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**Determination of factors impacting the performance of
the CBNRM programme in Botswana**

By

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DEDICATION

I wish to dedicate my research report to Jehovah God, my father Peter Mmupi, my mother Spana Motsisi, my baby sister Lotlhe Motsisi, my supervisor Abimbola Windapo, and all of my family and friends.

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ABSTRACT

This research study seeks to determine which factors contribute to the performance of Community Based Natural Resource Management (CBNRM) programme in Botswana. The Botswana Government initiated the CBNRM programme as a means of encouraging sustainable use of natural resources and eradicating poverty. Previous researchers have found that CBNRM projects are not performing at a level that they should be. Therefore this study sought to understand why that was the case.

Literature review was carried out to determine what these factors were. The study focused on the performance of CBNRM programme at National level. It investigates the key factors perceived by the three key stakeholders (DWNP, DFRR, and BTB) involved in the programme at National level. A qualitative research approach was followed, in which interviews of seven representatives of key stakeholder organizations (primary data) and CBNRM documents (secondary data) were used as a means of obtaining the required information. Data was analyzed using thematic analysis to identify any emergent themes or patterns developing from the selected participants and the Analytical Hierarchy Process (AHP) to establish which CBNRM Programme Performance Criteria influence the performance of CBNRM projects in Botswana.

The findings from the AHP Criteria Expert questionnaire found that CBNRM stakeholder factors were rated higher than other factors influencing CBNRM programme performance in Botswana. The majority of the respondents said the programme was performing fairly, although there areas which were thought to be lacking, such as the absence of a CBNRM ACT of Parliament, poor coordination and monitoring and a lack of benefits realization by communities. Furthermore, the study found that there was not much of big difference between the literature that was reviewed and the views of the respondents.

The study however did not examine CBNRM programmes at District level (individual projects). It focused mainly on the factors influencing programme performance at National level.

ACRONYMS

CBOs: Community Based Organizations

CBNRM: Community Based Natural Resource Management

MEWT: Ministry of Environment, Wildlife, and Tourism

DWNP: Department of Wildlife and National Parks

DFRR: Department of Forestry and Range Resources

BTO: Botswana Tourism Organization (formerly known as Botswana Tourism Board BTB)

Mapanda CT: Manpanda Conservation Trust

STMT: Sankoyo Tshwaragano Management Trust

OKMCT: Okavango Kopano Mokoro Community Trust

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CHAPTER ONE – INTRODUCTION

1.1 Introduction

The conservation and preservation of natural resources is a concern that seems to be prevalent across the globe (Agrawal and Gibson, 1999; Jones, 1999; Agrawal and Ostrom, 2001; Akama, 2002; Bazaara, 2006; Blaikie, 2006; Sebele, 2010; Mbaiwa, 2011). The Community Based Natural Resource Management (CBNRM) model was selected by the Government of Botswana, through the Ministry of Environment, Wildlife and Tourism (MEWT), as an approach towards encouraging the use of sustainable environment practices, not only to conserve the environment but also to enable rural communities to form Trusts that they can use to develop ways to improve their livelihoods (Child, 1995; Jones, 1999; Cassidy, 2000; Gujadhur, 2000; Arntzenet *al.*, 2003; Rozemeijer and Jansen, 2004).

According to Arntzenet *al.* (2003), the first CBNRM project to be carried out in Botswana was in 1993. The then Natural Resource Management Project (NRMP) which ran from 1989-1999, was being funded by United States Agency for International Development (USAID) under the Department of Wildlife & National Parks (DWNP), and the project laid much of the ground work for the CBNRM programme in Botswana (Gujadhur, 2000; Arntzenet *al.*, 2003). Research carried out by Jones (1999) indicates that total funding was partly paid by USAID (US\$19 900 000) and partly by the Government of Botswana (US\$5 500 000). The DWNP was then housed under the then Ministry of Commerce and Industry (Jones, 1999). The NRMP project leaders offered the communities more than just donor funding, as the expert-led team also offered assistance on technical aspects, right down to community level (Jones, 1999; Arntzenet *al.*, 2003).

1.2. Background to the study

The performance of CBNRM projects in Botswana has drawn much attention towards the leadership of the programme as a whole (Office of the Attorney General, 2010). A programme has been defined as 'a framework for grouping existing projects or defining new projects, and for focusing all the activities required to achieve a set of major benefits' (Pellegrinelli, 1997:142). The grouping and classification of related CBNRM projects is done primarily by the leadership of the programme at national level (Office of the Attorney General, 2010). Therefore performance can be viewed as effective benefits realization by the local communities, such as the conservation and preservation of the natural environment and the effective use of allocated Trust funds in communities, to name a few (Mbaiwa, 2011). At national level, the key programme performance indicators can be seen as: the programme meeting its overall objectives; the effective planning and coordination of the programme; the effective monitoring and control of the programme; the managing of key stakeholder relations and interests; and the benefits realization by the communities (Office of the Attorney General, 2010).

The leadership of CBNRM projects in Botswana is faced with many challenges, and the successful integrated planning and monitoring of these projects is a key factor (Jones, 1999; Mbaiwa, 2004; Arntzenet *al.*, 2003; Thakadu, 2005; Lepetuet *al.*, 2008; Poteete, 2009; Office of the Attorney General, 2010). The MEWT houses various departments of which the Department of Wildlife and National Parks (DWNP), the Department of Forestry and Range Resources (DFRR), and the Botswana Tourism Board (BTB) parastatal, have been assigned to oversee the CBNRM programme at national level (Office of the Auditor-General, 2010).

The latest published performance Audit Report no. 1 on the coordination and monitoring of CBNRM programme, reveals that there is a lack of coordinated efforts right from national level, through district level, and right through to the community level where projects are implemented (Office of the Auditor-General, 2010). The audit discovered a total of eighty-five (85) registered Community Trusts, and covered six (6) out of the ten

(10) districts, which have implemented these projects throughout the country (Office of the Auditor-General, 2010). The report highlighted that some Trusts had projects which were performing well, and others did not fare so good, due to varying circumstances (Office of the Auditor-General, 2010).

Jones (1999) and Arntzen *et al.* (2003) have expressed how the withdrawal of the donor funding and technical assistance by the USAID, negatively affected the stability of the Community Trusts which were not as yet fully mature to stand on their own. The NGO involvement from the very beginning also helped with regularly monitoring the performance of the projects (Arntzen *et al.*, 2003). The withdrawal of this monitoring service by the NGO created a capacity and skills gap which has impacted negatively on the performance of the projects (Jones, 1999; Arntzen *et al.*, 2003; Office of the Attorney General, 2010).

The CBNRM approach towards conservation in various countries in the region was highly influenced by the Zimbabwe's Communal Areas Management Program for Indigenous Resources (CAMPFIRE) model in the 1980s, which performed well (Child, 1995). The driving force towards the establishing the CBNRM programme in Botswana was conservation of the environment, hence the reason why they were mainly geared towards wildlife conservation (Cassidy, 2000; Mbaiwa, 2004; Thakadu, 2005). The second reason why they were instituted was because of the high prevalence of human-wildlife conflicts experienced in certain regions of the country. Therefore government realized that the conservation approach through the formation of community based organizations (CBOs) was the most ideal route to take, as the communities are in a better position to carry out the sustainable approaches since they reside in them (Brosius *et al.*, 1998; Cassidy, 2000).

There are many stakeholders who help with the running of these CBOs, all with many diverse opinions and interests (Beebe, 2003; Berkes, 2004). The issue of monitoring and coordination efforts from multiple diverse stakeholders with varying interests, -is one of the challenges facing CBNRM programmes at National level (Office of the Attorney

General, 2010). The performance audit found that some CBOs set up their projects, without consulting the official key stakeholders who have been mandated to oversee these projects, making it difficult to track them and monitor their performance (Office of the Attorney General, 2010).

According to Gujadhur (2001), CBNRM approaches in Botswana mainly take the form of firstly, Joint Venture Agreements (sub-leases); secondly, Joint Venture Partnerships; and lastly, Community managed enterprises. The first approach concerning subleases, is where the community leases its natural resource user rights to a private company for an agreed upon period of time (Gujadhur, 2001). This means that the community in a sense does not get actively involved in the managing of the allocated land area but instead transfers all control and decision making power to the chosen private company for the agreed set time period (Gujadhur, 2001).

Buzwaniet *al.* (2007) highlight that generally long lease agreements benefit the private company as they are able to have sufficient time to plan and run their establishments, thus enabling a high rate of return on their initial investment. The private companies are also more secure and do not have to be overly concerned with whether the community will renew the lease in time for them to have recovered their initial capital investments and also make a reasonable profit (Jones, 1999). There are various benefits towards each of the approaches above such as the creation of jobs for the local community and the growing revenue generated from the CBNRM projects. (Gudjadhur, 2001). One of the challenges is that of over dependence of the local community on the foreign investors (Gudjadhur, 2001). When and if the the joint venture partner leaves, it may result in a skills gap as the the local community may not be in the position to run the CBNRM projects (Gudjadhur, 2001).

The idea of using the projects as a poverty alleviation strategy, by encouraging rural communities to use the natural resources conservation methods to help develop themselves, only came into effect after the success of the first projects (Cassidy, 2000; Arntzenet *al.*, 2003; Thakadu, 2005; Buzwaniet *al.*, 2007). However it is important to

note that, initially these projects were not set up as a means for achieving rural economic development aims (Cassidy, 2000; Thakadu, 2005).

The programme has over the years grown to include other resources other than wildlife, such as veldt products and crafts, which has enabled the community members to expand their trades by offering their handiwork such as baskets and indigenous products for sale (Arntzen *et al.*, 2003). The monitoring of performance to see whether the overall objectives of poverty alleviation and conservation, have been very difficult to do as in some cases the availability of reports and updates on financial management are not stored or kept up to date by some of the Trusts (Office of the Attorney General, 2010).

The purpose of this research therefore is to determine the factors that influence the performance of CBNRM projects at national level. The reason for assessing the performance at national level is that by having a clearer understanding as to the underlying issues dealt with at the strategic level (Cooke-Davies, 2002), it would provide a better indication as to how to improve the situation at ground level (Thiry, 2004).

1.3. Problem statement

The latest report from the Office of the Attorney General (2010) indicates that CBNRM programme in Botswana is not performing at an optimal level. This has been attributed to the following: withdrawal of monitoring services by NGOs which has created a capacity and skills gap (Jones, 1999; Arntzen *et al.*, 2003; Office of the Attorney General, 2010); lack of reports and updates on financial management (Office of the Attorney General, 2010); and a lack of integrated planning, coordination, and monitoring of the programme, between the three key stakeholders – DWNP, DFRR, and BTB (Office of the Attorney General, 2010). However, these factors are not based on empirical evidence. Furthermore, there is a dearth of empirical evidence that can be used in confirming these assertions. Therefore this study seeks to examine the factors that influence the performance of CBNRMs in Botswana.

1.4. Research Question

What are the key factors perceived by stakeholders (DWNP, DFRR, and BTB) involved in the CBNRM process as contributing to the performance of CBNRMs in Botswana?

1.5. Research Aim

To determine the factors perceived by stakeholders as contributing to the performance of CBNRMs in Botswana and whether these factors differ significantly between the three key stakeholders and with those preferred by the government of Botswana.

1.6. Research Proposition

The key factors influencing the performance of CBNRMs in Botswana are stakeholder related.

1.7. Research Objectives

The objectives are to:

1. Determine the factors that drive performance in the CBNRM programme for each of the three key stakeholders at National level through literature review.
2. Establish the level of performance of selected CBNRM projects in Botswana.
3. Evaluate the theoretical model constructed by means of a literature review, with the one obtained from empirical data, to find out if there exists significant differences between the theory and reality.
4. Find out whether there is a significant difference in perceptions of factors contributing to the performance of CBNRM projects between the three stakeholders.
5. Suggest a workable framework/model that would suit this problem based on the research gathered.

1.8 Research Methodology

The above objectives will be achieved by employing a qualitative research approach:

- A case study research design involving the use of document analysis and Interviews of the key stakeholders will be used to collect the required information.
- The data collected will be analysed by means of thematic analysis and Analytic Hierarchy Process (AHP).

1.9 Limitations

The access of private organizational documents may not be available to the researcher, due to being an outsider observer. Only respondents involved in the programme at national level will be interviewed. Due to time and financial resource constraints, respondents at district level will not be included in the study. The quality of information compiled from the respondents may be lacking because of confidential organizational policies which will affect the quality of the data collected.

1.10 Structure of Research Report

Chapter One: This section will provide an outline of the research topic and background of the study. It will include firstly, the research problem, secondly, the research question, thirdly, the research proposition, and lastly, the research aim and objectives.

Chapter Two: This section will critically review the literature surrounding the research topic.

Chapter Three: This section will provide a record of the research methodology that will be followed in the study.

