

# CM NEWS

NEWSLETTER OF THE IUCN

COLLABORATIVE MANAGEMENT WORKING GROUP

No. 4, September 2000

## CMWG ALIVE AND KICKING!

by Yves Renard

This is the fourth issue of the newsletter of the Working Group on Collaborative Management, and it brings to you a number of messages. The first is that, in spite of the many obstacles placed on its path over the past three years, our Working Group is very much alive. It brings together a wide range of people who are, in various ways, at the forefront of the search for more equitable, just and sustainable approaches to natural resource management and conservation worldwide. On the eve of the IUCN General Assembly, the Working Group has laid the foundation for an expansion of its work. It therefore hopes that IUCN will find it possible and desirable to embrace that work, as part of a larger process aimed at placing people and their aspirations at the centre of its development and conservation agenda.

The second message is that, after a process of consultation with CMWG members, I have asked Dr. Grazia Borrini-Feyerabend to join me as co-chair of the Working Group. Dr. Borrini was, as we all know, at the origin of the formation of the group, which she had conceived as a network of professionals who would play a central role in the implementation of an ambitious and creative programme on Collaborative Management. The programme had been developed within IUCN, under her leadership and guidance, and it was formally adopted by the Montreal Congress in 1996. For reasons that remain largely, incomprehensible to most of us – but which we hope will be formally clarified and explained at the upcoming General Assembly – the CM programme adopted in Montreal was almost entirely

abandoned by the IUCN Secretariat. Dr. Borrini however managed to keep the flame burning, and she has devoted an enormous amount of energy over the past few months to do all that was needed to revitalize our group – including the co-ordination of this issue of the newsletter. As co-chair, she will be in the best position to facilitate the current process of transition, especially as I have decided to step down at the time of the Amman Congress. I would like to urge all the members who are in a position to do so to attend the CMWG meetings scheduled at the Amman Congress (times and places will be regularly posted on notice boards located in the registration area) beginning with the CEESP meeting scheduled at 9.00 a.m. on October 3 in the Ya Halla Hall, Room SC120 in the Sports City Complex.

The third message, and possibly the most important, is one that will be obvious to all who read this bulletin. All over the world, there are many innovative and positive experiences, which demonstrate that equity and sustainability cannot be achieved without policies and instruments that guarantee the rights and responsibilities of all stakeholders. It is the mission of our Working Group to contribute to the development, testing and dissemination of these policies and instruments, and I look forward to our working together in the achievement of that mission.

*Yves Renard, yr@candw.lc, is the Executive Director of the Caribbean Natural Resources Institute and a CMWG Co-chair.*

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This issue of CM News was edited by **Grazia Borrini-Feyerabend**; production assistants **Erika Spanger-Siegfried, Tellus Institute,** and **Ann Whittier, River Street Design**



Participatory mapping by a focus group of male community members in Mount Kilum, Cameroun.

## COLLECTIVE LEARNING ON COLLABORATIVE MANAGEMENT OF NATURAL RESOURCES IN THE CONGO BASIN : THE FIRST LESSONS

by Jean-Claude Nguinguiri

Several countries of the Congo Basin have agreed on working with co-management approaches towards the sustainable management of their natural resources. Their main challenge has been “how to do it?” The German Technical Cooperation Agency (GTZ), the IUCN Regional Office for Central Africa, and the Collaborative Management Working Group (CMWG) have been working to provide answers to the question. In 1998, they entered into a partnership to develop and implement the project *Collaborative Management for the Conservation of Nature in Unstable Socio-Political Conditions: Learning by Doing in the Congo Basin*. As the name suggests, the project emphasises a learning process. It has two main objectives:

- Improving the performances of about ten field initiatives operated by GTZ and IUCN in Cameroon, Congo Brazzaville, the Democratic Republic of Congo and the Central Africa Republic. The initiatives (called CM learning sites) have formed a network and the project coordinator facilitates the exchange of experiences, the circulation of information, the monitoring of the CM process and the provision of technical support to all of them.
- Distilling lessons learned from the field practice and translating them into policy recommendations.

At the beginning of the Collaborative Management Project, the staff from the CM learning sites was generally not enthusiastic. They saw the project as a further demand for time and effort from them. Over time, however, they realized that the project also brought to them a variety of resources (information, training, exchange of experiences, punctual technical assistance), which greatly helped

them improve their performance. After the first technical assistance missions and after the first meeting of the network of CM learning sites (June 1998) the perception of the members in the network changed into an overwhelmingly positive one.

The meetings of the members of the network are key steps in the group learning process. Each site presents its own experience with focus on a specific topic (e.g. negotiation processes, conflict management, monitoring and evaluation techniques, social communication) and the group discussion allows members to identify common problems and explore possible solutions. The presence of CMWG members as resource persons helps in filling the gaps and illustrating specific methods and tools of relevance. The meetings usually include some field visits and joint planning sessions. These regular meetings allowed the members of the network to develop a common language on co-management issues and a common vision on the key steps it entails— a vision re-discussed and pursued in practice in each learning site.

A workshop in December 1999 was dedicated to taking stock on the lessons learnt from the implementation of co-management processes in each sites, which indeed had begun to make some waves. While some sites reported being still in the first co-management phase (organising and preparing for the partnership), several others were fully in the second one (negotiating agreements) and had already succeeded in developing new institutional arrangements (co-management plans and joint management bodies). Here are some of the key lessons discussed during the workshop:

- An effective co-management process takes good care of social

## RESOURCE MANAGEMENT IN THE CONGO BASIN. . .

communication issues. What do people understand by the term co-management? What does it mean for them? The various social actors need exhaustive information and full transparency on the steps of the process and the decision-making procedures.

- The mobilizing effect of a co-management process does not depend on the quality of the relevant communication and negotiation activities only. Many stakeholders become active only when they perceive that co-management brings about “new resources” for their benefit.
- The legal context on co-management is generally vague and unclear. The existing laws do not generally foresee the establishment of any multi-party body for the management of natural resources. Yet the very processes nurtured at the level of the project’s learning sites exploited every nook and cranny of the legal system and facilitated the emergence of new and legitimate institutional arrangements. The lack of specific rules on the matter may even offer the opportunity to develop such rules on the basis of concrete experiences and field lessons.
- The patrimonial mediation approach is appropriate to facilitate the negotiation of management agreements. In the context of the Congo Basin, however, the ritualization of the long-term patrimonial objectives works only when it is done together with concrete agreements on short term ones. The broken promises of political parties have made people cynical about pledges and rituals!
- Once the stakeholders are mobilized, the dialogue is engaged and

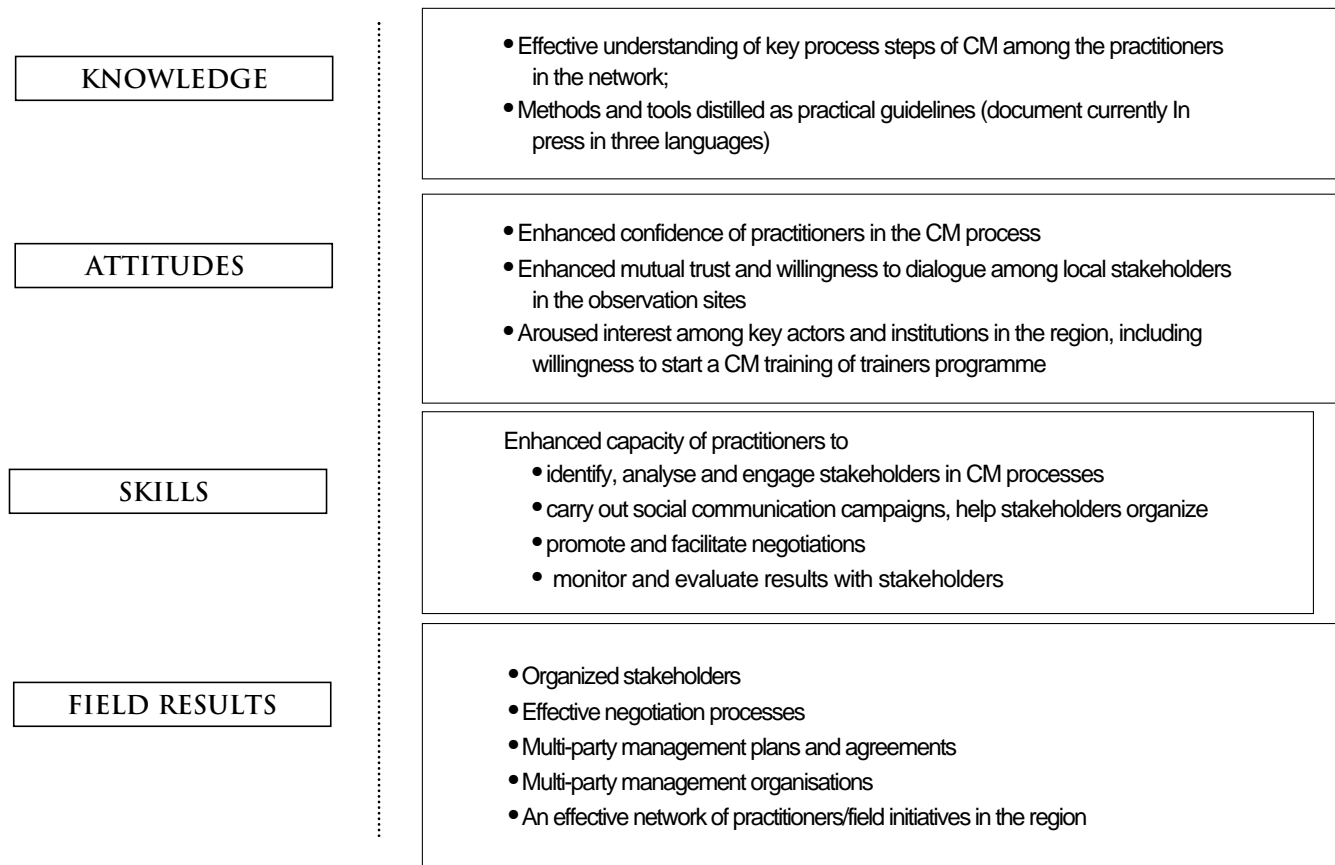
negotiations are initiated, it is often important to devise a pluralist management structure. Venn Diagram exercises are frequently used to determine who should be the members of such a structure. This is a fine approach, provided that the structures are not then created from the blue. Rather, they should emerge from the on-going interaction and mediation among social actors.

- The management authority developed through a multi-party negotiation process draws its legitimacy from pre-existing governments and traditional institutions, which it joins but it does not make disappear. Such an authority can only play its role if the actors who make it up can successfully negotiate a share of power from the pre-existing institutions. Because of this political dimension, the effectiveness of the new institutions depends on the quality of the negotiation process that generated it.
- The multi-party management bodies at the local community level or above should be rendered as much as possible autonomous, in particular with respect to recurrent costs. In addition, more and better attention should be given to the local, traditional institutions for natural resource management.

The collective learning process continues. Guidelines have been distilled (see the section on new CM books in this newsletter) and they are about to be used for a programme of training for trainers in the region. Capitalising lessons for new and better policies is the main challenge the project will face up to the end of 2001.

