

## AGULHAS BIODIVERSITY INITIATIVE

### Project Brief

#### PROJECT BACKGROUND AND CONTEXT:

1. Environmental Context: South Africa is one of the 17 megadiversity countries of the world, identified as such owing to the strength of its floral diversity and endemism. South Africa has three of the world's 19 threatened biodiversity hotspots, namely the Cape Floristic Region (CFR), the Succulent Karoo and Maputaland-Pondoland. It also has six of the world's Centers of Plant Diversity and Endemism as identified by WWF/IUCN including the Cape Floristic Region, one of six floral kingdoms globally (and the only floral kingdom found entirely within the bounds of a single country). South Africa's plant diversity is estimated at 23,420 species (9% of the world's total) with 16,500 endemics, of which 5,870 are found just within the fynbos of the CFR (Megadiversity, Conservation International). The CFR occupies a surface of 90,000 square kilometers and 70% of its 9,600 plant species are endemic.

2. The Agulhas Plain covers 270,000 ha of semi-arid, lowland fynbos and Renosterveld. Located in the Cape Floristic Region Biodiversity Hotspot, the area is a globally significant repository of biodiversity, recognized for its high irreplaceability and vulnerability (see Annex D for a detailed description of site biology). The diversity of habitat types, wetland ecosystems, Red data plant species and local endemics is unmatched in the CFR. The Plain constitutes one of the largest extant storehouses of lowland fynbos and threatened Renosterveld in the world, which are considered the highest priorities for conservation in South Africa and globally.<sup>1</sup> With an annual mean precipitation of some 350 mm, the area is classified as semi arid with a Mediterranean type climate typified by a winter rainfall regime.

3. The plant diversity is remarkable, with almost 2,500 species known from the area, including at least 100 in the Red Data Book and 100 locally endemic and unique vegetation types. The Agulhas Plain is renowned for harboring an endemic vegetation type, Elim Asteraceous Fynbos, an endemic-rich, low growing transition between fynbos and renosterveld characteristic of shale and shallow lateritic soils. Characteristic species include 6 endemic Proteaceae: *Leucadendron elimense*, *L. laxum*, *L. modestum*, *L. stelligerum*, *Leucospermum heterophyllum*, and *Protea pudens* (Mustart *et al* 1997). Three other vegetation types (limestone proteoid, *Elim asteraceous* fynbos, restioid fynbos and neutral sand or proteoid fynbos) are highly threatened. The most recent detailed vegetation mapping of a part of the area identified no less than 36 different vegetation types (Euston-Brown 1999), and 12 different wetland types (Jones *et al* 2000). The high biodiversity is attributed firstly to change in plant species composition on different soil types and to changes in plant assemblages on the same soil type but in different geographic locations.

4. The very low gradients in the south-eastern plain result in significant wetland development, and create the second largest lacustrine wetland in South Africa, Soetendals vlei. The Agulhas region is unique in terms of the wide variety of wetlands (freshwater springs, rivers, estuaries, lakes, vleis and endorheic pans) that occur within a relatively small area. Two Ramsar Sites are located on the Agulhas Plain, De Hoop vlei and the De Mond estuary.

5. The Agulhas Plain houses, or is a significant part of, three Important Bird Areas: De Hoop (SA 119), Heuningnes River and Estuary (SA 121), and Overberg Wheatbelt (SA 115) (Barnes 1998). These areas hold the largest populations of blue cranes (*Anthropoides paradiseus*) in the world, and significant numbers of Stanley's bustard (*Neotis denhami*), white stork (*Ciconia ciconia*), Caspian tern (*Hydroprogne caspia*) and black harrier (*Circus maurus*). Over 270 bird species have been documented in the Agulhas region. The Agulhas long-billed lark is endemic to the plain and near threatened (Ryan &

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<sup>1</sup> Lombard *et. al.* , 1997. Reserve design on the Agulhas Plain, South Africa: a flexible tool for conservation in a species-rich and fragmented landscape. *Conservation Biology*, 11, 1101 – 1116.

Bloomer 1999). Genetic and vocal analyses also confirm that a second species, the Agulhas Clapper lark, is endemic to the plain (P. Ryan, *pers comm.*). The project area is home to the endangered Cape vulture (*Gyps coprotheres*) and significant populations of the Red listed striped flufftail (*Sarothrura affinis*). De Hoop vlei is the only locality where greater flamingos (*Phoenicopterus ruber*) have successfully bred in South Africa. The coastline supports a rich marine and intertidal life, with breeding sites of endangered and rare bird species, such as the African black oystercatcher (*Haematopus moquini*) and the Damara tern (*Sterna balaenarum*). Two endangered, endemic amphibians have significant proportions of their global populations in the project site, namely the micro frog (*Microbatrachella capensis*) and Cape platanna (*Xenopus gilli*). The Red Data listed leopard toad (*Bufo pardalis*) has a viable population in the area. The threatened southern dwarf adder (*Bitis armata*), extinct from similar habitat further West in the CFR occurs in some numbers on the calcareous and limestone outcrops of the coastal plain (Baard *et al* 2000).

6. Of the 81 terrestrial mammals known from the CFR, 72 have been recorded historically from the Plain. Historically, the area supported vast herds of plains game, being one of the few areas of the Cape with adequate grazing and year round fresh water. Currently, it retains one of the only extant habitats for viable populations of the endemic and threatened bontebok (*Damaliscus dorcas dorcas*) and Cape mountain zebra (*Equus zebra zebra*) (Boshoff *et al* 2001; C. Martens *pers comm*). The population of eland (*Taurotragus oryx*) in De Hoop Nature Reserve is the third largest in South Africa at 320+ animals. The Agulhas Plain is one of very few strongholds of the honey badger (*Mellivora capensis*), widely persecuted for its local destruction of apiaries and fowl runs. Significant numbers of Southern right whales frequent the Agulhas coast for breeding. The large breeding colony of fur seals (*Arctocephalus pusillus*) on Geyser Rock produces over 8000 pups a year or 3% of the recruitment in Southern Africa.

7. Land use pressures on biodiversity and future development potential imply that the area is increasingly threatened (Cole *et al* 2000). However, sufficiently intact ecosystems and potentially compatible land uses remain to construct a representative and viable system of protected areas (for sustainable use and conservation purposes) representing an adequate sample of the area's biodiversity.

8. **Socio-economic Context:** There are eight major urban settlements in the area, namely: Struisbaai, Stanford, Gansbaai, Bredarsdop, De Kelders, Pearly Beach, Arniston and Agulhas, four smaller villages and informal communities, divided in two municipalities: Overstrand and Agulhas. About 60% of the region's estimated 45,000 inhabitants live in rural areas, with a mean population density of 6/hectare. However, there has been a tendency towards urbanization, with comparative urbanization figures of 50.3% for 1980 compared with 64% for 1997/98, affecting mainly the coastal areas. Many of the jobs available to unskilled people in the area are of a seasonal or temporary nature. This can be seen in the seasonal nature of fishery work, domestic services in the tourism industry, as well as wildflower and agricultural labor. The Agulhas Plain is characterized by a very high under employment rate (e.g. 58 % in Gansbaai), rudimentary health services and poor education levels in many of the rural areas.

9. Most of the land is in private/ communal ownership and is used mainly for commercial agriculture. Four main categories of farm have been identified (Barry Heydenrych, 1999): livestock farms (40%), fynbos farms (28%), conservation areas (22%) and mixed farms (10%). It is estimated that approx. 74% of the Agulhas Plain is still covered by natural vegetation and has not yet been transformed by agriculture.

**TABLE 1: LAND USES**

<b>Statistics/ Land Use</b>	<b>Agulhas Plain (figures are approximate)</b>
Size of Region	270,000 ha.
Total number of inhabitants	45,000
Livestock farms (grazing, cash crops and game)	108,000 ha
Fynbos farms	75,600 ha
Conservation areas – excluding conservancies	56,304 ha
Mixed farms	27,000 ha
Area of transformed land	70,000 ha

Remaining natural vegetation (not transformed by agriculture)	200,000 ha
Water bodies	2800 ha.

10. The livestock farms derive a substantial part of their income from cereal cash crops such as wheat and barley. As a result of falling profits for wheat crops, farmers have also begun to cultivate other cash crops such as canola. The net income for livestock farming on cultivated land in Agulhas Plain is estimated to be approx. US\$ 1 million/year. Almost half of the working farms on the Plain rely on veld for cattle grazing, a quarter for sheep grazing and 10% for game. The value of grazing of indigenous veld on the Agulhas Plain amounts to an estimated US\$ 445,000/year. Combined with the grazing value from cultivated lands, livestock farming on the Agulhas Plain generates an estimated net income of US\$ 1.5 million/year. Very few farmers in Agulhas Plain are presently ranching game, and the estimated income from game is small at US\$ 10,000/year. The harvest of fynbos comprises the largest single livelihood opportunity in Agulhas Plain, yielding an estimated net income of US \$ 1.15 million/year. Cultivated flower orchards yield an estimated net income of US\$ 200,000/year (from 20 large- and 100 small farms).

11. In addition to its biodiversity values, the area is very important for its cultural-historical features. The Moravian mission station at Elim has the largest wooden waterwheel in South Africa and the clock in the Elim church dates back to 1764. High concentrations of Late Stone Age shell middens, as well as fish traps, apparently constructed by Khokhoi pastoralists, are found along the coast.

12. Institutional Context: The Department of Environmental Affairs and Tourism is responsible for most environmental management functions in South Africa. South African National Parks (SANParks) is the statutory agency responsible for the national network of protected areas. Its mission is “to acquire and manage a system of national parks that represents the indigenous wildlife, vegetation, landscapes and significant cultural assets of South Africa, for the joy and benefit and spiritual well being of the nation and the people of the world”. Western Cape Nature Conservation Board (WCNCB) is the provincial agency responsible for biodiversity conservation in Western Cape Province and manages most of the protected areas (except national parks) in the CFR. The National Botanical Institute with its headquarters at Kirstenbosch Botanical Gardens aims “to promote the sustainable use, conservation, appreciation and enjoyment of the exceptionally rich plant life of South Africa for the benefit of all people”. The Department of Water Affairs and Forestry’s Working for Water Program conducts a very active country-wide alien clearance campaign, focused on the control of alien trees that undermine hydrological systems. Finally, the area is sub-divided into the Overstrand and Cape Agulhas Municipalities, which, are expected to progressively assume greater responsibilities for coordinating government services, as an outgrowth of government policy promoting the decentralization of a range of public services to local governments.

13. The Botanical Society of South Africa’s Cape Conservation Unit is very active in the CFR, working on development of conservation incentives with private landowners and on lowland conservation. Flower Valley Conservation Trust (FVCT), is another local NGO in the project area pioneering biodiversity businesses based on sustainable harvesting of wild fynbos. Fauna & Flora International (FFI), the world’s longest established international conservation organization is working with SANParks and FVCT to support conservation activities and biodiversity-based business development.

14. Policy and Legislative Context: The Government of South Africa has long demonstrated a commitment to protecting biodiversity. The Constitution of South Africa guarantees the right to a healthy environment and environmental protection through conservation, pollution control and sustainable development. Policy frameworks have been substantially transformed in the Post apartheid era. The Department of Environmental Affairs and Tourism (DEAT) has published a White Paper on Conservation and Sustainable Utilization of South Africa’s Biological Diversity in 1997 and is in the process of developing the National Biodiversity Conservation Strategy and Action Plan (NBSAP) with assistance from GEF/UNDP. The country has ratified the Ramsar and Bonn Convention, World Heritage Convention, Convention on International Trade in Endangered Species of Flora and Fauna (CITES) and

the Convention on Biological Diversity. In addition, the Government is in the process of developing a biome management program to advance biodiversity conservation at the bioregional scale. Ecoregional Conservation Plans developed for 4 regions (including the Agulhas plain), enjoy widespread recognition and institutional support and provide a unique platform to galvanize collective action and commitment.

15. National Biodiversity, Protected Area, Agricultural Resource Use and Land Management legislation is all currently under review or being redrafted. This provides a significant opportunity for successful pilot projects to lead policy development. Strict alien plant control laws have been in place since early 2001 but suffer from a lack of implementation and compliance provisions. Provincial ordinances enabling private conservation initiatives (co-operative conservation management) and affecting resource utilization (such as flower harvesting) date from 1974 and require significant amendments to reflect advances in scientific understanding, and assure integration into national policies.

16. The Agulhas Plain was identified as a conservation priority by SANParks in 1986. The area is currently recognized as the highest priority on the SANParks' agenda. Recognising the importance of the area, a fine scale conservation mapping exercise was completed in 2000<sup>2</sup>, and identified critical areas for conservation, allowing for the development of a conservation strategy. In 2000, the SA Government approved a Medium-Term GEF Project Priority Framework, identifying strategic areas for GEF investment, needed to catalyse a broad spectrum of environmental management endeavours of high national priority. This identified the CFR, including the Agulhas Plain as the top priority for conservation intervention.

17. In September 2000, the South African Government approved the Cape Action Plan for the Environment (CAPE Strategy), prepared with assistance from the GEF/ World Bank, under the Cape Peninsula Biodiversity Conservation Project. The CAPE strategy constitutes the first strategy developed for an entire biodiversity hotspot. The Government of South Africa is now moving to implement the Strategy through a comprehensive twenty-year national programmatic framework entitled Cape Action for People and the Environment (C.A.P.E.). The long-term objective is to protect and where appropriate restore a representative sample of the biodiversity of the CFR, to optimise global and domestic environmental benefits. Under C.A.P.E, the policy foundations, institutional arrangements, capacities, financial instruments, and other tools needed to achieve this objective would be systematically developed, allowing for the effective integration of conservation objectives in the productive sectors. A suite of different conservation approaches would be designed, tested, adapted and replicated to scale, accommodating the range of ecological, socio-economic and institutional conditions found in the CFR.

18. Over its 20 year timescale, C.A.P.E. aims at expanding the area under effective conservation management, supported by a strong policy framework, capacitated institutions, new financial mechanisms and other instruments needed to assure the sustainability and cost-effectiveness of management. An overriding objective is to create the foundations for a 'biodiversity economy': linking the environmental benefits of the CFR directly to economic growth and livelihood creation. A key strategic design feature of C.A.P.E. is a phased approach: Activities are being scheduled over 20 years, providing an adequate time budget to systematically address current and emergent threats to biodiversity and ensure sustainable management. Interventions would be phased, with 3 distinct stages anticipated. From an international perspective, C.A.P.E. represents the most highly developed of a number of biome-wide conservation initiatives being undertaken, and C.A.P.E.'s approach to strategic planning at regional scale is being used as a model in many regions. Implementation will pilot a number of innovative approaches and will provide replicable experiences and lessons both within South Africa and beyond.

19. Following an international donor conference in September 2000, the Government of South Africa requested support from GEF through the World Bank and UNDP to implement the C.A.P.E programme, and specifically to establish the institutional foundations, systemic, institutional and individual capacities and know how needed to spearhead conservation in a cost effective, participatory and sustainable manner.

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<sup>2</sup> The mapping exercise was completed with funding support through the GEF/ World Bank, Cape Peninsula Biodiversity Conservation Project.

## BASELINE COURSE OF ACTION

20. Threats: The Agulhas Plain is currently being transformed through conversion to agriculture; alien plant infestation; inappropriate fire regimes; unsustainable harvesting of wild fynbos; and indiscriminate coastal development and urbanization<sup>3</sup>.

