

**EXPANDING THE CONSERVATION ESTATE IN SOUTH AFRICA: THE CASE OF  
COLESKE FARM IN THE BAVIAANSKLOOF**

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**ELEANOR C. MCGREGOR**

**(2004195380)**

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**Expanding the conservation estate in South Africa: the case of Coleske farm in the  
Baviaanskloof**

**By Eleanor C. McGregor**

**(2004195380)**

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**Supervisor: Prof. A. J. Pelser**

## **DECLARATION**

I declare that this mini-dissertation hereby handed in for the Magister qualification in Environmental Management, at the University of the Free State, is my own independent work and that I have not previously submitted the same work for a qualification at/in another University/faculty.

Signed on \_\_\_\_\_ 2014 in Johannesburg

## **ABSTRACT**

Finding the balance between biodiversity conservation and development imperatives is a global quandary. Integrated Conservation and Development Projects (ICDPs) that seek to link conservation and development are thus being implemented. Conservation Authorities historically purchased Coleske farm to initiate the development of the Baviaanskloof Nature Reserve (BNR) into the Baviaanskloof Mega-reserve (BMR) ICDP. This ICDP has called for the Coleske community to resettle, via the implementation of a previously developed resettlement action plan (RAP), to a development node that could be developed in the BMR ICDP. The purpose of this document is to report on the findings that emerged from the research that explored the broad challenges and impediments in expanding the conservation estate in South Africa by looking at the situation of Coleske farm in the BNR. Exploratory research was undertaken through in-depth semi-structured face-to-face and telephonic interviews with the Coleske community heads of households and key stakeholder organisations. The most important documents pertaining to the situation of Coleske farm were consulted and the findings of the study were compared against the pertinent fundamentals, basics, ideals, principles or guidelines for ICDP implementation in order to extract lessons learnt from the situation of Coleske. The findings show that the general situation of Coleske has deteriorated since the land was purchased for inclusion in the BNR and the pertinent fundamentals for ICDP implementation were not employed from the onset; as a result, efforts and attempts to correct the associated negative consequences retrospectively are proving to be difficult. The document recommends that a coordinated approach to solve the situation at Coleske be employed, that key stakeholders be lobbied and mobilised to take on their respective roles and responsibilities, and that binding decisions be made and implemented in order to ensure that the status quo of Coleske does not remain for years to come. The study concludes that, in order to realise the intention of the Baviaaskloof Mega-reserve ICDP, the fundamental characteristics of an ICDP, i.e., inclusion, partnerships, legitimacy, cohesion, demarcation, resilience, and so forth, would need to be embraced by all the role players and that finalising the situation of Coleske is a tangible possibility if the existing frameworks and policies that are of relevance to the Baviaanskloof Mega-reserve ICDP are seriously considered and implemented by the Eastern Cape Government of South Africa.

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## LIST OF ACRONYMS

BLM	Baviaans Local Municipality
BMR	Baviaanskloof Mega-reserve
BNR	Baviaanskloof Nature Reserve
CAMPFIRE	Community Areas Management Programme for Indigenous Resources
CAPE	Cape Action Plan for the Environment
CCC	CAPE Coordinating Committee
CCU	CAPE Coordinating Unit
CFK	Cape Floral Kingdom
CNC	Cape Nature Conservation
CPA	Community Property Association
DEAET	Eastern Cape Department of Economic Affairs, Environment and Tourism
ECTPA	Eastern Cape Tourism and Parks Agency
EPWP	Environmental Public Works Programme [previously known as extended public works and poverty relief programmes]
ESTA	Extension of Security of Tenure Act
GAENP	Greater Addo Elephant National Park
ICDP	Integrated Conservation and Development Project/Programme
IRP	Income Restoration Plan
JMB	Joint Management Board
MPC	Management Planning Committee
NEM:BA	National Environmental Management: Biodiversity Act
NEM:PAA	National Environmental Management: Protected Areas Act
NGO	Nongovernmental organisation
NPAES	National Protected Areas Expansion Strategy
NPB	National Parks Board
PF	Process Framework
RAP	Resettlement Action Plan
RPF	Resettlement Policy Framework
RSA	Republic of South Africa/South Africa
SANParks	South African National Parks

SMME	Small, medium or micro enterprise
WfW	Working for Water programme
WHS	World Heritage Site
UNEP	United Nations Environment Programme

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## **CHAPTER 1: INTRODUCTION**

### **1.1 Background to the study**

The past 50 years have shown an unprecedented transformation of the earth, resulting in the extinction of species, the loss and degradation of ecosystems and the loss of ecosystem goods and services such as fertile soil, medicinal plants and healthy water that emanates from a healthy environment (Dudley, Mansourian, Stolton and Sukswan, 2008:9). Environmental deterioration has inspired extensive efforts for improving natural resources and conservation through official programmes that could attract foreign funds in order to facilitate the preservation of the environment (Ghai, 1994:7). Rising international concern pertaining to the loss of biodiversity and deforestation, coupled with the availability of international donor funding, have thus contributed to the rapid growth and establishment of protected areas; hence the establishment of almost 3000 protected areas in developing countries between the 1950s and 1990s alone (Ghimire, 1994:196-197). Chape *et al.* (2005, as cited in Upton, Ladle, Hulme, Jiang, Brockington and Adams, 2008:20) provide a global perspective in terms of the number of protected areas by stating that there are in excess of 105000 protected areas worldwide that cover more than 11% of the surface of the earth.

The historical approach to the establishment and expansion of protected areas was notorious for disregarding the rights of local communities. In most cases local communities were not consulted in planning processes, benefits resulting from conservation efforts were not directed to local communities, and often protected area establishment or protected area expansion resulted in restrictions being placed on natural resource use by local communities and/or the displacement of local communities (Ghimire, 1994:195-196).

Recognising that biodiversity has always been of great relevance to communities who depend on it for subsistence (Bhatt, 1998:270), a substantial change has taken place in conservation approaches in the form of policies and programmes (Kothari, Anuradha and Pathak, 1998:25). Within the context of sustainable development at a global, national and regional scale, it is expected that current approaches to

conservation initiatives combine environmental and social issues and that conservation initiatives take the form of eco-region, landscape and biodiversity conservation approaches driven by a multiplicity of stakeholders instead of site-specific, species conservation and preservation of key site methods driven by top down approaches (Dudley *et al.*, 2008:11-12).

The historical approach to the establishment and expansion of protected areas, that dominated conservation initiatives for many decades, also found its way to conservation policy in South Africa. Fabricius, Koch and Magome (2001, as cited in Pelser, Redelinghuis and Velelo, 2011:36) state that the main focus of protected area establishment and expansion placed emphasis on biodiversity conservation, boundary demarcation, and the provision of tourist facilities; and little attention was given to consulting with local communities. No noticeable attention and effort was directed toward considering or determining the impact that protected area establishment or expansion would have on the livelihoods of local and neighbouring communities (Pelsers *et al.*, 2011:36). As was the international trend, South Africa's past approach to conservation took the form of restricting natural resource use by local communities and forced removals, leading to an array of social ills and continued environmental degradation (Pelsers and Sempe, 2003, as cited in Pelser *et al.*, 2011:41; Algotsson, 2006, as cited in Pelser *et al.*, 2011:41).

In South Africa the establishment of the first national park, Kruger National Park in 1926, the establishment of the Kalahari Gemsbok National Park in 1931, now known as the Kgalagadi Transfrontier Park, and more recently the initiation of the Greater Addo Elephant National Park (GAENP) conservation project between 1997 to 2001, are but three South African examples that resulted in the forced removal of people and/or the displacement of communities and/or the restriction of access to natural resources historically used by local communities and farm workers (Bosch, 2003:5-7; Mills and Haagner, 1998:3; Crawhall, 2001:8,13; Huggins, de Wet, and Connor, 2002:4,11). The expansion of the Kruger National Park resulted in the forced removal of the Makuleke community and the relocation of the Tsonga-speaking portion of the community to the then Gazankulu homeland and the Venda-speaking portion of the community to the then Venda homeland (Bosch, 2003:5). Consequently, in 1995, a land claim was lodged in terms of the Restitution of Land



Rights Act No. 22 of 1994, that resulted in the restitution of 22734 ha of pristine conservation land to the Makuleke community and ultimately in the establishment of a contractual park between the community and SANParks (Bosch, 2003:6). Similarly, the establishment of the Kalahari Gemsbok National Park resulted in the displacement of the Mier community and the expulsion of the Khomani San community from the Kalahari Gemsbok National Park (Bosch, 2003:7; Crawhall, 2001:8). Consequently, land claims were launched that resulted in 30000 ha of land in the park being transferred to the Mier community and 28000 ha of land in the park being transferred to the Khomani San community (Bosch, 2003:7). More recently the Greater Addo Elephant National Park (GAENP) conservation project in the Eastern Cape was initiated in a similar fashion thus resulting in unresolved protected area expansion and community issues. In summary, between 1997 and 2001, the South African National Parks (SANParks), via the GAENP conservation project, incorporated about 75000 ha of land into the park of which 51000 ha was acquired through direct land purchase (Higgins, de Wet and Connor, 2002:6). This translated in the purchase of 36 farms, which through a stipulation of a “free of third party” clause required that the farms needed to be vacant of occupants by the time that the land was taken over by SANParks (Higgins, de Wet and Connor, 2002:11). This, in turn, resulted in the dismissal of farm workers, some with and some without retrenchment packages, and the ultimate displacement of these farm workers (Higgins, de Wet and Connor, 2002:11). In an attempt to address the situation and mitigate further negative impacts of the GAENP conservation project, especially on vulnerable groups such as farm workers, a resettlement study was commissioned by SANParks that, amongst other objectives, included the preparation of a Resettlement Policy Framework (RPF), the drafting of Income Restoration Plans (IRP), and the tracking down of farm labourers who were affected and displaced since 1997 as part of the GAENP expansion programme in order to calculate compensation packages due to them and make provisions for farm workers moved off the farms since 1997 (Higgins, de Wet and Connor, 2002:6-7,11-12). In addition to this, the GAENP RPF with its associated IRP indicated that, although the SANParks is not a development organization; the SANParks would need to consider the host populations that displaced people moved to (or might move to in future) due to the impacts of the GAENP conservation project, in order to ensure that neither the host communities, nor those displaced, are negatively affected by the displacement

process that arose out of the implementation of the GAENP conservation project (Higgins, de Wet and Connor, 2002:6-7,11-12).

In line with the global shift in conservation approaches and South Africa becoming a democracy in 1994, policies and practices were reviewed and revised that have significantly influenced the manner in which conservation initiatives were and are to be planned and managed (Crane, Sandwith, McGregor and Younge, 2009:141).

It is within the above-mentioned ambit of the interface between protected areas and communities, within the broader context of the people and environment interface, in which the interest of the current study lays.

## **1.2 Background to the Baviaanskloof Nature Reserve**

Over a substantial period of time an array of institutions managed, promoted and executed the expansion of the Baviaanskloof Nature Reserve (BNR). In order to create a thorough contextual reference for this study the general history, management, expansion history and development proposals pertaining to the Baviaanskloof are highlighted below.

### **1.2.1 Significance, management and expansion history of the BNR**

The BNR in South Africa, the setting of this study, forms part of the Cape Floral Kingdom (CFK). The CFK is the smallest of the six floral kingdoms in the world and the only one to be found entirely within one country (Ashwell and Younge, 2000:7).

According to UNEP (2011:[1]),

*“the CFK is considered to be of outstanding and universal value for biological and ecological processes of its distinctive and beautiful Fynbos. It is one of the world’s 18 hotspots for biodiversity, a global centre for plant diversity, an endemic bird area and a global 200 EcoRegion. It surpasses all other Mediterranean climatic regions in density of species, a range of unusual reproductive traits and plant adaptations. Its 9000 plant species (containing*

*20% of Africa's flora) and 1435 threatened Southern African plant species springs from a wide spectrum of elevations, soils, climatic conditions and the survival in isolation of relict species both plant and animal."*

An effort to formally protect the Baviaanskloof area dates back to 1923 and endeavours to expand the Baviaanskloof protected area were initiated during the 1960s (Boshoff, Cowling and Kerley, 2000:10). According to Logie (2006:76) and Boshoff (2005:5) a great extent of the BNR, also known as the Baviaanskloof wilderness area, was under the control of the Department of Forestry and managed as the Baviaanskloof Forest Reserve from 1923. From 1970 the Mountain Catchment Areas Act of 1970 resulted in the mandate of the forester to include nature conservation and public recreation (Logie, 2006:76; Boshoff, 2005:5).

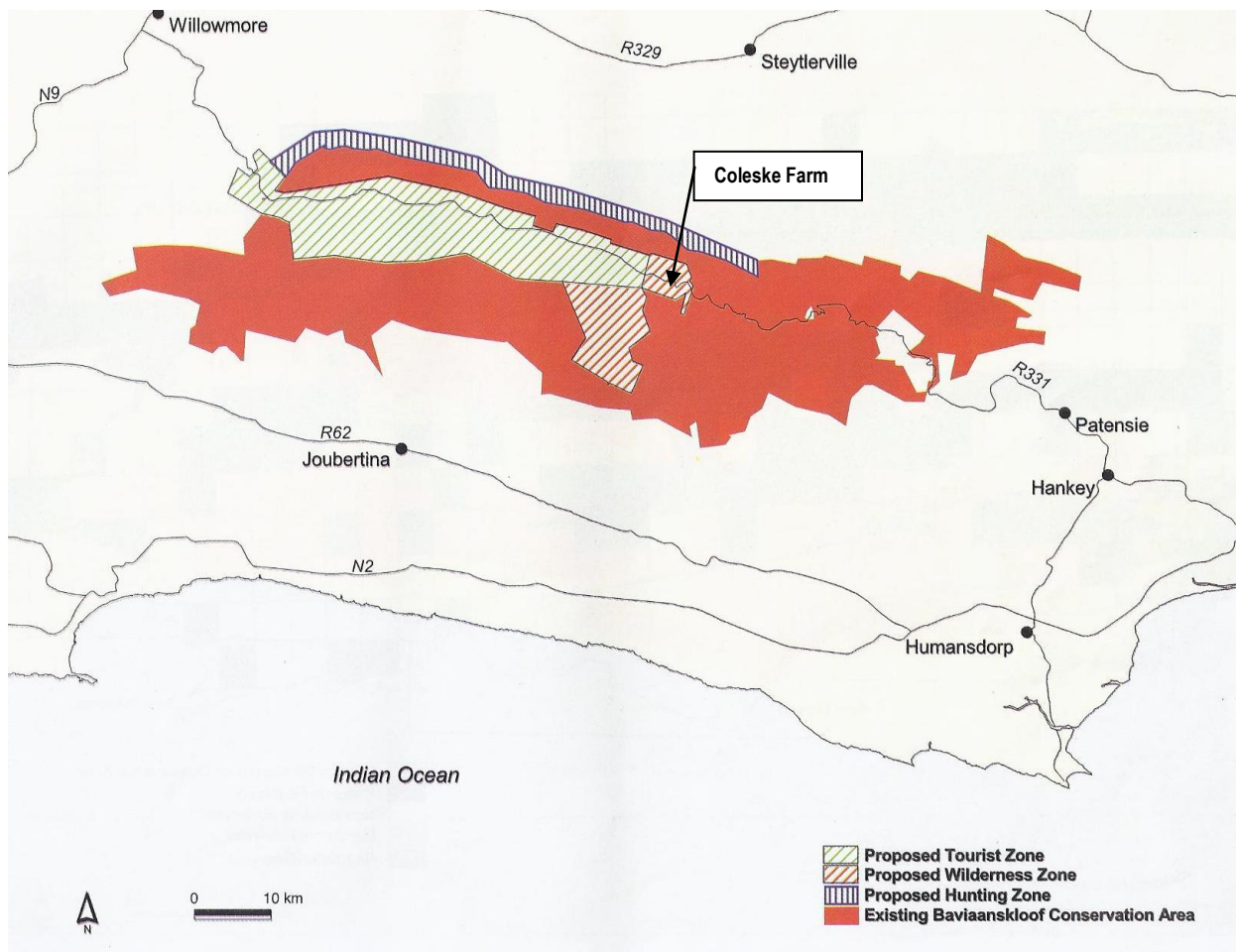
Boshoff (2005:5) indicates that from 1977 the Department of Forestry embarked on a process of purchasing land parcels along the Kouga River. Thereafter, in 1987, the forest reserve was transferred to the Provincial Administration of the Cape of Good Hope (Boshoff, 2005:5). The Cape Nature Conservation authority managed the reserve on behalf of the Provincial Administration of the Cape of Good Hope from 1987 to 1993 and continued to embark on large-scale land purchases in a westerly direction with assistance from private institutions (Boshoff, 2005:5; Logie, 2006:77). The area was then referred to as the BNR and, according to Boshoff (2005:5), sections of the Nature Reserve were managed according to wilderness principles.

In 1994 the BNR was transferred to the Eastern Cape Department of Economic Affairs, Environment and Tourism (DEAET) (Boshoff, 2005:5).

### **1.2.2 Proposed rationalisation and consolidation of the western sector of the Baviaanskloof Nature Reserve by DEAET in 1998**

From 1994, when the BNR was transferred to DEAET, the area continued to be managed as a Nature Reserve, with sections of it being managed according to wilderness principles (Boshoff, 2005:5). In 1998 DEAET proposed the expansion and consolidation of the western sector of the Baviaanskloof through the outright purchase of more than 50000 ha of private land (Boshoff *et al.*, 2000:12; Joubert,

Smith and Neke, 1999:2). Figure 1 shows the map indicating the proposal for the consolidation and expansion of the western sector of the BNR.



**Figure 1: Proposal for the consolidation and expansion of the western sector of the Baviaanskloof Nature Reserve/Conservation Area** (Chief Directorate: Environmental Affairs as cited in Boshoff, 2000:15, Map 3).

As per the executive summary of the proposal of DEAET, written by Clark (1998, as cited in Joubert *et al.*, 1999:34-37) the rationalisation, consolidation and expansion of the BNR explained that Government at local, provincial and national level faced various issues ranging from economic growth to the provision of better basic services and the upliftment of the country's previously disadvantaged individuals; and that the correct implementation of the proposal would provide government with a unique opportunity to address all these issues concurrently.

The concept as per Clark (1998, as cited in Boshoff *et al.*, 2000:12,15; as cited in Boshoff *et al.*, 2005:6; as cited in Joubert *et al.*, 1999:34-37) included, indicated and advocated:

- the consolidation of the western sector of the Baviaanskloof by way of acquiring all private land by means of land purchase and/or expropriation inside the western Baviaanskloof covering an area of 54000 ha, and the incorporation of 20000 ha of private land bordering the BNR on the northern part of the Baviaanskloof mountain. Figure 1 shows the proposal for the consolidation and expansion of the then existing BNR/Conservation Area,
- the then existing BNR maintaining its “wilderness” status whereas the newly acquired land areas could be zoned as medium intensity tourist zones, hunting zone and commercial game cropping area. Figure 1 shows the proposal for the consolidation and expansion of the then existing BNR/Conservation Area,
- that consolidation would facilitate a sustainable nature-based economy in the western section of the Eastern Cape Province and it would facilitate the best land-use option for the Baviaanskloof area as the Baviaanskloof was a fundamental part of a strategic water catchment area,
- that consolidation would yield benefits that would include conservation benefits, water security benefits, tourism benefits and community upliftment benefits. Community upliftment benefits would include communities in the Baviaanskloof and Willowmore and its surrounds,
- that consolidation and rationalisation of the western sector of the Baviaanskloof would require the relocation of a small number of people, ranging between 170 – 200 families, to the town of Willowmore.

### **1.2.3 Preliminary assessment conducted in 1999, of the proposed**

**‘rationalisation and consolidation of the western sector of the Baviaanskloof Nature Reserve by DEAET in 1998’**

According to Joubert *et al.* (1999:2,38), in 1998, a conceptual Integrated Conservation and Development Plan (ICDP) that was the originally proposed

*“Rationalisation and Consolidation of the western sector”* concept for the greater Baviaanskloof, obtained in principle support and approval from DEAET, the Department of Water Affairs and Forestry, the then Deputy Minister of Finance, and other interested and affected parties subject to a feasibility study being conducted to address gaps in the original proposal (Joubert *et al.*, 1999:2,38). Smith and Joubert (1999, as cited in Joubert *et al.*, 1999:38) thus wrote a proposal to conduct a feasibility study on the proposed ICDP for the greater Baviaanskloof.

The preliminary feasibility assessment, according to Joubert *et al.* (1999:1-2,13), was originally envisaged to address questions pertaining to environmental resource economics, to establish a working committee in order for all stakeholders to be represented and to provide alternative visions and proposals for the area. The alternative proposals would then have been complimented with relevant specialist studies such as social implications, economic implications, ecological and hydrological implications and all the information would be fed into a common multi-criteria decision analysis framework in order to evaluate the alternatives (Joubert *et al.*, 1999:1-2,13). Joubert *et al.* (1999:1-2) explain that due to only a third of the funding being obtained via Vodacom and Telkom, the preliminary feasibility assessment focused only on the phase that proposed the consolidation of land in the western sector, i.e., the acquisition and/or expropriation of the 54000 ha of privately owned land.

The key findings and recommendations of the preliminary feasibility assessment conducted in 1999 were, according to Joubert *et al.* (1999:15-16) and Boshoff *et al.* (2000:47), as follows:

- Four scenarios emerged, that were assessed and compared:
  - Scenario 1: the status quo at the time could remain, where there would be no consolidation of the western Baviaanskloof and agriculture would continue in the western sector,
  - Scenario 2: the western section of the Baviaanskloof could be consolidated where the nature reserve would be expanded; this was the DEAET proposal,

- Scenario 3: a game farm conservancy, that would be privately owned, could be developed and established; this was a proposal of the then Baviaanskloof Private Nature Reserve Owners association,
- Scenario 4: the activities in the then existing BNR could be intensified and agriculture would continue in the western section of the Baviaanskloof; this was a scenario introduced by the consultants conducting the feasibility assessment.

According to Joubert *et al.* (1999:2,24,32) and Boshoff *et al.* (2000:47) a comparative assessment that was based on some real data, guesswork and rough estimates was done for scenarios 1 to 4. The assessment showed that scenario 2, to expand and consolidate the western section of the BNR, which was the DEAET proposal, was more preferable.

Joubert *et al.* (1999:13-30) indicate that stakeholder consultation and participation yielded results that all stakeholder groups were not adequately represented and that the lack of written proposals made it difficult for a working group (that was established as part of the preliminary assessment process) to relay the concept and facilitate stakeholder participation with the faction that they represented. Joubert *et al.* (1999:13-30) add that representatives on the working group did not necessarily speak for or represent the views of an entire faction. In addition to this, there were many sensitivities in the western Baviaanskloof in terms of the DEAET proposal and other projects, e.g. hostility from general residents who voiced unhappiness with the prospect of having to leave the Baviaanskloof and hostility from the Sewefontein Farm Project (that comprised of previously disadvantaged individuals) that hoped to own their own land through buying part shares in a farm known as Sewefontein (Joubert *et al.*, 1999:13-30).

Joubert *et al.* (1999:30) specify that concerns were raised by the working group committee in terms of the possible implementation of the proposal to consolidate, rationalise and expand the Baviaanskloof. According to Joubert *et al.* (1999:30) the working group committee indicated that if the proposal is approved, implementation should allow for sufficient consultation to take place, peace-meal implementation should be avoided, ad-hoc incremental decision-making should be avoided, the

needs of vulnerable groups such as pensioners and others should be considered (e.g. tenure and landownership arrangements outside the western Baviaanskloof, housing, etc.) and appropriate compensation should be provided to landowners for the value of their assets.

Joubert *et al.* (1999:31-32) state that the feasibility study was terminated early, thus limiting consultation and access to specialist information, and consequently concluded and recommended further studies and approaches as follows:

- adequate financial resources and time should be availed in order to ensure that relevant groups are included in the process,
- an implementation study should be undertaken with appropriate consultation and negotiation with affected groups,
- the desires and needs of the residents should be considered, particularly regarding land ownership,
- at the beginning of the process, roles and responsibilities should be clearly defined for stakeholders,
- a thorough inventory of the Khoisan and other historical sites should be undertaken,
- appropriate market research for the proposed consolidated and expanded BNR should be conducted.

#### **1.2.4 Cape Action Plan for the Environment (CAPE): A Biodiversity Strategy and Action Plan for the Cape Floral Kingdom of 2000**

The BNR, as part of a serial nomination for the CFK, received World Heritage Site Status in 2004 due to the fact that it is considered to be a global asset (Boshoff, 2005:9).

In order to develop a long-term strategy to conserve the CFK, the 'Cape Action Plan for the Environment: A Biodiversity Strategy and Action Plan for the Cape Floral Kingdom' was developed from 1998 and published in the year 2000 (Ashwell and Younge, 2000:12,15-16). The strategy document was widely referred to as the 'Cape Action Plan for the Environment' (CAPE) and the development of the strategy was made possible through a grant from the Global Environment Facility investment in



South Africa through the World Bank (Ashwell and Younge, 2000:3; Cadman, Petersen, Driver, Sekhran, Maze and Munzhedzi, 2010:6). One of the major recommendations in the CAPE included landscape level conservation initiatives via the establishment of three mega-reserve areas that were to be 400000 ha to 600000 ha in size respectively, in the Baviaanskloof, Cederberg and Little Karoo areas (Ashwell and Younge, 2000:19,32). Figure 1 indicates the location and extent of the BNR/Conservation Area as at the year 2000.

The CAPE vision, according to Ashwell and Younge (2000:28), was as follows:

*“We, the people of South Africa, as proud custodians of the CFK, will protect and share its full ecological, social and economic benefits now and in the future”.*

The goal of CAPE was as follows:

*“By the year 2020, the natural environment and biodiversity of the CFK will be effectively conserved, restored wherever appropriate, and will deliver significant benefits to the people of the region in a way that is embraced by local communities, endorsed by government and recognised internationally.”* (Ashwell and Younge, 2000:28).

These mega-reserves or landscape initiatives could be developed through a range of tools that ranged from co-operative management models, incentive mechanisms to increased community involvement, to linking reserves through natural corridors (e.g. river courses), to developing a land acquisition strategy, etc. (Ashwell and Younge, 2000:19,23,32).

Direction given for implementation of the CAPE strategy via the development of the mega-reserves or landscape initiatives identified biodiversity concerns needing to be integrated into development, rather than competing with development (Ashwell and Younge, 2000:27). The CAPE Strategy, as per Ashwell and Younge (2000:27) specified and recommended:

- effective awareness raising programmes,
- continued stakeholder engagement,

- the development of partnerships,
- that conservation initiatives should be based on a model that integrates biodiversity benefits with economic benefits, particularly in rural areas.

### **1.2.5 The Baviaanskloof Conservation Area: A Conservation and Tourism Development Priority Report of 2000**

As per the report, 'The Baviaanskloof Conservation Area: A Conservation and Tourism Development Priority', compiled by the Terrestrial Ecology Research Unit of the then University of Port Elizabeth, Boshoff *et al.* (2000:1,8,47) stated that the greatest potential for socio-economic development in the Baviaanskloof Area is that of conservation and tourism. The document provided a framework for an action plan that would lead to the expansion of the BNR and it was indicated that said expansion should be strategic and efficient in order to yield biological, social and economic benefits (Boshoff *et al.*, 2000:2).

Boshoff *et al.* (2000:1) state that the then existing size and shape of the 174400 ha BNR was lacking in respect of efficient and actual biodiversity conservation and it was advocated that the reserve should consequently be consolidated (through purchase of land) and expanded (through a conservancy model) as the approach would "*achieve the set goals for conservation, enable effective water catchment management and provide enhanced tourism opportunities*" (Boshoff *et al.*, 2000:1).

Boshoff *et al.* (2000:10-12) add that the first initiatives to expand the BNR were largely driven by management criteria, for example to consolidate isolated blocks. This was done in an unplanned manner where there were no explicit targets, but the consequence of this historic expansion manner was the inclusion of large ecosystems that were underrepresented in the original protected area (Boshoff *et al.*, 2000:10-12).

In the 1990s, according to Boshoff *et al.* (2000:10-12,32), the development of conservation strategies for the BNR started to include biodiversity patterns and processes as well as management benefits. The 1998 proposal of DEAET was

presented by Boshoff *et al.* (2000:12) as a key initiative in respect to developing conservation strategies that include biodiversity patterns and processes as well as management benefits.

The DEAET proposal was linked to the CAPE strategy by Boshoff *et al.* (2000:5,13,32) by stating that the CAPE strategy identified the Baviaanskoof Area and its surrounds as an opportunity to achieve a set of spatially defined targets for the conservation of ecological patterns and processes and that the DEAET proposal of 1998 implicitly considered the conservation of patterns and processes. It was further indicated that the outcomes of CAPE formed a solid foundation for the expansion of the BNR that could provide essential ecosystem services and offer avenues for sustainable economic development (Boshoff *et al.*, 2000:14).

As part of assessing the opportunities for the consolidation and expansion of the BNR, Boshoff *et al.* (2000:42) stated an array of opportunities including the opportunity to establish a mega-reserve that could conserve most of the ecological and evolutionary processes that, amongst others, include pollination services, hydrological regimes, resilience to climate change as well as the provision of good quality water for human, agricultural, industrial and environmental consumption. Boshoff *et al.* (2000:43-47) identified tourism and socio-economic development opportunities that, amongst others, included permanent jobs, casual jobs, opportunities for public private sector partnerships, outlets for local produce and training for local people.

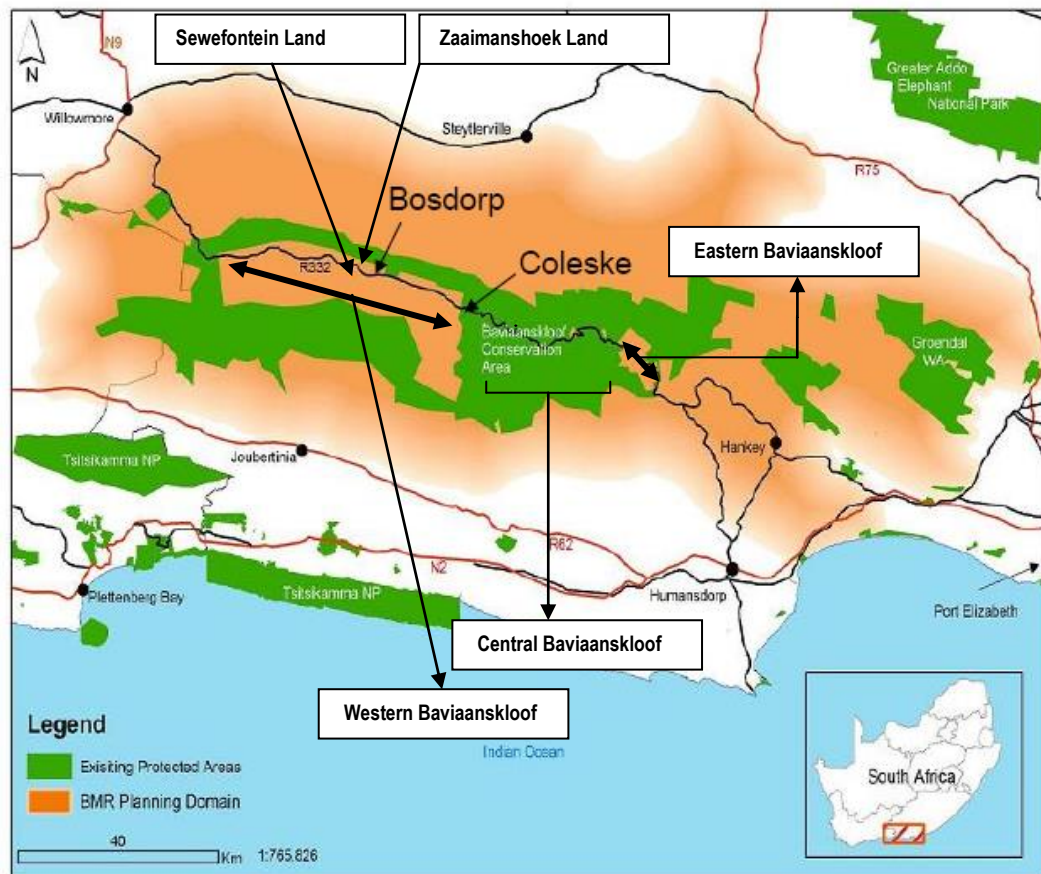
Boshoff *et al.* (2000:46-47) cautioned that an expanded BNR had the potential to contribute effectively to conservation and economic necessities, but that the actual contribution of the expanded BNR would depend on many factors and it was stressed that there was thus a need to undertake market research and development planning.

