



*Guidelines for the  
implementation of  
community-based  
natural resource  
management (CBNRM)  
in South Africa*



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in partnership with



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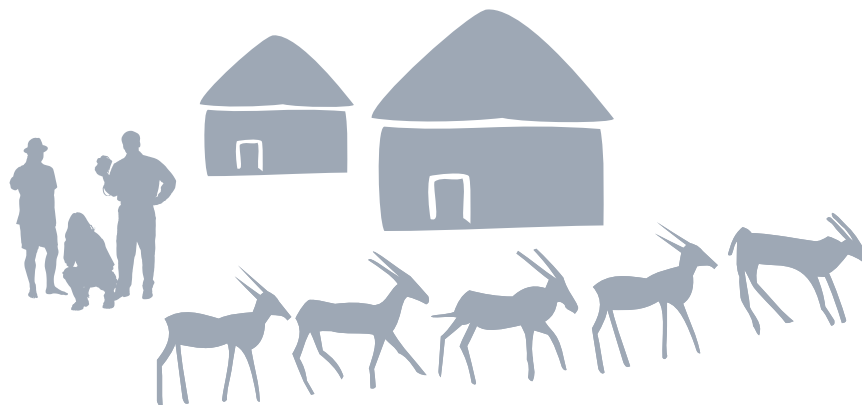
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**CBNRM GUIDELINES**

## Foreword

Across the country—mostly in the countryside and outside of big cities like Johannesburg and Durban and Polokwane—there are millions of people who are harvesting the wild plants and animals and, in the process, are fighting to find ways to preserve nature for the benefit of future generations. They are involved, even though most of them don't use these big words, in what we call Community Based Natural Resource Management (CBNRM).

How they go about doing this has vital impacts on species protection, stable governance, improved quality of lives, reduced levels of poverty and the conservation of biodiversity. Around the world, millions of people now know that these things have to be achieved because the Earth and the things that live and grow on it are facing their biggest threat since the time many years ago when the dinosaurs went extinct.

This booklet contains some advice and suggestions, a set of guidelines, for those in South Africa—government officials, NGO workers and ordinary people—who want to try and make CBNRM work.



Ms Pam Yako  
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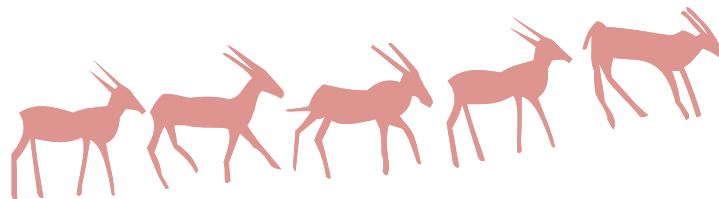


## **A story of people, nature, survival.... and hope for the future**

Along the coast of South Africa, every day, a group of women go down to the sea to collect mussels and shellfish from the rocks. They must do this to feed their children. In the forests nearby you can hear the snapping of twigs as women cut these from the trees to make brooms so that they can sell on the streets of the nearby town. While they are doing this, their husbands are casting nets into the waters of the river that flows past their village. The men leave some of the fish at home and dry the rest over fire and smoke before going off to sell these in the same town.

Not far away, inland from the sea and on the slopes of the mountains that rise up behind their village, young boys graze their fathers' cattle. On some days, they come across the sangoma from their village who is busy collecting roots, herbs and bark to make his medicines. On other days, the herd boys come across gangs of men armed with rifles ... and chain saws. They have come to cut down the old slow-growing hardwood trees so that they can sell these to the timber factory not far from town. While these men cut the trees, they are also on the look out for duikers and klipspringers and other animals that roam the forest. They kill these and braai them for lunch. Whatever is left over, they take home to their families.

When the herd boys go home, they walk past a woodlot near their village. The wild trees around their home were all cut down a long time ago to build their houses or for the firewood that cooked their food. Now there is a woodlot next to the village, a place where officials from the forestry department are encouraging people to grow trees again so that they can use these rather than the natural forest for their needs.



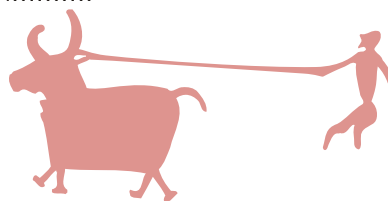
Twenty kilometres up the road, the government has created a nature reserve. Some years ago they arrived and put up a fence around the area and erected some nice tents and built a swimming pool. They brought in some giraffe and zebra and wildebeest to make the place more attractive for tourists. Some of the young men in the village have been trained as game rangers to protect these animals ... from other young men who sneak under the fence to lay snares for these animals. A few of the women have found jobs as waitresses or cleaners in the tourism lodge.

You will find places like this across the entire landscape of South Africa, places where, in one way or another, local people depend on the land, the soil, the rivers, the dams, the sea—and the wild things that live and grow there—in order to feed their families and to survive. In many places, especially where there are few jobs, the harvesting and use of natural resources is more important in the livelihoods of local residents than is the inaccessible formal sector of the economy. To these people nature can be more important than mines, or factories or big agricultural estates when it comes to the fight against poverty.

Sometimes the residents protect the wild things that grow around them so that their children can use them in future. But increasingly the pressures of poverty force people to harvest and use more and more of their natural resources, causing species of plants, fish, trees, animals and other living things to decline or even become extinct.

Government agencies, NGOs and the private sector are all starting projects—such as woodlots, game reserves, “sustainable” fish harvesting programmes and many others—to try and save these species while at the same time recognising that people have to be able to use them.

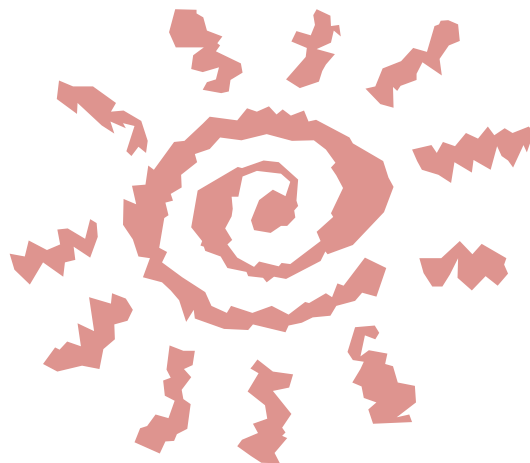
That's where these guidelines come in.....



The story you have just read shows how important natural resources are to the people of South Africa, not only as a way of earning a living, but as the basis of a cultural and spiritual life, one that our ancestors have handed over to us and that we, in our turn, should be able to hand over to our children.

On the following pages of this book you will find valuable information on how communities, government, development organisations, donors and others can all work together to ensure that our natural heritage is preserved for future generations.

You can also read about how communities can have access to the natural resources on which they depend, without exhausting these resources. How they can use the resources wisely for economic, cultural, spiritual and recreational purposes—to reduce poverty and build better lives. This is what CBNRM is all about.





## About these guidelines

Community Based Natural Resource Management (CBNRM) is already happening in South Africa. Local communities, local, provincial and national government departments, non-governmental organisations (NGOs) and other bodies involved in development, donors and the private sector are all involved, in one way or another, in implementing CBNRM programmes. But not everyone is aware that what they are doing is CBNRM, and not everyone understands what their role in CBNRM is.

That's why these guidelines have been produced. So that all the partners in CBNRM programmes share the same understanding of what a CBNRM programme is, what the technical and process requirements are, and what their different roles and responsibilities are. Hopefully with this shared understanding, problems with CBNRM programmes can be put right, and greater success can be achieved.

## The aims of the guidelines

The guidelines intend to:

### **Give all people involved a shared understanding of CBNRM:**

- What CBNRM is
- The purpose of CBNRM
- The main challenges of CBNRM
- The main principles of CBNRM
- The main factors to take into account when implementing CBNRM
- The roles and responsibilities of all stakeholders in CBNRM.