21. Direct habitat transformation by agriculture. Cereal cropping and dairy pastures have converted more than 90% of available shale soils on the Agulhas Plain, with significant impacts on Elim Asteraceous Fynbos and Renoster Fynbos, two vegetation types endemic to the Agulhas Plain (Euston-Brown 1999). Cultivation of the more fertile shale-derived soils (previously supporting coastal Renosterveld and Elim fynbos) for cereals, vineyards, pastures and cultivated flowers covers 22.5% of the area<sup>4</sup>. Centuries of intensive agriculture have reduced coastal Renosterveld to between 5 % (in the west) and 35% (in the east) of its former extent<sup>5</sup> and only 1.5% of the original area is conserved<sup>6</sup>.

22. Although most transformation for agriculture was completed by the late 1960's, a new trend is the development of novel crops and cultivars, which are able to grow in previously marginal areas. The Agulhas Plain is a recognized area of growth in the wine industry, exploiting the cooling summer sea breezes and poor soils for low volume, high quality wines (Hughes *et al* 2002). Several experimental vineyards have been erected, some in sensitive head water catchments of the two main river systems and others requiring in-stream irrigation dams. Increased international demand could greatly expand the area under wine, threatening even small remnants of natural habitat.

23. Native flower cultivation has emerged in the 1990's as another major threat to habitats previously considered safe. Driven by demand from international consumers demanding perfect flowers on long stalks, many farmers have been forced into planting cultivars and hybrids. These are planted in monoculture back into freshly cleared fynbos areas (Proteas will not grow in previously disturbed and fertilized lands due to phosphate toxicity). Apart from any threats of genetic exchange with wild relatives, this cultivation effectively disrupts many natural processes in fynbos, eliminates many native species and introduces weeds into pristine vegetation.

24. The second greatest threat to biodiversity in Agulhas Plain is represented by alien plant species. Shifting dune corridors were stabilized from the 1930s to the 1970s with Australian Acacia species, many of which have invaded acid fynbos and limestone habitats. At least 14.7% of the natural habitat is completely converted to dense thickets of invasive alien plants. Wind, water and birds spread seeds and 40% of the plain is infested to some degree. Alien plant infestation threatens to displace the endangered fynbos types, such as neutral sand proteoid fynbos. Limestone Proteoid Fynbos is primarily threatened by invading stands of *Acacia cyclops*. Without pathogens or native seed predators, alien species outcompete locally adapted plants, grow to greater heights and greatly increase standing and leaf litter biomass. This increases the frequency and intensity of natural and man-induced wildfires, which burn with few impediments. Native seeds and shrubs are ill adapted to overly frequent and intense wildfires, and retreat

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<sup>3</sup> It is estimated that at least 1,400 plant species in the CFR are now endangered or close to extinction. Although the area has been utilized since the Early Stone Age, the most dramatic change to the landscape has occurred after 1850, with two major forces, direct habitat transformation by agriculture and alien plant species, being responsible for the transformation of indigenous veld. Settlers eliminated most large carnivores and herbivores during the early colonization of the plain in the 1700s. Severe habitat fragmentation due to agriculture and direct persecution have impacted many large bird species.

<sup>4</sup> Lombard et. al. , 1997. Reserve design on the Agulhas Plain, South Africa: a flexible tool for conservation in a species-rich and fragmented landscape. *Conservation Biology*, 11, 1101 – 1116.

<sup>5</sup> Heijnis et. al. 1999 Picking up the pieces: A biosphere reserve framework for fragmented landscape – The Coastal lowlands of the Western Cape, South Africa. *Biodiversity and Conservation*, 8, 471 – 496.

<sup>6</sup> Rebelo, A.G., 1992 Preservation of biotic diversity. In *The Ecology of Fynbos*. Nutrients Fire and Diversity. (ed. R.M. Cowling) pp. 309 – 344, Oxford University Press, Cape Town.

with each fire cycle while alien trees thrive (often increasing in density by 1000%.)

25. Inappropriate fire regime is another threat to the lowland fynbos in the Agulhas Plain and has resulted in a reduced seed production and subsequently reduced plant diversity in the affected area. Fire has been used for a very long time as a management tool and almost half of the farmers in the region burn their land to improve wildflower production. Increased frequency of wildfires due to invasive aliens, insufficient firebreaks and early warning systems and increased human activities is impacting on many plant species, which fail to reach maturity and develop safe seed store levels between fires. Implementation of fire control suffers from an over centralization of planning systems and legislative deficiencies. Civil structures to co-ordinate farm level control, training and preparedness are not yet in place.

26. High concentrations of livestock along wetlands Sheep and cattle are reared throughout the plain except on sandstone-derived soils too poor to support any grazing. Small farm size and generally poor veld condition led to high concentrations of stock along wetlands where over-trampling, local overgrazing, bank erosion and eutrophication result. A dominant perennial wetland sedge, Palmiet (*Prionium serratum*), has been reduced over wide areas impairing its ameliorating influence on high flows and channel stability. This coupled with the invasive alien plant species in the catchment areas contributes significantly to wetlands deterioration.

27. Unsustainable use of the natural resources, such as wildflower harvesting represent other threats to the biodiversity of the Agulhas Plain. Without a long history of utilization, sustainable harvest levels for many species are unknown. Many farmers and itinerant harvesters over-exploit wildflower resources to profit from short term leases. Coupled with the threat of poor harvesting techniques, excessive off-take of flower (and hence seed) resources severely reduce post fire recruitment of sensitive species.

28. Although potentially sustainable industries are widespread on the Agulhas Plain, inappropriate practices and indiscriminate persecution threaten numerous species. Honey production from wildflowers and pollination hives are an important income stream during winter, which is raided by Honey badgers if unsecured. Apiarists were responsible for dramatic declines in Honey Badger populations through gin trapping. The Agulhas Plain is one of the few strongholds of the species. A farmer awareness campaign and “badger-friendly” honey certification scheme appears to be working but needs continual reinforcement.

29. Indiscriminate coastal development and urbanization is destroying and degrading the integrity of coastal habitats and ecosystem processes, as well as exacerbating pollution problems and increasing pressure on already over-utilized natural resources. Many plant species are narrow range endemics, occurring as edaphic specialists particularly on the shale, laterite and limestone soils. These are threatened by inappropriately located developments of several seaside towns and resorts.

30. Land Degradation: The Cape Floral Region is fragile on account of its dryland characteristics. The Agulhas Plain is at risk of land degradation, from many of the same processes that threaten biodiversity. There is currently a dearth of quantitative baseline data on the incidence of soil erosion and hydrological disturbance in Agulhas Plain. Presently, such degradation appears to be patchy and localized. The area is nevertheless vulnerable. The spread of alien invasive trees (particularly acacias) constitutes a particular problem. These species grow in dense thickets, and suppress the growth of understorey vegetation, leaving soil exposed and vulnerable to sheet erosion, which in certain areas is causing the submergence of wetlands by sand deposits. The problem is intensified in areas that have suffered from frequent intensive fires, which further reduce ground vegetation. Fire hazards tend to be greatest in areas suffering from heavy alien infestation, due to the increase in combustible material (tree bark and leaf litter). Several alien species are also known to change soil properties, including by increasing nutrient loads and pH factors. This in turn, tends to retard the growth of native plants, poorly adapted to these soil conditions.

31. A further consequence of invading alien species is greatly altered ground water and river flow regimes. Invasive tree species (e.g. *Acacia cyclops*) can use up 300 l of water per adult tree per day in summer, and reach a density of 3000-4000 trees per ha (Toens *et al* 1998). This has significant impacts on the hydrology of the complex wetland systems, which are sensitive to subtle changes in water level, and on the productive estuaries requiring flushes for fish spawning and connection to the sea. The impacts on biodiversity from changes in hydrology from alien infestation are heightened in the semi-arid Agulhas Plain. The failure to clear invasive alien plants from the catchment of Nuvejaars – Heuningnes River, is expected to result in reduced water flows, which could close the mouth of Heuningnes estuary.

32. Ostrich ranching is presently limited in the area, but is known to contribute to land degradation unless carefully managed. Ostriches are effective foragers, and can quickly denude fields of vegetation. Further they contribute to over-trampling, and their acidic phosphorous rich droppings change soil characteristics. A watching brief is needed on the development of this industry in the project region. The impacts of other livestock are less damaging; while nutrients from dairy cow herds can cause wetland eutrophication, carefully constructed catchment dams on many farms are largely containing the problem. Studies show that some form of indigenous plant cover can be readily restored in most degraded areas that have become densely invaded by alien plants.<sup>7</sup> However, the technical know how to facilitate full ecological restoration of such lands is perfunctory.

33. A detailed analysis of the afore-mentioned threats, and description of effects, root causes and management issues is provided in Annex E.

34. **Baseline:** The baseline course of events in a business-as usual scenario over the next five years is described below. The incremental cost analysis (Annex A) provides a detailed summary of baseline costs.

35. Conservation Management in the Productive Landscape of Agulhas Plain: Most conservation initiatives in the CFR have focused heretofore on protecting the mountainous landscapes of the Cape Folded Belt. The biologically rich Cape lowlands have, by comparison, received relatively little attention. Some 22% of the Agulhas Plain is under nominal protection, including the Agulhas National Park (11,000 ha), proclaimed in 1999 and located in the Southern extremity of the area and De Hoop Nature Reserve (36,000 ha.) on the Eastern boundary. The former is managed by South African National Parks and the latter by the Western Cape Nature Conservation Board. Several private protected areas have also been established. One such reserve is owned by a para-statal electricity utility (ESKOM) and covers some of the richest areas of limestone fynbos known, with remarkable levels of highly range restricted endemic species. One community reserve, Geelkop (Yellow hill) is managed by the Elim Church Council, and harbours critically threatened Elim Fynbos. The area is mostly clear of alien species, unlike many of the other reserves. Finally, three voluntary co-operative land management areas (known locally as conservancies) have been established by farmers. In the West, the Walker Bay Fynbos Conservancy currently conserves over 13000 ha. These sites provide varying degrees of security for flora and fauna. While the De Hoop Nature Reserve is relatively well protected, the Agulhas National Park remains in its infancy, and the full range of protected area management functions and systems have yet to be installed. The Private Reserves suffer from a dearth of management capacity, as a conservation extension service is lacking. These sites mostly lack management plans, and have limited enforcement capabilities.

36. There is thus a dual need to strengthen management in the Agulhas National Park and improve conservation systems on the private reserves. Unfortunately, the existing conservation agencies tend to operate in isolation, in the absence of a collaborative institutional mechanism at the sub-regional level. Several conservation functions are duplicated leading to a sub-optimal utilization of conservation moneys. This problem is particularly acute with respect to the provision of services to the network of private reserves. Various pieces of legislation provide for the establishment of private reserves. The National

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<sup>7</sup> Holmes and Cowling, 1997 The effects of invasion by *Accacia saligna* on the guild structure and regeneration capabilities of South African fynbos shrubland. *Journal of applied ecology*, 34, 317 – 332.

Parks Act (1976) allows for the establishment of contractual parks, managed by SANParks under long-term contracts. Although remaining under private ownership, use rights on these sites have historically been strictly delimited. This has diminished the incentives for landholders to establish reserves under this category. In the Western Cape, Private Nature Reserves are regulated under the Cape Nature Conservation Ordinance (1974). Although registered with the WCNCB, they enjoy no security of tenure or management support. The WCNCB Act (1999) allows for the Board to enter into management agreements with any landowner, but no legislation has been enacted allowing for the creation of conservancies. Generally these areas are subject to less restrictive use rights. The agreements, although untested, allow for the provision of management services from the WCNCB, including for management planning and biological monitoring. The capacity of the afore-mentioned conservation agencies to service private reserves is for all practical purposes limited, meaning that the conservation potential of these reserves has yet to be properly realized.

37. The existing reserve system is furthermore not representative of the patterns of biodiversity in the landscape. Existing protected areas are mainly located on sandy substrates on the coastal margins of the Plain. These areas are largely artifacts of earlier efforts to stabilize sand dunes under forestry legislation. Only 3 out of 36 vegetation types in the plain West of Arniston (70% of the study area) are sufficiently represented in protected areas (Cole *et al* 2000). In addition, with the exception of the De Hoop NR, most established reserves are small and fragmented, and are inadequate to sustain vital ecological processes. Very few corridors are open for species movement in response to climatic shifts, grazing pressures or natural dispersal. Riverine and wetland ecosystems are poorly represented, particularly in upstream areas. Based on recommendations for the establishment of a system of reserves on both public and private lands, made by Cowling and Mustart in the structure plan for Agulhas Plain (1994), Lombard (1977) undertook the first comprehensive and systematic reserve selection exercise for the Agulhas Plain. This was followed by a second and broader conservation planning exercise (1:250,000 scale) undertaken as part of the process of preparing the CAPE Strategy (Cowling, 1999) covering the entire CFR. This identified the Plain as a priority area requiring a more detailed plan. Subsequently, a fine-scale (1:10,000) conservation plan was developed for the area (Cole *et. Al*, 2000), using cadastral boundaries as site selection units.

38. The fine scale planning pointed to the need to expand the area under conservation management. Given that funds for land purchase are limited, and limited land is currently held in the public domain, the potential for establishing a publicly owned and managed conservation estate is obviously limited. While there is a need to purchase lands of outstanding ecological significance to create core refugia, under public ownership, the challenge remains not only of improving management systems on existing private reserves, but also to establish new reserves, buffers and other areas on private and communal landholdings. This challenge is evident to a greater or lesser effect throughout South Africa, and is constraining efforts to expand the protected area estate, to protect a biologically representative sample of biodiversity.

39. There is furthermore, an unmet need to integrate protected areas into local planning and development to ensure that off-reserve production systems are compatible with conservation objectives. A mechanism for assuring such integration is provided under the Municipal Systems Act of 2000, which requires all municipalities to produce integrated development plans (IDPs) to guide and inform all planning, budgeting, management and decision making in the municipality. The Plans have legal status, and can provide a powerful tool for assuring the integration of conservation and development objectives locally. However, the institutional coordination mechanisms, planning and oversight systems and individual capacities need to be systematically created and improved to secure these intended outcomes. This necessitates the creation of partnerships between conservation authorities, landholders and municipalities. In Agulhas, the two municipalities and local department of Agriculture are demonstrably committed to developing a comprehensive model to integrate conservation concerns across the productive sectors. However, no funding would specifically be earmarked for this in the baseline course of events. In the absence of an integrated sub-regional management planning and decision making apparatus, backed by an integrated cross-sectoral extension service, the threats to biodiversity are unlikely to be mitigated.



40. *Alien vegetation clearance.* The Department of Water Affairs and Forestry's Working for Water Program and the Department of Agriculture's Landcare Project invest heavily in ecological restoration works in the CFR, aiming simultaneously to provide employment for the socially marginalized populace. SANParks and WCNCB has been able to secure funds from the Working for Water Program to clear alien vegetation clearance in the Agulhas Plain. While some 4000 ha of land have been cleared, there is a need to expand the scale of intervention, and in particular, to focus limited resources in areas of conservation priority. There is a serious need to streamline the institutional arrangements, project planning processes and implementation mechanisms around the objectives of biodiversity conservation, job creation and water protection. The baseline will see some further investments in alien clearance, but no comprehensive approach to lift technical and economic barriers by identifying priority conservation areas for protection, increasing awareness about the benefits accruing from alien clearance, and developing markets for wood.

41. *Fire Management Strategy.* Recently a National Veld and Forest Fire Act was promulgated. The Act mandates that veldfire management strategies be developed at the local level and requires landowners to create and maintain firebreaks and install equipment to fight wildfires. There is a general acknowledgment that landowners must work together to manage runaway veld fires. A fire management association has been established in the area. However, there is a need to integrate biodiversity conservation objectives into fire management strategies, recognizing that low-frequency low-intensity fires are necessary to stimulate reproduction in many fynbos species, while wildfires may have a substantial and detrimental impact. However, given limited awareness and coordination among the landowners, fires will continue to affect large surfaces, with negative implications for biodiversity management.