Chapter Four: This section will present the data, results obtained and discussion of findings.

Chapter Five: This section will present the study conclusion and recommendations.

CHAPTER TWO – LITERATURE REVIEW

2.1. Introduction

This section will provide a literature review on factors that may influence the performance of the CBNRM Programme. Key areas, which will be critically reviewed include: Types of CBNRM programme/projects available holistically and in Botswana; Key Stakeholders within the CBNRM programmes; Factors that influence the performance of CBNRM Programmes/projects; and Key Performance Indicators of CBNRM Programmes/projects.

2.2. Programme and Project Management

2.2.1. Programme Management

A programme has often been defined as the grouping of related projects with the primary aim of receiving benefits (Pellegrinelli, 1997; Thiry, 2004; Project Management Institute, 2008). The logic behind the formation of a programme is to have centralized coordinated control, to ensure the effective optimization of organizational resources (Project Management Institute, 2008). The housing of the CBNRM programme under MEWT was deliberately carried out to ensure that those who will be engaged in the projects will have mandates which are aligned with the overall strategic objectives of the programme (Office of the Auditor-General, 2010). Programme staff manages project interdependencies with the goal of achieving higher level strategic objectives of the organization (Project Management Institute, 2008). Lycett *et al.* (2004) notes that as programmes consist of a large scope of work, the margin of error resulting from internal and external changes by the stakeholders involved tends to have an upward increase. It is therefore imperative that the programme manager and team remain alert and consistently monitor these changes throughout the evolving programme lifecycle (Lycett *et al.*, 2004).

2.2.1.1 Programme Lifecycle

Programmes seek to address evolving needs of the organization, by bringing forth multiple deliverables likely within an indefinite time frame (Pellegrinelli, 1997; Lycett *et al.*, 2004). Generally, programme phases tend to be sequenced as follows: - initiation/formulation, planning/organization, delivery/deployment, renewal/appraisal, dissolution (Pellegrinelli, 1997; Thiry, 2004).

2.2.1.1.1 Initiation/Formulation

Thiry (2004) brings out that, in the initiation phase, the definition of and rationale for the programme are discussed. In their research paper, Maylor *et al.* (2006) found that programmes are likely to be considered a success only after the desired benefits have been attained by the relevant stakeholders. Due to the highly ambiguous and complex nature of programmes, it is quite beneficial to spend a considerable amount of time to ascertain if indeed there is a pressing need for the programme (Pellegrinelli, 1997; Thiry, 2004). Therefore it has been suggested that the programme owners should try to make sense of the programme in its entirety before rolling it out (Thiry, 2004), as this will help the managers to keep well-coordinated and under control (Maylor *et al.*, 2006).

2.2.1.1.2 Planning/Organization

Firstly, to run a programme, an appropriate organizational structure that is suitable to the desired programme objectives, needs to be designed (Lycett *et al.*, 2004). Action plans are drafted and key issues such as inter-project dependability are reflected upon (Thiry, 2004). Thiry (2004) highlights that projects are selected and prioritized according to the strategic level needs of the programme organization. This is carried out to ensure that effective resource allocation is done in an efficient manner across the selected projects (Thiry, 2004). In addition to planning effective resources use, Shao *et al.* (2012) suggest that more energy should be channelled towards managing the contextual features of the programme such as, its flexibility, its organizational fit and stability. Partington *et al.* (2005) further highlight the importance of engaging competent programme managers with the intellectual capability to understand deeply embedded political norms of organizational structures.

2.2.1.1.3 Delivery/Deployment

In this phase, the planned actions need to be put forward and carried into effect. Essentially the role of the programme manager in this phase is to authorize funds and make sure resources are readily available for the project teams to execute their functions (Thiry, 2004). Research conducted by Shao and Muller (2011) show that the leadership provided by programme managers help to link the organizational strategic plan with the projects being rolled out. At this level, only issues pertaining to overall benefits delivery and overseeing of how various projects impact on one another are considered (McElroy, 1996). The technical problems and general day to day execution of tasks falls into the project management arena (Project Management Institute, 2008).

2.2.1.1.4 Renewal/Appraisal

An extensive review/appraisal is carried out towards the end of each programme cycle (Thiry, 2004). This is where the organization assesses whether the programme has reached the desired objectives within that period, and whether there is still a continued need for the programme (Lycett *et al.*, 2004). If there is still a need for the programme, then the life cycle loops back to the initiation phase (Pellegrinelli, 1997). Further improvements to the programme are made to ensure that any targeted problem areas are attended to (Thiry, 2004). Lycett *et al.* (2004) have found that too much bureaucracy and rigid controls may hinder the programme managers' capability to respond timeously to evolving business needs. This loop back process is one of the main attributes which distinguishes a programme life cycle from that of a project (Pellegrinelli, 1997).

2.2.1.1.5 Dissolution

Pellegrinelli (1997) contends that if the need for a programme no longer exists, or the cost of having the programme far outweighs the benefits, then the programme may be dissolved. Thiry (2004) suggests that the team may then be re-assigned to attend to other arising organizational needs.

2.2.2. Project Management

Projects may be recognized as unique, once off endeavours (Nicholas and Steyn, 2012). According to the Project Management Institute (2008), each project is subjected to varying internal and external environmental factors, which impact on the performance of the project. Nicholas and Steyn (2012) indicate that these temporary pursuits usually seek to fulfil organizational objectives by for instance, developing new product ranges, upgrading organizational information systems, and construction of buildings and machinery. Cooke-Davies (2002) highlights that the client organization would engage a project manager and his team to help improve processes so as to provide a more efficient benefit delivery system.

In their paper, Slevin and Pinto (2004) posit that the project team is often comprised of individuals from varying disciplines and areas of specialization, with differing work methods and standards, which they follow. The three key stakeholder organizations (DWNP, DFRR, and BTB) have experts skilled in various disciplines (Office of the Auditor-General, 2010). Under the CBNRM framework, they are mandated to provide community members with the necessary training and assistance on how to successfully manage their own CBNRM projects (Office of the Auditor-General, 2010).

Jugdev and Muller (2005) stated that the project manager has the challenging role of harnessing these various functions together, throughout all the phases of project. Additionally, Day (2003) notes that unfamiliarity between individuals engaged in a project may require high level of insight and collaborative efforts by the project leadership. Thus Slevin and Pinto (2004) suggest that competent and dedicated project staff are key factors necessary for having good performing projects, more especially as they are non-repetitive by nature as mentioned before, therefore the team only has one opportunity to get it right (Project Management Institute, 2008).

2.2.2.1. Project Lifecycle

The Project Management Institute (2008) highlights the typical stages outlined in the project life cycle as: Initiation, Planning, Execution, and Closing. The project life cycle

unlike the spiralling programme, follows a linear path, with definite start and end points (Project Management Institute, 2008). Cooke-Davis (2002) suggests that the project teams involved may want to align the project outputs with the project outcomes as the project progresses. Therefore, since conservation of the environment and ensuring the successful delivery of benefits to community are the key objectives of the CBNRM programme (Office of the Auditor-General, 2010), the three key stakeholder organizations may want to keep their focus aligned with the overall strategic objectives of the programme from the start until project closure (Cooke-Davis, 2002).

2.3 Stakeholders

This section seeks to look at the stakeholder in the context of the natural resource management environment. Since there are many role players involved in the CBNRM programme, there probably will be differing needs. For instance, Twyman (1998) discusses the extent at which the programme is benefiting the rural population at large; whether there is a trickle-down effect of resources utilization happening. Zachrisson's (2008) study of the management of protected areas in Sweden, found it more beneficial to investigate attitudes of stakeholders at all levels, starting from local level right through to national level.

In their study, Grimble and Wellard (1997) found that stakeholder analysis helps with analysing policies and adds to the development of natural resource programme initiatives. They have found that once key interests of key stakeholders have been identified, it then becomes easier for programme leaders to use their bargaining powers to address key issues (Grimble & Wellard, 1997). Therefore proper programme design will enable the key stakeholders to identify trade-offs and thus iron out any conflicting interests through suitable negotiation channels.

2.3.1 Understanding and Managing Key Stakeholders

In her study on conservation and development, Brown (2003) found that there could be a misalignment of goals and objectives of key stakeholders of the institutions, who have

been selected to run CBNRM projects. This misalignment often results because organizations involved have varying mandates and expertise, and are thus likely to mobilize their resources differently (Pellegrinelli, 2011; Brown, 2003). The power structures of the organizations may impact on the performance levels and overall success of the CBNRM projects (Pellegrinelli, 2011), resulting in the local poor communities being marginalized, whereas community elites or foreign investors involved in Joint Venture Partnerships (JVPs), may have more influential roles as they may be able to sway policy decisions towards their favour (Brown, 2003). The level of influence and the interest in the projects will likely determine management approach adopted and affect how decisions are made (Brown, 2003).

Brown (2003) highlights that differing institutions often have differing views on the actual issue of conservation. The pro-conservation school of thought is likely to rank preservation of and sustainable use of resources higher up than the pro-development school of thought (Brown, 2003). Therefore making it challenging to design project organizations that will encompass the ideals of both schools of thought and provide effective lines of communication (Constantine, 1993). According to Neal (1995) and Day (2003), the three key stakeholders within CBNRM projects (DWNP, DFRR, and BTB) under MEWT should work towards trying to understand one another's separate organizations first, and then design interventions which will be agreed upon by all.

Researchers such as Schein (1996) and Gordon (1991) have highlighted how the importance of understanding the organizational subcultures can help to reduce risks and curb the silo effect occurrence and instead encourage integrated coordination efforts. However, as Lewis (1998) highlights, simply having an understanding of organizational culture and subcultures, will not necessarily lead to high performing projects. Human systems are complex and often times may actively or passively resist proposed changes to their environment (Burnes, 2004). Generally, it is found that a sufficient amount of time is necessary for people to adjust to a new environment (Gersick, 1988). However, due to the time constraint and high pressured nature of

project environment, this process of change needs to be done more speedily (Burnes, 2004).

2.3.2. Key Stakeholder Perceptions on Programme Performance

The perceptions by stakeholders of the factors influencing programme performance may differ, as mentioned before (Office of the Auditor General, 2010). Additionally, the fluid nature of the programme environment requires reviewing stakeholder interests and agendas, continually throughout each programme cycle, thus helping to clarify any misconceptions that may hinder performance (Thiry, 2002). Furthermore, Pellegrinelli (2002) adds that the programme managers are responsible for the delivering of programme benefits to intended users. Figure 1 displays the key CBNRM stakeholder groups at national programme level.

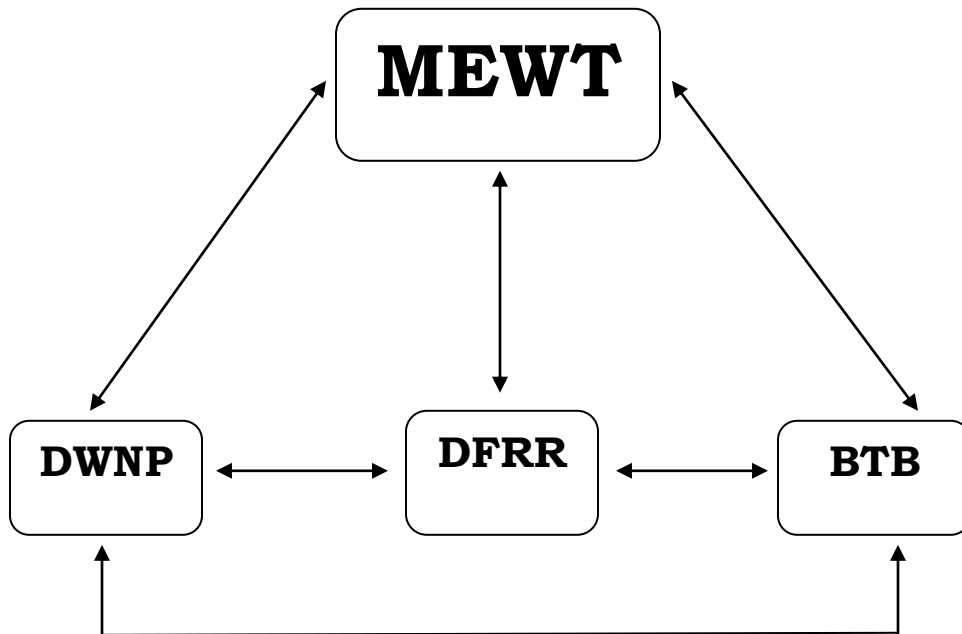


Figure 1: CBNRM Programme Stakeholder Groups at National Level
(Windapo and Motsisi, 2015:3)

Figure 1 shows that there is a functional relationship between the DWNP, DFRR and BTB on the same level, with each of the agencies reporting to MEWT and the MEWT

having authority over the operations of these agencies. The differences in practices by stakeholders in the CBNRM programme are outlined in the following sections:

2.3.2.1 The planning approach

The planning approaches followed by BTB differ to that of the other two key stakeholders (Office of the Auditor General, 2010). The BTB prefers to select a few projects of which to work with at a time, thus better enabling those targeted communities to be fully capacitated to run the community trust projects by themselves (Office of the Auditor General, 2010). On the other hand, the DWNP and DFRR consider it best to simultaneously cater for the needs of all the registered CBNRM projects throughout the country (Office of the Auditor General, 2010). In addition, it is noteworthy to consider the evolving contextual factors upon which the programme operates (Lycett *et al.*, 2004), such as the formation of multiple unregistered community organizations throughout the country, which has been identified as impacting on the performance of the CBNRM programme as a whole (Office of the Auditor General, 2010).

