medium enterprise (SME) sector. Banks and financing institutions could provide loans to groups that establish CBNRM – based enterprises. A number of institutions such as FINCA and MRFC provide short-term loans to groups and individuals. Other commercial banks are more stringent in their criteria for loan qualifications, often excluding rural communities. Even if these organizations had more flexible loan schemes, the high interest rates make investment less attractive.

Grants by large multinationals such as Procter and Gamble’s Partnership⁴ with USAID provide a good example of a strategic approach to private sector financial service to natural resource management. At the local level, Carlsberg Malawi’s sponsorship of afforestation programme was a win-win approach, which offered positive corporate image and promotion of their products as well as benefiting the communities from free seeds and future woodlots.

Sustainable enterprises do not require handouts either in the short or long term. COMPASS, donors and other stakeholders share this view. The danger of this approach is that it often tends to distort the real picture and perpetuates the *dependency syndrome*. There is need for a more creative micro-financing arrangements based on sound business viability. Some forms of soft loans, credit guarantee schemes or capital asset grants may be potential candidates.

Technical Services

Apart from capital, technologies and skilled personnel are necessary inputs for the realization of economic value of natural resources.

The Private Sector has a clear competitive advantage as far as provision of technical services is concerned. There are also a number of government departments and parastatals, which offer their services on a cost recovery basis. The table below shows some of the institutions which of technical services to CBNRM.

⁴ Global Alliance for Improved Nutrition

Table 1: Technical Services Providers

Organization	Area of Involvement
COMPASS	Natural resource based enterprise-involving products such as honey, bee wax, processed fruits, wild mushroom and curios.
MAFE	Production of oils from tree species
MIRTDC	Various technologies and technical skills in areas of small scale irrigation, bee keeping, guinea fowl farming, oil extraction, fruit and vegetable processing and medicinal and aromatic plants propagation and extraction
Magomero	Cane furniture design and manufacture; and dried processed fruit
Bunda College of Agriculture	Small scale irrigation, horticulture and oil extraction
Chancellor College	Medicinal and aromatic plants
EDETA	Bee keeping

Business Services

Entrepreneurships, business management and marketing skills are as important to NRBEs as to any other business. However, providers of these services are few both in government, NGOs and private sector organizations. Table 2 outlines some of the organizations involved in business services.

Table 2: Business Services Providers

Organizations	Areas of Involvement
MEDI	Entrepreneurship and Business Management Training (EBMT) for both business start-ups and growth
DEMAT	Business Management Training
MIPA	Market linkages
MEPC	Marketing skills training and linkages
NASME	Cooperative training, market development and linkages
EDETA	Technical and business management training

Marketing and Quality Control

Marketing is one of the most important activities in any enterprise. NRBEs often have little or no knowledge of the market. Even when markets have been identified, there is need to

ensure test goods of consistent quality are produced. Thus, the private sector can play a vital role in supporting NRBEs. Among other activities, the private sector may help in:

- Market identification and linkages (NASME, MEPC and MIPA);
- Market research to identify customers' needs (MEPC and MIPA)
- Translating customer needs into technical standards and specifications, (MIPA, MBS);
- Developing procedures to measure adherence to specifications (MBS, MIRTDC);

The private sector may assist in developing products for specific niche markets e.g. "organic", environmentally "friendly" or "natural" products. Experience elsewhere has shown that communities on their own may not be able to cope up with the stringent requirements of packaging and quality control. This is one of the roles the private sector could play in partnership agreements.

3. PRIVATE SECTOR-COMMUNITY PARTNERSHIP INSTITUTIONAL ARRANGEMENT, CHALLENGES AND OPPORTUNITIES

There are four main ways in which the private sector can engage with communities in implementing CBNRM activities.

1. *Probono* and charitable support as financial and material donations;
2. Fee-for-service arrangements;
3. Joint venture agreements - these do not involve the merging of either partner's assets but may include sub-leasing arrangements; and
4. Joint venture partnerships which include merging of assets (financial, labour, capital, natural resources).

In the SADC region, Botswana⁵ and Zimbabwe⁶ have made some advances in empowering communities to sustainably commercialize the use of natural resources.