Boshoff *et al.* (2000:40,49) recommended amongst others the following:

- the BNR should not be developed in isolation,
- serious attempts should be made to ensure the socially sustainable expansion of the BNR and the reserve should provide benefits instantaneously,
- definite targets needs to be set in terms of job creation and other socio-economic opportunities,
- the BNR consolidation and expansion project requires a neutral “champion” to promote, facilitate and co-ordinate research, planning and development actions; and to facilitate cooperation and collaboration between the various stakeholders,
- research to fill gaps in relation to cultural, ecological and biological history needs to be undertaken to inform conservation planning at a regional, national and global scale.

### **1.3 Problem statement**

In 2001 the quest to expand the BNR into the Baviaanskloof Mega-reserve was initiated by DEAET - the then management authority of the BNR (Rhodes University Consortium, 2007:7; Coastal and Environmental Services, 2008:5; Crane *et al.*, 2009:151-153). The BNR was envisioned to be the core area of the mega-reserve, consequently, a 2849 ha piece of land known as Coleske farm, bordering the BNR in the western section of the Baviaanskloof region, was bought (Rhodes University Consortium, 2007:7; Coastal and Environmental Services, 2008:5; Crane *et al.*, 2009:151-153). Coleske farm was a privately owned property, on which the farm owner allowed the farm workers and their families to reside linked to their employment contracts on the farm (Crane *et al.*, 2009:151). Figure 2 indicates the location of Coleske farm in relation to the BNR as at the year 2005.



**Figure 2: Map of Baviaanskloof Nature Reserve indicating the location of the Coleske farm as at 2005 (Wilderness Foundation, 2005).**

The Coleske residents had a scattered settlement pattern across the land. They utilised an array of natural plants such as wood for fuel, medicinal plants and birds, bush meat, honey, etc., and they had donkeys that had the potential to breed with the zebra population in the existing nature reserve.

One of the key objectives for DEAET purchasing the land from the private property owner was to obtain critical valley bottom habitat that was lacking in the existing BNR, as at the year 2000 (that consisted largely of mountain fynbos). As a result DEAET was of the opinion that the occupancy of the Coleske community on the property was defeating the purpose of the land purchase. Restrictions were placed in terms of natural resource utilisation by the community and a process of attempting to resolve the situation via resettlement of the Coleske community was initiated by DEAET from 2001 (Crane *et al.*, 2009:151-152,154).

In order to obey all South African statutory provisions and World Bank Social Safeguards, a study was commissioned in 2007 to determine the rights and entitlements of all Coleske residents. The study was to inform basic service delivery, just compensation and/or equitable resettlement options (Crane *et al.*, 2009:155). The findings of the study provided a basis for the development of a Resettlement Action Plan (RAP) in 2008 in conjunction with all parties concerned including the local community, relevant local and district municipality and provincial departments (Coastal & Environmental Services, 2008:7). The RAP as per Coastal & Environmental Services (2008:19-21) identified three options for resettlement that included that:

- the Coleske community remains at Colseke farm in a concentrated settlement with limited services or,
- the Coleske community resettles westward within the Baviaanskloof Mega-reserve to create a development node, that would service Coleske residents and other landless people adequately in the Baviaanskloof valley or,
- the Coleske community resettles to Willowmore, the closest existing town to the west of the BNR.

In 2008 the RAP as per Coastal & Environmental Services (2008:22) concluded:

- that further discussion is required to finalise a joint solution by all parties concerned,
- that the Eastern Cape Parks Board (a parastatal of DEAET established in 2005) and the Coleske community in particular, would need to cooperate to finalise a joint solution,
- that it was vital for any of the resettlement options, within the context of the development of the mega-reserve, to ultimately result in:
  - effective biodiversity conservation and tourism that would generate economic benefits,
  - effective biodiversity conservation and tourism that would improve the overall social and economic security of the Coleske community,
  - effective biodiversity conservation and tourism that would improve the overall social and economic security of other disadvantaged communities in the Baviaanskloof.

At present, 12 years after the land was purchased for the purpose of expanding the BNR and initiating the development of the Baviaanskloof Mega-reserve ICDP, the Coleske community continues to reside on the land under inadequate and unfavourable living conditions.

There appears to be no definite progress to date in terms of the implementation of the RAP that was developed, in 2008, with the specific intention to create a point of departure for a reasonable solution to be agreed on and implemented by all parties concerned. Crucial elements for implementation of the RAP, that amongst others include finalising the negotiations and agreeing on a reasonable option, initiating the pre-requisite processes required for implementation of an agreed on option (i.e., adequate resettlement on site or elsewhere), commitment of resources, agreement on timeframes for implementation, clear delineation of roles and responsibilities and so forth, appear to have remained stagnant.

The current study thus seeks to determine why no real progress has been made in relation to the Coleske RAP in the Baviaanskloof Mega-reserve. The main research question is thus stated as follows: *What are the reasons for the lack of progress with protected area expansion and the community related issues in the Baviaanskloof Mega-reserve, and what should be done to facilitate progress in the situation of Coleske?*

#### **1.4 Aim and objectives of the study**

The research aim of the study is to determine why there has been no definite progress in the Baviaanskloof Mega-reserve development in relation to the RAP recommendations linked to Coleske farm, and what should be done to move the process forward.

In order to achieve the research aim and answer the research question, the research objectives are to:

- contextualise the interface between conservation efforts and communities,
- describe the legislative and policy frameworks that are of relevance to the BNR – situation of Coleske farm,

- critically analyse relevant documentation on the Baviaanskloof, in order to identify common denominators,
- determine the status quo of the RAP implementation and the reasons for lack of definite and substantial progress in terms of implementation of the RAP,
- identify recommendations that emerge from the results and lessons learnt from the situation of Coleske farm that could be integrated into future strategies and activities linked to protected area expansion and that could contribute towards solving the problem.

## **1.5 Limitations of the study**

One limitation of the study was the fact that the management authority of the Baviaanskloof Nature Reserve has changed three times since the purchase of Coleske farm, i.e., from DEAET to the Eastern Cape Parks Board, to the Eastern Cape Tourism and Parks Agency (ECTPA), which could have resulted in a loss of information in terms of institutional memory. It is not considered that this limitation had a significant impact on the research findings as the analysis of secondary data in the form of existing reports, research reports and general documentation on the Baviaanskloof compensated for the potential loss of institutional memory.

Another limitation was that, due to financial constraints and the distance and location of the research site in the Eastern Cape Province in relation to where the researcher was based in Gauteng Province, not all the Coleske households could be personally visited. All Coleske households residing in the western section of the Baviaanskloof were personally visited where face-to-face interviews were conducted, whereas six Coleske households that currently reside (as part of employment contracts) in the eastern section of the Baviaanskloof were interviewed telephonically. Similarly, face-to-face interviews were not conducted with the key informants from the governmental and nongovernmental organisations as they reside in the town of Willowmore and the city of Port Elizabeth. Accordingly, telephonic interviews were conducted with the key informants. It is not considered that these limitations have significant impact on the research findings as the researcher has previous knowledge of the study area and is personally known by all respondents due to having worked in the



Baviaanskloof from 2003-2009. This allowed for the telephonic interviews to be conducted freely and comfortably.

## **1.6 Outline of remainder of report**

The remainder of the study is presented as follows:

- chapter 2 provides an overview of the legislative framework and relevant literature that makes reference to complex cases, such as the situation of Coleske,
- in chapter 3 the research methodology is provided,
- chapter 4 shows the results, followed by the interpretation and discussion of the results,
- chapter 5 indicates lessons learnt, draws final conclusions on the entire study and makes recommendations.

## **CHAPTER 2:        INTEGRATED CONSERVATION AND DEVELOPMENT PROJECT APPROACHES TO THE PEOPLE AND ENVIRONMENT INTERFACE**

### **2.1 Integrated Conservation and Development Projects**

Integrated Conservation and Development Projects or Programmes (ICDPs) represent an approach to biodiversity conservation and the conservation of ecological systems in developing countries that seek to link conservation and development (Barrett and Arcese, 1995:1073; Alpert, 1996:845; Newmark and Hough, 2000:585). ICDPs are different from other conservation approaches in the sense that it places equal focus on biological conservation and human development (Alpert, 1996:845). According to Franks and Blomley (2004, as cited in Wells and McShane 2004:513) ICDPs can be defined as “*an approach to the management and conservation of natural resources in areas of significant biodiversity value that aims to reconcile the biodiversity conservation and socio-economic development interests of multiple stakeholders at local regional, national and international levels*”. Adams and Hulme (2001:13) point out the community conservation element by stating that the term ‘community conservation’ can take many forms, including that of an ICDP, where the ICDP links conservation objectives to local development needs.

#### **2.1.1 Background to ICDPs**

Conservation strategies were historically dominated by attempts to separate humans from other species by employing ‘fortress conservation’, ‘fence and fine’ or ‘coercive conservation’ approaches (Adams and Hulme, 2001:10; Wells *et al.*, 1992, as cited in Adams and Hulme, 2001:01; Peluso, 1993, as cited in Adams and Hulme, 2001:10). History shows that many developing countries took the approach of converting environmental terrestrial and aquatic assets, for example forests, into protected areas such as National Parks (Ghimire, 1994:195-196). The establishment of National Parks and expansion of the land under protection typically focused on conserving biodiversity and ecological processes, delineating boundaries, securing the legal status of the park and implementing ecological management procedures such as fire management and alien clearing (Ghimire, 1994:195-198). The impact

that the establishment of these National Parks would have on the livelihoods of communities were ignored and in a variety of cases, the establishment of these parks resulted in the displacement of communities from their settlements and/or the restriction or total denial of access to natural resources such as wood and food products (Adams and Hulme, 2001:10; Ghimire, 1994:195-197). Mohamed (2001:1) echoes that, due to state control and ownership of land by the state, many communities were alienated from land and access to natural resources and Pelsler, Redelinghuys and Velelo (2011:37) add that in certain instances local communities were removed through forced removals. A direct correlation was eventually drawn between environmental and social consequences, in relation to the establishment and expansion of parks, and it was found that establishing and expanding the parks and exerting extreme control over use of its resources lead to communities adjacent to the park being forced to overutilise the land that they had access to, thus resulting in further deterioration of environmental assets outside the boundary of the National Park (Ghimire, 1994:199). The results of establishing parks in a manner that excluded communities contributed to livelihood and environmental damage (Ghimire, 1994:195,199) and conservationists started realising that boundaries, borders and restrictions to natural areas did not curb habitat loss (Alpert, 1996:845).

According to Turner and Hulme (1997, as cited in Adams and Hulme, 2001:17), during the 1970s, 'top down' blue print approaches came under scrutiny as it was unsuccessful in delivering promised benefits. Consequently, arguments for achieving development goals were put forward that, amongst others, included 'bottom up planning', 'participation' and 'community organisation' (Turner and Hulme, 1997, as cited in Adams and Hulme, 2001:17). In the 1980s the notion of community conservation, within the context of protected areas, was developed at the third World Congress on National Parks and Protected Areas, which was themed "Parks for Development" (Wells and McShane, 2004:514; McNeely and Miller, 1984, as cited in Adams and Hulme, 2001:13; McNeely, 1993, as cited in Adams and Hulme, 2001:13; Kempf, 1993, as cited in Adams and Hulme, 2001:13). Adams and Hulme (2001:17) explain that in the 1980s there was a renewed interest in the market to deliver development and achieve public policy goals, inclusive of conservation, development and sustainable development. Adams and Hulme (2001:17) add that in order to achieve this, a general view was taken that market mechanisms be set

correctly and that it be accepted that all species and ecosystems were 'natural resources' that would allow for the economic value of conservation resources to be unlocked. This was to enable a situation where all stakeholders (inclusive of local communities and private companies) could take entrepreneurial action through activities such as, amongst others, trophy hunting and tourism (Adams and Hulme, 2001:17). The 1980's saw a shift in conservation approaches, as it was emphasised that nature conservation programmes should integrate park management activities with socio-economic development of the surrounding area, consider the survival needs of local communities, and encourage agricultural and rural development programmes alongside conservation actions (Ghimire, 1994:195-196; Pelser *et al.*, 2011:37).

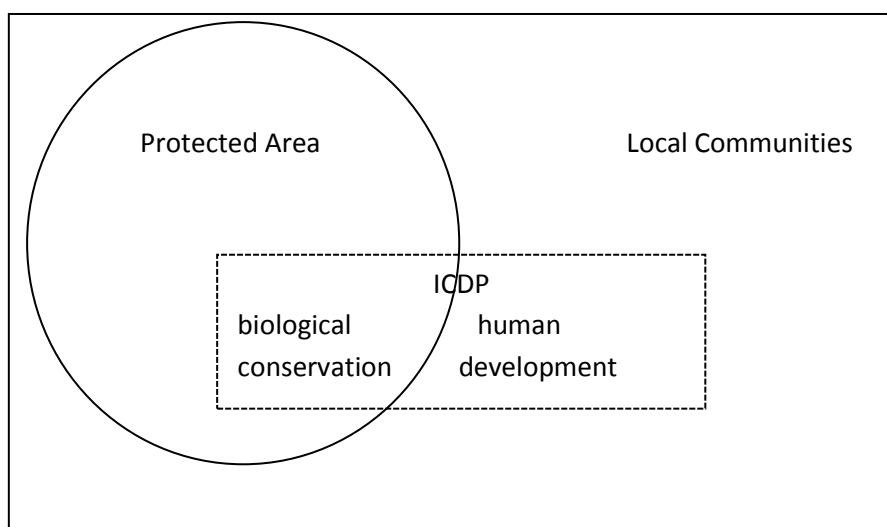
According to Barrow and Murphree (2001:25), communities were starting to be seen as a major actor in natural resource management during the 1980s. During the same time period there was an increase in the understanding between social justice and conservation management objectives in Southern Africa that led to the frequent use of the term Community Based Natural Resource Management (CBNRM) (Mohamed, 2001:1). Furthermore, according to Wells and McShane (2004:513), during the 1980s, conservation organisations initiated approaches to protected area management that strived to facilitate social and economic benefits among local residents, that in turn, could lead to support for the protected area from local constituents. Thus, according to Hannah (1992, as cited in Adams and Hulme, 2001:13), people and park projects such as the 'Neighbours as Partners' and 'Development Through Conservation' projects began in Uganda in the 1980's. Similarly a range of CBNRM programmes, that involve approaches of handing greater responsibility and control of natural resource management to local resource users and actors, such as the Communal Areas Management Programme for Indigenous Resources (CAMPFIRE) in Zimbabwe, the Administrative Management Design for Game Management Areas programme in Zambia, and the Natural Resource Management Programme in Botswana, were thus initiated in Southern Africa (Mohamed, 2001:1-3). Subsequent to the 1980's, the World Parks Congress of 1992 was themed "Parks for Life" and in 2003 it was themed "Benefits Beyond Boundaries", thus re-emphasising the need for biodiversity conservation to co-exist with development and to contribute to poverty mitigation (Wells and McShane,

2004:513-514). Alpert (1996:845) indicates that failed attempts of development projects initiated on its own, as well as the failure of conservation projects initiated in isolation, inspired the attempt to integrate conservation and development. Newmark and Hough (2000:585) conclude that the 1980s and 1990s thus saw a marked attempt at the ICDP approach to conservation that was intended to provide incentives to local communities in the form of shared decision-making authority, benefits via employment, revenue sharing, provision of community facilities inclusive of schools, clinics, roads, boreholes, etc. In exchange the community would limit the harvesting of plant and animal species and support conservation (Newmark and Hough, 2000:585).

### **2.1.2 Main principles and design of ICDPs**

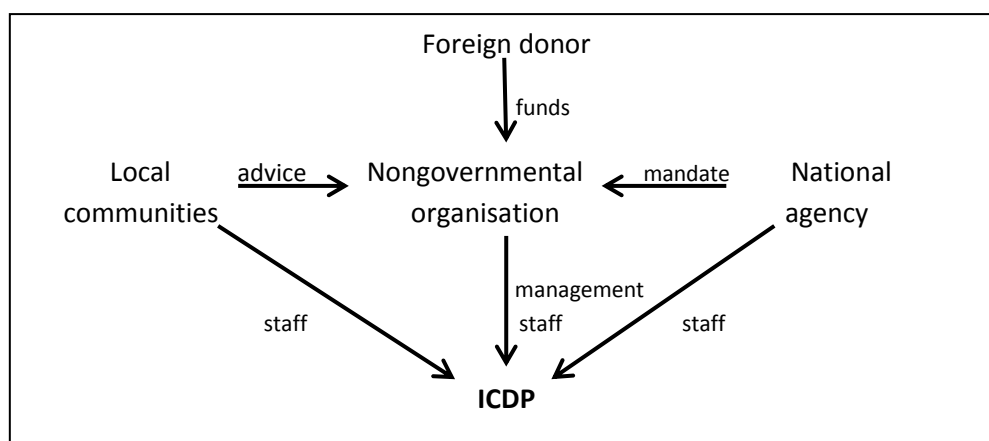
Kothari *et al.* (1998:25) state that a shift took place in conservation approaches and policies that allowed for a range of situations that would facilitate the conservation of biological diversity. This included the notion of community-based conservation that Kothari *et al.* (1998:25) broadly define as the conservation of biodiversity based on community involvement. Here the involvement of the community can range from situations where government or private entities retain control, but where local communities are consulted in terms of the planning and implementation of the conservation project, to the other end of the spectrum where communities could be completely in control of conservation initiatives. Barrett and Arcese, (1995:1073-1074) link ICDPs to the afore-mentioned shift in conservation approaches by stating that the language used to describe the core values of ICDPs include 'community based' programmes that use 'participatory' mechanisms to 'empower' communities and conserve threatened species.

According to Alpert (1996:846), in the 1980's, formal partnerships were established between conservation organisations and development agencies via ICDPs, where geographical, administrative and functional links could be made between conservation and development. The ICDP would identify a geographical area such as a protected area and base its development activities in the neighbouring communities (Alpert, 1996:846). Figure 3 depicts the basic geography of an ICDP.



**Figure 3: Basic geography of an Integrated Conservation and Development Project/Programme (ICDP)** (Alpert, 1996:846, Figure 1).

An ICDP would operate on a variation of administrative designs that would frequently combine a nongovernmental organisation (NGO), a foreign donor agency, and a government agency, such as a national agency responsible for parks (Alpert, 1996:846). Figure 4 shows the basic administrative organisation of ICDPs.



**Figure 4: Basic administrative organisation of many Integrated Conservation and Development Projects/Programmes (ICDPs)** (Alpert, 1996:846, Figure 2).

Barrett and Arcese (1995:1074) and Alpert (1996:846) state that ICDPs link conservation and development by using 4 main strategies which include:

- the promotion of biological conservation by encouraging local communities to either forgo access to, or reduce the illegal use of species and their habitats,
- facilitating of alternative sources of income, sustenance and livelihoods in exchange for resources forgone,
- providing benefits such as infrastructure, direct compensation or social services such as, for example, schools or clinics in exchange for surrendering or reducing access to natural resources,
- stimulating local enterprise development e.g. craft development.

As previously stated, Barrett and Arcese (1995:1073-1074) indicated some principles of ICDPs to include 'community-based programmes' that use 'participatory' mechanisms to 'empower' communities and conserve threatened species. Barrow and Murphree (2001:26-27,31) add that an ICDP requires collective action in terms of natural resource management and sometimes collaborative management of a common pool of natural resources by a range of stakeholders, the organisational vehicle of the ICDP should be legitimate, cohesive, resilient and clearly demarcated. The aforementioned characteristics are briefly described as follows (Barrow and Murphree, 2001:26-27):

- legitimacy refers to leadership, power and authority,
- cohesion refers to the development of a common identity and interest from different stakeholders in order to facilitate collaborative action and to act collectively to enhance mutual interests,
- demarcation refers to setting criteria or boundaries in order to determine membership, authority and responsibility of the joint organisation,
- resilience refers to the organisation's or institution's ability to adapt and be durable in order to manage risk.

In order to increase the chances of success of an ICDP operating within the people and environment interface, the lessons that have been learnt from previous experiences and the recommendations made within the existing literature concerning

ICDPs can act as pertinent fundamentals, basics, ideals, principles or guidelines and as a reference framework for ICDP implementation, and are summarised as follows:

*ICDP context, rationale and design*

- Integrated conservation and development initiatives should be recognised as initiatives that contribute to developmental and societal needs whilst conserving the environment to the benefit of society. It should be considered as a supplement to government-initiated programmes to mitigate poverty and not as a replacement for government. Government should show broader commitment to rural development via government programmes that should address matters of poverty, general service delivery, investment in extending and deepening rural financial systems, facilitates the adoption of more advanced technologies, promotes rural industry, etc. (Pelser *et al.*, 2011:58; Barrett and Arcese, 1995:1079, 1081),
- ICDPs must be contextualised within a long-term strategy for sustainable development where the ICDP, within this context, is a shorter term intervention inside a longer term endeavour to implement processes that will simultaneously focus resources toward poverty alleviation, rural development and wildlife conservation (Barrett and Arcese, 1995:1081; Alpert, 1996:853; Newmark and Hough, 2000:589),
- Programme design and implementation should take into account contextual matters such as relevant policy and legal frameworks, cultural factors, historical factors, local values and objectives, economic factors and ecological factors and processes (Mohamed, 2001:26),
- ICDPs must vertically integrate diverse policy and site-based approaches in order to ensure that site-based actions are supported by policy level actions from a national and international perspective (Wells and McShane, 2004: 516),
- Integrated initiatives should be designed to be effective and sustainable and not totally reliant on donor agencies (Mohamed, 2001:27; Kothari *et al.*, 1998:47),



- Programmes should be planned strategically and should be adequately focused to yield the identified project benefits in targeted areas (Pelser *et al.*, 2011:56),
- ICDP intervention should occur at different scales; and at a site-specific scale, that operates within the broader framework of biodiversity conservation, eco-friendly efforts should be made toward economic development (Wells and McShane, 2004:515),
- ICDPs can consider exploring and negotiating trade-offs at an appropriate spatial and temporal scale provided that all stakeholders are involved, stakeholders were involved in defining project objectives and interventions, and stakeholders are in a position to develop mutually acceptable management strategies, identify options and make rational choices between competing development and conservation scenarios (Wells and McShane, 2004: 516-517; Alpert, 1996:853),
- Support from an external project remains a viable option, provided that the project is designed with a clear understanding of objectives in terms of beneficiation to local communities and alleviating threats to protected areas by maintaining the relationship between biodiversity and development (Wells and McShane, 2004:515).

#### *Institutional/Organisational structure of ICDPs*

- Multi-institutional, integrated and effective partnerships between local stakeholders, political representatives, conservation and development agencies, other relevant key partners and partners that are not traditionally seen to be partners to conservation, should be established prior to the implementation of any initiative and said partnerships should be maintained during project implementation (Pelser *et al.*, 2011:58; Wells and McShane, 2004:516),
- Institutional structures that require effective participation and collaboration between partners from all spheres of government, conservation authorities, local communities, private and political stakeholders should be designed to respond to overall developmental and social needs that encompass conservation, social and economic requirements not just

conservation issues (Pelser *et al.*, 2011:56, and Kothari *et al.*, 1998:43,46),

- The institutional and legal structure should be able to address and resolve matters of conflict and contradictions between priorities (Kothari *et al.*, 1998:47),
- Joint structures that seek to capitalise on the strength of partners (in terms of power and authority, shared decision-making and responsibility in terms of resource allocation and use) in order to achieve appropriate benefit sharing, effective, just and sustainable use of natural resources should be developed (Mohamed, 2001:6; Kothari *et al.*, 1998:32),
- Legitimate joint management structures with shared ownership and meaningful power-sharing (in terms of authority, responsibility and decision-making) between partners should be established; and there should be a link between authority and responsibility (Mohamed, 2001:23-26),
- The institution should be transparent, fair and held accountable in terms of managing the resources (Kothari *et al.*, 1998:43),
- Functions, duties, powers, roles and responsibilities of institutions, especially joint management bodies, should be clearly delineated (Mohamed, 2001:10,13; Kothari *et al.*, 1998:46).

#### *Participation of and collaboration with communities*

- There should be collaboration with local communities in order to meet biodiversity conservation and the socio-economic needs of local communities, as these issues are undeniably linked (Pelser *et al.*, 2011:56).

#### *Stakeholder identification and engagement*

- Communities and broader stakeholder groups and their respective needs should be clearly identified by conducting stakeholder analysis and community profiles and analysing the socio-economic dynamics in order to identify authentic local community neighbours; distinguish between

primary, secondary and tertiary stakeholders; understand their respective needs; identify the most vulnerable and poor; and channel suitable benefits from protected areas and/or integrated conservation and development initiatives adequately to different stakeholder groups (Pelser *et al.*, 2011:58; Kothari *et al.*, 1998:28,29),

- Negotiations should be undertaken with legitimate representatives of local communities and special care should be taken not to negotiate with local elites or outsiders with their own priorities and agendas that does not represent the interests of the communities; the role of outsiders in the process thus requires clarification and regulation (Mohamed, 2001:5; Kothari *et al.*, 1998:47).

### *Empowerment of stakeholders*

- Joint or participatory institutional structures should empower its primary stakeholders to participate effectively (Kothari *et al.*, 1998:43),
- Capacity building is required for all stakeholders inclusive of conservation officials and community members in order to create mutual confidence and trust, enable a mutual learning atmosphere, understanding respective roles and responsibilities, understanding rights and duties of each partner, improving the understanding of the ecological constraints of the area and developing appropriate leadership (Desai *et al.*, 1996, as cited in Kothari *et al.*, 1998:46; Kothari *et al.*, 1998:46),
- Capacity building of local communities, conservation agencies and project managers should include building capacities that allows for experimentation and learning through implementation in order for these role players to take effective decisions within the context and constraints in which the project operates (Wells and McShane, 2004:516).

### *Rights and valuing knowledge*

- Local resource use rights of local groups should be acknowledged and validated in order to allow for negotiation from an equivalent basis (Mohamed, 2001:27),

- Issues pertaining to rights and tenure should be considered and thoroughly investigated as, based on relevant legislation and policy frameworks, it is clearly recognised that people have a right to access and ownership of land and the resources found therein (Kothari *et al.*, 1998:50; RSA Extension of security of Security of Tenure Act, 1997:2),
- Communities should be encouraged and assisted to retain community-based ownership of land as the erosion of tenure to land has been directly correlated to the loss of biodiversity (Kothari *et al.*, 1998:50),
- Value should be attached to both scientific and local knowledge in order to facilitate the incorporation of both local and scientific knowledge into joint decision-making processes (Mohamed, 2001:14,25; Kothari *et al.*, 1998:29-31).

#### *Benefits and managing expectations*

- Realistic expectations and benefits pertaining to a conservation initiative's ability to contribute to developmental and societal needs should be identified, communicated and clearly understood by all parties concerned to avoid disappointment and mistrust (Pelser *et al.*, 2011:56,58),
- Benefits should encompass economic and non-economic incentives (Mohamed, 2001:24; Barrett and Arcese, 1995:1079; Alpert, 1996:852),
- A variety of benefits should be identified that could range from subsistence benefits in the form of access to natural resources in protected areas based on appropriate zonation and demarcation; to economic benefits by direct monetary transfers and harvesting natural resources and selling it; to direct employment; to social, cultural and political benefits; to education; empowerment and capacity building benefits and so forth (Kothari *et al.*, 1998:33-39; Barrett and Arcese, 1995:1079).

#### *Research, monitoring, evaluation and adaptive management*

- Programmes from parks and/or integrated conservation and development initiatives should be monitored and evaluated (both socially and ecologically) on a continuous bases in order to implement an adaptive

management approach by testing assumptions, experimenting, identifying and addressing weaknesses, overcoming threats, unlocking new opportunities, redesigning relevant aspects and so forth, so as to reinforce its positive impact and improve its efficiency (Newmark and Hough, 2000:589; Pelser *et al.*, 2011:56; Barrett and Arcese, 1995:1081; Wells and McShane, 2004:516),

- ICDPs should research species and habitats with the purpose of measuring the uses of natural resources in order to be in a position to assess threats to conservation and if necessary, develop alternative sources to natural resource use, develop suitable beneficiation strategies and document successes (Alpert, 1996:845,854).

#### *Documenting project implementation and experiences*

- Successes and failures of people and parks and/or integrated conservation and development initiatives should be documented and publicised in order to contribute to the body of knowledge, enable a learning environment and inform best-practice and policy frameworks within the integrated conservation and development initiative sphere (Pelser *et al.*, 2011:56; Wells and McShane, 2004:516).

As there are factors that increase the chances of success of an ICDP, similarly, there are factors that reduce the chances of success of an ICDP and can potentially lead to its failure. From previous experiences, as documented in the existing literature within the people and environment interface, factors that have historically contributed to ICDPs not working as expected are broadly summarised as follows:

#### *False assumptions*

- ICDPs were planned on untested economic and biological assumptions in terms of its sustainability and appropriateness at a local scale (Wells and McShane, 2004:514; Barrett and Arcese, 1995:1073,1077,1080; Newmark and Hough, 2000:588-589),

- ICDPs often erroneously overemphasised tourism potential of a protected area in an attempt to encourage local communities to forego access to species and habitats, even though few protected areas were capable of making a real profit/surplus (Barrett and Arcese, 1995:1078; Alpert, 1996:851).

#### *Unrealistic and inappropriate design and planning*

- ICDPs, with its multifaceted and dynamic realities, were often rigidly planned based on an inappropriate blueprint that was expected to be implemented within too short of a time period (Wells and McShane, 2004:514,516; Newmark and Hough, 2000:586),
- ICDPs excluded local realities such as community requirements, for example from a cultural perspective to access natural resources for ceremonial feasts that require freshly killed game, passage to marriage, passage to adulthood, etc. (Barrett and Arcese, 1995:1077; Newmark and Hough, 2000:586),
- ICDPs often placed a large degree of emphasis on detailed planning of the ICDP with much less emphasis on implementation that, in turn, resulted in the ICDP being unable to adapt in terms of management capacity and use of available budget when realities on the ground turned out to be different from what was planned (Wells and McShane, 2004:515).

#### *Exclusion of local stakeholders*

- ICDPs were often planned and launched with the exclusion of the local communities that it intended to benefit and the implementation of the ICDPs included developing structures, that mirrored colonial structures, where the ICDPs rarely ceded significant decision-making powers to local stakeholders thus resulting in the local people remaining disenfranchised and the ultimate authority of natural resource management remaining with the state (Newmark and Hough, 2000:587; Wells and McShane, 2004:514).

### *Institutional design and implementation flaws*

- ICDPs would align itself with a single stakeholder such as an environmental NGO or a protected area management authority that either resulted in an automatic bias toward said stakeholders' interest or the perception that the ICDP was biased to conservation needs (Wells and McShane, 2004:515),
- ICDPs tended to focus on project activities rather than the impacts that these activities would have, consequently, this frequently led to the implementer focusing on completing the activities and the beneficiaries focusing on getting as much as possible out of the project, which in turn led to a disconnect between development and conservation (Wells and McShane, 2004:515; Barrett and Arcese, 1995:1073).

### *Research of ecological processes*

- Due to a lack of suitable research mechanisms, and/or in-house research staff expending time on management, and/or research staff responding to pressures from external forces and/or developed research and monitoring plans within ICDPs being deferred, research pertaining to biodiversity and maintenance of ecological processes were lacking. This consequently resulted in a gap in terms of being in a position to design and/or implement a suitable ICDP in relation to the type and intensity of resource use (Alpert, 1996:845,854).

### *Lack of monitoring and evaluation*

- Monitoring and evaluation of ICDPs was not built into project planning and implementation hence "measurable progress" has been rare (Newmark and Hough, 2000:586; Wells, Brandon and Hannah, 1992, as cited in Barrett and Arcese, 1995:1073).