42. Supporting biodiversity business based on the sustainable harvesting of wild fynbos: Wild fynbos harvesting is the single largest economic activity on the Plain (Heydenrych, 1999). In 1999, Fauna & Flora International purchased a fynbos farm in the name of a local NGO, Flower Valley Conservation Trust and saved it from being ploughed and transformed into vineyards. The operation is based on the sustainable harvesting of wild fynbos for the domestic and international cut flower markets. Recent diversification of the business to include the manufacture of hand-made fynbos paper products has been instrumental in ensuring year-round employment for people working in the largely seasonal flower business, making Flower Valley an important contributor to poverty alleviation efforts in the CFR<sup>8</sup>. Over the past year, efforts have focused on establishing a Certification system for sustainably harvested wild fynbos and on marketing. Strong linkages with European niche-markets have been established as a result of this work, Flower Valley wild fynbos and paper products are sold both on domestic and international markets.

43. The baseline situation is however characterized by a number of emergent risks, threatening conservation outcomes: (a) unsustainable off take of commercially important species, without reference to intra and inter-specific impacts. (b) a trend in South Africa towards flower farming. [This does little to protect the conservation of whole plant communities and thus biodiversity, although it may, in instances, reduce pressures on certain species.] These pressures need to be confronted, to protect the resource base and foster conservation compatible livelihoods. However, a number of barriers impede the paradigm shift from the unsustainable to sustainable use of wildfynbos. These may be summarized as (a) inadequate knowledge of the ecological determinants of sustainability, for different landholding units; (b) weak regulatory and enforcement regimes, to ensure compliance with management best practices; (c) absence of coordinated supply networks, to provide throughput while reducing offtake of certain desired species at individual sites; (d) a lack of mechanisms to recover the marginal costs associated with ecosystem management. These barriers need to be addressed if the industry is to be placed on a sustainable footing.

44. Development of models for nature-based tourism: The tourism sector in South Africa has been gradually expanding, fuelled by an increase in overseas visitors as well as growth in domestic tourism

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<sup>8</sup> The program is used by the Government fund for poverty alleviation as a model for community micro-enterprise development and job creation and was showcased as such at WSSD.

markets. The proximity of the area to other tourism destinations in the CFR, such as Cape Town and Garden Route, also augur well for the development of tourism in Agulhas Plain. Depending on how it is managed, tourism may either support conservation objectives and values or threaten them. The ad hoc development of tourism infrastructure and plant in coastal areas poses a threat to coastal biodiversity and lowland fynbos communities. The Chief Directorate of Planning in the Western Cape Department of Planning and the Overberg District Council are responsible for promoting development in the sector. However, these authorities lack the mandate, information and technical resources to ensure that biodiversity management objectives are mainstreamed into the industry. Hence threats are likely to grow.

45. There is accordingly a need to develop regulatory tools and voluntary impact mitigation measures for the area. Institutional co-ordination arrangements linking government departments with communities and local entrepreneurs are needed to find a workable and durable solution. Furthermore, there is a need to build the nature tourism sub sector in the area, to tie income from the industry specifically to biodiversity management. Although there is considerable potential for such tourism in the AP, the industry is poorly developed. Barriers to engendering development of an environmentally and economically sustainable nature tourism sector include: (a) lack of articulation of the Agulhas Plain in key eco-tourism markets as a destination, despite its obvious attractions, including its location at the southern tip of Africa, wilderness, whale watching, and flora. (b) lack of coordination in the sector locally. Specific expertise, outreach and monitoring capacity is lacking; (c) an absence of land based ecotourism products provides little incentive for tourists to visit the area; (d) local communities in the Agulhas Plain have few opportunities to participate in the industry, implying a risk that benefits will be inequitably distributed; and (e) mechanisms to monitor and regulate the impacts of tourism are lacking.

## **ALTERNATIVE COURSE OF ACTION**

46. The GEF would provide phased and multi-project support for the implementation of C.A.P.E, to create systemic, institutional and individual capacities and pilot and adapt innovative conservation approaches to create a platform for sustainable biodiversity management. GEF support will be channeled through three complementary interventions<sup>9</sup>.

- (i) C.A.P.E.: Agulhas Biodiversity Initiative
- (ii) C.A.P.E.: Biodiversity Conservation and Sustainable Development in the CFR Ecoregion [Phase I/II]
- (iii) Critical Ecosystem Partnership Fund (CEPF) [Phase I]

A detailed summary of the respective contributions of these initiatives to the C.A.P.E. program is provided in Annex G, describing the programmatic framework for GEF interventions in the CFR.

47. The ABI Project Goal has been aligned to the goal of the national C.A.P.E. program, in which it is nested: By 2020 the biodiversity of the Cape Floristic Region (CFR) is effectively conserved, restored wherever appropriate, and delivering significant benefits to the region. The purpose of the project is: Biodiversity conservation and socio-economic development on the Agulhas Plain are significantly enhanced through effective management and coordinated multi-sector stakeholder involvement. Interventions have been designed to mitigate threats to the lowland fynbos habitats and wetland environments of the Agulhas Plain. The Threats Annex (Annex E) shows how activities will address the underlying root causes of biodiversity loss. Four complementary outputs are proposed, with the GEF financing the agreed incremental costs of biodiversity conservation. Co-financing has been committed by SANParks, WCNCB, FFI, FVCT, WBFC, and the local Overstrand and Cape Agulhas municipalities.

48. The GEF Alternative will assist the executing agencies to institute innovative new cross-sectoral approaches to conservation management at a sub-regional level, through enhancing multi-stakeholder partnerships and assuring better integration with regional development strategies and programs. A mosaic of protected areas will be created and capacitated: small reserves to protect habitat patches and large reserves with connecting corridors to protect fauna and provide for floral dispersion. The PA systems will

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<sup>9</sup> Of these, one is currently underway: 1] Critical Ecosystem Partnership Fund.

be buttressed through the promotion of conservation compatible land use options in support zones (buffers and corridors), that provide for equitable benefit distribution. In addition, the GEF increment will remove the barriers associated with the lack of awareness of the benefits resulted from fynbos conservation and management by supporting the development and implementation of a fynbos awareness activities targeted at the main stakeholders. These interventions will reduce the risk of land degradation.

49. The project will make a substantial contribution towards strengthening the system of protected areas both in the Western and Eastern Cape Provinces and at the national level, by creating a cost-effective model for the management of clusters of public and private protected areas at a sub-regional level. Collectively, activities would demonstrate cost-effective and replicable ways and means for facilitating the broad based participation of communities, the private sector and other key actors in PA management, improve benefit sharing arrangements associated with PAs, and reconcile PA management with sustainable use objectives and production systems to create conservation incentives and improve prospects for sustainability. The proposed model marks a significant departure from the traditional *modus operandi* for PA management. The project constitutes one of the top priorities for South African National Parks (SANParks), which recognizes the need to rationalize its operations outside Parks and to better service the site management demands of private and communal reserves neighboring these sites. This is understood to be critical if the PA system is to be expanded to conserve a representative range of biodiversity.

50. The project comprises an integral component of the national C.A.P.E. program and has been designed to inform the design and implementation of the C.A.P.E. program over the long-term. The long-term objective of the South African Government, reflected in the objectives of the C.A.P.E. program is to decentralize conservation management as far as possible to the sub-regional level. ABI will provide a model and toolkit to facilitate this process. Unlike other areas in the Cape Floral Kingdom, targeted under the C.A.P.E. program, the Agulhas Plain is in a high state of readiness for successful conservation intervention. The site thus provides an ideal venue for testing and adapting many of approaches to be spearheaded throughout the CFR, and thus to reduce risks and enhance cost-effectiveness of interventions. Accordingly, ABI is designed as a fast-track initiative under C.A.P.E., geared to providing early lessons and conservation impacts. Close programmatic linkages with other GEF activities in the CFR have been developed during preparation<sup>10</sup>. These will be maintained during implementation, to facilitate the continued transfer of key lessons. The overall programmatic framework for C.A.P.E, and contributions of ABI are outlined in Annex G.

51. Project Preparation: Project development has been jointly financed by UNDP/GEF through a PDF B grant, SANParks and FFI. Preparation commenced in 2001 and was highly participatory, involving stakeholders from different sectors and constituencies. A consensus was reached among the stakeholder groups on the project strategy and components and the sequencing of activities during implementation. The preparation stage included (i) identification of key social issues and development of a public participation plan; (ii) preparation of an institutional needs assessment to define the institutional arrangements for project implementation; (iii) a series of multi-stakeholder workshops with conservation agencies, agriculture departments, municipalities, farmers, landowners, and NGOs to design the project strategy; (iv) development of a detailed (GIS) vegetation map of Flower Valley farm and basic vegetation/compartments map of farms supplying Flower Valley; (v) design of a model for recording harvest methods and harvested species (location, quantity, timing); (vi) assessment of training needs for flower pickers; (vii) preparation of an experimental protocol for identifying sustainable offtake levels; (viii) development of a draft marketing strategy for wild fynbos; (ix) assessment of the various certification schemes and development of a draft Code of Practice for sustainable flower harvesting; (x) assessment of the nature-based tourism opportunities; and (xi) development of a information materials.

## **Output 1: A landscape-level conservation management and planning system is developed and**

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<sup>10</sup> The transfer of lessons commenced during project preparation. The ABI preparation team prepared updates on the progress for each meeting of the Cape Coordinating Committee. Consequently, lessons learned in the preparation stage of ABI have already been incorporated in C.A.P.E..

**implemented in public-private partnerships negotiated by a well-capacitated extension service**

**Total cost: US\$7,490,390; Co-financing: 5,448,350; GEF request: US\$ 2,042,040**

52. To achieve this output, the project would include a series of strategic interventions targeted at institutional strengthening and capacity building; securing land under conservation management; conservation management planning; controlling alien plant spread; fire management; and wetland rehabilitation.

53. Institutional strengthening and capacity building would entail strengthening Agulhas National Park (ANP), establishing a joint conservation extension service for Agulhas Plain and building the capacity of the landowners and communities to manage contractual reserves. Additional personnel will be hired by SANParks to complement existing staff to negotiate contractual inclusion of outstanding properties in the core area and overall Park management. SANParks will also fund the construction and maintenance of roads, upgrading the park offices, equipment and vehicles. GEF funds will cover incremental costs associated with planning, purchase of field equipment, landowner liaison and legal agreements.

54. To ensure reduction of the key external threats to the Agulhas Plain and circumvent fragmented institutional extension efforts, a joint extension service will be established between SANParks and WCNCB, with each agency focusing on their respective target areas. For SANParks, this will revolve around the centers of Agulhas and Elim, and for WCNCB, around Walker Bay and De Hoop. This service will remove institutional barriers to effective collaboration across the sectors between conservation agencies, the local municipalities, department of agriculture, and other departmental land management programs (Land Care, Working for Water and District Fire Management) and farmers. SANParks has hired a Conservation Planning Manager to lead the extension work, who will be responsible for co-ordination of communications, training and provision of incentives. In order to shift the relative values of conservation friendly land use, the extension service will provide the key platform for securing reduced municipal rates for areas under conservation management and priority access to government land management assistance programs. Many stakeholders will be engaging in conservation sector for the first time, and there is a need to build the capacity of landowners and community groups in the co-operative agreement reserves to manage biodiversity as part of broader land management practices. Funds from GEF are required to cover the costs of providing training in conservation negotiation, information dissemination to landowner groups and community members and capacity building. SANParks and WCNCB will be responsible for funding the recurrent costs of the joint service during and after project completion.

55. Securing land under conservation management: The four multi – stakeholder workshops conducted during the preparation stage indicated that baseline conservation agency activities will be insufficient to conserve a representative set of all important biodiversity features on the Agulhas Plain. Owing to the habitat diversity, the scale of ecosystem maintenance processes (especially fire) and the scattered location of important ecosystems, conservation action must occur in large (Agulhas National Park, De Hoop Nature Reserve and Walker Bay Fynbos Conservancy) and small reserves, and allow for corridors to link habitat parcels across the landscape for fauna dispersal and floral range extension under altered climates.

56. The project will test a range of mechanisms to secure additional lands for conservation. These are listed below, ranked according to the intensity of management control (from highest to lowest):

- Public lands: where possible and needed to protect critical biodiversity hotspots that demand the strictest management strictures, land will be purchased with funding from SANParks and FFI
- Contractual National Parks: defined as a formalised partnership whereby the landowner agrees to make their land available as a National Park for a period not less than 30 years, and SAN Parks undertakes to assume management costs and administer the property as part of the park.
- Management agreements: these are a novel mechanism being tested in the Agulhas Biodiversity

Initiative whereby landowners agree to certain restrictions on their land, often securing certain valuable biodiversity features, in exchange for which, the responsible conservation agency will assist with certain land management or other incentives.

- Conservancies: established as a voluntary agreement between two or more landowners to protect the environment.

57. The following seven key areas of direct conservation intervention will be pursued in an inter-sectoral approach under the project:

(i) Consolidate Agulhas National Park (ANP) into viable ecological unit - Although SANParks have managed to conserve a significant portion of the priority areas in the southern portion of the Agulhas Plain, insufficient internal funds remain to consolidate the core area (see Attachment 1 to Annex D for map) and complete requisite infrastructural development. A few properties remain in private ownership within the core target area. Co-financing has been secured through FFI for select land purchases, while GEF funding would support the establishment contractual agreements with landowners for other properties, as needed to expand the ANP. These agreements would aim at operationalising Contractual Parks on private lands, within the ANP. Three stages of expansion are contemplated, determined by the need to create pragmatic landscape management units, the representation of habitats not under any protection and the perceived length of negotiations with landowners. Rationalization of existing internal fences and buildings will be initiated once core area boundaries are finalized, and visitor plans are in place and will be supported through counterpart funding. GEF funds will be used to cover participatory stakeholder workshops to determine appropriate boundaries, and to develop a holistic operational plan.

(ii) Secure high priority freshwater ecosystems West of ANP to Quoin point, lowland Elim fynbos and renosterveld habitats and the critical northern corridor to the Heuningberg - To establish viable ecosystems with natural boundaries and maintain crucial corridors, the project will support the expansion of Agulhas National Park in the West to include the Ratel river wetland system and North to the existing district road. This would include the negotiation of contractual agreements with the private landowners and/or outright purchase of key properties. Existing ploughed lands will be leased to the previous owners or adjacent farmers until production schedules permit them to be restored to satisfy conservation objectives. The extent and timing of the contractual agreements will be determined through participatory farm planning with the owners and the Provincial Department of Agriculture. GEF will cover the incremental transactions costs associated with establishing the contractual agreements costs of fine scale operational planning in the target areas. SANParks and FFI will cover the costs of land purchase where necessitated.

(iii) Secure high endemism limestone habitats through establishing a satellite Contractual Park including Groot Hagelkraal, and North towards Elim - Inducements to make land available, as a Contractual National Park will be tested with private landowners and the power utility Eskom to provide greater statutory protection to the limestone center of endemism. Through securing five farms in the Hagelkraal area, all limestone vegetation conservation targets will be achieved, and a quaternary catchment<sup>11</sup> entirely protected. This will constitute one of the key demonstration sites looking at novel alien clearing mechanisms and cost sharing arrangements, and is a strategic future threat avoidance measure for the Park's core Area. If left unchecked, this area of dense alien infestation is likely to expand into the western portions of the core area and also significantly increase the risk of uncontrolled wildfires. GEF will cover the costs associated with stakeholder workshops, negotiating suitable alien clearing and fire management incentive packages with the current landowners and legal costs for securing the properties in perpetuity. SANParks will fund the costs associated with the identification of the priority areas and liaison with landowners.