2.3.2.2 The Tendering process

The tendering process has been assigned to the Technical Advisory Committee (TAC) as a collective (Office of the Auditor General, 2010). The TAC coordinates the CBNRM programme at District level and the DWNP facilitate it (Office of the Auditor General, 2010). However, BTB had been seen as playing a more active role in the tender process than other members of the TAC (Office of the Auditor General, 2010). This has in fact led to other members perceiving the BTB to be assuming a self-appointed leader role (Office of the Auditor General, 2010). The BTB however view themselves as simply fulfilling their assigned mandate, and not necessarily overstepping any lines of authority (Office of the Auditor General, 2010).

2.3.2.3 CBNRM Training and skills capacity

According to the Office of the Auditor General (2010) the DFRR perceives a need for comprehensive CBNRM training efforts and targeted training interventions towards the

programme diversification efforts that are geared towards equipping the three key stakeholders to fulfill their roles in the programme. This need for training on CBNRM issues, is found not only to exist at national level, but at the district level in Botswana (Office of the Auditor General, 2010).

2.4 Factors Influencing Project Performance

This section reviews the factors influencing project performance. Throughout the years, much literature has been published regarding factors which lead to successful projects (Jugdev and Muller, 2005). It has been highlighted that although a project may perform well during the project life cycle, it does not necessarily mean it will be a success (Lim and Mohamed, 1999). Similarly, a project may perform badly during the project development phase, but it may still result in overall project success (Munns & Bjiirmi, 1996).

Cooke-Davies (2002) highlighted the need to have both hard and soft data in achieving effective project performance. The hard data referred to by Cooke-Davies (2002) consists of the following: a sufficient awareness and practice of risk management procedures in the organization; documentation consisting of project roles and responsibilities; project duration; mature change management system; and to ensure performance measures are in place and maintained. The soft data identified by Cooke-Davies (2002) is centred on managing the benefits delivery system; linking project strategy with organizational strategy; and continuously learning from previous projects.

Lim and Mohamed (1999) posit that linking project outputs with project outcomes is not an easy endeavour because project outcomes are often only realized much later after the project has been disbanded; whereas the project outputs are realized at the end the project development cycle (Munns & Bjeirmi, 1996). Belassi and Tukul (1996) established the importance of not only knowing the factors, but of understanding how they impact on each other. The research led by Belassi and Tukul (1996) led to the development of a model which grouped the factors influencing project performance into

four categories: firstly, those that are project related; secondly, those relating to the project team and the project manager; thirdly, those concerning the organization; and lastly, those that are linked to the environment that is external to the project.

Munns and Bjeirmi (1996) highlighted adherence to budget, schedule, quality standards, and attaining project goals as key factors of project management success. An emphasis on adequate time spent on project planning, especially regarding activities and goals, has been indicated as essential to enhancing project performance (Munns and Bjeirmi, 1996). The selection of a suitable candidate to lead the project has been cited by Munns and Bjeirmi (1996) as being crucial, especially as having someone who is committed to achieving the project objectives, will help to encourage the project team to remain dedicated through all the changes that will occur that may demoralize them. Jugdev and Muller (2005) are in agreement as they also emphasize the importance of having a senior management team that is committed to seeing the project through from inception until close, by assisting the project team with the resources necessary for them to fulfil their roles.

2.5 Factors Influencing CBNRM programme performance

The following are factors which have been found to influence the performance of the CBNRM programme.

2.5.1 Project Related Factors

The project related factors consist of:

2.5.1.1 Project nature and size

Projects vary in nature and size therefore each CBNRM project will require its own unique critical success factors, therefore each project needs to be assessed individually and not as a collective (Dvir *et al*, 1998).

2.5.1.2 Distribution of benefits

According to Mbaiwa (2011) and Thakadu (2005), the community is likely to conserve natural resources if they see that the benefits outweigh the cost of conservation. For example, in an area called Seronga, Botswana, the benefits from tourism activities have only been realized by a select few while others have not yet experienced human-wildlife conflict (DeMotts et al, 2009). This may be because in some communities, there isn't a clear benefits management plan that is inclusive, so those who seem to be benefiting are Trust employees as they have access to allowances (Arntzen et al, 2003). Therefore there needs to be equitable distribution of benefits that will trickle down to households in the community and not just the select few (Lepper and Goebel, 2010; Berkes, 2004; Buzwani *et al.*, 2007).

2.5.2 Stakeholder Related Factors

The following are the stakeholder related factors drawn from literature sources:

2.5.2.1 Understanding community dynamics

CBNRM projects included people from various ethnicities. According to Thakadu (2005) and Bolaane (2004) a lack of understanding of the dynamics affecting each community (as they will all differ) affects the performance of the CBNRM programme. In addition diversity of the groups could result in delayed programme implementation as lower levels of participation are experienced due to people being suspicious of each other (Thakadu, 2005).

2.5.2.2 Capacity-building and training of staff

The staff component at national level may lack the much needed skills in implementing CBNRM projects (Arntzen et al, 2003) and the lack of capacity affects the performance of CBNRM programme. Capacity-building and training of staff at national level (Office of the Auditor-General, 2010; Child and Barnes, 2010) and the use of workshops to help train member bodies helps to improve their capacity and performance.

2.5.2.3 Capacity-building of community members

Community members lack technical and financial management skills on how to manage community Trusts effectively (Kgathi and Ngwenya, 2005). Also, according to Thakadu (2005), the community may want to start CBNRM projects but this does not mean that they are capable and ready to implement them.

2.5.2.4 Differing mandates

Stakeholder organizations have to fulfil mandates which may clash with the ethos of the programme (Swatuk, 2005). According to Arntzen et al (2003), the various CBNRM members have other fulltime work commitments, and these may clash with those of CBNRM projects. Those members who form part of the TAC for instance, have other fulltime commitments, and at times these takes precedence over CBNRM projects.

2.5.3 CBNRM Organisation Related Factors

The following are the Organisation related factors drawn from literature sources:

2.5.3.1 Decision-making process

Arntzen et al (2003) cite instances where decision-making process has not been inclusive, where only the views of few individuals were taken into consideration. Moswete et al (2012); DeMotts *et al.*, (2009) and Buzwani *et al.*, (2007) posit that decision-making process that will consider the views of the multiple stakeholders involved impacts positively on programme performance.

2.5.3.2 Common Vision

Lack of common vision by CBNRM Leadership. Having a common vision will enable a more integrated approach towards implementing strategy (Arntzen *et al.*, 2003) and impact positively on programme performance.

2.5.3.3 Lines of authority

Unclear lines of authority, procedures, roles and responsibilities of those affected at national level and local level (Tacconi, 2007) are found to affect the performance of CBNRM programmes

2.5.3.4 Monitoring and control systems

According to Child and Barnes (2010), appropriate monitoring and control systems implemented at national and local levels have a positive effect on the overall performance of the CBNRM programme.

2.5.3.5 Inter-project learning and networking

Thompson (2013) established that Inter-project learning and networking, if conducted effectively using workshops, enhances performance levels.

2.5.4. CBNRM environment related factors i.e factors that are external to the programme

The following are the CBNRM environment related factors drawn from literature sources:

2.5.4.1 Inclusive project policies

CBNRM project policies that are more inclusive of local community needs are found to impact the performance of CBNRM programmes (Sebele, 2010; Twyman, 2000).

2.5.4.2 Wildlife quotas

The number of wildlife quotas allocated was a factor (Arntzen *et al.*, 2003). The communities tend to have an over reliance on wildlife hunting quotas allocated to them, so if the quotas are suspended, it impacts on the CBNRM programme performance (Arntzen *et al.*, 2003). Arntzen *et al.* (2003) highlight that a suspension on hunting would enable the communities to be more organized when it comes to their financial records and organizational processes.

2.5.4.3 Land use rights

Allocation of the land use rights pertaining to wildlife management area to local communities are found to impact positively on the performance of CBNRM programmes, as it leads to increased commitment levels (Thompson, 2013; Moswete *et al.*, 2012; Child and Barnes, 2010; Poteete, 2009; Mbaiwa, 2005; Campbell and Shackleton, 2001).

2.5.4.4 Enclave tourism

Enclave tourism by foreigners in some areas such as the Okavango Delta, which has resulted in only a few locals contributing towards the programme (Mbaiwa, 2011). This means that rural areas that are located outside of the enclave do not attract the same tourist numbers and this could impact negatively on CBNRM projects that lie in those areas (Mbaiwa, 2011).

2.5.4.5 Involvement of experts

The involvement of experts and assistance from other NGOs (Lepetu *et al.*, 2008; Jones, 1999). An example would be that of Thusano Lefatsheng which “assists communities in institution building for resource management and assists communities to develop wildlife utilization projects” (Jones, 1999:27). The second example is that of the Netherlands Development Organization (SNV), which its core function is to aid rural development in Botswana and provide expert expatriate services to the government of Botswana specifically with regards to land use planning (Jones, 1999). Both of these organizations and other NGOs play a pivotal role towards the CBNRM programme performance.

2.6 Key programme performance indicators:

According to the Office of the Attorney General (2010), the key performance indicators for the CBNRM programme consist of the following: Meeting its objectives; Programme planning and coordination; Programme monitoring and control; Key stakeholder relations; Benefits realization by the communities can be ascertained in a programme. Planning and coordination takes place at National level and at District level (Office of the Attorney General, 2010). The TAC assists with the monitoring and control of e.g. Joint Venture Partners (JVPs) with the community (Office of the Attorney General, 2010). The TAC also assists with key stakeholder relations such as when there are conflicts with JVPs and community members (Office of the Attorney General, 2010). Since the TAC also plays a role at District level, this helps with benefits realization for community members (Office of the Attorney General, 2010).

2.7 Conceptual Model for the study

The study proposes that different stakeholders have different agendas and this affects the way in which they perceive CBNRM performance related factors (see Figure 2 below). Stakeholders are viewed as groups of multiple people with diverse needs and wants who have interest or influence in the running of an organization (Donaldson & Preston, 1995; Philips, 1997; Grimble & Wellard, 1997). Donaldson and Preston (1995:67) suggest that stakeholder theory 'does not simply describe existing situations or predict cause-effect relationships: it also recommends attitudes, structures, and practices that, taken together, constitute stakeholder management'.

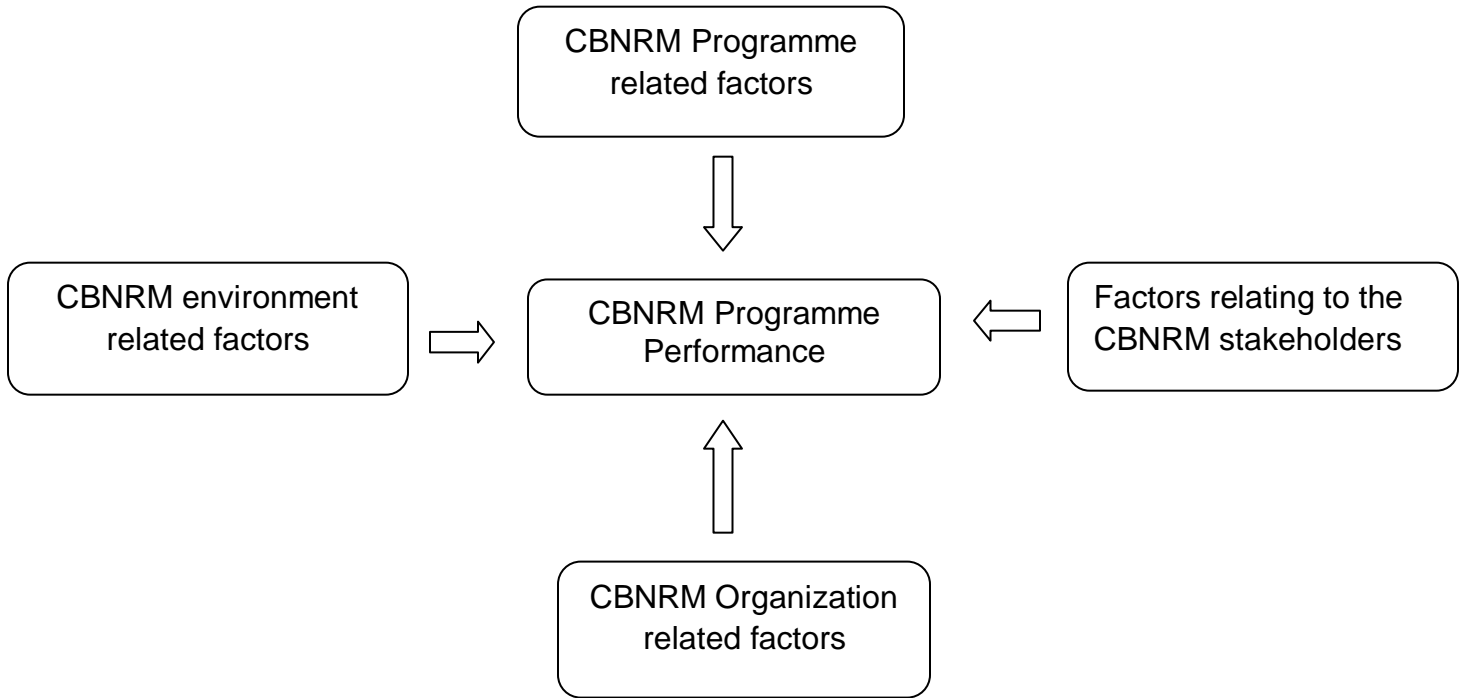


Fig 2: Conceptual Model of the Study
(Adapted from Bellassi&Tukel, 1996:144)

The gap in knowledge to be filled by this research is the examination of the factors perceived by stakeholders as contributing to the performance of CBNRMs in Botswana and whether these factors differ significantly between the three stakeholder groups and those factors perceived by the government of Botswana. The study proposes that significant differences in the perceptions contributing to the performance of CBNRMs by the stakeholders will impact on the performance of the programme.