## *Sustainability and unintended consequences*

- ICDPs with a massive dependency on foreign aid, external funding and reliance on overseas tourism have been found to be short-lived and unsustainable due to, for example, international economics or competing globally for the same source of private or government funds (Alpert, 1996:853),
- ICDPs might be unsustainable in the long-term in terms of off-take as part of harvesting schemes, as political pressure might not allow for the reduction in off-take during times when natural resources are declining, hence preventing the natural resource from recovering and the off-take scheme ultimately being unsustainable (Newmark and Hough, 2000:587),
- ICDP development activities might induce in-migration to the area to the point where the limited resources can no longer cope with the demand (Newmark and Hough, 2000:588),
- Due to treating local communities as beneficiaries instead of partners in development and due to not linking development benefits directly to the community's obligation to conservation, ICDPs run the risk of promoting dependency (through facilitating benefits such as employment, sharing park revenue or permitting access to plant and animal resources) rather than reciprocity (Newmark and Hough, 2000:589).

### **2.1.3 A typology of ICDPs**

Pelser *et al.* (2011:38) explain that the “integrated conservation and development” approach comprises a range of classifications in terms of community involvement in conservation, which, according to Barrow and Murphree (2001:31), can broadly be described in terms of major types of ICDPs as ‘protected area outreach’, ‘collaborative management’ and ‘community-based conservation’. Barrow (1996, as cited in Venter and Breen, 1998:804) describes the broad categories of community participation in natural resource management, as per table 1, on which the different types of ICDPs appear to be modeled.



**Table 1: Categories of community participation in sub-Saharan African natural resource management** (Barrow 1996, as cited in Venter and Breen, 1998:804, Table 1).

<b>Category</b>	<b>Description</b>
Protected area outreach	Management strategy aimed at establishing a positive working relationship between protected area staff and their neighbours. Generally centred around two complimentary approaches: (1) identification and resolution of problem issues to the mutual benefit of the protected area and the neighbouring communities, and (2) development and use of the resources represented by the protected area, to improve the livelihood of the neighbouring community members.
Collaborative management	Management strategy where a community and conservation authority collaborate to jointly manage resource(s) or area of regional, national or international conservation value. The management of the resource or area is governed by a negotiated framework which defines the roles and responsibilities of the collaborative partners.
Community-based conservation (CBC) and community-based natural resource management (CBNRM)	Management strategy where a “community” is allocated ownership or appropriate authority for the management of natural resources that have a local value. The community is tasked with implementing appropriate authority management systems aimed at allowing community members to benefit from the resource. The underlying assumption is that the community possesses traditional knowledge and skills allowing them to manage the resources sustainably. This knowledge base may be supplemented by external technical and financial support from government and nongovernment structures.

Murphree (1996, as cited in Venter and Breen 1998:803) states that the above-mentioned categories in table 1 are of relevance within the realm of natural resource management within a communal rural African context, but Venter and Breen (1998: 803) explain that there are a range of Southern African natural resource management scenarios that include, for example protected area management, state owned forests and private game farms, and that it is within this broader context that the categories of community involvement in natural resource management were proposed. Murphree (1996, as cited in Venter and Breen 1998:804) indicates that the conservation of natural resources by the local community is not relevant to the protected area outreach approach, but that it is of relevance in the case of the collaborative management and the community-based conservation approaches.

Pelser *et al.* (2011:38-40) explain that the three broad classifications of ICDPs above are not totally separate and isolated from one another in reality. It is clarified that, in practice, conservation initiatives subscribe to the broad philosophy of conserving the environment whilst facilitating benefit sharing with neighbouring communities that can include financial and non-financial benefits ranging from infrastructure, to job creation, to enterprise development, education and so forth (Pelser *et al.*, 2011:38-40). However, for the purpose of this study, the three broad classifications of ICDPs i.e. 'protected area outreach', 'collaborative management' and 'community-based conservation', are differentiated as per the following sections.

#### **2.1.3.1 Rationale and characteristics of Protected Area Outreach**

An ICDP that employs the protected area outreach approach, according to Barrow and Murphree (2001:31-33), attempts to conserve biodiversity in protected areas by:

- reaching out to local communities in the form of awareness and education programmes, identifying problems that neighbouring communities experience and solving the problems in a mutually beneficial manner,
- allowing for beneficiation (excluding the use of natural resources within the protected area) from the protected area to neighbouring local communities in order to contribute to improving their livelihoods based on the existence of the protected area,

- integrating and improving the role of the protected area in terms of local plans.

The key characteristics of protected area outreach include that the state owns the land and the resources; the state makes all the decisions in relation to resource management; and the main objectives of the ICDP is primarily the conservation of species, habitats and ecosystems with rural livelihoods being of a secondary concern (Barrow and Murphree, 2001:32,33). Examples of the protected area outreach approach can be found in South Africa and Tanzania (Barrow and Murphree, 2001:31,33).

Venter and Breen (1998:805) and Barrow and Murphree (2001:32) point out that the protected area outreach approach has shortcomings, as it is a reactive response and an attempt to address injustices of the past, whilst simultaneously reducing pressures on natural resources and aiming to achieve long-term conservation goals. This approach excludes authentic participation and decision-making by local communities as, instead of local communities being party to critical decision-making processes, protected area staff makes decisions pertaining to resources that the protected area houses and informs the community about the decisions. According to Venter and Breen (1998:805) the protected area outreach model promotes the concept of conservation and sustainable development, however, the exclusion of the local communities in the decision-making processes undermines the ability of the local communities to develop a practical understanding of the environmental matters that underpin the management of the protected area. Thus, the community is not empowered to truly understand the concepts of conservation and sustainable development.

#### **2.1.3.2 Rationale and characteristics of Collaborative Management**

According to Barrow and Murphree (2001:31-33) collaborative management attempts to generate negotiated cooperative agreements, in terms of the management of a resource or an area of conservation significance, between a conservation authority and resource user groups, that allow for the joint management and agreed access to natural resources managed by a state authority, by means of:

- finding resources on state controlled land that is of importance, in terms of use, to local communities or other relevant resource user groups, e.g. private sector interests in a natural resource,
- negotiating formal joint management agreements, in relation to a resource or an area of conservation significance, where the rights and responsibility of each stakeholder is clear in terms of sustainable use of the ecological asset,
- facilitating and enabling that the local resource users take responsibility in the management of the ecological asset in order to realise conservation and livelihood goals.

The key characteristics of collaborative management include that the state owns or controls the land and the resources contained therein and that there are mechanisms that allow for collaborative management, and/or there are complex tenure and ownership arrangements; there is formal agreement via a negotiated resource use and management agreement, that allows for joint management of state-owned or state controlled resources; and the conservation objectives are the driving force of the ICDP with some rural livelihoods beneficiation, which include an array of resource use via the collaborative management arrangement (Barrow and Murphree, 2001:32-33). Examples of the collaborative management approach can be found in South Africa and Uganda (Cundill, Thondhlana, Sisitka, Shackleton and Blore, 2013:171,173; Barrow and Murphree, 2001:31; Hannah, 1992, as cited in Adams and Hulme, 2001:13).

Cundill *et al.* (2013:177) highlight one of the flawed aspects of the collaborative management approach to include the notion of a 'cohesive' community. It is pointed out that in most instances collaborative management agreements come about as a result of settled land claims where ultimately, once the claim, that initially forced a sense of community cohesion, is settled, the community does not have the ability to actively participate in decision-making as the broader community lack real confidence in their elected leaders. This situation results in the conservation agencies becoming part of attempting to tend to these internal community challenges, which could then ultimately lead to more investment in managing the co-management agreement, rather than jointly managing the protected area (Cundill *et*

*al.*, 2013:177). Grossman and Holden (2009:15) and Tumusiime and Vedveld (2012, as cited in Cundill *et al.*, 2013:177) indicate that the cost of collaborative management is very high for the community and the conservation authority as the benefit derived from tourism enterprises are limited and insufficient to truly compensate landowners for having forgone the use of their land for agricultural or natural resource purposes; in addition to this, the number of people expected to derive benefit from the agreement is usually very large. Grossmann and Holden (2009:13-14) state that generally speaking, genuine co-management has not yet been effectively achieved in South Africa due to the anticipated social and economic benefits not having accrued to the communities, and due to various conflicts still remaining in terms of natural resource use and development within the protected areas that are being managed collaboratively.

#### **2.1.3.3 Rationale and characteristics of Community-based Conservation**

Barrow and Murphree (2001:31-32,34) state that community-based conservation entrusts the control and sustainable management of natural resources to the community by:

- forming an enabling legal and policy framework where local resource users manage their own resources sustainably, where the use of resources include the use of wild land and its assets, for example, the wildlife contained therein,
- promoting the use of both wildlife and vegetation ecological assets through, for example, tourism, professional hunting and wildlife off-take or reduction, in order to enhance the livelihood and development strategies of the community and facilitate economic incentives,
- establishing institutions/organisations that facilitate the effective management of natural resources at a local scale by the local community,
- making sure that benefits accumulate and increase in a justifiable and sustainable manner.

The key characteristics of community-based conservation include that the local resource users own the land and the state might have some control if the situation requires state control as a last resort; the land is managed for the development of

the rural economy and conservation is only one aspect of the overall land-use management; the main objectives of the ICDP is sustainable rural livelihoods (Barrow and Murphree, 2001:32,34). Examples of the community-based conservation approach can be found in Botswana, Namibia, Zambia and Zimbabwe (Mohamed, 2001:1-3; Barrow and Murphree, 2001:31; Francis, 1996, Jones 1995, Murphree 1994, Mwenya *et al.*, 1990, Steiner and Rihoy, 1995, as cited in Venter and Breen, 1998:804).

Child (1996:396) indicates that in areas where there are enough resources to support their population, community-based conservation is successful, but he points out that the long-term sustainability of a community-based conservation initiative might be a weakness. Child (1996:396) explains that the long-term sustainability of a community-based conservation initiative can ultimately be undermined by external pressures such as unemployment and population growth that are beyond the control of the community-based conservation initiative.

#### **2.1.4 ICDP case studies: Successes and failures of different approaches to the people and environment interface**

For the purpose of this study, two case studies from each ICDP typology are briefly reconstructed in order to:

- get a sense of how the three broad categories of approaches to ICDPs fare in practice in South Africa or in Southern Africa,
- determine which category or combination of categories are currently of relevance in the instance of the BNR (the protected area that is the basis of the Baviaanskloof Mega-reserve ICDP that strive toward reaching Conservation and Tourism Development objectives within the Baviaanskloof landscape).

In terms of the Protected Area Outreach approach, two South African examples, i.e., the case of the Golden Gate Highlands National Park in the Free State Province and the case of the Expanded Public Works Programme, Working for Water, in the Swartberg and Gouritz areas in the Western Cape Province of South Africa are

mentioned, as the approach in these cases resonate with some activities employed in the Baviaanskloof Mega-reserve ICDP.

With regard to collaborative management, two well known South African cases are cited, i.e., the case of the descendants of the Nama speaking Khoi pastoralists and the Richtersveld National Park; and the case of the Makuleke community at the Kruger National Park. These cases could be of relevance to the Baviaanskloof ICDP as, based on the Extension of Security of Tenure Act No. 62 of 1997, the Coleske community has acquired land tenure rights on the Coleske property that was purchased in 2001 and is now owned by the state.

Concerning the community-based conservation typology, this could be a future possibility over the long-term in certain parts of the Baviaanskloof landscape, due to the fact that, as previously indicated, ICDPs must be contextualised within a long-term strategy for sustainable development where the ICDP, within this context, is a shorter-term intervention inside a longer-term endeavour to implement processes that will simultaneously focus resources toward poverty alleviation, rural development and wildlife conservation (Barrett and Arcese, 1995:1081; Alpert, 1996:853). In the instance of the Baviaanskloof landscape, sustainable development in the long-term could include devolving control over natural resource management in a section(s) of the Baviaanskloof Mega-reserve to a competent local community. A well-known case in Southern Africa, namely CAMPFIRE in Zimbabwe, and a local case in South Africa, namely Somkhanda Game Reserve, is thus cited.

#### **2.1.4.1 Examples of Protected Area Outreach initiatives in South Africa**

- Poverty alleviation at the Golden Gate Highlands National Park

The Golden Gate Highlands National Park (GGHNP), situated in the Free State province of South Africa, was proclaimed in 1963, it is 34000 ha in size, it comprises of grassland biomes that support a variety of species, it forms part of a major catchment area and it houses geological formations and cultural features (Pelser *et al.*, 2011:44; Pelser, Redelinghuys and Velelo, 2013:1209). SANParks, the national environmental management authority, faced various environmental challenges such

as alien infestations, fire and erosion in the park and historical overgrazing in the area resulted in the wetlands in the park becoming degraded (Pelser *et al.*, 2011:44; Pelser *et al.*, 2013:1209). In an attempt to address both environmental and socio-economic concerns, the GGHNP participated in the national Environmental Public Works Programme (EPWP), previously known as extended public works and poverty relief programmes. The GGHNP specifically participated in the Working for Water and Working for Wetlands programmes that resulted in almost 770 jobs being created since the inception of the programme in the park (Pelser *et al.*, 2011:45). Work conducted at the park via the national programmes ranged from alien clearing to rehabilitation of wetlands and, as part of the national programmes, skills transfer was facilitated with an array of other relevant education and empowerment initiatives such as courses on first aid, personal finance management, fire awareness and so forth (Pelser *et al.*, 2011:45).

Benefits stemming from the initiative could be categorised as direct and indirect benefits or, according to Simelane, Kerley and Knight (2006:87), as tangible and intangible benefits. Direct benefits to the communities included financial benefits, capacity building and increased social and environmental awareness, while direct benefits to the park included access to labour to clear aliens and rehabilitate the wetlands. Indirect benefits to the communities included an increase in income by the families who had members that participated in the national programmes as well as improved water quantity and quality to households that were dependent on the water resources that were impacted on by the rehabilitation and alien clearing programmes (Pelser *et al.*, 2011:46-47). The communities also benefited indirectly from general economic stimulation of the area via the purchase of goods and materials required for the project from local suppliers (Pelser *et al.*, 2011:46-47).

According to Pelser *et al.* (2011:48-53) and Pelser *et al.* (2013:1213-1220) the poverty alleviation programme in the GGHNP was successful in many respects as individuals who participated and benefitted from the programme expressed that their overall standard of living improved. The programme appeared to have instilled a sense of pride, community, confidence and independence and individuals felt that they had gained skills to potentially start their own businesses and hence there was an improvement in how individuals perceived their future prospects and options.



Communities also felt that women were empowered, especially due to the fact that the area had many women headed households who could tend to the needs of their families via the opportunities that the national programmes offered (Pelser *et al.*, 2011:48-53; Pelser *et al.*, 2013:1213-1220). Some challenges in the programme included that there was discontent regarding the selection process, that an advisory committee utilised to recruit employees, as community representatives and politically elected ward councilors would sometimes operate on outdated information and hence would not be in a position to identify the most needy families (Pelser *et al.*, 2011:55; Pelser *et al.*, 2013:1220-1221). In certain instances it was also alleged that there was an element of favouritism where more than one individual was employed from the same family (Pelser *et al.*, 2011:55; Pelser *et al.*, 2013:1220-1221). It was, however, indicated that such challenges could be addressed via improved communication between the community, the political ward councilors and the programme implementers (Pelser *et al.*, 2011:55; Pelser *et al.*, 2013:1221).

- The Expanded Public Works Programme, Working for Water

In an attempt to reach both its biodiversity conservation and social upliftment objectives in the Swartberg and Gouritz areas, the Cape Nature Conservation (CNC) Authority of the Western Cape, participated in the implementation of the Working for Water (WfW) programme (Cape Nature, 2007b:5). The CNC Authority considered biodiversity conservation to be inextricably linked to socio-economic development and consequently adopted an approach to natural resource management that included CBNRM and local economic development (Cape Nature, 2007a:1; Cape Nature, 2007b:5). In order to reach its biodiversity and social upliftment goals within the landscape in which the CNC Authority operates, it launched the Siyabulela programme that operated within the People and Parks framework of South Africa. The programme was supported by the Western Cape Department of Environmental Affairs and Development planning, National Department of Water Affairs, the National WfW initiative and the Department of Agriculture. (Cape Nature, 2007b:4-5,25). Projects, such as the invasive alien plant clearing projects in the Swartberg and Gouritz areas thus received funding support via the WfW EPWP (Cape Nature, 2007b:22,25).

In the Swartberg area, which is under the jurisdiction of the CNC Authority in the Western Cape, the invasive alien plant clearing project met its conservation objectives by clearing aliens in the catchment areas of the Ruebenheimer and Melville dams that supply water to Oudtshoorn and its surrounding areas. The project met its socio-economic objectives by operating on a contractor system where local community members were trained and empowered to develop small, medium or micro enterprises (SMME) and consequently employ other unemployed people from the Bridgeton community in Oudtshoorn and the Blomnek community in De Rust. Twenty four unemployed people received direct employment benefits from the Swartberg invasive alien plant clearing project (Cape Nature, 2007b:25). In the Gouritz area, also under the control of the CNC Authority, the invasive alien plant clearing project followed a similar approach where a local community contractor was employed, who in turn employed an additional 22 unemployed people from De Hoop, Uitvlugt and Calitzdorp (Cape Nature, 2007b:22). It is reported that from time to time the contractor brought in additional temporary workers, hence extending the livelihood benefits of the project (Cape Nature, 2007b:23).

In areas such as the Western Cape, where the poverty alleviation initiative was implemented via the WfW programme, the programme was deemed successful as it managed to secure political support, a steady flow of funding from government, it created jobs (with a strong emphasis on gender and people with disabilities), it created other benefits such as skills training, health and HIV/AIDS awareness programmes, it provided a basis for further economic stimuli through value adding industries such as furniture making and charcoal by the use of the alien vegetation, and lastly, the programme reached its ecological objectives by improving water delivery (Cadman *et al.*, 2010:120-122; Turpie *et al.*, 2008:794-795,798). Turpie *et al.* (2008:794) however warned that the WfW programme might need to compete for funds with other expanded public works programmes in the future (that might also rely on the same poverty relief funding source) hence the long term sustainability of the WfW programme could be compromised as it relied heavily on poverty relief funding.

#### **2.1.4.2 Collaborative Management**

In order to achieve community and conservation objectives, a general principle of co-management requires that a significant degree of responsibility for resource management is placed on the users and that rights and responsibilities be negotiated between all role players ranging from communities and the private sector, to nongovernmental organisations, to government (Mohamed, 2001:3). According to Mohamed (2001:1-3), co-management aims to develop joint structures of power and authority, and a shared responsibility in terms of resource allocation, resource use and resource governance. Following are two South African examples.

- The Richtersveld National Park

In the case of the Richtersveld National Park (RNP) the local communities, that are mainly the descendants of Nama speaking Khoi pastoralists, entered into a contractual agreement in 1991 with the National Parks Board (NPB), now known as the SANParks authority (Grossman and Holden, 2009:3; Mohamed, 2001:17). According to the Surplus Peoples Project (1995, as cited in Grossman and Holden, 2009:3) and Boonzaaier (1999, as cited in Mohamed, 2001:17) the initial negotiations excluded the communities. According to Fig (1991, as cited in Reid, Magome and Leader-Williams, 2004:7), this exclusion of the communities resulted in opposition from the communities and the establishment of a park resistance movement being formed by local communities that ultimately resulted in the communities being included in the negotiations.

The negotiations culminated in a co-management agreement being signed between the NPB and the communities in 1991, that in summary allowed for the leasing of the land by the SANParks from the communities; a joint Management Planning Committee (MPC) being set up; a combination of land-uses ranging from conservation, grazing and mining taking place in the park; compensation to the community for the loss of grazing land; a Richtersveld community trust being established to accept the lease monies from SANParks and channel the monies toward social upliftment programmes; preferential employment in the park for people from the Richtersveld community, and so forth (Grossman and Holden, 2009:3;

Archer *et al.*,1996, as cited in Reid *et al.*, 2004:7). The agreement resulted in direct benefits to the community such as jobs at the park, as well as indirect benefits such as enhanced tourism potential in the region, that created a springboard for the development of community based tourism initiatives (Grossman and Holden, 2009:3-4; Reid *et al.*, 2004:7,22).

The implementation of the co-management agreement did, however, not function as expected. There were problems with the functioning of the joint MPC resulting in a variety of issues, ranging from the lack of development of a park management plan that all parties concerned were in agreement with, to confusion about roles and responsibilities of the MPC members (Grossman and Holden, 2009:4; Mohamed, 2001:19-20). Other problems included poor feedback to the communities, a lack of interest from communities in the MPC and the functioning of the park, short visits from high-level SANParks official representation during MPC meetings that undermined the legitimacy of the committee, and so forth (Grossman and Holden, 2009:4; Mohamed, 2001:19-20).

Grossman and Holden (2009:4) state that SANParks and the community, via the joint MPC, eventually approved a management plan for the park in 2002 that entailed a new joint management structure where the powers and functions of members on the structure were clearly described. It allowed for authentic and serious attempts at co-management; it would facilitate accountability of the community representatives; it assigned tourism concession rights to the community under the control of the joint management committee and it assigned day-to-day operational management to SANParks under the control of the joint management committee (Grossman and Holden, 2009:4).

Grossman and Holden (2009:4-5), however, concluded that due to the skills and resources that SANParks had, it remained the dominant partner, and little attempt was made to build the capacity of the MPC and the broader community. Additional challenges that hampered the success of effective co-management in the case of the RNP included disputes about ecological management in terms of the carrying capacity for livestock grazing in the park, the grazing rights in the park not benefiting the greater community, the lack of community cohesion, and delay tactics when power relations were threatened (Grossman and Holden, 2009: 4-5).

- The Makuleke community at the Kruger National Park

In 1969, the Makuleke people were forcibly removed from land that was then integrated into the Kruger National Park (KNP) (Makuleke, 2004:1; Bosch, 2003:5). After 1994, the Makuleke lodged a land claim that culminated in an agreement that restored the Makuleke's rights to the land, subject to conditions that included that both the communities rights and the conservation status of the land are protected (Grossman and Holden, 2009:6; Makuleke, 2004:1; Bosch, 2003:6). A contractual park, allowing for a co-management arrangement, was entered into for a 50 year period between the SANParks and the Makuleke Community Property Association (CPA) (Grossman and Holden, 2009:6; Makuleke, 2004:1; Bosch, 2003:6). A master plan for the conservation and sustainable development of the Makuleke region of the KNP was developed, a Joint Management Board (JMB) that met on a quarterly basis was established and a JMC was created to deal with issues on a monthly basis (Makuleke, 2004:1-2; Grossman and Holden, 2009:6). To facilitate authentic representation of the Makuleke community and effective communication and information dissemination, the community set up various communication structures including the CPA, an executive committee, a Makuleke development forum, a Makuleke community trust, as well as an implementation office (Makuleke, 2004:3-4). The Makuleke community entered into partnerships with various stakeholders such as private sector operators (to build, operate and eventually transfer 2 upmarket lodges back to the community), legal institutions for free legal assistance, externally funded technical assistance through grants from donors, and so forth (Makuleke, 2004:4; Weideman, 2011:1). The benefits that emanated from these partnerships include, amongst others, the receipt of revenue from the functional lodges, bursaries for community members, temporary and permanent employment, construction of classrooms, feeding schemes, etc. (Weideman, 2011:2).

Factors that initially hampered positive progress in terms of co-management included that the community representatives felt that information was not being shared adequately between the SANParks and the community, they felt disrespected, excluded from decision-making processes and that they were simply expected to implement decisions that were already made instead of being treated like partners (Makuleke, 2004:5-6; Steenkamp, 2001, as cited in Weideman, 2011:2).

Additional matters that initially hampered success include the fact that the authority of the JMB was initially not clearly understood and the JMB was continuously overruled by the central management of the KNP. This was, however, rectified by facilitating that the SANParks conservation representatives were mandated to take decisions at the JMB level (Makuleke, 2004:6).

Factors that contributed to the successful aspects of the co-management agreement include that the Makuleke community was a largely cohesive community and the representatives that partook in negotiations remained accountable to the broader community in terms of negotiating the terms of the land claim; and once the claim was successful, entering into partnerships and facilitating and administering benefit sharing to the broader community (Weideman, 2011:2; Grossman and Holden, 2009:8; Makuleke, 2004:3-5). Additional factors that added to the success of the co-management agreement include that effective management structures with authentic representation and decision-making powers were ultimately developed; the community had clear short, medium and long-term developmental goals that were in line with sustainable development within the context of the conservation goals of the KNP; and the Makuleke community had extensive external technical and financial support (Weideman, 2011:2; Grossman and Holden, 2009:8; Makuleke, 2004:3-5).

Makuleke (2004:5), Grossman and Holden (2009:8) and Weideman (2011:2) conclude by stating that the conservation objectives in the Makuleke region were and continue to be met via a combination of sustainable use of the environment and through the commercial lodge developments. Robins and van der Waal (2008, as cited in Cundill, Thondhlana, Sisitka, Shackleton and Blore, 2013:177) and Makuleke (2004:6) do, however, caution that there are signs of growing tension regarding decision-making and representation of the Makuleke community as well as benefit sharing concerns that might fuel jealousy, cause conflict and undermine the general cohesiveness of the community.

### 2.1.4.3 Community-based conservation

- The Somkhanda Game Reserve

By the end of the 1800s, the Gumbi tribe, who had a long history of settlement in the north of Kwazulu-Natal, was forcibly removed and resettled elsewhere (Cadman *et al.*, 2010:76). The tribe consequently lodged a successful land claim and reclaimed 25000 ha of land by the mid-1990s, where after they established a legal entity known as the Emvokweni Community Trust and took ownership of the land (Department of Environmental Affairs, 2010:2; Cadman *et al.*, 2010:76). In 2008, the conservation authority, namely the Ezemvelo-KZN Wildlife, conducted a biodiversity assessment of the community's land and found that the area was of high biodiversity importance and that it could be proclaimed as a Nature Reserve in the biodiversity stewardship model (Cadman *et al.*, 2010:76). Extensive consultation took place between the local community and Ezemvelo-KZN Wildlife and one year later a biodiversity stewardship agreement was entered into to establish the Somkhanda Game Reserve. The land was demarcated, resulting in a portion of the land being set aside for settlement and cattle grazing and the bulk of the land being set aside as a reserve that contains a tourist lodge and a residential estate (Department of Environmental Affairs, 2010:2; Cadman *et al.*, 2010:76).

Successes of the project originated from the establishment of strategic business partnerships that allowed a private property development company to develop a residential estate linked to the nature reserve that, in turn, allowed for monies that accrued, linked to the residential development, to be channeled toward the provision of housing for the community, management of the game reserve and the development of tourism opportunities (Department of Environmental Affairs, 2010:2; Cadman *et al.*, 2010:76). Planning and management support was facilitated by Ezemvelo-KZN Wildlife, the Green Trust and the Wildlands Conservation Trust that assisted with the development of a management plan in terms of ecological management as well as with the donation of game to the reserve (Department of Environmental Affairs, 2010:2). In addition to jobs being created directly by the community owned Somkhanda Game Reserve, the community participated in EPWP bush clearing and alien plant control initiatives inside and outside of the game

reserve (Department of Environmental Affairs, 2010:3). Somkhanda Game Reserve, with support from the World Wildlife Fund, became the first community owned land to be a partner in the Black Rhino Range Expansion Project, which resulted in 11 black rhino, that is a critically endangered species, being introduced to the game reserve (Sherriffs, 2007:116). The 11 black rhino were a founder population that belonged to the Ezemvelo-KZN Wildlife conservation authority with the understanding that, as offspring were born, the offspring would be jointly owned by the Gumbi community and Ezemvelo-KZN Wildlife (Sherriffs, 2007:116).

The community was trained, capacitated and empowered to manage the game reserve through a variety of programmes such as accredited law enforcement training, patrolling, and so forth, and the Somkhanda Game Reserve Project was considered to be delivering successfully on conservation and socio-economic benefits (Cadman *et al.*, 2010:75). The Somkhanda Game Reserve opened for tourism and the Gumbi community has adopted an operational and financial management model in partnership with relevant stakeholders to ensure success of the community-based Somkhanda Game Reserve (Department of Environmental Affairs, 2010:3).

- The Communal Areas Management Programme for Indigenous Resources (CAMPFIRE)

Due to Zimbabwe's communal lands historically being plagued with resource degradation caused by overutilisation, where the overutilisation could still not cater for the basic needs of the communities that resided on communal lands, the Communal Areas Management Programme for Indigenous Resources (CAMPFIRE) was established as a community-based programme that intended to improve the management and conservation of Zimbabwe's wildlife resources (Child, 1996:369-371; Balint and Mashinya, 2006:805; Frost and Bond, 2006:3-4). The CAMPFIRE idea entailed that communities receive direct benefits from protected areas, that they have a say in wildlife use and management in communal areas and that they obtain the associated revenue, consequently, the Department of National Parks and Wildlife Management established the CAMPFIRE programme that intended to facilitate the development of community-based organisations to which the management of wildlife



in communal areas could be devolved (Gandiwa, Heitkönig, Lokhorst, Prins and Leeuwis, 2013:[3]; Martin, 1986, as cited in Frost and Bond, 2008:777; Zimbabwe Trust, 1990, and Child, 1995, as cited in Wolmer, 2003:8; Child, 1996:2). This approach in reality, however, resulted in lower tiers of government being formed at provincial and district level to manage resources that, in most cases, failed to involve local communities and hence failed to reach its intended targets, as the decision-making processes remained at provincial and district level (Average and Ephraim, 2010:360; Frost and Bond, 2008:777-778).

According to Alexander and McGregor (2000:607) and Childs (1996:374,388) the Gुरुve and Nyaminyami districts were given appropriate authority in 1989 and functioned successfully in partnership with the Department of National Parks and Wildlife Management in terms of the enabling legislation and guidelines for CAMPFIRE. The Gुरुve and Nyaminyami district communities agreed to place a limit on settlement in certain wildlife areas, hence foregoing farmland (Frost and Bond, 2008:782-783). However, Frost and Bond (2006:13-14; 2008:782-783) point out that, although CAMPFIRE is not deemed insignificant in terms of its scale of operation, the assumption was that the benefits obtained from using wildlife via CAMPFIRE created enough incentives for communities and their respective households to reduce pressures on the natural environment as it was assumed that the incentives derived from CAMPFIRE would be enough. This was, however, not the case as at a district and ward level the combined income generated would be 'striking' but at household level the income derived was often not enough for the household to forego its day to day land use practices that yielded instant benefits (Frost and Bond, 2008:783). Communities, who were sometimes not always consulted properly, channeled the combined income from CAMPFIRE to build infrastructure such as clinics, boreholes, schools and so forth that brought about a sense of ownership and responsibility in communities in terms of their development (Frost and Bond, 2006:14).

The CAMPFIRE programme therefore incorporates elements of success and failure that, according to Frost and Bond (2008:14), is related to a variety of elements, such as the degree of participation and ownership by communities, a reduction in external support via donor funding, recentralisation of aspects of wildlife management to the

Zimbabwe Parks and Wildlife Management Authority, lack of cohesive communities, complex communal land organisational/institutional management systems, lack of clearly defined property rights in terms of individual and communal tenure, and so forth (Frost and Bond, 2008:784-786; Frost and Bond, 2006:21-22). According to Frost and Bond (2008:786), the aforementioned conflicts and ambiguities would need to be resolved in order to sustain a programme such as CAMPFIRE.

### **2.1.5 Summary of common denominators and lessons learnt from the case studies**

The above-mentioned case studies contain various elements of the pertinent fundamentals, basics, ideals, principles, guidelines and reference framework for ICDP implementation that can either contribute to the success or failure of an ICDP. Common denominators and lessons learned from these case studies include that:

- ICDPs should be designed with all stakeholders, specifically including local communities, from the onset.
- Operating on false assumptions should be avoided and the development objectives, conservation objectives, roles, responsibilities and direct and indirect benefits should be identified and be agreed on by means of processes that include all stakeholders in order to allow for joint ownership of the ICDP, appropriate, accountable and legitimate management of the ICDP, realistic expectations in terms of what the ICDP can and cannot deliver and, ultimately, sustainable development.
- The historical legacy of the area, local politics, community aspirations and desires, the ecological resource base and external factors such as regional development issues, politics in the region, political will, internal community dynamics, etc., that will affect the ICDP, need to be considered and accounted for properly during the design and implementation of the ICDP. This means that there is no blue print approach to an ICDP and that ICDPs should be designed and tailor-made to the situation at hand.
- Adequate time and resources must be availed to design and equip an ICDP that would be in a position to build strong partnerships with a multitude of

appropriate government, private and civil institutions in order to leverage support for the ICDP, develop an enabling environment for successful implementation of the ICDP and facilitate long-term sustainability of schemes that emanate from the implementation of the ICDP.