(iv) Secure highest priority vegetation types through contractual agreements around Geelkop - A

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<sup>11</sup> Quaternary catchments are the smallest hydrological landscape units, usually delimiting local drainage basins from the coast to the first watershed. As they enclose complete river systems, they are often the most appropriate scale to planning catchment alien clearing exercises.

pilot project using farm planning processes to set aside priority remnant endemic vegetation types was initiated during the ABI preparation stage between the Department of Agriculture, SANParks, WCNCB and local communities and farmers. This will investigate the possibilities of defining, at a property scale, specific areas which can be reserved for conservation, and which can be retained for agricultural production in the short to medium term. The pilot has created an opportunity to involve stakeholders in the conservation planning process and link the Elim community reserve at Geelkop with a Private Reserve at Kosierskraal through negotiated management agreements. Further it will identify and proclaim certain key properties as a Contractual National Park. GEF funds will support the final stages of this pilot farm planning by capturing the lessons learned, integrating the outcomes in the conservation management system; training the extension officers in the technical aspects of planning framework and developing protocols for extrapolating it to other priority conservation areas in farm landscapes. Thus, the project will remove technical barriers to using agricultural planning processes for flora conservation and provide training to enable conservation extension personnel to monitor community compliance.

(v) Secure unconserved vegetation types through consolidating Walker Bay Conservancy - GEF funds will be used for extending an existing management plan developed by the conservancy to the three outstanding properties required to manage the area as an ecological unit and for outside expertise to negotiate appropriate management agreements. This will test the possibility of brokering agreements between landowners to develop joint management arrangements that are currently not feasible due to lack of a critical mass, institutional skills and support. It will create a conservation area of sufficient size for retaining key wildlife populations and a controlled burning regime. This area is a key site demonstration of the efficacy of a landowner-driven fire management strategy that will be replicated in other conservancies.

(vi) Secure endemic wildlife habitat through management agreements in order to maintain the only possible corridor between De Mond and De Hoop reserves for animal and plant dispersal - Currently, endemic and threatened mammal populations (bontebok, Cape mountain zebra, eland) in the De Hoop reserve are constrained by lack of suitable grazing and limited dispersal ability. The project will assist with negotiating management agreements to test whether private owners will allow herbivores access to key areas, in exchange for certain incentives, such as inclusion in the De Hoop alien eradication and fire management plans, and enhanced marketing of tourism opportunities. GEF funds will be used for to secure professional for constructing agreements and developing suitable policies for such conservation partnerships.

(vii) Secure the Heuningnes estuary from Soetendalsvlei to the De Mond Ramsar site through management agreements - The Heuningnes Riparian owner's association protects the bulk of the internationally important Heuningnes estuary. GEF funds will support the extension service to develop a participatory management regime, involving the existing Riparian Owners Association, formalizing their existence as a conservancy, and determine the most appropriate water level regulation to maintain biodiversity without impinging on existing agricultural practices. Management agreements for remaining natural habitat will create the only inland corridor across fertile soils linking De Mond and Agulhas National Park, as well as meet several lowland vegetation type targets and protect Soetendalsvlei - the second largest freshwater body in South Africa.

58. Conservation Management Planning - The project's approach to removing institutional obstacles to integrated conservation planning is to establish a single system for the Agulhas Plain that will guide Park development, co-operative management agreements at the landscape level, extension services, Working for Water, LandCare and District Fire Management Programs. GEF funds will cover the incremental costs associated with (i) baseline ecological surveys; (ii) stakeholder consultation regarding planning and continual revision of the management system; (iii) establishing a biodiversity information monitoring system and update the databases and maps for the entire Agulhas Plain, so as to provide baseline information for monitoring, and contractual and management agreements; (iv) the establishment of joint planning and management system; (v) develop participatory farm conservation planning protocols in collaboration with the Department of Agriculture; (vi) integrate cultural heritage concerns in the

management planning; and (vii) workshop with protected area managers within CFR to replicate the participatory process of conservation management planning at a landscape level. The proposed process will provide the primary link to the local municipal Integrated Development Plans and land use decision-making processes, which provide the forum for integrating conservation planning at a landscape level into local and regional development planning covering the social and economic sectors. The ABI pilot marks the first attempt to use Department of Agriculture farm-planning processes to reinforce conservation objectives at a landscape scale to keep corridors and protect ecological processes. The model will be adapted for replication under C.A.P.E.

59. Controlling alien plant spread - To overcome institutional barriers and differing objectives, the project will develop joint alien strategies for landscape units (quaternary catchments). Significant baseline prioritization exercises have been undertaken for one such catchment in the Walker Bay area, and around De Hoop. The project will test how these may be extrapolated to the remaining priority Agulhas catchments, and how different institutions may become responsible for complementary components of a catchment strategy. A liaison mechanism between the agencies' strategies and local municipal Integrated Development Planning will be piloted for the first time in the CFR, using Groot Hagelkraal area as a key demonstration site looking at novel alien clearing mechanisms and cost sharing arrangements. The existing National Park-focused alien monitoring system will be adapted to meet the challenges of control methods at a landscape scale. GEF assistance will enable the removal of a serious barrier to implementing public-private conservation partnerships by formalizing a policy on alien clearing on contractual National Park properties and land under management agreements. Legal assistance will be engaged to determine the optimal mechanisms to secure existing and future investment in alien clearing outside of state-owned conservation land. The project would also build on the significant experience gained in managing and prioritizing alien clearance in the GEF-financed Cape Peninsula Biodiversity Project. GEF funds will be used to adapt lessons from this urban setting to the rural Agulhas scenario through information sharing and personnel exchange involving both SANParks and WCNCB. Co-financing from Working for Water and Ukuvuka will enable the agencies and landowners to carry out alien clearance in the selected areas.

60. Fire management – GEF funds will address the lack of a coherent fire management strategy by providing resources to ensure that fire plans include a biodiversity management component and by providing information to the recently established Fire Protection Association information on conservation priorities. SANParks, WCNCB and GEF funds will be used train and equip rapid four response teams (one for each major catchment area) to augment conservancy initiatives in areas of high biodiversity significance.

61. Wetland rehabilitation - Ecosystem rehabilitation in previously alien-infested areas will be achieved through participatory planning to remove livestock pressures during critical months. The second largest lacustrine wetland in South Africa, Soetendals vlei, home to the microfrog was selected in the preparation stage as a pilot for testing appropriate strategies for vegetation recovery, and the necessary investment will be secured through binding management agreements. Existing community and agricultural rehabilitation projects will be extended to include conservation objectives, and reinforce alien and fire control strategies. GEF funds will be used to determine priority areas and techniques for rehabilitating wetlands, and specifically in areas where alien plant clearance has already been undertaken.

**Output 2: Ecologically, socially and ethically sustainable harvesting of wild fynbos is demonstrated as a viable land use on the Agulhas Plain**

**Total cost: US\$ 1,137,385; Co-financing: US\$ 722,150; GEF request: US\$ 415,235**

62. In 1998 the world floriculture market was worth US\$ 6.85 billion, with 54% of exports coming from the Netherlands, the primary redistribution market. South African floriculture accounted for only 0.44% of world volume. The CFR's importance to South African floriculture is evident in that protea, other fynbos and indigenous foliage account for 70% of total floriculture exports. Less than 10% of production is sold locally. South Africa currently exports US\$12 million in foliage and US\$ 9 million of

protea and other fynbos (Kaiser, 2000). Consumers perceive these products as novel, exotic and “natural looking” and a strong growth in demand is expected. Recent studies conclude that this is a fraction of South Africa’s true potential given the following competitive advantages: (i) the demand for South African indigenous products is strong, particularly in the UK, Germany, Japan and Holland; (ii) the diversity of South Africa’s product range will provide protection from sudden shifts in demand; and (iii) South Africa’s climate provides seasonal advantages in supplying the Northern Hemisphere. Notably, the Agulhas Plain is considered to be one of the richest wildflower areas in the CFR (Heydenrych, 1999).

63. Indigenous products in particular have a good reputation for quality, continuity of supply and strong associations with South Africa. Significant gains in revenue and job creation can be derived from this competitive advantage. Quality controls of proteaceae in terms of stem length shape and colour as well as stringent phyto-sanitary requirements have led to the increased cultivation of flowers. However, it is estimated that 80% of foliage is still wild harvested and 70% of bouquets exported contain wildflowers (Steele, pers. comm.). Five of the seven most popular export varieties of foliage grow in the Agulhas region and German and UK importers believe that there is significant potential for South African foliage producers to further develop these markets. Flowers also occur in abundance, and are exportable in a bouquet surrounded by foliage. As the supermarket channel worldwide grows, ready-for-shelf bouquets will become increasingly important (Kaiser, 2000). In the UK, supermarkets control 46% of cut flower imports and are demanding a high degree of coordination from their supply chain in order to satisfy the move towards customer specific offerings (Bockett, 2001). The diversity of product available in the Agulhas region makes bouquet production possible, with improved communications and coordination through the supply chain a ready-for-shelf bouquet could be exported. Supplying a supermarket, although demanding, offers guaranteed volumes and far better returns than the wholesale trade (Kaiser, 2000).

64. Harvesting from the wild poses a significant risk to wild resources: this derives from over harvests of commercially important species, without reference to intra and inter-specific impacts. The alternative, flower farming, does little to protect the conservation of whole plant communities and thus biodiversity, although it may, in instances, reduce pressures on certain species. An opportunity exists to develop a wild cut flower industry as a conservation industry, whereby land management objectives are dictated by the dual need to protect biodiversity and develop rural livelihoods in an area where poverty is widespread. However, a number of barriers exist towards realization of this opportunity. The project would fund activities aimed at addressing these barriers, and ensuring a paradigm shift to sustainability.

(i) The regulatory enforcement regime is imperfectly developed, allowing harvesting malpractices to continue. The Western Cape Nature Conservation Board is responsible for enforcing the regulations relating to the harvest of indigenous flora in CFR. The Nature and Environmental Conservation Ordinance, 1974 is outdated and provides an ineffective tool for regulating the industry. In addition, there is a lack of capacity in WCNCB to regulate the flower harvesting industry on the Agulhas Plain. GEF funds will be used to contract expertise to (a) update the current permit system for flower harvesting to include an agreed subset of the Code of Practice for sustainable harvesting, invoicing protocol and farms cadastral numbers; (b) update the protected and endangered species list for the Agulhas Plain and produce a “no go” list attached to the permit regulations; and (c) train WCNCB staff in plant identification and field monitoring techniques. Information from the monitoring and biological studies will be incorporated into the ordinance as it becomes available.

(ii) The absence of a coordinated supply network hampers management, as several species are found at low densities over large areas and ecological sustainability requirements dictate that supplies are sourced from multiple land holdings. Consequently, the project aims to secure a supply network focused towards priority conservation areas that are harvested on the plain. GEF funds will cover the incremental costs associated with running stakeholder workshops to finalize the contractual agreements with landowners and contract pickers and establish the supply network management forum to oversee the implementation of the Code of Practice for sustainable harvesting. The process of establishing the forum will involve targeted one-to-one consultations, joint meetings, the development of terms of reference, and the convening of the founding meeting of the Forum.



- ? *Deal flow identification* – Land owners will be provided with information on the economic returns available from different land uses, with a view to promoting conservation compatible land uses. This service will be facilitated through the integrated extension service, and will be part funded by the Development Bank of Southern Africa. Through the intervention of DBSA, financial intermediaries will be sensitised to the business opportunities afforded by the wild flower market and nature tourism, thus facilitating deal flows: matching financing with promising new business opportunities at select plots. While model business plans have been developed for these sectors, investment opportunities will need to be identified and developed on a plot by plot basis, reflecting the fine scale conservation planning that has already occurred, and site fundamentals (soil characteristics, access to water, amenity values, quality of infrastructure, skills endowments and other fundamentals of business success).
- ? *Monitoring Economic Performance of Sustainable Harvesting* – the project will cover the costs associated with the development and conducting an annual survey on the economic benefits to the local communities in Agulhas Plain as a result of the implementation of the sustainable harvesting practices. The first step will be to collect data on how many people are employed by the supply network and what is their average earnings, including costing of some of the benefits provided by the farmers (such as accommodation, food etc). The annual audits which will be conducted as a part of the certification scheme will generate information related to the financial benefits of the members of the supply network and how these benefits are passed on down to their employees

(iii) A mechanism to recover the marginal costs of ecosystem management to facilitate sustainable utilization is lacking. Evidence points to the existence of a market segment willing to pay premium prices to compensate for these costs, but the lack of a certification system makes it difficult to differentiate between produce that has been sustainably and unsustainably harvested; further the market is in its infancy and consumer education is needed. Consequently, the project aims to develop a certification scheme using Flower Valley and the restructured supply network as a pilot. In years 3 – 5 it is expected that the certification scheme will be rolled out onto the other conservation priority areas. Certification alone cannot protect all wild fynbos on the Agulhas Plain. However it is an important tool in the strategy to improve the economic value of wild fynbos and to influence the harvesting practices and social aspects of the wild fynbos industry. Through increasing economic incentives private landowners can be encouraged to retain land under wild fynbos, rather than converting it to other land uses, and hence ensure the conservation of biodiversity. GEF funds will be used to cover the incremental costs associated with: (a) establishing the institutional arrangements to develop and administer the certification scheme; (b) finalizing the development of the code of practice for sustainable harvesting of wild fynbos; (c) build the capacity of the WCNCBs Certification Unit; (d) work together with the extension service to provide information to farmers who want to join the scheme; (e) contract expertise to develop the monitoring and auditing systems for the certification scheme; and (f) support stakeholder workshops for producers and suppliers on the costs and benefits of joining an international certification scheme, such as the Flower Labeling Program. The Code of Practice will be prepared in a way that can be easily incorporated into the South African Horticultural Code of Practice that will be developed and standardized for southern African countries under the auspice of the African Center for Auditing and Training for Ethical Agriculture.

(iv) Market opportunities are presently focused on a few select flowers. Market diversification will be integral to ensure sustainability including by: expanding the range of flowers sold; harvesting greens as an accompaniment to bouquets; and development of paper and other products for the handicrafts sector. A simple and effective logo will be developed to convey the sustainable harvesting message of ABI along with the well recognized FLP, Max Havelaar, or other market specific logo. The logo will focus on the concept of sustainably harvested wild fynbos. The simple strap line - “Sustainably Harvested Wild Flowers” - may suffice but a professional marketing opinion is required to confirm this strategy. A co-labeling agreement will be negotiated to ensure the sustainable harvesting logo appears on both the product box and bouquet/bunch tag. An advertising agency from the country where the fynbos products

from Flower Valley are being marketed will be contracted to develop the logo in tandem with the market specific logo in order to prevent consumer confusion. In order to service the priority markets effectively, coordination and cooperation between the members of the supply chain will be improved. This will require regular meetings and follow up communication between retail category managers, importers and producers to develop awareness at each link in the chain of market trends and their impact. Critical to the strategy of generating increased profitability for sustainably harvested wild fynbos products, is market differentiation between flowers harvested to the criteria set out in the COP and those that are not. To ensure that the marketing message conveyed across all markets is consistent and sustained, a marketing expert will be employed to implement market specific activities in the priority markets, emphasizing the high quality of the products as well as their environmental and socially beneficial nature<sup>12</sup>.