CHAPTER THREE – RESEARCH METHODOLOGY

3.1. Introduction

The purpose of this chapter is to provide a detailed outline of the proposed research methodology. The previous chapter sought to provide a review of literature that establishes the factors which influence the performance of the CBNRM programme in Botswana. This section will provide the research design that will enable the researcher to gather data from the three key stakeholder groups, highlighting from their own experience which factors they perceive to affect the performance of CBNRM projects in the Botswana. This is necessary as it will add more reliability and validity towards the conclusions reached (Collingridge and Gantt, 2008). The sampling technique and data collection methods used in the study are also outlined.

3.2. Research Approach

A qualitative research strategy is considered appropriate for this study as it provides a platform for each participant to openly express their opinions and provide valuable experiences regarding CBNRM performance. A qualitative approach is used in the research because the research is mainly centred on the factors influencing the performance of a system (Ellinger et al., 2005), and because the CBNRM programme is complex in nature (Anderson et al., 2005). The research undertaken considers multiple perspectives from key stakeholders (Reed et al., 2009), as well as documented literature available (Bowen, 2009; Office of the Attorney General, 2010). This will help in visualizing the pertinent issues that affect programme performance at national level (Lycett et al., 2004).

3.3. Research Design

The purpose of the research is to determine the key factors which impact on the performance of the CBNRM programme in Botswana from the perspectives of the three key stakeholders (DWNP, DFRR, and BTB), who have been selected to drive the CBNRM process at national level in Botswana. The findings from the latest report on CBNRM performance conducted by the Office of the Attorney General, recommended that a more integrated approach towards planning and coordination efforts amongst the key stakeholders be adopted (Office of the Attorney General, 2010). Therefore this research aims to find out from the research participants, which factors could be addressed to help achieve this.

The research design needs to essentially fulfil the requirements of the study by ensuring that the initial objectives are kept in focus (Grunow, 1995). It is structured so as to answer the following question:

What are the key factors perceived by the three identified Key Stakeholders (DWNP, DFRR, and BTB) involved in the CBNRM process as contributing to the performance of CBNRM in Botswana and are there significant differences between their perceptions?

This research is situated in the Community Based Natural Resource Management (CBNRM) paradigm. The CBNRM combines conservation with the generation of economic benefits for rural communities. The three key assumptions being that: locals are better placed to conserve natural resources; people will only conserve resources if its benefits exceed the costs of conservation, and people will conserve a resource that is linked directly to their quality of life (Thakadu, 2005). Furthermore, CBNRM approach argues that when a local person's quality of life is enhanced, their efforts and commitment to ensure the future well-being of the resource are also enhanced (Ostrom *et al*, 1993)

The case study research design is used in gathering empirical data for the study. Anderson *et al.*, (2005) highlight that case studies enable the researcher to better understand the interdependencies that often characterize complex organizational settings. This research method helps in the sense that it can help to bring forth valuable insights on how behavioural patterns develop in an organization over a period of time (Anderson *et al.*, 2005). Therefore the case study method can help to reveal not only which factors influence CBNRM performance, but also add to the existing body of knowledge on CBNRM projects (Ellinger *et al.*, 2005). The survey approach is considered unsuitable because the population of the study is limited to only stakeholders involved in the CBNRM. Furthermore, too many stakeholders (even when available) are known to create problems in research (Clarkson, 1994) and also, the research is explanatory in nature.

The chosen case study approach does have limitations (Price, 1968). One such drawback is that it is difficult to show correlation of the variables in a proposed case study (Price, 1968). Bhattacharjee (2012) has also found that this drawback exists 'because case studies involves no experimental treatment or control, and internal validity of inferences remain weak' (2012:94). Bhattacharjee (2012) further explains that a well experienced researcher would be able to integrate large volumes of information and be able to make sense of the patterns and interconnections that would emerge from the study. The other limitation cited is that the case study method can be viewed as being too subjective as it mainly examines a particular context (Bhattacharjee, 2012).

3.4. Area of the study

The Office of Auditor General 2010 report has laid much of the groundwork in providing the necessary information in which this study will expand on. It will do so by interviewing the selected participants from the three key stakeholder groups (Britten, 1995). Only individuals who are actively involved in the planning, monitoring, and coordination efforts of the CBNRM programme at national level in Botswana will be consulted. The reason is that only those individuals are in a better position to gauge the performance of

the programme as they have the hands on experience (Reed *et al.*, 2009). In addition, it will help to enhance the validity of the research results (Ellinger *et al.*, 2005).

3.5 Population of study

This study will concentrate on only individuals who are involved in the management of the CBNRM Programme at national level in Botswana (Office of Auditor-General). The representatives from the three key stakeholder groups (BTB, DWNP, and DFRR) will make up the population of study.

3.6. Sampling Technique and Sample Size

The research adopts a non-probabilistic sampling technique, called purposive sampling (Bless *et al.*, 2006). Collingridge and Gantt (2008) highlight the importance of sampling and collecting data from sources that will provide rich meaning to the research phenomena being studied. The three key stakeholder organizations (BTB, DWNP, and DFRR) were purposively selected as they are in a better position to help provide information that addresses the study objectives (Ellinger *et al.*, 2005). The proposed sample size consists of a total of twelve (12) individuals, where four (4) persons from each of the three key groups will be invited to participate in the study. The study aims to approach senior and junior members of the programme team at national level. Since they are directly involved in the programme management process, conducting interviews with them will thus help with the reliability of the findings and helping the researcher to gain a better understanding of the situation (Collingridge and Gantt, 2008).

At the end of the field work, a total of seven (7) participants from the four key stakeholder groups (Department of Wildlife and National Parks (DWNP), Department of Forestry and Range Resources (DFRR), Botswana Tourism Organization (BTO formerly known as Botswana Tourism Board BTB), and the Kalahari Conservation Society (KCS) responded positively and agreed to take part in the research.

3.7. Methods of Data Collection

Researchers make use of various forms of primary and secondary data collection methods to investigate their research problem (Polkinghorne, 2005; Sebele, 2010). This helps to increase the likelihood of obtaining workable solutions to the problem at hand, as multiple views from different sources will be considered (Ellinger *et al.*, 2005). Furthermore, Polkinghorne (2005) posits that suitable research participants should be able to “provide clarifying accounts of an experience” (2005:141) in connection with the research inquiry. This research makes use of documents (secondary data) and interviews (primary data) as a means of obtaining the required information. The questions are designed to enable the researcher to incorporate the viewpoints of all the selected participants. The use of open-ended questions during the interviews reduced interviewer bias as the interviewee were not restricted on what to say (Bless *et al.*, 2006).

3.7.1 Documents

Previous studies conducted by others have provided the researcher with valuable insights regarding issues faced by CBNRM practitioners within Botswana and outside her borders (Bazaara, 2006; Buzwani *et al.*, 2007; Lepetu *et al.*, 2008; Lepper and Goebel, 2010). Documents consulted during the literature review consist of peer reviewed journal articles, relevant books, and publicized government documents (see Tacconi, 2007; Arntzen, 2003; Office of Auditor-General, 2010).

Whilst the use of secondary data has its benefits, it also has its disadvantages. According to Bless *et al.* (2006), each piece of research has its own specific research objectives to meet, and these may not necessarily be aligned with the current study at hand. Therefore they suggest that great caution be taken when it comes to interpreting secondary data (Bless *et al.*, 2006).

3.7.2. Interviews

Conducting interviews will be the primary form of collecting data in this research. The interview schedule consists of seven questions which have been structured in a logical manner (see Appendix B). The first two questions mainly request for the participant's personal information, namely, their role/function in the programme, and their number of years of experience. The third and fourth questions are open-ended ones that seek to gauge the participant's level of understanding of the rationale for the CBNRM programme. The fifth question is a structured one where the participant is asked to rank the performance of the programme based on the following indicators: Meeting its objectives; Programme planning and coordination; Programme monitoring and control; Key stakeholder relations; and Benefits realization by the communities, using a five point scale, ranging from *very good* on one end of the spectrum, to *very poor* on the other end.

The sixth question is an open ended question wherein the participant expresses their views on the challenges they feel influence the programme at national and district level. The last question encourages the participant to suggest a way forward on how these challenges may be overcome.

3.8. Methods of Data Analysis

The qualitative data obtained will be collated, coded and displayed in matrix form for easy analysis (see Table 1). When analyzing data from the interviewees, taking down notes throughout the process helps to highlight any emergent themes or patterns developing from the selected participants. Data collected were analyzed using thematic analysis wherein themes relating to each stakeholder's interests and agenda were identified. This primary data were then compared with the secondary source data (documents) to establish if major differences exist between the CBNRM literature reviewed, and the views held by the interviewed key stakeholder participants. Tables are used to help make contrasts and comparisons when analyzing the data.

Table1 : Data recording template

Organization A /B/ C							
	Question 1:	Question 2:	Question 3:	Question 4:	Question 5:	Question 6:	Question 7:
Participant A							
Participant B							
Participant C							

Furthermore, an Analytic Hierarchy Process (AHP) was also used to establish which factors carry more weight and may need more attention (see Table 2) based on the following CBNRM Programme Performance Criteria:

1. **CBNRM Programme related factors:** project nature and size; equitable distribution of benefits to local level
2. **Factors relating to CBNRM Stakeholders:** understanding community dynamics; differing mandates; capacity-building of staff; capacity-building of community members
3. **CBNRM Organization related factors:** inclusive decision making process; integrated leadership approach; Clear lines of authority/procedures/roles and responsibilities; appropriate monitoring and control systems; Inter-project learning and networking
4. **CBNRM factors external to the programme:** inclusive CBNRM project policies; number or wildlife quotas allocated; allocation of land use rights pertaining to wildlife management area to local communities; Impacts of enclave tourism i.e. Okavango Delta having a few locals contributing/participating; involvement of experts and assistance from other NGOs.

AHP aids complex group decision making (Saaty, 2008). It also assists the decision makers to set clearly defined goals, and uses pairwise comparisons to construct priority scales which help measure intangibles (Saaty, 2008).

The scale (1-9) used in the AHP, their meaning and explanation are further outlined below in Table 2

Table 2: CBNRM Programme Performance Criteria Definitions

Intensity of Preference	Definition	Explanation
1	Equal importance	Two activities contribute equally to the objective
2	Weak	Between equal and moderate
3	Moderate importance	Experience and judgment slightly favour one activity over another
4	Moderate plus	Between strong and very strong
5	Strong importance	Experience and judgment strongly favour one activity over another
6	Strong plus	Between strong and very strong
7	Very strong or demonstrated importance	An activity is favoured very strongly over another; its dominance demonstrated in practice
8	Very, very strong	Between very strong and extreme
9	Extreme importance	The evidence favouring one activity over another is of the highest possible order of affirmation
Reciprocals of above	If activity <i>i</i> has one of the above numbers, when compared with activity <i>j</i> , then <i>j</i> has the reciprocal value when compared with <i>i</i> .	If <i>x</i> is 5 times <i>y</i> , then $y = 1/5x$

3.9 Data Collection limitations

The selected participants not being available for interviews as other work commitments, such as meetings and workshops, take precedence. Also, some are not comfortable with disclosing sensitive information to external examiners.