### **Improve co-operation between all the people involved:**

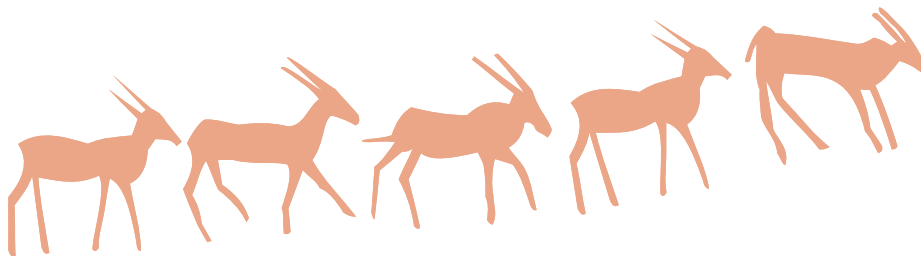
- Local communities and their organisations and associations
- Local, district, provincial and national government
- NGOs and other development organisations
- Facilitators
- Donors
- The private sector.

### **Help people understand the roles and responsibilities of everyone involved**

### **What the guidelines intend to achieve**

With improved understanding of partners' roles and processes, communities and others involved in CBNRM projects will be better able to:

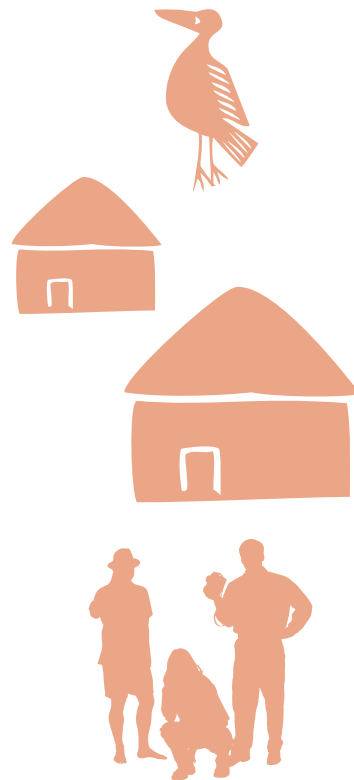
- Implement CBNRM projects
- Monitor and evaluate CBNRM projects at all stages to correct and learn from mistakes
- Monitor and evaluate the performances of everyone involved
- Co-ordinate among each other and work together effectively
- Follow an established 'code of conduct'
- Increase the chances for a successful CBNRM project.



## Who are these guidelines for?

These guidelines aim to give guidance and support to everyone involved in CBNRM programmes, including:

- Communities
- NGOs
- Local, district, provincial and national government officials in these sectors:
  - Agriculture
  - Cultural Heritage management
  - Economic development
  - Education
  - Fisheries
  - Forestry
  - Health
  - Mining
  - Nature conservation
  - Tourism
  - Water management.
- Donors
- Private sector.



**These guidelines will be useful for everyone involved in CBNRM, but especially those involved 'on the ground'—communities, facilitators, officials (practitioners), and policy makers.**

## How to use these guidelines

You can use these guidelines at every stage of a CBNRM programme. They will be especially useful at the initial planning stage, but also when you come to monitor and evaluate your programme. The guidelines will help you to identify problems when they happen, and come up with ways of correcting the problems.

For every guideline in this book, ask yourselves: **“Have we covered this in our programme?”** If the answer is "NO", ask yourselves if you need to include it in your programme, and how best you can do this.

There are seven parts to the guidelines:

**PART 1** is about understanding CBNRM—What is it, who is involved, what should everyone be doing, what are the benefits. The aim of this section is to give everyone a shared understanding of CBNRM.

**PART 2** gives Seven Key Principles for successful CBNRM. These principles are the key building blocks for an effective CBNRM programme. For each principle there is a set of guidelines. Everyone involved in the programme should have an understanding of these principles.

**PART 3** gives some of the main challenges facing CBNRM programmes.

**PART 4** gives Ten Working Guidelines for Everybody. Everyone involved in a CBNRM programme will find these guidelines useful.

**PART 5** provides Eleven Working Guidelines for Communities. These guidelines are aimed at members of the community involved in a CBNRM programme. They will of course be useful for everyone else as well.

**PART 6** gives Eleven Working Guidelines for Practitioners.

**PART 7** offers Thirteen Working Guidelines for Policy Makers.

**CBNRM GUIDELINES**



### The 'adaptive management' approach

These guidelines recommend an "adaptive management" approach. This means setting clear goals and targets when you plan projects. Then, carefully monitoring and evaluating the projects at every stage, checking to see that you are reaching your goals and targets. If you are not, you make changes and corrections to your plan to ensure that you stay on track. You learn as you go, and make improvements whenever you see they are needed.

At the planning stage you make sure that you set clear objectives for your project—what you want to achieve. You need to answer the question:

**"Does our plan cover everything necessary for a successful project?"**

At the implementation stage, when you have begun to put the project into action, you carefully monitor your progress. If you see there are gaps in the project, or things that you can do better, you need to answer the question:

**"How can we adjust or alter our project to make sure it achieves its aims?"**

And if there is a problem in the project, you ask the question:

**"What can we do to address this problem?"**

In this way, you adapt your project as you go along, making sure it is working as you intended.



## PART 1

### WHAT IS CBNRM?



CBNRM is about local people coming together to protect their land, water, animals and plants, so that they can use these natural resources to improve their lives and the lives of their children and grandchildren. It is a tool to enable every willing member of the community to play a part in improving the quality of people's lives—economically, culturally and spiritually.

CBNRM is a way for communities to work together to protect their natural resources and at the same time bring long-lasting benefits to the community. Successful CBNRM can deliver many different benefits. For example, it can:

- Give people access to resources
- Improve farming and food supply
- Create jobs
- Build small businesses
- Provide opportunities for education and training
- Build community organisation
- Improve community health
- Maintain and strengthen cultural and spiritual values.

People who live together in the village look after the wild things on their land—the trees, soil, water, plants and animals—so that they can benefit from these things in a way that makes sure their children will be able to enjoy and make use of these resources in the future.

## What does CBNRM mean?

**Community-Based:** Local people (the community) come together to decide how best to protect and use the natural resources on their communal land. Many members of the community can participate and share the benefits. Using local knowledge, they develop projects to look after the land, water, plants and animals. Together, they decide how to use these things in ways which will bring benefits to the community, now and in the future. The important thing about CBNRM is that it enables community members to participate in making the important decisions. It also shows how to implement the decisions and projects and to call for professional services and solutions where they are needed.

**Natural Resource:** Natural resources are the land, the soil, the water, the air, the plants and the animals. These things are the natural wealth of the community. The community's livelihoods depend on protecting these natural resources and using them wisely. If they are not protected and used wisely, there will be nothing left for future generations.

**Management:** Local people use an existing community based organisation (CBO) or form a new one to develop plans to protect their natural resources and to use them wisely. The organisation works to earn the trust of the community—its doors are open to everyone who wants to take part. The community recognises the organisation as the legitimate body that represents their interests and that they can work with.

Through their organisation, the community agrees common goals and rules which everyone will follow. They bring in outside help and support, where necessary, from government, from development organisations like NGOs and from donors. When there are problems with a project, they learn from mistakes and make the necessary improvements to ensure the success of the project. They develop partnerships with other communities, with government departments and with private companies and individuals. They improve their knowledge and skills to manage and develop their resources and their community.



## Different kinds of CBNRM projects:

- 1. Projects that provide rural communities with different ways of earning a living,** for example: projects to introduce better farming methods, or projects to build small businesses so that people don't have to rely only on farming or forestry or fishing.
- 2. Projects that assist communities to use their natural resources wisely,** such as setting limits on using scarce natural resources like fish or fruit, so that these things are not over-used.
- 3. Projects which help communities to get benefits from their natural resources without having to use them up,** like tourism development projects (tourists pay to visit the local forest, for example, so there is no need to cut down the trees in order to earn a living).
- 4. Projects which involve the community in partnerships with Parks Boards or other organisations involved in conservation,** where the community has access to land and the rights to use the land, and gets benefits from working together with these organisations. An example of this kind of project is the agreement that the Makuleke Community has made with the Kruger National Park.
- 5. Projects which bring skills to the community** to manage their own resources better.
- 6. Projects which provide access to land and resources** that communities can use for cultural, spiritual and recreational purposes, as well as for earning a living.

## What are the main goals of CBNRM?

CBNRM has three main goals:

1. **To improve the livelihoods and quality of life of local people, and help reduce rural poverty.**
2. **To wisely use and conserve natural resources and ecosystems.**
3. **To empower rural communities to make their own decisions about the wise use of their natural resources.**



## Who is involved in CBNRM?

Most CBNRM programmes involve different organisations and individuals working together. These are the role-players—the people who have duties and responsibilities in the programme. They include:

**Communities**—These are the most important role-players. Usually the community is represented by an organisation which already exists—for example, a Community-Based Organisation (CBO) like a Development Trust or a resource user association. Sometimes communities set up a new organisation to manage their CBNRM programme.