(v) The lack of information regarding species and volumes harvested on the Agulhas Plain will be addressed by developing a pilot system for monitoring species harvested on the Flower Valley supply network. The recording protocol will provide the fundamental data set from which the monitoring and accreditation is assessed. GEF funds will be used to establish the monitoring system at Flower Valley, train two full time Flower Valley personnel in its operations and assist in communicating the system to the supply network. Training of Flower Valley personnel will include identification of species that move through the packing shed, pressing of plants, use of a herbarium and computer skills. Computer equipment onto which the information can be directly stored in electronic format will be acquired. To avoid duplication of technical capacity, the information gathered by the monitoring system will be transferred to the WCNCB GIS unit, from where the Certification Unit will gain access. The capacity of this unit will be developed to house all information pertaining to flower harvesting on the Agulhas Plain (e.g. cadastral boundaries, vegetation types, flower harvesting permit information, species, quantities harvested). The lack of detailed information on the locality of harvested material will be addressed through the development of proper zonation maps for all farms in the supply network. Problems with the identification of harvested species will be aided through the development of a mini-herbarium at Flower Valley housing all species harvested for the flower business (non-permitted species). The herbarium will have both the species used by the business as well as endangered species to be used as reference material. Botanical expertise will be provided to assist with identification and the establishment of the herbarium.

(vi) Lack of knowledge and understanding of sustainable practices. Current harvesting practices on the Agulhas Plain are posing a threat to the fynbos resources. The GEF will fund capacity building activities that facilitate a paradigm shift from unsustainable to sustainable practices. A comprehensive capacity building targeting the fynbos pickers, landowners and fynbos farms will be designed to ensure that correct harvesting levels and methodologies are applied on the ground according to the Code of Practice. Capacity amongst the networks picking teams will be built through annual training courses which will cover fynbos ecology, species identification, sustainability principles, methods of harvesting according to the Code of Practice, waste management, fire control, first aid and safe working practices (based on the requirements of the Health and Safety Act). A handbook will be developed in English, Afrikaans and Xhosa to be used in conjunction with the courses. The course module will be developed by Flower Valley staff, with technical input contracted from outside. The training modules for the land owners and staff will be conducted so to instruct them on how to operate in a manner that is compliant with the COP and how to provide the information that is required for the Certification Unit to monitor performance and compliance. A workshop will be organized to capture and share lessons in harvesting methodology, conservation management, minimizing the impact of harvesting at the landscape scale and recording and

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<sup>12</sup> Based on the results of the marketing survey undertaken in the preparation stage, the marketing plan will target Germany, United Kingdom, Switzerland and the Netherlands. In Germany, FVCT will work with the Flower Labeling Program, in United Kingdom with the specialist importers to the supermarket channel and supermarket buyers, in Switzerland with the Swiss Max Havelaar importers and supermarket buyers, particularly Migros and in the Netherlands, Flower Valley will utilize the existing structures to maintain production capacity through the Netherlands redistribution market. Professional promotional material suitable for the respective markets will be developed and placed in trade publications and the newsletters for member florists. A stand at the annual IPM Essen trade show in Germany will provide the opportunity to develop direct relations with German importers supplying the florist channel. Flower Valley and FFI are in the process of securing co-financing for all marketing related activities.

invoicing methods. A formal training accreditation system for landowners and contractor pickers, endorsed by SANParks and WCNCB, and linked to the certification program will be developed. Capacity amongst the staff of the participating certification scheme members will be built through annual training courses for production staff, in order to ensure consistent levels of quality and shelf life. The courses will cover critical aspects of production such as conditioning, fumigation, grading and bouquet/bunch composition. The training program will be developed by horticultural and floristry professionals from the Otley College of the UK in collaboration with Flower Valley. The course will be run at Flower Valley for all members of the certification scheme. A project proposal has been submitted to Darwin Initiative to cover the funds associated with the training for production staff.

(vii) A lack of understanding of ecosystem functioning hampers the task of defining sustainable off-takes for different species. Further assessment is needed through site based adaptive management to inform management decisions. Long-term monitoring and biological studies on the impacts of harvesting on different species guilds provide a scientific basis for effective adaptive management of the resource. In line with GEF's policy of taking a precautionary approach to biodiversity conservation, this dearth of scientific information should not be used as a reason for postponing action to remove the threat. However, the proposed experimental work is needed to provide crucial missing information that can be fed into the sustainable harvesting Code of Practice during the course of project implementation.

- ? *Impacts of harvesting on different guild* - The scientific information used to develop guidelines for sustainability is deficient for certain guilds. The project will address this through supporting biological field studies on the effects of harvesting on myrmecochorous (ant dispersed) species and species with soils stored seed banks.
- ? *Impacts of harvesting on inter-specific competition* - The effects of lowering the recruitment potential of desired species by harvesting is poorly understood. Assuming that there are thresholds of species numbers below which harvested species, may lose their competitive edge, resulting in population crashes and perhaps local extinction, over-harvesting could result in the gradual replacement of valuable species by non-harvested competitors. The project will investigate these competitive effects.
- ? *Long-term monitoring* - It is crucial that the effects of the prescribed harvesting regime is monitored over time and adapted as new information becomes available. The monitoring sites established by the project on Flower Valley Farm will be harvested on an annual basis in the manner prescribed by the certification guidelines. Adjacent control sites will not be harvested. This will provide valuable information on how continued harvesting at the levels prescribed by the project guidelines influences individual harvested species, as well as community-scale dynamics over time. The sustainable harvesting Code of Practice will be updated as information from the monitoring program becomes available.
- ? *Species index of vulnerability to harvesting* - The high number of species harvested on the Agulhas Plain makes it impossible to undertake species-specific studies on the impacts of harvesting on all species. As a result, a coherent methodology for determining the vulnerability of a species to harvesting on the basis of their distributional (abundance and range) and biological characteristics was developed as part of the project preparation phase. During project implementation, the distribution and biological characteristics of all the species harvested on the Agulhas Plain will be collected and used to determine their vulnerability index (an index measuring their vulnerability to harvesting). This index will provide the basis for determining the list of endangered (not allowed to be harvested) species that will be incorporated into the ordinance and permit system updated by the project.
- ? *Resource base assessment of the supply network* - Detailed information on the levels of harvested species within the supply network is not available. To ensure that harvesting is carried out in a sustainable manner, a resource base assessment will be undertaken using the model for Flower Valley

developed in the preparation stage on all farms in the supply network. This information will be linked to the zonation maps of each property and recorded on the GIS system of the WCNCB.

- ? *Rehabilitation of orchards and old farm lands* - Large areas of pristine fynbos on the Agulhas Plain, including sites in the Agulhas National Park, have been ploughed for flower orchard development, due to the fact that old farm lands are rich in nutrients particularly phosphate and calcium which have a negative effect on the development of fynbos flower orchards. Ecosystem rehabilitation in previously ploughed and broadcast sown sites will be piloted by testing appropriate strategies for vegetation recovery on Flower Valley farm. GEF funds will be utilized to develop the various trial sites and produce an information handbook on restoration methods. Where old farm lands form the only corridors between areas of high conservation value, optimal revegetation methods will be determined using species compatible with maintaining pollination, dispersal and foraging ecosystem processes. The emphasis will fall on choosing species that are likely to yield desirable and harvestable wildflower resources in the future, and local provenances will be used to avoid genetic pollution of neighboring indigenous vegetation.

65. The project's approach to removing obstacles to integrated sustainable harvesting practices on the Agulhas Plain is to establish a single forum for the Agulhas Plain (from the sustainable harvesting oversight committee) that will guide development, co-operative management agreements, joint marketing strategies and the implementation of the training programs. GEF will cover the costs associated with establishing the sustainable harvesting oversight committee which involve targeted one-to-one consultations with the members of the supply network management forum and other stakeholders, joint meetings, the development of terms of reference, and the convening of founding meeting of the Committee. After the initial two-year period of establishing the Code of Practice for sustainable harvesting and certification program within the FV model, the sustainable harvesting practices will be expanded to include other properties on the Agulhas Plain. Targeting the certification scheme to those farms and operations where the economic incentive derived from certification can be most beneficial will require consultation with a variety of stakeholders. This would involve: (a) development of promotional materials; (b) stakeholder consultations; and (c) detailed on-site advice. Landowners will be required to provide an annual membership fee as well as a pre-audit inspection for joining the certification scheme. In addition they may be required to upgrade various management and operational activities to comply with the certification criteria. The membership fee and pre-audit fee may present a barrier to scheme entry.

66. This is the first time that the GEF is specifically addressing sustainable use of flowers as a project activity. ABI could provide important lessons and the management arrangements could potentially be replicated (best practices would be relevant to other environments beyond the CFR).

**Output 3: A participatory and responsible tourism strategy is implemented in the Agulhas Plain and contributes to sustainable livelihoods.**

**Total cost: US\$2,699,350; Co-financing: US\$ 2,261,050; GEF request: US\$ 438,300**

67. Tourism is the world's largest and fastest growing industry with an estimated US\$ 3.6 trillion generated in 2000 in economic activity and accounting for one of 12 jobs worldwide. This growth has also been experienced in South Africa, which has moved up from the 55<sup>th</sup> world destination in 1995 to 25<sup>th</sup> in 1998 (Anon. 1999; Wesgro 1998). South Africa was the only tourism destination in the world to have increased its market share after the terror attacks on the United States on September 11 2001 (Tourism Minister Valli Moosa (*Cape Times* 13 May 2002, p4). South African markets have increased around the world, especially in Europe and Asia. There are some 5.7 million tourists arrivals in South Africa each year. Figures released at the Tourism Indaba on 11 May 2002 showed that 18,469 more foreign tourists visited SA in January 2002 than in 2001; there was a 14.5% growth in the number of visitors from Europe and Germany in January in 2002, compared to the same period last year, as perceptions have changed about what constitutes a safe destination.

68. The South African Travel and Tourism Economy contributes 6.9% to the South African Gross Domestic Product at present, and 6.6% to South African employment (World Travel and Tourism Council estimate, 2001; Anon. 2001b). The Western Cape Travel and Tourism Economy contribution is relatively higher, namely 9.1% to the Western Cape Gross Regional Product, and 9.3% to Western Cape employment (Wesgro 2000 estimate; Anon. 2001b). The top destination in South Africa for international tourists is Western Cape Province, representing 51% of South African overseas arrivals (Anon. 2001b).

69. The world tourism industry is expected to triple in size by 2020, from 700 million arrivals today to over 2 billion. Based on current trends the market share in Southern Africa is expected to grow. Depending on how is managed, tourism may either support conservation objectives and values or threaten them. There is a danger that the latter will prevail, as growth of the industry accelerates faster than the development of conservation management capacity. This is a long-term risk for Agulhas Plain. In the short term a number of barriers exist towards developing a tourism industry on the Plain that is fully compatible with conservation objectives.

70. The main barriers, together with the project strategic interventions to remove them are presented below:

(i) Lack of coordination in the tourism sector at the local level – Local operators and tourism bureaux in Agulhas Plain are poorly networked, and with a few exceptions are not attuned to conservation needs and the specific management responsibilities of the sector. The project would include a series of strategic interventions aiming at removing the institutional barriers by establishing the Agulhas Plain Tourism Forum and two Heritage Centers. GEF funds will cover the costs associated with hiring a nature tourism coordinator for the first five years, based at the Elim Heritage Center (SANParks has undertaken to underwrite the costs of the tourism coordinator's salary after the end of the project) and the establishment of the Agulhas Plain Tourism Forum, composed of representatives of parastatal conservation bodies (SANParks and WCNCB), local authorities, tourism and business associations, private enterprises, local community projects, NGOs, conservancies, private nature reserves and farmers. The Forum will assist stakeholders in (a) promoting full representation and participation by local communities; (b) maintaining communication through a newsletter; (c) ensuring that the capacity of local tourism bureaux and other institutions involved in nature-based tourism is built; (d) cultivating media interest in the initiative in order to publicize successes; and (e) ensuring that the benefits of nature-based tourism flow to host communities and to the conservation of natural and cultural resources. The tourism coordinator in collaboration with the Tourism Forum will be also responsible to select a pilot area where to fine tune and implement the recently launched national Guidelines for Responsible tourism.

The project will support the establishment of two Heritage Centers on the main tourism nodes at Elim and Cape Agulhas. The heritage centers will form the core of the project in terms of tourism, hospitality training and skills development for historically disadvantaged communities, awareness and outreach. The centers will be established in cooperation with the local Cape Agulhas tourism bureau and will (a) showcase, interpret and market the region's natural and cultural diversity; (b) provide a top-class information and booking service for tourists (including accredited local guides); (c) form a focus for the manufacture and sale of local produce, art and crafts; (d) coordinate training facilities for tourism-related activities; and (v) provide a base for environmental education and awareness facilities. A focal function of the centers will be the development and enhancement of community tourism projects in economically poor but biodiversity rich areas such as Kassiesbaai, Molshoop, Elim and Buffeljags.

SANParks will pay the salary for the manager of the Cape Agulhas Center starting with the first year of the project. The manager of the Cape Agulhas Center will also coordinate the management of the Elim center, assisted by an administrative officer who is presently (and will continue to be) employed by the Elim Supervisory Council. GEF funds will cover the costs of the design and lay-out of infrastructure, provision of small interpretation centers, signage, information boards, bird hides, and preparation of an action plan for each center.

(ii) Whale watching and shark diving provide important tourism lures to the region. But the absence of land based ecotourism products provides little incentive for tourists to visit sites in the area and visits are generally brief. There is a need to market the region to encourage visitation. In order to maximize the advantages of partnerships, collective branding and marketing, the project will support the costs associated with the establishment of a tourism route in the Agulhas Plain. The route will incorporate the many inter-linked facets of the Cape Floral Kingdom on the Agulhas Plain, with a special focus on core conservation areas in both public and private hands. These facets include: (i) the unique landscapes; (ii) floral diversity; (iii) associated terrestrial and freshwater animals; (iv) coastal landscapes; (v) shark diving; (vi) whale watching; (vii) the cultural-historical heritage, including the strong Khoikhoi elements, four lighthouses and many shipwrecks, fishing villages, the Moravian mission station of Elim, and traditional local architecture, cuisine, music, art and crafts. The tourism coordinator and the Forum will identify individual and small groups of stakeholders on the Agulhas Plain and facilitate regular meetings in order to establish the layout and content of the route. Sub-committees will be formed within the Forum to deal with identified actions, such as the monitoring of tourism impacts, development and the promotion of partnerships, facilitation of tourism packages, marketing, finance and fund-raising, lobbying for government support and capital investment, tourism centers, training and skills development, community upliftment, conservation awareness and education and communication. Linkages will be sought with existing routes both locally and elsewhere, e.g. the MTN Whale Route, the Overberg Blue Crane Routes, proposed Overberg meander and Overberg Birding Meander, floral routes within the Cape Floral Kingdom, birding routes in other areas, Khoisan heritage routes, Afrikatourism routes, the new Africa *Coast 2 Coast* initiative; and the Cape Metropole Secret Season initiative.

(iii) Lack of articulation of the area in key eco-tourism markets as a destination – The project will remove this barrier by (a) undertaking a market analysis and identify and understand the needs and perceptions of the key target markets, how these are formed and how they can be influenced, to determine the criteria to create sustainable competitive advantage; (b) developing a compelling and motivating positioning for the Agulhas Plain that will differentiate it in the nature-tourism market and define portfolio and branding implications; (c) developing an implementation plan for the Agulhas Plain; (d) communication development and implementation; and (e) development of brand measurement tools. All the market related activities would be co-financed.