4. IMPACTS OF INDUSTRIAL DEVELOPMENT AND INVESTMENT

4.1 Positive Impacts

Economic Empowerment

CBNRM-based enterprises would be able to add value to the natural resource and sell them at comparative higher price. The benefits realized eventually would be shared to members, and their families would indirectly benefit.

Increased Access to Market

Often the markets are far from the producing areas. In addition, communities on their own may not have skills and capacity to penetrate the new markets. Their partnership with private sector provides an opportunity for the communities access the new market opportunities.

⁵ Gajadhur, T (2001) *Joint Venture Options for Communities and Safari Operators in Botswana*.

⁶ Southern Alliance for Indigenous Resources (SAFIRE), Issue No.2 December 1998 - CAMPFIRE Association in Zimbabwe.

Skills Transfer and Technology Spill-over

The private sector has the resources to acquire and bring into the partnership necessary skills and technologies. Thus, communities stand to benefit as a result of new skills and technologies, which would enable NRBEs produce goods of high quality.

Co-management/Self regulation

The government policies are in support of involving local communities in sound management of natural resources and share the benefits from the exploitation of such resources (See National Environmental Policy sections 3.2f, 4.1.3, 4.6b, 4.12.4, 4.13.3, 5.2b,d&e, 5.3b, 5.3.7, 5.4a, 5.4.4, 5.6.6b, 5.8b).

4.2 Negative Impacts

Deforestation

Some of NRBE products are derived from forest resources e.g. wood, medicinal plants, curios and hardwood furniture. Commercialization often results in increased demand of preferred species. If collection is not regulated and not following agreed CBNRM procedures it may lead to over-exploitation.

Private sector often serve large markets and as such demand for raw materials are likely to be higher, and may put a strain on the resources. It would be desirable for demand figures to be known in advance so that necessary mitigation measures can be put in place.

Intellectual Property

Due to lack of legal of protection local communities do not trust outsiders to willingly disclose their indigenous technical knowledge.

5. CONCLUSION

In Malawi there are about 10,000 small enterprises that are engaged in forest-related activities (timber, charcoal, non-timber forest products such as thatch grass, honey, mushrooms etc.)⁷. On average each enterprise employs less than two people. In the fisheries sector there are also about 10,000 small enterprises: most employ less than four people. These small businesses survive on the harvest and marketing of renewable natural resources. If the business to not practice sound management of these resources the enterprises will fail and Malawi's natural heritage will be diminished to the detriment of future generations. Through adopting the principles and practice of CBNRM, environmentally sound development can benefit these businesses and, indeed, hold some potential for improving the livelihoods of many more rural households. However, for CBNRM to be successful at conserving the resource base of Malawi, these same enterprises will have to expand in number and scope. To achieve this and for the ventures to be successful, we feel that the private sector must become more actively engaged in working with rural communities.

The private sector has a role to play by providing direct financial assistance through loans (though opportunities are very limited), by providing technical and business services on a fee-for-service basis (again with limited scope) and through direct financial investment in product development and marketing. It is this final area that holds the most potential since it can have

⁷ See the "Malawi National GEMINI MSE Baseline Survey: 2000" by Ebony Consulting International (2001).

minimal up-front costs to the communities. The downside is that it requires careful negotiation of agreements and partnerships between the communities and the private sector. More often than not, the communities will have to be legal constituted before entering into such agreements.

The single biggest hurdle that will have to be overcome will be the inherent mistrust that rural communities have of the business community. Even more significantly, a similar mistrust is building between Big Business and the many organizations and groups that oppose globalization. Recent statements made at the World Summit on Sustainable Development made by leaders of more than one SADC member state demonstrate that some governments are actively discouraging FDI despite the severe economic hardships that these governments and their citizens are facing.

CBNRM is founded on a belief that rural communities will be encouraged to become better managers of natural resources if they, the stewards of those resources, have the right and ability to derive tangible benefits from the sustainable use of the resources. In many cases this will involve commercialization of certain natural products. If we accept this as a principle for successful adoption of CBNRM in Malawi, we should be looking to government to facilitate investment in the natural resource sector, which includes tourism. We should be working to encourage government to provide tax breaks and perhaps types of incentives to those that wish to invest in environmentally sound initiatives. At the same time, government should take on the responsibility of ensuring that rural communities are not exploited by the private sector. To accomplish this, we believe that the government should seek a commitment from potential investors to adopt and adhere to their own or sectoral guidelines on corporate, social and environmental responsibility. In the case of smaller scale investors (many of whom might be local businesses), the challenge is considerably greater and adoption of industry-wide standards on fair trade and corporate responsibility are perhaps the only option. A crucial concern is whether government has the political will and institutional capacity to implement such a strategy.