*Jean-Claude Nguinguiri (cogestion.iucn@camnet.cm) is the Coordinator of the project described in this article and a CMWG member. (This article is also available in French from the author.)*

### CO-MANAGEMENT PROJECT IN THE CONGO BASIN — A SCHEMATIC SUMMARY OF PRELIMINARY RESULTS



# TOWARD AN IUCN CO-MANAGEMENT PROGRAMME IN ASIA ... FURTHER STEPS

by Ashish Kothari

In May 1998, a workshop on "Collaborative Management of Protected Areas in Asia" was held in Chitawan National Park, Nepal. This was organised jointly by IUCN Nepal and King Mahendra Trust for Nature Conservation (KMTNC), in association with Department of National Parks and Wildlife Conservation (DNPWC), Nepal, the World Commission on Protected Areas (WCPA), and the IUCN Co-Management Working Group (CMWG). The proceedings of this workshop, edited by Krishna Prasad Oli, have been published in late 1999 as *Collaborative Management of Protected Areas in the Asian Region*, by IUCN Nepal.

At that workshop, itself an outcome of previous consultations and meetings held in various parts of Asia, one of the major recommendations was to plan a 3- to 5-year process of strengthening and enlarging CM activities and policies in the region. A core group of people were given the responsibility of fleshing out a proposal for such a process. Unfortunately, the project proposal finalisation took much longer than expected, and it was only in the middle of 1999 that a final draft emerged and has been sent out to potential funding organisations. The proposal, *Strengthening Collaborative Management of Protected Area Landscapes in Asia*, focuses on three aspects: strengthening the capacity for co-management, documenting and analysing co-management initiatives, and advocating supportive policies for co-management.

Meanwhile, progress towards CM is already considerable in many countries. In a study sponsored by the International Institute of Environment and Development (IIED), a group of individuals have put together a detailed assessment of the status of community-based conservation (CBC) and CM approaches to conservation of bio-diversity and wildlife, in South Asia. Over a period of two years, country-wide assessments, participatory case studies, and thematic reviews, all by project partners in respective countries, were undertaken for this study. An overview report, titled *Where Communities Care: Community Based Wildlife and Ecosystem Management in South Asia*, by Ashish Kothari, Neema Pathak, and Farhad Vania, was co-published by IIED and Kalpavriksh in April 2000. In addition, monographs of nine case studies of CM and CBC sites, and a detailed Resource Guide containing lists of persons/organisations, resource material, and laws/policies are also being published.

In March 2000, the IUCN South Asia Sustainable Use

Programme organised a regional (south and south-east Asia) workshop on community-based natural resource management, including wildlife conservation. This was held in New Delhi, prior to the Regional Conservation Forum of IUCN. Potential follow-up to these involves networking on community-based conservation issues and the publication of a series of case studies from various countries of the region.

In early 2000, a newly-formed IUCN Inter-Commission (WCPA and CEESP) Task Force on Local Communities and Protected Areas (TFLCPA) initiated its work. Composed of members from various parts of the world, and coordinated from India, the TFLCPA hopes to work on the following: furthering the discussions and understanding of community-based and co-management approaches to protected areas (PAs) including a debate on categories, (see below),

gathering databases on the issue from various countries, collating and analysing best practices and failures to learn lessons, and preparing for a major workshop on the theme at the World Parks Congress 2002. An informal meeting of the TFLCPA is planned at the IUCN Amman Congress this October.

The idea of an alternative category of community-conserved areas (CCAs), in addition to officially protected sites, has also become a

prominent part of the discussion in South Asia and other countries. Whether this would best fit under one of the existing IUCN categories (V/VI?), be taken as an independent category altogether or, in fact, be seen as an approach to permeate all existing categories, is under debate. The TFLCPA is carrying this forward. However, the first step is to document such CCAs, an activity rarely carried out so far. In a bid to plug this gap in India, Kalpavriksh has just embarked on the preparation of a Directory of Community Conserved Areas in India. It is also in touch with groups and individuals in other countries who may want to take up a similar exercise, and has been given a seed grant from the IUCN Co-Management Working Group to develop the idea for South Asia as a whole. WCPA South Asia is planning a major workshop in November in Nepal, which will include a strong thrust towards CM and CBC approaches.

*Ashish Kothari, ashish@nda.vsnl.net.in, is the Coordinator of the IUCN Task Force on Local Communities and Protected Areas and a CMWG member.*

*The idea of an alternative category of community conserved areas, in addition to officially protected sites, has become a prominent part of the discussion in South Asia and other countries.*

# STRONGER LINKS BETWEEN COMMUNITIES AND PROTECTED AREAS IN KWAZULU-NATAL, SOUTH AFRICA

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by Trevor S. Sandwith

Local community forums for protected areas have for many years been an important point of contact between nature conservation managers and the people living in and around parks in KwaZulu-Natal. As one of the elements of nature conservation policy and strategy of the parastatal KwaZulu-Natal Nature Conservation Service (NCS), this has involved the development of interactions and partnerships through which the NCS and communities engage in co-defining and realizing nature conservation value and opportunities. Over the past ten years, community conservation programmes have expanded exponentially. Conservation managers and local communities initiated and supported an enormous variety of programmes, involving resource use, community development, bio-diversity education and tourism partnerships.

South Africa's transition to democracy and the removal of the imbalances of the past has given further impetus to programmes that concern parks and people. In particular, a primary thrust of government policy is to democratize the state and society, and involve people in decisions that affect their everyday lives. An important aspect of this is the restitution of land rights lost to racially discriminatory laws. The development of a new law establishing the NCS in 1997 offered an opportunity to strengthen this relationship between parks and people, and the concepts of statutory Local Boards for protected areas and of a Community Trust were introduced.

Appointed by the Minister of Environmental Affairs, after a public nomination process, the objects of the Local Boards are to promote local decision-making regarding the management of nature conservation and heritage resources within protected areas, as well as to promote the integration of the activities of the protected area into that of the surrounding area. The powers of the Local Boards are circumscribed by the policies, norms and standards determined by the KwaZulu-Natal Nature Conservation Board, which is responsible for bio-diversity conservation throughout KwaZulu-Natal, including areas which fall outside of protected areas.

The most important mechanism whereby the Local Boards will influence decision-making is through their powers to compile and monitor the implementation of management plans for protected areas. These management plans must, among other things, promote the development needs of the

people living in or adjacent to protected areas, promote educational programmes, and determine local policies including resource management and zoning, the development of eco-tourism, and scientific research.

After a lengthy communication and preparation phase, the Minister has now appointed the first four Local Boards, and a process of capacity-building and initiating their work has begun. One of their most important functions is to manage the disbursement of funds from the Community Trust. This fund was established in 1998 to ensure that communities living adjacent to protected areas benefit directly from tourism activities. Each visitor is required to pay a community levy upon entry to the parks and, in the first two years of operation, the capital raised has exceeded US\$1.2 million. The Local Boards are responsible for receiving proposals for the use of these funds, and payments made to date have contributed to the building of additional classrooms at a school, the establishment of a crèche, the construction of a community hall, and the development of a heritage site.

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The latter project is the result of the settlement of a land claim over a component area of the Greater St. Lucia Wetland Park World Heritage Site. The Land Claims Court awarded the claimant community restitution following their loss of rights of beneficial occupation. Because restoration of the land could not be considered, the proceeds of the Community Levy will accrue to this community in perpetuity, and a

heritage site will commemorate their former occupation and contribution to the global heritage. In another park, ten traditional authorities have pooled their levy to invest in an equity share in a tourism development, which will also create employment in an area where there are few other economic opportunities.

The introduction of these structures for community governance and participation will no doubt be a challenging and interesting phase of nature conservation development in South Africa, and will, it is hoped, contribute to greater social equity and sustainability for protected areas.

*Trevor S. Sandwith (trevors@kznnncs.org.za) is the Head of Conservation Planning for the KwaZulu Natal Nature Conservation Service and a CMWG member.*

# RENFORCEMENT DES CAPACITÉS DES BAKA POUR LA COGESTION DES RESSOURCES NATURELLES AU CAMEROUN

par Léon N'kantio

La réserve de faune du Dja (RFD) représente la plus grande aire protégée du Cameroun avec une superficie de 526000 hectares. Elle a été érigée en Réserve de Biosphère en décembre 1981, puis en Site du Patrimoine Mondial en décembre 1987. Au Cameroun elle est classée unité technique opérationnelle (UTO) de première catégorie depuis avril 1995, et cela signifie qu'elle bénéficie des mêmes attentions que les parcs nationaux.

Depuis son existence, l'État a toujours utilisé l'approche répressive pour la protéger. Cette approche consiste en recrutement des éco-gardes ou en renforcement des capacités des services techniques assermentés à mettre en œuvre des patrouilles pour saisir les produits de chasse des braconniers. Ces derniers sont souvent traduits en justice et pénalisés selon la législation en vigueur. Cet approche a bien montré ses limites : depuis son application aucun résultat durable n'est perçu (dès que les gardes-chasse s'éloignent, les braconniers multiplient leurs actions) et les autorités administratives (et certains décideurs nationaux) sont les plus impliqués dans le braconnage. De plus, l'État n'a donné aucune responsabilité aux populations riveraines de l'aire protégée pour la contrôler ... pourtant ce sont elles qui maîtrisent mieux le milieu érigé en aire protégée. Aujourd'hui il est plutôt question d'impliquer les populations à la protection des ressources qui les environnent au lieu de procéder par leur exclusion. Dans d'autres mots, on devrait mettre en place des systèmes de gestion participative. Cette approche consiste à préparer, négocier, signer et mettre en œuvre des accords de gestion entre plusieurs partenaires, mais surtout entre les populations locales (qui vont valoir leurs intérêts et leurs aspirations) et l'État, propriétaire présumé des ressources naturelles.

Dans la région concernée par la Réserve de Biosphère du Dja, il existe deux groupes ethniques socio-économiquement disparates : les Baka et les Bantou. Les Baka, (parfois appelés « Pygmées » par les étrangers) constituant pourtant 60 % de la population totale, sont fort marginalisés et donc défavorisés autour d'une éventuelle table de négociation des accords de gestion des ressources naturelles, au contraire de leurs concitoyens Bantous. En effet, le groupe ethnique Baka s'est sédentarisé depuis les années 60 sous la pression du gouvernement camerounais qui voulait simplifier son administration en les amenant à se fixer à proximité des villages Bantous. De cette sédentarisation sont nées les multiples relations d'assujettissement des Baka. Ainsi :

- les Baka ne disposant pas de champs en tant que tels, sont obligés à travailler chez leurs voisins Bantou pour se procurer les denrées alimentaires ; cette dépendance s'est développé au fil des temps et se perpétue à nos jours ;
- les Baka ne sont pas propriétaires du village et des terres qu'ils occupent. De plus, leur chefferie ne sont pas officiellement reconnues et leur chef de campement est sous l'autorité du chef Bantou dont le village accueille le campement ;
- les besoins en produits de marché (sel de cuisine, objets de

quincaillerie...) exprimés par les Baka ont été fort accrus à cause de la sédentarisation;

- la notion d'assujettissement des Baka s'est transformée en une sorte d'esclavage qui apporte aux Bantou une main-d'œuvre à très bon marché pour entretenir et agrandir leurs plantation ;
- le libéralisme économique qui implique le désengagement de l'État de la gestion des activités économiques en général, et celles du monde rural en particulier, laisse entrevoir le déclin de ce peuple au regard de certaines contraintes qui sont spécifiques : leur analphabétisme, leur indisponibilité en facteurs de production agricole (terre, outils, semences, ...), leur faible structuration qui ne leur permet pas de prendre en main les responsabilités dévolues avec la nouvelle dynamique économique.