- ICDPs where robust partnerships in terms of technical, legal, ecological and so forth expertise and action is availed (through, for example nongovernmental institutions and private sector), and ICDPs where a strong community capacity building element exist, seem to stand a greater chance of success.
- ICDPs should engage local communities that have an element of cohesiveness and should, under no circumstances, exclude the local communities that it intends to benefit.
- The ICDP should guard against unwittingly engaging local elites or external parties with their own agendas who do not represent the community and do not have the best interests of the community at heart.
- In order to improve the chances of success for local communities to be involved in natural resource management at the appropriate level, a cohesive community with authentic representation and functional community structures are required.
- Cohesive communities that have short, medium and long-term goals stand a greater chance of success during partnership agreements within ICDPs.
- In any joint management arrangement, the empowerment and capacity building of the community and the conservation staff is of paramount importance in order to facilitate a common understanding of the joint venture. This will also facilitate a common understanding of agreed on roles, responsibilities and power-sharing in relation to the activities to be overseen by the joint management structure, and will develop trust, mutual respect and build confidence in the arrangement.
- All joint management arrangements should include processes that allow for conflict management and conflict resolution and the associated management structures should be geared at adaptive management in order to adapt to both internal and external factors that might change over time.

- Communities that have actual authority in ecological resource management and use, decision-making powers, a say in the kind of benefits that will accrue to the community and how financial revenue can be shared and/or reinvested stand a greater chance at successful ICDP implementation. This requires that the rights and knowledgebase of the local community be acknowledged and accepted and that there be an actual transfer of authority or devolution of power to local communities.
- ICDPs should consider matters of sustainability from the onset and, as such, ICDPs should make a clear link between development benefits and the communities' responsibility to conservation goals, as this approach tends to meet both conservation and development objectives.
- ICDPs that are not entirely dependent on tourism revenue and external funding, and ICDPs that employ monitoring and evaluation mechanisms in terms of, for example, ecological resources, financial resources, benefits sharing, etc., stand a greater chance of success in the long-term.

## **2.2 Legislative and Policy Framework**

Kothari *et al.* (1998:49) state that laws and policies pertaining to conservation have historically been non-participatory where the functions and powers for planning, implementing and managing conservation initiatives were dominated by central governments. Communities had no enforceable legal way of being involved and, if there was community involvement, it was at the discretion of government (Kothari *et al.*, 1998:49). In terms of the relevant South African national legislation and national and international policy frameworks, the purchase of the Coleske farm would be subject to relevant legislation and policies that form the basis of the people and environment interface.

Considering that the Coleske farm was bought in 2001, that the Coleske community continues to reside on the land under inadequate and unfavourable living conditions, and that the situation is still not resolved, one can ask whether relevant legislation and policies were taken into account when the land was purchased and whether relevant policies developed after the land purchase are being taken into account in

an attempt to resolve the current situation. Following is thus a view of a selected number of laws and policies in terms of their relevance to the situation at Coleske, starting with international frameworks followed by the South African (RSA) policy framework.

### **2.2.1 World Heritage Convention Act No. 49 of 1999**

The World Heritage Convention Act of 1999 recognises that certain aspects of South Africa's natural and cultural heritage are invaluable, unique and exceptional at a local, national and world wide scale, and thus makes provision for the establishment, protection, conservation and management of World Heritage Sites (WHS) in South Africa (RSA World Heritage Convention Act, 1999:2,20). It allows for the development of an integrated management plan for a WHS and the enforcement and application of the World Heritage Convention in a South African WHS (RSA World Heritage Convention Act, 1999:2). The objectives of this Act, among others, is to conduct relevant scientific research, promote, manage, market and facilitate tourism and related development in accordance with relevant laws in such a way that allows for the ecological and cultural integrity of the WHS to be maintained; to identify cultural and natural heritage resources and enable that said resources remain in existence and is transferred to future generations; to encourage investment and revolutionary approaches to WHS management; to encourage job creation in the WHS; if appropriate to promote culturally, environmentally and, if applicable, economically sustainable projects; and to promote the empowerment and development of historically disadvantaged individuals in projects related to a WHS (RSA World Heritage Convention Act, 1999:5,20). As per the National Environmental Management Act and the National Environmental Management Protected Areas Act, a WHS is deemed a Protected Area and is expected to be managed in a manner that is sensitive to people's needs in order to serve people's physical environment, developmental, cultural, social interests and psychological needs in a just manner (RSA National Environmental Management Act, 1998:2,10; RSA National Environmental Management Protected Areas Act, 2003:16; RSA World Heritage Convention Act, 1999:5). It is further specified that special measures must be taken to ensure access to vulnerable and historically disadvantaged people and it should be promoted that interested and affected parties must participate in the development

and control of the WHS, in order to facilitate that decisions take into account the values, needs and interests of all parties (RSA National Environmental Management Act, 1998:2,10; RSA National Environmental Management Protected Areas Act, 2003:16; RSA World Heritage Convention Act, 1999:5).

Having considered the purpose and objectives of the World Heritage Convention Act, it is evident that it strives for sustainable development and use of cultural and natural heritage resources to the benefit of the landscape, persons affected by the landscape and generations to come. This, however, can prove to be a complex feat that requires a fine balance between development and the conservation of cultural and natural heritage resources contained in a WHS such as the Baviaanskloof Nature Reserve that is part of the Cape Floral Kingdom WHS.

### **2.2.2 World Bank: Involuntary Resettlement- Operational Policy 4.12 of 2001**

The World Bank's involuntary resettlement operational policy 4.12 of 2001 deals with a range of issues pertaining to development projects such as its associated risk, impact, measures to address impacts, resettlement planning, implementation and monitoring (World Bank, 2001:[1-5]). This policy considers the social and economic impacts of development projects as follows: *“the involuntary taking of land resulting in relocation or loss of shelter; the loss of assets or access to assets; loss of income sources or means of livelihood, whether or not the affected persons must move to another location; or the involuntary restriction of access to legally designated parks and protected areas resulting in adverse impacts on the livelihoods of the displaced persons.”*(World Bank, 2001:[1-2]).

The policy applies to projects that the World Bank assists, irrespective of whether the source of the funding that could result in involuntary resettlement impacts is that of the World Bank or not; the policy requires that measures be put in place to address any impacts; and the policy requires that the borrower, being assisted by the World Bank in a development project, develops a 'resettlement policy framework' (RPF) to allow for the development of a 'resettlement plan' that should cover aspects of relocation and a 'process framework' (PF) that should deal with restrictions of access to resources (World Bank, 2001:[2,5,6]). This policy indicates that a Resettlement

Action Plan (RAP) is necessary for all operations that entail involuntary resettlement and that an abbreviated resettlement plan may be developed if the entire displaced population is less than 200 people (World Bank, 2001:[5]).

The policy recognises that involuntary resettlement due to development projects result in economic, social and environmental risks, as a result, the objectives of the policy include that resettlement should be avoided where possible, or minimised, and that other viable project designs should first be explored prior to actioning resettlement (World Bank, 2001:[1]). The policy further indicates that if resettlement is unavoidable, resettlement should be conceived and executed as sustainable development programmes. In such situations, sufficient investment resources that allows for displaced persons to benefit from the development project should be provided and displaced people should be effectively consulted and should participate in the planning and implementation of resettlement programmes (World Bank, 2001:[1]).

The policy further indicates that displaced people should be assisted to *“improve their livelihoods, or at least to restore them, in real terms, while maintaining the sustainability of the park or protected area”* and that particular attention should be paid to vulnerable groups such as women, the elderly, children, the landless and especially those living below the poverty line (World Bank, 2001:[3]). Critical to note is that the policy clearly states that communities, both those to be displaced and the host communities, need to be consulted on resettlement options; opportunities must be created for affected communities to plan, implement and monitor resettlement, and displacement and restriction of access to natural resources cannot happen before the necessary measures for resettlement is in place and or before compensation has been paid in full (World Bank, 2001:[3]).

This policy is of relevance to the Coleske situation and the BNR due to the fact that the planning phase of the CAPE Strategy, as well as aspects of project implementation of the Baviaanskloof Mega-reserve landscape initiative, was funded by the Global Environment Facility via the World Bank. The Baviaanskloof Mega-reserve landscape initiative that was implemented from 2002 as part of the CAPE strategy, inherited the situation of Coleske, in other words, in 2002, the purchase of

the Coleske farm by DEAET during 2001, was subject not only to South African legislation, but also to World Bank policies. The CAPE thus developed a Resettlement Policy Framework and Process Framework in 2003.

### **2.2.3 Resettlement Policy Framework (RPF) and Process Framework (PF) for CAPE**

According to Steyn and Claassens (2003:5), who were tasked with developing the CAPE RPF and PF in 2003, the objectives of the CAPE was to create buy-in to conservation principles and activities and to create benefits for local communities. Steyn and Claassens (2003:5) indicate that CAPE did not intend to displace people from land and/or to remove Extension of Security of Tenure Act (ESTA) rights except if unavoidable or under extraordinary circumstances, as the mechanism for the development of the protected area landscape initiatives was not one where vast tracts of land would be bought and fenced. It was indicated that land might in certain instances need to be bought as part of an expansion and consolidation programme, but that most of the expansion would be done by encouraging voluntary land use change and entering into multi-owner contractual agreements with land owners without taking over ownership of the land (Steyn and Claassens, 2003:5).

Based on the World Bank Social Safeguards, specifically the Involuntary Resettlement Operational Policy 4.12, CAPE facilitated the development of the Resettlement Policy Framework (RPF) and Process Framework (PF) for CAPE that met the requirement of the World Bank and took into consideration relevant South African Legislation. According to Steyn and Claassens (2003:9) all the institutions involved in CAPE committed to the implementation of the CAPE RPF and PF. Table 2 shows a summary of organisational elements, institutional capacity and commitment to the RPF and PF.



**Table 2: Organisational elements, institutional capacity and commitment for RPF and PF (Steyn and Claassens, 2003:9).**

<b>Responsibility</b>	<b>Proposed structure</b>
1. Inclusion of RAP/Plan of Action into existing planning process, with particular attention to the baseline socio-economic survey	<ul style="list-style-type: none"> <li>- Executing Agency</li> <li>- CAPE Coordinating Unit (CCU) to advise</li> </ul>
2. Identification of whether a RAP/Plan of Action is needed or not and decision to undertake it. If a voluntary resettlement issue arises then independent verification of free choice is needed	<ul style="list-style-type: none"> <li>- Executing Agency</li> <li>- Executing Agency to inform CCU and World Bank of RAP/Plan of Action at project inception. CCU and World Bank to advise on development of RAPs</li> </ul>
3. Development of RAP/Plan of Action, ensuring proper consultation with affected people	<ul style="list-style-type: none"> <li>- Executing Agency</li> </ul>
4. Approval of RAP/Plan of Action or approval of evidence showing free choice in voluntary resettlement projects	<ul style="list-style-type: none"> <li>- Executing Agency</li> <li>- CCU</li> <li>- World Bank</li> </ul>
5. Routine project implementation management and monitoring of RAP/Plan of Action	<ul style="list-style-type: none"> <li>- Executing Agency</li> </ul>
6. High level review of compliance with RPF and Process Framework	<ul style="list-style-type: none"> <li>- CCU</li> <li>- World Bank</li> </ul>
7. Funding arrangements and budget	<ul style="list-style-type: none"> <li>- Executing Agency</li> </ul>
8. Ultimate responsibility	<ul style="list-style-type: none"> <li>- CAPE Coordinating Committee (CCC)</li> </ul>

#### **2.2.4 Constitution of the Republic of South African Act No. 108 of 1996**

The South Africa Constitution is the supreme law of the country and any requirements set by it must be satisfied and adhered to, consequently, any law or conduct that is not consistent with the provisions as set out in the Constitution are deemed to be invalid (Constitution of the Republic of South Africa Act, 1996:1243). The constitution underpins various laws, for example; section 23 of the constitution frames the foundation for labour relations whilst section 24 frames the foundation for environment, section 25 for property, section 26 for housing, section 32 deals with access to information, section 36 deals with limitation of rights, section 38 with enforcement of rights, section 41 with principles of co-operative government and intergovernmental relations, and so forth (Constitution of the Republic of South Africa Act, 1996:1251-1269).

It should be noted that the constitution recognises all rights, such as human and environmental rights, and that the general intention is for all these rights to be achieved simultaneously, to the benefit of the citizens of South Africa and the natural environment in which the country is housed and possesses.

#### **2.2.5 Labour Relations Act No. 66 of 1995 and the Basic Conditions of Employment Act No. 95 of 1997**

The purpose of the Basic Conditions of Employment Act is to enable and enhance economic development within a context that is socially equitable, fair and just, by facilitating that consideration is given to and provision is made for fair labour practices; and that the provisions of the Basic Conditions of Employment Act are enforced and regulated, as conferred by section 23 of the Constitution (RSA Basic Conditions of Employment Act, 1997:7). The purpose of the Labour Relations Act is to aid and amplify economic development, social justice, labour peace and to create a democratic workplace via, amongst other factors, giving effect to and regulating the prescripts of the Labour Relations Act, and creating a basis on which workers, unions and employers can bargain to determine terms and conditions of employment, wages and other relevant matters, as conferred by section 27 of the Constitution (RSA Labour Relations Act, 1995:[12-13]).

According to the Rhodes University Consortium (2007:21) legal procedures pertaining to the termination of employment or challenging the termination of employment should be done in terms of the labour laws, such as the Labour Relations Act and the Basic conditions of Employment Act, as these labour laws control labour relations as well as the conditions that would be considered should a dismissal be disputed.

It should be noted that these Acts would have been of relevance to the Coleske farm workers prior to and during the sale of the property, as well as during periods of employment by other employers thereafter. However, for the purpose of this study reference is made to these Acts only, the in-depth application thereof was not considered.

#### **2.2.6 Land Reform (Labour Tenants) Act No. 3 of 1996**

The Land Reform (Labour Tenants) Act refers to the fact that the present institution of labour tenancy in South Africa is the result of racially discriminatory laws and practices that have resulted in the breach of human rights and access to land and, as a result, it strives to ensure that there is adequate protection of labour tenants in order to promote that they enjoy human rights and freedom at the same level as other citizens do (RSA Land Reform (Labour Tenants) Act, 1996:1-3). It stresses that it is desirable that measures be put in place that will assist labour tenants to gain security of tenure and proprietorship of land (RSA Land Reform (Labour Tenants) Act, 1996:1). It however indicates that *“the rights conferred by this Act are subject to the provisions of any law providing for the expropriation of land or rights in land”* (RSA Land Reform (Labour Tenants) Act, 1996:3) and that, in the event of expropriation, the labour tenant would be entitled to compensation.

This Act allows for an owner to relocate a labour tenant if the land is required by the owner for his or her own agricultural activities or for the “purposes of any other development” if, in the opinion of the Court, the development is of public benefit (RSA Land Reform (Labour Tenants) Act, 1996:5). However, the Court would *“not grant an order for relocation unless it is satisfied that greater hardship will be done to the owner or lessee if a labour tenant and his or her associates are not relocated,*

*than will be done to the labour tenant and associates if they are relocated* (RSA Land Reform (Labour Tenants) Act, 1996:1-5)". Should a Court order for relocation be granted the Court would order the owner to pay the labour tenant compensation that is deemed just and equitable by the court, and it is stressed that the eviction notices should not be implemented until such time that the owner paid the compensation that is due to the labour tenant (RSA Land Reform (Labour Tenants) Act, 1996:6-7).

This Act thus raises questions pertaining to the responsibility of the previous owner. For example, armed with information that the land would be sold to a conservation authority that would certainly not farm the land but use it for "other development", the question is whether issues of compensation in terms of the farm workers termination of their employment on the farm were addressed through a transparent process that a court would be agreeable to? The conservation authority would most likely not have taken over the farm workers' contracts as they were, as the land would not be farmed and consequently some questions such as the following arise if the employment contracts were terminated. How were the contracts terminated, when were they terminated and by who were these contracts terminated? Considering that there were labour tenants who had been residing on the property for generations, did the sale take the rights and entitlements of the farm workers in their capacity as labour tenants into account, and was compensation linked to termination of the contracts paid? For the purpose of this study, these questions are raised only and are not addressed.

### **2.2.7 Extension of Security of Tenure Act No. 62 of 1997**

The Extension of Security of Tenure Act (ESTA) aims to provide methods and procedures that would facilitate the long-term security of land tenure, through the assistance of the state, for people who might be affected by this Act. This Act thus deals with matters pertaining to conditions under which a person can reside on land, situations under which the right to reside on land can be terminated, matters of eviction from land and other associated matters (RSA Extension of Security of Tenure Act, 1997:2).

It is further explained that many South Africans, due to historical reasons, do not have secure tenure of their homes and that unfair evictions lead to conflict and social instability. It is desired for the law to promote the achievement of long-term security of tenure for occupiers of land and that, where possible, through collaboration between occupiers, land owners and government bodies that the law should extend the right of occupiers; however, it is pointed out that this desire should recognise the rights, duties and legitimate interests of owners (RSA Extension of Security of Tenure Act, 1997:2). ESTA states that it should be recognised that land owners, in appropriate circumstances, have the right to apply for an eviction order via the court and that the law should regulate the eviction of vulnerable occupiers from land in an equitable and just manner to safeguard that occupiers are not further prejudiced (RSA Extension of Security of Tenure Act, 1997:2).

In terms of the rights and duties of occupiers, ESTA indicates that, subject to the provisions of the Act, an occupier who resided or used land on or after 4 February 1997, has the right to continue using and residing on the land with access to the same services as agreed with the owner whether it was done so clearly and unambiguously or tacitly, implicitly or inherently agreed and hence understood (RSA Extension of Security of Tenure Act, 2007:10). The Act, in terms of the termination of right of residence and eviction, specifies that an occupier who has reached the age of 60, has lived on the land in question for 10 years or longer; or has lived on the land for 10 years or longer and is or was an employee of the owner or person in charge, but cannot continue to work due to ill health, injury or disability; such an occupiers residence rights may not be terminated and such residents are deemed long-term occupiers (RSA Extension of Security of Tenure Act, 2007:12).

Based on the conditions of ESTA, the Coleske ex-farm workers have a combination of 'normal' occupancy and long-term occupier rights and, depending on the merits of the case, the current owner, being the conservation authority, could apply for a court order to evict and resettle 'normal' occupiers in a just manner that would be acceptable to the Court.

### **2.2.8 Restitution of Land Rights Act No. 22 of 1994**

The Restitution of Land Rights Act allows for communities or people who were expelled from land, founded on racially based discriminatory laws, to restore their rights. This Act further allows for groups and individuals who have been unfairly discriminated against and thus disadvantaged, to be protected and supported in order to enjoy complete and equal rights with respect to land (RSA Restitution of Land Rights Act, 1994:[1]). In short, the Act allows for land claims to be lodged by people who, according to the Act, are considered in section 121 of the Constitution or is a direct descendent of such a person (RSA Restitution of Land Rights Act, 1994:[2]). The claims were to be lodged within three years after a date fixed by the Minister by notice in the Gazette and it indicates that a person can enforce restitution of a right to land if the date contemplated in section 121 (2) (a) of the Constitution is 19 June 1913 (RSA Restitution of Land Rights Act (1994:[2])).

Steyn and Claassens (2003:12) confirm that this Act allows for land rights to be restored for people who were deprived of land rights due to racially discriminatory laws or practices from 1913 onward and add that all claims had to be lodged by 31 December 1998.

This Act raises the following questions in terms of the Coleske situation that is housed in the Baviaanskloof landscape:

- Considering that the Baviaanskloof is strewn with rock art as well as other clear signs of the area being occupied by indigenous people such as the San and the Khoi, why has a land claim not been lodged on the region?
- Is it possible that all or some of the Coleske ex-farm workers could be descendants of the San and Khoi?
- If all or some of the Coleske ex-farm workers are descendants of the San and Khoi, are they slightly or fully aware of that fact; or not aware of it at all?
- Considering that the Baviaanskloof is isolated, were the Baviaanskloof local residents, which include the Coleske ex-farm workers, made aware of the Restitution of Land Rights Act No. 22 of 1994?

- Considering that the possibility exists that individuals in the Baviaanskloof landscape were not at all aware of the date by when claims should have been lodged as per the Gazette, does it mean that people who according to the RSA Restitution of Land Rights Act No. 22 of 1994 as contemplated in section 121 of the Constitution, or is a direct descendent of such a person; even if they have a valid claim is now forced to remain void of a right that they were not aware of, nor aware of the fact that they could have restored that right?
- Considering the prehistory of the Baviaanskloof landscape, which according to Binneman (2006:16), was occupied by San hunter-gatherers as far back as 20000 years ago and by Khoi pastoralists 2000 years ago, what informs the date of 19 June 1913 in relation to the pre-historical evidence that exist in South Africa?

For the purpose of this study, the questions are raised only and are not addressed.

#### **2.2.9 National Environmental Management Act No. 107 of 1998, National Environmental Management Protected Areas Act No. 57 of 2003 and the National Environmental Management Biodiversity Act No. 10 of 2004**

The National Environmental Management Act of 1998 indicates that the state should protect, promote and respect the environmental, social and economic rights of everyone; that development must be environmentally, socially and economically sustainable; and that environmental management should place people's needs at the forefront of its command in order to serve people's physical environment, developmental, cultural, social and psychological needs fairly (RSA National Environmental Management Act, 1998:2,10). It specifies that sustainable development requires contemplation of all relevant factors; that disturbance of ecosystems and loss of biodiversity should be avoided and, if this cannot be done, that it should be minimised and remedied; and that environmental management must be integrated to consider all elements in order to make or select the best practical environmental decision or option for the benefit of present and future generations (RSA National Environmental Management Act, 1998:2,10-11). It is designed to facilitate co-operation between all government departments around matters

pertaining to the natural environment and it promotes environmental conservation, the sustainable use of the country's natural resources and sustainable socio-economic development inside and outside of protected areas (NPAES, 2008:4).

The National Environmental Management Protected Areas Act (NEM:PAA) of 2003 allows for the protection of representative viable samples of the country's aquatic and terrestrial natural resources, its ecological processes, its biological diversity and the establishment and declaration of protected areas to facilitate this protection (RSA National Environmental Management Protected Areas Act, 2003:2,20). It provides for the management of protected areas based on national norms and standards, public participation processes, intergovernmental co-operation and other matters that pertain to protected area establishment and management (RSA, National Environmental Management Protected Areas Act, 2003:2,16,20,26). The objectives of this Act are to allow for co-operative governance and participation of interested and affected parties during the declaration of protected areas that would manage and conserve South Africa's biodiversity (RSA National Environmental Management Protected Areas Act, 2003:12,26). It promotes an approach of a network of protected areas on public, private and communal land and it sanctions sustainable utilisation of resources on protected areas for the benefit of people in a manner that would preserve the ecological character of such areas (RSA National Environmental Management Protected Areas Act, 2003:12,18). The Act promotes the participation of local communities in the management of protected areas where appropriate, for example, through co-management agreements with a local community, another organ of state, an individual or other party (RSA National Environmental Management Protected Areas Act, 2003:12,34).

The National Environmental Management Biodiversity Act (NEM:BA) of 2004 allows for South Africa to manage and protect its species and ecosystems via an integrated, coordinated and uniform approach to biodiversity planning, monitoring and management (RSA National Environmental Management Biodiversity Act, 2003:2,40). It allows for research, the development of an array of biodiversity management plans such as conservation plans, bioregional plans, ecosystem management plans and species management plans, that must follow a consultative process prior to approval and adoption, that would ultimately aid in the protection of



the country's ecosystems and species (RSA National Environmental Management Biodiversity Act, 2003:40-44,48). It allows for any person, organisation or state party, who wishes to contribute to conserving the country's biodiversity, to draft an ecosystem or species management plan and submit said plan to the state for approval; and it allows for the minister to enter into a biodiversity management agreement with any person, organisation or state party to take responsibility for, implement and monitor compliance with the objectives of the plan (RSA National Environmental Management Biodiversity Act, 2003:42-44). In addition, it provides for indigenous biological resources to be used sustainably, it creates an enabling basis for bioprospecting that would allow for beneficiation or the sharing of benefits arising from bioprospecting, and it allows for the fair and equitable sharing of these benefits by stakeholders (RSA National Environmental Management Biodiversity Act, 2003:2,64). The objectives of this Act is for South Africa to action international agreements relating to biodiversity that the country is a signatory to, and the conservation, management, sustainable utilisation, access and benefit sharing in respect to indigenous biological resources, as well as to encourage cooperative governance in term of biodiversity conservation and management (RSA National Environmental Management Biodiversity Act, 2003:22,64).

It should be noted that NEM:PAA allows for the co-management of protected areas, especially where land claims are of relevance; and that NEM:BA allows for the protection of biodiversity across the entire South African landscape, including areas outside of protected areas, via an array of tools such as, for example, bioregional plans, documenting of threatened ecosystems and species, biodiversity management agreements with relevant stakeholders and so forth.

Having considered the purpose and objectives of the National Environmental Management Act, the NEM:PAA and the NEM:BA, it is evident that the intention is for the country to deliver a balance in terms of environmental, social and economic imperatives. These Acts make provisions for and encourage that environmental management and service delivery at large is pursued by means of integrated approaches, co-operative governance, and beneficiation of natural resources inside and outside of protected areas, in order for the country to develop sustainably.

Sustainable development in practice, however, can prove to be a complex feat that requires a fine balance between conservation and development requirements.

## **2.3 Conclusion**

Based on the case studies and the policy and legislative frameworks discussed in this chapter, it is evident that the approaches to the people and environment interface can take on a variety of forms with its respective positive and negative features. The legislative and policy frameworks encourage integrated, collaborative and multi-stakeholder approaches to development that thus allows for the design of a site-specific, tailor made approach, which draws from the positive elements of all the different approaches.

The existing literature within the people and environment interface, the case studies and the policy and legislative frameworks have allowed for the extraction of guidelines and a reference framework that would improve the chances of success of conservation and development initiatives within the people and environment interface. As the expansion of the BNR into a mega-reserve was initiated under the banner of “a conservation and tourism development priority” in 2000 and further reasoned to be “an environmentally, socially and sustainable conservation and development initiative” in 2005, the situation of Coleke has been analysed against the pertinent fundamentals, basics, ideals, principles or guidelines that constitute a reference framework for ICDP implementation.

## **CHAPTER 3:        METHODOLOGY**

### **3.1 Research design**

With reference to the situation of Coleske, whereby the Coleske farm was acquired as part of the process to develop the Baviaanskloof Mega-reserve ICDP, the main research question seeks to explore, “What are the reasons for the lack of progress with protected area expansion and the community related issues in the Baviaanskloof Mega-reserve, and what should be done to facilitate progress in the situation of Coleske?” The aims and objectives of the study was to better understand why there has been no definite progress in the Baviaanskloof Mega-reserve ICDP in relation to the RAP [recommendations linked to Coleske farm](#), and what should be done to move the process forward. The intention of the study was to positively contribute to future strategies and activities linked to protected area expansion and the associated community related issues, and to contribute towards solving the problem in the situation of Coleske. In order to answer the research question and achieve the aims and objectives of the study, this study was based on exploring the perceptions and experiences of the Coleske residents and those of other major role players. This process also entailed examining relevant previous studies and reports produced on the Baviaanskloof Nature Reserve (BNR) with respect to expansion of the BNR and the community related issues.

In order to gain an understanding, explain and contribute towards solving the problem of the situation of Coleske, exploratory research was undertaken and qualitative data was collected, analysed and discussed. This research approach also served the intention to contribute positively to future strategies and activities linked to protected area expansion and the associated community related issues.

### **3.2 Location of research site and rationale for site selection**

This study involved the selection of the Baviaanskloof Nature Reserve, in the Eastern Cape Province of South Africa, as the research site. The Baviaanskloof, meaning the ‘Valley of Baboons’, is a valley of 75 km in length that is situated between the Baviaanskloof and Kouga mountain ranges, which runs parallel to one

another (Boshoff *et al.*, 2000:2). The Coleske farm, which lies within the Baviaanskloof, forms part of the BNR (that is currently managed by the Eastern Cape Tourism and Parks Agency (ECTPA)). The BNR lies approximately 95 kilometers northwest of the city of Port Elizabeth (Boshoff, 2005:4) and it, in turn, is part of the Baviaanskloof Mega-reserve ICDP (Figure 2 shows the location of the BNR/Conservation Area and the location of the Coleske farm). Marshall and Rossman (1999:69) give examples of criteria and questions to be asked as part of the site selection process by asking: is entry possible; are there a mix of people, processes, interactions and structures of interest present; can the researcher build trust with the participants in the study; etc.? The rationale for the BNR being selected as the research site for the purpose of this study was based on the researcher's interest in the people and environment interface; the situation at Coleske farm comprising a mix of people and processes in relation to the Baviaanskloof Mega-reserve ICDP development; the researcher having previous knowledge of the study area; the researcher having access to Coleske farm and its residents; and the researcher having historically gained the trust of the Coleske residents and the other key role players due to having worked in the Baviaanskloof within the people and environment interface for a substantial period.

### **3.3 Sampling strategy**

Marshall and Rossman (1999:68-69) state that if a study is on a particular population, setting or phenomenon a researcher should employ a sampling strategy that is purposeful, representative and contains reasonable variation in the people under study, the setting or the phenomenon. Non-probability sampling comprises various sampling techniques, inclusive of purposive sampling (Neuman, 1997:203-204; van der Merwe: 2003:35) that according to Neuman (1997:206) is an acceptable kind of sampling for special situations and it can be used in exploratory research. Van der Merwe (2003:35) concurs that the non-probability or non-random method in the form of purposive sampling (expert's choice) can be employed in a special situation for a specific purpose; consequently non-probability sampling by means of the purposive sampling technique was employed in the study of the situation of Coleske.

### **3.3.1 The Coleske community**

In the situation of Coleske, the Coleske residents are considered to be the target population consisting of between 130-140 people. The population comprise of 22 households. As the numbers of households are limited in quantity and as the situation at Coleske is deemed a special situation, non-probability sampling by means of the purposive sampling technique was employed to identify respondents. The head, or family designated senior member, of each household was thus identified to participate in this study, with households as the unit of analysis.

### **3.3.2 Other key role players**

Recognising that there are a range of interested and affected parties with respect to the situation of Coleske, the evident key role players in relation to the situation of Coleske that have been identified for the purpose of this study include the:

- current management authority of the BNR i.e., ECTPA,
- Baviaans Local Municipality (BLM),
- Eastern Cape Department of Land Affairs,
- Wilderness Foundation nongovernmental organisation that, according to Crane *et al.* (2009:149,153), was contracted in late 2002 to conduct planning and initial implementation of the Baviaanskloof Mega-reserve ICDP.

From each of the above-mentioned organisations one key informant at a management level, that was historically physically part of attempting to resolve the situation of Coleske, was identified to participate in this study.

## **3.4 Data collection methods**

Data was collected over a period of 8 months (April 2013-November 2013) to allow time to become familiar with and cross-check the data. It should be noted that, based on 6 years of service between 2003 and 2009 at the Wilderness Foundation within the people and environment interface in the Baviaanskloof Mega-reserve ICDP, the researcher already had a solid foundation and rapport with the participants in the

study as well as with the specific documentation pertaining to the special situation of Coleske.

The information that was required in order to answer the research question and meet the aims and objectives of the study included:

- background information in relation to the purchase of Coleske farm and background information pertaining to the development and implementation of the Baviaanskloof Mega-reserve ICDP,
- the current situation at Coleske,
- the current status of the RAP implementation,
- reasons for the current status of the RAP implementation,
- possibilities to facilitate progress in the situation of Coleske.

The information required was collected by means of both primary and secondary data.

#### **3.4.1 Primary data**

Primary data for this study was collected by means of in-depth interviews with the 22 heads of households from the Coleske community, a representative from the Conservation Authority currently responsible for managing the Baviaanskloof Nature Reserve (i.e., ECTPA), a representative from the BLM and representatives from the Eastern Cape Department of Land Affairs and the Wilderness Foundation who were historically physically involved in the situation of Coleske as part of the Baviaanskloof Mega-reserve ICDP initiative.