Most importantly, we all must realize that an excessive reliance on donors' good will and on charity does not bode well for sustainable economic growth and self-reliance. For every Gates Foundation making charitable donations there is a Microsoft needing to invest in a sustainable venture. Such corporations are realizing that they have economic interests vested in the developing world. Provisions of the Kyoto Protocol, for example, are encouraging some trans national corporations (TNCs) to invest their own capital in forest management activities in the developing world in an effort to reduce their net carbon emissions targets. Direct investment in forestry programs also has a far greater benefit to public relations than simple trading of carbon credits. In effect, many companies recognize the value, economic and otherwise, of becoming more directly involved in development activities. The picture is less clear when it comes to those businesses that are less concerned about their corporate responsibility and small businesses that have limited capacity and resources. While government and civil society may have a role to play in this regard, it is more likely that Chambers of Commerce and industry-specific business associations must take the lead. Overall, we feel that it is critical to stress that it is far better in the long-term for a country like Malawi to enter into a mutually beneficial partnership with responsible Corporations and industry representatives than it is to rely on handouts from donors.

6. RECOMMENDATIONS AND WAY FORWARD

Registration of CBNRM-based business as Cooperatives, Associations or Trusts

Private sector is interested only in dealing with legally recognized organization rather than loosely defined groups of people. If NRBE follow the route of cooperatives, the registration process can be facilitated through the Ministry of Commerce and Industry (MCI) and other organizations such as NASME who work closely with MCI in assisting groups to register. The registration process is rigorous, and requires patience.⁸

Institutional Arrangements

In order for the NRBEs to start, grow and flourish, the partnership arrangements with service providers from the private sector is vital. Necessary strategies and legal instruments should be put in place to facilitate the process.

Participating Planning and Implementation

A community involvement should no longer be restricted to accepting decisions made by outsiders. Rather, community members should be involved at all stages - conceptualization of ideas, formulation, implementation, as well as monitoring of the activities and evaluation of impacts. There are a number of things that communities know that outsiders do not know. The converse is also true.

Translation of Policies and Strategies into Action Plans

The government has developed a number of policy documents and strategic papers, which, if they were strictly followed, would have put Malawi on the path to economic growth. Most of the documents lack concrete action plans and resources (financial, technical, and human) to implement the plans. The same is true of the natural resources sectors.

Facilitation of Funding for Micro finance

The private sector can act as intermediary buyers or partners to communities and should actively support communities to access credit facilities for effective operation of their enterprises. The private sector organizations, unlike the communities, would have the credibility and contacts to access financial facilities for their operations.

Private Sector Incentives

While some private sector institutions might make a decision to engage in CBNRM activities as part of its corporate social responsibility, others may want to undertake a cost benefit analysis of their involvement. The government should provide a policy framework that is favorable for the private sectors' sustainable exploitation and utilization of natural resource-based raw materials or products.

Natural Resource Mapping/Directory

MIPA's experience indicates that most locally based entrepreneurs fail to supply the quantities demanded by large outlets abroad. Thus, there is need for an inventory to determine the location, quantities and quality of natural resources for private sector exploitation and utilization. It is possible for the private sector-marketing group to link the various small-scale suppliers of CBNRM products and access export markets. This would be a useful planning and marketing tool.

⁸ COMPASS Document 46- *Community Tourism and Enterprise Development Manual*.

Paper 5: The national land policy and reform programme

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1.0 Introduction

The Malawi National Land Policy expresses the governments desire to address the constraints of Malawi's social and economic development caused by the apparent shortage of land in some districts and the absence of a comprehensive land policy.