**Facilitators**—Facilitators are people who assist communities to set up and manage a project and who work most closely with a community until the community no longer needs their assistance. Usually facilitators are NGOs, consultants (people with special skills or knowledge), or government officials whose job is 'community facilitation', 'community development' or 'social services'. Sometimes university departments or research institutes can be facilitators.

**Private Sector Partners**—These are private businesses. They are usually, for example, involved in tourism or medicinal plants processing. They bring business and technical knowledge, and financial resources.

**Local and District Municipal authorities**—These are the government bodies closest to the community and they are generally responsible for carrying out government policies on natural resources, on local economic development and on reducing rural poverty.

**National and Provincial Government Departments**—Local people often approach national or provincial departments to assist the community to start a CBNRM programme. Sometimes the departments go directly to rural communities and assist with starting up a CBNRM programme. They also set up the rules and laws for sustainable management of natural resources.

**Donor Agencies**—These are usually international organisations who want to assist rural communities to look after natural resources and develop work opportunities.



## What is a partnership?

Most CBNRM projects involve working in partnerships. A partnership is an agreement between different organisations and individuals to work together on a project. The partners have common goals. Each partner's duties and responsibilities are agreed to before the project begins. All partners agree to follow the same set of rules and if there are problems with the project, the partners solve these problems together in order to make the project successful.

CBNRM projects can include partnerships between:

- **Neighbouring communities** who share the same natural resources—forests, water, grazing land, weaving grasses, etc.
- **Communities and private sector businesses—** particularly in developing tourism businesses
- **Different government departments** who are responsible for different natural resources—for instance land and water, or forests and marine resources
- **Communities, development organisations such as NGOs, and government departments—**NGOs are often the people who work directly with communities on behalf of government departments or donors.
- **Communities, private sector businesses and government departments—**where communities have the right to use the natural resources, government owns the resources and both enter into joint ventures with private businesses for the benefit of the community and the natural resources.

## What can CBNRM do for the community?

Looking after natural resources is one important part of CBNRM—because without natural resources, people cannot survive. But this is only one part of what CBNRM can do. CBNRM can also provide many other opportunities for communities. Here are some of them:

**Conservation Projects**—Communities can lease part of their communal land to neighbouring protected areas—like game reserves. The community will receive an income for this. There will also be some job creation for people to help to manage the protected area (game keepers, guides, etc).

Some communities have gone one step further, and established their own wildlife and tourism conservancies on communal land.

**Forestry Projects**—Participatory Forest Management (PFM) is a way of protecting forests that gives local people some control over how the forest is used. Local people can apply for permits to harvest certain resources (medicines, herbs, bark, poles, etc) from forests.

**Farming Projects**—Groups of people can form co-operatives (co-ops). In co-ops, the members work together to grow and sell agricultural products or livestock on private or communal land. Government assistance is available—for example, training can be provided for things such as preventing soil erosion, improving grazing lands and improving livestock.

Communities who have won back their land through land claims often need help to use the land wisely and productively. CBNRM can be a useful starting point, providing proper training on the best farming methods and other ways of using the land and resources. It can also help people get the skills to find markets for their products and services.

**Tourism Projects**—Local communities can enter into joint ventures or other types of partnerships with tourism operators. Communities can lease part of their land to a private company. The company is responsible for the business side of the agreement, and the community takes care of the natural resource and land management side. There is income and jobs for the community.

**Water Projects**—Communities can become part of Catchment Management Agencies, form Water Users Associations or create Catchment Management Forums. This requires the assistance of government departments such as the Department of Water Affairs and Forestry (DWAF) and District Municipalities.

**Developing Small Businesses**—CBNRM can help to set up small businesses and provide new ways of earning, based on careful use of natural resources.

**Building Local Organisations**—Communities can get the knowledge and skills to set up and run their own organisations to plan and manage projects. Through these organisations they can make sure that they have control over the development of their community.

**Improving Health**—Successful CBNRM programmes can play a part in improving the general health of the community. Better farming methods and management of wildlife and fisheries can produce more healthy food. Well-run small businesses can increase incomes for families and help them cope with the terrible costs of diseases such as HIV/AIDS. Proper management of forests can help to provide medicinal plants to alleviate diseases, wood for coffins and firewood at funerals for the increasing number of AIDS deaths. The organisations that are set up to manage CBNRM programmes can also help to get the health assistance that may be available from government and other partners. CBNRM cannot cure the sick, but it can improve the quality of life of the community and help them cope with the effects of ill health.

**Providing Opportunities for Education and Training**—Adults involved in CBNRM programmes often require training to improve their reading, writing and number skills. At schools, CBNRM can be included in life skills, mathematics, biology and science courses. School learners can play a part in CBNRM programmes by collecting information and helping to monitor projects to see if they are reaching their goals. Rural schools and teachers make good partners in CBNRM—they can provide rooms for meetings and workshops, phones and faxes, and contribute their reading, writing and accounting skills.

**Giving a Voice to Women and Poor People**—The voices of the women, youth, the poorest of the poor, and people with disabilities are often not heard in communities. CBNRM provides an opportunity for these "silent" members of the community to make their voices heard. This is because CBNRM calls for all sections of the community to be involved. And also because CBNRM projects are often aimed at the poorest and most vulnerable members of the community—those with the greatest need.



### Working with local government

**All municipalities have Integrated Development Plans (IDPs)—plans for the development of the local area.**

**These IDPs aim to:**

- **Reduce poverty**
- **Develop the area to provide long-lasting economic opportunities and a better quality of life**
- **Protect the natural resources.**

**These are the same goals that CBNRM has. By working closely with Local and District Councils, CBNRM programmes are part of the local IDP and benefit from the support that local, provincial and national government can provide.**

## CBNRM across the world

CBNRM is not only happening in South Africa. While there are successful CBNRM projects in South Africa, such as the Makuleke community's agreement with the Kruger National Park, in our neighbouring countries, as well as in other parts of the world, communities are also coming together to manage their natural resources wisely, for the good of everyone. The common goal everywhere is not only to reduce poverty—though this is very important. Projects world-wide are also concerned with people's spiritual and cultural values and well-being, with a decent quality of life. People are finding that CBNRM can work and can deliver real benefits.

Our government has signed important international agreements about protecting natural resources and reducing poverty. You can find these International Agreements, as well as South African Laws and Policies on the protection of natural resources and poverty reduction on the CD version of these guidelines or you can obtain them from the Department of Environmental Affairs and Tourism.





## PART 2

# SEVEN KEY PRINCIPLES AND GUIDELINES



In this section, we look at seven key principles necessary for a successful CBNRM programme. For each principle there is a set of guidelines to help ensure that the principle is built into your programme:

- Principle 1** A variety of different ways of earning a living is maintained, to minimise risk in case of natural and economic disasters.
- Principle 2** The natural resource base is maintained and even improved so that the natural resources can continue to provide livelihoods to people now and in the future.
- Principle 3** Local organisations, including local government and community organisations, work effectively to manage local resources for the benefit of local people and the environment.
- Principle 4** People receive real benefits—economic, social, cultural and spiritual—from managing the natural resources wisely.
- Principle 5** There are effective policies and laws and these are implemented, wherever possible, by local people's legitimate and representative organisations.
- Principle 6** Outside assistance is provided to facilitate local projects. Local people's knowledge and experience is respected.
- Principle 7** There is a good understanding of local leadership and local leadership fully supports CBNRM projects.

## GUIDELINES FOR PRINCIPLE 1

### A variety of different ways of earning a living is maintained, to minimise risk in case of natural and economic disasters

1. **Leave room for a variety of ways for earning a living.** Most rural households use more than one way of making a living. This protects them against risks—if they lose one source of income, they can still rely on other sources. People should not rely only on CBNRM-type projects for a living.
2. **Bear in mind, not everyone values natural resources in the same way.** For some people, natural resources mean money and income. Other people value natural resources for cultural or historic reasons. Not everyone will share the conservationists' approach to natural resources. Different people have different priorities.
3. **Encourage people with different skills to contribute.** Use as many different types of knowledge and skills as possible. Local organisations involved in CBNRM should represent all groups in the community. Women are often the

People continue to be able to make a living in a variety of different ways. For example, they grow food, keep livestock, sell eggs, make craft products, hire their labour, collect medicinal plants, harvest thatching grass and food from the sea, and provide services for tourists.

