

# CAPE ACTION PLAN FOR THE ENVIRONMENT

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# STRATEGY

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WWF (South Africa)

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*World Wide Fund for Nature*



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*Information on the CAPE Project is also available on the WWF-South Africa website [www.panda.org.za](http://www.panda.org.za) under “mega projects”.*

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## DEFINITIONS AND ABBREVIATIONS USED IN THIS REPORT

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**Biodiversity:** This is understood to comprise both patterns (species, habitats, etc.) and the ecological and evolutionary processes that underpin these.

**Effectively Conserved:** Biodiversity is maintained by effective management which achieves explicit, transparent and scientifically defensible reservation targets for both patterns and processes.

**Perverse incentives:** Incentives that drive unsustainable behaviour by subsidizing inappropriate actions.

**Priority areas:** These are identified on the basis of high irreplaceability (i.e. areas that are essential for achieving reservation targets), high vulnerability to processes that threaten biodiversity or functional importance, and are practically implementable. They should be rapidly and strategically incorporated into the conservation system, in order not to compromise the overall conservation goal.

**Protected areas:** An area of land/sea specially dedicated to the protection of biological diversity and of natural and associated cultural resources and managed through legal or other means.

**The conservation system:** This comprises all areas subject to some form of conservation action, including statutory, non-statutory and co-operative agreement reserves and other conservation measures.

**Enhancing co-operative governance:** When role players (including institutions, communities and individuals) are aligned around a common vision, policy, roles and responsibilities and decision-making processes, thus leading to effective management.

CAPE	Cape Action Plan for the Environment
CFK	Cape Floral Kingdom, which includes rivers, wetlands, estuaries and the marine environment, as well as the terrestrial environment.
GEF	Global Environment Facility
SDW	Strategy Development Workshop, held from 16-18 February 2000
WWF-SA	World Wide Fund for Nature: South Africa.

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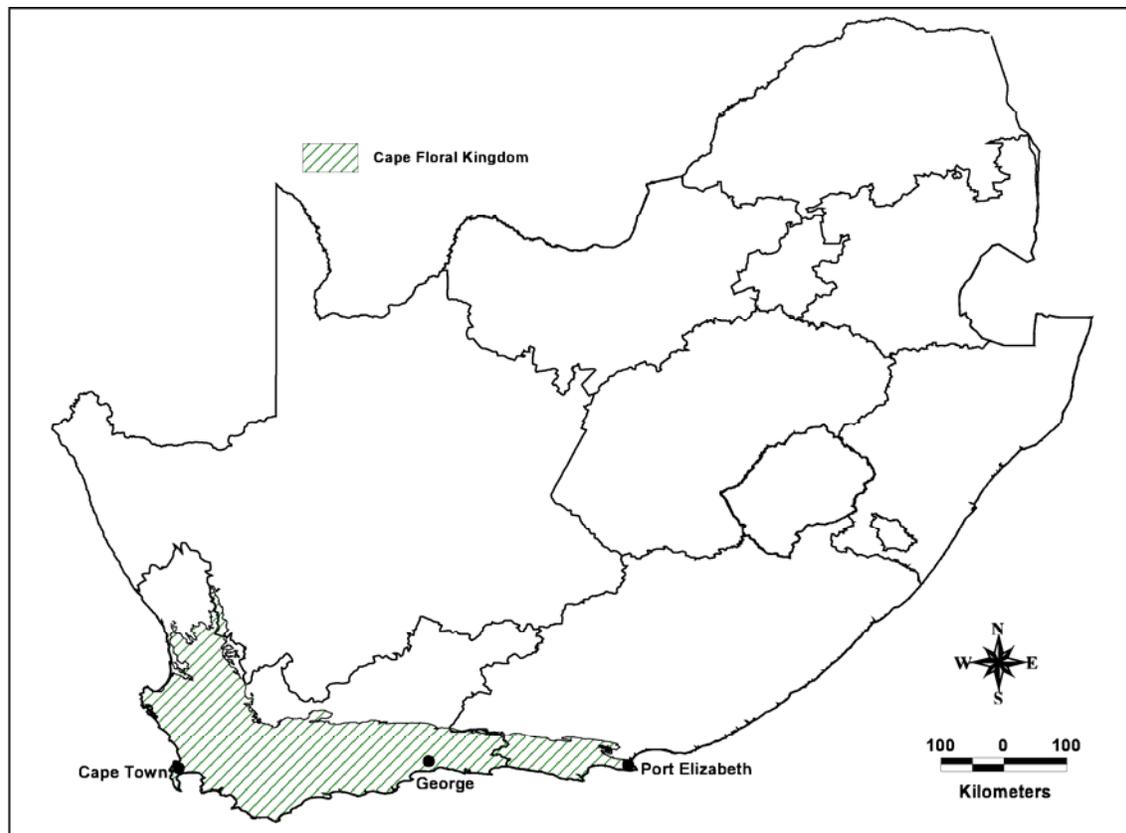
*Please note that the terms “themes” and “projects” used in earlier drafts of the strategy, have been changed to “components” and “activities” respectively, to be in accordance with GEF terminology.*

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## 1. INTRODUCTION

The biodiversity of the Cape Floral Kingdom (CFK) (Figure 1) is globally renowned. It is particularly well known for its plant life - of its 9 000 plant species, 6 000 are found nowhere else on earth. For its size, it is not only the most species-rich of the world's six floral kingdoms, but also the most threatened, making it a globally important biodiversity plant "hotspot". The marine, freshwater and estuarine systems are also important with high levels of endemism (i.e. species that are only found in this area). For example, of the 11 000 species of marine animals recorded along South African shores, 3 500 are endemic.