2.0 Policy Formulation Process

In developing this land policy, the Ministry of Lands and Housing pursued a consultative approach that involved a number of measures in order to achieve the following tasks:

- Collect and analyze scientific and empirical information necessary for making accurate and informed decisions about land utilization
- Place ownership of the land policy in the public domain through the work of the presidential Commission of Inquiry on Land Policy Reform and reliance on national consultants
- Build consensus among key stakeholders and thus establish public confidence in the formulation process to enhance chances of implementation
- Establish synergies and areas of complementarity with other land sector agency policies to ensure consideration of crosscutting issues

3.0 Goal of the Land Policy

The goal of the land policy in Malawi is to ensure tenure security and equitable access to land, and to facilitate the attainment of social harmony and abroad based economic development through optimum and ecologically balanced use of land and land based resources. This to be with the aim of increasing productivity and efficiency in the use of the land.

4.0 Objectives of the land Policy

A number of specific land policy objectives have to be satisfied in order to achieve the overall goal. Particular among them is the need to:

- Promote tenure reforms that guarantee security and instill confidence and fairness in all land transactions
- Promote a decentralized and transparent land administration system
- Extend land use planning strategies to all urban and rural areas
- Establish a modern land registration system for delivering land services to all
- Enhance conservation and community management of local resources
- Promote research and capacity building in land surveying and land management

5.0 Main Policy Recommendations

The following are some of the key recommendations referenced in the new land policy.

A. DISTINCTION AMONG GOVERNMENT LAND, PUBLIC LAND AND PRIVATE LAND

1. *Government Land* will henceforth refer exclusively to land acquired and privately owned by government to be used for dedicated purposes such as government buildings, schools, hospitals, and public infrastructure or made for private use by individuals and organizations
2. *Public Land* will be land managed by agencies of the government and in some cases Traditional Authorities in trust for the people and openly used or accessed to the public at large. This will include land gazetted for National Parks, Conservation, Historical, and Military sites, etc. In the case of customary land managed by Traditional Authorities,

common access land reserved as dambos, community woodlots, etc will be classified as public land exclusive to members of the traditional Authority.

3. *Private Land* will include freehold and customary land, allocated exclusively to families or individuals and clearly identifiable groups. Leasehold estates with term limits are also regarded as private land and can be created out of either freehold or customary estates (Section 4.4).

B. LAND ACCESS AND TENURE REFORMS

1. The government will allow all customary land to be registered and protected by law against arbitrary conversion to public land. The traditional supervisory role of chiefs, clan leaders, headpersons and family heads in land matters will be formalized and streamlined to allow uniform administrative procedures and transparency in all customary land transactions.

2. All customary landholders, defined to include entire communities, families or individuals will be encouraged to register their holdings as private customary estates with land tenure rights that preserve the advantages of customary ownership but also ensures security of tenure.

3. Private leasehold estates shall be created as subsidiary interests out of any private land, including registered customary estates without relinquishing the ownership of the customary landholder. This provision will allow traditional leaders, family heads and individual holders of registered customary land to grant leases.

4. Except in the exercise of the state's police powers, all acquisitions of land by the government will acquire negotiation and the payment of compensation at fair market prices of the land as well as improvements on the land.

C. LAND ACCESS FOR NON-CITIZENS

1. The amount of freehold land in Malawi owned by non-citizens will be frozen and limited to freehold land already registered to non-citizens as of 17th January 2002. Non-citizens will no longer be allowed to acquire title to any new freehold estate.

2. Non-citizens and foreign companies will be permitted to lease land from government or directly from private landowners for investment purposes in accordance with their residential and investment objectives.

3. From the coming into of this policy, freehold ownership will be a privilege reserved for citizens of Malawi. Foreign investors interested in freehold land for investment purposes will be encouraged to form partnerships and/or ventures with Malawians.

4. In accordance with the current Malawi migration laws, non-citizens currently in possession of freehold estates in Malawi will be encouraged to obtain Malawian citizenship in order to retain the free ownership. The citizenship right of eligible non-citizens will be protected by law and will not be politicized or left to individuals discretion. This is an invitation to foreigners owning freehold land to become Malawian citizens.

5. Subject to existing transfer laws, non-citizens already in possession of registered freehold assets of publicly traded corporations shall be permitted to transfer such assets to other non-citizens only when deemed necessary to preserve the investment value of the companies.

6. With the exception of few every special types of investments, such as mining, forestry, and some perennial tree crops such as tea (comprehensive list of eligible investments shall be prepared), most leasehold terms for industrial and commercial investment purposes throughout the world generally are for less than 59 years, with renewal clauses allowed. For that purpose, the standard leasehold term for land leased for investment purposes in Malawi will also be for a renewable term of 50 years or less.