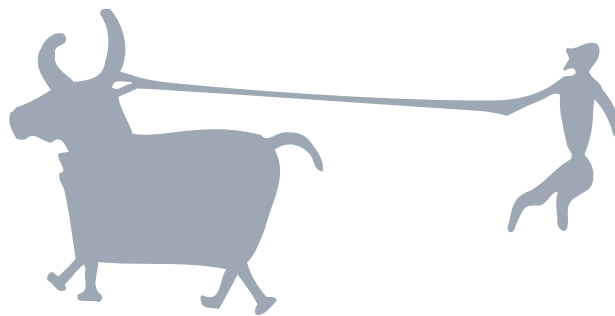
People don't rely only on CBNRM-type projects for earning a living.

ones who use natural resources, and have a lot of knowledge and skills to contribute. Make sure there is room for their contributions and know-how.

- 4. Traditional knowledge and different cultures are important.** Our communities contain people from different cultures, with different ways of doing things. Every culture has valuable knowledge and skills to contribute. Differences are a strength, not a weakness—they can add to the success of a project.

#### Don't...

- Don't undertake projects that reduce the number of ways available to people for earning a living.
- Don't ignore the cultural differences in the community. You might think this will make management easier, but it will only lead to more difficulties.



## GUIDELINES FOR PRINCIPLE 2

### The natural resource base is maintained and even improved so that the natural resources can continue to provide livelihoods to people now, and in the future

1. **Make sure natural resources can be used to earn money or other benefits.** Make sure that people understand the cash value of the resources and what other benefits wise use of the resources can bring.
2. **Look after and protect natural resources.** Once they are gone there is no CBNRM. Set rules to regulate who can harvest resources, where and when they can do this and how much of the resources they can take (quotas). Have penalties for those who break the rules, and codes of conduct that everyone can support.
3. **Develop a realistic management plan for the resources.** Develop a clear plan for the protection and use of the natural resources. It must be a realistic plan that can work, not just a list of wishes. Make use of local people's understanding and knowledge of the resources, as well as the knowledge and experience of partners such as NGOs and government officials.

Good management means there are more, better quality natural resources. There are more mussels growing on the rocks, larger areas of better quality grass, seedlings and saplings of valuable plants are growing in the forest and woodland, there are more wild animals.



4. **Check that the resources aren't over-used.** At all times carefully watch and check that the natural resources are in a good condition and not being over-used. This is called monitoring. The people who use the resources, as well as others in the community should be involved in deciding how to do this monitoring, and in the monitoring itself. Don't expect people to follow the rules if they are not involved in making them! Your programme plan must include a system for monitoring the natural resources to ensure they are properly protected.
5. **Follow an adaptive management approach.** Set goals, monitor the condition of resources and decide on actions when there are warning signs of problems.
6. **Invest a reasonable part of any income from projects back into natural resource management** and maintenance of the resource base.
7. **Train people for natural resource management.** Train and mentor the right people, to enable them to take responsibility for the control of natural resource use.

### Don't...

- Don't assume that benefits from natural resources will automatically lead to local people taking control and wise use of their resources—you have to work at this. This is what the CBNRM programme is all about!
- Don't believe that CBNRM means going 'soft' on law enforcement. Rules have to be set and followed. There should be penalties for people who break the rules.
- Don't wait until everything is perfect before starting to do something—that day will never come! There are always risks in any project —try to lessen the risks by careful planning and management.

## GUIDELINES FOR PRINCIPLE 3

### Local organisations, including local government and community organisations, work effectively to manage local resources for the benefit of local people and the environment

1. **Build local organisations.** The programme must be managed by a local body or organisation, responsible for administration and making decisions. This might be an existing organisation or you might need to set up a new organisation if there isn't a suitable, effective existing organisation.
2. **Make sure that everyone knows what they should be doing** in the organisation, and what their responsibilities are. Hold regular meetings to ensure that everyone knows how they should contribute to the programme, and is doing what they agreed to do. Draw up a constitution, which spells out the roles and responsibilities of the members of the organisation.
3. **Representatives must truly represent groups in the community.** Representatives must consult with and provide feedback to the groups that they represent. Time

The local management organisation works well and takes its responsibilities seriously. It works closely with the community members and outside partners to ensure that the CBNRM programme brings benefits to the people and protects the natural resources.

must be set aside for these consultations and report-backs. Representing a group means you are there for the group, not for yourself.

**4. Ensure that there is a leader and a working group for every major task or area of responsibility.**

Leaders need to be champions—people who have the energy, enthusiasm, time and skills to push the programme forward. Identify and support new champions and look after existing ones. People who take on leadership roles must have the time available to carry out their tasks properly.

**5. Focus on the poorest people in the community.** Try to meet the needs and long-term security of the poorest people— they are the ones with the greatest need. Establish clear rules to ensure that everyone is able to participate. Make sure the voices of the poorest and voiceless, particularly poor women and youth, are heard.

**6. Aim to give as much power and control as possible to the people who use the resources.** Eventually, once they have the necessary training and skills, the users of the natural resources should be the ones who run the programme, as far as possible.

**7. Set clear conditions for rights to land and resources.** In your management plan and constitution, spell out clearly what people have to do before they get rights to use land and resources. Get outside technical and legal help to work out these conditions, if necessary.

**8. Give people long term security and rights to resources and land.** You want people to put time and effort into managing the natural resources. They won't do

this unless they know that there are long-term benefits to them and their families.

- 9. Make sure that people know what government is doing in CBNRM.** Government—local, district, provincial and national—all have policies and programmes that affect CBNRM. People need to know about these broader programmes and how they affect your local programme. They should understand how their contribution fits into the broader CBNRM movement in the country, in Africa, and throughout the world.
- 10. Decide what role traditional leaders will play.** The community must decide whether or not traditional authorities are represented in the CBNRM organisation.
- 11. Have very clear local rights and responsibilities.** Decide, in a fair, democratic and legal way, who has rights to which resources and areas, and what those rights and responsibilities are.
- 12. Make use of local knowledge, where possible.** Try to understand differences in belief and knowledge among the people involved. Make use of local, traditional knowledge where it will help achieve the goals of the programme. Add to this the knowledge and experience of support organisations like NGOs and other partners with useful skills and expertise.
- 13. Recognise that building organisations is a slow process.** Building a successful organisation can take many years. During this time the organisation needs ongoing support. CBNRM often involves major political and cultural change—this takes time.

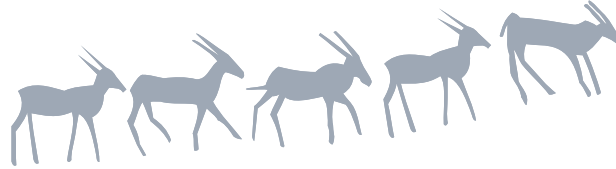


**14. The Local Council should champion CBNRM activities**

and set up a CBNRM working group to work with your local organisation on the CBNRM programmes. Local government has a very important contribution to make to planning and setting up CBNRM projects. All the different sectors in the community should be represented on this working group—for example: ratepayers, trade unions, women's organisations, youth, faith groups, small businesses, hawkers, craftspeople, unemployed people.

**15. Establish a national CBNRM support group.** This group should be responsible for representing CBNRM in national processes dealing with environmental law and policy, as well as providing technical support to provincial and field staff.

**16. Include CBNRM training courses** in departmental and local authority training programmes.

**Don't...**

- Don't overestimate the management capacity of local organisations.
- Don't underestimate the importance of local leadership and local representatives—this is a local programme, led by local people.
- Don't underestimate the great need for on-going support to developing organisations. You are in this for the long haul!