Threats to the future of this unique area come from the spread of invasive alien plants and fish, expanding agriculture and urbanisation, pollution and over-extraction of water, over-exploitation of specific species and soil erosion. As a consequence of these threats at least 1 400 plant species are now threatened and several heavily exploited marine species, such as linefish and abalone (perlemoen), have declined to dangerously low levels. Freshwater fish can be used as an indicator of the health and natural functioning of river systems. Of the 19 freshwater fish species indigenous to the CFK, 14 are listed as threatened and 12 as endangered. This paints a bleak picture for the host of freshwater organisms that are less visible.



**Figure 1: Extent of the Cape Floral Kingdom – of the six floral kingdoms of the world, this is the only one located entirely within one country**

## What is CAPE?

The Cape Action Plan for the Environment, or CAPE, is a two-year project that aims to develop a strategic plan for the conservation of biodiversity, both terrestrial, marine and freshwater, in the Cape Floral Kingdom. CAPE is funded by the Global Environmental Facility in recognition of the international importance of the need to protect the biodiversity of the CFK.

The project is managed by WWF-SA in partnership with national and provincial government, universities, non-government organisations (NGOs) and other stakeholders. The aims of the CAPE project are to:

- identify the priorities for conservation on the basis of biodiversity and threats;
- develop a long-term strategy and vision;
- draft a 5-year action plan, with priority activities; and
- identify potential funding sources for these activities.

## Why do we need a strategy?

The CAPE project comprises three modules. The first two modules provide a situation assessment of the terrestrial, marine and freshwater components of the CFK. The third module covers the legal, policy, institutional, financial, social and economic aspects, and integrates the findings of Modules 1 and 2 with these “human” aspects. This report, the strategy for CAPE, builds on the situation assessment undertaken in these three modules. The purpose of this strategy document is to articulate clearly the desired outcome of CAPE and includes a vision, goal and objectives. The strategy will form the basis for the development of the more detailed implementation programme to be developed in consultation with implementation agencies. The implementation programme will detail the practical steps required to achieve the objectives of CAPE.

The emphasis CAPE places on the development of a coherent strategy is in line with recent trends in international finance. There has been a change in the approach to the funding of conservation from grants to investments, from projects to programmes, from short term to long-term initiatives and from the funding of *ad hoc* projects to the funding of well conceived projects linked to an overall goal-directed strategy.

A Strategy Development Workshop was held with key roleplayers from 16 – 18 February 2000. This provided the basis for this strategy. The results of the Workshop are contained in the Strategy Development Workshop Report, which is available on request, and includes:

- List of participants and workshop invitation
- Workshop Programme
- Approach to Strategy Development Process
- Strategy components

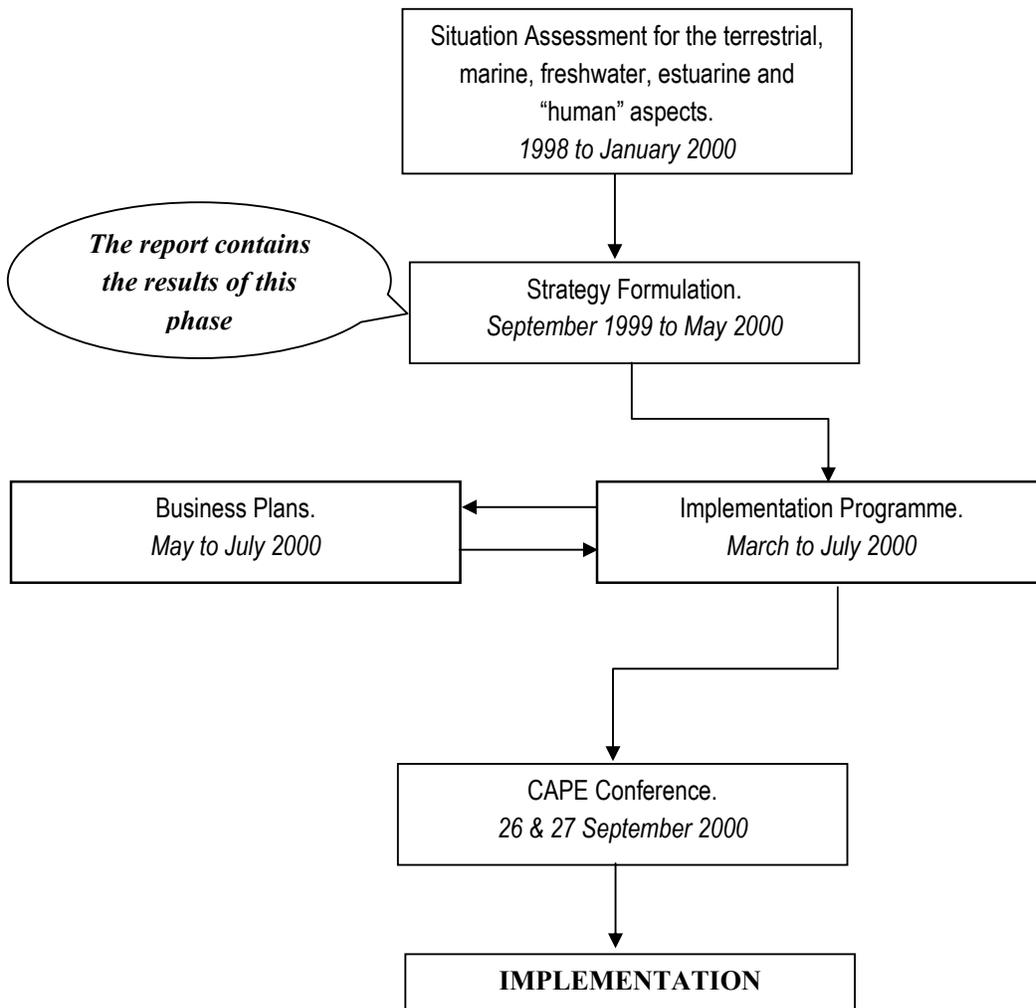
Strategy development is an iterative and ongoing process. As more information becomes available, so the emphasis might change. This strategy should therefore be seen as living document open to ongoing re-evaluation and revision.