7. The standard leasehold term for owner occupied residential development will remain 99 years with renewable clauses allowed.

D. LAND USE PLANNING AND REGISTRATION

1. Land use planning will be extended to all rural and urban land, including freehold, leasehold and customary estates. However, the declaration of planning areas will not automatically require the conversion of all customary land to public land, as has been the practice prior to this land policy. Instead, all landowners in such planning areas will be required to comply with approved planning and development regulations
2. Urban physical planning and development controls will be enforced to discourage speculation, and guidelines for rural land use planning, conservation and environmental management will be developed by local planning authorities and Community Development agencies to guide rural and urban land use and development decisions.
3. To avoid lengthy and costly delays in granting of land titles and the issuing of leases, land administration responsibilities will be decentralized and district land registries established in each district to record all land transfers, conveyance and registration, and to offer surveying and land management services.

E. LAND ADMINISTRATION AND DISPUTE SETTLEMENT

1. In the interest of Malawi's economic and social development, the land policy provides guidelines designed to encourage certain cultural attitudes and traditional land institutions to change in line with contemporary cultural norms.
2. The government strongly supports gender sensitive access to land and calls for changes in inheritance laws to allow the remaining spouse, children and especially orphans to inherit the property of their parents even when the deceased parent or parents die without will.
3. The land administration role and responsibilities of chiefs, clan leaders, headpersons and family heads will be formalized and made more democratic and transparent.
4. The government will install special protections for the land rights of minors and place a legal duty on chiefs, headpersons and adult members of the family to protect the land rights of surviving spouse and children in both matrilineal and patrilineal inheritance areas throughout Malawi.
5. In areas with higher than normal land pressure, the government will encourage community-based land acquisition and development strategies to ease land pressure and secure the resources necessary to support the resettlement of land starved households.

F. CROSS CUTTING AND INTER-SECTORAL ISSUES

1. The land policy calls for training, modernization and capacity building in all the surveying and land management professions (planners, surveyors and valuers) to ensure adequate professional advice and support services are available for land use and environmental management decisions at all levels of government and by the private sector
2. The government supports community participation in the management and the right to a share of the revenue derived from public land established on land managed by a Traditional Authority. This includes land reserved for national parks, forest reserves and protected areas.
3. Other land sector policy reforms enacted since 1994 to encourage agriculture, forestry, tourism, mining and natural resource management and habitat preservation are also recognized and affirmed by this policy

WAY FORWARD

The next stage now is for the Ministry to prepare a new legal framework to support the land policy and the necessary regulations to guide its implementation. A team of legal experts will soon be commissioned to work with the Ministry to draft the new land law.

Special technical experts and consultants will also be hired to guide the preparation of the new land law and regulations.

This task will be subject to intensive consultation and public debate before the new law is presented to the parliament. The final comprehensive land law will give legal effect to the policy and this will institutionalize, once for all, an accountable land administration system that makes local and district governments the principle agents for land administration.

The ministry has prepared detailed project proposals with international and local technical assistance for funding. These projects include:

- a. Drafting the new comprehensive land law and regulations
- b. Staff capacity development and institutional strengthening
- c. Setting up pilot land registries in selected districts
- d. Community-based rural land and development projects specifically to resettle people from land pressure areas
- e. Land uses planning and development controls for rural and urban areas.

These projects have positive inter-sectoral and crosscutting effects on the government's poverty alleviation programmes. The projects will also have direct implications for local government decentralization, community resource management and enhancement of good governance. Similarly, there is need for capacity building in land management professional and field, to ensure that the provisions of this policy are fully and effectively implemented through a transparent and participatory process and action plans.

CONCLUSION

This land policy has been prepared careful and in a balanced way to remove most of the pressing problems that have created tenure insecurity and undermined speedy and transparent land transaction in Malawi. In many cases, the inadequacies of existing laws, delays in land administration, arbitrary applications of the public interest criteria, constraining inheritance laws and uncertainty regarding the strategies for dealing with land pressure have all operated to discourage needed investments and the nations ability to eliminate poverty and purse social harmony. Fundamental measures and processes contained in this National Land Policy will equip Malawi to minimize, if not eliminate the most constraining land problems and bring progress and prosperity to all.