## GUIDELINES FOR PRINCIPLE 4

### People receive real benefits—economic, social, cultural and spiritual—from managing the natural resources wisely

- 1. Set clear, realistic goals.** Ask for commitment and contributions from all participants. Make sure that everyone knows what to expect from the programme. Making big promises that you can't deliver will only lead to problems later on. Be aware that outside contributions alone cannot guarantee successful CBNRM projects nor the sustainability of the achievements of these projects. Ask for engagement and contributions from the communities, even if it is only symbolic.
- 2. Be realistic about the benefits of the programme.** If you are going to start small businesses based on natural resources, make sure the businesses will have a good chance of success. If necessary bring in outside assistance to do a feasibility study—this will tell you whether the business is likely to succeed or fail.
- 3) Plan for different kinds of benefits.** People will expect to see quick results from the project, so you should try to make sure that there will

People are rewarded for the efforts they make to look after their natural resources. They stick to quotas for harvesting, they receive a good price for their products, and make some extra money through expanding their work to other areas too. Community guards prevent outsiders from illegally taking plants or animals.

be some short-term benefits. Negotiate with donors for 'start-up costs' for the first stages of the project. But, everyone should know that they might not see all the benefits straight away. Some of the more long-lasting benefits will only come after much hard work by everyone involved.

- 4. Make sure that there are real benefits to people.** It will cost local people something to protect and manage their natural resources—the use of their land, time, energy, changes in the way they do things. They need to know that the benefits of CBNRM will make all their efforts worthwhile.
- 5. There must be a market for the project's products.** People must be able to sell the goods they produce in a CBNRM project. If there is no market for their goods, the project will fail. Marketing is an essential part of business planning. Outside technical assistance and partnerships might be essential for getting access to markets.
- 6. Build business skills.** Business skills (administration, finance, management) will be very important to the success of your programme. Make sure you have people with the necessary skills at the start of your programme (use outside help if you have to) and plan to provide business skills training to local people as part of your programme. This will be a valuable investment in the future.
- 7. The benefits from CBNRM will not solve all the problems in the community.** CBNRM will not immediately put food on poor people's plates, or give everyone a job. But it is an important part of building a strong community with a brighter future, based on caring for natural resources and using them wisely. The alternative is a community that has used up all its natural resources and has nothing left to give to the next generation.

- 8. People who contribute more, or sacrifice more, will expect to receive more than others.** However, the benefits of the programme must be spread to as many people as possible, particularly the poorest of the poor. They may not be able to contribute a huge amount, but their need is greatest.
  
- 9. Make sure there are not only money benefits.** People will be encouraged if they see other kinds of benefits coming to the community as well. These include: legal protection against outside threats to their land and natural resources; technical, financial and political support to build local organisations; education and training in skills for managing land and resources; facilitation services; access to loans and other capital. The cultural and spiritual benefits are particularly important. The sense of achievement through working together, the sense of individual worth that comes from commitment and effort, the strengthening of the community's own values and traditions and knowledge—all these benefits build the community as much as, or maybe more than, money and material benefits.

### Don't...

- Don't start income generating projects unless you know where and how you are going to be able to sell the products.
- Don't promise benefits you cannot deliver.
- Make communities dependent on donor or government money. Projects must pay their own way, as soon as possible.
- Don't think of starting a CBNRM programme unless the government departments you will be working with fully support the principles of CBNRM.
- Don't think that all people will have the same approach to natural resources that conservationists have.
- Don't start a project until you have worked out the long term goals for the project.

## GUIDELINES FOR PRINCIPLE 5

### There are effective policies and laws and these are implemented, wherever possible, by local people's legitimate and representative organisations

- 1. Involve the community in deciding on policies.** Policies are necessary to every organisation and programme. They say clearly what the organisation is going to do, and how it will do these things. Communities should be involved at an early stage in developing policies for the organisation and the programme.
- 2. Change policies when you need to.** As the organisation develops and you start to implement projects, you may find that some policies are no longer working. You may need to change a policy so that it does what you need it to do.
- 3. Policy documents must be easy to understand.** Keep the policies as simple as possible so that they can be understood by all. Translate into other languages if you need to. Make sure that members of the community can get hold of the policies when they need to.

The laws and rules are followed and enforced.

People agree on their rights and responsibilities. The community makes decisions about how to use their resources. The harvesting quotas are set by the community with advice from specialists.

- 4. Base local policies on broad national and provincial policies.** There are national and provincial laws and policies that affect CBNRM. You can use these to develop your own local policies and rules, but of course, you will make changes to suit your local needs. As your programme grows, you can lobby government to make new laws and policies, or make changes to existing ones, based on your direct experience of CBNRM.
- 5. Link local policies to the local IDP.** All district and local municipalities have planning processes — the IDPs. IDPs have very similar aims to CBNRM programmes. For this reason, you need to work closely with your local and district municipality. Make sure your policies and rules are in line with the Council's policies and plans. By working together you can achieve so much more.
- 6. Local government is the key.** Because local government has a vital part to play in promoting CBNRM, government has a duty to ensure that local government is equipped to support local organisations with their CBNRM programmes. Local-level officials should be trained to provide assistance in the preparation of project proposals by community organisations.
- 7. Government departments must make sure laws, policies, and local agreements are followed.** The work of departmental officials should be monitored to ensure that they are giving the necessary support to local programmes.
- 8. Policies must have teeth.** Fines and other penalties must get stricter and stricter when rules are broken. Allow officials on the ground to use their judgement when applying the law. Each situation is different.
- 9. Hand over authority to the community organisation when it is ready.** Authority to manage and regulate natural

resources should be handed to the local organisation when it has been properly established. This means: there is an elected management authority; the local organisation is legally established as a Trust, a Communal Property Association or Section 21 company; the organisation has the necessary management capacity; a management plan agreed upon by all stakeholders is available; there is a proper monitoring system in place. Communities may need outside technical support to establish an effective organisation.

- 10. Set aside funds for CBNRM training**, to constantly develop the skills of local people to manage their own resources. Other partners, including municipal authorities, may also need skills training to be able to play their part in CBNRM. Investigate all possible funding sources (SETAs, learnership schemes etc.).
- 11. Make sure different government departments are able to work together.** Each department should decide what its role is in CBNRM and become active. They should create special CBNRM posts at national, provincial, district and local levels, and provide proper training and funding for these. Inter-departmental CBNRM working groups should be established at national and provincial levels to improve co-operation and co-ordination between the departments.
- 12. Lobby for support for CBNRM at senior management and political level in government and the private sector.** Some officials will not support the vision and policy objectives of CBNRM. Where there is resistance to CBNRM, senior management must step in. Support from the top is essential for success.
- 13. Get hold of the right information before signing formal agreements.** Before authority is granted to a community organisation to manage land and resources, it must

be clear that the organisation's programme is a good one. This means the organisation must be strong enough to carry out its duties, the programme must make good economic sense, and the natural resources will definitely be protected and wisely used.

**14. Policies must ensure that communities will get the maximum benefit from their programme.** Government needs to ensure that the programme proposed by a community organisation is the best way of generating wealth from the use of the natural resources.

**15. Provide guidelines for industry to use natural resource products.** One of the ways communities can generate income is by leasing rights to use their natural resources and knowledge to private businesses. Government should work closely with existing units that facilitate the development of community-based enterprises.

### Don't...

- Don't expect the community organisations will follow all the usual steps of business strategic planning and project management. Rather, make sure that the basic building blocks of project management are in place and allow for more dynamic, flexible organisational development.
- Don't expect all programmes to work in the same way—guidelines have to find the balance between providing space for flexibility and ensuring that there is common ground, common rules, and a common terminology.
- Don't see individual projects on their own, as an end in themselves. Rather, each individual CBNRM project is part of an on-going CBNRM programme at district, provincial and national levels.



## GUIDELINES FOR PRINCIPLE 6

### Outside assistance is provided to facilitate local projects. Local people's knowledge and experience is respected

- 1. Ensure on-going, high quality facilitation.** Most CBNRM programmes need a skilled facilitator to work with the community, both in the early stages of the programme but also in the long term. This can be provided by a 'partner' such as an NGO, a consultant or a government department. Facilitators must be sensitive to local cultures and show respect for local knowledge and experience.
- 2. Develop a local vision of the future.** The facilitator works with the community organisation to develop a common vision of what the community wants to achieve. They agree on how to achieve this common vision—what process to follow.
- 3. Make sure there is time for developing trust between all those involved.**
- 4. People who cannot read and write must be able to participate.** The facilitator should have the skills to involve these people,

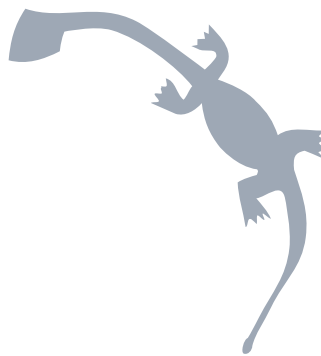
The community works closely with a local NGO or development organisation that understands the community and has experience of managing natural resources in the area. The facilitators share knowledge and skills. They encourage the community to contribute their experience and understanding.

such as Participatory Learning and Action, and Participatory Rural Appraisal.

