

Community-Based Natural Resource Management

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Outline

- Introduction and background
- CBNRM workshop: Major lessons
- Existing follow-up activities
- Continuing the program: Some arguments for and against

CBNRM and CPRNet

- CBNRM Initiative
 - International workshop, May 1998
 - Follow-up activities
- CPRNet
 - World Bank's Common Property Resource Management Network
 - Network of 350 persons (inside and outside the Bank) with a common interest in common property resource management issues
 - Involved in information sharing and advocacy

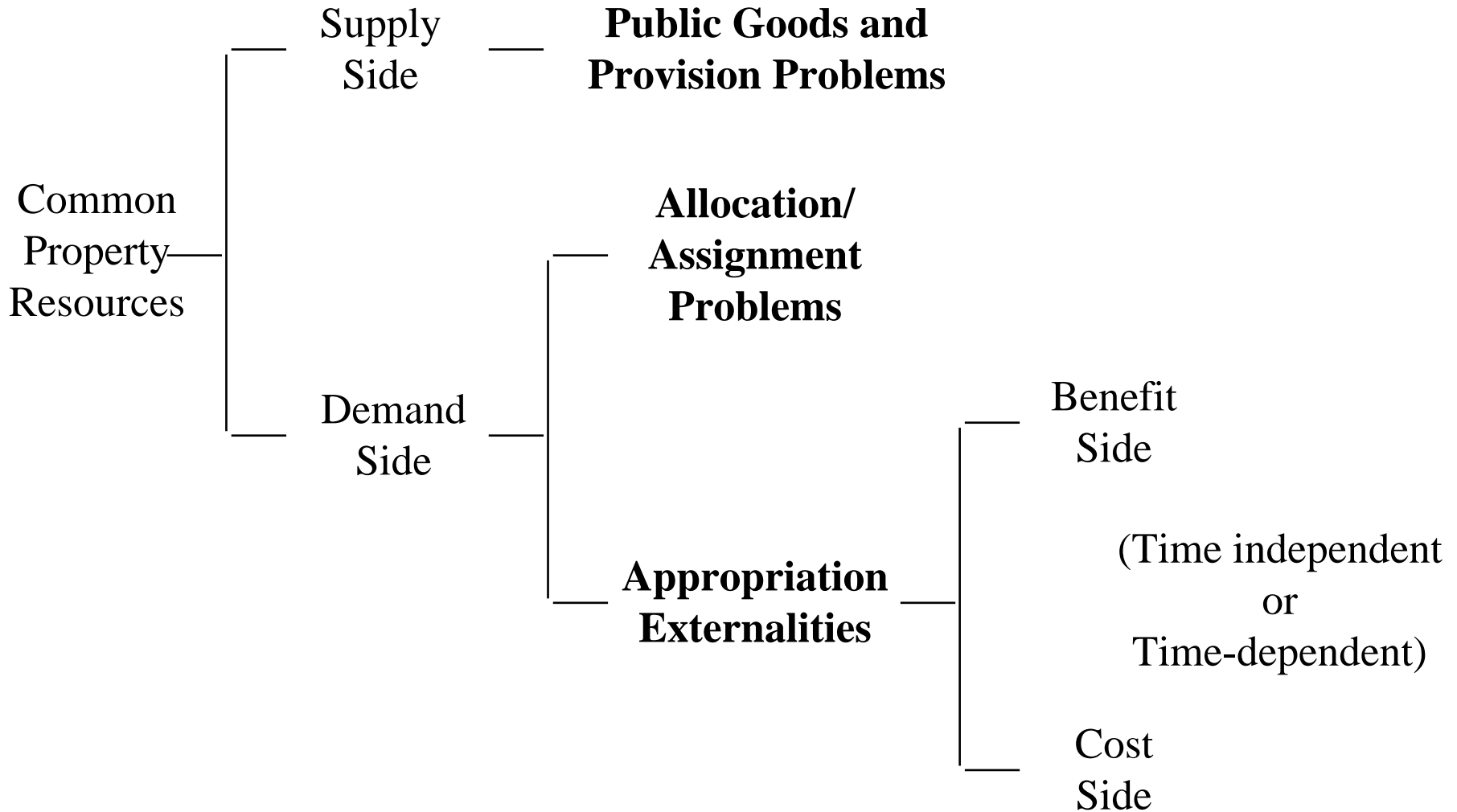
Renewable natural resources

- Land, soils -- arable, pasture, and rangeland
- Water -- surface and groundwater
- Domesticated animals
- Forests
- Wildlife
- Marine resources, fisheries
- Watersheds, wetlands, coastal areas
- Protected areas

From which people derive various economic livelihoods:

- Agriculture -- rain-fed and irrigated
- Pastoralism
- Harvesting (forests)
- Hunting
- Fishing
- Biodiversity conservation
- Tourism

Collective action problems



Which, if not resolved, result in:

- Deforestation
- Soil erosion, degradation, and desertification
- Surface and groundwater depletion
- Overhunting, poaching
- Overfishing
- Habitat destruction
- Species extinction

And give rise to these concerns

- Depreciation of natural capital => Loss of current (and future) production, leading to impoverishment
- Technological uncertainty: Will it always be possible to find technological substitutes for lost natural capital?
- Irreversibility: Some losses, like species, are irreversible.

One of four generic alternatives

- **Public sector management**

- State institutions, -- usually ministries, departments, or agencies of the bureaucracy -- make and enforce decisions about resource use
- **Private sector management**
- Private individuals or companies with ownership rights make decisions about resource use within whatever limits are set by (state) law

- **Local community-based management**

- Community institutions with *de jure* or *de facto* ownership rights determine and administer access and use

- **Open access**

- No one has *de facto* ownership of the resources
- Anyone can harvest the resources without threat of legal sanctions

CBNRM Workshop