? The market analysis would include a series of workshops and desk-study focusing on (a) understanding where the high potential opportunities lie; (b) developing key Agulhas Plain tourism attributes, opportunities and challenges; (c) developing initial view on branding structure; (d) confirming key target audiences; (e) confirming brand vision and tangible targets; and (f) ensuring team alignment around project direction and deliverables. The process will ensure that the product will be integrated and aligned with regional and national tourism initiatives such as the Joint Marketing Initiative (JMI) and Brand South Africa (BSA), C.A.P.E., and initiatives within the Department of Economic Development and Tourism, Western Cape. The project will cover the costs associated with conducting interviews with the key stakeholders to explore initial brand hypotheses and potential marketing solution areas up-front; highlight issues across the various components of the project, relevant to branding; provide insight into current consumer understanding; and determine expectations and concerns with regard to branding. Expert interviews will be conducted with opinion-forming individuals in the eco-tourism industry. These interviews are likely to involve eco-tourism experts representing: competitor tourism initiatives, cultural-historical and nature based tourism initiatives; existing tourism routes in and around the Agulhas Plain; representative tourism organizations and boards, editors and or publishers of local and international tourism magazines; and travel agents, tour operators in the tourism market.

The process of identifying, selecting and understanding the key target markets will be based on a thorough knowledge of the consumers' needs, motivations, and benefits they derive from the broader Agulhas Plain offer. This will be determined by running qualitative group discussions with the target audience and is likely to include 14 group discussions with the following types of consumers: (a)

domestic and international tourists to the Western Cape; (b) residents of the Agulhas Plain working in the tourism industry; (c) residents of the Western Cape who have an interest in biodiversity conservation.

- ? The body of consumer understanding obtained in the previous stage will be a credible basis for the development of a differentiation strategy, which will create a distinctive place in the consumers' mind that differentiates the Agulhas Plain from its competitors, on attributes that are meaningful to the target market, and gives it a competitive edge. The project will cover the costs of one day and a half workshop to discuss the main elements of the strategy.
- ? Once the final brand positioning strategy has been agreed a brand implementation plan for the Agulhas Plain would be developed in collaboration with the Agulhas Plain Project Team and the appointed Advertising Agency in a workshop manner. This process is likely to include qualitative group discussions with the target audience, followed by post validation debrief.
- ? A graphic designer and/or art director will be hired to work on originating the visual identity. The development of a Communication Plan will involve working together with strategic communications planners, media planners and account management people to determine the main messages. The output from this process (a communication plan) is subject to review and approval from the ABI Oversight Committee. A media planner will be hired to put together a media strategy document, to map out where and when the ABI message will be conveyed to people. Most of the communication produced would be direct marketing based. Wherever possible, will try to get free airtime on radio and television and free space in print publications subject to availability, the profile of the initiative and the inclination of the media owner. The advertising production will involve printing brochures and mailers.
- ? In order to monitor the affect of the brand strategy on the perceptions and behaviors of the key target markets, it is necessary to develop a brand-tracking program, which can be implemented on an ongoing basis. This will involve a quantitative and a qualitative tracking study. The qualitative study will take the form of a self-completion questionnaire completed at various strategic points in and around the Agulhas Plain. Complimentary sources of information [e.g. Satour] will be used as a means to understand the broader context of nature tourism in South Africa and how the Agulhas Plain offering fits within that context. Secondly, an annual qualitative measure identifying any changes in consumer needs and perceptions in order to gain fresh insight into their behavior and evolve our understanding of their brand experience will be required. This process is likely to take the form of qualitative discussion groups with the target audience. Lastly, an annual review with the broader ABI Project Team assessing the holistic brand offering will be conducted in order to: (i) evaluate the results of the brand tracking program; (ii) review the effectiveness of the communication strategy; (iii) evaluate the performance of the previous year and set goals for the following year; and (iv) develop an action plan. This process will take the form of a workshop with the ABI Project Team and other relevant parties.

(iv) Local communities in the Agulhas Plain have few opportunities to participate in the industry, implying a risk that the benefits will be inequitably distributed. Specific attention is needed to ensure that benefits accrue to stakeholders vital to the conservation stakes. The project will target especially the local communities at Elim, Kassiesbaai, Buffeljags, Blompark, Molshoop and several townships (Gansbaai and Bredasdorp), which have traditionally been excluded from tourism activities. The tourism coordinator will hold a series of workshops with the targeted local communities to identify the training needs as relevant to the Agulhas Plain Route. Training will be conducted in co-operation with THETA (the national Tourism Hospitality, Education and Training Authority) and will include hospitality and tour-guide training, according to national standards. In addition, the project will hire expertise to develop specific curricula with a high local content so that training courses are relevant to the Agulhas Plain.

The project will promote, through the heritage centers the development and marketing of community-owned tourism initiatives, based on the rich cultural and natural heritage of the area. GEF funds will cover the costs associated with the planning, development and implementation of the community initiatives at Elim and Kassiesbaai. The Elim Mission Cultural Village involves visits to Geelkop Nature Reserve; visits to homes of residents with catering of meals; participating in crafts such as thatching and the making of dried flower products, and the development of new crafts; and the marketing of available guides and of the attraction. The Cultural Fishing Village Route promoting the cultural heritage of the fishing villages at Kassiesbaai, Struisbaai, and Buffeljags will include visits to the harbour, trips on fishing boats; visits to homes of residents with catering of meals and entertainment (singing etc.); the development of art and crafts; the training of guides and the marketing of the attraction.

The Support to the development of a hiking trail in Walker Bay Fynbos Conservancy will complement the activities already undertaken by the WBFC in this regard and will provide opportunities for members of local communities to participate in activities such as trail construction and maintenance, guiding, the hospitality trade and craft production, in association with training and empowerment programs. GEF funds will be used to cover the costs associated with compiling the layout plan and the alignment and construction of the trail; training of local communities in guiding and trail interpretation and marketing. The WBFC will cover the costs of the construction of five overnight accommodation units and general operational costs.

(v) A mechanism to monitor the impacts of tourism is lacking, hampering the task of adaptive management - the GEF funds will cover the costs associated with monitoring of trends in tourism activities, as a result of the activities undertaken by ABI. Aspects, such as increases in arrivals and length of stay, will be monitored by each Heritage Centers and compared with the baseline identified in the preparation stage. The effects of tourism activities will be evaluated and monitored from their inception by the Heritage Centers. Ecological monitoring in protected areas is part of the normal functions of parastatal conservation agencies, and is therefore included in baseline funding. The economic and social effects will be monitored by the relevant tourism institutions (including tourism bureaux) and coordinated by the tourism coordinator. GEF funding will be used to support the costs associated with regular interviews and questionnaires with key participants in all project components, and regular workshops to monitor and evaluate ABI tourism activities.

**Output 4: Increased local support for biodiversity conservation in the Agulhas Plain is generated through a broad-based conservation awareness program.**

**Total cost: US\$ 322,100; Co-financing: US\$ 70,000; GEF request: US\$ 252,100**

71. The program will be aimed at target audiences on several different levels that will include local communities, school students, community leaders, provincial planners and decision-makers, church leaders, school teachers and other key actors.

72. Conservation awareness and outreach: A broad based awareness campaign will be executed with financing from the GEF. The communication officer appointed by SANParks will work closely with the Heritage Centers and the tourism coordinator to (i) promote internal and external communication in local language; (ii) cultivate mass media interest in the biodiversity conservation and work with the radio, local newspapers and the church in Elim; (iii) to design appropriate awareness materials for different stakeholder groups to impart conservation values and emphasize the interconnections between human activities and fynbos resources, including a book on Agulhas Plain; (iv) to pilot alternative communication methods targeting the communities where the level of literacy is very low, such as community theater; and (v) conduct targeted workshops, farmers' days and other community activities; GEF funds will be used to cover the costs of stakeholder meetings and consultations to design and produce promotional materials, training, producing and distributing an ABI newsletter and website.



73. Environmental Education Program: To target the poor colored families working on fynbos farms on the Plain, the project will support the replication of the successful environmental education program of the Early Learning Center developed at Flower Valley, which provides pre-elementary school education focused on environmental issues to the children in the poor communities working in the Agulhas Plain, who don't have access to any other form of education. The program has been funded in the past by the AusAid, FFI, FVCT, Open Gate Foundation. GEF funds will cover the incremental costs associated with the (i) community consultations; (ii) conducting a needs assessment; (iii) program development; (iv) set-up costs of educational structures; (iv) training historically disadvantaged local women as Early Childhood Development practitioners and transport. Activities would be carefully coordinated with Component 2 of the C.A.P.E. Biodiversity and Sustainable Development Program for the CFR: Environmental Education, which will provide an umbrella environmental education framework for the CFR, including curricula development and teacher training, linked closely to the national education programme.

74. End of Project Situation: The project would have demonstrated the viability of a new model for managing protected areas, linking management within core protected areas, in the public domain, with various categories of private reserves, and surrounding productive landscapes. New institutional arrangements will have been developed and capacitated towards this end linking conservation agencies, municipalities, agriculture departments, tourism agencies, private landowners and community associations. Conservation aims would be mainstreamed into development, through integration of PA management objectives into the Integrated Development Plans and extension operations of the Overstrand and Cape Agulhas municipalities. Barriers to sustainable utilization of wild fynbos and development of nature tourism will be lifted, and management systems and safeguards instituted to enable the sustainable utilization of wild resources, and in particular fynbos within specially demarcated zones in the Agulhas National Park and in private reserves, thus providing economic incentives for conservation and livelihood opportunities. The model will have been codified in conservation strategies and site action plans in other protected areas by SANParks, and will provide a model for spearheading conservation in Phase 2 of C.A.P.E.

75. The globally significant biodiversity of the Agulhas Plain will have been secured, across a mosaic of conservation compatible land uses Alien control strategies will be coordinated and effectively implemented. The fire management strategy will include a conservation focus and the rapid-response teams would be more efficient. The sustainable harvesting of wild fynbos would be more tightly regulated, with better enforcement, and demonstrated as a viable land-use on Agulhas Plain. Harvesters will be receiving a premium on sustainable harvested wild fynbos and encouraged to keep their land under wild fynbos. Ecotourism would be generating new sources of revenue for biodiversity conservation, as the area will be better known and the number of nature-based tourists will have increased. Finally, the conservation constituency will have been strengthened through a broad based informal awareness campaign.

76. The project will generate a number of secondary environmental benefits by preventing and mitigating land degradation. Benefits include: improved stream flows/ reduced soil erosion from the clearance of alien vegetation, and prevention of watershed degradation (i.e. maintenance of water tables), through institution of a comprehensive alien clearance programme, targeted at areas where further infestation will have large down stream impacts. Efforts will further be made to improve land management on existing livestock ranches to optimize grazing/ browsing pressure, and maintain on farm productivity—so reducing the impetus for landowners to convert additional land to agriculture and ranching over the long-term. Information on appropriate stocking densities and management practices for different livestock and land types will be conveyed to farmers/ ranchers through the integrated extension services. Further, a comprehensive set of data on changes in land condition, including the extent of soil erosion and withdrawals of ground and surface water will have been assembled and assessed. This will be providing an early warning mechanism, and will be triggering appropriate management responses at different scales to arrest land degradation Land zoning regulations will further be circumscribing developments likely to cause land degradation in sensitive areas. While the focus of activities will be on

prevention rather than remediation, the project will also have generated new know-how for rehabilitating degraded lands, or areas at risk of degradation. Three pilots will have been completed, covering different substrate conditions (ca 90 has), on old farm lands, and will provide a replicable tool for restoration. A further 2800 hectares of wetlands will have been ecologically restored through pilot interventions. Collectively, these actions are expected to make a significant contribution to arresting land degradation.

77. Project Beneficiaries: The biological diversity of the lowland fynbos of Agulhas Plain, as a an area of high vulnerability and irreplaceability of the Cape Floristic Region accords a range of benefits at the global and national levels—with associated direct and indirect use. The global community would benefit from the protection of the lowland fynbos and associated habitats and species, unique to South Africa, that would otherwise be extinguished by habitat fragmentation, unsustainable harvesting of wild fynbos, cultivation, alien plant species and indiscriminate coastal development. At the national and local levels, the project would maintain the option to use biological diversity for consumptive and productive purposes. Local communities in the Agulhas Plain would benefit materially as biodiversity-based businesses are developed. Other beneficiaries include government department (Department of Agriculture, local municipalities) and parastatal (SANParks, WCNCB) personnel, local communities (Elim, Struisbaai North, Kassiesbaai, Buffeljags, Agulhas, etc) and local NGOs (FVCT, BotSoc, Fynbos Ecotourism Forum) who would benefit from additional training and ‘hands on’ management experience.

78. Eligibility under CBD: South Africa ratified the Convention on Biological Diversity on 2<sup>nd</sup> November 1995. The project is consistent with the precautionary principle embodied in the Convention. The project meets the following provisions of the CBD: Article 6, General Measures for Conservation and Sustainable Use, by nesting conservation objectives into the wild cut flower harvesting industry and the agricultural sector in the Agulhas Plain area; Article 8, In Situ Conservation, by establishing a landscape-level conservation management system for the Agulhas Plain; Article 7, Identification and Monitoring, through stock taking, impact monitoring and documenting lessons learned; Article 12, Capacity Building, by transferring know how, building institutional capacities for conservation, and enhancing individual capabilities; Articles 13 and 17, Awareness Raising and Information Sharing, through planned awareness and outreach activities; and Article 10, Sustainable Use Management, by removing barriers to the harvesting of wild fynbos for the flower market through conservation-enforcing management approaches.

79. Eligibility for GEF financing: The project is identified as a priority in the GEF Medium term strategy for South Africa, endorsed by DEAT and circulated to the SA cabinet as an information paper. As a recipient of UNDP assistance, South Africa meets the eligibility criteria for GEF funding outlined in paragraph 9(b) of the GEF instrument The project is consistent with the GEF Operational Strategy and with Operational Program 1: Arid and Semi-arid ecosystems. The project also addresses the GEF 1999 Action Plan on Land Degradation, as well as CBD COP 5 guidance on focusing on Drylands. The Project satisfies the First Strategic Priority of the new emerging directions in the Biodiversity Focal Area: Catalyzing Sustainability for Protected Areas. A novel model for protected areas management, for replication within the CFR and nation wide will be developed, improving prospects for expanding the network to conserve representative biodiversity. The model will rationalize and consolidate management in public and private protected areas, and mainstream protected area activities with production landscapes within ecosystem approaches. Further it will improve implementation of sustainable use and benefit sharing schemes with the participation of key local communities, private sector and government agencies.

80. Linkages with other GEF Initiatives: The project will build upon SANParks’ experience in implementing part of the GEF-financed Cape Peninsula Biodiversity Project, which started in 1997 and is administered by the World Bank. ABI was identified as a result of the broad consultation process facilitated by the CAPE Strategy component of the above project. ABI is one of the core projects for the implementation of the C.A.P.E. program. The project is highly complementary to two other GEF initiatives in support of the C.A.P.E. program,: The Biodiversity Conservation and Sustainable Development Project, implemented by the World Bank and UNDP, and the Critical Ecosystem

Partnership Fund, implemented by the World Bank. These respective initiatives address different components of C.A.P.E., and have been specifically designed to generate a range of different management instruments, to suit different ecological, socio-economic and institutional conditions. The specific objectives, interventions and programmatic synergies of these initiatives is detailed in Annex G.