**What is preventing the conservation of biodiversity?**

The situation assessment undertaken in Module 3 identified four key overarching areas of difficulty which could obstruct the implementation of CAPE. These can be summarised as follows:

- There are a multitude of laws and policies that indirectly impact on biodiversity outside formally protected areas. They are not coordinated into any cohesive framework, are not implemented consistently, and biodiversity conservation is often incidental to the main aim of the legislation or policy.
- Declining funding and decreasing capacity is reducing the ability of implementing agencies, including conservation agencies, to conserve biodiversity effectively.
- There is some, but insufficient, collaboration between government agencies whose mandate impacts on the conservation of the CFK.
- There are insufficient incentives to encourage communities and resource users to support biodiversity and conservation in the CFK.

**FIGURE 2: APPROACH TO THE CAPE PROJECT**



## 2. VISION FOR CAPE

The purpose of the CAPE vision is to create a mental image of the desired future for the Cape Floral Kingdom. This vision should act as our compass and tell us where we want to be.

**The vision for CAPE is:**

*We, the people of South Africa, are proud to be the custodians of our unique Cape Floral Kingdom, and share its full ecological, social and economic benefits now and in the future.*

Examples of indicators that we have achieved this vision include:

- The natural areas in the Cape Floral Kingdom and along its shores are not only being conserved, but are also being extended through restoration.
- The natural areas of the Cape Floral Kingdom provide sustainable use and good economic return to the people of the area, creating jobs and economic opportunities.
- The realisation of the uniqueness of the Cape Floral Kingdom underpins all planning and development, maintaining the integrity of the landscape for the benefit of our children and the people of the world.
- The Cape Floral Kingdom, including its rivers and wetlands, and the seas around it are providing sustainable opportunities for recreation and spiritual rejuvenation for both visitors and residents.
- Tourists are attracted to South Africa to experience the incredible natural beauty and biodiversity of the Cape Floral Kingdom and the seas around its shores.
- The catchments of the Cape Floral Kingdom are providing sustainable supplies of good clean water for the people who live in the region.
- People of the Cape Floral Kingdom grow fynbos in their gardens and along road verges and islands, and delight in showing them off to their friends. Street traders sell the plants of the Cape Floral Kingdom on street corners to a market that readily buys them.

## 3. GOAL FOR CAPE

The goal or target for CAPE describes the new reality that has been achieved as a result of successful implementation of the strategy. The goal is a desired future state. The goal is specific about WHAT has to be achieved, WHEN it has to be achieved and WHO will be impacted. We need to be able to say “we have arrived” when we reach our goal; *i.e.* it should be measurable.

**The goal for CAPE is:**

*By the year 2020, the natural environment and biodiversity of the Cape Floral Kingdom are effectively conserved, restored wherever appropriate, and delivering significant benefits to the people of the region, in a way that is embraced by local communities, endorsed by government and recognised internationally.*

## 4. COMPONENTS FOR CAPE

The strategy is structured into eight broad components. These were derived from the situation assessment and strategy development process. Three of the components are cross-cutting, and five are sector-specific.

The cross-cutting components are:

- Strengthening institutions
- Enhancing co-operative governance
- Promoting community involvement.

The sector-specific components are:

- Strengthening on and off-reserve conservation
- Conserving biodiversity and natural resources in catchments
- Supporting integrated land-use planning
- Improving the sustainability of resource use
- Promoting sustainable nature-based tourism.

## 5. OBJECTIVES FOR CAPE

This section outlines the objectives for CAPE, *i.e.* the things that have to be achieved or in place for CAPE to reach its goal. The section starts with the cross-cutting components and then briefly outlines the sector-specific components. Each component starts with a brief summary of the main obstacles or issues to be addressed in that component. This provides background to the need for the component. Thereafter, the goal and objectives are provided. This section is supported by detailed strategies for each component, which are available on request.

### 5.1 Strategies for cross-cutting components

Three cross-cutting components comprise the necessary conditions for achieving the goal for CAPE (Figure 3).

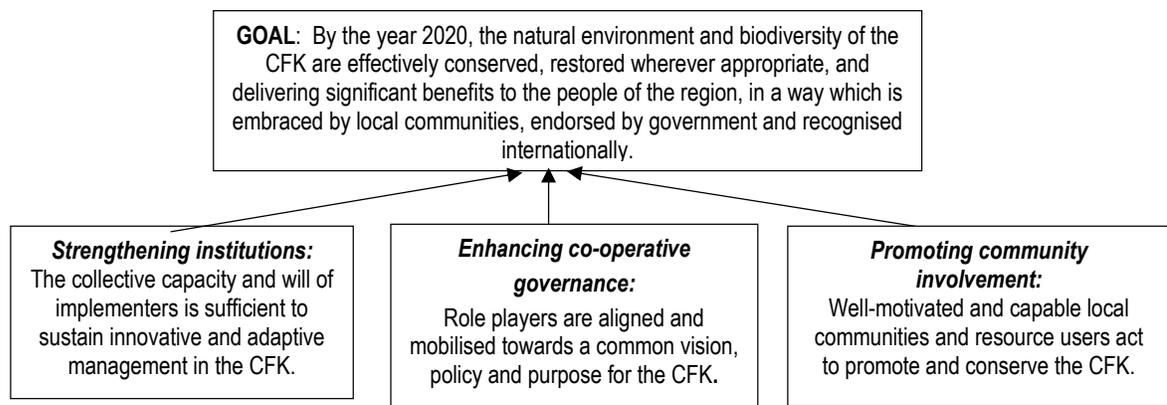


Figure 3: The three main necessary conditions (cross-cutting components) to achieve the goal for CAPE

### 5.1.1 *Strengthening institutions*

*Main obstacles or issues to be addressed in this component:*

- ! Laws and policies which impact on biodiversity conservation are not pulled together into a cohesive framework and biodiversity conservation is often incidental to their main aim;
- ! Many sectoral laws and policies do not explicitly recognise biodiversity or promote appropriate action;
- ! There is a lack of law enforcement capacity and compliance monitoring leading to poor enforcement;
- ! Declining funding, loss of research and management expertise and demotivation of staff are reducing the ability of conservation agencies to effectively conserve biodiversity; and
- ! No strategic approach is being adopted to training and capacity building within the nature conservation sector.