Dans ce contexte, le groupe ethnique Baka se trouve défavoriser à la table de négociation sur la gestion des ressources naturelles. Son concitoyen Bantou ne peut évidemment pas le représenter pour faire valoir ses intérêts et aspirations lors de la signature des accords de gestion des ressources naturelles qui les environnent. Donc, il faut renforcer les capacités « socio-économiques » des Baka avant de pouvoir mettre en œuvre n'importe quel type de gestion participative. Oui, mais comment ?

Une tentative intéressante est en train d'être menée à bien par l'ONG pour le Développement Durable de l'Est Cameroun (DDEC). Il s'agit d'un projet pour la mise en place d'un fonds de roulement pour la gestion des produits de première nécessité (sel de cuisine) par les comités de gestion villageois (CGV) des campements Baka. La gestion de ce fonds a offert aux Baka une expérience d'apprentissage en gestion financière et aussi une expérience à propos des événements corrélés, par exemple la signature de documents.

Après l'identification d'un besoin de première nécessité par les populations (le sel de cuisine), il a été question de former les membres d'une structure de gestion identifiés par les Baka eux-mêmes et de leur mettre à la disposition un fonds de roulement en nature en suite géré par eux-mêmes.

Les populations Baka se sont engagées à mettre en œuvre et suivre quotidiennement les activités planifiées, choisir les membres du bureau du comité de gestion, décider du pourcentage de rémunération du magasinier-vendeur, décider du produit de première nécessité à diversifier et de l'activité génératrice de revenus. Le DDEC s'est engagée à apporter un appui financier constituant le fonds de roulement du village, apporter un appui technique (formation des membres du bureau de gestion sur les aspects de gestion simple, de suivi/évaluation et facilitation sur la diversification des fonds de roulement à partir des revenus générés), faciliter la mise en place d'une structure Baka de gestion et de mobilisation des fonds dans toute la région, faciliter la mise en contact des comités de gestion avec un opérateur économique détenteur d'un moyen de locomotion ou propriétaire d'une boutique

## RESSOURCES NATURELLES AU CAMEROUN . . .

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en ville pour approvisionner les villages en produits de première nécessité. Les engagements sont consignés sur papier et signés par les deux parties. Ceci fait que les Baka s'accoutument à la formalisation des engagements (au même titre que la signature éventuelle des accords de gestion des ressources naturelles).

Parmi les résultats déjà atteints on constate la réduction de la dépendance des Baka vis-à-vis des Bantou, la réduction de l'économie de troc qui sévit dans la région en défaveur des Baka, et la responsabilisation des Baka à la gestion des biens de leur communauté. On a aussi appris quelques leçons sur le terrain, par exemple le fait que la gestion des fonds de roulement a généré des conflits dus à la mauvaise gestion des membres de bureau. Ayant joué le rôle de facilitateur, le DDEC a appris le mode traditionnel de gestion des conflits par les Baka. Cela pourrait être valorisé lors de la négociation et signature des contrats de gestion des ressources naturelles.

Finalement, on doit mentionner qu'on a travaillé avec des contraintes matérielles, tels que la manque de moyens de transport pour le suivi et évaluation régulière des activités de la part du DDEC, et des contraintes culturelles tel que la difficulté d'appréhension des notions de gestion des biens communautaires par les membres de la structure de gestion (qui en ont utilisé à leur propre fin) et le faible pouvoir d'achat des Baka. Ce dernier point implique que le DDEC peut avoir influencé de manière externe le choix des structures de gestion, au lieu d'aider les communautés elles-mêmes à trouver une solution adéquate basée sur leur propre tradition de gestion.

*Léon N'kantio (nkantio@yahoo.fr), Délégué du DDEC, est membre du CMWG.*

## LEARNING-BY-DOING IN CO-MANAGEMENT FOR THE CLASSIFIED FORESTS OF GUINEA CONAKRY

by **Martin Bush**

In many countries in Francophone Africa and in Madagascar, classified forests (forêts classées) cover a much larger area of natural forest than National Parks and other protected areas. For instance, Madagascar has 154 such forests covering about 2.65 Mha., while the Republic of Guinea has 160 classified forests with a total area of 1.24 Mha. Although originally gazetted with the aim of conserving forest resources for future exploitation, classified forests are now important reservoirs of bio-diversity and environmental capital. Yet, classified forests have been largely neglected by Forestry Services which, in most cases, have been unable to provide even minimum levels of management supervision. With no *de facto* regulatory system in place, communities have tended to intensify and extend customary usufruct rights, encroach further into the area, and continue with activities such as slash-and-burn agriculture and intensive hunting which have severely degraded both habitat and bio-diversity.

Recent initiatives in Guinea Conakry have promoted a collaborative management approach to the management of classified forests. The first classified forest managed under a co-management approach was Nialama, which covers 11,000 ha of semi-intact natural forest in the Lelouma prefecture in the Fouta Djallon region of Guinea. The communities each elected four members (including an elder, a young person, a woman, and a person from a group which actively exploits the forest) to an inter-village association, which in turn elected a Forest Committee with 21 members. Such Forest Committee represented the communities in a partnership with the national forestry service (*Direction National des Eaux et Forêts* — DNEF). After several years of study, the management plan for Nialama was prepared in 1996 by some consultants in collaboration with both the Forest Committee and the DNEF. This plan was approved by the DNEF over a year later, and a formal contract was signed by the two parties in early 1999. Zoning maps (for agriculture, bio-diversity protection, timber production, fallow ground, etc..) have only recently been finalised, as the required level of detail was not provided in the management plan.

The experience with the co-management process in Nialama showed that the process was much too long and onerous, and that a more streamlined and pragmatic approach to co-management was needed. In addition, it is now proposed that the forests are managed more as managed resource protected areas

(IUCN category VI) than simply as forests—an approach placing a great emphasis on the multiplicity of ways of managing resources so as to conserve habitat and bio-diversity while providing significant benefits to the local communities.

The co-management approach currently in operation for two additional classified forests (Souti Yanfou and Bakoun, with areas of 10,000 and 18,000 ha. respectively) has eight stages (not necessarily consecutive, as steps 1 and 2 can take place in parallel, as can steps 3 and 4):

1. **Initial survey of the resource base**
2. **Analysis of stakeholders**
3. **Community organization**
4. **Baseline technical studies**
5. **Preparation of management plan**
6. **Environmental Impact Assessment**
7. **Developing and signing the co-management contract**
8. **Implementing management plan**

The project taking the lead on promoting the co-management process at the present time is the Extended Natural Resource Management Activity—funded by USAID and executed by the Winrock International Institute for Agricultural Development. Six national NGOs currently work with the project, the intention being that they will eventually be able to initiate and manage the process without assistance.

The management structure remains based on the concept of a collaboration between the two major stakeholders—the communities represented by the Forest Committee and the Forestry Service represented by its various local and national agents. However, one of the difficulties is to agree with the DNEF on their role in the process. On the one hand, it is still a reflexive response on the part of many forestry agents to regard the communities as both irresponsible and subordinate; on the other hand, agents lack both the means and the motivation to manage the resources by themselves, and recognize that substantial community involvement in the management process is essential. The tendency is for DNEF agents to insist on directing the initial stages of the process, and then to leave the implementation to the communities while retaining a supervisory role. A genuinely collaborative approach to working together has yet to be fully achieved in this respect.

*Martin Bush, winrock@eti.net.gn, is Team Leader of the Expanded Natural Resources Management Activity, Guinea Conakry, and a CMWG member.*

# CO - MANAGEMENT OF THE CINQUE TERRE?

by Alessandro Triantafyllidis and Grazia Borrini-Feyerabend

A National Park was created in 1997 to comprise one of the most spectacular and steepest stretches of coastline in North-West Italy: the Cinque Terre. The territory, previously classified as a Park of the Liguria region, comprises five villages facing the open sea. The villages are connected by pathways among olive groves, small patches of *macchia mediterranea* and vineyards cultivated on stone terraces on vertical slopes. At the end of 19 century the Cinque Terre's 1.400 hectares of vineyards were perched on 7.000 km of stone terraces: enough to classify the landscape as a major human efforts in modern history. The hard labour of generations of local inhabitants — fishermen who also managed to shape and manicure the land and create a rich culture of hard-working, proud and earnest people — brought the park to be included as one of the World Heritage Sites of UNESCO. Further study of the seascape allowed also the creation of a joint Marine Protected Area. Despite such national and international attention, bureaucratic red tape and local conflicting interests coalesced for years to maintain the territory protected mostly "on paper" and in the good intentions of some local administrator. It is only at the beginning of the new millennium that the Park is moving its first steps into reality.

The Park of the Cinque Terre is an appealing example of what the IUCN classifies as category V protected area: the human made landscape, seascape and activities are far its most important conservation goals. It is also a remarkable laboratory for park management in Italy, as the natural resources are for 95% privately owned and very fragmented, and the Park's President has chosen co-management as the approach of choice. Yet, what does his declaration amount to?

The current situation of the landscape is far from ideal. To date, only a little more than 100 hectares are still cultivated and "maintained" by the local inhabitants. This requires keeping the stone walls in good conditions— an effort that can only be carried out by hand. The rest of the landscape is being encroached by the bush and slowly damaged by erosion and landslides. The main current problem is thus land degradation, a phenomenon that has arrived to affect the security and stability of the villages themselves, established upon the sea at the bottom of the steep slopes. Reversing the land degradation trend is the main challenge for the Park Agency. What are the roots of the problem? Among the main ones are village and rural depopulation, wind and sea erosion and the high cost of labour that makes cultivating vineyards in such extreme conditions highly uneconomical. In other words, the maintenance of the landscape cannot be economically sustained without some form of incentives and subsidies. The new source of income is tourism, certainly a great opportunity but also a threat to conservation. Traffic, overcrowding and a flow of transient visitors may indeed further transform the local culture and priorities and accelerate land

degradation.. This would deteriorate the very features that made of the Cinque Terre a renowned tourist attraction in the last decades.

Some people from the local communities have opposed the overall process of designation and implementation of the National Park, and resented the top down imposition of rules. As punctual as the thunder after the lightening, the designation of the "Park" territory generated their fierce opposition. This happened despite the fact that a popular, locally-elected official (a mayor ) was one of the key proponent and staunchest supporters of the Park itself. (He is currently the Director of the Park.) Currently, the challenge is to deal effectively with the visibility, new opportunities and funding brought about by national and international attention. Among the first steps undertaken by the Park Authority to restore the degraded vineyards is the offering for cultivation of 3.000 square metres plots in leasing (comodato) for 20 years to any world citizen who cares about the Cinque Terre and the sustainable use of its land. Cultivation has to follow the methods of organic agriculture and the Park will provide technical assistance for the "new farmers". A three year program, funded by the EU, is starting to introduce the techniques of organic viticulture in the Cinque Terre. This first stage of the project included seminars and field demonstration activities on the methods of sustainable and traditional viticulture open to farmers, hobbyists and "new farmers".