- Major objective:
 - For participants and the organizing partners to learn more about how to institutionalize CBNRM effectively
- Major lessons:
 - Problem diagnosis
 - Key institutional reform strategies
 - Guiding principles
 - Key areas requiring action
 - Sequencing
 - Key actors

20 Case Studies

(out of 400 that were submitted)

- Irrigation: India
- Watershed management: Honduras, Laos, Tajikistan,
- Pastoralism: Burkina Faso, Sudan
- Forestry: Brazil, The Gambia, India, Indonesia, Nepal, Thailand
- Wildlife: Russia, Tanzania, Zimbabwe
- Biodiversity conservation: Jordan, Pakistan
- Fisheries: Barbados, Ecuador, Philippines

Basic Problem

- Traditional common property management regimes are breaking down into open access regimes, due to:
 - Pressure on existing resources arising from economic “modernization” and rapid population growth,
 - Incursions by non-local interests, both international and domestic, public and private (e.g. hydro-electric dams, cement plants, large-scale mechanized farming, national parks), and
 - Failed attempts of centralized management
- Local communities, who are trying to organize themselves to deal with these threats, are running up against constraints beyond their power to control

Other factors affecting the difficulty of institutionalizing CBNRM

- **Nature of the resource:**
 - Whether known and predictable, or
 - Not well-known and unpredictable.
- **Nature of the user-managers:**
 - Whether an identifiable, coherent group, or
 - Lacking group identity and structure.

Examples

Natural Resource

*Known/
Predictable*

*Not Well Known/
Unpredictable*

User-Managers

*Identifiable/
Coherent Group*

**I. Irrigation
water
management**

**II. Coastal
fisheries**

*Lacking Group
Identity/Structure*

**III. Forest
management**

**IV. Rangeland
management**

Institutionalizing CBNRM

- Easiest in situation I; the most difficult in situation IV; and of intermediate difficulty in situations II and III.
- Also easier where the benefits of management:
 - Accrue **immediately** or **very soon** rather than after a long time;
 - Accrue **locally** rather than remotely;
 - Are relatively **tangible** rather than hard to identify; and
 - Are distributed to the **same persons** who bear the costs of management, rather than to different persons.