I therefore appeal to all citizens of Malawi to support the National Land Policy. Donor, NGOs, religious groups and communities must support implementation and awareness/publication of the policy.

Annex 5: COMPASS Publications

Document Number	Title	Author(s)	Date
Document 1	COMPASS Year 1 Work Plan	COMPASS	Jul-99
Document 2	COMPASS Small Grants Management Manual	Umphawi, A., Clausen, R., Watson, A.	Sep-99
Document 3	Year 2 Annual Work Plan	COMPASS	Dec-99
Document 4	July 1 - September 30, 1999: Quarterly Report	COMPASS	Oct-99
Document 5	Training Needs Assessment: Responsive Modules & Training Approach	Mwakanema, G.	Nov-99
Document 6	Guidelines and Tools for Community-Based Monitoring	Svensden, D.	Nov-99
Document 7	Policy Framework for CBNRM in Malawi: A Review of Laws, Policies and Practices	Trick, P.	Dec-99
Document 8	Performance Monitoring for COMPASS and for CBNRM in Malawi	Zador, M.	Feb-00
Document 9	October 1 - December 31, 1999: Quarterly Report	COMPASS	Jan-00
Document 10	Workshop on Principles and Approaches for CBNRM in Malawi: An assessment of needs for effective implementation of CBNRM	Watson, A.	Mar-00
Document 11	January 1 - March 31, 2000: Quarterly Report	COMPASS	Apr-00
Document 12	Thandizo la Ndalama za Kasamalidwe ka Zachilengedwe (Small Grants Manual in Chichewa)	Mphaka, P.	Apr-00
Document 13	Njira Zomwe Gulu Lingatsate Powunikira Limodzi Momwe Ntchito Ikuyendera (Guidelines and Tools for Community-based Monitoring in Chichewa)	Svensden, D. - Translated by Mphaka, P. and Umphawi, A.	May-00
Document 14	Grass-roots Advocacy for Policy Reform: The Institutional Mechanisms, Sectoral Issues and Key Agenda Items	Lowore, J. and Wilson, J.	Jun-00
Document 15	A Strategic Framework for CBNRM Media Campaigns in Malawi	Sneed, T.	Jul-00
Document 16	Training Activities for Community-based Monitoring	Svensden, D.	Jul-00
Document 17	April 1 - June 30, 2000: Quarterly Report	COMPASS	Jul-00
Document 18	Crocodile and Hippopotamus Management in the Lower Shire	Kalowe kamo, F.	Sep-00
Document 19	Cost-Sharing Principles and Guidelines for CBNRM Activities	Moyo, N.	Sep-00
Document 20	Workplan: 2001	COMPASS	Nov-00
Document 21	July 1 - September 30, 2000: Quarterly Report	COMPASS	Oct-00
Document 22	Opportunities for Sustainable Financing of CBNRM in Malawi: A Discussion	Watson, A.	Nov-00
Document 23	Framework for Strategic Planning for CBNRM in Malawi	Simons, G.	Nov-00