**The goal for the institutions component is:**

*The collective capacity and will of implementers is sufficient to sustain innovative and adaptive management in the CFK.*

To achieve this goal, the following objectives must be met:

**Objective 1.1 *There is political will to support biodiversity conservation.***

This will require that:

- Links between the conservation of the CFK and social upliftment (including job creation and poverty alleviation) are demonstrated clearly.
- There is a shared understanding of the social, economic and ecological value of biodiversity amongst all roleplayers.
- Politicians are lobbied by an electorate that is informed and concerned about conservation issues.
- Political credibility is created through demonstrating success in the implementation of CAPE.
- There is international recognition for South Africa's contribution towards the preservation of global biodiversity.

**Objective 1.2 *Government agencies have the authority, capacity and will to take action.***

The following direct requirements for enabling government agencies to exercise their biodiversity conservation responsibilities have been identified. They are:

- Sectoral policies need to make explicit reference to biodiversity values and ecological sustainability as underlying principles for sustainable development.
- Government agencies need sufficient resources. These will need to be provided through aligning relevant government budgets with conservation priorities as well as through effectively mobilising additional sources of local and international funding.
- Strategies for capacity building within provincial conservation agencies must be implemented.

- Other government agencies will need to understand the importance of biodiversity conservation. This will require effective conservation awareness programmes, as well as a better understanding of the economic, social and ecological value of biodiversity.
- Government agencies will need to be held accountable for their responsibilities, which will be assessed through the implementation of effective performance measures.
- The judicial system will need to support enforcement on behalf of implementing agencies.
- An integrated framework of laws, procedures and action plans that enable and regulate the conservation and use of biodiversity must be in place. (This is the same as Objective 2.2 and the necessary requirements to achieve this are described under Objective 2.2.)

**Objective 1.3 An agency is identified to lead biodiversity conservation in the CFK.**

This will require that:

- Enabling legislation is put in place to regulate the conservation and sustainable use of biodiversity.
- Legislative and executive competencies at both national and provincial level are analysed and rationalised through appropriate assignments and delegations, and through co-operative governance agreements.
- An implementing agency (or agencies) must be identified to coordinate biodiversity conservation programmes and account for the "State of Biodiversity" in the CFK.

**Objective 1.4 A sufficient, independent, well-trained corps of environmental and related professionals supports implementers.**

This will require that:

- Research institutions retain and enhance their capacity to undertake basic research on pattern and process in the CFK.
- Tertiary education institutions develop professional and management skills for biodiversity conservation.

**5.1.2 Enhancing co-operative governance**

*Main obstacles or issues to be addressed in this component:*

- ! Lack of a holistic vision for biodiversity conservation in the CFK.
- ! Lack of an integrated legal and land-use planning framework for all sectors including nature conservation.
- ! Insufficient collaboration between government agencies whose mandate impacts on the conservation of the CFK.
- ! A plethora of institutions engaging with communities at a local level regarding the management of natural resources.

**The goal for the co-operative governance component is:**

*Role players are aligned and mobilised towards a common vision, policy and purpose for the conservation of the CFK.*

There are two key supporting objectives to enhance co-operative governance:

**Objective 2.1 Collaboration between implementers in pursuit of complementary goals.**

This requires that:

- ! Collaboration should be supported by removing institutional barriers.
- ! The benefits of collaboration are realised.
- ! Collaboration arrangements are formalised.
- ! A CFK-wide inter-sectoral development review panel is established which ensures that decision-making takes biodiversity conservation into account.

**Objective 2.2 We have in place an integrated framework of laws, procedures and action plans that enable and regulate the conservation and use of biodiversity in the CFK.**

Three direct requirements for developing an integrated legal and policy framework have been identified:

- ! Appropriate laws and policies are being implemented effectively. In particular, there is a need for framework legislation which has the protection of biodiversity as its primary aim.
- ! Appropriate sectoral plans, Integrated Development Plans and conservation management plans are in place.
- ! Clear policy guidelines are developed. These are built on a bio-regional strategic planning framework, provincial environmental policies which clearly articulate conservation goals, and sectoral policies which explicitly recognise and address biodiversity issues.

Several elements have been identified to support a bio-regional strategic planning framework for the CFK. Firstly, Integrated Development Planning in the CFK needs to be informed by conservation priorities. This is underpinned by planning coordination between government agencies, agreements on conservation priorities and a well-managed and accessible information system. The information system itself requires a range of supportive elements including sufficient information technology (IT) capacity and a strategy to guide IT, effective research capacity and a regular monitoring programme. Effective research capacity, in turn, will need to be underpinned through securing funding for priority research, establishing a forum for prioritising, coordinating and reviewing research and developing a broad range of multidisciplinary research skills.

### **5.1.3 Promoting community involvement**

*Main obstacles or issues to be addressed in this component:*

- ! Limited public awareness and understanding of the importance and value of biodiversity conservation and little community involvement in nature conservation activities.
- ! The presence of barriers to communities deriving benefits from biodiversity conservation.
- ! Unclear system of property rights which is, in many cases, resulting in unregulated open access to resources.
- ! Many of the costs resulting from the impacts of human activities on biodiversity are not borne by the party causing the impact.
- ! Perverse subsidies are resulting in the destruction of natural resources.