The interviews were conducted by making use of semi-structured questionnaires (see appendices A and B). The rationale for using the semi-structured format was that:

- It allowed for the researcher to rapidly ascertain the awareness level and perceptions of the participants by posing closed-ended questions in relation to the development and existence of the Baviaanskloof Mega-reserve ICDP, as well as the existence of the RAP and its resettlement options.

- It allowed for open-ended questions to be posed to the participants that, in turn, allowed for follow-up questions and to probe for more in-depth elaborations and explanations in relation to:
  - the current situation at Coleske,
  - the status of and reasons behind the current status of the RAP implementation,
  - possibilities, from the perspective of the participants, in terms of facilitating progress in the situation of Coleske.

Heads of households that physically resided in the western Baviaanskloof were interviewed by means of face-to-face interviews in their dwellings. These included 16 households from the Coleske community.

Heads of households who resided elsewhere were interviewed telephonically. These included 6 households from the Coleske community that reside in the eastern section of the Baviaanskloof, linked to employment obtained by a member of the household in the eastern Baviaanskloof. Telephonic interviews were also conducted with the 4 key informants who reside in the town of Willowmore and the city of Port Elizabeth.

During both the face-to-face and telephonic interviews, that the researcher personally conducted, detailed notes were taken that included direct quotes and paraphrasing. To ensure that the comments, views and interpretations of the participants were captured correctly, the researcher read the documented responses to each question back to the participants; that allowed for the participants to modify, correct and or confirm their responses.

In the case of the Coleske community, out of the 22 Coleske households, 21 of the interviews were conducted with the head of the household and 1 interview was conducted with a senior member of the household who was designated by the relevant family to participate in the study. In the case of the key informants, interviews were conducted with the Regional Manager-west of the ECTPA (whose responsibilities include strategic management and oversight of the Baviaanskloof Nature Reserve, amongst a cluster of other nature reserves, in the western part of

the Eastern Cape); the Mayor of the Baviaans Local Municipality; the previous Chief Land Reform Planner in terms of having historically physically been involved in the situation of Coleske on behalf of the Department of Land Affairs; and the Director Conservation Programmes (the previous Baviaanskloof Mega-reserve project manager) in terms of having historically physically been involved in the situation of Coleske on behalf of the Wilderness Foundation. The duration of employment of the key informants by the key organisations range from 9 years to 18 years.

### **3.4.2 Secondary data**

Secondary sources of information were collected and accessed via hardcopy and electronic means.

With reference to the Baviaanskloof Mega-reserve ICDP a range of relevant documents were consulted to sketch the background to the Baviaanskloof, as per paragraph 1.2 in chapter 1. In order to inform the theoretical framework and to inform the reference framework against which the results of this study was assessed, a range of relevant documents were consulted within the people and environment interface, as per chapter 2.

With reference to the specific special situation of Coleske, a sampling method was not employed to select documents, as there is a limited amount of documented information available in this regard; as such, the most important documents available were consulted. It should be noted that all the consulted documents are in the public domain, hence issues of confidentiality did not apply. The documents included:

- Greater Baviaanskloof Wilderness Area. A regional Development Proposal. Rationalisation and Consolidation of the Western Sector of 1998,
- Preliminary Assessment of the proposed Consolidation and Expansion of the Western Sector of the Baviaanskloof Wilderness Area of 1999,
- Cape Action Plan for the Environment (CAPE): A Biodiversity Strategy and Action Plan for the Cape Floral Kingdom of 2000,
- The Baviaanskloof Conservation Area: A conservation and tourism development priority of 2000,



- The Baviaanskloof Mega-Reserve: An environmentally, socially and economically sustainable conservation and development initiative of 2005,
- Baviaanskloof Mega-Reserve Project. Resettlement Action Plan of 2008.

### **3.5 Ethical considerations**

As part of the process of obtaining informed consent, the researcher contacted potential participants and provided a briefing of what the intended research would entail. Special care was taken to clearly explain that the research was for academic purposes and that the activity was not an extension of the work that the researcher used to do within the people and environment interface in the Baviaanskloof. Surprisingly, in an overwhelming majority of cases, the prospective participant instantly welcomed the research project and it was explained to the researcher that there was a need for the latest information to be shared as discussions pertaining to the Coleske situation had broken down. It was further explained to the researcher that it was hoped that the research project would reawaken discussions and progress regarding the situation of Coleske. This desire from the participants thus instantly brought to the fore the concept of reciprocity, which led to the researcher committing to providing overall feedback to participants by providing a copy of the broad findings and recommendations; and being available to clarify and or explain the recommendations that would emerge, should the need arise.

Confidentiality of participants was guaranteed from the onset to both the Coleske residents and the key informants and consent to participate in the research was obtained from all participants. As previously indicated, the power to validate the information obtained through the interview process was available to the participants by means of a process that enabled the participants to modify, correct and or confirm their responses.

### **3.6 Value of the research**

Initial comments from the prospective participants in the study confirmed that the research could be of value if it could spark moving the process forward, not only in terms of solving the situation of Coleske, but also considering the situation at large in

the western Baviaanskloof in relation to other previously disadvantaged individuals as well as the associated issues of land tenure. Constituencies, amongst others, that could benefit from or find value from this study include the Coleske residents, the conservation authorities, the BLM, other previously disadvantaged individuals in the Baviaanskloof, private land owners in the Baviaanskloof, other government institutions that have a stake in the Baviaanskloof, e.g. Department of Social Development, Department of Rural Development, Department of Education, etc., future scholars and researchers. This research could be integrated into future strategies and activities linked to protected area expansion. In addition, this study adds to the current body of literature and knowledge within the people and environment interface.

### **3.7 Data analysis**

Taylor-Powel and Renner (2003:2) indicate that a good analysis of qualitative data firstly entails understanding the data in order to ascertain, amidst a potentially large amount of data, what data is of value in terms of adding meaning and what data will not add value or meaning. Understanding the data is facilitated by reading and re-reading the available information (Taylor-Powel and Renner, 2003:2). Dey (1993:94) agrees by stating that a process that allows for the extracting of information that is of most relevance and significance for the purpose of the research is vital as one may be dealing with an immense amount of data; and it is further explained that the process of extraction or abstraction provides greater clarity and precision when comparisons and/or connections are made between the collected data. Neuman (1997:420) explains that in qualitative research the analysis of data is not necessarily a distinctive final stage, as data analysis can begin during the data collection stage and attempts to understand the data. Consequently, with reference to this study of the situation of Coleske, the researcher read the primary and secondary data numerous times and at various stages of data collection. The reading and re-reading was done in order to ensure a thorough and comprehensive understanding of the data at hand and in order to be in a position to recognise what information was significant to the study and what information was 'nice to have', which in turn guided subsequent data collection as the process of data collection continued.

In order to make sense of the data, as part of the analysis process, Taylor-Powel and Renner (2003:2) state that one needs to focus the analysis by identifying a few key questions that one requires to be answered. In relation to this study regarding the situation of Coleske, the following broad overarching key questions were identified: “Why has there been no definite progress in the Baviaanskloof Mega-reserve development in relation to the RAP recommendations linked to Coleske farm”, and “What should be done to move the process forward?”. In order to contribute to answering these key questions the measuring instruments, appendices A and B, contained more focused key questions that yielded qualitative relevant data in this regard. Taylor-Powel and Renner (2003:2) add that focusing the analysis can be done in various ways, i.e., by question, topic, time period, event, case or group. For the purpose of this study of the situation of Coleske and with reference to the open-ended questions during the interviews, the analysis considered how all individuals responded to each question. As part of getting to know the data, understanding the data, making sense of and initiating the process of focusing the analysis, the data was organised by question; that allowed for the researcher to look at all the respondents’ answers in order to pick up consistencies and differences in the responses.

As the data collection methods in this study yielded primary and secondary data that the researcher became familiar with and that the researcher wanted to use to answer the key questions, the researcher had to bring meaning to the data through a process of continued analysis. Neuman (1997:329) states that “the analysis of qualitative data proceeds by extracting themes or generalisations from evidence and organising data to present a coherent and consistent picture.” Taylor-Powel and Renner (2003:2) indicate that data needs to be placed into themes or patterns and organised into coherent categories in order to bring meaning to the text. Dey (1993:112) and Taylor-Powel and Renner (2003:2) stress that categorising the data and bringing meaning to the text is labour intensive and that this step is a crucial stage and the crux of qualitative analysis. Rule and John (2011:78) and Powell and Renner (2003:2) indicate that categorising the data can be referred to as coding the data or indexing the data and that, as one works through the data, one can assign abbreviated codes, symbols, words, etc., to certain themes and ideas that assists greatly in organising the data into categories.

The grouping of codes into categories is called axial coding in Grounded Theory research (Rule and John, 2011:78) and according to Neuman (1997:423) axial coding allows for a researcher to focus on initial codes or concepts; it allows for additional codes or new ideas to emerge and then to move on towards organising the themes and identifying the axis of key concepts in analysis. Axial coding stimulates thinking about linkages between concepts or themes that can lead to categories being clustered together, or subcategories being identified, or eliminating certain categories or examining certain categories in more depth than others (Neuman, 1997:423-424). Neuman (1997:421) states that in qualitative research the action of coding is not a clerical function but an integral part of data analysis as it reinforces the connection between concepts and evidence. Consequently, for the purpose of this study, once the researcher had a thorough understanding of the data at hand, axial coding was used by assigning words that was abbreviated, for example, communication (COMMS), politics (PLT), equity (E), etc. This process aided significantly in terms of assigning data to specific categories during the process of categorising; it allowed for connections to be made between categories and it allowed for the creation of subcategories within major categories.

The process of categorising was approached by a combination of identifying preset categories and allowing categories to emerge from the data. The setting of preset categories comprised the researcher identifying themes from the literature review and the researcher thinking of a few ideas and concepts for themes, for example, 'Perception' or 'Community participation'. As per Taylor-Powel and Renner (2003:3), the data was then searched for text that matched these preset categories. In terms of the emergent categories, whilst the researcher was becoming familiar with the data, certain themes emerged from the data that included ideas that the researcher had not thought about or could not identify from the literature review. Emergent categories included for example 'Safety' and 'Poverty'. In order to ease assigning data to categories, as suggested by Taylor-Powel and Renner (2003:2,7) and Dey (1993:102), each category had a descriptive name and clear criteria was set and definitions were made in terms of what data would be included in a category and what information would be excluded from each category.

In relation to noting patterns and connections within and between categories, Dey (1993:110) adds that as much as the extraction and abstraction of data is required in order to compare and connect data, context (that refers to the 'natural' setting of the situation being researched) is important. Dey (1993:110) thus reminds the analyst that data must be considered in context as well, as meaning depends on context. For example, a respondent can respond in a specific manner during an interview due to the interviewer giving some sort of stimulus to which the participant responds. Therefore, for the purpose of this study of the situation of Coleske, the researcher was mindful of body language during face-to-face interviews and of tone of voice during both face-to-face and telephonic interviews in order to minimize and mitigate the effect that the researcher might have on what the participants said. In addition to this, as the research ultimately sought to explore "What the reasons for the lack of progress with protected area expansion and the community related issues in the Baviaanskloof Mega-reserve are, and what should be done to facilitate progress in the situation of Coleske", connections within and between categories were made to see how the various parts related to the whole of the situation of Coleske.

Mouton (2001:108-109) indicates that fieldwork that has been conducted will eventually culminate in the analysis and interpretation of the information gathered and explains that the analysis of the fieldwork involves splitting the information into themes, patterns, trends and relationships. For the purpose of the study on the situation of Coleske, once the categories were established, patterns noted and connections made, the researcher embarked on a process of listing key points and important findings that were revealed as a result of understanding, sorting and categorising the data, which served to aid the successive stage of interpretation of the findings. This was followed by the interpretation of the data obtained during this study that, according to Mouton (2001:108-109), involve connecting the results and findings of the fieldwork back to existing theoretical frameworks and models, and evaluating the results and findings of the fieldwork in relation to the existing theoretical frameworks and models. These theoretical frameworks and models provide a set of fundamentals, basics, ideals, principles or guidelines that would be employed in an ideal situation (Mouton, 2001:108-109). Consequently, the findings in the situation of Coleske were finally compared and evaluated against the fundamentals, basics, ideals, principles or guidelines for ICDP implementation as

broadly identified in the theoretical framework for ICDPs in chapter 2. This comparison and evaluation aided in the interpretation and discussion of the results in chapter 4 as well as the extraction of lessons learnt from the situation of Coleske as per chapter 5. Table 3 below, comprising of the pertinent fundamentals, basics, ideals, principles or guidelines extracted from the theoretical framework for ICDPs in chapter 2, was developed by the researcher in order to aid in the comparison and evaluation of the results of the situation of Coleske against a reference framework for ICDP implementation.

**Table 3: Reference Framework for ICDP implementation/Reference Framework for expansion of the conservation estate with its associated community issues** (Developed by author).

Guiding principle or standard	Recommended practice and rationale
<i>ICDP context, rationale and design</i>	
Contextualise and design the ICDP appropriately in relation to other role players in the landscape and be clear on what the role of the ICDP is.	<ul style="list-style-type: none"> <li>Integrated conservation and development initiatives should be recognised as initiatives that contribute to developmental and societal needs whilst conserving the environment to the benefit of society, it should be considered as a supplement to government initiated programmes to mitigate poverty and not as a replacement for government programmes that should address matters of poverty and general service delivery.</li> </ul>
Contextualise and design the ICDP within a long-term strategy/timeline and be clear over what period the ICDP will span, in relation to the long-term timeline.	<ul style="list-style-type: none"> <li>ICDPs must be contextualised within a long-term strategy for sustainable development where the ICDP, within this context, is a shorter term intervention inside a longer term endeavour to implement processes that will simultaneously focus resources toward poverty alleviation, rural development and wildlife conservation.</li> </ul>
Contextualise the project target area effectively prior to programme design and implementation (in order to	<ul style="list-style-type: none"> <li>Programme design and implementation should take into account contextual matters such as: <ul style="list-style-type: none"> <li>relevant policy (national and international) and legal frameworks,</li> <li>relevant historical factors,</li> </ul> </li> </ul>

vertically integrate diverse policy and site-based approaches to ensure that site-based actions are supported by policy level actions from a national and international perspective)	<ul style="list-style-type: none"> <li>○ relevant cultural factors,</li> <li>○ relevant local values and objective,</li> <li>○ relevant economic factors,</li> <li>○ relevant ecological factors and processes.</li> </ul>
ICDP intervention should occur at different scales	<ul style="list-style-type: none"> <li>● Programmes should be planned strategically.</li> <li>● Programmes should be planned to intervene at a site-specific scale that operates within the broader framework of biodiversity conservation and economic development.</li> <li>● Programmes should be adequately focused to yield the identified project benefits in targeted areas.</li> </ul>
ICDPs can consider exploring and negotiating trade-offs at an appropriate spatial and temporal scale to facilitate sustainable development	<ul style="list-style-type: none"> <li>● ICDPs can consider exploring and negotiating trade-offs to facilitate sustainable development provided that: <ul style="list-style-type: none"> <li>○ all stakeholders are involved,</li> <li>○ stakeholders were involved in defining project objectives and interventions,</li> <li>○ stakeholders are in a position to develop mutually acceptable management strategies,</li> <li>○ stakeholders are in a position to identify options and make rational choices between competing development and conservation scenarios.</li> </ul> </li> </ul>



ICDPs should be designed sustainably.	<ul style="list-style-type: none"> <li>ICDPs should be designed to be effective and sustainable and not totally reliant on donor agencies.</li> </ul>
ICDPs can function with external project support.	<ul style="list-style-type: none"> <li>Support from an external project remains a viable option, provided that: <ul style="list-style-type: none"> <li>the project is designed with a clear understanding of objectives in terms of beneficiation to local communities,</li> <li>the project is designed with a clear understanding of objectives in terms of alleviating threats to protected areas by maintaining the relationship between biodiversity and development.</li> </ul> </li> </ul>
<b>Guiding principle or standard</b>	<b>Recommended practice and rationale</b>
<i>Institutional/Organisational structure</i>	
Develop effective partnerships with all categories of stakeholders from the onset.	<ul style="list-style-type: none"> <li>Establish multi-institutional, integrated and effective partnerships between local stakeholders, political representatives, other relevant key partners, conservation and development agencies prior to the implementation of any initiative.</li> </ul>
Design institutional structures that can respond to the overall developmental needs of a target area.	<ul style="list-style-type: none"> <li>Develop institutional structures, that facilitates effective participation and collaboration between partners from all spheres of government, conservation authorities, local communities, private and political stakeholders in order to respond to overall developmental and social needs such as: <ul style="list-style-type: none"> <li>conservation requirements,</li> </ul> </li> </ul>

	<ul style="list-style-type: none"> <li>○ social needs,</li> <li>○ economic requirements.</li> </ul>
Develop institutions that can manage conflict.	<ul style="list-style-type: none"> <li>• The institutional and legal structure should be able to address and resolve matters of conflict and contradictions between priorities.</li> </ul>
Develop co-operative, participatory or joint governance structures.	<ul style="list-style-type: none"> <li>• Develop joint structures that seek to capitalise on the strength of partners (in terms of power and authority, shared decision-making and responsibility in terms of resource allocation and use) in order to: <ul style="list-style-type: none"> <li>○ achieve appropriate benefit sharing,</li> <li>○ effective use of natural resources,</li> <li>○ just use of natural resources,</li> <li>○ sustainable use of natural resources.</li> </ul> </li> </ul>
Develop legitimate joint management structures and meaningful partnerships.	<ul style="list-style-type: none"> <li>• Develop legitimate management structures with shared ownership and meaningful power-sharing (in terms of authority, responsibility and decision-making) between partners.</li> <li>• There should be a link between authority and responsibility.</li> </ul>
Develop accountable and transparent institutional structures.	<ul style="list-style-type: none"> <li>• Develop institutional structures that are transparent, fair and held accountable in terms of managing the resources.</li> </ul>

Develop clear roles and responsibilities in partnership arrangements.	<ul style="list-style-type: none"> <li>• Functions, duties, powers, roles and responsibilities of institutions, especially joint management bodies, should be clearly delineated.</li> </ul>
<b>Guiding principle or standard</b>	<b>Recommended practice and rationale</b>
<i>Participation of and collaboration with local communities</i>	
Collaboration with local communities is essential.	<ul style="list-style-type: none"> <li>• Collaborate with local communities in order to: <ul style="list-style-type: none"> <li>○ meet biodiversity conservation needs,</li> <li>○ meet socio-economic needs of local communities.</li> </ul> </li> </ul>
<b>Guiding principle or standard</b>	<b>Recommended practice and rationale</b>
<i>Stakeholder identification and engagement</i>	
Identify and distinguish between different stakeholder groups and their needs.	<ul style="list-style-type: none"> <li>• Communities and broader stakeholder groups and their respective needs should be clearly identified by conducting stakeholder analysis and community profiles and analysing the socio-economic dynamics in order to: <ul style="list-style-type: none"> <li>○ identify authentic local community neighbours,</li> <li>○ distinguish between primary, secondary and tertiary stakeholders,</li> <li>○ understand their respective needs,</li> <li>○ identify the most vulnerable and poor,</li> <li>○ channel suitable benefits from protected areas and or integrated conservation and development initiatives adequately to different stakeholder groups.</li> </ul> </li> </ul>

Identify and negotiate with legitimate community representatives.	<ul style="list-style-type: none"> <li>• Negotiations should be undertaken with legitimate representatives of local communities.</li> <li>• Special care should be taken not to negotiate with local elites or outsiders with their own priorities and agendas that does not represent the interests of the communities.</li> <li>• The role of outsiders in the process should be clarified and regulated.</li> </ul>
<b>Guiding principle or standard</b>	<b>Recommended practice and rationale</b>
<i>Empowerment</i>	
Capacitate and empower all stakeholders adequately.	<ul style="list-style-type: none"> <li>• Capacity building is required for all stakeholders inclusive of conservation officials and community members in order to: <ul style="list-style-type: none"> <li>○ empower its primary stakeholders to participate effectively,</li> <li>○ create mutual confidence and trust,</li> <li>○ enable a mutual learning atmosphere,</li> <li>○ understand respective roles and responsibilities, rights and duties of each partner,</li> <li>○ improve the understanding of the ecological constraints of the area,</li> <li>○ develop appropriate leadership.</li> </ul> </li> </ul>
Stakeholders should be empowered to make effective decisions and adapt to changing	<ul style="list-style-type: none"> <li>• Capacity building of local communities, conservation agencies and project managers should include building capacities that allows for experimentation and learning through implementation in order for these role players to take effective decisions within the</li> </ul>

situations	context and constraints in which the project operates.
<b>Guiding principle or standard</b>	<b>Recommended practice and rationale</b>
<i>Rights and valuing knowledge</i>	
Land rights and access to resources therein should be investigated.	<ul style="list-style-type: none"> <li>• Issues pertaining to rights and tenure should be considered and thoroughly investigated as, based on relevant legislation and policy frameworks, it is clearly recognised that people have a right to access and ownership of land and the resources found therein.</li> </ul>
Acknowledge local resource rights.	<ul style="list-style-type: none"> <li>• Local resource use rights of local groups should be acknowledged and validated in order to allow for negotiation from an equivalent basis.</li> </ul>
Encourage the retention of community-based land ownership.	<ul style="list-style-type: none"> <li>• Communities should be encouraged and assisted to retain community-based ownership of land as the erosion of tenure to land has been directly correlated to the loss of biodiversity.</li> </ul>
Acknowledge and make use of local and scientific knowledge.	<ul style="list-style-type: none"> <li>• Value should be attached to both scientific and local knowledge in order to facilitate that both local and scientific knowledge is incorporated into joint decision making processes.</li> </ul>

Guiding principle or standard	Recommended practice and rationale
<i>Benefits and managing expectations</i>	
ICDPs should communicate realistic prospects clearly and should not make promises outside the scope of its abilities.	<ul style="list-style-type: none"> <li>• Realistic expectations and benefits pertaining to a conservation initiatives' ability to contribute to developmental and societal needs should be identified, communicated and clearly understood by all parties concerned to avoid disappointment and mistrust.</li> </ul>
Project benefits should encompass economic and non-economic incentives.	<ul style="list-style-type: none"> <li>• A variety of benefits should be identified that could encompass the following range: <ul style="list-style-type: none"> <li>○ subsistence benefits in the form of access to natural resources in protected areas based on appropriate zonation and demarcation,</li> <li>○ economic benefits by direct monetary transfers or harvesting natural resources and selling it,</li> <li>○ direct employment,</li> <li>○ social, cultural and political benefits,</li> <li>○ education,</li> <li>○ empowerment and capacity building benefits, etc.</li> </ul> </li> </ul>
Guiding principle or standard	Recommended practice and rationale
<i>Research, monitoring, evaluation and adaptive management</i>	
Create mechanisms to monitor and evaluate projects.	<ul style="list-style-type: none"> <li>• Projects should be monitored and evaluated (both socially and ecologically) on a continuous bases in order to implement an adaptive management approach by testing</li> </ul>

	assumptions, experimenting, identifying and addressing weaknesses, overcoming threats, unlocking new opportunities, redesigning relevant aspects and so forth, in order to reinforce its positive impact and improve its efficiency.
Create mechanisms to specifically monitor the ecological resources in order to facilitate the sustainable use thereof.	<ul style="list-style-type: none"> <li>• Projects should research species and habitats with the purpose of measuring the uses of natural resources in order to be in a position to assess threats to conservation and if necessary, develop alternative sources to natural resource use, develop suitable beneficiation strategies and document successes.</li> </ul>
<b>Guiding principle or standard</b>	<b>Recommended practice and rationale</b>
<i>Document project implementation and experiences</i>	
Document and communicate successes and failures of programmes.	<ul style="list-style-type: none"> <li>• Successes and failures of projects should be documented and publicised in order to: <ul style="list-style-type: none"> <li>○ contribute to the body of knowledge,</li> <li>○ enable a learning environment,</li> <li>○ inform best-practice and policy frameworks within the integrated conservation and development initiative sphere.</li> </ul> </li> </ul>

## **CHAPTER 4: INTERPRETATION AND DISCUSSION OF RESULTS**

### **4.1 Introduction**

#### **4.1.1 Introductory overview**

This research explored the broad challenges and impediments in expanding the conservation estate in South Africa by looking at the situation of Coleske farm in the Baviaanskloof Nature Reserve, which forms part of the Baviaanskloof Mega-reserve ICDP. As indicated in previous chapters, the main research question of this study was to explore and understand what the reasons are for the lack of progress with protected area expansion and the community related issues in the Baviaanskloof Mega-reserve, and what should be done to facilitate progress in the situation of Coleske.

In order to achieve the research objectives and answer the research question the study endeavored to determine the status quo of the RAP implementation and the reasons for lack of definite and substantial progress in terms of implementation of the RAP. In addition to this, the research endeavoured to ultimately identify recommendations that emerge from the results and lessons learnt from the situation of Coleske farm, that could be integrated into future strategies and activities linked to protected area expansion and that could contribute towards solving the problem.

#### **4.1.2 Demographic profiling of head of household respondents in the Coleske community**

For information purposes only, the demographic profiling of the head of household respondents in the Coleske community is represented below.

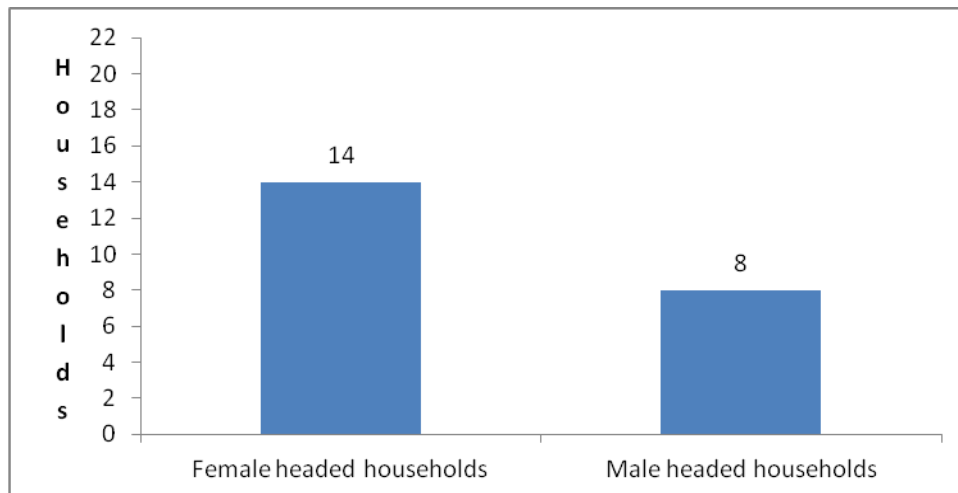
The 22 heads of households from the Coleske community, from whom primary data for this study was collected by means of in-depth interviews, comprised of male and female respondents of varying ages. Table 4 shows the detailed sex and age information of the 22 head of household respondents.



**Table 4: Sex and age of the 22 head of household respondents from the Coleske community** (Developed by author).

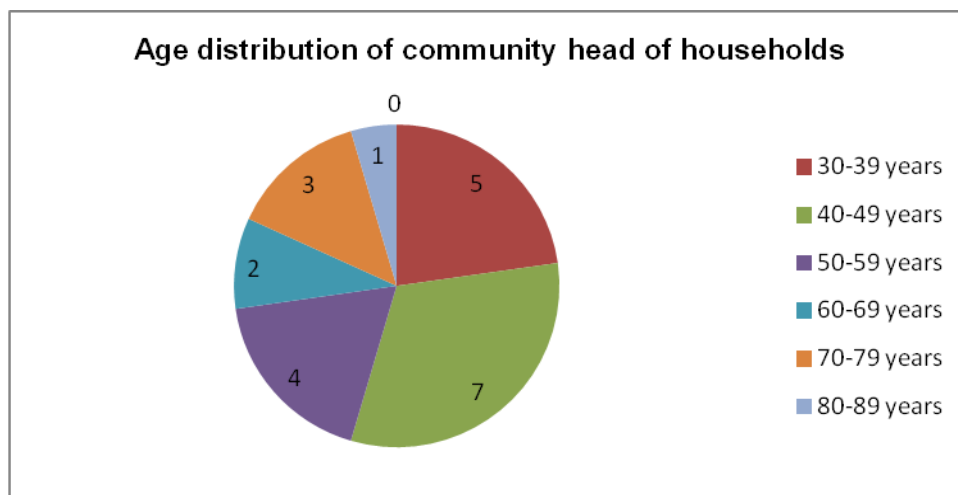
<b>Household number</b>	<b>Sex (F: Female M: Male)</b>	<b>Age (Years)</b>
1	F	72
2	M	35
3	F	74
4	M	32
5	F	52
6	F	52
7	F	48
8	F	75
9	F	43
10	M	37
11	F	83
12	M	53
13	F	67
14	F	60
15	M	46
16	F	55
17	F	47
18	M	46
19	F	49
20	M	32
21	M	35
22	F	49

Out of the 22 head of household respondents, 14 of the households were headed by females and 8 households were headed by males as shown in figure 5, entitled Sex of head of household respondents of the Coleske community.



**Figure 5: Sex of head of household respondents of the Coleske community**  
(Developed by author).

As depicted in figure 6, Age distribution of head of household respondents of the Coleske community, the head of households varied substantially in age, i.e., between the age ranges (in years) of 30s to 80s.



**Figure 6: Age distribution of head of household respondents of the Coleske community** (Developed by author).

## 4.2 Results, analysis and discussion

### 4.2.1 Status quo, perceptions and communication

#### 4.2.1.1 Status quo at Coleske farm

- Access to services at Coleske

Basic suitable services are currently lacking at Coleske farm. There is no school, no clinic, no electricity, no shop, information via the newspaper or television does not exist, transport is few and far in-between and infrastructure is collapsing. Participants in this research expressed their concerns in this regard by making statements such as:

- “Die mediese dienste is sleg hier. As ‘n mens siek is kan ‘n mens doodgaan want die ambulans vat verskriklik lank. Ons is geïsoleerd hier, amper heeltemal weg van die beskawing”. (*The medical services are bad here. If one falls ill, one can die because the ambulance takes exceptionally long. We are isolated here, almost entirely away from civilization.*)
- “Ons is afgesny van baie dinge, byvoorbeeld, die jongelinge moet by ander mense vra wat in die buitewêreld aangaan...dit plaas ons in die verleentheid” (*We are cut off from a lot here, for example, the youngsters have to ask other people what is happening in the world outside...it is embarrassing for us.*)
- “Waterpype breek gereeld...ons maak dit maar self reg.” (*Water pipes break often...we just fix it ourselves.*)

- Safety

There is major concern about the safety of the Coleske residents as wild animals such as buffaloes and rhinos are roaming freely at Coleske farm and are posing a threat to human lives. The fences between the original BNR and Coleske farm were dropped, thus the buffaloes and rhinos can be anywhere

at any time. All movement by community members take place from a mindset of extreme caution along the roads or through an open field where visibility is reasonable; the community members do not walk through the bush anymore as they use to. One participant described the grave reality of this situation with an analogy by stating that the community is playing a dangerous game of 'hide and seek' with the buffaloes and rhinos. Concerns were raised specifically about the safety of elders and children who might not be able to respond levelheadedly to an encounter with a dangerous animal.

- Access to natural resources

Community members can access medicinal plants for subsistence use. They can also collect wood and they can collect clay in order to mend their homes as there is an understanding that this is possible, provided that these natural resources are not sold by the community. Access to natural resources are, however, grossly hampered and not practically possible most of the time as the buffaloes and rhinos are currently anywhere at any time. As there is no electricity and the community simply cannot do without wood, they very carefully go onto the roads where there is at least more visibility to collect wood along the roadside. Due to the associated danger, although the community is permitted to access clay for subsistence use, they no longer collect clay to mend their dwellings.

- Income/Poverty

- Coleske households physically residing at Coleske farm:

The community at Coleske farm has been classified as 'destitute' people by the Baviaanskloof Local Municipality. They are not employed. Adults are seeking work on neighbouring farms, but most of the work is either already taken by farm workers residing on those farms, or work is seasonal and coupled with very little remuneration that is inadequate and irregular to allow for a decent quality of life. Most of the families residing at Coleske farm have absolutely no employed person in their household and in situations where

there is at least a pensioner in the household the entire family relies on the government pension pay out.