Document 24	Kabuku Kakwandula Ndongomeko ya Thumba Lapadera la Wupu wa COMPASS (Chitumbuka version of the COMPASS Small-grant Manual)	Umphawi, A., Clausen, R. & Watson, A. Translated by Chirwa, T.H. & Kapila, M.	Dec-00
Document 25	COMPASS Performance and Impact: 1999/2000	COMPASS	Nov-00
Document 26	October 1 - December 31, 2000: Quarterly Report	COMPASS	Jan-01
Document 27	COMPASS Grantee Performance Report	Umphawi, A.	Mar-01
Document 28	January 1 - March 31, 2001: Quarterly Report	COMPASS	Apr-01
Document 29	Natural Resource Based Enterprises in Malawi: Study on the contribution of NRBEs to economic development and community-based natural resource management in Machinga District	Lowore, J.	Apr-01
Document 30	Proceedings of the First National Conference on CBNRM in Malawi	Kapila, M., Shaba, T., Chadza, W., Yassin, B. and Mikuwa, M.	Jun-01
Document 31	Natural Resource Based Enterprises in Malawi: Action Plans	Watson, A.	Jun-01
Document 32	Examples of CBNRM Best Practices in Malawi	Moyo, N. & Epulani, F.	Jun-01
Document 33	Media Training for CBNRM Public Awareness	Kapila, M.	Jun-01
Document 34	April 1 - June 30, 2001: Quarterly Report	COMPASS	Jul-01
Document 35	Strategic Plan for CBNRM in Malawi	CBNRM Working Group	Sep-01
Document 36	Workplan: 2002	COMPASS	Oct-01
Document 37	July 1 - September 30, 2001: Quarterly Report	COMPASS	Oct-01
Document 38	COMPASS Performance and Impact: 2000/2001	COMPASS	Dec-01
Document 39	Coordination of CBNRM in Malawi: Financing Options	Watson, A.	Jan-02
Document 40	Performance Monitoring for CBNRM in Malawi	CBNRM Working Group	Oct-02
Document 41	October 1 - December 31, 2001: Quarterly Report	COMPASS	Jan-02
Document 42	COMPASS Field Level Training Impact Evaluation	Moyo, N.	Feb-02
Document 43	COMPASS Grantee Performance Report: 2001	Umphawi, U.	Apr-02
Document 44	COMPASS Assessment: 2001	Sambo, E., Carr, S., Omambia, D. & Moore, T.	Apr-02
Document 45	January 1 - March 31, 2002: Quarterly Report	COMPASS	Apr-02
Document 46	Community Tourism and Enterprise Training Manual	Kacal, S.	Jun-02
Document 47	Charcoal, Chiefs and Chambo: Status of CBNRM Policies in Malawi	Trick, P. & Manning, L.	Jun-02
Document 48	April 1 - June 30, 2002: Quarterly Report	COMPASS	Jul-02
Document 49	Business Development Services for Natural Resource Based Enterprises	Magai, G. & Nthambi, T.	Sep-02
Document 50	July 1 - September 30, 2002: Quarterly Report	COMPASS	Oct-02

Document 51	Workplan: 2003	COMPASS	Dec-02
Document 52	COMPASS Performance and Impact: 2001/2002	COMPASS	Oct-02
Document 53	GIS for Natural Resources Managers	Craven, D.	Nov-02
Document 54	Proceedings of the Second National Conference on CBNRM	Malembo, L., Chadza, W., Kamuloni, S. & Kanjedza, R.	Dec-02
Draft 55	Impact of HIV/AIDS on Natural Resource Management in Malawi	Page, S.	Dec-02
Document 56	October 1 – December 31, 2002: Quarterly Report	COMPASS	Jan-03
Document 57	The Role of the Private Sector in CBNRM in Malawi	Watson, A.	Jan-03
Internal Report 1	Building GIS Capabilities for the COMPASS Information System	Craven, D.	Nov-99
Internal Report 2	Reference Catalogue (2nd Edition)	COMPASS	Feb-01
Internal Report 3	Workshop on Strategic Planning for the Wildlife Society of Malawi	Quinlan, K.	Apr-00
Internal Report 4	Directory of CBNRM Organizations (2nd Edition)	COMPASS	Jan-01
Internal Report 5	Proceedings of Water Hyacinth Workshop for Mthunzi wa Malawi	Kapila, M. (editor)	Jun-00
Internal Report 6	COMPASS Grantee Performance Report	Umphawi, A.	Jun-00
Internal Report 7	Examples of CBNRM Best-Practices in Malawi	Moyo, N. and Epulani, F.	Jul-00
Internal Report 8	Software Application Training for COMPASS	Di Lorenzo, N.A.	Sep-00
Internal Report 9	Directory of COMPASS ListServ Members	Watson, A.	Jan-01
Internal Report 10	Introductory Training in Applications of Geographic Information Systems and Remote Sensing	Kapila, M.	Feb-01
Internal Report 11	COMPASS TAMIS Grants Manual	Exo, S.	Mar-01
Internal Report 12	Review of Recommendations of the Lake Chilwa and Mpoto Lagoon Fisheries By-Laws Review Meeting	Nyirenda, K.	May-01
Internal Report 13	End-of-Term Evaluation of the Co-Ordination Unit for the Rehabilitation of the Environment (CURE)	Sambo, E.Y.	Sep-01