**The goal for the community involvement component is:**

*Well motivated and capable local communities and resource users  
act to promote and conserve the CFK.*

Ensuring the support of local communities and resource users is a critical component of meeting the overall goal and requires that the following objectives are met:

**Objective 3.1 Local communities are aware of, interested in and committed to the conservation of the CFK.**

Committed local communities are developed through a strategic environmental education programme; through providing access to a range of recreational and economic opportunities associated with the CFK; through demonstrating the links between conservation of the CFK and social upliftment (including job creation and poverty alleviation); and through formalised participation in conservation decision-making.

**Objective 3.2 Local communities actively participate in the conservation of the CFK.**

Community participation is supported by implementing a strategic capacity building programme; formalising participation in conservation decision-making; and rationalising statutory institutions for natural resource management at a local level to ensure the efficient use of peoples' time.

**Objective 3.3 Resource users are motivated and enabled to manage natural resources in an ecologically and socially sustainable manner.**

Resource users are motivated and enabled to manage resources sustainably through ensuring that biodiversity conservation provides them with some direct benefits; enabling local communities to exploit economic opportunities; and establishing mechanisms to balance demand with supply. These in turn require a strategic capacity building programme for communities; establishing an appropriate property rights regime; providing incentives and removing disincentives for conservation; and quantifying sustainable resource use levels.

## 5.2 Strategies for the sector-specific components

In addition to the strategies for the above cross-cutting components, a strategy was developed for each of the five sector-specific components. These components are:

- Strengthening on and off-reserve conservation
- Conserving biodiversity and natural resources in catchments
- Supporting integrated land-use planning
- Improving the sustainability of resource use
- Promoting sustainable nature-based tourism.

The following sections provide a summary of the strategy developed for each sector-specific component.

### 5.2.1 *Strengthening on and off-reserve conservation*

*Main obstacles to be addressed in this component:*

- ! Rapidly escalating threats to biodiversity, especially novel forms of land-use, in areas of high irreplaceability.
- ! Severe lack of capacity to coordinate strategic and systematic conservation planning initiatives.
- ! Lack of resources and capacity to manage conservation areas for biodiversity.
- ! Lack of resources for strategic interventions such as the purchase of priority areas, rapid biodiversity assessments and legal challenges.
- ! Few mechanisms to secure conservation outside formally protected areas.

**The goal for the reserve conservation component is:**

*By 2020, an effectively managed system of conservation areas, land-uses and ownership that is representative of the Cape Floral Kingdom and marine biodiversity, is implemented by landowners and the responsible agencies.*

There are five objectives which need to be achieved in order to reach this goal of a well-managed, representative protected area network incorporating private and public land, and aquatic systems:

1. National and provincial government need to develop and adopt an appropriate conservation policy framework.
2. Mechanisms need to be developed and in some cases strengthened, to secure adequate biodiversity conservation in formally-protected areas.
3. Simultaneously, new mechanisms need to be developed to secure conservation in areas outside formally protected areas using tools including land swapping, covenants and tradable development rights to achieve this.
4. In all protected area systems, funding sources should be linked to priorities to ensure effective biodiversity conservation.

5. It is also imperative that the relevant statutory authorities have the capacity to implement appropriate legislation and incentive mechanisms in partnership with civil society to achieve effective biodiversity conservation.

Underpinning the adoption of a bio-regional conservation policy framework and the development of supportive mechanisms for alternative approaches to conservation, needs to be the allocation of adequate government funding and provision of suitable research support. It is crucial that these initiatives are supported by government at all levels and have as partners enthusiastic communities who understand the economic benefits of well-managed protected areas.

If tangible conservation incentives were in place, communities would be motivated to promote co-operative governance and close working relationships with implementing agencies. Involved and motivated communities would need to be further supported by a strong legal framework and clear policy guidelines which guide conservation and biodiversity-friendly land-use.

The identification, and establishment of priority conservation areas needs to be an ongoing process which is supported by implementing agencies which have sufficient capacity for both effective conservation assessment and innovative adaptive management. Such interventions would depend on the agreement of conservation priorities in terms of both biodiversity pattern and process, and would need to be supported by a capacity for planning and conservation research by the implementing agencies.

Time frames applicable to obtaining the goal are as follows:

- ! All new conservation areas for management interventions identified and planned at a fine scale by 2006.
- ! Highly threatened and irreplaceable sites (terrestrial) and key marine protected areas secured under some form of conservation management by 2010.
- ! Terrestrial protected areas which achieve process targets, including key mega-conservation reserves and corridors are established and being implemented by 2010.
- ! Conservation reserve networks and marine protected areas complete with effective management by 2020.

### **5.2.2 *Conserving biodiversity and natural resources in catchments***

Catchment management is usually understood to relate to those aspects of land management that impact on water resources in rivers, streams and wetlands. These rivers, streams and wetlands integrate the cumulative effects of management, which are reflected in the quality and quantity of water. The achievement of goals in terms of water quality and quantity will only be possible if activities within a catchment are managed in an integrated way.

The major obstacles which currently hamper the management of water resources, and the protection of the biodiversity that sustains them include:

- The uncontrolled spread of invasive alien plants.

- Inappropriate fire regimes.
- Uncoordinated land-use planning.
- Lack of recognition and protection for sensitive areas (e.g. wetlands and riparian zones).
- Unsustainable land-use practices (e.g. grazing regimes).
- Pollution.
- Over-extraction of water.

**The goal for the catchment management component is:**

*By the year 2020, the communities that benefit from catchments are fully aware of and understand the importance of integrated catchment management and the role biodiversity plays in providing ecosystem services. As a result, institutions and communities work together to ensure that appropriate management is in place.*

Management of all of these aspects requires the establishment of integrated programmes run by a coordinating body responsible for all aspects of catchment management. Such a coordinating body would need to provide a forum for the collaboration of the authorities and communities around the implementation of sustainable management at a catchment level. South Africa's new water law makes provision for the establishment of catchment management agencies (CMAs), whose main purpose will be to manage water resources in defined areas through co-operative governance. CMAs could potentially have a major influence on the management of natural areas and their biodiversity, carried out in the interests of protecting water resources, as well as on rivers and wetlands through the quantification and protection of an ecological reserve as required by the law. Implementation would also need to be supported by an appropriate legal and judicial framework and by communities which are actively involved in implementation. Catchment Management Agencies can facilitate and, practically, play a leading role in such a body.