Recommended Reform Strategies

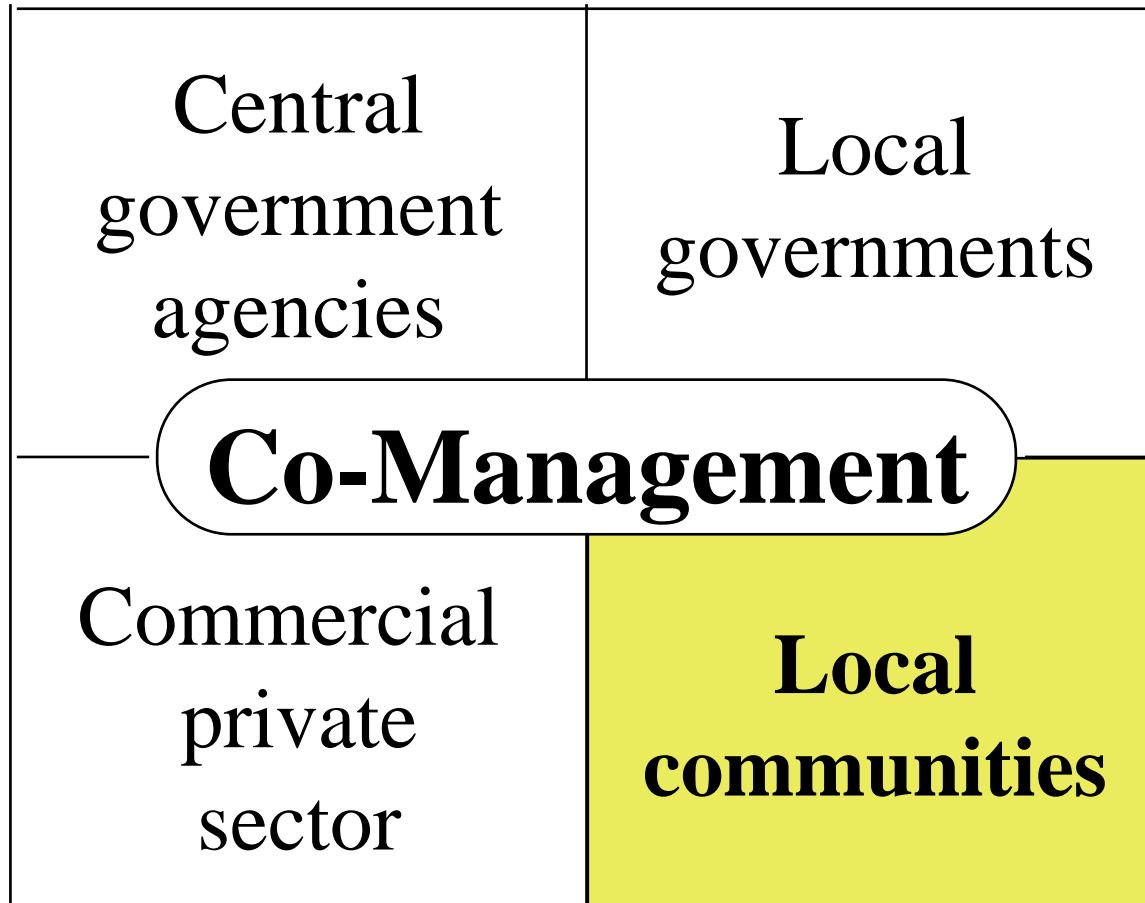
(from the regional action plans)

- **Decentralization:**

- The transfer of authority and responsibility for various government functions from higher to lower levels of government, as well as to communities and the private sector.
- **Co-management:**
- Local communities manage their local natural resources in collaboration with other stakeholders, including central governments agencies, local governments, NGOs, and the commercial private sector.