Initiatives such as these demonstrate a sincere and concrete intention to work with the people and not against them. Yet, the effective co-management of the area is still far from the horizon. The Park President has already commissioned the preparation of the management plan to a team of experts from the regional university. It is now hoped that a variety of local and non-local stakeholders will be recognised and given means and avenues to contribute to the plan in concrete ways. This could happen by creating a permanent space where ideas and proposals can be discussed ("la piazza del parco"), by establishing stakeholder groups to study specific management issues and elements ("le commissioni del parco"), by emphasizing the role and authority of civil society ("la comunità del parco") in advising on park management and/or in many other ways. What is important is to break the pattern of top-down designation, imposition and rules. Willingness to experiment, modify rules and maintain management flexibility and a learning-by-doing mode will be required to make of the Cinque Terre an effectively co-managed protected landscape and seascape in the years to come.

*Alessandro Triantafyllidis (trianta@tin.it) and Grazia Borrini-Feyerabend (gbf@iname.com) are independent consultants. Alessandro is a CMWG member and Grazia is CMWG Co-chair.*

# BEGINNING OF A CO-MANAGEMENT PROCESS: THE MALDIVES PROTECTED AREAS SYSTEM PROJECT

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by Lea M. Scherl and Ian J. Dight

A partnership project between the Government of Maldives and the Government of Australia is helping the Government of Maldives to fulfill its commitment to establish a National System of Protected Areas under the Convention on Biological Diversity. Although the country has established a number of protected areas, the current approach to implementing and managing them needs to be expanded and developed. Effective management mechanisms are also lacking. This project will develop and test in “model sites” some culturally appropriate approaches and mechanisms for the establishment and implementation of Protected Areas. The idea is to provide the foundations that can then be replicated more widely in the years to come towards a comprehensive National System of Protected Areas

The project, currently at the end of the inception phase (i.e., “reality checking,”) will develop co-management frameworks for both implementing the project in the short-term and sustaining, in the long-term, the National System of Protected Areas. The first level of discussions and negotiations has been at the national government inter-ministerial level and is very encouraging. We are working under a set of premises that include:

- Acknowledging that an inter-ministerial decision-making process based on consensus rather than unilateral decisions can deal more effectively with complex resource management issues;
- Acknowledging that inter-ministry and inter-sectoral collaboration are needed to tackle the complex task of developing and implementing a National System of Protected Areas;
- Recognizing that the roles, responsibilities and rights of the different players need to be openly discussed and agreed upon, as the benefits of a National System of Protected Areas do not accrue to a single ministry or sector;
- Recognizing that the concept of a National System of Protected Areas is relatively new to the Maldives and needs to be thoroughly discussed amongst the different stakeholders;
- Recognizing that the Project should operate at both the national and local levels simultaneously, with effective links and coordination;
- Fostering a broader philosophy of wide participation, transparency and “learning by doing”; and
- Seeing the role of the project as one of facilitating and coordinating the different types of inputs, whilst providing technical assistance through the national government.

*Mechanisms will be used  
for the involvement of NGOs  
and the private sectors,  
including stakeholder groups and  
technical working groups at the national  
level. Partnerships and agreements amongst  
government, NGOs and the private sectors  
will be facilitated and encouraged.*

Our first task has been to convey and discuss the premises above with the Ministries represented in the Project Monitoring Committee and “collectively” responsible for the project itself. This has been done through lengthy individual meetings. We have then prepared individual draft papers on *Roles, Responsibilities and Rights* (which are general in nature at this point in time) as a basis for discussion. It is expected that a draft Memorandum of Understanding (MOU) amongst the Ministries will be developed, discussed and agreed upon at an upcoming workshop on *Sharing the Vision for a Framework for Establishing and Managing Protected Areas within Maldives*. The MOU will then go for endorsement by the Project Monitoring Committee and provide the framework for implementing the project. In the long term, we hope it may constitute a test for a suitable mechanism to develop and maintain a National System of Protected Areas. In other words, we are working towards co-management arrangements from the onset of the project. We are hoping that this will bring all the different sectoral interests around the table at an early stage and create a shared sense of benefits from developing and maintaining a National System of Protected Areas.

So far, our work has concentrated at the national level, but we will follow the same collaborative framework approach at the local level within the model sites where local community involvement is central. Other mechanisms will also be used for the involvement of NGOs and the private sectors, including stakeholder groups and technical working groups at the national level. Different types of partnerships and agreements amongst government, NGOs and the private sectors will be facilitated and encouraged. We are very much at the beginning of what will no doubt be a long process. We will be willing to continue to share experiences and ideas within the Collaborative Management Working Group as we live the reality of “learning by doing.”

*Lea M. Scherl (lmscherl@amsat.com.mv) is an independent consultant and a CMWG member. Ian Dight works for the project described in the article and can be reached at dight@amsat.com.mv.*

# NOTAS SOBRE EL CO-MANEJO EN LA REGION CENTROAMERICANA

by Vivienne Solis

En la región de Meso América, la Comisión Centroamericana de Ambiente y Desarrollo (CCAD), constituida por los ministros de Ambiente y Desarrollo de Centroamérica con la presencia de Belice y México como observadores, presenta dentro de sus principios fundamentales el de promover en los países de la región, una gestión ambiental participativa, democrática y descentralizada. Esta es entendida para Centroamérica (CCAD, 2000) como un proceso integrado y sistemático de definición de políticas y objetivos, elaboración de planes y programas, establecimiento de estructuras, desarrollo de inversiones y asignación de recursos, diseño y aplicación de normas y otros instrumentos de regulación, desarrollo de acciones de monitoreo y control de las actividades públicas y privadas, y evaluación del desempeño ambiental, todo ello dirigido a asegurar la conservación, mejoramiento y uso sostenible de los recursos de medio natural. Su marco de acción se basa en tres sustentos básicos:

1. La **descentralización** es un criterio de gestión fundamental, especialmente cuando la conservación de los recursos naturales, el control de la contaminación, el manejo integral de los recursos hídricos, la reducción de la vulnerabilidad, el impulso de tecnologías industriales y agropecuarias amigables con el ambiente, requieren de la participación activa y creativa de actores locales, en particular de los gobiernos locales.

2. El **acercamiento de las esferas de decisión a las poblaciones** que puede lograrse descentralizando y desconcentrando la acción y las estructuras del Estado, todo ello acompañado de procesos de democratización de las municipalidades.

3. La descentralización para transferir potestades, responsabilidades, recursos técnicos y financieros a los gobiernos locales y otros actores, pero principalmente a los primeros, es también **capacitarlos, fortalecerlos** con tecnologías y sistemas de gestión ambiental modernos para que se inserten con propiedad y eficacia a las tareas ambientales que se han propuesto en la región.

Bajo esta premisa, los diferentes países de la región han iniciado una profundización de la discusión sobre el tema de co-manejo, que se refleja de forma sintética en la información generada en el Taller Centroamericano sobre Co-manejo de Áreas Protegidas que se realizó en Panamá a finales de 1999<sup>1</sup> y que fue organizado en la región por la CCAD, PRO-ARCA-CAPAS:

- A nivel gubernamental hay una noción clara sobre las conveniencias de este esquema en cuanto a complemento de capacidades y aumento de la efectividad, así como una disposición a propiciar el esquema.
- Existen marcos jurídicos suficientemente definidos y flexibles que posibilitan el co-manejo en diversas modalidades.
- Hay experiencias exitosas que pueden servir de modelo y-o efecto demostrativo propiciadas tanto por entidades gubernamentales, como por organizaciones no gubernamentales y organizaciones comunitarias.

• En términos generales, hay mucho desconocimiento sobre el esquema y sus alcances.

• Existen algunos temores y prevenciones sobre las consecuencias de la participación comunitaria, principalmente debido a las debilidades en cuanto a educación ambiental, así como a que los intereses sociales están más orientados al uso de los recursos que a la conservación de la biodiversidad, lo cual supone algunos intereses en conflicto.

• Hay interés muy definido en avanzar en la actualización de leyes, reglamentos, políticas y métodos sobre el esquema de co-manejo, con el fin de ampliar su aplicación.

## El concepto y experiencias concretas por país (Luna, R. 1999)

**Belice:** Se utiliza co-management o co-manejo para indicar la integración de gobierno y organizaciones en el manejo técnico y administración de áreas protegidas. Hasta ahora solo hay un modelo de co-manejo que implica corresponsabilidad administrativa. Existe una base legal en la ley del Sistema de Parques Nacionales de 1981. *Artículos facultativos:* El Departamento Forestal del Ministerio de Recursos Naturales, el Departamento de Pesca del Ministerio de Agricultura y el Departamento de Arqueología del Ministerio de Turismo y Medio Ambiente, tienen autoridad para la creación, administración de áreas protegidas. La ley del sistema de Parques Nacionales contempla la delegación a una administración privada.

**Guatemala:** Co-manejo y co-administración son los términos más utilizados. Se tienen ejemplos de subcontratación, concesiones, co-administración, cuerpo colegiado y administración. Decreto 4-89 y sus modificaciones. *Artículos facultativos:* Art. 12. Una vez emitido el decreto respectivo (declaratoria), la Secretaría Ejecutiva dispondrá lo conveniente para su aplicación inmediata y su adecuada programación, administración, financiamiento y control.

**Honduras:** Se utiliza el nombre co-manejo dado que el decreto 104-93 de la Ley General del Ambiente faculta a la Dirección de Áreas Protegidas y Vida silvestre para la creación del Sistema Nacional de Áreas Protegidas, y el reglamento de éste permite la participación de la sociedad civil en el manejo de las áreas protegidas. Ley General del Ambiente (Decreto 218-96) y ley forestal (Decreto LEY 103). *Artículos facultativos.* El COHDEFOR a través de convenios de manejo y administración. La Ley de áreas protegidas y vida silvestre da pautas que regulan el comportamiento de las ONGs. Existe una tendencia para conceder responsabilidades para que las ONGs puedan administrar y manejar una o más áreas protegidas. En los convenios están involucradas las municipalidades y otras instituciones con credibilidad para que avale el convenio.

**El Salvador:** Co-manejo se considera un concepto adecuado. Se refiere a la figura de co-administración y cooperación técnica pues esas son las dos formas más usuales. En el caso de El Salvador se recurre a una figura contractual de manejo y a la autorización o aval para la ejecución de proyectos específicos en las áreas protegidas.

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Las figuras contractuales son: convenio de cooperación técnica, Convenio de co-administración, convenio de vida silvestre o carta de entendimiento. Ley General del medio ambiente y sistema nacional de áreas protegidas. *Artículos facultativos:* Existen convenios de cooperación firmados entre las entidades interesadas y el departamento de áreas protegidas. Está en proceso la realización del reglamento de la ley de conservación, donde se contemplará la modalidad del co-manejo.

**Nicaragua:** Se utilizan los nombres de co-manejo o manejo participativa en vista de que son los conceptos más utilizados a nivel internacional. La legislación nicaragüense así lo contempla. Se basa en las disposiciones de la ley y lo interpreta como un modelo de administración de áreas protegidas. Es una forma de hacer efectivos los principios, políticas y estrategias de desconcentrar el país en el marco de la reorganización del estado. Existe el marco constitucional, ley 217, ley 290, ley 40, decreto 14-99, reglamento 9-96. Existe un proyecto específico de co-manejo aún no aprobado. *Artículos facultativos.* La administración por ley le corresponde al MARENA. Sin embargo el artículo 22 de la ley general dice que la normación y control de las áreas protegidas, estará a cargo del MARENA, quien podrá dar en administración las áreas protegidas propiedad del Estado a terceros, siempre que sean personas jurídicas nicaragüenses sin fines de lucro, bajo las condiciones y normas que sobre la materia se establezcan en el respectivo plan de manejo.