In order to motivate communities to be actively involved, clear incentives are needed, which would in turn promote sustainable practices. These should be placed within a framework of a strategic plan which provides clear guidelines for long-term sustainability. In order to develop and implement the strategic plan there must be sufficient trained capacity in communities and management agencies. There is a particular requirement to improve integrative capacity, as currently practitioners tend to be specialists located in separate institutions. Communities need to be motivated to act sustainably, as well as to lobby the politicians to acquire sufficient resources. This motivation would have to be informed by a knowledge of the value of biodiversity and the role it plays in ecosystem function.

### **5.2.3 Supporting integrated land-use planning**

*Main obstacles to address in this component:*

- ! One of the key physical threats to the conservation of biodiversity in the Cape Floral Kingdom (CFK) is uncoordinated land transformation. This land transformation is occurring primarily through the expansion of farming (e.g. the clearing of veld for the cultivation of crops), coastal urban development and forestry.

- ! The consequences of uncoordinated land transformation include inappropriate land-use and the fragmentation of landscapes. This reduces the conservation value of land near protected areas.

**The goal for land-use planning component is:**

*By December 2002, planning and environmental policy and legislation are used to ensure integrated and informed decision-making, which supports the conservation of biodiversity.*

A number of objectives need to be achieved before it is possible to attain the goal of using planning and environmental policy and legislation to ensure informed decision-making, which supports biodiversity. The description below refers to the strategy map which follows. The objectives indicated on the map should be read from the top block, downwards.

Achieving the goal is directly dependent on two conditions. Firstly, any conflicts between sound environmental management and the rights of landowners must be resolved. A means of proactively addressing this conflict is through using the principles of bio-regional planning as the basis for Integrated Development Plans (IDP), particularly the spatial components of IDPs. In the Western Cape, for example, this would mean integrating the principles of bio-regional planning into the sub-regional IDPs to be developed by the new District Municipalities and into the IDPs developed at the Local Municipality level. These IDPs should then form the strategic framework which guide local authority decisions concerning development control applications such as rezonings. On a provincial level, bio-regional planning principles should be integrated into the provincial strategic planning.

Conflicts between the conservation of biodiversity and existing development rights could be resolved through negotiation processes. This may involve, for example, discussions between the developer and the local authority on the most appropriate site layout, taking environmental concerns and sustainable resource utilisation into account.

Secondly, it is necessary to ensure that political decision-making processes are guided according to sound planning and environmental management principles. Three requirements to ensure that this objective is achieved are identified. Firstly, government authorities must have the necessary financial resources and competency to address environmental issues and to undertake planning processes such as Integrated Development Planning at the provincial and local level. These authorities should work in cooperation with all spheres of government in an efficient way. Such cooperative governance arrangements would be required for the effective integration of environmental management and planning that is needed, for example, in the development of IDPs based on the principles of bio-regional planning.

Thirdly, communities must be empowered and enabled to participate in environmental management and planning in a coordinated manner that optimises their resources. And, thirdly, the planning and environmental professionals must practice according to an agreed set of professional and ethical standards. This is necessary to provide common ground which accommodates a variety of philosophical standpoints.

In order for authorities and communities to achieve the above objectives, information systems and legislative frameworks must be in place to support decision-making. The current lack of integration and coordination between different spheres of government and various policies and pieces of legislation needs to be addressed. This requires a simplified legislative framework, which guides and regulates planning and environmental management. In addition, a reliable decision support system is required which is used by all and support processes such as Integrated Development Planning. This means that the system must be well researched, accessible and the information must be continually updated with changing circumstances.

All of these objectives are underpinned by the need to have an informed and responsive political body. This is important, as political decision-making is at the centre of planning and environmental management processes.

#### **5.2.4 *Improving the sustainability of resource use***

*Main obstacles to be addressed in this component:*

- Increased demand for resources, accompanied by a reduction in resource stocks due to demand for land, exotic invasions and genetic pollution, and overexploitation.
- Lack of scientific knowledge on harvested species and biological communities.
- The existing and potential economic value of natural resources is not well understood and communities and users lack appreciation of the intrinsic and ecological value of natural resources.
- Lack of stewardship of natural resources and of incentives to use resources sustainably.
- Lack of institutional capacity to manage resources, which is exacerbated by poor policy implementation and weak legal infrastructure.
- Politicians influence decisions for short term political gain rather than in the interests of long term sustainability.

**The goal for the sustainable resource use component is:**

*By the year 2020, the natural resources of the CFK are sustainably utilised in such a way that maximises benefits to society without compromising the ecological integrity of the CFK.*

Three main objectives need to be met in order to achieve the goal. Firstly, depleted resource stocks must be allowed to recover, and further degradation prevented, through curtailing the spread of alien invasions, genetic pollution and the use of overexploited resources. Secondly, communities must be engendered with sense of stewardship and empowerment, through participation, knowledge (entrepreneurial and managerial) and well-defined user rights and management responsibilities. Thirdly, benefits of resource use should be maximised, and excessive demand reduced, through incentive measures and training aimed at increasing the efficiency of resource use (e.g. by adding value) and reducing dependence on scarce resources through economic empowerment.

Meeting the last two objectives listed above will hinge on the formation of community forums which are representative of appropriate groups, and which are eager to collaborate with conservation agencies.

Through these forums it will be possible to set in place the education and training programmes required to meet the above objectives, and to allocate user rights and responsibilities among communities, with their full participation.

The establishment of community forums and the recovery of stocks will in turn depend on the establishment of an effective legal and institutional framework which provides the supporting legislation. Community forums will also only work if community members perceive the benefits of achieving sustainable management of resources, and if relevant conservation and management institutions are prepared and able to work with communities.