In an attempt to facilitate some income to the families that still physically reside at Coleske farm the BLM has facilitated part-time work such as general cleanups or road maintenance. For the families that still physically reside at Coleske farm there is often no food in the household and it is going poorly with their families. This is mostly due to the lack of suitable and regular income.

The overall view of the heads of households, as well as the bulk of the key informants, is that the situation at Coleske is dire. It is a struggle, it is difficult and the situation is deteriorating on a continuous basis. It was voiced that the families still residing at Coleske farm are 'deteriorating as people' and that the situation is a situation of extreme discomfort.

One head of household participant in the study encompasses the communities feeling in this regard by stating that:

- "Die ongerief waarin ons onself bevind is onmoontlik. Die mense gaan agteruit. Ons woon onder onredelike omstandighede. Ons is fisies in gevaar. As gevolg van die wilde diere kan ons nie eers meer kerk toe stap nie. Ons kan nie klei gaan haal om ons huise reg te maak nie. Die diere is in die pad. Ons huise gaan agteruit. Die huise is vol barste en vrot. Ons probeer om materiaal te koop vir ons huise om te verhoed dat dit verder verniel. As gevolg van die wilde diere sukkel ons om iets uit die veld te gaan haal soos hout, medisyne of klei. My klein kinders bly nou by my suster wie nader aan die pad bly waar die skoolvervoer hulle optel. Ek kan nie meer waag dat hulle van die huis na die pad toe stap nie want die buffels loop los rond. Ek kry'n klein toelae van die regering en nou moet ek nog losies betaal aan my suster vir my kinders wie by haar bly. Ons almal sukkel geweldig en ons kan nie veel langer so leef nie. Die mense wil werke hê, ons wil nou trek...iets moet gedoen word." (*The discomfort that we find ourselves in is impossible. The people are deteriorating. We are living under unreasonable*

*conditions. We are physically in danger. Because of the wild animals, we cannot even walk to church anymore. We cannot collect clay to repair our houses. The animals are in the way. Our houses are deteriorating. The houses are full of cracks and rotten. We try to buy material to prevent further deterioration of our houses. Because of the animals, we struggle to get into the veld to collect things like wood, medicine and clay. My small children now reside at my sister's who lives closer to the road where the school transport collects them. I cannot risk that they walk from my house to the main road anymore, because the buffaloes are walking freely. I receive a small government grant and now I have to still pay boarding and lodging for my children to stay with my sister. We are all struggling severely and we cannot live like this much longer. The people want jobs; we want to move now...something must be done.)*

- Coleske households physically residing at ECTPA staff villages:

At present, out of the 22 households that constitute the Coleske community, 11 households from the Coleske community received permanent employment from the Conservation Authority. The conservation employees in the BNR are required to reside in the staff villages of the Conservation Authority, as a result the 11 Coleske households with a family member employed by the Conservation Authority moved into the staff villages with their family member who is employed by the Conservation Authority. As part of their employment contracts, these eleven individuals and their families reside at the ECTPA staff villages in Bosrig (western Baviaanskloof) and Cambria (eastern Baviaanskloof). This movement linked to employment at the Conservation Authority does not retract from the occupancy rights that the individuals from the 11 households (that reside in the staff villages) have in terms of the Extension of Security of Tenure Act No. 62 of 1997 at Coleske farm. The 22 Coleske community households (i.e., 11 Coleske households physically residing at Coleske farm and 11 Coleske households residing at the staff villages) collectively constitute the Coleske community, of which individuals in the 22 households have a varying degree of occupancy rights (e.g. long-term

occupier or 'normal' occupier) at Coleske farm in terms of the Extension of Security of Tenure Act No. 62 of 1997.

The permanent employments include 10 gate guard positions and 1 position in the field of tourism. The income of these families are regular and stable; they have access to services and are in a position to afford their families a substantially better quality of life than they could whilst unemployed and physically residing at Coleske farm.

#### **4.2.1.2 Perception of Baviaanskloof Mega-reserve and the RAP options**

It appears that historically, before Coleske farm was purchased in 2001 to expand the BNR and develop the Baviaanskloof Mega-reserve, there was an overwhelming lack of effective consultation and communication with local communities in the planning processes. According to most heads of households, community members directly affected by the purchase of Coleske farm were only informed of the sale when the sale was already in its final stages. The majority of the heads of households mentioned that there was an indication from the previous landowner and the purchaser that the sale of Coleske farm would not affect the Coleske residents negatively. Based on statements from an overwhelmingly large portion of the heads of households, promises appear to have been made to the Coleske community that all farm workers that were permanently employed at the time of sale of Coleske farm would receive permanent employment from the BNR. These Coleske heads of households added that promises were made to the Coleske community that suitable employment opportunities would also be created by the BNR for the individuals who resided at Coleske farm and participated in seasonal activities on the farm at the time of sale. All Coleske head of households and the key informants agree that, shortly after the sale of Coleske farm, the greater part of employable members of the Coleske community received employment by means of historical poverty relief funded projects and national lottery funded projects. The employment took place on an 'on and off' basis over a period of 4-5 years and this income allowed for a continued reasonable degree of existence by the Coleske community at Coleske farm. When the funding ended, the employment ceased and poverty ensued at Coleske farm.

Currently, the Coleske households are well-informed about the existence of the Baviaanskloof Mega-reserve initiative; there is, however, not a clear understanding that the mega-reserve is an ICDP. The bulk of the Coleske households consider the Baviaanskloof Mega-reserve to be an attempt to grow the BNR as much as possible to protect plants and animals and to simply increase the amount of land under conservation. The realisation of expanded conservation areas potentially being a springboard for appropriate socio-economic development in the Baviaanskloof is grossly lacking at this point in time by the Coleske community.

All key informants are well-informed about the existence of the Baviaanskloof Mega-reserve initiative, a greater part of the key informants understand that the mega-reserve is an ICDP and all key informants are of the opinion that the realisation of expanded conservation areas can potentially be a springboard for appropriate socio-economic development in the Baviaanskloof.

There is consensus among the Coleske households and the key informants that various meetings and workshops were held, after the purchase of Coleske farm, to discuss the possible resettlement of communities elsewhere, within or outside of the Baviaanskloof. The Coleske households and the key informants concur on the view that the various meetings and workshops culminated in the development of a Resettlement Action Plan (RAP) that proposed three options inclusive of:

- an option for the Coleske community to remain at Colseke farm in a concentrated settlement with limited services,
- an option that the Coleske community resettles to the closest town of Willowmore,
- an option that included that the Coleske community resettles westward within the Baviaanskloof Mega-reserve to create a development node that could be adequately serviced.

There is, however, confusion on the part of most of the Coleske households that the option to create a development node would service all landless people in the Baviaanskloof valley adequately and not just the Coleske community. Most of the Coleske heads of households contextualise the proposed development node as



catering for the needs of the Coleske community only and that the Coleske community would enjoy indefinite preferential treatment above other local communities in the Baviaanskloof for employment and other income generation opportunities at the BNR in the future, should the development node option be realised. All the key informants differ from the understanding that the Coleske community have in terms of the option to create a development node, as all key informants are in agreement that, in order for a development node to be created in the Baviaanskloof, the development node would need to service a substantial number of households there, inclusive of other landless communities in the Baviaanskloof and not just the Coleske community.

#### **4.2.1.3 Perceived possibilities and obstacles to implement the three RAP options**

According to informed key informants and informed Coleske heads of households, the three proposed options in terms of the RAP posed the following possibilities and obstacles:

- The option to stay at Coleske

The option to stay at Coleske was proposed by the Coleske community and included the development of a settlement with limited services at Coleske farm, whereby the Coleske community would continue to reside in the BNR. Obstacles linked to this option included that, due to the physical location of Coleske farm in relation to the closest town of Willowmore and the small size of the community at Coleske farm, the BLM would not be able to support the development of a settlement at Coleske farm and take responsibility for the provision and maintenance of services for the settlement as it would neither be financially possible nor spatially practical for the municipality. The Conservation Authority could also not take on this responsibility, as it was not its core mandate. In addition to this, it would also be challenging for the Coleske residents to access funds to acquire the Coleske farmland and build houses in the BNR, unless the BLM or any another agency would accept the responsibility of servicing the settlement at Coleske farm. The chances of this happening would, however, be exceptionally slim as the Conservation Authority specifically acquired

the property for ecological conservation purposes. Investigations into the tenure rights of the Coleske community found that only 11 elderly individuals, as at 2008, had long-term occupier status in terms of the ESTA No 62 of 1997, and that the remainder of the 'normal' occupiers could be legally moved via an eviction order if the conditions of the ESTA were complied with. Many of the elders that enjoyed long-term occupier status have passed away since 2008.

Additional challenges linked to this option included that natural resources and ecological processes in the narrow valley bottom corridor of Coleske farm was underrepresented within the BNR as well as in the rest of the country. The argument was thus made that these processes were critical to biodiversity conservation and that continued human settlement at Coleske farm was not advisable. In addition to this, the argument was made that there would be severe management burdens in terms of the practical management interventions that would be required to manage a situation where people and dangerous wild animals lived closely together in a narrow corridor such as the valley bottom corridor at Coleske farm.

- The option to move to Bosdorp development node

The option for a settlement to be developed at Bosdorp, 20km west of the Coleske farm, was proposed by the Conservation Authority. This included a written offer that 40 ha of land around an existing staff village of the Conservation Authority, known as Bosdorp, would be given to the community for the development of a settlement; that 10 permanent jobs would be provided to the Coleske community after resettlement in order to facilitate income, and that one person out of each of the remaining households would receive preferential employment in terms of any temporary jobs that the BNR might have in the future. In addition to this, the Conservation Authority would assist other members of the Coleske community to access income generation opportunities linked to tourism. The Conservation Authority would develop a tourist information centre in the development node, assist with the facilitation of the creation of income generation projects in the development node and it would investigate funding possibilities in order to develop a cultural centre in the development node.

Challenges linked to this option included that the BLM indicated a willingness to take on the responsibility of servicing the development node, but the BLM specified that

this would only be a possibility if the development node would cater for all landless people in the Baviaanskloof and not only for the Coleske community. Such a development node needed to be able to cater for about 100 families, which would require a suitable size of land ranging between 200 ha to 300 ha. The 40 ha of land that the Conservation Authority offered would thus not be sufficient to meet the requirements to develop a development node. The municipality's ability to ultimately service the development node in reality would also be dependent on its ability to source additional financial resources in order to service all the current landless communities in the Baviaanskloof in the new settlement in the development node.

In order for the Bosdorp development node option to be practically implementable, it was identified that additional land needed to be acquired, partnerships needed to be formed to source funds as houses and infrastructure (to render services) needed to be built, and appropriate developments that could act as significant tourist attractions needed to be investigated and implemented in order to produce income generating opportunities for disadvantaged local community members.

- The Willowmore option

The town of Willowmore option was an option that the Coleske community, the BLM and the Conservation Authority did not support. The Coleske community did not wish to relocate out of the Baviaanskloof and the BLM cited serious water shortages in the town and high unemployment rates as reasons why relocation to Willowmore would not be appropriate. In addition to this, should the Coleske community relocate to Willowmore, the Conservation Authority would not be able to provide employment as the town of Willowmore is hours away.

#### **4.2.1.4 Community cohesion, representation and internal communication**

Almost all the community heads of households voiced concerns about community cohesion, representation and internal communication. In an attempt to facilitate collective and formal communication from the community in terms of general discussions about the RAP and its options, a community committee that consisted of 5 people was elected years ago. The committee comprised two elders/pensioners (a

male and a female), 2 youths (2 males) and 1 adult male. The committee was supposed to communicate on behalf of the community; however, due to the overall lack of internal community meetings and the lack of feedback when the committee attended external meetings that affected the community, internal communication was generally grossly lacking. On the rare occasion that a community meeting was held in order to direct the committee in terms of agreeing on a collective stance of the community, it was evident that the community was fragmented, as different households did not want the same thing. Some households would not communicate in the meetings and the same group of dominant individuals would generally push their own views consistently. At one stage, people who did not agree with the dominant family in the committee were voted out of the committee and a large number of the community felt coerced into the stance that was pushed as being the collective stance of the community, i.e., that the community was coherent and that every family wanted to physically remain at Coleske farm. There was a historical meeting where the municipality, ECTPA and community committee were involved. The community committee never reported back to the larger community in terms of the outcome of that meeting and the community has been waiting for a report ever since, but to no avail. The challenges linked to the lack of community cohesion and internal communication was emphasised by some head of household participants as follows:

- “Die mense begin nou vir hulleself te dink.” (*The people are now starting to think for themselves.*)
- “Ons gaan nie meer toelaat dat die kinders vir ons praat nie.” (*We are not going to allow the children to speak for us anymore.*)
- “Ons oë het oopgegaan.” (*Our eyes have opened.*)
- “Di’s asof die skille van ons oë afgeval het.” (*It’s as if the peels have fallen off our eyes.*)
- “Meeste van ons wil saamwerk met die park om te ontwikkel.” (*Most of us want to work together with the park in order to develop.*)

The community had legal representation at one stage, towards the end of the RAP development process, in 2008. They were informed that the two options that were being investigated as a possible final solution was the option to either stay at Coleske in an organised formal settlement or to relocate to Bosdorp where a

development node could be developed. The community was informed that their lawyer and the lawyer of ECTPA would investigate the matter with other role players, and that a final and realistic option would be presented to them. Years later, they are still waiting for feedback from their lawyer.

#### **4.2.1.5 Communication between BNR and the Coleske community**

The Coleske heads of households and the Conservation Authority key informant are in agreement that the relationship between the community and the BNR is strained. There is no authentic communication or regular meetings. The communication and negotiation process in relation to finalising the RAP has broken down. Meetings in relation to the RAP took place three to four years ago. The apparent reason for the breakdown in communication and negotiation in terms of the RAP appears to be severe confusion amongst all parties in terms of who should be initiating further communication in order to facilitate negotiations to finalise the RAP. The Conservation Authority has placed an offer in writing to the Coleske community and awaits a formal response from the Coleske community in its entirety, while the Coleske community, in turn, awaits feedback, from anybody, regarding the findings of the investigation of the option to, either stay at Coleske in an organised formal settlement or to relocate to Bosdorp where a development node could be developed. Nobody appears to be tasked with driving the finalisation of the RAP and accountability in terms of finalising the process is clearly absent.

The Coleske community voiced that, if most of the households that still physically reside at Coleske farm had not recently written to the ECTPA, there would not be any contact in relation to the RAP between the ECTPA and the Coleske community.

#### **4.2.1.6 Communication between key role players**

After the RAP was developed in 2008, a discussion in relation to the RAP took place where key role players were involved. The BLM supported the Bosdorp development node, as it could not afford to provide services as far down in the Baviaanskloof to where the Coleske farm is physically located. The BLM was of the view that the development node would cater for the needs of all landless people in the

Baviaanskloof. It was indicated that, at the time of the development node being discussed as the preferred option, the challenge was a shortage of available land of a suitable size, i.e., 200-300 ha, where the development node could be developed. At the time of the discussion it appeared that, in order for the node to be developed, the only option to avail land was to consider the possibility of 'cutting off' a piece of land from the existing BNR and to avail it for the purposes of creating the Bosdorp development node that would host all the landless people in the Baviaanskloof. Since that meeting, there have been no more meetings to finalise a joint solution in relation to the situation of Coleske farm. Communication between the key role players has ceased.

#### **4.2.1.7 RAP status quo**

The ECTPA has to date created 11 permanent jobs in good faith; however, presently there is no further progress in terms of the RAP implementation. During this time, in 2013, the Coleske community voiced that they do not actually know who to listen to anymore; consequently, some of the Coleske households are trying to take matters into their own hands. This was done in May 2013, where the bulk of the 11 households (that still physically reside at Coleske farm) wrote a letter to the ECTPA, indicating that the majority of the Coleske residents agreed with the creation of a development node in the Baviaanskloof and that they wished to relocate to that node. This communication came directly from the households that still physically reside at Coleske farm, as the community committee is no longer functional. A verbal response was received from the ECTPA, requesting that households that were in agreement with the content of the letter should sign the letter; consequently, in August/September 2013, a letter was sent again to ECTPA wherein between 80-90% of the 11 households that still physically reside at Coleske farm, signed the letter, indicating that they wish to move to the Bosdorp development node as that is their preferred option in terms of the RAP.

The remainder of the 22 households that constitute the Coleske community (i.e., 11 households residing in the staff living quarters at the ECTPA staff villages as part of the employment contracts with the ECTPA) raised concerns about their tenure status as they have physically relocated from Coleske farm and are well aware of the fact

that the houses in which they currently reside at the staff villages are state owned and that it does not belong to them and their families. Fears in terms of where they and their families would live in the event that they were injured on duty or lost their jobs were raised. These 11 households that reside in the staff living quarters at the ECTPA do not seem to understand their ESTA rights in relation to the RAP and do not seem to be aware of the fact that, having received permanent employment and relocating to the ECTPA staff villages as part of their employment contracts, does not automatically terminate their occupancy rights at Coleske farm in terms of ESTA.

The Coleske community in its entirety appears not to fully understand that the 11 jobs that the ECTPA created is part of the larger RAP process. The fact that the 11 households (that still physically reside at Coleske farm) wrote to the ECTPA in isolation from the other 11 households (that reside in the ECTPA staff villages) is causing confusion in terms of whether the Coleske community in its entirety is in support of the Bosdorp development node or not. Consequently, in 2013, there was still no final agreement between the Coleske community and the Conservation Authority in terms of an agreed on option.

#### **4.2.2 Root causes for the lack of progress in terms of implementation of the RAP**

The main aspects that emerged from the research as the root causes for the lack of substantial progress in terms of implementation of the RAP since 2008 are addressed below:

##### **4.2.2.1 Lack of feedback to the Coleske community**

The lack of adequate community representation, poor community cohesion, as well as the lack of feedback and general information sharing to the community by the then Coleske community committee and the then community lawyer, resulted in the Coleske community not knowing where they stand in relation to the finalisation and implementation of the RAP. The community still awaits feedback in relation to the findings of the investigation of the option to either stay at Coleske in an organised

formal settlement or to relocate to Bosdorp where a development node could be developed.

#### **4.2.2.2 Lack of communication between the Coleske community and BNR**

Due to the confusion as indicated in the sections above (e.g. who is responsible for feedback, has the entire community agreed to the Bosdorp development node option, who is responsible for driving finalisation of the RAP, etc.), communication between the two most important stakeholders, i.e., the Coleske community and the ECTPA, who is the management authority of the BNR, has ceased. Consequently, negotiations to finalise a joint solution has stagnated.

#### **4.2.2.3 Lack of communication between key stakeholders**

After the shortage of an adequate size of land for the development of a development node that could accommodate all landless people in the Baviaanskloof was identified as an obstacle, there has been no further communication between key stakeholders and, as such, no further negotiation was undertaken to find a joint solution.

#### **4.2.2.4 Ad hoc Implementation of the RAP**

Instead of finalising a joint solution and having a systematic approach to implementing the RAP, RAP implementation in the absence of a final joint solution ensued on an ad hoc basis i.e. 11 permanent jobs were created in isolation and was not categorically linked to any of the RAP options, nor were the creation of the 11 jobs contextualised in terms of the Baviaanskloof mega-reserve ICDP. The Coleske community does not consider the 11 permanent jobs to be part of the RAP, nor are the 11 jobs considered as part of the bigger development node possibility. Instead, the remaining households that still physically reside at Coleske farm, as well as the majority of the heads of households where one individual is permanently employed by the ECTPA, are now expecting that at least one individual out of each household that is still physically residing at Coleske farm be provided with permanent employment by the ECTPA. In addition to this, the Coleske community expects



adequately serviced houses to be built for each household, that the title to the land on which the house is built should be in the name of the head of the household, and that income generation opportunities should be provided to all employable Coleske community members now and in the future.

#### **4.2.2.5 High levels of mistrust between the Coleske community and the Conservation Authority**

The ad hoc implementation of the RAP has caused mistrust between the two most important stakeholders. The community currently interprets the 11 permanent jobs that were created as a clever attempt to physically remove a large portion of the community from Coleske farm. The perception of the community is that, when employment with the ECTPA ends, those families would need to move out of the Baviaanskloof in any event as they would not have land tenure anywhere in the Baviaanskloof. In addition to this, the community members who were historically permanently employed at Coleske farm (prior to the farm being purchased by the Conservation Authority) and who did not benefit from the 11 permanent jobs that the Conservation Authority had provided, are of the opinion that the Conservation Authority did not keep its word since they were informed prior to the sale of Coleske farm that those individuals who were permanently employed at Coleske farm would be given permanent employment by the Conservation Authority. The allocation of the 11 jobs has thus perpetuated the mistrust. The Conservation Authority, on the other hand, provided the 11 permanent jobs in an attempt to demonstrate their commitment to the written offer that was made to the community. The Conservation Authority currently interprets the lack of coherent official communication from the entire community as a whole, as the community having rejected the offer made by the Conservation Authority as part of the RAP.

#### **4.2.2.6 Lack of a political will to resolve the issue**

The situation of Coleske was described as a political ‘hot potato’. Respective role players seem to be reluctant to ‘touch’ the situation and to take on ownership and responsibility at the appropriate level to genuinely find a joint solution and implement the solution. There appears to be a gap in terms of executive and senior

management leadership to take ownership of and responsibility for the situation, and to lobby for the political support required to assist in resolving the situation of Coleske from the highest possible level.

#### **4.2.2.7 Poor cooperation and absence of partnerships**

Role players seem not to be working together at all. The BLM appears to be attempting to lobby for support for the development node in isolation. The Conservation Authority is waiting for “other role players to come to the table” by indicating what they can do to facilitate the creation of the Bosdorp development node. The Coleske community is awaiting feedback in relation to the outcomes of the investigation of the option to reside at Coleske farm or relocate to a development node elsewhere in the Baviaanskloof. Other key role players are uninformed in terms of the status quo of the RAP and are waiting to see what the final agreement will be in relation to the situation of Coleske. In the absence of an individual or team driving the negotiation process to facilitate agreement on a final solution in terms of the RAP options, there is a fundamental lack of cooperation and partnership between the Coleske community, the Conservation Authority, the Baviaans Local Municipality and other key role players in terms of the approach being employed to resolve the situation of Coleske.

#### **4.2.2.8 Lack of dedicated expert skills**

There appears to be a general lack of dedicated personnel, from all role players, that is assigned to pay specific attention to the situation at Coleske farm. Instead, this task, to facilitate progress in the situation of Coleske, has simply been tagged on to the previously existing responsibilities of conservation employees who are neither suitably qualified nor placed at an appropriate level within the Conservation Authority to bring partners together, finalise negotiations, lobby for and secure resources and drive actual implementation of the RAP.

### 4.3 Summary

This chapter presented and discussed the research findings with regard to the broad challenges and impediments in expanding the conservation estate in South Africa by looking at the situation of Coleske farm in the Baviaanskloof Nature Reserve, which forms part of the Baviaanskloof Mega-reserve ICDP. It assisted to promote understanding of what the reasons are for the lack of progress with protected area expansion and the community related issues in the Baviaanskloof Mega-reserve, and it assisted in determining why there has been no definite progress in the Baviaanskloof Mega-reserve development in relation to the RAP recommendations linked to Coleske farm.

Main reasons for the current situation of Coleske comprise the lack of effective consultation, from the onset, with local communities in the planning processes to develop the Baviaanskloof Mega-reserve as well as a serious lack of efficient communication at almost all levels; this includes communication within the Coleske community, communication between the Coleske community and the Conservation Authority and communication between all stakeholders in relation to the RAP process. Additional reasons include the ad hoc implementation of the RAP, lack of dedicated expert skills to drive sensitive processes such as the finalisation of the RAP, poor cooperation and an absence of partnerships between stakeholders. The lack of cohesion of the Coleske community, the high levels of mistrust between the Coleske community and the Conservation Authority, and the apparent lack of political will to resolve the issue constitute part of the main reasons for the current situation of Coleske.

Based on these reasons, although the Baviaanskloof Mega-reserve is intended to be an ICDP, it is apparent that the basic principles of ICDPs (that in broad include participatory approaches, the empowerment of communities and a combined agenda of conservation and appropriate development) were not employed when Coleske farm was purchased in the quest to initiate the process of expanding the Baviaanskloof Nature Reserve into the Baviaanskloof Mega-reserve in 2001. Similarly, the current approach to finalising the RAP, as part of the Baviaanskloof Mega-reserve ICDP, is not currently employing the basic principles of an ICDP. As a

result, in order to overcome the challenges and impediments in expanding the Baviaanskloof Nature Reserve into the envisaged Baviaanskloof Mega-reserve ICDP, and in order to finalise and implement the RAP as part of the Baviaanskloof Mega-reserve ICDP, the basic principles of an ICDP should be reintegrated into any further planning and implementation in this regard. The following chapter presents lessons learnt, recommendations and conclusion.

## **CHAPTER 5: LESSONS LEARNT, RECOMMENDATIONS AND CONCLUSION**

This concluding chapter illustrates the lessons learnt from the situation of Coleske in the Baviaanskloof Nature Reserve within the Baviaanskloof Mega-reserve; it identifies specific recommendations that could contribute towards solving the current situation of Coleske; it concludes the study and it contains recommendations for future research.

Section 5.1 below shows how the initiation of the development of the Baviaanskloof Nature Reserve into the Baviaanskloof Mega-reserve (specifically through the purchase of the Coleske farm) fared against the generic pertinent fundamentals, basics, ideals, principles or guidelines for ICDPs as indicated in chapters 2 and 3. This comparison of the situation of Coleske against the generic pertinent fundamentals, basics, ideals, principles or guidelines allowed for the extraction of the lessons learnt from the situation of Coleske.

Section 5.2 outlines pointers for the way forward in terms of improving the status quo at Coleske farm and addressing the root causes for the lack of definite and substantial progress in terms of finalisation and implementation of the RAP.

### **5.1 Lessons learnt**

The following lessons learnt from the specific situation of Coleske emanated from comparing and evaluating the situation of Coleske against a reference framework that comprise the pertinent fundamentals, basics, ideals, principles or guidelines from the theoretical framework for ICDPs as indicated in chapters 2 and 3. Although repetitive, for the purpose of ease of reference in this report, each guiding principle or standard, as well as its associated recommended practice and rationale, is summarised in each section below, after which the comparison and evaluation of the situation of Coleske in the BNR in relation to each principle is indicated.

### **5.1.1 ICDP context, rationale and design**

1. (i) Guiding principle, standard and recommended practice for ICDPs in terms of other role players in the landscape
  - Contextualise and design the ICDP appropriately in relation to other role players in the landscape and be clear on what the role of the ICDP is. Integrated conservation and development initiatives should be recognised as initiatives that contribute to developmental and societal needs whilst conserving the environment to the benefit of society; it should be considered as a supplement to government initiated programmes to mitigate poverty and not as a replacement for government programmes that should address matters of poverty and general service delivery.
- (ii) Comparison and evaluation of the situation of Coleske in the BNR in relation to the above-mentioned principle
  - The purchase of Coleske farm was not contextualised appropriately in relation to the goals of the Baviaanskloof Mega-reserve ICDP. The premature purchase of Coleske farm was not contextualised in relation to other role players in the landscape; consequently, the Coleske farm was bought in a vacuum. This isolated action has caused the existence of the current situation of Coleske farm, and the isolated purchase of Coleske farm to date is still not recognised as an action that contribute to developmental and societal needs whilst conserving the environment to the benefit of society, as ICDPs are intended to do. The result of the lack of appropriate design and contextualising the intended purchase of Coleske farm in relation to other role players in the landscape and the ICDP, prior to purchasing the farm, has led to various costly attempts to resolve the situation retrospectively, which at present, 12 years after the purchase of Coleske farm, is still proving to be difficult.

2. (i) Guiding principle, standard and recommended practice for ICDPs in terms of its duration/timeline
- Contextualise and design the ICDP within a long-term strategy/timeline and be clear over what period the ICDP will span in relation to the long-term timeline. ICDPs must be contextualised within a long-term strategy for sustainable development where the ICDP, within this context, is a shorter term intervention inside a longer term endeavour to implement processes that will simultaneously focus resources toward poverty alleviation, rural development and wildlife conservation.
- (ii) Comparison and evaluation of Coleske farm in the BNR in relation to the above-mentioned principle
- During the time period of the isolated purchase of Coleske farm in the Baviaanskloof, there were already active processes underway between different Departments that sought to simultaneously focus resources toward poverty alleviation and rural development. These processes were contextualised within a long-term strategy for securing land tenure for previously disadvantaged individuals and to avoid extreme displacement of local communities. This process culminated in various government Departments assisting some local community members in the Baviaanskloof to acquire a farm in the Baviaanskloof called Sewefontein. The Sewefontein Farm Project was successful as it was part of a shorter term intervention inside a longer term endeavour to implement processes that would simultaneously focus resources toward poverty alleviation and rural development. The Conservation Authority missed this opportunity to design and contextualise the intended Baviaanskloof Mega-reserve ICDP within the long-term strategy towards poverty alleviation and rural development that was underway in the landscape. This long-term strategy towards poverty alleviation and rural development sought to contribute to the concept of sustainable development, which ICDPs are intended to promote. Seizing the opportunity at the time could have contributed to facilitating that the Baviaanskloof Mega-reserve ICDP be endorsed and adopted by all role players in the landscape. The purchasing of critical land parcels such as Coleske farm would thus have been interpreted as part of

the Baviaanskloof Mega-reserve ICDP, and all role players would have been in support of it as part of sustainable development in the Baviaanskloof landscape. Similar to the approach to the establishment of the Sewefontein Farm Project in the Baviaanskloof, the Conservation Authority, instead of acting in isolation, could possibly have put forward options and proposals at that time, which could have become part of the bigger planning processes at the time.

3. (i) Guiding principle, standard and recommended practice for ICDPs in terms of relevant international policy, national policy and local factors
  - Contextualise the project target area effectively prior to programme design and implementation (in order to vertically integrate diverse policy and site-based approaches to ensure that site-based actions are supported by policy level actions from a national and international perspective). Programme design and implementation should take into account contextual matters such as relevant policy (national and international) and legal frameworks, relevant historical factors, relevant cultural factors, relevant local values and objectives, relevant economic factors and relevant ecological factors and processes.
- (ii) Comparison and evaluation of Coleske farm in the BNR in relation to the above-mentioned principle
  - Programme implementation via the purchase of Coleske farm did not consider relevant policy and legal frameworks as, for example, the tenure rights of the Coleske community were only considered and investigated years after the purchase of Coleske farm. Considering the current situation of Coleske farm, it is doubtful that historical factors, cultural factors, local values and objectives, economic factors, etc., were contextualised during the design and initial implementation phase of the Baviaanskloof Mega-reserve ICDP. There appears to have been an emphasis on understanding ecological factors and processes (at a site-specific, national and global scale), hence the purchase of the Coleske farm (that has critical valley bottom land that was underrepresented in terms of formal protection in the



country), and a limited attempt at understanding the relevant socio-economic factors and processes.

4. (i) Guiding principle, standard and recommended practice for ICDPs in terms of different levels/scale of implementation
  - ICDP intervention should occur at different levels/scales. Programmes should be planned strategically and it should be planned to intervene at a site-specific scale that operates within the broader framework of biodiversity conservation and economic development. Programmes should also be adequately focused to yield the identified project benefits in targeted areas.
- (ii) Comparison and evaluation of Coleske farm in the BNR in relation to the above-mentioned principle
  - The site-specific/local scale purchase of Coleske farm to initiate the expansion of the BNR into the Baviaanskloof Mega-reserve ICDP was done in an ad hoc manner that was not strategically planned. The purchase considered biodiversity conservation concerns and was not authentically linked to a broader framework of biodiversity conservation and economic and social development. In relation to the situation of Coleske, the plan to develop the Baviaanskloof Mega-reserve ICDP was not adequately focused; consequently, project benefits were not suitably identified for specifically targeted areas, such as Coleske farm. Historical promises relating to benefits that would ensue from the purchase of Coleske farm were not carried out in its entirety as envisaged, save for the 11 permanent jobs that have been created years later. The existing situation appears to have arisen due to the lack of strategic planning from the onset and an intervention at a site-specific scale that did not genuinely operate within the broader framework of biodiversity conservation, economic and social development.