5. **Use as many visual aids as possible.** Maps, videos, photos and fieldtrips are valuable to everyone, not just non-literate people.
6. **Pay a lot of attention to differences in language and culture.** Everyone should feel free to express themselves in their own language, and in many cases this will require translation.
7. **No person or group should feel less important than another.** Take care not to make people feel superior or inferior. A skilled facilitator will know how to make everyone feel equally welcome and valued.
8. **Facilitators should build bridges between groups and individuals.** Facilitators are more than just trainers. They can also help different groups and individuals to understand and co-operate with each other.
9. **Give local people a chance to be facilitators.** The facilitator needs to pass on facilitation skills to local

The facilitators' role is vital and they must stay with the project for as long as necessary.

However, there must be a point in time when the facilitators withdraw because the community is able to manage its own affairs without outside facilitation—that is the end goal.



people. For example, local people should be able to organise and chair meetings of sub-committees and working-groups.

**10. Share experiences with facilitators working in other areas.** Facilitators should share their experiences with CBNRM programmes in other areas—many of the problems they experience are common to all programmes.

**11. Be prepared to stay involved for a long time—but know when it's time to leave.** The facilitator must stay with the programme for as long as necessary. It is especially important to have good facilitation when the benefits start to be shared—that's when problems tend to occur. The kind of facilitation will change over time, as local people gain the skills, confidence and experience to manage the programme themselves. Set clear conditions for the end of facilitation—the aim is to hand over to the community, not to provide facilitation until the end of time!!

### Don't...

- Don't give people unrealistic expectations. When people learn that there are training opportunities, they often think this will automatically mean finding jobs. Make sure people understand what they can realistically expect from the programme.
- Don't think that the community all think and act the same way. Communities are complex, made up of different beliefs, hopes and needs. Communities change all the time.
- Don't transfer skilled facilitators as soon as they start producing results. Keep the skilled facilitator on the job for as long as necessary, but not longer.
- Don't weaken local leadership by being too strong a facilitator. Rather, through careful facilitation and passing on your skills, build local leadership.

## GUIDELINES FOR PRINCIPLE 7

### There is a good understanding of local leadership and local leadership fully supports CBNRM projects

- 1. Beware of old and new elites.** When power and authority is handed over to a new group of people—like local councillors or officials in CBOs in a CBNRM programme—there is always a danger that a new leadership elite will develop. They may use this new power for personal gain. The capacities and intentions of traditional leadership should also be clearly understood before engaging with it.
- 2. Use constitutions to avoid power-grabbing.** Make sure that rights and duties are clearly spelled out in the constitutions of the various management bodies.
- 3. Identify different leaders for different tasks.** This spreads the leadership role and evens out power.
- 4. Ensure that community representatives are legitimate and not self-appointed.** The management body's constitution should insist that representatives consult with the groups they

The people in the community who have the most influence, the traditional leadership and community elders, for example, are committed to making sure that everyone benefits as equally as possible.



represent. Representatives should be given time to do so.

- 5. Make sure all groups are represented.** Local organisations should represent all the different groups of local people.
- 6. Deal with conflicts of interest.** Make sure that everyone is aware of the different wants and needs in the community. One group's goals should not be more important than another's.
- 7. Give local people strong legal rights over resources** so they can use the law to protect their resources against outsiders.
- 8. Make sure that proper business procedures are followed.** Dishonest business operators are a serious threat to community natural resource management. These people tend to be powerful, often ignore local regulations and controls, and can often cause damage to community programmes. Proper business procedures, such as tender processes, must be applied at all times to ensure that all dealings are fair and legal.

Local leaders must make every effort to ensure that the stronger people in the community do not dominate the process.

There needs to be a clear understanding of who the powerful and influential people are.

**9. Understand local leadership and make best use of it.**

In order to understand who has power in a community, and the politics of the community, study the community's history. In this way you can make the best use of local leadership.

**Don't...**

- Don't think that rural communities are less selfish or more united than any other community.
- Don't assume that there is only one group of leaders— leadership comes in many different forms—try to understand how this works in the local area and work with it as broadly as possible.
- Don't openly take sides in power struggles. Local politics can change overnight and your allies today might be your enemy tomorrow.
- Don't get carried away by the early enthusiasm and togetherness of the community—this will probably change as time goes by. Take a long-term view of the programme.



## PART 3 THE CHALLENGES



CBNRM projects always involve a number of challenges. Some of them are fairly common to all CBNRM programmes. Before starting your project, give some thought to the challenges you might face:

- **Every CBNRM project is different.** Just because you have worked on a CBNRM project before doesn't mean you can do the same things this time. Be ready to learn from experience and to make changes when they are needed.
- **The guidelines in this book are just a guide.** Because every project is different, you will have to be ready to adapt the guidelines to suit your project. Be willing to experiment and make changes where necessary. But make sure you explain clearly why you are doing what you are doing. Avoid confusing people.
- **Expect conflicts to happen.** Participatory processes and CBNRM are sometimes a bit like a revolution, so don't be surprised when conflicts happen. But try to predict possible problems through good monitoring and then try to prevent them. Don't be worried if conflict happens anyway. This is normal. Shocks and surprises are part of the game.
- **Be careful with local power relations.** CBNRM is about treating all people as equals. Some powerful people might not like this. It might cause conflict. Sometimes this cannot be avoided but try to avoid it if possible.

- **There will probably be setbacks and problems** at some time in the project. At such times the challenge is to keep everyone positive and working to overcome the problem.
- **Beware of the 'power of negativity'.** When something goes wrong with one part of the project, all the effort and energy in the project might be directed at the problem. This can mean that the successful parts of the project get neglected. Try to keep the successful elements going while you deal with the problems.
- **People are naturally 'conservative',** and often they **don't like new ideas** or new ways of doing things. Don't be surprised if it takes a long time for new ideas to become accepted, or even if they are never accepted. Build this into your planning—have strategies to deal with people's resistance to change.
- **Be prepared to take criticism, even unfair criticism.** People in CBNRM projects often receive unfair comments and criticism, often from people outside the project. Such criticism can be very hurtful. You can waste a lot of time and energy dealing with this criticism. Accept the fact that this will happen, and do not allow the criticism to undo the good work you and others are doing. Of course, sometimes the criticism might be positive!!! In which case, listen to it, learn from it, be ready to admit you have made a mistake.





## PART 4

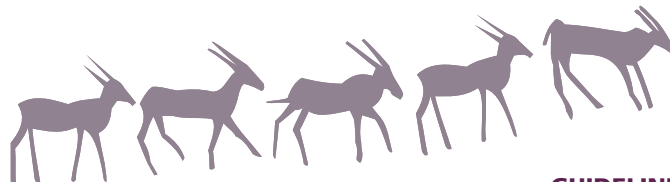
# TEN WORKING GUIDELINES FOR EVERYBODY



These 10 working guidelines will be useful to everybody involved in the CBNRM project—community members, local government officials, NGO facilitators, government policy makers. These are some of the most important keys to a successful CBNRM project:

- 1. Aim to share control and responsibility.** CBNRM is based on involving as many people as possible in the community to look after the natural resources. Remember that CBNRM belongs to the community, not to one individual or committee. This means involving the community in making decisions. It also means handing over authority and responsibility to people who work on the programme. Giving people duties and responsibilities might mean things don't always work out according to plan—especially if they do not have the skills. So training is important and encouragement is important.

Managing a community project, with lots of people involved, can sometimes be frustrating to people who are used to being in total control. Be prepared to learn new ways of managing people. Remember, though, that involvement in the project is voluntary—no-one should be pressured into taking part if they don't want to. Encourage participation—don't try to force it.