3.10 Ethics Considerations

For research ethical reasons, the name of the organization and the participants interviewed are anonymised so as to protect all involved in the research process (Orb et, al, 2000). In addition, please see Appendix A to view a sample letter of consent. In the consent letter, both the interviewee and the principal researcher signed the letter of consent. All the seven (7) respondents signed the form. An ethics clearance form from the University of Cape Town was provided by the Head of the Department- Construction Economics and Management (Please See Appendix).

Chapter Four: Results and Findings

4.1 Introduction

The main purpose of the study was to identify which factors influence the performance of CBNRM programme in Botswana and whether these factors differ between the three stakeholders and those preferred by the government of Botswana.

A copy of the interview transcript is attached in the appendix.

4.2 Background Details of Participants in the Study

4.2.1 Organization A – Participant A

Participant (A) is from organization (A) is male, and responsible for the facilitation of CBNRM programme at national level. Participant A has been involved with the programme for a period of six years. The participant mobilizes communities about the programme and carries out community extension outreach activities. Since their expertise mainly lies in forestry and range resources, Organization A specializes in and assists with projects that involve flora and veldt products.

4.2.2 Organization B- Participant B

Participant (B) is from Organization B, is male and their role/function in implementation of CBNRM is as Project Manager- Eastern Botswana. Participant B has been involved with CBNRM for a period of five to 10 years. Organization B is parastatal that was established to market Botswana and promote it as a preferred tourist destination.

4.2.3 Organization C – Participant C

Participant C is from Organization C, is male and is responsible for the coordination of wildlife based CBO's practicing CBNRM. Participant C has been engaged in this role for

the past five to ten years. Participant C's opinion is that CBNRM programme is all about sustainable utilization of natural resources by communities to uplift their livelihoods. Organization C has the responsibility and oversees the country's wildlife, protected areas, fisheries, game reserves and national parks.

4.2.4 Organization C – Participant D:

Participant D is from Organization D, is female, and works as an Extension Officer, focusing on coordination of CBNRM issues at districts level. Participant D has less than five years of experience with the CBNRM programme.

4.2.5 Organization C – Participant E

Participant E is from Organization C, is female, and has the function of Compiling Department of Wildlife and National Parks CBNRM CBOs monthly progress report (country wide) and to give support to districts on implementing CBNRM policy. Participant E has less than five years of experience in this position.

4.2.6 Organization C – Participant F

Participant F is from Organization C, is female and has the role of creating awareness and encouraging communities to engage in CBNRM. Participant F has been active in this role for the past five years.

4.2.7 Organization D – Participant G

Participant G is from Organization D, is male works as the desk officer for the National CBNRM forum. Participant G has been involved with the programme for the past five to ten years. Organization D is a non-governmental (NGO) that was established in 1982. It

mainly collaborates with others in the private sector and government departments, in promoting conservation of the environment and wildlife in Botswana.

4.2.8 Summary of the number of years involved with the CBNRM Programme:

The study sought to know the background experience of CBNRM programmes held by the respondents. This is detailed in section 4.2.7 and summarized in Table 3.

Table 3. Number of Years of Experience

Years	Tally	Total	%
0-5	III	3	42.86%
5-10	IIII	4	57.14%
10-15	-	0	0%
15-20	-	0	0%
20+	-	0	0%

Table 3 shows that 43% of the participants have been involved with the programme for less than five years. All of the participants in this bracket were female. A total of 57% have been involved with the programme between five and ten years. All the participants were male. We gather from the above findings that the male participants have more experience within the CBNRM programme than the female participants, as they have been involved in the programme longer.

4.3 Respondents Perception of the CBNRM Programme

The study sought to find out the respondents' perception of the CBNRM programme. The key themes that emerged from the research findings are that the CBNRM programme is about the promotion of human and wildlife co-existence. All of the participants listed conservation of the natural resources and community development when asked what the programme is all about. Therefore the sustainable utilization of natural resources by the community is what they considered to be the backbone of the

programme. The following are the views of the participants about what the CBNRM programme is about:

“Ensuring that communities take care of resources. Ensuring that communities conserve resources. Encourage communities to generate income in a sustainable manner (Participant A, male, organization A)”.

“Natural resource conservation/management and community development (Participant B, male, organization B)”.

“Sustainable utilization of natural resources by communities to uplift their livelihoods (Participant C, male, organization C)”.

“Empowering rural communities to develop their livelihoods economically while using natural resources sustainably; promotes co-existence and conservation of these. These eventually can help eradicate poverty (Participant D, female, organization C)”.

“CBNRM programme is meant to benefit both conservation and community. Community ownership of natural resources in their area and livelihood improvement through the use of their resources (Participant E, female, organization C)”.

“It is a community based approach to conservation and management of natural resources which brings about benefits to the participating communities (Participant F, female, organization C).”

“Conservation. Community development. Equitable access and share of natural resource management (Participant G, male, organization D)”.

The above responses show that the participants involved with the CBNRM at national all know what the programme is all about. They mentioned conservation and the community development in their responses. This is a good indication as it can impact positively on the performance of the programme overall.

4.4 Need for the CBNRM programme

To understand the need for the CBNRM programme, the study sought to know the opinion of the respondents. The consensus of the respondents is that CBNRM was initiated for benefit realization by the rural communities since they live in close proximity in predominantly wildlife prone areas. The promotion of sustainable utilization of resources is to help protect wildlife from incidents of poaching. The participants noted that this was a government initiative to partner up with communities and assist them as co-managers in advocating pro-conservation techniques in wildlife management areas. The following are what the participants said to be the need for the programme:

“Government initiative to look into the means of improving livelihoods, such as how to generate extra revenue, and also it is not just economic but seeks to encourage conservation and management of resources (Participant A, male, organization A)”.

“To drive the process of natural resources management through the principle of management by utilization (Participant B, male, organization B)”.

“CBNRM is government initiative in Botswana that was originally set up to curb cases of poaching, as in the past, people used to kill wildlife especially where they felt it was destroying their belongings, while not bringing them any benefits” (Participant C, male, organization C)”.

“It was initiated to promote co-management. Since rural communities live with wildlife and bear pressure, they deserve to derive value from the wildlife, this way co-existence and conservation efforts would be achieved, as ownership and decision making lies with government and communities (Participant D, female, organization C)”.

“Community ownership, conservation and sustainable utilization of natural resources to improve livelihoods (Participant E, female, organization C)”.

“To give communities living closer to natural resources the opportunity to use them and derive benefits from them. It was also in a way meant to give them ownership to the resources so that they can conserve them better (Participant F, female, organization C).

“CBNRM provided an alternative approach in natural resource management. Provide a smooth and monitored evaluation of rights (land rights). (Participant G, male, organization D)”.

The participants had different responses when asked why the programme was initiated. Those coming from a wildlife background focused more on poaching incidents. The other participants said it was initiated to promote sustainable use of natural resources.

4.5 CBNRM Programme Performance

The following are the factors that influence CBNRM programme performance:

4.5.1 Factors influencing CBNRM Programme Performance

The study sought to find out the level of CBNRM programme performance. This was undertaken by determining the weight assigned to the factors influencing programme performance by using AHP results to evaluate the perception of the CBNRM programme criteria by the study respondents.

Pairwise comparisons were carried out and from the AHP results, the study found that CBNRM Stakeholder related factors carried more weight when compared with the other CBNRM programme performance criteria (See Table 4). The study found that stakeholder relations as being of high importance at 0.2725, followed by CBNRM Programmmerelated factors at 0.2517, then CBNRM factors external to the programme at 0.2387, and CBNRM Organization related factors at 0.2370 respectively. From Table 4 it can be seen that stakeholder factors such as a lack of entrepreneurial skills; a lack of conflict resolution skills; a lack of decision-making power; and lack of support by the

authorities have the highest influence on CBNRM Performance plus all factors seem to have a fairly similar impact on the general performance of the CBNRM projects.

Table 4. Matrix for Consolidated Scores

CBNRM Performance Criteria	Programme factors	Programme factors	Stakeholders factors	Organization factors	External factors	Weight
Programme factors	1		1.333	1.000	0.714	0.2517
Stakeholders factors	0.750		1	1.428	1.333	0.2725
Organization factors	1.000		0.666	1	1.250	0.2370
External factors	1.375		0.750	0.800	1	0.2387

Consistency Ratio = 3.7%

Note: Number of participants = 5; CBNRM = Community Based Natural Resource Management

The study found from the interviews of CBNRM programme participants that the following challenges are influencing the CBNRM programme performance at National level, distributed by source:

4.5.1.1 CBNRM Programme related factors

Participant A, D and E noted the lack of financing of the programme – lack of funding allocated to the CBNRM programme was noted as contributing to programme performance. The main challenges arising at National level which were highlighted by participant A were those pertaining to capacity, financing of the programme, and those of forest conservation. Participant A said government does not have the budget to give communities to run projects. Participant G on the other hand highlighted that there is lack of clarity in land management and ownership within the programme itself.

4.5.1.2 CBNRM Stakeholder related factors

Participant A highlighted capacity issues such as a lack of entrepreneurial skills, lack of conflict resolution skills, misuse of allocated funds by communities, and lack of support by authorities to communities. Participant D felt that government had too much control and the community was afforded little control and decision making power when it came to CBNRM projects. On the other hand, they said that communities are not committed and misuse funds accrued from the natural resources.

4.5.1.3 CBNRM Organization related factors

Participant C brought out that a lack of a clear monitoring framework exists coupled with unclear role clarity, thus creating a lot of confusion as to who is responsible for what. In addition, CBNRM projects were formed with no assessment of resource inventory as noted by participant C. According to participant G, limited control afforded to communities resulting in little decision making power, and disowning by other line ministries – a lack of ownership by those authorized to act.

4.5.1.4 CBNRM factors external to the programme

Participant B, E, F, and G mentioned firstly, a lack of legislative framework as currently there is only a policy in place but no Act of Parliament. Second on the list was a lack of a clear monitoring framework. Secondly, participant C brought out that a poor or lack of consultation with relevant communities on changes meant to affect CBNRM programme e.g. stoppage of hunting; the issue of land bank influence programme performance at national level. Thirdly, a lack of legal documentation was also cited by Participant D. Fourthly, according to participant E, the other challenge was that there was no independent body (e.g. as it is with tourism BTO is there) to coordinate and ensure there is proper structure to implement the programme. Lastly, participant F viewed the lack of support by the authorities as one of the main challenges at national level.

From the above findings, coupled with the findings from table 4 previously, we can gather that CBNRM stakeholder related factors contribute more than the others towards CBNRM programme performance. All the other factors too seem to have a similar impact on the general performance of CBNRM projects.

4.5.2 Performance of the CBNRM Programme

The study sought to know how the respondents perceive the performance of the CBNRM programme. The perception of the respondents on the performance of the CBNRM Programme are presented in Table 5.

Table 5. CBNRM programme performance

Performance criteria	Very good	Good	Fair	Poor	Very poor	Mean Score	Rank
(i)meeting its objectives		II	IIII			4.6	1
(ii)programme planning & coordination		III	III	I		4.6	1
(iii)key stakeholder relations		III	IIII	I	I	4.2	3
(iv)benefits realization by communities		I	II	I		4.2	3
(v)programme monitoring & control		I	IIII	II		4.0	5
Total		10	19	5	1		
Percentage of %total		28.57%	54.29%	14.28%	2.86%		

From the above Table 5, it can be seen that 54.29% of the respondents rate the current CBNRM performance as fair, while 28.57% of the respondents rate the overall performance as good. Also 14.28% of the respondents rated the programme performance as poor, while 2.86% of the participants rated the programme as performing very poorly. Table 5 also shows that from a ranking perspective, the participants rate the CBNRM programme as meeting its objectives, followed by availability of programme planning and coordination, improved key stakeholder relations, benefits realization by communities and lastly, programme monitoring and control.

The key performance indicators found to influence programme performance include the programme meeting its overall objectives; the effective planning and coordination of the programme; the effective monitoring and control of the programme; the managing of key stakeholder relations and interests; and the benefits realization by the communities (Office of the Attorney General, 2010). The Kalahari Conservation Society (KCS) was included as a key stakeholder because they are the national CBNRM Secretariat.

Therefore in summary, the overall respondents viewed the CBNRM projects as performing fairly in general.

4.5.2.1 Programme meeting its objectives

Table 6. CBNRM programme performance cross case analysis – Programme meeting its objectives

Organization	Very good	Good	Fair	Poor	Very poor
Organization A			I		
Organization B		I			
Organization C		I	III		
Organization D			I		

Table 6 shows that of the four respondents from Organization C, three of them said that they viewed the programme as meeting its objectives fairly. Respondent A from Organization A and Respondent G from Organization D all said the programme was fairly meeting its objectives. Only Organization B and C ranked the programme as Good with regards to it meeting its objectives.