**Costa Rica:** Co-manejo se considera un nombre sombrilla para diferentes modalidades. Incluye acciones en aspectos tales como consolidación, administración, control, educación pública, participación de la sociedad civil, desarrollo y uso. Se han definido áreas no delegables (dominio del Estado como parques nacionales y reservas biológicas), de participación comunal, contratos de asistencia técnica, co-administración, delegación, reservas privadas. Ley orgánica del ambiente, ley forestal, ley de conservación de vida silvestre y reestructuración del MINAE. *Artículos facultativos:* las categorías de manejo y las que se creen en el futuro, serán administradas por el MINAE, salvo las establecidas como Monumentos Naturales (administradas por municipalidades. La Ley del Ambiente (art, 9), crea los Consejos regionales ambientales adscritos al MINAE. Desde la perspectiva nacional estos son los órganos de máxima desconcentración regional y necesitan incluir un representante de las organizaciones ecológicas. La Junta Directiva de la oficina Nacional forestal tiene un representante de los grupos ecologistas.

**Panamá:** Co-manejo es un concepto general utilizado para indicar la participación activa. Está definido en la Ley 41, artículos 2 y 66, Ley General del Ambiente. Se plantea la posibilidad de concesión administrativa y concesión de servicios públicos. *Artículos facultativos:* las áreas protegidas serán reguladas por la autoridad nacional de ambiente y podrán adjudicarse concesiones de administración y concesiones de servicios, a los municipios, gobiernos provinciales, patronatos, fundaciones y empresas privadas de acuerdo con estudios técnicos previos. El procedimiento será establecido por el reglamento respectiva, que está en ejecución.

## Algunos casos interesantes:<sup>2</sup>

### 1. Contrato entre la comunidad Awas Tigni y una compañía maderera en Nicaragua.

Awas Tigni, comunidad de la etnia Sumus Panamahka, se encuentra en la Región Autónoma del Atlántico Norte de Nicaragua (RAAN). La compañía MADENSA se interesa en una concesión para la explotación de la madera en terrenos en que la comunidad ha vivido tradicionalmente. La comunidad tuvo asesoramiento externo (WWF/Universidad de Iowa) en los aspectos jurídicos en la negociación del contrato.

- La compañía maderera se compromete a el uso sostenible del recurso.
- El contrato se establece entre la comunidad y la compañía por decisión del consejo de la comunidad. Es una decisión comunitaria.
- Se aclaran los derechos de propiedad de la tierra y los recursos de la comunidad. Se reconocen los derechos consuetudinarios de la población indígena.
- Se establece un precedente, y elementos del proceso pueden ser rescatables para utilizarlo en otros casos.
- Es temprano para saber si los resultados esperados se concretizarán.
- La comunidad recibe los beneficios directos de la explotación del recurso (recursos financieros). Adquieren acceso a utilización de infraestructura producto de la explotación del recurso.
- Hubo ineficiencia y falta de capacitación y criterio técnico por parte de organizaciones gubernamentales.

### 2. Concesión a la comunidad de San Miguel La Palotada (Petén, Guatemala).

San Miguel es una comunidad ubicada en la Reserva Biológica Maya. Es la primera concesión hecha a una comunidad por parte del Consejo Nacional de Áreas Protegidas (CONAP). Por iniciativa del CATIE y con financiamiento del gobierno noruego, se presentó ante las autoridades correspondientes la solicitud de concesión. San Miguel tiene una concesión de 7,039 ha durante un período de 25 años prorrogable. Existen posibilidades de que otras comunidades también sigan esta iniciativa y soliciten concesiones para ser otorgadas.

- La comunidad está involucrada en el proceso de uso sostenible del bosque. No solamente el recurso maderero, sino también productos no maderables.
- La explotación del cedro (*Cedrela odorata*) y caoba (*Swietenia macrophylla*) son los principales recursos a explotar. La comunidad está intentando introducir otras maderas duras, para diversificar los productos explotados.
- Establecimiento de árboles semilleros, así como otras actividades promueven el uso sostenible del bosque.
- La comunidad recibe directamente los beneficios de la explotación del recurso.
- Limitantes se presentan cuando elementos foráneos explotan

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ilícitamente los terrenos que se sabe van a ser concesionados. Esto desmotiva a otras comunidades a solicitar otorgamientos de concesiones, porque van a encontrar el recurso degradado.

- Hay dependencia de organizaciones ajenas a la comunidad, con nexos y apoyos importantes para que exista viabilidad en una concesión comunitaria.

- Se necesita de ayuda financiera, técnica y política a la comunidad para pasar por el proceso de otorgamiento de la concesión.

- Hay ausencia de motivación y entendimiento en los organismos gubernamentales pertinentes respecto a los procesos de otorgamiento de concesiones a comunidades.

- Las maderas que no son caoba y cedro, no tienen mercado. No son aceptadas por el público.

- Hay problemas de tala ilícita, dentro de las áreas que se saben van a ser concesionadas y en la RBM. Este mercado negro de madera, baja los costos de la madera, disminuyendo la rentabilidad del recurso para la comunidad, que tiene costos más altos al usar en forma sostenible.

### 3. Salvemos Filo del Tallo: el co-manejo de un área protegida en Panamá

La Reserva Hidrológica Filo del Tallo se ubica en las faldas de la serranía, en la provincia del Darién, Panamá, y posee una rica red hidrográfica que con el correr de los años, el proceso de potrerización y la explotación forestal desordenada, se ha visto amenazada, poniendo en peligro la disponibilidad de agua de calidad para las comunidades.

En 1979 por presiones de las Comunidades se declaró zona de Reserva Biológica, pero esto no frenó el deterioro de los recursos naturales y el avance de la frontera agrícola continuó. A inicios de los 80, se instalan más de 29 acueductos rurales y esto generó un movimiento que

busca luchar por la conservación de los bosques de Filo del Tallo.

Así nació un Comité Pro-Defensa del Filo del Tallo (COSAFIT), el cual acuña el lema "Salvemos Filo del Tallo". Así nació también un proceso de lucha en donde se mezclan diferentes intereses: el Gobierno involucrado en el manejo y conservación de los recursos naturales, las comunidades de las faldas de la serranía que luchan por conservar los bosques y mantener sus fuentes de agua, en otro lado están los agricultores de las tierras altas que reclaman su derecho a explotar sus tierras y recursos naturales. Encontramos, además, al grupo de madereros que incentivan la explotación forestal.

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Los años de lucha han formado alianzas y procesos de discusión que fluyen hacia la toma de acuerdos de consenso. Sin embargo, las negociaciones no han sido ni serán fáciles, principalmente por la variado de los intereses que se mezclan.

Después de muchos esfuerzos las Comunidades y los Comités de Agua, lograron entablar un diálogo con el Instituto Nacional de Recursos Naturales Renovables (INRENARE, actual Autoridad Nacional de Ambiente, ANAM). El resultado fue el logro de un acuerdo de co-manejo entre el COSAFIT y la ANAM. La iniciativa ha venido trabajándose en los últimos tres años y uno de los mayores logros ha sido iniciar una serie de reuniones entre los diferentes actores para discutir como debe ser la gestión del área protegida.

*Vivienne Solis (vsolis@orma.iucn.org) es consultora independiente y miembro del CMWG.*

1. Luna Rafael, 1999. PROARCA-CAPAS-AID. El co-manejo de áreas protegidas en centroamerica. Memoria del Taller Centroamericano. Panamá. (22-24 de Noviembre, 1999)

2. Girot Pascal, 2000. Uso sostenible de recursos naturales vivientes en mesoamerica: Hacia una síntesis. SUI-Mesoamerica. Sin publicar y en revisión.



Dr. Moreno Chiovoloni

### Obituary

*In June 2000 Dr. Moreno Chiovoloni assisted the Co-management Network in the Congo Basin (see the article by Jean Claude Nguinguiri) on behalf of the IUCN Collaborative Management Working Group. Moreno facilitated a workshop on social communication in Somalomo (Cameroon). During its staying in the area, in the heart of the tropical forest, he contracted malaria. He died of cerebral complications less than a month later.*

*Dr. Moreno was a social anthropologist and had been working for years in Latin America (most recently supporting Indigenous Peoples' associations in the Chaco of Paraguay). He was a competent and engaged professional and a very relaxed and fun person. The participants in the Somalomo workshop, his colleagues in the Collaborative Management Working Group and his many friends remember him with gratitude and lasting fondness.*

# L'APPROCHE GENRE DANS LA COGESTION : LE CAS DU PROJET WAZA LOGONE

by Elise Memong Meno Toko

L'échec de l'Etat gendarme dans la protection des aires protégées a appelé la nécessaire implication des populations. On parle désormais de gestion participative, de gestion concertée ou de cogestion. En effet la cogestion est un processus où toutes les parties prenantes (gouvernement, populations, leaders, intervenants...) se mettent ensemble pour gérer une ressource naturelle. Elles définissent d'un commun accord les règles d'utilisation et de contrôle de la ressource, ainsi que le rôle, le droit et les responsabilités de chaque partie prenante.

La nouvelle analyse sociale dénommée "approche genre" étudie les rapports sociaux entre les différentes parties impliquées, leurs interrelations, les écarts dans l'accès à la gestion et propose des modèles d'intervention qui favorisent l'implication effective des parties les plus défavorisées, notamment les femmes. Dans le cas qui nous intéresse il s'agit de l'accord de gestion concernant les ressources naturelles contenues dans le Parc national de Waza (PNW) et sa zone périphérique. Nous allons présenter le processus de cogestion qui y a été développé, la manière dont l'approche genre a été appliquée ainsi que les résultats obtenus et les leçons que nous pouvons en tirer.

Le PNW et sa Zone périphérique se trouvent dans la Région de Waza Logone, Province de l'Extrême—Nord du Cameroun. Cette région est dite écologiquement fragile du fait du déficit pluviométrique, de la sécheresse et de la pression sur les ressources naturelles. La zone périphérique qui forme une ceinture autour du Parc, compte seize villages répartis en trois groupes ethniques (Peuls, Bornois, Kotoko). A ces villages sédentaires on peut ajouter les transhumants et les nomades qui utilisent les pâturages de la zone périphérique. Les groupes d'intérêts économiques prioritaires sont : les éleveurs, les agriculteurs et les pêcheurs. Une telle multiplicité de groupes rend complexe la gestion d'un bien commun. La tentation est grande dans un pareil contexte de laisser tomber certains groupes spécifiques dont on sous-estime l'intérêt. C'est le cas des femmes qui représentent plus de la moitié de la population concernée (environ 52 %) et qui à cause de leurs fonctions traditionnelles et de l'organisation sociale utilisent quotidiennement les Ressources naturelles, sans pour autant être impliquées dans les

différentes structures de gestion.