5. (i) Guiding principle, standard and recommended practice for ICDPs in terms of facilitating trade-offs within the ICDP
    - ICDPs can consider exploring and negotiating trade-offs at an appropriate spatial and temporal scale to facilitate sustainable development. ICDPs can consider exploring and negotiating trade-offs to facilitate sustainable development provided that all stakeholders are involved, stakeholders were involved in defining project objectives and interventions, stakeholders are in a position to develop mutually acceptable management strategies and stakeholders are in a position to identify options and make rational choices between competing development and conservation scenarios.
  - (ii) Comparison and evaluation of Coleske farm in the BNR in relation to the above-mentioned principle
    - The purchase of Coleske farm falls within the ambit of exploring possible trade-offs in the Baviaanskloof Mega-reserve ICDP, i.e., resettlement of a local community from a critical ecological land parcel and the creation of a development node elsewhere in the Baviaanskloof Mega-reserve ICDP that could potentially service all current landless people in the Baviaanskloof. The exploration of this trade-off is, however, being done retrospectively as the ICDP did not historically include all stakeholders in terms of planning, defining project objectives and project interventions. At the time of purchase of Coleske farm as well as at present, all stakeholders are not in a position to identify options and make rational choices between competing development and conservation scenarios or to develop mutually acceptable management strategies.
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6. (i) Guiding principle, standard and recommended practice for ICDPs in terms of ICDP sustainability
    - ICDPs should be designed sustainably. ICDPs should be designed to be effective and sustainable and not totally reliant on donor agencies.
  - (ii) Comparison and evaluation of Coleske farm in the BNR in relation to the above-mentioned principle
    - From the onset the Baviaanskloof Mega-reserve ICDP (in relation to the purchase and consequent situation of Coleske) was not designed

sustainably as it has relied heavily on external funding and external project support to investigate the situation of Coleske, detangle the situation of Coleske and chart a way forward. When the external funding and project support ceased, products such as a Coleske rights and entitlements report and a final draft RAP was delivered. Facilitating a joint decision and implementing a joint solution was left to the Conservation Authority and, as a result, due to the lack of suitable resources to facilitate the finalisation and implementation of the RAP, the process has stopped. The purchase of Coleske farm, in order to initiate the expansion of the BNR into the Baviaanskloof Mega-reserve, was thus not designed sustainably as part of the envisaged ICDP.

7. (i) Guiding principle, standard and recommended practice for ICDPs in terms operating with external project support
  - ICDPs can function with external project support. Support from an external project remains a viable option, provided that the project is designed with a clear understanding of objectives in terms of beneficiation to local communities and alleviating threats to protected areas by maintaining the relationship between biodiversity conservation and development.
- (ii) Comparison and evaluation of Coleske farm in the BNR in relation to the above-mentioned principle
  - The Baviaanskloof Mega-reserve ICDP, with reference to the action to purchase Coleske farm, was not designed with a clear understanding of objectives in terms of beneficiation to local communities. Reliance on short-term external funding support, such as expanded public works projects (EPWP) for community beneficiation/job creation projects, initially resulted in short-term economic benefits to the Coleske community. However, when the external funding ceased, the jobs ceased, and subsequently community beneficiation via job creation ended which lead to poverty ensuing at Coleske farm. The externally funded jobs were developed to facilitate income generation and the relationship between biodiversity conservation and development was not emphasised. The 11 permanent employment opportunities that the Conservation Authority has

provided (in an attempt to finalise and implement the RAP), although internally funded, is not effectively contextualised within the ICDP either and fails to maintain the relationship between biodiversity conservation and development in a fashion that is clearly understood by the Coleske community and key role players. Beneficiation to local communities through, for example, employment opportunities as part of the Baviaanskloof Mega-reserve ICDP is not appropriately contextualised and understood; consequently, the Baviaanskloof Mega-reserve ICDP is understood to be an attempt to grow the BNR as much as possible to protect plants and animals and to simply increase the amount of land under conservation. The link between expanded conservation areas being a potential springboard and a partner to appropriate socio-economic development in the Baviaanskloof is severely lacking.

### **5.1.2 Stakeholder identification and engagement**

1. (i) Guiding principle, standard and recommended practice for ICDPs in terms of stakeholder identification and stakeholder needs
  - Identify and distinguish between different stakeholder groups and their needs. Communities and broader stakeholder groups and their respective needs should be clearly identified by conducting stakeholder analysis and community profiles and analysing the socio-economic dynamics in order to:
    - identify authentic local community neighbours, distinguish between primary, secondary and tertiary stakeholders, understand their respective needs and identify the most vulnerable and poor,
    - channel suitable benefits from protected areas and or integrated conservation and development initiatives adequately to different stakeholder groups.
- (ii) Comparison and evaluation of Coleske farm in the BNR in relation to the above-mentioned principle
  - In relation to the purchase of Coleske farm, conducting stakeholder analysis and community profiles and analysing the socio-economic

dynamics was not done from the onset. As a result, the respective needs of different stakeholders were, and still seem not to be, well understood in the Baviaanskloof Mega-reserve ICDP.

2. (i) Guiding principle, standard and recommended practice for ICDPs in terms of negotiating with legitimate stakeholders
  - Identify and negotiate with legitimate community representatives. Negotiations should be undertaken with legitimate representatives of local communities and special care should be taken not to negotiate with local elites or outsiders with their own priorities and agendas that does not represent the interests of the communities. The role of outsiders in the process should be clarified and regulated.
- (ii) Comparison and evaluation of Coleske farm in the BNR in relation to the above-mentioned principle
  - It is doubtful that the Coleske community was a cohesive community with legitimate representation when they were informed of the sale of Coleske farm. Consequently, the community might not have been in a position to participate in any negotiations that affected them directly. In relation to the RAP, it is evident that the Coleske community is not a cohesive community, that community representation lack legitimacy and that the community is not currently in a position to effectively participate in negotiations that affects them directly.

### **5.1.3 Institutional/Organisational structure and partnerships for ICDPs**

1. (i) Guiding principle, standard and recommended practice for ICDPs in terms of developing partnerships
  - Develop effective partnerships with all categories of stakeholders from the onset. Establish multi-institutional, integrated and effective partnerships between local stakeholders, political representatives, other relevant key partners and stakeholders, conservation agencies and development agencies prior to the implementation of any initiative.

- (ii) Comparison and evaluation of Coleske farm in the BNR in relation to the above-mentioned principle
    - The purchase of Coleske farm to initiate the expansion of the BNR into the Baviaanskloof Mega-reserve ICDP was done in isolation by the Conservation Authority. Effective multi-institutional, integrated and effective partnerships were not formed with local stakeholders, political representatives, other relevant key partners, key stakeholders and development agencies prior to implementation.
2. (i) Guiding principle, standard and recommended practice for ICDPs in terms of institutional structures
- Design institutional structures that can respond to the overall developmental needs of a target area. Develop institutional structures, that facilitate effective participation and collaboration between partners from all spheres of government, conservation authorities, local communities, private and political stakeholders in order to respond to overall developmental and social needs such as conservation requirements, social needs and economic requirements.
- (ii) Comparison and evaluation of Coleske farm in the BNR in relation to the above-mentioned principle
- The purchase of Coleske farm was affected in a void, outside of the existence of institutional structures that could facilitate effective participation from all stakeholders and respond to the overall developmental needs (i.e., conservation, social and economic) of the region.
3. (i) Guiding principle, standard and recommended practice for ICDPs in terms of managing conflict and contradictions between priorities
- Develop institutions that can manage conflict. The institutional and legal structure should be able to address and resolve matters of conflict and contradictions between priorities.

- (ii) Comparison and evaluation of Coleske farm in the BNR in relation to the above-mentioned principle
    - The Conservation Authority purchased Coleske farm without considering that the isolated purchase might suggest that there is a contradiction in terms of conservation and development priorities. For example, on the one hand, the land was purchased for biodiversity conservation purposes and, on the other hand, this purchase was interpreted by the Coleske community as stifling their socio-economic needs to maintain an adequate existence at Coleske. This in turn caused tension and conflict between the Conservation Authority and the Coleske community. The Conservation Authority was, and still is, not geared to address and resolve the conflict; nor has a suitable, e.g. multi-sectoral legal body, been developed that is in a position to resolve matters of conflict and contradictions between priorities.
4. (i) Guiding principle, standard and recommended practice for ICDPs in terms of governance structures
- Develop co-operative, participatory or joint governance structures. Develop joint structures that seek to capitalise on the strength of partners (in terms of power and authority, shared decision-making and responsibility in terms of resource allocation and use) in order to achieve appropriate benefit sharing, effective use of natural resources and just and sustainable use of natural resources.
- (ii) Comparison and evaluation of Coleske farm in the BNR in relation to the above-mentioned principle
    - In relation to the purchasing of Coleske farm to initiate the expansion of the BNR into the Baviaanskloof Mega-reserve, this action did not take place under co-operative, participatory or joint governance structures. Consequently, there is no sense of a shared power and authority, shared decision-making and responsibility to solve the situation of Coleske and appropriate benefit sharing and sustainable natural resource use within the Baviaanskloof Mega-reserve ICDP.

5. (i) Guiding principle, standard and recommended practice for ICDPs in terms of legitimacy of management structures
- Develop legitimate joint management structures and meaningful partnerships. Develop legitimate management structures with shared ownership and meaningful power-sharing (in terms of authority, responsibility and decision-making) between partners. There should be a link between authority and responsibility.
- (ii) Comparison and evaluation of Coleske farm in the BNR in relation to the above-mentioned principle
- In relation to purchasing Coleske farm to initiate the expansion of the BNR into the Baviaanskloof Mega-reserve, there were no legitimate joint management structures and meaningful partnerships with joint authority, responsibility and decision-making at that time. As the Conservation Authority was seen as the authority that purchased the Coleske farm, the responsibility of solving the situation was left to the Conservation Authority alone. If a legitimate joint management structure and meaningful partnerships with a shared authority existed from the onset, the respective authorities could have taken responsibility in terms of jointly developing the Baviaanskloof Mega-reserve ICDP. In relation to the situation of Coleske, legitimate joint management structures and meaningful partnerships where authority and responsibility is clearly delineated and linked are still currently lacking.
6. (i) Guiding principle, standard and recommended practice for ICDPs in terms of institutional accountability and transparency
- Develop accountable and transparent institutional structures. Develop institutional structures that are transparent, fair and held accountable in terms of managing the resources.
- (ii) Comparison and evaluation of Coleske farm in the BNR in relation to the above-mentioned principle
- The purchase of Coleske farm was shared with the directly affected Coleske community residents during the last stages of the sale, which raises issues of transparency. The general management of resources



contained at Coleske and/or affecting the situation of Coleske is questionable. Accountable and transparent institutional structures that could manage resources transparently and fairly were not developed at the time of purchase and said structures are still lacking regarding the situation of Coleske.

7. (i) Guiding principle, standard and recommended practice for ICDPs in terms of defining roles and responsibilities
  - Develop clear roles and responsibilities in partnership arrangements. Functions, duties, powers, roles and responsibilities of institutions, especially joint management bodies, should be clearly delineated.
- (ii) Comparison and evaluation of Coleske farm in the BNR in relation to the above-mentioned principle
  - As there is no legitimate joint management body in relation to solving the situation at Coleske, the roles and responsibilities in terms of who needs to do what is not clearly delineated. Communication and negotiation has ceased.

#### **5.1.4 Participation of and collaboration with local communities**

1. (i) Guiding principle, standard and recommended practice for ICDPs in terms of local community involvement
  - Collaboration with local communities is essential. Collaborate with local communities in order to meet biodiversity conservation needs and meet socio-economic needs of local communities.
- (ii) Comparison and evaluation of Coleske farm in the BNR in relation to the above-mentioned principle
  - Collaborating with local communities, such as the Coleske community, in order to meet biodiversity conservation and the socio-economic needs of local communities was lacking at the time of the purchase of Coleske farm. Effective collaboration with the Coleske community is still severely lacking at present.

### 5.1.5 Empowerment of stakeholders

1. (i) Guiding principle, standard and recommended practice for ICDPs in terms of capacitating stakeholders
  - Capacitate and empower all stakeholders adequately. Capacity building is required for all stakeholders inclusive of conservation officials and community members in order to empower its primary stakeholders to participate effectively, create mutual confidence and trust, enable a mutual learning atmosphere, improve the understanding of the ecological constraints of the area, develop appropriate leadership and understand the respective roles and responsibilities, rights and duties of each partner.
- (ii) Comparison and evaluation of Coleske farm in the BNR in relation to the above-mentioned principle
  - The Coleske community did not own the Coleske farm and were informed of the sale of Coleske farm towards the final stages of the sale agreement. The Coleske community was not aware of their respective tenure rights at the time, and at present they still do not fully understand their respective tenure rights and the comprehensive contents of the RAP. The Coleske community was, and still is, not empowered to the degree that they should be in terms of the contents of the RAP and the Baviaanskloof Mega-reserve ICDP. Similarly, officials in the Conservation Authority as well as other key role players appear not to be empowered in terms of the comprehensive contents of the RAP and the role of the BNR as part of the ultimate aims of the Baviaanskloof Mega-reserve ICDP either.
2. (i) Guiding principle, standard and recommended practice for ICDPs in terms of enabling adaptation and effective decision making
  - Stakeholders should be empowered to make effective decisions and adapt to changing situations. Capacity building of local communities, conservation agencies and project managers should include building capacities that allows for experimentation and learning through implementation in order for these role players to take effective decisions within the context and constraints in which the project operates.

- (ii) Comparison and evaluation of Coleske farm in the BNR in relation to the above-mentioned principle
- The capacity of the Coleske community and the Conservation Authority to allow for experimentation and learning through implementation, in order for these role players to take effective decisions within the context and constraints in which the project operates, appear to be lacking at this point in time. All stakeholders should thus be empowered to make effective decisions and adapt to changing situations. The events that led up to the current situation of Coleske could, however, be deemed learning through experimentation and implementation, provided that the lessons learnt from the current situation at Coleske are interrogated and used to enable adaptation and decision making in the Baviaanskloof Mega-reserve ICDP in order to solve the situation of Coleske within the context and constraints in which the project operates.

#### **5.1.6 Rights and valuing knowledge**

1. (i) Guiding principle, standard and recommended practice for ICDPs in terms of investigating and understanding land rights
- Land rights and access to resources therein should be investigated. Issues pertaining to rights and tenure should be considered and thoroughly investigated as, based on relevant legislation and policy frameworks, it is clearly recognised that people have a right to access and ownership of land and the resources found therein.
- (ii) Comparison and evaluation of Coleske farm in the BNR in relation to the above-mentioned principle
- When Coleske farm was purchased, the community's tenure rights and their rights to access natural resources were not investigated. These rights, however, were investigated as part of the RAP, but appear not to be clearly understood by all parties concerned.

2. (i) Guiding principle, standard and recommended practice for ICDPs in terms of acknowledging resource use rights
  - Acknowledge local resource rights. Local resource use rights of local groups should be acknowledged and validated in order to allow for negotiation from an equivalent basis.
- (ii) Comparison and evaluation of Coleske farm in the BNR in relation to the above-mentioned principle
  - The Coleske community's tenure rights and their rights to access natural resources at Coleske have been investigated as part of the RAP. However, the Coleske community members that are still residing at Coleske farm are not realising their local resource use rights due to a combination of concerns for their safety in relation to walking amongst the dangerous buffalos and rhinos, and a lack of understanding of the community's comprehensive local resource use rights by all parties concerned.
3. (i) Guiding principle, standard and recommended practice for ICDPs in terms of land ownership
  - Encourage the retention of community-based land ownership. Communities should be encouraged and assisted to retain community-based ownership of land as the erosion of tenure to land has been directly correlated to the loss of biodiversity.
- (ii) Comparison and evaluation of Coleske farm in the BNR in relation to the above-mentioned principle
  - A final decision in terms of whether the Coleske community will reside in a formal settlement with limited services at Coleske farm, or a formal settlement at the proposed Bosdorp development node has not been reached. It appears that the likelihood of the Coleske community obtaining ownership of land at Coleske farm is slim, whereas the chance of obtaining ownership of land through the Bosdorp development option is a possibility, provided that the Bosdorp development node becomes practically implementable.

4. (i) Guiding principle, standard and recommended practice for ICDPs in terms of acknowledgment and use of knowledge
  - Acknowledge and make use of local and scientific knowledge. Value should be attached to both scientific and local knowledge in order to facilitate that both local and scientific knowledge is incorporated into joint decision making processes.
- (ii) Comparison and evaluation of Coleske farm in the BNR in relation to the above-mentioned principle
  - Scientific knowledge was used to identify ecological features of Coleske farm as critical valley bottom lands that require protection. Investigation into the resource use rights of the Coleske community has yielded information in terms of the uses of various natural resources for various purposes, e.g. medicinal plants. Aspects of the local knowledge (although not in detail) have been documented as part of the RAP at this point in time. Local knowledge and scientific knowledge in relation to, for example, the medicinal plant uses, could be incorporated into joint decision-making processes of the Baviaanskoof Mega-reserve ICDP, which could ultimately stand the ICDP in good stead.

#### **5.1.7 Benefits and managing expectations**

1. (i) Guiding principle, standard and recommended practice for ICDPs in terms of communicating and managing expectations
  - ICDPs should communicate realistic prospects clearly and should not make promises outside the scope of its abilities. Realistic expectations and benefits pertaining to a conservation initiatives' ability to contribute to developmental and societal needs should be identified, communicated and clearly understood by all parties concerned to avoid disappointment and mistrust.
- (ii) Comparison and evaluation of Coleske farm in the BNR in relation to the above-mentioned principle
  - The current lack of communication and negotiation, the ad hoc isolated purchase of Coleske farm, the initial promises made in relation to the

purchase of Coleske farm and the general current situation of Coleske farm has led to disappointment and mistrust. Substandard communication in relation to the RAP options has led to unrealistic expectations being created, for example; each Coleske household now wants one permanent job from the Conservation Authority, the Coleske community is under the impression that if they agree to the Bosdorp development node option they would receive indefinite preferential treatment above other local communities in the Baviaanskloof in relation to both employment and any and all other income generation opportunities at the BNR in the future. The Coleske community currently expects that if the community agrees to move to the Bosdorp development node; that houses would be built immediately, services would be rendered, land parcels would be delineated and ownership of a specific land parcel would be transferred to each family, each Coleske family would be provided with at least one permanent job at the BNR, etc. The benefits of relocating to the Bosdorp development node, the prerequisite requirements to realise the practical implementation of the Bosdorp development node and the associated timeframes have not been communicated clearly and effectively, consequently expectations are not being managed and is at risk of spiralling completely out of control. The reality of the current situation and the proposed way forward as per the RAP, i.e., to agree on a joint option and finalise the RAP, is not clearly understood by all parties concerned and the continued lack of communication and negotiation might perpetuate disappointment and mistrust.

2. (i) Guiding principle, standard and recommended practice for ICDPs in terms of potential benefits
  - Project benefits should encompass economic and non-economic incentives. A variety of benefits should be identified and the benefits could encompass a wide range e.g. subsistence benefits in the form of access to natural resources in protected areas based on appropriate zonation and demarcation, economic benefits by direct monetary transfers or harvesting natural resources and selling it, direct employment, education,

empowerment and capacity building benefits, social, cultural and political benefits, etc.

(ii) Comparison and evaluation of Coleske farm in the BNR in relation to the above-mentioned principle

- At this point in time, in relation to the Coleske community, incentives appear to be economic and in the form of access to natural resources. However, the economic incentives have reached a limited number of families and access to natural resources are hampered due to movement being restricted owing to the presence of dangerous animals at Coleske farm.

#### **5.1.8 Research, monitoring, evaluation and adaptive management**

1. (i) Guiding principle, standard and recommended practice for ICDPs in terms of overall monitoring and evaluation

- Create mechanisms to monitor and evaluate projects. Projects should be monitored and evaluated (both socially and ecologically) on a continuous bases in order to implement an adaptive management approach by testing assumptions, experimenting, identifying and addressing weaknesses, overcoming threats, unlocking new opportunities, redesigning relevant aspects and so forth, in order to reinforce its positive impact and improve its efficiency.

(ii) Evaluation of Coleske farm in the BNR as part of Baviaanskloof Mega-reserve ICDP

- The situation of Coleske and solving the situation seems to be totally lacking in terms monitoring and evaluation, consequently there is no definite progress in terms of the RAP and communication and negotiation has ceased.

2. (i) Guiding principle, standard and recommended practice for ICDPs in terms of ecological resource monitoring

- Create mechanisms to specifically monitor the ecological resources in order to facilitate the sustainable use thereof. Projects should research

species and habitats with the purpose of measuring the uses of natural resources so as to be in a position to assess threats to conservation and if necessary, develop alternative sources to natural resource use, develop suitable beneficiation strategies and document successes.

(ii) Evaluation of Coleske farm in the BNR as part of Baviaanskloof Mega-reserve ICDP

- The argument that indicates that natural resources and ecological processes in the narrow valley bottom corridor of Coleske farm was underrepresented within the BNR as well as in the rest of the country, and that these processes were critical to biodiversity conservation, suggests that ecological research has been conducted. It is, however, not definitely known if specific species and habitats have been researched in order to develop suitable beneficiation strategies via the sustainable use of resources.

#### **5.1.9 Document project implementation and experiences**

1. (i) Guiding principle, standard and recommended practice for ICDPs in terms of documenting ICDP implementation

- Document and communicate successes and failures of programmes. Successes and failures of projects should be documented and publicised in order to contribute to the body of knowledge, enable a learning environment and inform best-practice and policy frameworks within the integrated conservation and development initiative sphere.

(ii) Comparison and evaluation of Coleske farm in the BNR in relation to the above-mentioned principle

- The situation of Coleske has been documented in various manners, e.g. the Coleske community rights and entitlement study, the RAP and by researchers. It is, however, doubtful that the situation of Coleske is specifically being documented as part of a dedicated process of the Baviaanskloof Mega-reserve ICDP to contribute to the body of knowledge, enable a learning environment and inform best-practice.



## 5.2 Recommendations for the situation of Coleske

This section outlines pointers for the way forward in terms of improving the status quo at Coleske farm and addressing the root causes for the lack of definite and substantial progress in terms of finalisation and implementation of the RAP:

*Facilitate communication between the Coleske community, the ECTPA and BLM in order to open channels of communication to address day-to-day issues in the short term and reinstate the RAP negotiation process in the medium term.*

- In the short term, communication between the two most important stakeholders, i.e., the Coleske community and the ECTPA should be reinstated immediately in order to jointly address day-to-day issues such as safety considerations and access to natural resources. This should be followed by communication between the Coleske community, ECTPA and the BLM to discuss potential practical projects that might yield temporary employment in a sequential manner.

During these interactions, it should be clarified that discussions about the RAP and finalisation of a joint solution will be facilitated through a parallel process that would, firstly, empower all stakeholders to have a common understanding from which to communicate and negotiate and to build trust, and that this would be followed by the reinstatement of formal negotiations.

*Initiate discussions between the ECTPA, the BLM and the Coleske community in order to improve the status quo at Coleske farm.*

- The ECTPA, the BLM and the Coleske community should have discussions as a matter of extreme urgency in order to address the immediate and pressing current situation of Coleske in terms of access to services, safety concerns, access to natural resources and poverty.

- Access to services at Coleske

Priority basic services that could be availed in the short term, in order to improve the current situation at Coleske farm, should be jointly identified and the provision of these priority basic services in the form of mobile services should be considered. This would require authentic communication, partnerships and commitment between the ECTPA, the Baviaans Local Municipality and the Coleske community.

- Safety

As the fences between the original BNR and Coleske farm were dropped now allowing for buffaloes and rhinos to roam freely, which in turn poses a safety risk to Coleske residents, the ECTPA should, as a matter of urgency, either re-erect the fences that used to separate the BNR from the Coleske farm and/or fence every dwelling in. The fencing in of every dwelling would, however, not mitigate the risk of community members encountering the wild animals when they are outside of the fenced-in areas. Fencing in of the dwellings would require the ECTPA to develop supplementary practical mechanisms to ensure the safe movement of the Coleske residents (outside of the fenced-in dwellings) that still physically reside at Coleske farm.

- Access to natural resources

As access to natural resources is hampered due to the free roaming buffaloes and rhinos, the fencing in of Coleske farm would facilitate reasonably safe access to natural resources for subsistence use. If the option to fence in every dwelling were to be implemented, the ECTPA would need to develop practical mechanisms to facilitate safe access to wood, clay and medicinal plants to the Coleske residents that still physically reside at Coleske farm.

- Income/Poverty

- Households physically residing at Coleske farm

As the community at Coleske farm has been classified as 'destitute' people by the municipality and are not employed for the most part, the ECTPA and the BLM should jointly consider and jointly plan their respective resources available to facilitate their respective temporary employment projects in a sequential manner. For example, the BLM could possibly afford to create temporary work for a few months linked to certain projects and similarly the ECTPA might possibly be able to afford to create temporary work for a few months linked to certain projects. Instead of these temporary jobs being created concurrently and over the same time period, the respective projects that create temporary jobs could be implemented sequentially or back-to-back. The implementation of the projects can be jointly planned to allow for at least one individual out of every household that is still physically residing at Coleske farm, to have various sets of temporary employment from these two different institutions over a longer, back-to-back time period. Hence, although the work would not be permanent, income to these households would be semi-regular and semi-stable. The local municipality and the ECTPA could investigate what other role players in the landscape provide temporary work as well and the same approach could be applied to include the municipality, the ECTPA and other role players in the landscape. This approach could alleviate the poverty situation in which the Coleske residents that still physically reside at Coleske farm currently find themselves.

*Empower and strengthen the capacity of all stakeholders to optimise their contributions to the negotiation process*

- As communication and negotiation in relation to the Coleske RAP ceased years ago and as there are different understandings of where the process to finalise a joint solution got to, the negotiation process cannot simply pick

up where it left off. In order to ensure that all the role players have a shared basis from which to communicate and negotiate, with the aim of genuinely finding a final joint solution and in order to restore trust between stakeholders, the Coleske community and key role players should be jointly empowered.

The Coleske community and the key role players should be empowered to understand the occupancy status of the Coleske community, the three proposed resettlement options as per the RAP should be clearly explained and the challenges linked to the practical implementation of each of the options should be shared. The way forward for reaching final agreement in terms of the RAP and the broad prerequisite requirements and associated general timeframes for the actual implementation of the RAP should be clearly communicated. The 11 permanent jobs created by the Conservation Authority should be contextualised, to the Coleske community and the key role players, in relation to the RAP and the Baviaanskloof Mega-reserve ICDP. This could be done by appointing a dedicated individual/s to workshop the RAP document with the Coleske community and the key role players in order to facilitate a common understanding from which to communicate and negotiate and in order to restore trust between the stakeholders.

*Identify, lobby and mobilise key stakeholders that can play a coordination role, as well as key role players that are required to aid in finding a joint solution in order to facilitate tangible progress in terms of finalising and implementing the RAP.*

- As there has been no further communication between key stakeholders since the shortage of land was identified as an obstacle, an approach that allows for the identification and coordination of key stakeholders for the eventual systematic implementation of the negotiated agreed on option should be employed.

Considering that the Baviaanskloof is a rural area where agriculture is practiced and that the intention is to develop a formal settlement of some

sort that offers certain basic service somewhere in the Baviaanskloof, all key role players should be clearly identified.

Key role players could include the:

- National Department of Rural Development
- National Department of Human Settlements
- National Department of Environmental Affairs
- National Department of Land Affairs and Land Reform
- Provincial Department of Local Government and Housing
- Provincial Department of Economic Development, Environmental Affairs and Tourism
- Provincial Department of Agriculture
- Provincial Department of Social Development
- Provincial Department of Education
- Provincial Department of Arts and Culture
- Eastern Cape Tourism and Parks Agency
- Cacadu District Municipality
- Baviaans Local Municipality
- Coleske community

One of the above-mentioned stakeholders, for example, the National Department of Rural Development or the National Department of Human settlements, could play a coordination role in terms of firstly mobilising that all the key role players become actively involved in planning the actual development of a formal settlement in the Baviaanskloof, and secondly, facilitating that all key role players allocate appropriate resources in terms of their mandate for the implementation of the settlement development.

Additional role players could include multifaceted appropriate nongovernmental organisations with a proven track record in terms of facilitating environmentally sustainable settlement and socio-economic development. Expert facilitation through the use of experienced consultants with proven track records of success in terms of negotiation, facilitation, securing resources for practical implementation of development projects, and so forth, could be considered as potential role players.

*Mobilise political support and decision-making at a high level in order to ensure that the status quo of Coleske does not remain in years to come.*

- Due to the situation of Coleske being described as a political ‘hot potato’ that role players seem to be reluctant to ‘touch’ and take ownership and responsibility for at the appropriate level, an approach of securing high-level support for resolving the situation should be employed. As the ECTPA and the BLM are the government institutions that are currently most directly affected by the situation of Coleske, these two institutions should consider the following:
  - ECTPA:
    - could take the matter up at the appropriate Executive Board level and start facilitating political buy-in and the political will to resolve the matter,
    - could source joint funding with its mother department, i.e., the Eastern Cape Provincial Department of Economic Development, Environmental Affairs and Tourism, in order to move the process along, e.g. by appointing a dedicated person or project management unit whose only focus is to drive the resolution a finalisation of the RAP process and the ultimate implementation process.
  - BLM and the ECTPA:
    - could secure a meeting with the National Minister of Rural Development or the National Minister of Human Settlements via political channels in order to get high level political support for the development of a formal settlement in the Baviaanskloof and to request that one of the Departments under the political leadership of the ministers play a coordination role to bring all other Departments and key role

players on board to genuinely find a joint solution and implement the solution.

Should dedicated attempts to find a joint solution at this level fail, in order to prevent the current situation of Coleske from existing indefinitely, an overriding political decision in terms of what will transpire in the Baviaanskloof could be employed as a last resort to resolving the situation of Coleske and facilitating the development of a formal settlement in the Baviaanskloof.

Once a final decision is made, the existing RAP could be used as a basis to develop an action plan that is now practically implementable; it should be costed correctly (e.g. cost of land and infrastructure required, etc.), realistic timeframes should be attached, and the plan should be implemented systematically.

*Assign roles and responsibilities clearly and implement monitoring and evaluation mechanisms in order to facilitate accountability in terms of RAP implementation.*

- Once the final agreement, in terms of what course of action will be taken in the Baviaanskloof in relation to the development of a formal settlement in the Baviaanskloof, is reached and the action plan is developed, respective roles and responsibilities in terms of resource allocation, dedicated specific actions, associated timeframes, etc., should be clearly identified and assigned to different key role players at a key role player level. The project action plan should be monitored closely and evaluated on a regular basis by the National coordinating Department in order to unblock blockages where obstacles might arise and hinder progress.

Within the key role player organisations, in order to facilitate smooth implementation, dedicated staff at the appropriate executive and senior management level (in terms of the key role players' mandate) should be assigned to oversee the execution of their organisations contribution to implement the final decision. The implementation staff should have the

correct specialist skills, for example, specialists in housing, legal matters, social matters, heritage matters, etc., and each task in the plan with its associated time frame that a staff member is responsible for should be linked to the staff members performance reviews.

*Build in mechanisms to manage matters pertaining to in-migration, funding sources and natural resource use, and link the development benefits that will emanate from the implementation of the RAP (within the Baviaanskloof Mega-reserve ICDP) directly to the community's obligation to conserve the natural resources within the Baviaanskloof Mega-reserve ICDP in order to contribute to the sustainability of the ICDP.*

- As the settlement development is ultimately part of the Baviaanskloof Mega-reserve ICDP, where there is already an enormous challenge in terms of limited land availability and large amounts of landless people that require accomodation in the Baviaanskloof in some sort of formal settlement, the resolution of the situation of Coleske in the Baviaanskloof Mega-reserve ICDP should guard vehemently against realising unintended consequences, such as in-migration to the settlement to the point where the limited resources can no longer cope with the demand. The socio-economic stability of the residents of the settlement and the region as a whole should not only depend on foreign aid, external funding and/or overseas tourism, as unforeseen changes in international economics can result in the collapse of the socio-economic stability of the area if it is designed to be solely dependent on these factors. Any income generation initiatives at the formal settlement that is dependent on natural resource use such as harvesting or game off-take schemes should be designed based on actual defensible ecological research and not guesswork. The ICDP should be resistant to political pressure that might call for the continued use of natural resources during times that natural resources might be declining, in order to avoid unsustainable harvesting and off-take that can possibly result in the complete loss of the natural resources over the long-term. The resolution of the Coleske situation should thus embrace the Coleske community and potentially other landless local communities



as partners instead of beneficiaries in the ICDP by linking the development benefits directly to the community's obligation to the continued conservation of the natural resources within the Baviaanskloof Mega-reserve ICDP.