More specifically:

- In accordance with their comparative advantage, communities exercise control and authority over decisions and resources
- Not in isolation, but in collaboration with and support from other actors, including local governments, central government agencies, NGOs, and the private sector
- Central agencies engage communities in larger conservation objectives, while at the same time seeking ways for them to become better remunerated
- Central agencies are prepared to accommodate local interests, needs, and norms that are compatible with larger conservation objectives



Guiding Principles

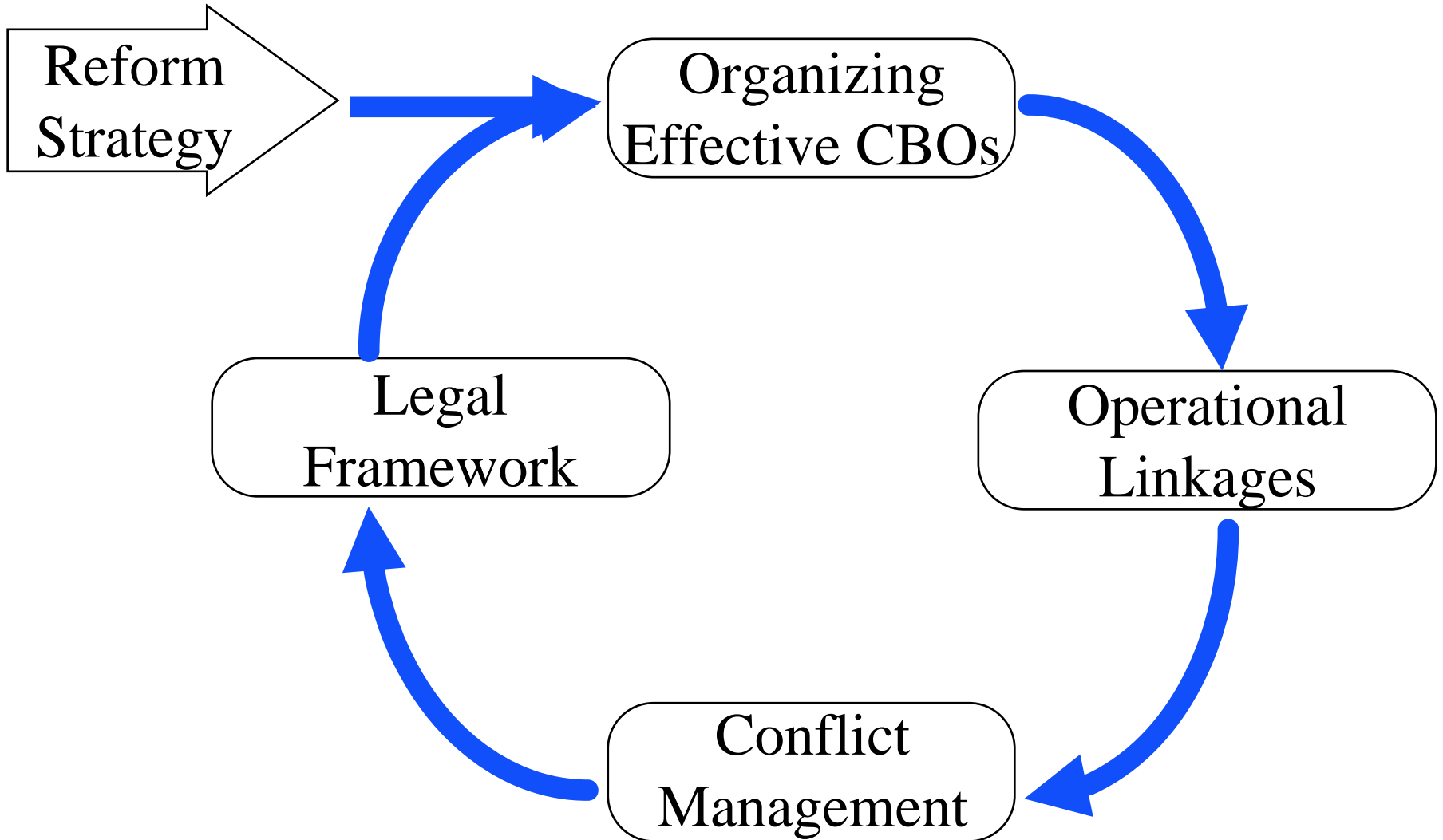
(from the regional action plans)