4.5.2.2 Programme planned and coordinated

Table 7. CBNRM programme performance cross case analysis – Programme planned and coordinated

Organization	Very good	Good	Fair	Poor	Very poor
Organization A		I			
Organization B			I		
Organization C		I	II	I	
Organization D		I			

Organization A ranked the planning and coordination of the programme as being Good. Organization B ranked the planning and coordination as being Fair. The two respondents from Organization C, ranked the planning and coordination as being fair. The one respondent from Organization C said the planning and coordination was Good, whilst the other respondent said it was Poor. The one respondent from Organization D said the planning and coordination was Good.

4.5.2.3 Programme stakeholder relations

Table 8. CBNRM programme performance cross case analysis – Programme stakeholder relations

Organization	Very good	Good	Fair	Poor	Very poor
Organization A		I			
Organization B			I		
Organization C		II	I	I	
Organization D					I

The respondent from Organization A ranked the Programme stakeholder relations as being Good. The respondent from Organization B said the stakeholder relations were performing Fairly. Of the four respondents from organization C, two said the programme stakeholder relations were Good. Of the last two from Organization C, one said

stakeholder relations were performing fairly, whilst the other said they were performing poorly. The respondent from organization D said that the stakeholder relations were performing Very Poorly.

4.5.2.4 Benefits realization by communities

Table 9. CBNRM programme performance cross case analysis – Benefits realization by communities

Organization	Very good	Good	Fair	Poor	Very poor
Organization A			I		
Organization B		I			
Organization C		I	II	I	
Organization D			I		

Organization A ranked the Benefits realization by communities as being Fair. Organization B ranked the Benefits realization by communities as being Good. Two of the respondents from Organization C ranked the Benefits realization as being Fair. Whilst the other two respondents, the first ranked the benefits realization as Good and the other ranked them as being Poor. The last respondent from Organization D, ranked the Benefits realization by communities as being Fair.

4.5.2.5 Programme monitoring and control

Table 10. CBNRM programme performance cross case analysis – monitoring and control

Organization	Very good	Good	Fair	Poor	Very poor
Organization A		I			
Organization B				I	
Organization C			III		
Organization D				I	

When it comes to programme monitoring and control, Organization A's respondent ranked it as being Good. The respondent from Organization B ranked the programme monitoring and control as being Poor. All four of the respondents from Organization C ranked the programme monitoring and control performance as being Fair. The last respondent from Organization D ranked the monitoring and control performance as being Poor.

4.6 Main challenges influencing programme performance at District level

The study found from the interviews of CBNRM programme participants that the following challenges are influencing the CBNRM programme performance at District level, distributed by source:

4.6.1 CBNRM Programme related factors

As it is with any venture undertaken, the aim is to derive positive gains or benefits to the principal owners or relevant stakeholders. With this CBNRM programme, the benefits ought to not only be realized at National level, but they ought to be felt by the communities. This study sought to ascertain the extent to which benefits trickle down to the community population. Participant B felt that a lack of proper benefit distribution strategies for communities exists. This has led to there being a lack of support by communities because of no benefits trickling down to households (Participant F, organization C).

4.6.2 CBNRM stakeholder related factors

The issue of capacity arose amongst the interviewees. Participant A brought out that the lack of capacity and specific industry expertise may re-surface (Participant A, organization A). TAC issues too may arise, such as a lack of resources and manpower (Participant A, organization A; Participant D, organization C). Some CBOs do not adhere to TAC advice (Participant E, organization C). Furthermore, the presence of untrained facilitators and untrained board members was worrisome according to Participant C. Understandably so, for the programme to run effectively and efficiently there needs to be trained personnel who are fully capable of producing good results. Participant E also brought out the fact that there were no trained personnel who can implement the programme at district level.

The support and encouragement from those at senior level can play a huge role in the success of the programme. Participant E cautioned that in the CBNRM framework, there is still insufficient support by the District leaders (Participant E, organization C). Another challenge highlighted by Participant F was that staff transfers from the CBNRM programme resulted in there being shortage of skilled manpower.

4.6.3 CBNRM Organization related factors

The following are some of the organization related factors: Poor programme coordination (Participant C, organization C); lack of role clarity during formation of CBOs (Participant C, organization C); lack of transport for communities (Participant D, organization C); Lack of support by some departments (Participant D, organization C); and a lack of knowledge and resources in CBO governance (Participant G, organization D); and centralized decision making (Participant G, organization D). Some departments do not want to be in the fore front, even if the resources to be utilized fall under their departments (e.g. Kweneng, main resource is forestry, but they do not want to become the TAC Secretariat (Participant E, Organization C).

4.6.4 CBNRM factors external to the programme

The following are factors which are external to the programme highlighted by the respondents: Interference of local authorities into the programme (Participant B, organization B); climate change is seen as a challenge (Participant C, organization C); human wildlife conflict is increasing (Participant C, organization C); and lastly there is no funding to support CBOs (Participant E, organization C).

What we can gather from the above is that the programme leadership needs to be cognizant of these external factors and find soluble ways and put measures in place to deal with them accordingly.

4.7 Suggestions for addressing these challenges

Six of the participants suggested that a law (ACT of parliament) be enacted as it will help the programme leadership. Funding for the programme was cited by two of the participants. This seed/grant money will greatly assist the programme. Education and training of programme facilitators was listed by five of the participants. Training of communities to be carried out was cited by five of the participants.

4.7.1 CBNRM Programme related factors

Participant A said bringing in expertise with regards to projects and provision of seed/grant money to fund the programme. Participant A further suggested that funds should be made available to individuals thus encourage entrepreneurship. Participant E also suggested that funds should be made available to CBOs (Participant E, organization C). Participant B noted that clear benefit distribution strategies should be drafted. Participant C listed the following CBNRM programme related factors: Improved transparency; scientific resource inventories; and the commercialization of CBNRM (Participant C, organization C). Participant D suggested that the CBNRM programme should be an independent body for it to yield better results (Participant D, organization C). Participant G suggested a centralized or one stop shop for CBOs/Trustees (CSABO) (Participant G, organization D).

4.7.2 CBNRM stakeholder related factors

Education too was highlighted by Participant A as being necessary and by bringing in experts to partner up with communities, it would help bridge the gap and also aid with conflict resolution. The other suggestion was that perhaps have the programme focus on the individual instead of groups of people, as this will help with the ownership of the project. The following are more suggestions by the participants: Training of facilitators to train communities (Participant C, organization C); Resources provision and staff development on relevant training to assist communities (Participant D, organization C); Train personnel (country wide) on CBNRM. (Participant E, organization C); and lastly, for now, increase manpower at Ministry of Environment, Wildlife, and Tourism (MEWT) to assist CBNRM Coordinator (Participant E, Organization C).

4.7.3 CBNRM Organization related factors

The following are suggestions by the participants: Improved consultation by government (Participant C, organization C); Ensure that everyone plays his/her role on policy implementation (Participant E, organization C); Review CBNRM policy (Participant E, organization C); CBNRM to be an autonomous structure (Participant F, organization C); Broaden the mandate of the CBNRM Coordinator and establish district level offices, e.g. relocate program coordinator to Office of the President (Participant G, organization D); increase programme knowledge management campaigns. And lastly focused audiences for example TACs, CBO Boards, local authorities (Participant G, organization D).

4.7.4 CBNRM factors external to the programme

Participant B, C, D, E, F and G advocated the enactment of a law (ACT of Parliament) to drive the programme implementation (Enactment of CBNRM ACT). Participant B suggested that district officials need to be empowered meaningfully so as to advice programme beneficiaries. Further suggestions are the immediate review of the hunting ban as human wildlife conflict has increased significantly since the hunting ban

(Participant C, organization C).Poaching cases also on the rise (Participant C, organization C).Have an independent CBNRM Body (something like Botswana Tourism Organization BTO). (Participant D, organization C).Ensure there is support by higher authorities like District Officers and Community based Organizations (Participant E, organization C).There is a need to mainstream CBNRM programme across ministries, especially in line ministries e.g Agriculture, Local Government, Ministry of Environment, Wildlife and Tourism (MEWT), and the Ministry of Lands and Housing (Participant G, organization D).

It can be inferred from the above that majority of the respondents really advocate for an enactment of a CBNRM Act to be established.

4.8 Discussion of results and findings

4.8.1. Introduction

The findings of this case study will be discussed and related to current factors that influence the performance of CBNRM programme as identified in the literature review. This is done so as to situate the findings within current literature to identify areas of alignment and divergence. A number of authors agree that the CBNRM programme is not performing at a level that it could be, and there are a few factors that contribute to this (Mbaiwa, 2004; Thakadu, 2005; Office of the Attorney General, 2010). This section will firstly highlight some of the key issues at National and District levels which were said to influence CBNRM programme performance. Secondly it will compare and contrast with the interviewee scripts to see if there is a significant difference. Lastly it will list some ways in which some of these challenges can be met.

4.8.2 What are the factors that drive performance in the CBNRM programme for each of the three key stakeholders at National level?

The following are the factors that drive performance for the three key stakeholders at national level:

4.8.2.1 Capacity and Skills Gap

Several authors agree that the withdrawal of NGO support has led to a capacity and skills gap (Jones, 1999; Arntzen *et al.*, 2003; Buzwani et al, 2007; Office of the Attorney General, 2010; Sebele, 2010). This was further substantiated by Participant A, C, D, and E where they too saw a shortage of trained facilitators who would be capable of training community members. In some instances where community members were trained, there would not be any follow up after the training to see whether the programme was actually bearing fruits. Follow up calls and site visits by those authorized to do so were needed.

4.8.2.2 Lack of reports and updates on financial management

Buzwani et al (2007) highlight the need for Trusts to train key stakeholders on financial management. The CBNRM staff, Board members and the selected community members all need to be taught basic financial management so that they are able to compile the financial reports when required to do so. This could be done through a series of workshops which are held quarterly. This will in turn help any new members or outside observers gather any financial updates that are needed.

4.8.2.3 A lack of integrated planning, coordination and monitoring of the CBNRM programme

The three key stakeholders (DWNP, DFRR, and BTO) all have different approaches when it comes to the planning, coordination and monitoring (Office of the Attorney General, 2010). The BTO (former BTB) preferred to assist a number of selected Trusts at a time, and help them to get up and running, whereas the other two stakeholders DWNP and DFRR preferred to assist all of them at once (Office of the Attorney General, 2010). During the interviews, Participant C from Organization C, highlighted that poor coordination was one of the challenges.

4.8.2.4 Lack of funding for the programme

As was brought in the literature review section, the withdrawal of donor funding and technical assistance by the USAID had a negative impact on the stability of community Trusts which were still in their infancy stage and had not fully matured to stand on their own (Jones, 1999 and Arntzen *et al*, 2003). The issue of funding was also brought up by Participants A, D and E. Participant A actually said that Government does not have the budget to allocate to CBNRM programme currently. Therefore this lack of funding was said to influence the performance of the CBNRM programme.

4.8.2.5 Lack of clarity in land management and ownership

There were community Trusts or CBOs which were forming without consulting the relevant authorities and this contributed to there being a lack of role clarity and confusion over responsibilities (Office of the Attorney General, 2010). Participant C highlighted that because a clear monitoring framework did not exist, it resulted in a lot of confusion. Participant G was also concerned with the issue of clarity in land management and ownership.

4.8.2.6 Limited control and decision making power by communities

The reasoning behind CBNRM is to help the communities to make a livelihood through pro-conservation strategies (Mbaiwa, 2004). Since the communities live near wildlife prone areas, they are in a better position to take care of the natural resources (Thakadu, 2005). When conducting the interviews, Participant D brought out that the Government had more control over the CBNRM programme and afforded the communities limited control and decision making power over their projects. In the same breadth, communities were seen as misusing funds and were not really committed to the success of the programme (Participant D, organization C).

4.8.2.7 A lack of legislative framework

There is the 1997 draft CBNRM policy which was meant to provide an operational guide or framework by which the programme may function (Thakadu, 2005). Although the policy is in place, the interviewed participant felt that it was not enough. Participant B, C, D, E, F and G all suggested that a CBNRM Act of Parliament would suffice. In this manner it may fill up the vacuum that exists presently.

4.8.3 What is the level of performance of selected CBNRM projects in Botswana?

There are three Community Trusts that this study looked at. They are Mapanda Conservation Trust (Mapanda CT), Sankoyo Tshwaragano Management Trust (STMT), and Okavango Kopano Mokoro Community Trust (OKMCT). In 2012, Mapanda CT

mainly focused on revenues collected from hunting activities (Centre for Applied Research, 2016). They changed towards Ecotourism activities in 2015 (Centre for Applied Research, 2016). STMT was geared towards Camping, Culture, Ecotourism, Events, Handicrafts, and Hunting activities in 2012 (Centre for Applied Research, 2016). In 2015, STMT reduced to only Camping, Culture and Ecotourism activities (Centre for Applied Research, 2016). OKMCT focused on Camping, Ecotourism and Hunting in 2012 (Centre for Applied Research, 2016). Since the hunting ban, OKMCT was restricted to only Camping and Ecotourism activities (Centre for Applied Research, 2016).