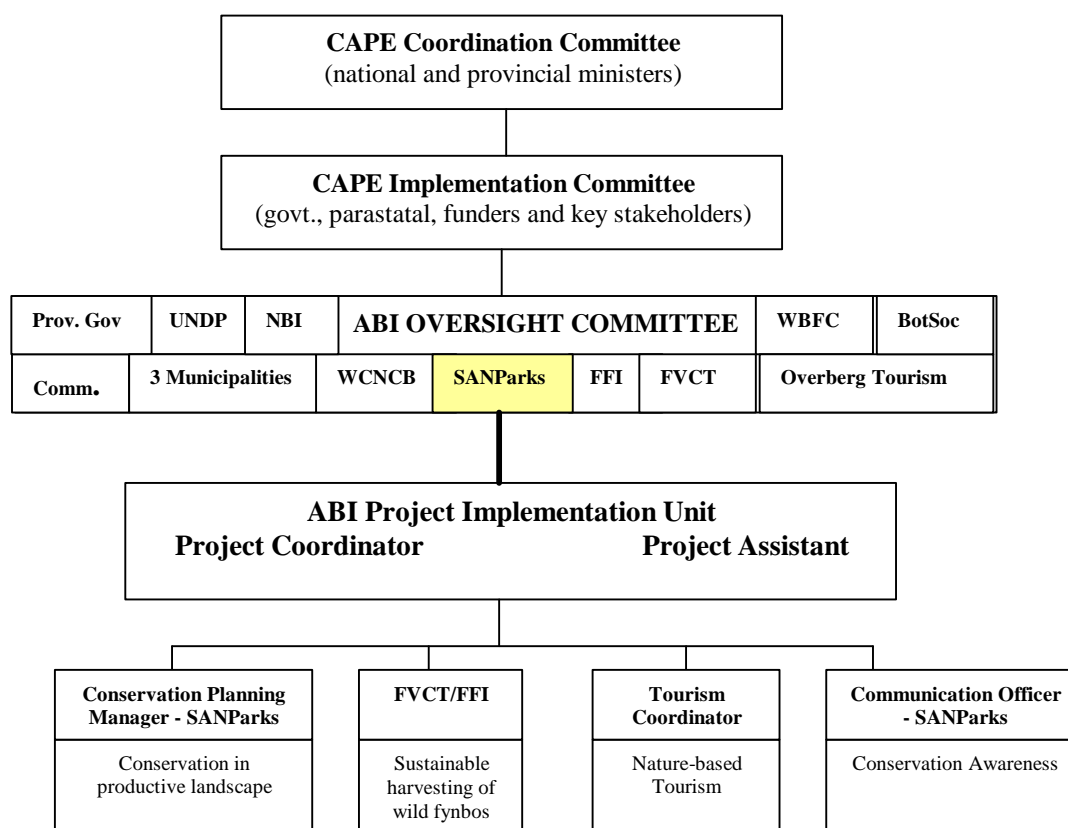
81. ABI will build upon the experience gained in the GEF/World Bank – financed Greater Addo Elephant Park project in Eastern Cape, which is implemented by SANParks. The NBSAP will be implemented through the National DEAT, with GEF-UNDP assistance. During the ABI preparation stage a working group was established on farm planning to include conservation concerns and the collaboration with the GEF-financed MSP in Conservation farming was initiated. The projects will liaise with each other in order to transfer lessons learnt.

## **STAKEHOLDER PARTICIPATION AND IMPLEMENTATION ARRANGEMENTS**

82. Implementation and Execution Arrangements: The project would be executed by SANParks, following UNDP guidelines for nationally executed projects. SANParks will sign the grant agreement with UNDP and will be accountable to UNDP for the disbursement of funds and the achievement of the project goals, according to the approved workplan. Institutional arrangements developed for C.A.P.E. and their associated memoranda of understanding provide the overarching institutional context for the project:

83. The institutional arrangements for the implementation of C.A.P.E. are: the C.A.P.E. Coordination Committee (CCC), C.A.P.E. Implementation Committee (CIC) and C.A.P.E. Coordination Unit (CCU). The CCC was established through an MoU between the Minister for Environmental Affairs and Tourism, Minister for Water Affairs and Forestry, Western Cape member of the Executive Council for the Environment and Cultural Affairs and Eastern Cape member of the Executive Council for the Environment, Economic Affairs and Tourism to coordinate the implementation of the CAPE Strategy. The CIC is composed of government departments, municipalities, statutory bodies and Accredited NGOs that will implement the CAPE Strategy. The National Botanical Institute (NBI) acts as the Program Management Agency for the CAPE Strategy and is housing the CAPE Co-ordination Unit.

## Institutional Arrangements for ABI Implementation



84. The project will establish the ABI Oversight Committee (ABIOC) composed of: Western Cape Department of Environmental Affairs and Development Planning; Western Cape Department of Economic Affairs, Agriculture and Tourism; Department of Water Affairs and Forestry; UNDP/GEF; SANParks; WCNCB; C.A.P.E. Implementation Committee; NBI, FFI; WBFC; FVCT; Overberg District Municipality; Agulhas Municipality; Overstrand Municipality; Overberg Tourism Council; Botanical Society of South Africa; civil society local representatives of business sector; farmers' organizations; (two/three representatives from different geographic areas); community-based organizations (two/three representatives from different geographic areas). With the proposed representation and efficient management and facilitation, ABIOC will perform a pivotal role in institutionalizing partnerships in the project by ensuring collective decision-making and implementation accountability of both baseline and incremental activities. The ABIOC will meet quarterly in the first year, and twice a year in the following years, or as the Committee decides, and it will be convened and supported logistically by the ABI Project Implementation Unit (PIU). The ABIOC will elect a chair and formally adopt terms of reference and agree upon a mode of operation. The following terms of reference are recommended for the ABIOC: (i) review and provide advice on annual plans of activity presented at the last quarterly meeting of each year; (ii) review and approve annual reports submitted to UNDP/GEF and other donors and C.A.P.E. Coordination and Implementation Committees which will be produced within the UNDP/GEF reporting schedule; (iii) advise the ABI PIU on policy decisions; and, (iv) report on any strategic activities that may affect the ABI implementation process on an ongoing basis. All members of the ABIOC will be required to carry a formal mandate of the organizations or sector that they represent.

85. The project will establish the ABI Project Implementation Unit (PIU), which will be housed at

Agulhas National Park and composed of a project Coordinator and a Project Assistant. The ABI PIU will be responsible for coordinating the implementation of the ABI Project, for work programming and monitoring, certifying expenditures and preparing ToRs for consultants and tender documents for subcontracts. The ABI Project Coordinator will report to the ABI Oversight Committee (ABIOC), which will need to account directly to C.A.P.E. structures as well as UNDP/GEF through SANParks. The PIU will be supported by a Technical Advisor from FFI who will both build the capacity of the PIU in project management and monitoring and provide expertise in matters related to the project implementation. GEF funds will pay for the coordinator, technical advisor, communication, travel, vehicle and monitoring costs. SANParks will cover the operational costs of hiring a project assistant, undertaking the financial management and will provide the offices.

86. During the project preparation stage, the institutional requirements have been assessed in the context of the implementation requirements of each project component and the overall co-ordination of ABI. ABI institutional arrangements will pilot institutional models for other implementation initiatives within CAPE. The institutional challenges of coordinating the actions of government organizations, parastatals, business, landowners and civil society within the four project components will be met through the: alignment of institutional strategic objectives, institutional strengthening and capacity building, effective project implementation institutional arrangements and management systems and support for implementation. The alignment of the SANParks' and WCNCB's strategies and activities on the Agulhas Plain is the most significant intervention that has occurred to date and has to a large degree been facilitated through the process of project preparation for ABI.

87. At a strategic level, influencing the Integrated Development Planning objectives of the local authorities, the focus of the farm planning activities of the Department of Agriculture, the planning for catchments by DWAF, as well as the focus of local tourism bodies is essential in achieving the goals of ABI. The project places a special emphasis on the alignment of objectives of existing wildflower harvesting concerns through influencing supply chains and markets for the product. These specific influences pertain to the land-use planning and decision-making processes, as well as natural resources use and economic development on the Agulhas Plain. The further effort that will be required in community-based organizations, business and private landowners who have economic interests other than conservation, will be addressed in the process of implementation of the individual components, as well as the Participation Plan.

88. Stakeholder Participation: A comprehensive stakeholder analysis was undertaken as part of the project preparatory process. SANParks, FFI and their key partners have organized consultative workshops with the identified stakeholders to ensure that: (a) their input was fully considered and integrated for data collection purposes; (b) stakeholders are aware of project objectives and activities; (c) stakeholders participate in project design and in the determination of implementation arrangements; and (d) project development is integrated with ongoing and planned initiatives both in the country and in the project area.

89. Key governmental organizations that will provide support within the ambit of their administrative functions include the parastatal agencies (SANParks and WCNCB), local authorities (Overberg District Municipality, Cape Agulhas Municipality, Overstrand Municipality), particularly with regard to Integrated Development Planning and tourism related functions, and Provincial Government structure, especially the Department of Water Affairs and Forestry (DWAF). Non-governmental organizations include all conservancies, Botanical Society of South Africa, Flower Valley Conservation Trust, Fauna & Flora International as well as organized civil society structures such as civic and residents' associations. Farmers' and landowners' organizations are the most significant groupings in the context of achieving the goals of the project and hence are as a collective a significant partner. Multi-stakeholder forums include all of the catchment management forums and future catchment management authorities, Integrated Development Planning forums as well as the Fire Protection Agency (FPA) for the area. A complete list of all stakeholders developed during the preparation stage and participation plan is provided in Annex F.

## **FINANCIAL ARRANGEMENTS:**

90. Incremental costs: The total cost of the Alternative Strategy amounts to US\$11,649,725, excluding preparatory assistance. The incremental costs to be financed by the GEF amount to US\$ 3,148,175 and co-financing to US\$ 8,501,550. GEF investments represent a modest increment to South Africa's own commitments to conservation and sustainable development. The budget summary below provides a breakdown of costs.

**BUDGET:**

Project Outputs	Amount (US\$)		Total (US\$)
	GEF	Co-financing	
1. Landscape-level conservation management and planning system developed and implemented in public-private partnerships negotiated by a well-capacitated extension service	2,042,040	SANParks: 4,603,550 WCNCB: 216,800 Municipalities: 19,700 FFI: 608,300 <b>Total: 5,448,350</b>	7,490,390
2. Ecologically, socially and ethically sustainable harvesting of wild fynbos is demonstrated as a viable land use on the Agulhas Plain	415,235	WCNCB: 8,600 Grootbos: 13,500 FFI: 700,050 <b>Total: 722,050</b>	1,137,385
3. A participatory and responsible tourism strategy is implemented in the Agulhas Plain and contributes to sustainable livelihoods	438,300	SANParks: 1,508,100 Tourism Bur.: 357,950 WBFC: 395,000 <b>Total: 2,261,050</b>	2,699,350
4. Increased local support for biodiversity conservation in the AP Plain is generated through a broad-based conservation awareness program	252,100	SANParks: 70,000 <b>Total: 70,000</b>	322,100
Total Full Project	3,147,675	8,501,550	11,649,225
Project Preparation	GEF US\$ 78,550 SANParks US\$ 28,000 FFI: US\$ 29,000		
<b>GRAND TOTAL (FULL PROJECT + PREPARATION)</b>	<b>3,226,225</b>	<b>8,558,550</b>	<b>11,784,775</b>
Project Outputs	Amount (US\$)		Total (US\$)
	GEF	Co-financing	
1. Landscape-level conservation management and planning system developed and implemented in public-private partnerships negotiated by a well-capacitated extension service	1,562,040	SANParks: 4,305,550 WCNCB: 216,800 Municipalities: 19,700 FFI: 608,300 <b>Total: 5,148,350</b>	6,710,390
2. Ecologically, socially and ethically sustainable harvesting of wild fynbos is demonstrated as a viable land use on the Agulhas Plain	415,235	WCNCB: 8,600 Grootbos: 13,500 FFI: 700,050 <b>Total: 722,050</b>	1,137,385
3. A participatory and responsible tourism strategy is implemented in the Agulhas Plain and contributes to sustainable livelihoods	918,800	SANParks: 1,808,100 Tourism Bur.: 357,950 WBFC: 395,000 <b>Total: 2,561,000</b>	3,479,850
4. Increased local support for biodiversity conservation in the AP Plain is generated through a broad-based conservation awareness program	252,100	SANParks: 70,000 <b>Total: 70,000</b>	322,100
Total Full Project	3,148,175	8,501,550	11,649,725
Project Preparation	GEF US\$ 78,550 SANParks US\$ 28,000 FFI: US\$ 29,000		
<b>GRAND TOTAL (FULL PROJECT + PREPARATION)</b>	<b>3,226,725</b>	<b>8,558,550</b>	<b>11,785,275</b>

**RISKS AND SUSTAINABILITY**

91. Project Risks: The root causes of threats to biodiversity in Agulhas Plain are presented in Annex E and have guided design of project interventions. The project preparation team has carefully weighed the

likelihood of these fundamentals changing over the course of implementation and assessed the impact on outcomes. The assumptions that underpin project design are listed in the project log frame. Four key risks have been identified. These are listed below, with a description of planned risk abatement measures:

<b>Risk</b>	<b>Rating</b>	<b>Abatement Measure</b>
SANParks and WCNCB unable to maintain the level of personnel and material support to the project	[L]	SANParks and WCNCB are part of the ABI Project Oversight Committee and their missions and roles are aligned with ABI.
Mismatched programming of project and baseline activities	[L]	Strong management can reduce this risk; The POC would play a pivotal role in assuring joint programming of the project and baseline
Conflict of interest between stakeholders	[M]	Stakeholder meetings; conflict resolution training; encourage open communication of project objectives and stakeholder interests/needs
Insufficient incentives for sustainable use of natural resources	[M –L]	The project would focus sustainable use interventions on industries where economic returns appear promising, such as wild fynbos harvesting and ecotourism. This risk would lessen over time as barriers to management are removed
Land-owners are unwilling to enter into management and contractual agreements	[L]	A joint extension service will be established to actively liaise with the landowners and to mobilise sufficient positive incentives to encourage them.

Rating L=Low; M=Medium;

92. **Sustainability:** Project design has addressed institutional sustainability through strengthening the capacity of SANParks, WCNCB, Department of Agriculture, local municipalities and other key partners to develop and implement participatory conservation management plans at a landscape level and models for sustainable use of natural resources for the Agulhas Plain. SANParks, which has a strong institutional capacity and a proven track record for parks' management at the country level will have lead responsibility for project implementation and will continue to manage the Agulhas National Park after the close of the project. Initiatives to engage local communities and other local stakeholders, including private landowners, in project preparation and implementation and in sharing the benefits from lowland fynbos conservation and sustainable use should contribute to social sustainability. With regards to financial sustainability, SANParks has committed to shoulder the recurrent costs associated with park management, including staff salaries and PA operations and the work with the private landowners after completion of the project. SANParks has demonstrated consistent financial commitment for the implementation of other GEF – financed projects in South Africa, including for the Cape Peninsula National Park. The project is further supporting activities designed to remove barriers to sustainable utilization of components of biodiversity (harvest of wild fynbos and recreational uses). These activities have been designed so as to improve the conservation compatibility of local livelihoods, and to change the calculus of land use decisions in favour of conservation goals at the productive landscape level.

93. **Replicability:** The project has been carefully designed to maximize opportunities for replicating the new conservation methods, institutional arrangements, and know how for sustainable use within the national C.A.P.E. program and across South Africa's system of protected areas. ABI marks the first occasion that an institutional role for SANParks is being effected beyond formal public PA boundaries. The project should play a pivotal role in strengthening management of PAs and demonstrating effective and cost-efficient ways and means for improving management services on private reserves and neighboring lands. In order to distill and share lessons (on private land incorporation, institutional alignment at the sub-regional level etc.) with Park managers from across the PA network, a series of technical and training workshops will be sponsored at the project site for PA managers and associated personnel.