- Conservation and development
- Ecosystem sustainability
- Economic and social sustainability
- Facilitating role of central government agencies
- Empowerment of local communities
- Transparency and accountability

Key Areas Requiring Action

- 1 Organizing effective community-based groups**
 - Both at the local level and scaling up to the regional level,
 - In which process, catalytic organizations play a key role.
- 2 Working out operational rules and linkages:**
 - Fiscal and other institutional arrangements
 - Between community-based groups, the public sector, and the commercial private sector
- 3 Establishing conflict management mechanisms**
 - Both within and between communities, and
 - Between competing users of a given resource
- 4 Codifying the legal and institutional framework:**
 - Well-defined property rights and responsibilities, at both the macro and mirco-levels, in which communities have ownership, and
 - That foster the emergence of effective community-based organizations

Sequencing



Key Actors in the Reform Process

- **Catalytic organizations (usually NGOs):**
 - Advocate, facilitate, and (usually) initiate and pilot change
 - Help mobilize people and build capacity at the local level
 - Provide political cover for politicians
- **Community leaders:**
 - Representative and active participants in the reform process
 - Beyond consultation to collaboration and empowerment
- **Reform managers:**
 - At both the central and local levels
 - Help mainstream successful pilots
- **Politicians and senior policy-makers:**
 - Provide political commitment
 - Validate consensus and confirm strategic direction

And what about the Bank?

- Information exchange, networking, advocacy?
- Policy dialogue?
 - Incorporating CBNRM in country assistance strategies?
- Project preparation and implementation?
 - Mainstreaming and scaling-up existing pilots
 - More participatory and multi-level, involving all stakeholders
 - Decentralized fiscal arrangements, giving fiscal authority to communities, and allowing cost sharing of NRM activities
- Conditionality?
 - Tying disbursement of funds to adequate participatory monitoring of social, economic, and environmental impacts
- Capacity building?
 - From academic institutions to community-based groups

Existing Follow-Up Activities

- Post-workshop web-site, and dissemination of workshop materials
- Data base of organizations and individuals
- Date base of good practice case studies
- Regional seminar in West Africa
 - Niamey, Niger, October 12-16, 1998
- Ongoing discussions concerning additional regional activities
 - East Asia (Philippines, SEARCA)
 - Eastern Europe (Poland, ISD)

Some Arguments for Continuing

- Bank's mandate:
 - Poverty alleviation and sustainable development
- EDIEN's comparative advantages
 - Interdisciplinary subject matter encompassing environmental, social, and rural perspectives, that would support and help integrate the overall work of the Division
 - Convening power in relation to regional seminars
- Demand
 - In client countries
 - In the Bank (?)
- Existing (and potential) partners
 - Co-financiers
 - Universities and other training institutions

Some Arguments for Not Continuing

- Priorities
- Human resources
- Organization and operation of the Bank
 - Difficulty of addressing cross-cutting issues in the ESSD network
 - Difficulty of working with NGOs and other catalytic organizations at the community level

A Tale of Two Workshops

Rural infrastructure

- Internal partners
- Clear internal ownership and ongoing collaboration
 - TWU, RDV
- Well-defined Bank strategies
 - Decentralization
 - Rural development

CBNRM

- External partners
- Fuzzy internal ownership and lack of collaboration
 - ESSD
- Hazy Bank strategies
 - Natural resources
 - Participation

Yet there now exists an identification of EDI with CBNRM among external partners and clients.