In order to encourage government agencies to develop new approaches to resource management (the previous objective listed above), and in order to effect legal and institutional changes, it will be necessary to create a political will that drives, or does not hinder, the process.

Both political and community willingness will be dependent on those individuals understanding the benefits of using resources in an optimal, sustainable way. This understanding, as well as an understanding of the incentives that encourage or discourage sustainable use will be a vital input into designing an appropriate legal and institutional framework which uses economic and financial incentives as an effective approach.

In order to understand the current and future benefits of resource use, and to identify optimal strategies for use, it will be necessary to understand the status, current production, and production potential of exploited and unexploited species, under different management scenarios. This is also a necessary step in identifying the species that are already under threat or overexploited.

The time frame for achieving this goal is that sustainable use practices should be in place by 2010, allowing maximum benefits to be realised by 2020.

### **5.2.5 *Promoting sustainable nature-based tourism***

*Main obstacles to be addressed in this theme:*

- No institutional strategic framework with clear allocation of roles, responsibilities and coordination of activities.
- Poorly developed criteria for development planning to ensure sustainability, which leads to over-exploitation and degradation of the asset base (e.g. coastal dune development).
- Failure to identify and promote new tourism opportunities.
- Lack of an enabling framework for involvement of previously disadvantaged individuals with host communities. These communities lack knowledge, capacity and power to develop tourism opportunities. This is compounded by a lack of access to finance for potential new entrants to the industry.
- Lack of a range of products that are suited to a broad range of markets, including poorer groups.
- Current visitor perception is one of a lack of security.
- Current marketing efforts are fragmented and do not create a CFK "brand".

**The goal for the nature-based tourism component is:**

*By 2020 a measurable contribution is being made to the sustainability of the natural resource base of the Cape Floral Kingdom by the tourism industry that utilises those resources. Through offering a broad range of appropriately linked nature-based products, the tourism industry is attracting visitors to the Cape Floral Kingdom, thereby providing: sustainable benefits to communities; increased incentives for the ongoing conservation of the biodiversity of natural resources; a contribution to the costs of managing the natural resource base of the industry and associated cultural artifacts; a stimulus to the regional economy; and a world-class experience for tourists.*

In order to achieve this goal, the following four requirements must be met. Firstly, a strategic planning framework for tourism development must exist, with agreement from all key players on roles and responsibilities together with a mechanism to support the overall co-ordination of the industry. This framework must ensure that benefits flow to the beneficiaries identified in the goal.

Secondly, all spheres of government need to develop and maintain appropriate infrastructure in prime tourism areas. This must be supported by an effective strategy between the public and private sector to address safety of tourists and the local and national perceptions of the risks to tourists visiting South Africa.

Thirdly, new entrants must be successfully participating in the tourism industry. This will depend on the following supporting conditions: incentives to encourage investment in new tourism enterprises; hospitality awareness programmes for host communities; accessibility of the natural resource base to tourist entrepreneurs; mechanisms to support entry of new investors to the tourist industry; training programmes for host communities; mechanism for financial support to new entrepreneurs particularly at a local community level; business training programmes for new entrepreneurs; and access to marketing structures for new entrepreneurs.

To achieve the above, tourism planning structures are needed that motivate for the provision of a broad range of interlinked attractions or activities to cater for all socio-economic groups. In addition, tourism awareness programmes must be implemented to alert South Africans to the contribution of tourism to the economy of the country and the potential role that communities can play to support successful tourism.

And fourthly, the tourism industry must be making a measurable contribution to the maintenance of biodiversity in the CFK. This must be informed by ongoing monitoring of the impact of the tourism industry upon the natural and social environment, with actions being taken where necessary to stop or reverse negative impacts.

## **6. IMPLEMENTING THE STRATEGY**

### **6.1 Coordination**

It is recommended that a long term Steering Committee is appointed to ensure the implementation of CAPE. This committee will need the support of the lead agencies responsible for the bulk of implementation. The primary role of this committee is to provide a forum for integration and collaboration of community and institutional activities aligned with CAPE. Wherever possible, the strategy should be internalized by implementing agents. The success of CAPE depends as much on the extent to which existing energies and funds are redirected and aligned as it does on attracting additional resources.

### **6.2 Activity selection**

The Steering Committee will need a set of activity selection criteria to ensure alignment of activities with CAPE as well as a transparent, consistent and objective approach. The key criteria are alignment with the strategy and funding and sustainability of activities. For each of these criteria, screening questions are recommended:

(i) *Alignment*

- Does the activity show clear alignment with the vision, goal and objectives of CAPE?
- Which of the cross-cutting components does the activity best address?
- Which of the sector-specific components does the activity best address?

(ii) *Funding and sustainability*

- Are the benefits of the activity sustainable?
- Are there existing initiatives with which this activity has positive relationships?
- Has the activity potential to leverage additional support?
- Does the activity have potential to act as a role model?
- Does the activity have local community support?
- Is the activity in line with government policies and priorities?
- Is the activity GEFable?
- Could the activity use foreign expertise?

### **6.3 Draft list of activities**

Initial ideas for activities were developed by participants at the Strategy Development Workshop and in subsequent inputs and discussions. In addition, criteria for activity selection were developed in consultation with the stakeholders involved in the strategy process. These criteria were used by the CSIR team to refine the list of activities. This list was then evaluated and prioritized by the CAPE Working Group, which consists of key implementing agencies. The resulting draft list of activities is provided in Appendix 1 and will be refined and further developed in the Implementation Programme phase in collaboration with potential implementing agencies. The activities that have thus far been identified by the CAPE Working Group as priorities are underlined.