- 2. Monitor and evaluate all the time.** You need to know at all times if your CBNRM project is working properly. To do this your project must have clear goals—a plan which says clearly what you want to achieve and how you intend to achieve this. It must also have a system for checking all the time that you are on the right road. If there are problems with the project, you need to know about them as soon as possible, so that you can take steps to solve the problems. Monitoring and evaluation are the tools for checking on the progress of a project and identifying problems. These are skills that people in the project need to know about. It will probably be useful to get your NGO partner to help with this.
- 3. Keep people informed, listen to what they say.** At all times you need to keep people informed about the project, and to hear their views. There are many ways of doing this—in regular meetings, report-backs, workshops, in newsletters and posters, and even in friendly conversation when you meet in the local store. The important thing is to keep everyone informed and allow people to make their contributions.
- 4. Be prepared to learn new ways of doing things.** Managing a rural community project is not like managing a large company in a big city, or a big government department. Things might work differently here! The community owns this project and they make most of the decisions. Be ready for unexpected events and surprises over which you might have little control. You will need different skills to encourage a community to work together so be prepared to learn, and to try new ways.

**5. Be totally professional and committed at all times.**

Community projects need to be able to do things in new or different ways. But there is always a need for discipline and commitment. This includes things like setting rules and following them, agreeing to codes of conduct which say how people should behave in meetings, how they should perform their duties and what should happen if they don't. People should always do what they say they will do. It also means running meetings properly, keeping records and submitting reports when they are needed.

**6. Don't let people use the project for their own selfish reasons.**

Bringing together many different people to work together towards a shared goal is never easy! People can behave selfishly, especially when money and other expected benefits (workshop participation, travel etc.) are involved! Try to make sure that individuals or groups don't use the project for their own ambitions—this project is for the good of the community.

**7. Be patient, but demand commitment and effort.**

Getting a community to work well together can be a slow process. Donors and government agencies must understand that setting up a community organisation and getting projects going is a slow and difficult process. It might take many years. Everyone needs to stay committed and give support for as long as necessary. Don't drop out when the going gets tough! At the same time, don't tolerate unreasonable behaviour that could derail the project or cause unnecessary delays. You can demand that people act in a disciplined and committed way if you set the example.

- 8. Respect local beliefs and customs.** Respect people's history, religion and different customs and traditions. Local people have their own ways of doing things and these are just as valuable as any other ways. Make an effort to understand local ways. Show respect for local leadership. If you need to make changes, make sure you take people along with you—don't try to force your ways down their throats!
- 9. Build trust between people and work hard to keep it.**
- 10. Build local leaders and champions for CBNRM.** Spread the responsibility and leave room for up-and-coming local leaders to make their mark.



## PART 5

# ELEVEN WORKING GUIDELINES FOR COMMUNITIES



Communities are groups of people living in the same area and using the communal land and resources to make a living. These are the people who will set up a CBNRM organisation and develop a CBNRM project to protect the resources and improve people's lives. These guidelines are for you.

- 1. Look after the natural resources.** Without the soil, the water, the trees, the plants and the animals, there is no CBNRM. In order to protect these resources you need a plan which everyone agrees with. The plan should say how the resources can be used. The plan should also include ways to improve people's lives.
- 2. Work with as many people as possible.** All interested groups in the community should be involved in the CBNRM project—especially those people who are sometimes ignored, like women, youth, and very poor people. Be careful not to let any strong groups or individuals hijack the project for their own purposes.



- 3. Use a strong and truly representative organisation to represent local people.** The community needs to set up an organisation to manage the CBNRM project. If there is already a strong local organisation that can do this—like a Development Trust—you can use this. If not, you need to set up a new organisation for CBNRM. The organisation needs to have people from the different groups in the community. The people in the organisation must be honest, reliable and hard-working. They must lead the project for the benefit of the whole community. Wherever possible, involve the local government Councillors and officials in the project—their role is a vital one.
- 4. Be very clear about what the project will do for the community.** Make sure that everyone agrees what the project will do. Set clear goals which everyone understands and shares. Make sure the goals are realistic—don't try to do things which are impossible. Make sure that all other partners from outside—like government, NGOs and private business partners—understand your goals.
- 5. Be clear about the different kinds of benefits.** Some benefits will come quickly. Others may take many years to achieve. Most people will be more interested in the quick, short-term benefits—especially the monetary benefits. But it is important to clearly explain to everyone what the longer term benefits can be. These include:
  - a better place to live—the soil, water, plants and animals will be protected for you and for future generations
  - education and skills training for members of the community
  - better co-operation in the community, and with outside partners
  - better ways of using the land
  - more ways to earn a living

- more support from outside—including from government, donors and NGOs
- secure ownership and use rights of the land and resources
- protection of the land against threats from outside
- access to loans
- the strengthening of cultural and spiritual values and traditions.

Getting all these benefits will not come easily—it will mean a lot of hard work by the organisation and by the community.

- 6. CBNRM won't solve all the problems in the community.** CBNRM can bring a lot of benefits to the community, but it can't solve all the problems. It can't, for example, give everyone jobs. Everyone should understand this clearly—otherwise they will be very disappointed. CBNRM is just one of the ways that can help to solve these problems. People need to carry on doing their work as usual. Over time, CBNRM projects will provide some new opportunities.
- 7. Some people will contribute more than others—they should be properly rewarded.** Some members of the community will do more than others in the project and they should be properly rewarded for this. Also, because CBNRM will bring changes to the way people do things, some people might even lose some of their income. For example, people might not be able to take as many fish from the sea, or as much wood from the forest. These people should receive compensation—maybe by getting work in the project. Make sure everyone understand this right from the start—otherwise there may be conflict later.

- 8. Expect conflict.** In any group of people, especially when there is money or other benefits involved, or there are rules about how much of the resources people can use, there will be conflicts between people. Be prepared for these, and try to deal with them before they become serious. Keep people informed at all times and listen to their complaints and problems. Deal with people fairly.
- 9. Make sure that everyone knows what their duties and responsibilities are.** Hold regular meetings to ensure that everyone knows what they should be doing. In your organisation's constitution, clearly say what each person's duties and responsibilities are.
- 10. Keep everyone informed.** There must be good communication between everyone involved at all times, both inside the community and with outside partners. This can happen in regular meetings and report-backs, in workshops, in newsletters and public notices—and even in your day-to-day conversations with people. Tell people what is happening and listen to their views and opinions. This will help you to deal with problems before they grow into major conflicts.
- 11. Let people know that they are part of a global community.** CBNRM programmes are happening all over the world, not just in your village. Tell people about this—your partner NGO will be able to give you more information. People should also know about the South African laws and policies which affect CBNRM, and the agreements that the South African government has signed with the international community. These agreements say that South Africans will work to protect our natural resources and improve the lives of the people who use these resources.



## PART 6

# ELEVEN WORKING GUIDELINES FOR CBNRM PRACTITIONERS



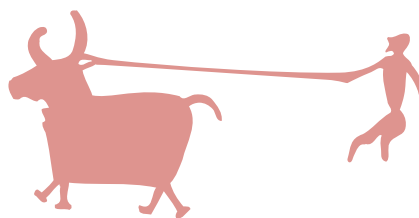
Practitioners are people who work with CBNRM projects on a daily basis and have the skills to assist with setting up CBNRM projects. This includes people working in NGOs, donor agencies, researchers and officials in government departments concerned with CBNRM. Their job is to assist communities to set up and run their CBNRM projects—to facilitate. These guidelines are specifically for you.

- 1. Many ways of earning a livelihood.** Communities have many different ways of earning a living from their land and resources. This is very important—it means that in difficult times they do not have to rely on just a few ways of meeting their basic needs. You must make sure that people continue to have a variety of sustainable ways of making a living. The CBNRM project must add new opportunities for people.
- 2. Manage and monitor natural resources carefully.** The 'natural resource base'—the land, water, plants and animals—is the very heart of a CBNRM project. If this base is destroyed, there can be no CBNRM. Before any CBNRM project can begin, you need reliable, accurate information about the resource base and how the resources are used (what is used, what it used for, who uses it, how much and how often is it used). You also need to know the production potential of the ecosystem—how much of the resources can be used before there will be damage to the system.

Develop a management plan and remember that local people are central to the plan and must be involved from the very beginning. Start with a basic, locally-developed plan, set of rules and constitution, and build on these. Get specialist advice but make sure the plan meets local needs. Plan to put back some of the income from CBNRM projects into maintaining the potential of the natural resources. Experience has shown that 10% to 20% of income is usually suitable. The exact amount will vary from resource to resource and from project to project.