Le Projet Waza Logone (PWL), Projet de Développement et de Conservation de la biodiversité, a depuis la phase d'étude, intégré l'approche genre dans son intervention. A l'initiative, les perceptions sont différentes. L'administration, les Chefs traditionnels et d'une manière générale les hommes ne voient pas l'intérêt d'impliquer les femmes dans le processus de cogestion et disent ouvertement leur désapprobation. Les femmes quant à elles ne sont pas très intéressées, mais le perçoivent comme une opportunité pour accéder au Parc sans subir la répression des services de la Conservation. Elles sont d'ailleurs très sceptiques quant à la possibilité de négocier avec les gardes chasses qui les ont toujours réprimées.

Le processus de cogestion a fait du chemin pour aboutir à l'adoption d'un plan de gestion basé sur le plan d'aménagement et à la création d'un espace de négociation entre d'une part l'Etat (représenté par les services de la Conservation) et les populations et, d'autre part, les différents groupes d'utilisateurs. Cette structure est dénommée "Comité de Concertation et de Gestion du Parc," en abrégé Comité C/G Parc. Quant à l'approche Genre, les activités programmées et progressivement réalisées par le PWL visent à intéresser les femmes au processus par des activités génératrices de revenus en lien avec le parc et à les intégrer dans les structures de gestion en renforçant leurs capacités de négociation dans ses structures par le biais de la formation.

Pour le Comité C/G, les populations riveraines du parc sont divisées en Sous—zone (Nord, Sud, Est et Ouest). A elles s'ajoutent les nomades et les transhumants. L'approche genre du PWL a permis, en ce qui concerne la représentativité dans le Comité C/G Parc, d'intégrer les femmes à égalité avec les hommes. Nous avons 7 femmes sur les 15 Représentants des populations. Ces femmes ont été désignées par les populations elles-mêmes (hommes et femmes confondus). Au niveau du Bureau, une femme occupe le poste de Trésorière sur les six postes existants.

La signature des accords spécifiques fait partie de ce processus. C'est le cas d'un groupement de femmes à Waza qui gère un restaurant appartenant au Comité C/G Parc. Dans cet accord les membres du groupement s'engagent à ne pas enfreindre les règles

érigées par le Comité et à dénoncer toute personne qui entrerait de manière illicite dans le parc ou qui y mènerait des activités interdites. D'autre part, les femmes des différents villages riverains ont réclamé la signature des accords spécifiques devant les autoriser à prélever certaines ressources dans le Parc (gomme arabique, bois mort, *gombo* sauvage et feuilles de *doum*). Leur demande est en étude au Comité scientifique qui devrait bientôt se prononcer.

En Assemblée, bien que les revendications des femmes soient encore assez timides, elles sont différentes de celles des hommes et portent sur des projets en rapport avec leur vécu quotidien : la subsistance alimentaire, la pénibilité de leurs tâches, alors que les hommes parlent plus de rentabilité de leurs activités.

Au bout de deux ans d'expérience, nous pensons qu'on ne devrait plus laisser les hommes présenter l'ensemble des priorités de leur communauté sous le prétexte qu'ils ont recensé les besoins des femmes. Il ne faut pas non plus imposer aux femmes de rentrer dans le processus de protection de ressources naturelles sans leur proposer des alternatives devant leur permettre de régler leur problème quotidien de survie. Pour que l'approche genre puisse réellement servir dans l'application du processus de Cogestion, il faudrait développer avec les femmes des activités de stimulation. Tenir compte des rapports de force dits et non dits entre les hommes et les femmes dans les processus de négociation. Reconnaître que les parties prenantes ne peuvent pas tous comprendre et réagir de la même manière au même moment, et enfin accepter que le processus est davantage lent et long pour les femmes en raison de l'organisation sociale existante.

En intégrant l'approche genre dans la Cogestion, le PWL a opté pour une démarche assez atypique. Permettre aux femmes malgré un système social qui les marginalisait de comprendre ce processus et d'en faire partie. Prendre en compte au même moment les problèmes de plusieurs types et à plusieurs niveaux, retenant ainsi le problème prioritaire de chaque groupe social. Même si les résultats sont lents hommes et femmes se sentent concernés par le processus où chacun (e) y trouve un intérêt individuel ou collectif.

*Elise Memong Meno Toko est la Responsable pour les Aspects de Genre du Projet Waza Logone (Marua, Cameroun.)*

# COMMUNITY-BASED MANAGEMENT OF NATURAL AND CULTURAL RESOURCES IN AMBONDROMBE — A HISTORIC SITE IN MADAGASCAR

by **Hanta Rabetaliana and Peter Schachenmann**

Ambondrombe is a sacred mountain and historic site on the border between Betsileo and Tanala lands, towards the southern end of the Malagasy eastern escarpment between Ranomafana and Andringitra National Parks. The site is sacred for the local communities and still relatively intact. Dense tropical forest covers its flanks, giving way to rare cloud forests at the summit. At lower elevation to the East, the forest dwelling Tanala cultivate mainly bananas and robusta coffee. At lower elevation to the West the undulating savannah gives way to the manicured farms of irrigated rice, tobacco, maize, potato and fruit trees of the Betsileo agriculturists. In the last century, the Ambondrombe mountain and surrounding lands were also inhabited by several generations of Betsileo royal families. These families called in some Merina people, who brought in their handicraft and agricultural skills. The Merinas' cultural influence was absorbed rather than rebuffed by local people, and its impact is still evident today in local architecture, handicrafts, legend, folklore and taboos.

For both the Tanala and Betsileo peoples, the mountain forest offers rich natural resources, abundant water, relatively fertile soils, wood for building and cooking, natural fibres, medicinal plants and a vast variety of bushfood for hunting and gathering. It is only too reasonable that they both claim the mountain forest as part of their ancestral inheritance and favour settlements of their own people at the edges of this forest corridor. In addition, in-migration and interests of new alien stakeholders (scientific, commercial and tourism) are adding to the pressure for resource extraction. Unfortunately, Ambondrombe also constitutes the only intact genetic bridge left between north and south all along the eastern Malagasy escarpment... a bio-diversity treasure chest! How can the complex interests and conflicts at play be effectively managed to conserve this unique natural and cultural jewel of Madagascar?

The exceptional self-help spirit of local elders and leaders around Ambondrombe is showing the way. A local, community-based natural and cultural resource management programme has now started with voluntary forest guards organised by a committee of village elders. The elders are traditionally accustomed to protect the forest against illegal migrants and settlers and to make sure that the use of local resources is done in a sustainable way according to customary laws (*dinas*). At the initiative of local elders, the local communities are now negotiating with multiple stakeholders on the basis of a state-approved system of natural resource management called GELOSE (Gestion Locale Sécurisée, or local security of resource management). Partners include national, international, governmental and non-governmental organisations. The Service of Water and Forests assists in land use and fire control and management. An international NGO (Landscape Development Intervention) is helping in Eucalyptus reforestation for timber and firewood uses, training local farmers in plantation management, sawing and semi-industrial charcoal production with improved mobile kilns. A national NGO assists in agricultural diversification and intensification, e.g. the restoration of silk worm production for the weaving of traditional garments (*lambas*) and in agroforestry approaches. Local consultants assist with a comprehensive ecotourism strategy, involving the descendants of the Betsileo royal family, custodians of cultural and sacred sites in the area.



**A commemorative granite obelisk from the days of the Betsileo kingdom with Ema, a descendant of the royal family.**

The stakes are high and the challenge is impressive. In the course of the negotiations the poor will face the rich, the local visions, aspirations, actions and taboos will stand up to global perspectives, interests and influences, the demands of traditional subsistence livelihood will clash with the ones of modern economy, and the local governance system based on customary law will need to deal with the rules and inflexibility of a modern nation state. Fortunately, all the involved stakeholders have expressed a common aim: developing and applying self-help approaches to preserve the natural and cultural diversity and identity of the unique Ambondrombe “lifescape.” The work is on-going.

*Hanta Rabetaliana (hrabeta@compro.mg) and Peter Schachenmann (pschachenmann@bluewin.ch) are independent consultants and CMWG members.*

# NEW BOOKS ON CO-MANAGEMENT

## ***Co-management of Natural Resources: Organising, Negotiating and Learning by Doing,***

by G. Borrini-Feyerabend, M.T. Farvar, J.C. Nguingui and V. A. Ndangang, published in English, French and Spanish by the GTZ and the IUCN Regional Office for Central Africa, GTZ, Eshborn (Germany), September 2000.

This volume is designed to assist conservation and development professionals involved in multi-stakeholder management. It provides guidelines for a co-management process and describes in detail relevant concepts, methods, tools and ideas. The emphasis is on practical approaches and advice, following the direct experience gained in co-management initiatives assisted by GTZ and IUCN in Central Africa and elsewhere. The text is accompanied by definition boxes, example boxes, annexes illustrating participatory methods of particular relevance for the co-management process, field examples, lessons learned, tips for action and a list of references and suggested readings. The authors of this volume and the providers of technical assistance to the joint GTZ/ IUCN project from which it originates, are all members of the IUCN Collaborative Management Working Group.

The volume is available in three languages from the GTZ Tropical Ecology Support programme (TOEB), Postfach 5180, 65726, Eshborn (Germany); <http://www.gtz.de.toeb> and/or from the co-management project and network in Central Africa at [cogestion.iucn@camnet.cm](mailto:cogestion.iucn@camnet.cm) and [reseau.cogestion@camnet.cm](mailto:reseau.cogestion@camnet.cm)

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## ***Landscape Stewardship: New Directions in Conservation of Nature and Culture,***

guest-edited by Jessica Brown, Nora Mitchell and Fausto Sarmiento, special issue of the George Wright Forum, Vol 17. No. 1., George Wright Society, Hancock (Michigan, USA), April 2000.

This special issue of the George Wright Forum on landscape stewardship is a product of a recent WCPA working session in Vermont, USA, convened by the Conservation Study Institute of the US National Park Service and the Atlantic Center for the Environment. The publication explores the value of the protected landscape approach in the context of a changing role for protected areas, its potential application in several regions, and the opportunities it presents for conservation of nature and culture. Seven articles by WCPA members draw from experience with protecting landscapes in regions as diverse as Andean South America, Oceania, the Eastern Caribbean, Europe, and northeastern North America.

With its emphasis on the value of the interaction of people and nature over time, the Protected Landscape approach relies on collaborative approaches to management. It presents new opportunities to support leadership by local people in stewardship, accommodate traditional management regimes, and develop institutional arrangements based on partnerships. As Michael Beresford and Adrian Philips argue in their article, the protected landscape approach is central to a new paradigm for protected areas, one based on inclusive approaches, partnerships and linkages. Mechthild Rössler reviews experience with Cultural Landscapes and the World Heritage Convention. Nora Mitchell and Susan Buggey examine the interface of protected landscapes and cultural landscapes and find opportunities for collaboration in the conservation of nature and culture. Giles Romulus and P.H.C. "Bing" Lucas draw on protected landscape/seascape experience from the Eastern Caribbean and the Pacific to discuss the value of this approach in small island states. Fausto Sarmiento, Guillermo Rodriguez, Miriam Torres, Alejandro Argumedo, Mireya Munoz and Jack Rodriguez explore Andean traditions of

stewardship that link nature and culture in specific case studies and suggest an innovative regional program for protected landscapes in the Andes. The concluding article by Jessica Brown and Brent Mitchell explores the value of the stewardship approach in protecting landscapes. [ Jessica Brown and Michael Beresford are CMWG members.]

Available from the George Wright Society, P.O. Box 65, Hancock, Michigan 49930-0065, USA. Fax ++906-487-9405. E-mail: [info@georgewright.org](mailto:info@georgewright.org). <http://www.georgewright.org>.