### **5.3 Conclusion**

As indicated earlier in the document, the past 50 years have shown an extraordinary transformation of the earth that has led to the loss of species and ecosystem goods and services which in turn inspired widespread efforts to improve natural resource management and conservation efforts (Ghai, 1994:7; Dudley, Mansourian, Stolton and Sukswan, 2008:9). Most historical conservation efforts, through the creation and expansion of protected areas, excluded community involvement and disregarded the rights of local communities by placing restrictions on natural resource use or displacing the local communities (Ghimire, 1994:195-196). It was, however, appreciated that biodiversity is of great relevance to communities who depend on it for subsistence (Bhatt, 1998:270) and over time, a substantial change took place in conservation approaches in the form of policies and programmes (Kothari, Anuradha and Pathak, 1998:25). In line with the global trend, South Africa's historical approach to conservation also took the form of restricting natural resource use by local communities and forced removals (Pelser and Sempe 2003, as cited in Pelser *et al.*, 2011:41; and Algotsson, 2006, as cited in Pelser *et al.*, 2011:41) and again, in line with the global shift in conservation approaches and South Africa becoming a democracy in 1994, South Africa's policies and practices were reviewed and revised and this influenced the manner in which conservation initiatives were and are to be planned and managed substantially (Crane, *et al.*, 2009:141).

ICDPs, such as the Baviaanskloof Mega-reserve ICDP, were thus envisaged as the new and improved approach to meeting conservation and development goals, as ICDPs sought to place equal focus on biological conservation and human development (Alpert, 1996:845). Strategies to be employed in ICDPs included the promotion of biological conservation by encouraging local communities to either forgo access to, or reduce the illegal use of species and their habitats; facilitating alternative sources of income, sustenance and livelihoods in exchange for resources

forgone; providing or facilitating benefits such as infrastructure, direct compensation or social services such as, for example, schools or clinics in exchange for surrendering or reducing access to natural resources; and stimulating local enterprise development, e.g. craft development (Barrett and Arcese, 1995:1074; Alpert, 1996:846). Characteristics of ICDPs were to include legitimacy; cohesion; setting boundaries in order to determine membership, authority and responsibility of a joint organisation; and establishing resilient organisations/institutions with an ability to adapt and be durable in order to manage risk (Barrow and Murphree, 2001:26-27).

The situation of Coleske in the Baviaanskloof Nature Reserve (which forms the core of the Baviaanskloof Mega-reserve ICDP) is a testament to a shift in conservation approaches in South Africa. Although the farm was purchased prematurely, the purchase was made with the intention to eventually develop a mega-reserve that would ultimately yield conservation and development benefits to the Baviaanskloof region. Elements in the Baviaanskloof Mega-reserve ICDP, such as the rights and entitlements study of the Coleske community and the RAP with its development node option, shows promise in terms of solving the situation of Coleske and eventually realising a successful ICDP in the Baviaanskloof. However, in order to realise the intention of the Baviaanskloof Mega-reserve ICDP, the fundamental characteristics of an ICDP of inclusion, partnerships, legitimacy, cohesion, demarcation, resilience and so forth would need to be embraced by all the role players.

Having considered the findings on the situation of Coleske within the context of the Baviaanskloof Mega-reserve ICDP, the Baviaanskloof Mega-reserve ICDP can be considered to encompass a range of ICDP approaches. For example, at one stage the Baviaanskloof Mega-reserve ICDP accessed poverty relief and national lottery funding that resulted in jobs being created to aid the main objectives of the ICDP, i.e., the conservation of species, habitats and ecosystems in the Baviaanskloof. The improvement of rural livelihoods appear to have been of a secondary concern, but by having created the jobs, there was a degree of beneficiation (excluding the use of natural resources within the protected area) from the protected area to the local community in order to contribute to improving their livelihoods based on the existence of the protected area. The poverty relief funded jobs also included an

element of awareness creation and education linked to, e.g. financial management, health, education, etc. From the situation described above, the Baviaanskloof Mega-reserve ICDP can be considered to encompass elements of the ICDP Protected Area Outreach approach.

Considering that the state owns and controls the Coleske land and the resources contained therein, that the situation is complex in terms of tenure rights at Coleske farm, and that there appears to be some sort of ‘informal understanding and agreement’ at present that the Coleske residents can access natural resources such as clay, medicinal plants, etc., the Baviaanskloof Mega-reserve ICDP can be considered to encompass a minimal element of the Collaborative Management ICDP approach. Therefore, bearing in mind that the ultimate finalisation, securing resources and implementing the RAP within the broader context of the Baviaanskloof Mega-reserve will require a realistic and appropriate timeframe, consideration should be given to the negotiation and creation of a more formal mechanism that allows for collaborative management of the state-owned (Coleske land) and state controlled resource (Coleske land with its natural resources contained therein) in an attempt to meet conservation objectives and facilitate rural livelihoods beneficiation via a formal collaborative management arrangement in the medium term.

Concerning the Community-based Conservation ICDP approach and that ICDPs must be contextualised within a long-term strategy for sustainable development where the ICDP, within this context, is a shorter term intervention inside a longer term endeavour to implement processes that will simultaneously focus resources toward poverty alleviation, rural development and conservation; the Community-based Conservation approach could be a future possibility over the long-term in certain parts of the Baviaanskloof ICDP. For example, in the Baviaanskloof landscape, sustainable development in the long-term could include devolving control over natural resource management in a section(s) of the Baviaanskloof Mega-reserve to a competent local community in the Baviaanskloof. Although the Community-based Conservation ICDP approach has not been realised purely from a nature conservation or biodiversity management perspective linked to Coleske farm or any other land parcel in the Baviaanskloof, it is worthwhile highlighting that the Sewefontein Farm Project in the Baviaanskloof landscape is owned and managed by

a local community. As the Sewefontein farm is directly next to the physical location of the proposed Bosdorp development node, the Baviaanskloof Mega-reserve should consider forming a partnership with the Sewefontein local community and linking and contextualising the Sewefontein initiative within the broader Baviaanskloof Mega-reserve ICDP. The Sewefontein community already has ownership of the farm, they are managing the Sewefontein farm that contains valley bottom land that they are farming, the farm includes mountains with vegetation that is good for browsing and, in addition to this, the farm contains natural fountains that produce high quality water. Such a partnership could be a catalyst for devolving control over natural resource management in a section(s) of the Baviaanskloof Mega-reserve to other competent local communities in the Baviaanskloof over the long-term, where sustainable livelihoods can be facilitated and sustainable development could be realised based on effective natural resource management by local communities in the Baviaanskloof Mega-reserve ICDP.

The Baviaanskloof Mega-reserve ICDP operates within an enabling environment to develop an ICDP in South Africa. This enabling environment is embedded in various legislation of South Africa, but it is worthwhile emphasising that the environmental legislation, specifically developed to protect the natural resources of South Africa, clearly makes provision for the establishment and effective management of ICDPs. For example, the National Environmental Management Act of 1998 indicates that the state should protect, promote and respect the environmental, social and economic rights of everyone; that development must be environmentally, socially and economically sustainable; and that environmental management should place people's needs at the forefront of its command in order to serve people's physical environment, developmental, cultural, social and psychological needs fairly (RSA National Environmental Management Act, 1998:2,10). The National Environmental Management Protected Areas Act of 2003 sanctions the sustainable utilisation of resources on protected areas for the benefit of people in a manner that would preserve its ecological character and it promotes the participation of local communities in the management of protected areas where appropriate, for example, through co-management agreements with a local community, another organ of state, an individual or other party (RSA National Environmental Management Protected Areas Act, 2003:12,18,34). The National Environmental Management Biodiversity

Act of 2004 allows for indigenous biological resources to be used sustainably, it creates an enabling basis for bioprospecting that would allow for beneficiation or the sharing of benefits arising from bioprospecting, and it allows for the fair and equitable sharing of these benefits by stakeholders (RSA National Environmental Management Biodiversity Act, 2004:2,64). As per the National Environmental Management Act and the National Environmental Management Protected Areas Act, a World Heritage Site is deemed a Protected Area and is expected to be managed in a manner that is sensitive to people's needs in order to serve people's physical environment, developmental, cultural, social interests and psychological needs in a just manner (RSA National Environmental Management Act, 1998:2,10; RSA National Environmental Management Protected Areas Act, 2003:16; RSA World Heritage Convention Act, 1999:5). It is further specified that special measures must be taken to ensure access to vulnerable and historically disadvantaged people, and it should be promoted that interested and affected parties must participate in the development and control of the World Heritage Site, in order to facilitate that decisions take into account the values, needs and interests of all parties (RSA National Environmental Management Act, 1998:2,10; RSA National Environmental Protected Areas Act, 2003:16; RSA World Heritage Convention Act, 1999:5).

Considering that the Coleske farm is part of the BNR, considering that the BNR is a Protected Area in its own right (that in turn was declared as a World Heritage Site as part of the Cape Floristic Region World Heritage Site) and considering that the biodiversity attributes in the Baviaanskloof Mega-reserve are deemed unique, the legislation that exist in this regard allow for vast possibilities and opportunities for the development of an effective, efficient and successful ICDP in the Baviaanskloof. In addition to this, the existing fundamentals, basics, ideals, principles or guidelines for ICDP implementation provide sound standards and guidelines that the Baviaanskloof Mega-reserve can employ in its continued implementation.

Lastly the situation of Coleske, as part of the Baviaanskloof Mega-reserve has already been contextualised within the relevant international and national frameworks in relation to resettlement. For example, the World Bank states that a 'resettlement policy framework' (RPF) to allow for the development of a 'resettlement plan' that should cover aspects of relocation and a 'process framework' (PF) that

should deal with restrictions of access to resources should be developed where resettlement becomes an option (World Bank, 2001: [2,5,6]); it should be noted that CAPE has already facilitated the development of the RPF and PF for CAPE that met the requirement of the World Bank and took into consideration relevant South African Legislation. As previously stated, according to Steyn and Claassens (2003:9) all the institutions involved in CAPE committed to the implementation of the CAPE RPF and PF. It should be noted that the Eastern Cape Government, via DEAET, was a signatory to the implementation of the CAPE programme that recommended the development of the Baviaanskloof Mega-reserve. Therefore, finalising the situation of Coleske is a tangible possibility if the existing frameworks and policies are seriously considered and implemented by the Eastern Cape Government of South Africa.

#### **5.4 Recommendations for future research**

It is acknowledged that the current study has provided for only some insight into the broad challenges and impediments in expanding the conservation estate in South Africa, it allowed for a narrow view regarding the lack of progress with protected area expansion and the community related issues in the Baviaanskloof Mega-reserve and for the limited exploration of the reasons for the lack of definite and substantial progress in terms of implementation of the RAP. With reference to the situation of Coleske in the BNR (that forms the core of the Baviaanskloof Mega-reserve) this study however afforded an opportunity to identify a number of gaps in terms of ICDP implementation in South Africa. Further research that could narrow the gaps and expand on the topic of ICDP implementation in South Africa could include:

- Further research could be conducted on the view/perception of and support for the development of ICDPs, such as the Baviaanskloof Mega-reserve ICDP, from other stakeholders in the planning domain of an ICDP (e.g. other local communities, the private landowners in the planning domain of an ICDP, the local and district municipalities that the planning domain of the ICDP spans, the relevant Provincial and National Departments, etc). This could assist in determining what mechanisms to employ in order to plan, design and implement ICDPs with the affected stakeholders.

- Research into what specific institutions exist (e.g. relevant nongovernmental organisations, private organisations, etc.) that are willing to participate in ICDP design, planning and implementation could be undertaken in order to aid in the establishment of competent, accountable, transparent, integrated and effective, multi-institutional partnerships that can coordinate and efficiently facilitate ICDP implementation.
- The legislative and policy frameworks (national and international) in which ICDPs in South Africa operates could be researched and simplified into a generic, easily understood guideline document, toolkit, “do’s and don’ts” for ICDP implementation in South Africa. This guideline document could clarify what processes needs to be undertaken at what stage of an ICDP, who the likely role players would be during each process or stage of an ICDP, what each role players’ likely role could be during the various stages of an ICDP, etc. This would aid in facilitating a more streamlined approach to ICDP coordination, design, planning and implementation, where each role player understands the rationale for the ICDP and their role at various stages of the ICDP. Such an approach would reduce duplication of certain processes by different role players and would facilitate the better use of limited resources available for ICDPs, hence improving its chances of durability and sustainability.

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## APPENDIX A

### HEAD/SENIOR MEMBER OF HOUSEHOLD QUESTIONNAIRE

#### A. General information

*Algemene inligting*

Questionnaire Number/ <i>Vraelysnommer.</i>	
Name of study area/ <i>Naam van studiegebied</i>	Baviaanskloof Nature Reserve: Coleske
Name of interviewer/ <i>Naam van onderhoudvoerder</i>	Eleanor C. McGregor
Date of interview/ <i>Datum van onderhoud</i>	

#### B. Details of respondent

*Besonderhede van respondent*

Surname of household/ <i>Van van huishouding</i>	
Position in household/ <i>Posisie in huishouding</i>	
Age/ <i>Ouderdom</i>	
Sex/ <i>Geslag</i>	
Current place of residence/ <i>Huidige woonplek</i>	
Employer/ <i>Werkgewer</i>	

### C. QUESTIONS/VRAE

No.	QUESTION	Ja/Yes 1	Nee/No 2	Uncertain/ Onseker 3
1	<p>Are you aware of the Baviaanskloof Mega-reserve project?</p> <p><i>Is u bewus van die Baviaanskloof mega-reservaatprojek?</i></p>			
2	<p>Before Coleske farm was purchased in 2001, were you part of any planning processes [e.g. meetings, workshops, etc.] to inform the future of the Baviaanskloof? (I.e., to develop the Baviaanskloof Mega-reserve?</p> <p><i>Voor Coleske plaas gekoop is in 2001, was u deel van enige beplanningsprosesse [deur bv. vergaderings, werksinkels, ens.] met betrekking tot die toekoms van die Baviaanskloof? Dit wil sê om 'n Baviaanskloof megareservaat te ontwikkel?</i></p>			
3	<p>Between 1999 and 2008 there were various processes [e.g. meetings, workshops, etc.] to discuss possible resettlement options for communities living in the Baviaanskloof. The options included the following:</p> <p><i>Tussen 1999 en 2008 was daar baie prosesse [deur bv. vergaderings, werksinkels, ens.] om moontlike hervestigingsopsies van gemeenskappe (wat in the Baviaanskloof woon) te bespreek. Die opsies het die volgende behels:</i></p>			
3.1	<ul style="list-style-type: none"> <li>that communities move out of the Baviaanskloof,</li> </ul> <p>Were you part of any of those processes?</p> <p><i>• dat gemeenskappe uit die Baviaanskloof trek,</i> <i>Was u deel van enige van daardie prosesse?</i></p>			
3.2	<ul style="list-style-type: none"> <li>that local communities relocate to a development node, in the Baviaanskloof, like the Bosdorp / Zaaimanshoek / Sewefontein area,</li> </ul> <p>Were you part of any of those processes?</p>			



	<ul style="list-style-type: none"> <li>• <i>dat plaaslike gemeenskappe na 'n ontwikkelingspunt/area, soos die Bosdorp / Zaaaimanshoek / Sewefontein area (in die Baviaanskloof) verhuis, Was u deel van enige van daardie prosesse?</i></li> </ul>			
3.3	<ul style="list-style-type: none"> <li>• that everything remains as it is.</li> </ul> <p>Were you part of any of those processes?</p> <ul style="list-style-type: none"> <li>• <i>dat alles presies dieselfde bly. Was u deel van enige van daardie prosesse?</i></li> </ul>			
4	<p>With reference to the Coleske community, are you aware that a process [e.g. meeting, workshops, etc.] was undertaken with the Coleske community, the Conservation Authorities and other role players, where it was agreed (in 2008) that there are three proposed options, in terms of where the Coleske community could possibly reside. The options included the following:</p> <p><i>Met betrekking tot die Coleske gemeenskap, is u bewus dat daar 'n proses [deur b.v. vergaderings, werkwinkels, ens.] onderneem was waartydens die Coleske gemeenskap, die Bewaringsowerhede en ander rolspelers (in 2008) ooreengekom het dat daar 3 voorgestelde opsies is in verband met waar die Coleske gemeenskap dalk kan woon? Die opsies het die volgende behels:</i></p>			
4.1	<ul style="list-style-type: none"> <li>• that the Coleske community remain at Colseke farm in a concentrated settlement with limited services,</li> </ul> <p>Were you part of any of those processes?</p> <ul style="list-style-type: none"> <li>• <i>dat die Coleske gemeenskap, in 'n gekonsentreerde nedersetting met beperkte dienste, by Coleske plaas aanbly Was u deel van enige van daardie prosesse?</i></li> </ul>			
4.2	<ul style="list-style-type: none"> <li>• that the Colseke community resettle westward within the Baviaanskloof Mega-reserve to create a development node, that would service Coleske residents and other landless people adequately in the Baviaanskloof valley,</li> </ul> <p>Were you part of any of those processes?</p> <ul style="list-style-type: none"> <li>• <i>dat die Coleske gemeenskap weswaarts verhuis om sodoende 'n ontwikkelingspunt/area in die Baviaanskloof mega-reservaat te ontwikkel, waar die Coleske gemeenskap en ander</i></li> </ul>			

	<p><i>grondlose mense in the Baviaanskloof vallei voldoende dienste kan ontvang, Was u deel van enige van daardie prosesse?</i></p>			
4.3	<ul style="list-style-type: none"> <li>that the Coleske community resettle to Willowmore, the closest existing town to the west of the Baviaanskloof Nature Reserve.</li> </ul> <p>Were you part of any of those processes?</p> <ul style="list-style-type: none"> <li><i>dat die Coleske gemeenskap na Willowmore, die naaste bestaande dorp, wes van die Baviaanskloof Natuurreservaat, hervestig.</i></li> </ul> <p><i>Was u deel van enige van daardie prosesse?</i></p>			
5	<p>In relation to the three options for the Coleske community, are you aware that in 2008 the following recommendations were made:</p> <p><i>Met betrekking tot die drie opsies vir die Coleske gemeenskap, is u bewus daarvan dat in 2008 die volgende aanbevelings gemaak is:</i></p>			
5.1	<ul style="list-style-type: none"> <li>that further discussion is required to finalise a joint solution by all parties concerned,</li> </ul> <p>Are you aware of this?</p> <ul style="list-style-type: none"> <li><i>dat opvolgbesprekings nodig is om 'n gesamentlikke oplossing met alle betrokke partye te finaliseer,</i></li> </ul> <p><i>Is u bewus hiervan?</i></p>			
5.2	<ul style="list-style-type: none"> <li>that the Conservation Authorities and the Coleske community in particular would need to cooperate to finalise a joint solution,</li> </ul> <p>Are you aware of this?</p> <ul style="list-style-type: none"> <li><i>dat veral die Bewaringsowerhede en die Coleske gemeenskap sal moet saamwerk om 'n gesamentlikke oplossing te finaliseer,</i></li> </ul> <p><i>Is u bewus hiervan?</i></p>			
5.3	<ul style="list-style-type: none"> <li>that it was vital that any resettlement option (within the context of the development of the mega-reserve) ultimately result in effective biodiversity conservation and tourism that would</li> </ul>			

	<p>generate economic benefits, improve the overall social and economic security of the Coleske community and other disadvantaged communities in the Baviaanskloof.</p> <p>Are you aware of this?</p> <ul style="list-style-type: none"> <li><i>dat dit van die allergrootste belang is dat enige hervestigingsopsie (in verband met die ontwikkeling van die mega-reservaat) uiteindelik die volgende uitkomst moet voortbring: dit is, dat daar doeltreffende bewaring en toerisme aksie is wat voordele soos geldelike inkomste bring, dat sosiale en inkomste sekuriteit oor die algemeen verbeter vir die Coleske gemeenskap en vir ander gemeenskappe wat in 'n nadelige posisie in die Baviaanskloof is. Is u bewus hiervan?</i></li> </ul>			
6	<p>In relation to the recommendation that 'the <u>Conservation Authorities and the Coleske community</u> in particular would need to cooperate to finalise a joint solution', to your knowledge, have the Coleske community and the Conservation Authorities met and undertaken discussions in order to cooperate and finalise a joint solution?</p> <p><i>Met betrekking tot die aanbeveling 'dat die <u>Bewaringsowerhede en veral die Coleske gemeenskap</u> sal moet saamwerk om 'n gesamentlike oplossing te finaliseer': Volgens u kennis, het the Coleske gemeenskap en die Bewaringsowerhede ontmoet en beprekings gehad om saam te werk en 'n gesamentlike oplossing te finaliseer?</i></p>			

8. What is the current situation at Coleske?

*Wat is die huidige situasie by Coleske?*

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9. What is the current relationship between the Coleske community and the Baviaanskloof Nature Reserve?

Wat is die huidige verhouding tussen the Coleske gemeenskap en die Baviaanskloof Natuurreseervaat?

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10. In relation to the recommendation that was made in terms of 'further discussion being required to finalise a joint solution by all parties concerned, as far as you are aware, has a joint solution been finalised?

Met betrekking tot die aanbeveling 'dat opvolgbesprekings nodig is om 'n gesamentlike oplossing met alle betrokke partye te finaliseer': Volgens u kennis, was 'n gesamentlike oplossing gefinaliseer?

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11. What do you think are the root causes / main reasons for a joint solution not being finalised?

*Wat dink u is die grondoorsake / hoofredes dat daar nie 'n gesamentlikke oplossing gefinaliseer word nie?*

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12. What do you think could contribute to finalising a joint solution?

*Wat dink u sal dalk kan bydra om 'n gesamentlikke oplossing te finaliseer?*

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13. Who do you think should participate in the process of finalising a joint solution?

*Wie dink u sal moet deelneem in die proses om 'n gesamentlikke oplossing te finaliseer?*

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14. What role do you think the Coleske community could play towards finalising a joint solution?

*Watter rol dink u kan die Coleske gemeenskap speel om te help om 'n gesamentlikke oplossing te finaliseer?*

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## APPENDIX B

### KEY INFORMANT QUESTIONNAIRE

#### A. General information

*Algemene inligting*

Questionnaire Number/ <i>Vraelys nommer</i>	
Name of study area/ <i>Naam van studie area</i>	Baviaanskloof Nature Reserve: Coleske
Name of interviewer/ <i>Naam van ondervraer</i>	Eleanor C. McGregor
Date of interview/ <i>Datum van onderhoud</i>	

#### B. Details of Key informant

*Besonderhede van Hoof informant*

Organisation/ <i>Organisasie</i>	
Name of key informant/ <i>Naam van hoof informant</i>	
Position in organisation/ <i>Posisie in Organisasie</i>	
Number of years at organisation?/ <i>Hoeveelheid jare by Organisasie?</i>	

### C. QUESTIONS/VRAE

No.	QUESTION / VRAAG	Ja / Yes 1	Nee/No 2	Uncertain/ Onseker 3
1	<p>Are you aware of the Baviaanskloof Mega-reserve project?</p> <p><i>Is u bewus van die Baviaanskloof Mega-reservaat projek?</i></p>			
2	<p>Before Coleske farm was purchased in 2001, were you (or any other person representing the Conservation Authority at the time) part of any planning processes [e.g. meetings, workshops, etc.] to inform the future for the Baviaanskloof? i.e., to develop the Baviaanskloof Mega-reserve?</p> <p><i>Voor Colleske plaas gekoop was in 2001, was u (of enige ander persoon wie die Bewarings Owerhede destyds verteenwoordig het) deel van enige beplanningsprosesse [deur b.v. vergaderings, werksinkels, ens.] met betrekking tot die toekoms van die Baviaanskloof. Dit is, om 'n Baviaanskloof mega-reservaat te ontwikkel?</i></p>			
3	<p>Between 1999 and 2008 there were various processes [via e.g. meetings, workshops, etc.] to discuss possible settlement options for communities living in the Baviaanskloof. The options included the following:</p> <p><i>Tussen 1999 en 2008 was daar baie prosesse [deur b.v. vergaderings, werksinkels, ens.] om die moontlike vestigingopsies van gemeenskappe (wat in the Baviaanskloof woon) te bespreek. Die opsies het die volgende behels:</i></p>			
3.1	<ul style="list-style-type: none"> <li>that communities move out of the Baviaanskloof, Was your organisation part of any of those processes?</li> <li><i>dat gemeenskappe uit die Baviaanskloof trek, Was u organisasie deel van enige van daardie prosesse?</i></li> </ul>			
3.2	<ul style="list-style-type: none"> <li>that local communities relocate to a development node, in the Baviaanskloof, like the Bosdorp / Zaaimanshoek / Sewefontein area,</li> </ul>			

	<p>Were you part of any of those processes?</p> <ul style="list-style-type: none"> <li><i>dat plaaslike gemeenskappe na 'n ontwikkelings punt/area, soos die Bosdorp / Zaaaimanshoek / Sewefontein area (in die Baviaanskloof) verhuis, Was u deel van enige van daardie prosesse?</i></li> </ul>			
3.3	<ul style="list-style-type: none"> <li>that everything remains as it is.</li> </ul> <p>Were you part of any of those processes?</p> <ul style="list-style-type: none"> <li><i>dat alles presies dieselfde bly. Was u deel van enige van daardie prosesse?</i></li> </ul>			
4	<p>With reference to the Coleske community, are you aware that a process [via e.g. meetings, workshops, etc.] was undertaken with the Coleske community, the Conservation Authorities and other role players, where it was agreed (in 2008) that there are three proposed options, in terms of where the Coleske community could possibly reside. The options included the following:</p> <p><i>Met betrekking tot die Coleske gemeenskap, is u bewus dat daar 'n proses [deur b.v. vergaderings, werksinkels, ens.] onderneem was waartydens die Coleske gemeenskap, die Bewaringsowerhede en ander rolspelers (in 2008) ooreengekom het dat daar 3 voorgestelde opsies is in verband met waar die Coleske gemeenskap dalk kan woon. Die opsies het die volgende behels:</i></p>			
4.1	<ul style="list-style-type: none"> <li>that the Coleske community remain at Colseke farm in a concentrated settlement with limited services,</li> </ul> <p>Were you part of any of those processes?</p> <ul style="list-style-type: none"> <li><i>dat die Coleske gemeenskap in 'n gekonsentreerde nedersetting met beperkte dienste op Coleske plaas bly, Was u deel van enige van daardie prosesse?</i></li> </ul>			
4.2	<ul style="list-style-type: none"> <li>that the Coleske community resettle westward within the Baviaanskloof Mega-reserve to create a development node, that would service Coleske residents and other landless people adequately in the Baviaanskloof valley,</li> </ul> <p>Were you part of any of those processes?</p>			

	<ul style="list-style-type: none"> <li>• <i>dat die Coleske gemeenskap weswaards verhuis in die Baviaanskloof mega-reservaat, om 'n ontwikkelings punt/area in die Baviaanskloof mega-reservaat te ontwikkel, waar die Coleske gemeenskap en ander landelose mense in the Baviaanskloof vallei voldoende dienste kan ontvang,</i></li> </ul> <p><i>Was u deel van enige van daardie prosesse?</i></p>			
4.3	<ul style="list-style-type: none"> <li>• that the Coleske community resettle to Willowmore, the closest existing town, to the west of the Baviaanskloof Nature Reserve.</li> </ul> <p>Were you part of any of those processes?</p> <ul style="list-style-type: none"> <li>• <i>dat die Coleske gemeenskap na Willowmore, die naaste bestaande dorp, wes van die Baviaanskloof Natuurreservaat, hervestig.</i></li> </ul> <p><i>Was u deel van enige van daardie prosesse?</i></p>			
5	<p>In relation to the three options for the Coleske community, are you aware that in 2008 it was recommended that:</p> <p><i>Met betrekking tot die drie opsies vir die Coleske gemeenskap, is u bewus dat in 2008 die volgende aanbevelings gemaak was:</i></p>			
5.1	<ul style="list-style-type: none"> <li>• that further discussion is required to finalise a joint solution by all parties concerned,</li> </ul> <p>Are you aware of this?</p> <ul style="list-style-type: none"> <li>• <i>dat opvolgbesprekings nodig is om 'n gesamentlikke oplossing, met alle betrokke partye, te finaliseer,</i></li> </ul> <p><i>Is u bewus hiervan?</i></p>			
5.2	<ul style="list-style-type: none"> <li>• that the Conservation Authorities and the Coleske community in particular would need to cooperate to finalise a joint solution,</li> </ul> <p>Are you aware of this?</p> <ul style="list-style-type: none"> <li>• <i>dat die Bewaringsowerheid en veral die Coleske gemeenskap sal moet saamwerk om 'n gesamentlikke oplossing te finaliseer,</i></li> </ul> <p><i>Is u bewus hiervan?</i></p>			

5.3	<ul style="list-style-type: none"> <li>that it was vital that any resettlement option (within the context of the development of the mega-reserve) ultimately result in effective biodiversity conservation and tourism that would generate economic benefits, improve the overall social and economic security of the Coleske community and other disadvantaged communities in the Baviaanskloof.</li> </ul> <p>Are you aware of this?</p> <ul style="list-style-type: none"> <li><i>dat dit van allergrootste belang is dat enige hervestigingsopsie (in verband met the ontwikkeling van die mega-reservaat) uiteindelik die volgende uitkomst moet voortbring: dit is, dat daar doeltreffende bewaring en toerisme aksie is wat voordele soos geldelike inkomste bring, dat sosiale en inkomste sekuriteit oor die algemeen moet verbeter vir die Coleske gemeenskap en vir ander gemeenskappe wat in 'n nadelige situasie in die Baviaanskloof is. Is u bewus hiervan?</i></li> </ul>			
6	<p>In relation to the recommendation that 'the <u>Conservation Authorities and the Coleske community</u> in particular would need to cooperate to finalise a joint solution', to your knowledge, have the Coleske community and the Conservation Authorities met and undertaken discussions in order to cooperate and finalise a joint solution?</p> <p><i>Met betrekking tot die aanbeveling 'dat veral die <u>Bewaringsowerhede en die Coleske gemeenskap</u> sal moet saamwerk om 'n gesamentlike oplossing te finaliseer': Volgens u kennis, het the Coleske gemeenskap en die Bewaringsowerhede ontmoet en besprekings gehad om saam te werk en 'n gesamentlike oplossing te finaliseer?</i></p>			

15. What is the current situation at Coleske?

*Wat is die huidige situasie by Coleske?*

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16. What is the current relationship between the Coleske community and the Baviaanskloof Nature Reserve?

Wat is die huidige verhouding tussen the Coleske gemeenskap en die Baviaanskloof Natuurreseervaat?

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17. In relation to the recommendation that was made in terms of 'further discussion being required to finalise a joint solution by all parties concerned, as far as you are aware, has a joint solution been finalised?

Met betrekking tot the aanbeveling 'dat opvolg besprekings nodig is om 'n gesamentlikke oplossing, met alle betrokke partye, te finaliseer': Volgens u kennis, was 'n gesamentlike oplossing gefinaliseer?

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18. What do you think are the root causes / main reasons for a joint solution not being finalised?

*Wat dink u is die grondoorsake / hoofredes dat daar nie 'n gesamentlikke oplossing gefinaliseer word nie?*

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19. What do you think could contribute to finalising a joint solution?

*Wat dink u sal dalk kan bydra om 'n gesamentlike oplossing te finaliseer?*

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20. Who do you think should participate in the process of finalising a joint solution?

*Wie dink u sal moet deelneem in die proses om 'n gesamentlike oplossing te finaliseer?*

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21. What role do you think your organisation could play towards finalising a joint solution?

*Watter rol dink u kan u organisasie speel om te help om 'n gesamentlike oplossing te finaliseer?*

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