- 3. Recognise that every CBNRM project is different.** You cannot always apply what you have done in one CBNRM project to another project. Understand the local conditions and circumstances and adapt your approach to facilitation accordingly. Local people have their own ways of doing things—respect this and learn how to work with it. Establish local rules and codes of conduct that people agree to. At the same time, be aware of national, provincial and local policies and strategies and use them to your advantage. There is no blueprint for CBNRM. Apply the lessons learnt from past experience, and monitor regularly.
- 4. Build the local organisation.** The community owns the CBNRM programme. The community's own CBNRM organisation must do the administration and make decisions. If possible use an existing organisation. But if there isn't a suitable, strong local organisation, a new CBNRM organisation must be set up. One of your main roles is to provide capacity building—to assist the local organisation with proper support and training to carry out its duties. Your support needs to carry on for as long as it takes to build a strong local organisation that can successfully manage the CBNRM project.

- 5. Make sure that CBNRM brings real benefits, now and later, to local people.** The benefits of CBNRM to local people must at least be equal to the costs involved in running a CBNRM programme. Local people lead busy lives, and land is in short supply. They will not be prepared to give their land and their time to CBNRM unless there are obvious, direct benefits to them. Make sure any CBNRM projects have a proper business plan and a reasonable chance of success. This includes ensuring that there is a market for the goods produced or services offered by CBNRM projects. The plan should also include quality control—poorly-made goods will not sell!
- 6. Use skilled facilitators and other supporters and advisors that you can trust every step of the way.** The aim is for local people to run the CBNRM project without outside facilitation and support, but this can take a very long time. In some cases, specialist services (such as marketing) may always be provided by an outside partner. This happens in many business situations. Wherever possible involve local people with skills and where there are no local skills available, plan to transfer the necessary skills to local people as soon as you can.
- 7. Make sure the right people are involved in CBNRM.** Involve people with skills, enthusiasm and the ability to work well with others. There should be a "champion" or leader for every main task in the project. This should be the case in the community organisation and with outside partners like government departments and NGOs. Where possible, build local leaders—give inexperienced people responsibilities and the training and support they need.



- 8. Expect conflict and power struggles, and plan for this from the start.** Every community has its power struggles. You need to understand the power politics in the local area so that you can deal with any conflicts when they happen. You can expect conflicts at any stage of a CBNRM programme but especially when it starts to deliver benefits. In your planning, anticipate possible areas of conflict and build in conflict management and resolution mechanisms that everyone agrees to follow.
  
- 9. Build alliances with outside partners and work hard at maintaining them.** Work with other organisations in government and the private sector, and make space for them. Make sure they also benefit from working with you, but be aware that this can create new problems. If outside partners are involved in key aspects of the project, such as harvesting the resources, work closely with them to manage and monitor their activities and show communities how to deal with these partners.
  
- 10. Budget realistically.** CBNRM projects involve joint management. Joint management costs more, and takes longer, than normal management. This is because extra time and money is needed to make participation and collaboration work. But it is more effective in the long run, especially in community projects. You need to make sure you budget for these extra costs.
  
- 11. Be open and honest.** Spend a lot of time on negotiations and if there is disagreement, try to find honest solutions that can work for everyone. But don't be soft on groups who push their own interests. Explain the project clearly to everybody right from the start. Encourage openness, questioning and debate at all times. Make sure that everyone's contributions are taken into account in future planning.

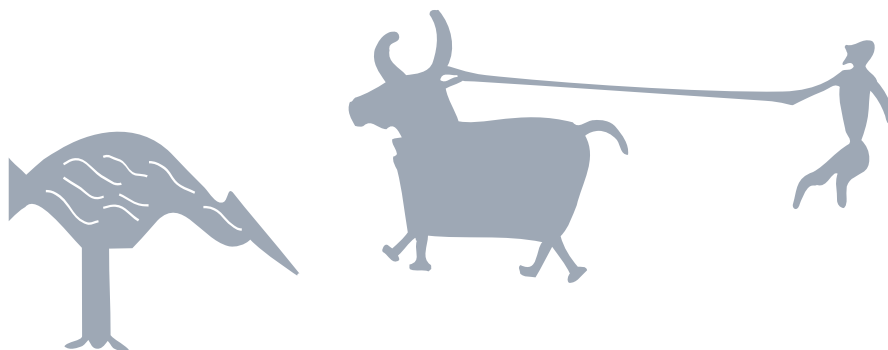
## PART 7

# THIRTEEN WORKING GUIDELINES FOR POLICY MAKERS



Policy makers are the people in government who develop the laws and policies that concern CBNRM. These guidelines are for you.

- 1. Involve the communities and be open to new approaches.** Involve communities at an early stage in policy development. They after all are the users and protectors of the natural resources. Where possible, include local and traditional knowledge into policies. Be prepared to make changes to policies if experience on the ground shows that changes are needed.
- 2. Policy papers must be easy to understand and easy to get hold of.** Make sure that policies are written in plain language. Copies of policy documents should be available to anyone involved in the CBNRM project. Where possible, translate documents into locally-used languages.



- 3. National and provincial policies should provide the basis for local rules.** It is especially important that CBNRM projects are linked to local and district IDPs, because the IDP brings together all local development efforts. The IDP also takes into account national and provincial laws, policies and programmes. For this reason, the local municipality should work closely with the local CBNRM programme. Ideally the local council should set up a CBNRM committee or working group to work with the local CBNRM organisation. After this, leave room for local people to make their own regulations, using local knowledge and customs.
- 4. Aim to eventually hand down authority to the resource users themselves.** Once the local CBNRM programme is up and running, and has the necessary skills and training, authority to manage the resources should be handed over to the programme. Give people long term security and rights to resources and land. People need to know that their rights to land and resources are secure before they will give time and money to managing their resources.
- 5. Include everyone who will be affected by CBNRM.** Everyone who is affected by the management of local resources needs to be involved in the CBNRM project. This includes traditional leadership in areas where they have influence.
- 6. Each department must ensure that laws, policies, and local agreements are obeyed.** Departments should monitor CBNRM programmes to make sure laws and policies are being followed. They should also monitor the work of departmental officials to ensure that they are performing their duties properly.

- 7. Policies must have teeth.** Appropriate fines and other penalties must be imposed when rules are broken. The penalties should get stricter for repeated offences. Officials on the ground should be allowed to use their better judgement when applying the law. Recognise that each situation is different.
- 8. Set clear conditions for handing over authority.** The community should know what they have to do in order to be given the authority to manage the natural resources. These conditions include: having an elected management authority; establishing a legal entity such as a Trust, Communal Property Association or Section 21 company; showing that they have the necessary management skills and capacity; and having a monitoring system in place. Outside technical assistance should be provided so that communities can satisfy these conditions.
- 9. Build capacity.** Identify and make full use of existing channels for funding training so that training in needed skills can be provided to local users of resources to manage their own resources. In your planning make sure that funds are allocated to appropriate training. Training might also be necessary for local municipal officials so that they can provide the necessary support to the CBNRM programme.
- 10. Break down barriers between departments.** Each department or agency should be clear about what its role is in CBNRM. In order to co-ordinate inter-departmental CBNRM-related activities, multi-stakeholder forums should be established with representatives from all the key stakeholders. These can be ad hoc forums or committees—set up for particular projects or programmes and dissolved once they have achieved their particular objectives.

- 11. Get hold of the right information before signing formal agreements.** Before signing agreements with CBNRM projects, government departments must make sure that the projects are economically sound and that there will be real natural resource conservation benefits. You must ensure that the project is indeed a CBNRM-type project.
- 12. Make it easy for communities to gain financial benefit from CBNRM.** Government can take steps to make it easier for communities to earn money through CBNRM programmes. For example, saleable assets can be transferred to the communities; the communities can be given permission to issue permits or give leases to outside groups (such as a private businesses) to use resources under certain conditions. Watch over the legality and sustainability of such agreements between communities and the private sector.
- 13. Guarantee non-financial benefits.** Non-financial benefits are also important to CBNRM programmes. These can include:
- Legal protection of land against outside threats
  - Technical support for local people's management activities
  - Facilitation services
  - Access to loans and other capital
  - The strengthening of cultural and spiritual values.





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