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## ***Journey towards Collaborative Management in Africa: Lessons Learned and some 'Navigational Aids'***

by Olivier Dubois (International Institute for Environment and Development- IIED) and Janet Lowore (Forest Research Institute of Malawi), FAO, the World Bank and IIED, May 2000.

The study highlights the importance of the political dimension and power issues in natural resource management in the Africa region. The authors contend that, while sustainable forest management and poverty alleviation should remain the overall goals of co-management, more workable objectives in the short term might relate to achieving less unsustainable practices, improved well-being of rural populations and improved local capacities to cope with changing circumstances.

The study offers no short cuts to better partnerships in forest management because each situation requires its own recipe. Nevertheless, the authors suggest that success in collaborative forest management might be measured by the maintenance of a cycle allowing for the monitoring and, if need be, negotiation of local stakeholders' '4Rs'. The '4Rs' refer to the right balance of stakeholders' rights, responsibilities and returns/revenues ('3Rs'), and good quality relationships between these same groups (4th 'R'). Examples from Niger, Zambia, Malawi and Tanzania illustrate the use of the '4Rs' framework in analysing co-management initiatives. In addition, the study discusses a range of local 'facilitating' and 'complicating' factors pertaining to the forest asset, the community, private sector, and the State.

The study also discusses issues related to the scaling up of co-management initiatives, including the policy and legal framework, decentralisation and the role of Forest Departments and the State. The authors contend that more than an enabling policy and legal framework, political will, at both national and local levels, is essential to implementing co-management initiatives. The former are however key to sustain and spread such successes.

The authors conclude by suggesting some elements to pave the way forward, including:

- Set more workable objectives in the short term, while keeping sustainable forest management and poverty alleviation as the overall goal of co-management;
- Consider forest management in a land use/natural resource perspective and acknowledge its highly political character;
- Get the '4Rs' right and allow these to be (re)negotiated when deemed necessary;
- National and local governments should 'let initiatives go' and monitor their performance, as part of a learning process which should inform policy processes, and;
- Finally, time should be given for (a) building or restoring trust between local stakeholders; (b) local people organising themselves; (c) developing the capacities for coping with changes, (d) experiments to provide lessons.

The book will soon become available through IIED. Please contact Olivier Dubois at [olivier.dubois@iied.org](mailto:olivier.dubois@iied.org). *Olivier Dubois is a CMWG member.*

# SCOTTISH FISHERMEN REPRESENT THEMSELVES!

by Andy Inglis, Hugh Govan and Susan Guy

The fisheries around Scotland's coasts have traditionally been managed by the government Department of Agriculture and Fisheries. Local fishers are represented to varying extents by associations and organisations but the situation has become increasingly more complex owing to the increasing resource pressures in the coastal zone and attempts at integrating other users and interest groups. Community or local participation is touted as important by certain authorities and some claim to involve local communities in decision-making. In reality this usually consists of advertisements in the press, written requests for comment to representatives of user groups and the occasional questionnaire survey.

In response to the need for more integrated coastal zone management, a number of voluntary fora have been established, particularly in the major firths or large inlets that dominate Scotland's coastline. These fora aim to integrate the views of a wide range of stakeholders in the design and implementation of coastal management strategies. The Solway Firth Partnership is one such forum. It was established in 1994 in the Solway Firth, a large inlet bounded to the South by England and to the north by South West Scotland. It was to develop a joint management strategy for the sustainable development of the area. The partnership comprises *representatives* of statutory and non-statutory bodies, economic interests, user groups and local communities concerned with the sustainable use or development of the area.

In the summer of 1996, we were asked by the Solway Firth Partnership to design and facilitate three regional workshops to enable local people to directly present their ideas and inform the development of management plans. Although we had been invited to assist the Partnership at a somehow late stage, we accepted to design and facilitate a process to run public workshops in the coastal towns of Gretna, Wigtown and Workington.

We began by training agency and local authority staff in participatory

appraisal facilitation skills (e.g. mapping and action-planning processes). This included an assessment of their own attitudes, behaviours and roles as facilitators, rather than as agency/authority officials, educators and environmental experts. The training involved the development of realistic objectives for the open meetings, such as assisting people to analyse aspects of the marine and coastal situation and trends, and coming to a better common understanding of various ideas and concerns regarding the future of the Solway Firth.

The main exercise was 'locality mapping', an effective, concrete and non-threatening exercise in which people mapped the area where they live and work and had an opportunity to express, explain and record their ideas and views. As a group they scored and recorded directly onto their maps the relative importance of each of the issues they raised. Each working group also developed an action plan including key issues to address, where, why, how, by whom and when. A plenary session was then held where the groups presented their findings and action plans to each other. Finally, reports were generated with unedited reproduction of the original workshop results. A video shot during the workshop was made widely available.

Several issues remain to confront the local resource users and authorities. Yet, with respect to the prior impasse, the public workshops demonstrated to the authorities that participatory meetings can be effective and provide specific and practical outputs. From the point of view of local user groups and interests it also became apparent that people feel better and achieve better results when they engage themselves directly into a dialogue and not only through representatives.

As facilitators, we had anticipated, and prepared for, the presence of two main types of saboteurs: officials who wanted to ensure that only the "right" issues were raised and single-issue activists. To counteract the former, we formed working groups based on where people live (officials often live outside fishing

localities). This gave fishers the chance to raise specific issues without being dominated by agency agendas. For the latter, we used big pieces of paper for mapping and asked everybody to put all their documents, papers, leaflets and brochures under the table, thus creating a "level playing field" (single issue activists come armed with dossiers, files, documents, etc. and endlessly quote from these and hand them around).

What were our major difficulties? Besides having to deal with the "saboteurs", as mentioned, we realised that the direct participation of local residents was incorporated into a project that had not given much thought to the implications of what participation implies. Specifically, the processes, mechanisms, approaches, commitment and resources for involving people should have been considered and assured at the project design stage. In fact, we soon realised how serious this lack of real commitment was going to be.

Based on our involvement with the initiative, we recommended to the Solway Firth Partnership that further participatory management appraisals be held in "hot spot" localities identified at the regional workshops. Was ever this going to happen? The dominant voices in and around the Partnership were uncomfortable with the open agenda of the regional meetings and blocked the local-level events and meaningful follow-up. This happened despite the Partnership making the political decision to go ahead with the local participatory events. Those who had opposed them — i.e. mainly the government conservation agencies — volunteered themselves onto the committee which was to organise the local event and used every bureaucratic measure they could to make sure that they didn't happen. We had hit the rocks...

Some of the fishermen who participated in the workshops remain confident that the process will find its own way to continue. As for ourselves, we are less hopeful. The government conservation agencies used the pictures taken during the participatory processes to produce a glossy pamphlet stating how good they are. If anything, they are now behaving all

Continued on next page

over the country in a less participatory way than before the processes begun.

Andy Inglis(101234.2170@compuserve.com)  
Hugh Govan (HGovan@compuserve.com), and Susan  
Guy (101234.2170@compuserve.com) are independent  
consultants; Andy and Hugh are CMWG members.

## THE GOLDEN RULES OF BUREAUCRATIC SABOTAGE

As well illustrated by the article on the Scottish fishermen, co-management can be thwarted by several effective tactics. Recognising them is already a step toward fighting them... We encourage the CMWG members to send to the Co-chairs (yr@candw.lc and gbf@iname.com) the description of the types of bureaucratic sabotage they might have encountered in their work. For the time being, here are some examples, beginning with the intelligent device employed in Scotland:

- **Take full responsibility.**

Propose that you will take responsibility for something you wish to give the kiss of death. Once you obtain it, give it the kiss of death.

- **Use corrupted language.**

Use all the co-management words, concepts and ideas you can think of. Do exactly the opposite of what you say. Remember to smile!

- **Hire inept managers.**

Say that the matter is important and needs to be dealt with as a priority. Hire an incompetent, careless person to do it. Avoid evaluations.

- **Mix it well in the bag.**

Say that you are for co-management. And for environmental education, sustainable use of natural resources, democratic elections, biodiversity conservation, gender equality, frequent monitoring and evaluation of everything, friendly cafeterias, land reforms, upholding the rights of indigenous people, poverty alleviation, equity in urban housing, more humane adjustment programs, prison reforms, garbage cleanup, eradication of the Guinea worm disease, saving the endangered habitats of pangolins. Forget the first in the list.

# BALANCING LAND REFORMS AND ENVIRONMENTAL CONSERVATION: AN ENGAGING TASK FOR SOUTH AFRICA

by Rachel Wynberg

An increasing number of land reform projects in South Africa are taking place in conservation areas. Many of these are concerned with the restoration of land rights, in instances where people were dispossessed by racially discriminatory laws. Others are more generally concerned with effecting tenure reform and redistributing land to the disadvantaged and the poor.

These matters require urgent and immediate redress and justice. Yet, the maintenance of an effective protected area network is an essential component of conserving South Africa's natural environment for present and future generations, and fulfilling international and national policy obligations. In fact, both land reform and environmental protection are Constitutional imperatives.

Can land reform and bio-diversity conservation objectives be reconciled? A major constraint is the absence of a joint procedural framework within which land and conservation sectors can work. This is aggravated by their poor understanding as to their respective roles and responsibilities, which can even generate a reciprocal mistrust.

Suggestions for solution have included developing a detailed procedural framework to be used as a standard throughout the country. Others, however, have expressed concern about applying rigid solutions to what are often very diverse circumstances. A suggestion widely accepted and supported by several government institutions calls for agreements to be established between responsible government departments and between affected communities and the government.

A document, published in April 1999 by the Department of Environmental Affairs and Tourism,

the Department of Land Affairs and IUCN-South Africa, collects some of the key elements and principles that would require inclusion and articulation in any agreements or procedures developed among government bodies.

The document is titled *Land Reform and Conservation Areas in South Africa: Towards a Mutually Beneficial Approach*, and the authors are Rachel Wynberg and Thembela Kepe. The elements and principles collected in the document were extracted from discussions held during workshops with stakeholders and interest groups. They include:

- recognising the importance of balancing the objectives of land reform with those of bio-diversity conservation, and realising mutually beneficial solutions;
- facilitating cooperation and coordination between tourism and conservation professionals;
- being committed to working relationship based on trust and transparency (e.g. via specific arrangements on the sharing of information, the nature of information to be shared, the timing of information flows as well as on-going monitoring and quick dissemination of information at various levels);
- familiarising each sector with the key policy and procedural documents pertaining to the other.

Rachel Wynberg (rachel@iafrica.com) is an independent consultant and a CMWG member.

# THE PILOT ENVIRONMENTAL SUSTAINABILITY INDEX

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by Alex de Sherbinin

The quest for an index of environmental sustainability — a composite measure that can summarize environmental performance along multiple axes and that can aid decision makers in choosing the best policies for both the environment and the economy — has intensified in recent years. A large and growing number of national and international organizations have compiled comprehensive lists of suggested indicators for monitoring national or sub-national sustainability. Among the most prominent are those compiled by the United Nations Commission for Sustainable Development, the Organization for Economic Cooperation and Development, Eurostat and the International Institute for Sustainable Development. IUCN has also had a program on local indicators of sustainability since the early 1990s, intended for use at the village level in developing countries.