In general, former hunting CBOs revenues fell from BWP 11.3million in 2012 to BWP 5.6 million in 2015 (Centre for Applied Research, 2016). Non-hunting CBOs increased their revenues from BWP 14.2million in 2012 to BWP 22.7million in 2015 (Centre for Applied Research, 2016). These findings highlight that Community Trusts can make money through Ecotourism strategies.

4.8.3.1 Mapanda Conservation Trust (Mapanda CT)

The Lepokole Nature Reserve which is owned by Mapanda Conservation Trust is one of the country's many tourist attractions. Plans were made to further develop the area by adding campsites, ablution blocks, and boreholes for water for visiting tourists (Botswana Daily News, 2015). Rock paintings attract many visitors from abroad (Botswana Daily News, 2015). Since the hunting ban by Government, the Trust has had to resort to other ways of generating income (Botswana Daily News, 2015). Animals such as Zebras, impala and eland have already been successfully relocated to the Reserve (Botswana Daily News, 2015). Other wild animals will also be in the Reserve in future (Botswana Daily News, 2015). Therefore the overall performance of the Trust is good.

4.8.3.2 Sankoyo Tshwaragano Management Trust (STMT)

There many changes that have impacted the performance of the STMT. The hunting ban too impacted on the performance as now community members had to come up with other ways of generating income (Botswana Daily News, 2015). The Trust members want to shift from hunting to professional photographic tourism but are awaiting the issuance of a lease (Botswana Daily News, 2015). The STMT helps the community by assisting with funeral arrangements, water connections, standpipe connections, water toilets, and employment at the campsites (Botswana Daily News, 2015).

4.8.3.3 Okavango Kopano Mokoro Community Trust (OKMCT)

The OKMCT Trust provides Mokoro (dugout canoe) gives rides to visiting tourists in the area surrounding six villages in the Okavango Delta (Botswana Daily News, 2016). The Trust makes profits between BWP 15million and BWP 18million annually (Botswana Daily News, 2016). The OKMCT assists the community with maintaining bridges and boreholes, providing portable water, providing access to health services, providing transport, funding cultural activities, and providing capacity building for the Mokoro business. Based on the above findings, the overall performance of the Trust in general is good.

4.8.4 District level Challenges

4.8.4.1 Benefit realization at District Level

The purpose of a project or programme is to derive benefits from it. In this case study, the benefits will not only be at National level but should be derived at District level too, where individual households too can benefit (Berkes, 2004; Mbaiwa, 2004; Buzwani *et al.*, 2007; Lepper and Goebel, 2010). In this study, Participants B, C and F felt that the benefits were not trickling down to households. It is often difficult to link project outputs

to project outcomes because the former is realized when the project ends and the latter is realized at a much later stage (Lim and Mohamed, 1999; Munns and Bjeirmi, 1996).

4.8.4.2 Lack of Capacity at District Level

The issue of capacity is dealt with at both National and District level. Having trained facilitators and board members makes running a Trust a lot easier. Participants A, D and C highlighted that TAC issues may arise. Participant E highlighted that there are no trained personnel at district level. Having sufficient support at the District leaders will also help.

Chapter Five: Conclusion and Recommendations

5.1 Introduction

This chapter highlights the summary of the findings, conclusions, and recommendations that addresses the study problem.

5.2 Summary of the findings

This section will briefly look at how the research objectives were met. The first objective was on determining the factors that drive CBNRM programme performance at national by means of a literature review. An extensive literature review was conducted where various schools of thought were brought in and a list of factors was established. These were grouped under the following subheadings: CBNRM Programme related factors; CBNRM Stakeholder related factors; CBNRM Organization related factors; and lastly CBNRM external related factors.

The second research objective was to establish the level of performance of selected CBNRM projects in Botswana. The objective was accomplished by means of field research where participants were asked to rate the level of performance of the CBNRM programme as a whole, which they did and results can be found in the research findings chapter. The third objective was to evaluate the theoretical model constructed by means of literature review and compare it with the empirical data obtained and see if there are significant differences. From the findings, the participants viewed CBNRM stakeholder related factors as playing a large role in programme performance. There was not a very significant difference in the literature review and the empirical data.

The sustainable utilization of natural resources in Botswana has baffled many researchers (Thakadu, 2005). The use of the CBNRM programme model in Botswana was to help with the nation's conservation efforts and later it was also used as a vehicle to help rural populations to sustain themselves economically (Child, 1995; Jones, 1999; Arntzen et al, 2003).

The problem of CBNRM programme performance has been investigated by previous researchers (Thakadu, 2005; Office of the Attorney General, 2010). This report has added to this ever growing area of study by providing a meaningful contribution to the field. It has done this by carrying out field work which helped us to see the varying views of the respondents. The study showed that the majority of respondents felt that the programme was performing fairly.

Of the respondents who took part in this study, 54% of them viewed the CBNRM programme performing fairly; 29% said good performance; 14% said poor performance; and 3% said very poor performance. An Analytic Hierarchy Process (AHP) was used to help shed light on areas which the programme leadership should focus on. Based on the results, CBNRM Stakeholder related factors carried the most weight at 27%; Programme related factors at 25%; External related factors at 24%; and lastly Organizational related factors also at 24%.

In chapter one, the study proposed that the key factors influencing the performance of CBNRMs in Botswana were capacity and skills gap; lack of reports and updates on financial management; and a lack of integrated planning, coordination, and monitoring of the CBNRM programme, between the three key stakeholders. From the findings gathered, the participants all agreed that CBNRM programme was initiated to help promote sustainable utilization of natural resources by rural communities. Since they live in close proximity with the wildlife, they bear the pressure. Therefore by co-managing these wildlife prone areas with government, they help to improve their livelihoods.

Through the field work that was carried out, the issues pertaining to capacity, conflict resolution skills, lack of funding for CBNRM projects, and the lack of a CBNRM ACT, were all cited as factors contributing to CBNRM programme performance. The literature review was also beneficial as it provided a detailed account of the characteristics of a programme (Pellegrinelli, 1997) and project (Project Management Institute, 2008) lifecycles.

Based on the findings, the study concludes that although a number of authors said that the CBNRM programme is not performing at a level that it could be, (Mbaiwa, 2004; Thakadu, 2005; Office of the Attorney General, 2010), 54% of the interviewed participants felt that the programme was performing fairly. There are many factors which were highlighted in the study which contribute to CBNRM programme performance as cited above.

5.3 Conclusion

The research objectives outlined in chapter one were met. The factors that influence the performance of the CBNRM programme were identified. The literature review provided a firm foundation for the research problem area. The three key stakeholders (DWNP, DFRR, BTB) were interviewed, including a fourth stakeholder (the Kalahari Conservation Society) and an analysis was made to find if there was a difference between what was published in the literature review and what was found in the interviews.

The study found that there was not much difference between the key stakeholder perceptions on CBNRM performance and what was found in the literature. However, more research needs to be carried out as only participants at National level were invited to take part in the study. In future, participants at District level should also be invited to take part in the research process.

A look into the CBNRM stakeholder related factors by the CBNRM leadership would help bridge the gap that exists in the CBNRM field. Further training for the CBNRM staff and Community Trust members will also add value to the programme.

5.4 Recommendations

The recommendations are based on the conclusions reached from both the literature review and respondents interviewed. Firstly, programme leaders should bring in experts that are skilled in conflict resolution. Second, it is suggested that perhaps the programme should focus on the individual instead of the large community, as this will help with ownership of the projects. Third, facilitators of the programme should be trained so that they are in position to train the community members. Fourth, perhaps CBNRM should be commercialized. Fifth, having a consultative development process might help the programme in a positive way. Lastly, establishing a CBNRM Act may assist with programme implementation.

Further recommendations are as follows; firstly, have a separate CBNRM independent body such as the Botswana Tourism Organization. Secondly, broaden the mandate of the CBNRM coordinator and perhaps relocate the functions of the programme coordinator to the Office of the President. Thirdly, increase programme knowledge management campaigns around the country. Draft clear benefit distribution strategies. Lastly ensure that there is support by higher authorities such District Officers.

5.5 Critical Reflection

Reflecting back on the research process, had the researcher known that the Kalahari Conservation Society (KCS) was the CBNRM Secretariat, they would have included more participants from the organization so as to have a balanced view. As currently, only one respondent from KCS was interviewed. Secondly, had the researcher had more time and resources, they would have interviewed participants at District level and spent more time interviewing people at project level and not just at programme level.

5.6 Areas for Further Studies

This study was focused on the factors that influence CBNRM programme performance at National level. For further studies, the research can be directed at factors that impact CBNRM programme at District level too. A country wide survey to look at individual CBNRM projects can add much value to this area of study. Members of the community who participate in CBNRM projects can be asked to contribute to future studies too. All of this will provide a much more richer understanding of the research area.

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Appendix A: Confidentiality and Consent letter

Dear Participant

This purpose of this study is to identify the factors which influence the performance of CBNRM programme in Botswana. As one of the key stakeholders involved in the programme, you have been selected to help shed some light on the factors you perceive to be influencing the performance of the programme. Please bear in mind that your participation in this study is completely voluntary and anonymous. As a researcher, I am required to conduct any research work in an ethical manner. I am therefore required to protect your contribution to the study and will do so by referring to you as 'participant A' or 'organisation A'. It therefore considered necessary to sign a consent and confidentiality agreement by the parties involved.

Your contribution in this study is of high value, so your participation is greatly appreciated. I would like to thank you in advance for your cooperation.

I, Lorato Motsisi, agree to keep confidential and safeguard all data collected, by protecting the interests of the participant by referring to them as "participant A" or "organisation A" in the findings.

I, _____ (name), am completely aware of the aim, motivation, and purpose of this study and _____ (agree/disagree) to participate in the study.

Signed at _____ on this date _____

Participant signature: _____

Principal researcher signature: _____

Email: loratomotsisi@yahoo.com

Mobile: (00267) 7465 2283

Appendix B: Interview Schedule:

Determination of factors influencing the performance of Community Based Natural Resources Management (CBNRM) Programme in Botswana

Organization:		Participant:	
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Questions

1. Please state your role/function in the implementation of the CBNRM Programme in Botswana

2. How many years have you been involved with the Programme?

<u>Number of years:</u>	
0-5	
5-10	
10-15	
15-20	
20+	

3. In your opinion, what is the CBNRM Programme all about?

4. Why was the programme initiated?

5. Please indicate how the CBNRM programme is currently performing with regards to the following:

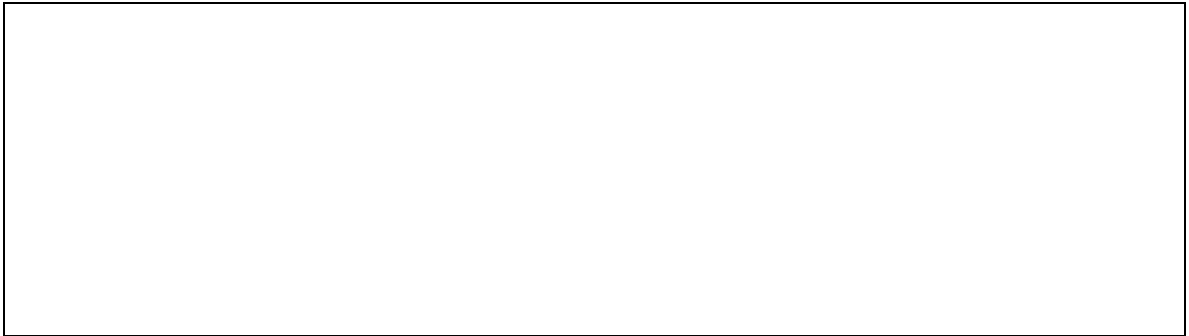
	Very Good	Good	Fair	Poor	Very Poor
(i) meeting its objectives					
(ii) programme planning and coordination					
(iii) programme monitoring and control					
(iv) key stakeholder relations					
(v) benefits realization by the communities					

6. In your opinion, what are the main challenges which influence the programme performance at:

(i) National Level

(ii) District Level

7. Please suggest ways in which these challenges may be met?

A large, empty rectangular box with a thin black border, intended for the user to write their suggestions for meeting the challenges mentioned in the question above.

Appendix C: Interview Transcripts:

Determination of factors influencing the performance of Community Based Natural Resources Management (CBNRM) Programme in Botswana

Organization:	A	Participant:	A
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Questions

8. Please state your role/function in the implementation of the CBNRM Programme in Botswana

Facilitate and mobilize community about the programme. -Flora and veldt products -Extension outreach
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9. How many years have you been involved with the Programme?