**6.4 Next steps (refer to the process diagram in Figure 2)**

The strategy outlined in this report constitutes phase 2 of CAPE, and will guide the next phases. In phase 3, an Implementation Programme will be developed, which will incorporate Business Plans for priority activities. The Implementation Programme will contain aspects related to implementation not included in the Strategy, such as institutional arrangements, financing and allocation of resources. The Implementation Programme will be presented at the CAPE Conference in September 2000, and will form the basis for securing funding for the selected activities and aligning available resources.

## APPENDIX 1: DRAFT LIST OF ACTIVITIES

### CROSS-CUTTING COMPONENTS

#### 1. **Strengthening Institutions**

- 1.1 Establishment of a mechanism and funding strategy for sustainable implementation of the CAPE project
- 1.2 Institutional strengthening in the Eastern Cape
- 1.3 Developing an appropriate legal and policy framework for biodiversity conservation in the CFK
- 1.4 Reviewing the system for enforcing environmental laws impacting on biodiversity conservation in the CFK
- 1.5 Institute ongoing monitoring of the State of Biodiversity
- 1.6 Improving the ability of key NGOs and 'non-conservation' government agencies to support the conservation of the CFK
- 1.7 Developing capacity for biodiversity management

#### 2. **Enhancing Co-Operative Governance**

- 2.1 Collaborative strategic bio-regional planning
  - development and maintenance of an integrated CAPE database and production of appropriate outputs
  - implementation within agencies
  - integrative training
- 2.2 Support for the development of effective CMAs by expanding their brief to include biodiversity

#### 3. **Promoting Community Involvement**

- 3.1 Formalising local participation in marine resource management (need a detailed plan to link with activities under 7 - *sustainability of resource use*)
- 3.2 An environmental education process focused on the value of biodiversity of the CFK is supported and developed (need a detailed plan to link with 5.7 and 4.3)
- 3.3 Development of appropriate incentives and removal of disincentives for biodiversity conservation in the CFK
- 3.4 Enabling communities to sustainably exploit economic opportunities from biodiversity conservation in the CFK (eg. tourism and fynbos products)

### SECTOR SPECIFIC COMPONENTS

#### 4. **Strengthening On and Off Reserve Conservation**

- 4.1 Interventions to establish reserves and off reserve conservation measures for priority areas (particular priorities include lowlands, mega-reserves and marine protected areas)

- 4.2 Fine scale biodiversity research and conservation planning to support conservation interventions in priority areas
- 4.3 Institutional tools and mechanisms, including testing cooperative management models and developing incentives
- 4.4 Land and ownership interventions and programs, focusing on the redistribution of government land
- 4.5 Database Management, supporting 2.1 (bio-regional planning) and the maintenance of Red Data Books

**5. *Conserving Biodiversity and Natural Resources in Catchments***

- 5.1 The development of an effective co-ordinating body for integrated catchment management – use a case study on the ground which includes the establishment of an effective body and the development and implementation of a local management plan for the conservation of biodiversity
- 5.2 Identification and development of mechanisms, including incentives, to encourage sustainable catchment management practices, particularly for sensitive areas outside of formally conserved land
- 5.3 Research on the role of biodiversity in underpinning ecosystem functioning in the context of catchment management
- 5.4 Research on the economic value of biodiversity in catchments
- 5.5 The development of capacity through support to existing initiatives aimed at clearing invasive alien plants and managing fires
- 5.6 The management of water demand to relieve pressure on water resources in rivers and to protect the water reserve

**6. *Integrated Land Use Planning***

- 6.1 Develop an accessible, current and reliable decision-support system which is an input into bio-regional planning and Integrated Development Planning. This should include the development of transparent criteria or guidelines for the conservation of biodiversity, based on bio-regional planning and the outcomes of CAPE.
- 6.2 Provide recommendations for simplifying legislation and develop teams to monitor its implementation. This should include identifying the overlaps between the roles and responsibilities of government authorities and provision of recommendations for cooperative governance and the more efficient use of resources and skills.
- 6.3 Build capacity within government to undertake Integrated Development Planning which is based on the principles and application of bio-regional planning. This should include training courses, and possibly the provision of specialist environmental expertise on the local government Integrated Development Planning Committees.
- 6.4 Project to ensure that information on development projects is accessible to communities in order to facilitate their involvement and contribution to environmental management.

**7. *Improving the Sustainability of Resource Use***

- 7.1 Develop a cluster of research activities aimed at establishing the stocks and productivity of resources, determining the effects of harvesting on stocks and productivity, and finally, establishing sustainable management strategies
- 7.2 Determine existing and potential economic value of harvested resources, and determine economically optimal strategies for exploitation
- 7.3 Investigate the economic incentives that encourage or discourage sustainable use
- 7.4 Develop and implement educational courses and road shows to take to users, politicians, policymakers and enforcers
- 7.5 Develop willingness and capacity within management institutions to work with communities
- 7.6 Analyse existing legal and policy framework, as well as law enforcement, and explore how it can be enhanced to support sustainable resource use
- 7.7 Establish appropriate community forums, following an investigation of various models for community participation.
- 7.8 Develop entrepreneurial skills and improve economic conditions within communities to optimise sustainable use of resources and economic development.
- 7.9 Institutional assessment for the Directorate of Nature Conservation in the Eastern Cape Department of Economic Affairs, Environment and Tourism.
- 7.10 Marine Protected Area finalisation and implementation

**8. *Promoting Sustainable Nature Based Tourism***

- 8.1 A research programme to identify and support community-based tourism initiatives
- 8.2 A research programme to identify nature-based tourism opportunities within the CFK
- 8.3 Development of a strategy to encourage local government participation in tourism development
- 8.4 Development and implementation of a holistic ecotourism strategy, involving local government, local communities, government and the tourism industry in the process
- 8.5 Development of a programme to create interlinked tourism “theme” routes marketed under a CFK “brand” for ecotourism throughout the CFK
- 8.6 Development of a strategy to increase tourism research capacity through collaboration between Tourism Boards, universities, technikons and private and public research bodies.