Although these efforts have been notable for their broad consultative processes and for identifying critical indicators utilizing the best available scientific understanding, none to date has produced quantitative measures of environmental sustainability that permit comparative analysis of the levels and determinants of sustainability among countries. Recognizing an opportunity to contribute in this area, last year CIESIN participated in an effort of the World Economic Forum, along with the Yale Center for Environmental Law and Policy, to develop a working prototype of an Environmental Sustainability Index (ESI).

The ESI is based loosely on the pressure-state-response framework, but with some important distinguishing features. The five discrete components that make up the ESI — environmental systems, environmental stresses, human vulnerability to environmental impacts, social & institutional capacity, and global stewardship — were derived from careful study of the elements that comprise environmental sustainability and a review of recent scholarship. The emphasis on elements of capacity, vulnerability and global stewardship, which are commonly missing in collections of environmental indicators, reflects our conclusion that these factors are integral to the concept of environmental sustainability. These five components, in turn, are composed of between two to six factors each, grouping together measures such as air quality, water quality, bio-diversity loss, land degradation, waste production, disasters exposure, technical capacity, environmental regulation, eco-efficiency, impacts on global commons and contributions to international environmental cooperation. A total of 65 variables are distributed among 21 factors. To calculate the pilot Index, countries were scored on a 0 (low sustainability) to 100 (high sustainability) scale based on where they fell in the range for any particular variable. These variable scores were then averaged to produce factor scores, and the factor scores in turn were averaged to produce the ESI. A full report on the methodology and results can be found at [http://www.ciesin.columbia.edu/indicators/ESI/pilot\\_esi.html](http://www.ciesin.columbia.edu/indicators/ESI/pilot_esi.html).

Of the 56 countries included in the pilot round (countries were selected on the basis of their inclusion in World Economic Forum's Global Competitiveness Index), higher income countries tend to rank

highest. Among the top ranking regions and countries were Scandinavia, Switzerland, New Zealand and Canada. Developing countries comprise the bulk of the bottom half, with the Philippines and Vietnam coming in last. This suggests that **economic and political stability are generally conducive to environmental sustainability** (as measured by the Index). Among countries with similar levels of economic development, countries with explicit commitments to environmental quality also scored higher. Perhaps of greatest interest to CM practitioners is the fact that **scores for the**

**social and institutional capacity component correlated most highly with overall Index scores.**

The three most highly correlated variables with the overall ESI — levels of perceived corruption, civil liberties and scientific and technical articles *per capita* — are also found in that component. In the case of corruption perceptions, a measure developed by Transparency International based on survey data and press reports, the correlation is highly negative (lower levels of corruption correspond to higher sustainability). **Civil liberties**, a measure developed by Freedom House, is **positively correlated with sustainability scores**. While these results are preliminary, it does support the view that **good governance and transparent democratic processes are conducive to better environmental management and performance at the national level.**

Although data limitations were significant in the creation of this pilot Index, they were not so severe as to discredit the entire endeavor. In fact, we have received positive feedback, as well as some constructive criticism, from many of those involved in the aforementioned indicators efforts. A major thrust of our current work is to collect better water and air quality data, and to improve our statistical methodologies. Issues still need to be addressed about how certain variables (e.g., deforestation rates, bio-diversity loss, water scarcity and prevalence of infectious diseases) can be affected by contextual factors such as climate or topography over which countries have little control. One partial solution is to compare countries within specific regions only, and to warn people about drawing inferences from interregional comparisons.

Another issue is how the variables are weighted; currently all factors are weighted equally, but if a factor is comprised of six variables instead of two, then the variables within that factor contribute proportionately less to the overall ESI score. To address this, we plan to survey IUCN members at the World Conservation Congress on the most appropriate weighting schemes. Although it may not be possible to come up with a weighting scheme based exclusively on scientifically "objective" criteria, it is our hope that some consensus can be reached on which factors are most important in the quest for sustainability.

*Alex de Sherbinin (adesherbinin@ciesin.columbia.edu) is a Research Associate at the Center for International Earth Science Information Network (CIESIN) Columbia University (USA) and a CMWG member.*

# BUILDING ON LOCAL CULTURE FOR NATURAL RESOURCE MANAGEMENT IN THE PACIFIC

by Hugh Govan

The strong community and family ties that prevail in Pacific cultures and the systems of land and sea ownership are excellent building blocks for community involvement in development. At times, however, these strengths have been cited by colonial masters and national government as obstacles to "development". In fact, traditional resource management strategies have up until recently either been ignored or disregarded on the basis that they would not stand up to modern commercial pressures. This is all changing now and countries such as Western Samoa, Fiji, Solomon Islands, Cook Islands and Papua New Guinea are implementing approaches based on traditional structures and systems. One of the examples that pioneered this approach comes from Vanuatu.

Marine resource management has been practised in many Pacific Islands for centuries in the form of customary marine tenure, although this has not always been recognised by central government. Apart from this lack of support, village-based

*Within three years  
village-based marine  
conservation  
experienced  
a remarkable upsurge.  
This was evident in the  
application for the  
first time in living  
memory of fishing  
taboos, which were  
explicitly conservation  
oriented.*

management has also been hindered by certain gaps in biological knowledge, which became more important with the advent of commercial fishing placing pressures not commonly encountered in the traditional systems. To be sure, much information has been gathered by western and local scientists on different marine resources such as baitfish, giant clams and trochus, but little of this has filtered down to the villagers. In recognition of these factors, a decade ago the Vanuatu's Fisheries Department

(FD) started to develop a collaborative approach to fisheries management. The initial focus was the economically valuable and locally important trochus (topshell) fishery, which was threatened by over-exploitation.

The seeds of co-operative management were sown in 1990 when Moses Amos, a trochus specialist of the FD, offered to provide advice to local trochus fishers and reef owners. The response was enthusiastic and soon Moses was combining local stock surveys with informal sessions in which a two-way flow of information was established between the resource owners and the FD. Based on the information available, the villagers could decide what measures to adopt to ensure that trochus did not become seriously over-fished. Measures included stricter enforcement of government size limits and the establishment of trochus refuges and closed seasons. The FD did not try to force rigid management on the villagers but left the final decisions to be worked out locally, based not only on biological knowledge but also on local social and economic concerns.

Within three years village-based marine conservation experienced a remarkable upsurge. This was evident in the

application for the first time in living memory of fishing taboos, which were explicitly conservation oriented. Although the FD had concentrated on trochus conservation, villagers began to introduce regulations controlling the harvest of many other species (commonly including 1 to 5 year fishing closures). An external review of progress highlighted that village fishers were keen to experiment with management methods by trial and error but some important biological aspects were unknown to them and knowledge of these could save much time and effort. The same review also pointed out the need for better training in fisheries extension programmes in the Pacific, so that workers learn to ask and listen (as well as to talk and demonstrate) and to evaluate local information and provide information that villagers require. In addition, an extension programme must consider how to explain village fishers' customs and knowledge to the rest of the fisheries division and to those higher up.

*Hugh Govan, HGovan@compuserve.com, is an independent consultant and a CMWG member.*

## THE CMWG ELECTRONIC DISCUSSION LIST


by Rachael Dobson and Erika Siegfried

The Commission for Environmental, Economic and Social Policy has recently set up a series of electronic mailing lists, to which CEESP members have been subscribed. Among these is the electronic discussion list for the Collaborative Management Working Group. Our hope is that these private discussion lists will allow for regular communication between the Chairs, Secretariat and members of the CMWG and the sharing of information and ideas that is at the core of the Commission's vision.

We (Rachael and Erika) have undertaken the role of 'list managers', and as such, it is our job to oversee technical matters. Though the launch of the CM List has not been without its difficulties, we believe that most of these have been worked out and we thank you for your patience. In addition to our role, smooth functioning will also require that participants in the discussion make use of the basic list guidelines. The key information has been outlined in the CMWG list Welcome Message, which was sent to all CMWG members as an Annex to Yves Renard's letter in late July/beginning August 2000. If you plan to make use of the list and have not yet reviewed the Welcome Message, we would encourage you to do so. For additional information please contact us at [rdobson@tellus.org](mailto:rdobson@tellus.org) and [esiegfried@tellus.org](mailto:esiegfried@tellus.org).

Electronic discussion lists have proven to be extremely useful in strengthening the communication and networking of small to medium sized groups. We are very pleased to offer this opportunity to the CMWG members and we hope you will take good advantage of it!

## CMWG MEMBERS:

- Would you like to get in touch with other CMWG members in your region?
- Would you like to get in touch with other CMWG members interested in specific issues (e.g. CM entitlements, CM in rangeland environments, CM and Indigenous Peoples)?
- Would you like to propose ideas for CM initiatives?
- Would you feel strongly positive or negative about the logo on the right,  in case it would be adopted for the CMWG?



# CMWG

Please use the CMWG (closed) discussion list to share our views and proposals with other members! The discussion list has gone through some initial glitches but it now working much better, try it out! (For instance, it is now possible to send small attachments, request a digest of the list or post

documents in an archive; we can also see the name of the sender of the message and soon the name of the list itself will be clearer). For more information please contact the list managers, Erika Spanger-Siegfried ([esiegfried@tellus.org](mailto:esiegfried@tellus.org)) and Rachael Dobson ([rdobson@tellus.org](mailto:rdobson@tellus.org)).

## SEE YOU IN AMMAN!

The IUCN World Conservation Congress will take place in Amman on 4-11 October. In the occasion, there will be meetings of the IUCN Commissions, including the Commission on Environmental, Economic and Social Policy.

CEESP's meeting will begin on 3.10 at 9.00 a.m. in Ya Halla Hall (room SC120 of the Sports City Complex), and continue through 4.10 at the same location. The Commission Working Groups, including our CMWG, will meet beginning on 3.10 together with the meeting of CEESP and continuing on 4.10 in Ya Halla Hall and a separate meeting space (to be announced) to pursue internal business.

In the CMWG meetings we will review the objectives, functioning, structure, chairing system and plan of

action of our group, including its relationship with the parent Commission—CEESP— currently under sustained attack, and with the IUCN Secretariat. We will also discuss the CEESP and CM Resolutions, as well as other resolutions of concern to our CMWG members (prior to the Congress more information can be requested from Erika Spanger-Siegfried and Rachael Dobson at [esiegfried@tellus.org](mailto:esiegfried@tellus.org) and [rdobson@tellus.org](mailto:rdobson@tellus.org)).

If you would like information on how to attend the Congress, please contact the IUCN Congress Coordinator, Jane Ganeau, at [jth@iucn.org](mailto:jth@iucn.org). For reservations in the same hotel of other CEESP and CMWG members (the Dana Plaza Hotel) please contact Nadine Kharoba at

[nkharoba@alrajwa.co](mailto:nkharoba@alrajwa.co).

If you will be arriving later than October 3 but still would like to join the meetings of the CMWG, which will continue throughout the Congress, please check at the notice boards that will be located in the registration area and/or contact CMWG members Erika Spanger-Siegfried, Hanta Rabetaliana or Peter Schachenmann at the Dana Plaza Hotel (address: Sweifeyeh - 6th. Circle, Amman; phone: (962 6) 592 4455; fax: (962 6) 593 2424).

### See you in Amman!

...and if you cannot attend the Congress, but are concerned about the CEESP and CM agenda, please contact and advise the IUCN members and Commission members who will attend!