<u>Number of years:</u>	
0-5	
5-10	X
10-15	
15-20	
20+	

10. In your opinion, what is the CBNRM Programme all about?

-Ensuring that communities take care of resources -Ensuring that communities conserve resources -Encourage communities to generate income in a sustainable way
--

11. Why was the programme initiated?

-A Government initiative to look into the means of improving their livelihood -How to generate extra revenue -Not just economic but to encourage conservation and management of resources

12. Please indicate how the CBNRM programme is currently performing with regards to the following:

	Very Good	Good	Fair	Poor	Very Poor
(vi) meeting its objectives			X		
(vii) programme planning and coordination		X			
(viii) programme monitoring and control		X			
(ix) key stakeholder relations		X			
(x) benefits realization by the communities			X		

13. In your opinion, what are the main challenges which influence the programme performance at:

(iii) National Level

-Issue of capacity, resources
 -Financing the programme, government does not have the budget to give communities.
 -Specific expertise to undertake the work
 -need people with conflict resolution skills
 -Entrepreneurial issues
 -Forest conservation Botswana

(iv) District Level

-TAC issues may arise. The people who are facilitating the programme itself may have issues.

14. Please suggest ways in which these challenges may be met?

-Bring in expertise with regards to projects; and make available seed/grant money to fund the programme.
 -Education, partnership with the community
 -Conflict resolution skills, bring in experts
 -Perhaps have the programme focus on individual instead of community; focus on ownership of the project.
 -Fund individual to encourage entrepreneurship.

Determination of factors influencing the performance of Community Based Natural Resources Management (CBNRM) Programme in Botswana

Organization:	B	Participant:	B
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Questions

1. Please state your role/function in the implementation of the CBNRM Programme in Botswana

Project Manager – Eastern Botswana

2. How many years have you been involved with the Programme?

<u>Number of years:</u>	
0-5	
5-10	X
10-15	
15-20	
20+	

3. In your opinion, what is the CBNRM Programme all about?

-Natural Resource Conservation/Management and Community Development

4. Why was the programme initiated?

-To drive the process of natural resource management through the principle of management by utilization.

5. Please indicate how the CBNRM programme is currently performing with regards to the following:

	Very Good	Good	Fair	Poor	Very Poor
(xi) meeting its objectives		X			
(xii) programme planning and coordination			X		
(xiii) programme monitoring and control				X	
(xiv) key stakeholder relations			X		
(xv) benefits realization by the communities		X			

6. In your opinion, what are the main challenges which influence the programme performance at:

(v) National Level

-Lack of legislative framework. Currently there is only a policy in place but no Act of Parliament.
 -Lack of a clear monitoring framework

(vi) District Level

-Lack of proper Benefits distribution strategies for communities.
 -Interference of local authorities into the programme implementation.

7. Please suggest ways in which these challenges may be met?

-Enact a law (Act of Parliament) to drive the programme implementation.
 -Empower District officials to meaningfully advise programme beneficiaries.
 -Draft clear benefit distribution strategies.

Determination of factors influencing the performance of Community Based Natural Resources Management (CBNRM) Programme in Botswana

Organization:	C	Participant:	C
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Questions

1. Please state your role/function in the implementation of the CBNRM Programme in Botswana

Coordination of Wildlife Based CBO's practicing CBNRM

2. How many years have you been involved with the Programme?

Number of years:	
0-5	
5-10	X
10-15	
15-20	
20+	

3. In your opinion, what is the CBNRM Programme all about?

-Sustainable utilisation of natural resources by communities to uplift their livelihoods.

4. Why was the programme initiated?

CBNRM was in Botswana originally set up to curb cases of poaching. In the past people used to kill wildlife, especially where they felt it was destroying their belongings, while not bringing them any benefits. It would then be a government initiative to partner with communities to protect wildlife, by allowing them to be able to benefit from it. It would then be the realisation of the importance of benefits derived from sustainable utilisation that people will also actively participate in protection of wildlife. Later, other natural resources came in.

5. Please indicate how the CBNRM programme is currently performing with regards to the following:

	Very Good	Good	Fair	Poor	Very Poor
(xvi) meeting its objectives			X		
(xvii) programme planning and coordination			X		
(xviii) programme monitoring and control			X		
(xix) key stakeholder relations				X	
(xx) benefits realization by the communities				X	

6. In your opinion, what are the main challenges which influence the programme performance at:

(vii) National Level

-Poor or lack of consultation with relevant communities on changes meant to affect the CBNRM programme e.g. stoppage of hunting, the issue of landbank.
 -Lack of clear policy guidelines and role clarity creates a lot of confusion and conflicts during the implementation of the CBNRM programme.
 -Uninformed formation of too many CBOs with no assessment of resources inventory.

(viii) District Level

-Poor coordination and lack of role clarity especially during the formation of CBOs.
 -Untrained facilitators who really can't fully assist CBOs engage in profitable CBNRM
 -Climate change
 -Untrained Board members
 -Human wildlife conflict ever increasing

7. Please suggest ways in which these challenges may be met?

- Improved consultation by government – improved transparency.
- Training of facilitators to train communities
- Scientific natural resource inventories
- Commercialization of CBNRM
- Immediate review of the hunting ban, human wildlife conflict has increased significantly since the hunting ban. Poaching cases have also increased.
- Consultative development of CBNRM guidelines as well as an Act/law on CBNRM.

Determination of factors influencing the performance of Community Based Natural Resources Management (CBNRM) Programme in Botswana

Organization:	C	Participant:	D
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Questions

1. Please state your role/function in the implementation of the CBNRM Programme in Botswana

Extension Officer focusing on coordination of CBNRM issues from Districts.

2. How many years have you been involved with the Programme?

Number of years:	
0-5	X
5-10	
10-15	
15-20	
20+	

3. In your opinion, what is the CBNRM Programme all about?

Empowering rural communities to develop their livelihoods economically while using natural resources sustainably, promotes co-existence and conservation of these. Those eventually can help eradicate poverty.

4. Why was the programme initiated?

It was initiated to promote co-management since rural communities live with the wildlife and bear pressure, and they deserve to derive value from the wildlife, this way co-existence and conservation efforts would be achieved, as ownership and decision-making lies with government and communities.

5. Please indicate how the CBNRM programme is currently performing with regards to the following:

	Very Good	Good	Fair	Poor	Very Poor
(xxi) meeting its objectives		X			
(xxii) programme planning and coordination		X			
(xxiii) programme monitoring and control			X		
(xxiv) key stakeholder relations		X			
(xxv) benefits realization by the communities			X		

6. In your opinion, what are the main challenges which influence the programme performance at:

(ix) National Level

There are so many players, and the government is in control, leaving communities with limited control and decision-making. Also communities are not committed and misuse funds accrued from the natural resources. The main bottleneck is the lack of funds to run projects.
-Lack of legal documents

(x) District Level

Communities at District level lack transport, which hinders progress to assist communities. The Technical Advisory Committee at times is not so willing to assist and also lack resources and manpower.

7. Please suggest ways in which these challenges may be met?

The establishment of CBNRM ACT will greatly assist, and CBNRM programme should be an independent body for it to yield better results. Resources provision and staff development on relevant training to assist communities.

Determination of factors influencing the performance of Community Based Natural Resources Management (CBNRM) Programme in Botswana

Organization:	C	Participant:	E
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Questions

1. Please state your role/function in the implementation of the CBNRM Programme in Botswana

Compilation of DWNP CBNRM CBOs monthly progress report (country wide) and support to districts to implement CBNRM Policy.

2. How many years have you been involved with the Programme?

<u>Number of years:</u>	
0-5	X
5-10	
10-15	
15-20	
20+	

3. In your opinion, what is the CBNRM Programme all about?

CBNRM programme is meant to benefit both conservation, community ownership of natural resources in their area and livelihood improvement through the use of those resources

4. Why was the programme initiated?

- Community ownership of resources
- Conservation of natural resources
- Sustainable utilization of natural resources to improve livelihoods

5. Please indicate how the CBNRM programme is currently performing with regards to the following:

	Very Good	Good	Fair	Poor	Very Poor
(xxvi) meeting its objectives			X		
(xxvii) programme planning and coordination				X	
(xxviii) programme monitoring and control			X		
(xxix) key stakeholder relations			X		
(xxx) benefits realization by the communities			X		

6. In your opinion, what are the main challenges which influence the programme performance at:

(xi) National Level

- There is no independent body (e.g. as it is with tourism, BTO is there) to coordinate and ensure there is proper structure to implement the programme that are available.
- No funding to assist emerging CBOs.
- The current CBNRM Coordinator does not have enough manpower
- CBNRM policy does not have the ACT and guidelines

(xii) District Level

- No trained personnel to implement the programme
- Support by District leaders (Council Secretary, District Officers, Head of Department) is not sufficient.
- No funding to support CBOs
- Some CBOs do not adhere to advice from Technical Advisory Committees (TACs).
- Some departments do not want to be in forefront even if the resources to be utilized fall under their department e.g. Kweneng District- main resource is forestry but they do not want to become the TAC Secretariat

7. Please suggest ways in which these challenges may be met?

- Have an independent CBNRM Body (something like BTO)
- Train personnel (country wide) on CBNRM
- Avail funding to CBOs
- Make sure that everyone plays his/her role on policy implementation.
- Review CBNRM Policy, have regulations and CBNRM ACT developed.
- Ensure there is support by higher authorities like District Officers and Community Based Organizations.
- For now, increase manpower at MEWT to assist the CBNRM Coordination.

Determination of factors influencing the performance of Community Based Natural Resources Management (CBNRM) Programme in Botswana

Organization:	C	Participant:	F
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Questions

1. Please state your role/function in the implementation of the CBNRM Programme in Botswana

Creating awareness and encouraging communities to engage in CBNRM

2. How many years have you been involved with the Programme?

Number of years:	
0-5	X
5-10	
10-15	
15-20	
20+	

3. In your opinion, what is the CBNRM Programme all about?

It is a community based approach to conservation and management of natural resources, which brings about benefits to the participating communities.

4. Why was the programme initiated?

To give communities living closer to natural resources the opportunity to use them and derive benefits from them. It was also in a way meant to give them ownership to the resources so that they can conserve them better.

5. Please indicate how the CBNRM programme is currently performing with regards to the following:

	Very Good	Good	Fair	Poor	Very Poor
(xxxi) meeting its objectives			X		
(xxxii) programme planning and coordination			X		
(xxxiii) programme monitoring and control			X		
(xxxiv) key stakeholder relations		X			
(xxxv) benefits realization by the communities			X		

6. In your opinion, what are the main challenges which influence the programme performance at:

(xiii) National Level

-Lack of support by the authorities
-Lack of an ACT to regulate CBNRM activities

(xiv) District Level

-Movement of staff who facilitate CBNRM at districts through transfers.
-Communities don't support CBNRM since they don't see benefits coming to their household.

7. Please suggest ways in which these challenges may be met?

-Enactment of CBNRM ACT
-CBNRM to be autonomous structure.

Determination of factors influencing the performance of Community Based Natural Resources Management (CBNRM) Programme in Botswana

Organization:	D	Participant:	G
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Questions

1. Please state your role/function in the implementation of the CBNRM Programme in Botswana

Desk Officer for the National CBNRM forum

2. How many years have you been involved with the Programme?

Number of years:	
0-5	
5-10	X
10-15	
15-20	
20+	

3. In your opinion, what is the CBNRM Programme all about?

-Conservation
 -Community Development
 -Equitable access and share in natural resource management

4. Why was the programme initiated?

-CBNRM provided an alternative approach in natural resource management.
 -provide a smooth and monitored evaluation of rights (land rights).

5. Please indicate how the CBNRM programme is currently performing with regards to the following:

	Very Good	Good	Fair	Poor	Very Poor
(xxxvi) meeting its objectives			X		
(xxxvii) programme planning and coordination		X			
(xxxviii) programme monitoring and control				X	
(xxxix) key stakeholder relations					X
(xl) benefits realization by the communities			X		

6. In your opinion, what are the main challenges which influence the programme performance at:

(xv) National Level

- No legislation
- Lack of clarity in land management and ownership within the programme
- Disowning by other line ministries

(xvi) District Level

- Lack of knowledge and resources in CBO governance
- Centralized (government) decision-making in CBNRM
- Competency in advisory role is limited

7. Please suggest ways in which these challenges may be met?

- CBNRM ACT, CBNRM policy (Guidelines and strategy)
- There is a need to mainstream CBNRM programme across ministries, especially in line ministries e.g. Agriculture, Local Government, MEWT, Lands
- Centralized/and or one stop shop for CBOs/Trusts. Capacity Building (CSABO)
- Broaden the mandate of the MEWT CBNRM Coordinator and establish District level offices. Relocate Programme Coordinator to Office of the President.
- Increase programme knowledge management campaigns with focused audiences. E.g. TAC, CBO Boards, Local Authorities