ABI has been designed as a fast track component of C.A.P.E. The lessons derived through the project will

be systematically fed through the C.A.P.E. coordinating apparatus to other initiatives spearheaded under the program. The model for sub-regional scale management developed and adapted under ABI will be systematically incorporated into the design of phase 2 activities under C.A.P.E, which will scale up successful demonstrations activities to the CFR landscape more broadly. Using the Walker Bay Fynbos Conservancy as a pilot, extension officers from WCNCB will catalyze participatory management planning in four conservancies adjoining the Agulhas Plain area. This experience will be captured by WCNCB for use in the 50 plus conservancies currently functioning in the CFR. GEF will cover the costs associated with convening a regional conservancy forum at the Walker Bay Fynbos Conservancy to distill and disseminate critical management lessons. Thus it will act as a prime-motivating agent for convincing landowners of the benefits of the process. Moreover, the project marks the first time that farm-planning processes developed and utilized by the Department of Agriculture are being employed to reinforce conservation of threatened habitat types and keep corridors and landscape level processes operating. This experience will be adapted for application in livestock farms throughout the CFR, and will have bearing elsewhere in South Africa. Finally, the barrier removal demonstrations to engender sustainable use of fynbos and develop nature tourism will provide a model for sustainable biodiversity businesses that may be replicated elsewhere within the CFR, thereby better tying biodiversity conservation with economic objectives.

94. Cost effectiveness: –It is most cost-effective to take action now rather than repair the damages later. In the absence of immediate conservation intervention, it is estimated that the alien plant infestation in Agulhas Plain will reach a density of 50 – 75% in the next five years. Alien clearance costs will amount to US\$ 100.2/ha/year (Genevieve Kent Pence, 2001). The conservation actions spearheaded through the project will amount to just US\$ 21/ha/year. While the option of focusing only on Agulhas National Park and not at the landscape level was considered, it was discarded because it will lead to fragmentation and will affect the ecological integrity of Agulhas Plain. In the longer-term, the multi-stakeholder approach and the partnerships between conservation agencies, local municipalities, agriculture departments, private landowners, farmers and communities will reduce the recurrent costs of conservation management and enhance prospects for success, ensuring that investments are cost-effective.

## **MONITORING, EVALUATION, AND LESSONS LEARNED**

95. Monitoring has been incorporated as an integral sub-component at the level of each output. The objectives of the monitoring programme are to assess the project's effectiveness in protecting biodiversity, evaluate the benefits accruing to communities and other beneficiaries, appraise the underlying causes of project outcomes (whether positive or negative), and track the level and quality of public participation in conservation activities. The project will be implemented through an adaptive framework that feeds the findings of process- response monitoring into operational planning, thus enabling management strategies and activities to be adjusted as necessary where corrective measures are warranted. Monitoring exercises would involve both government and local communities in order to facilitate inputs from all key stakeholders and obtain a common understanding of successes and failures in management. A number of indicators to measure impact and processes have been selected (see log frame in Annex B) at the goal, purpose and output levels. Immediately upon the project commencement, the PIU would develop analytical and sampling tools for field monitoring activities. Monitoring will be carried out using participatory and independent monitoring techniques with the involvement of stakeholders.

96. Key landscape level threat indicators include: contraction or increase of different habitat types (aerial extent), and specific target levels are set up in the logframe. For alien plants, this will relate to percentage area still to be cleared in each 4<sup>0</sup> catchment, and be determined by the baseline year 2000 infestation level and initial alien density class. For wildfires, this will relate to vegetation age since last fire. Conservation success in the Agulhas region will hinge on landowners investing in land management and complying with conditions of Contractual and Management Agreements. To determine the efficacy of these conservation partnerships, the following indicators could be measured: (i) number of management agreements entered into, and aerial extent of priority areas under conservation; (ii) number of



conservancies established in ABI area; (iii) percentage owners who increase investment in land management; and (iv) number of applicants for assistance with alien clearing and fire management.

97. Long-term monitoring and biological studies on the impacts of harvesting on different species guilds will provide a scientific basis for effective adaptive management of the resource. A comprehensive monitoring program has been developed as a part of the sustainable harvesting component. The project will support field studies on the effects of harvesting on myrmecochorous species and species with seed banks; on the inter-specific competition and will determine the species index of vulnerability to harvesting in order to update the current knowledge on sustainable harvesting. The effects of the prescribed harvesting regime will be monitored over time and adapted as new information becomes available. Monitoring sites will be established on Flower Valley Farm and will be harvested on an annual basis in the manner prescribed by the certification guidelines. Adjacent control sites will not be harvested. This will provide valuable information on how continued harvesting at the levels prescribed by the project guidelines influences individual harvested species, as well as community-scale dynamics over time. The sustainable harvesting Code of Practice will be updated as data becomes available from field monitoring.

98. The effects of tourism activities will be evaluated and monitored from their inception by the Heritage Centers. Ecological monitoring in protected areas is part of the normal functions of parastatal conservation agencies, and is therefore included in baseline funding. The economic and social effects will be monitored by the relevant tourism institutions (including tourism bureaux) and coordinated by the tourism coordinator. The project would conduct regular interviews and questionnaires with key participants in all project components, and regular workshops to monitor and evaluate the impact of tourism activities. In addition, the PIU will carry out annual monitoring of stakeholder participation in the project components, according to the participation plan, and update the work plans based upon the results.

99. Evaluation: There will be three forums for evaluation: a monthly meeting of the project team, a quarterly consultation with project partners and stakeholders, and biannual meetings of the ABI Oversight Committee. The purpose of these meetings would be to ascertain that project activities and tasks are occurring in the set time frame with the appropriate resource allocations, raise problems/issues faced in delivery, and adjust interventions as necessary. These meetings will also serve as a forum for discussing general issues/concerns regarding the project direction/approach, including new threats and/or opportunities that may affect the project. SANParks, as Executing Agency will provide UNDP with quarterly and annual workplans and will report on progress in achieving targets enumerated in the plans. The Quarterly Progress Reports (QPRs) would provide a brief summary of the status of input procurement and output delivery, explain variances from the work plan, and present work-plans for each successive quarter for review and endorsement. The Annual Project Report (APR) would provide a rating and textual assessment of the progress of the project in achieving its objectives and present stakeholders' insights into issues affecting the implementation of a project and their proposals for addressing those issues. UNDP will report to the GEF on progress in implementation during the annual Project Implementation Review, drawing on the APR and quarterly reports, and independent evaluations. Beyond the requirements of reporting to the UNDP/GEF, CAPE Structures and the ABI OC, the ABI Implementation Unit will present a summary annual report to all stakeholders. The reporting requirements will be aligned into one reporting cycle so that the unit is not overburdened by reporting arrangements.

100. ABI, as an integral component of the C.A.P.E. will aim to generate knowledge and to improve the dissemination of the best practices in conservation in productive landscapes and sustainable livelihoods. The lessons learned in its implementation will be made available in a timely manner to enable a constant cycle of development and cross-fertilization of ideas and practices. The lessons learned from other similar activities have been incorporated into project design. The most pertinent lessons are articulated below with a summary of features incorporated into design to enhance prospects for securing stable conservation outcomes.

Lesson learned	Design feature
Need to ensure that all key stakeholders are	Addressed during the course of the preparation

involved from the early stage of preparation and understand project objectives and their role in the implementation of various activities and have realistic expectations of outcomes	through consultative workshops with key stakeholders to ensure that stakeholders': (a) input is fully considered and integrated for data collection purposes; (b) are aware of project objectives and activities; (c) participate in project design and implementation; and (d) project development is integrated with ongoing and planned initiatives in the country and particularly the project area
Generate conservation-based economic benefits for local populations; incentives for conservation must be sustainable and economically attractive	Sustainable use (Output 2 and 3) pilots are planned; awareness activities would impart knowledge of the economic values of natural ecosystems
Sustainable use can only occur with close monitoring of the resources under exploitation. Activities should be structured as to be adaptable to changing conditions; barrier removal is complex, and it is advisable to start small and scale upwards as lessons are learned	A comprehensive monitoring program will be established and capacity built to undertake it; initiate sustainable use pilot activities that can then be used as models to inform decision making and encourage replication

**List of Annexes:**

- Annex A. Incremental Cost
- Annex B. Logframe matrix and work plan
- Annex C. STAP Roster Technical Review/Response to STAP Comments

**List of Optional Annexes:**

The annexes listed below are not required as part of the standardized GEF project brief. However, they are available on the file for reviewers seeking additional background information.

- Annex D. Description of Site Biology
- Annex E. Root Cause and Management Issues
- Annex F. Public Involvement Plan Summary
- Annex G. C.A.P.E. Programmatic Framework
- Annex H. Project Categorization Table
- Annex I. Available Reference Documents

## South Africa

### Agulhas Biodiversity Initiative

#### Annex A: Incremental Cost Analysis

#### 1. Broad Development Objectives:

1.1. South Africa has demonstrated a strong and enduring commitment to biodiversity conservation. A White Paper, approved in 1997, provides a policy framework for biodiversity conservation, sustainable use, access and benefit sharing. A new regulatory framework for biodiversity management is under advanced stages of preparation, and will strengthen the underlying institutional and legal framework. The government faces numerous challenges in realising its conservation objectives: on the one hand, the country -- one of the richest storehouses of biodiversity in the world -- is characterised by a high ecological turnover across the natural landscape. Accordingly, there is a need to bring a sizable land area into the conservation estate so as to ensure adequate bio-geographic representation. On the other, the country faces pressing social and economic challenges, including poverty and socio-economic inequities. One of the main thrusts of government policy is, therefore, to spur growth in the rural economy. The government is seeking to align its conservation activities with its integrated rural development strategies and programmes. To this end the country is spearheading a number of bio-regional scale conservation demonstrations, including on the Agulhas Plain. These enjoy widespread recognition and institutional support and provide a unique platform to galvanize collective action and commitment. However, financial assistance is needed from international partners to defray the one-time costs associated with operationalising integrated, innovative, locally adapted and replicable conservation models.

#### 2. Global Environmental Objectives:

2.1. As pilot for the implementation of the broader C.A.P.E. program, ABI's overall goal is that by year 2020 the biodiversity of the CFR is effectively conserved, restored wherever appropriate and delivering significant benefits for the region. The project development objective is biodiversity conservation and socio-economic development on the Agulhas Plain are significantly enhanced through effective management and co-ordinated stakeholder involvement. The Agulhas Plain constitutes an especially rich repository of the biodiversity of the CFR, with some of the largest extant patches of coastal Renosterveld and lowland fynbos, considered top conservation priorities. The region is however threatened by a number of anthropogenic pressures, which, unless arrested, threaten to extirpate rare plant communities, and cause irreversible ecological degradation. The Plain, consequently, deserves special and immediate conservation attention. Global environment benefits include: the maintenance of existence values, protection of habitats for migratory species, and preservation of future use options, including for recreation.

#### 3. Baseline

3.1. The principal threats to biodiversity on the Agulhas Plain may be summarised as follows: direct habitat transformation due to agriculture; alien plant infestation; unsustainable harvesting of wild fynbos; inappropriate fire regimes and indiscriminate coastal development. The baseline course of events, in the absence of GEF intervention may be summarised as follows:

(i) Landscape-level conservation management: A number of conservation activities have been undertaken in the Agulhas Plain during the recent past, including the designation of the Agulhas National Park in 1999, land purchase for conservation (SANParks and FFI), contractual and management agreements for conservation, establishment of Walker Bay Fynbos Conservancy (landowners, Grootbos, FFI and WCNCB), alien clearance (Working for Water), and establishment of a fire management

*ABI, Annex A, Incremental Cost Analysis,*

association. In addition, the area has served as a pilot for fine-scale conservation planning, performed by Provincial conservation authorities. These investments total US\$ 4.5 million. However, as they were appropriated prior to project inception, they are treated as sunk costs and are not factored into the baseline estimate. The aggregate baseline is projected at US\$ 5,108,505. These include expenditures of US\$ 1,738,285 over five years by SANParks, WCNCB, Department of Agriculture, Overberg District Council and Agulhas Municipalities for salaries, travel, utilities and operational costs to manage the existing reserves and to support conservation management planning activities. In addition, WCNCB and the District Council will spend US\$ 204,320 on law enforcement activities, US\$ 239,958 on extension services and US\$ 5,000 on environmental assessments. Alien clearance activities on the Plain are budgeted at 2,365,700 for the next five years by DEAT, DWAF, SANparks, WCNCB, Overberg District Council and Agulhas Municipality. SANParks, DEAT and Overberg District will spend US\$ 681,000 on coastal Management activities in the region. Department of Agriculture will continue support for the Elim Land Care Project (approx. US\$ 100,000 for the next four years). In the absence of additional technical and funding support, the existing institutions concerned with conservation would continue to work in isolation, based on a sectoral approach, with inadequate capacity to establish an integrated management system at the landscape level. There will be a lack of incentives and mechanisms to ensure the direct participation of landholders and communities in conservation. Consequently, there would be a continued impetus for habitat conversion.

(ii) Wild Cut Flower Industry: Sunk costs amount to approx US\$ 1 million and include the costs associated with the establishment of the Flower Valley Conservation Trust [land purchase, setting-up the flower business, the micro-enterprise based on hand-made paper, community development activities, fynbos marketing, and building infrastructure]. The expenditures were made by FFI, FVCT with additional financial support from the government (Poverty Relief Fund), private foundations and individuals, bilaterals, and private sector (Shell, Association of Electrical Engineers of UK). The aggregated baseline is projected at US\$ 943,000 from the Flower Valley Conservation Trust and FFI to cover the costs associated with salaries, travel, communication, marketing, and community development. The baseline situation is characterised by a number of emergent risks, threatening conservation outcomes: (a) unsustainable off take of commercially important species, without reference to intra and inter-specific impacts. (b) a trend in South Africa towards flower farming. [This does little to protect the conservation of whole plant communities and thus biodiversity, although it may, in instances, reduce pressures on certain species.] These pressures need to be confronted, to protect the resource base and foster conservation compatible livelihoods. However, a number of barriers impede the paradigm shift from unsustainable to sustainable use. These may be summarised as (a) inadequate knowledge of the ecological determinants of sustainability, for different landholding units; (b) weak regulatory and enforcement regime; (c) absence of coordinated supply networks; (d) lack of mechanisms to recover the marginal costs associated with ecosystem management; and (e) limited market diversification in industry.

(iii) Tourism Development: SANParks, tourism bureaux, Ecotourism Forum and others have allocated US\$ 1.1 million in the recent past for various interventions aiming at developing tourism. The estimated baseline over the next five years is projected at US\$ 13,954,159 with SANParks providing US\$ 151,000, WCNCB US\$ 783,541, tourism bureaux US\$ 241,740 and private tourism operations US\$ 12,479,688 (operational and capital costs). In addition, the tourism bureaux have allocated US\$ 298,190 for marketing, over the next five years. However, this investment will be inadequate to build a vibrant ecotourism industry, clearly linked to conservation outcomes. Depending on how it is managed, tourism may either support conservation objectives and values or threaten them. There is a danger that the latter scenario will prevail, as growth of the industry accelerates faster than the development of conservation management capacity. Barriers to engendering environmental and economic sustainability include: (a) lack of articulation of the area in key eco-tourism markets as a destination. (b) lack of coordination in the sector locally. Specific expertise, outreach and monitoring capacity is lacking. (c) absence of land based ecotourism products provides little incentive for tourists to visit the area; (d) local communities in the Agulhas Plain have few opportunities to participate in the industry, implying a risk that benefits will be inequitably distributed; and (e) mechanisms to monitor and regulate the impacts of tourism are lacking.

(iv) Increased local-support for biodiversity conservation, through a broad-based public awareness campaign: There was little financing available in the past for such activities, with a sunk cost estimated at only US\$ 300,000. However, in the next five years, the aggregate baseline is projected at US\$ 1,216,220. WCNCB estimates to spend US\$ 557,520 mainly on operational costs and activities undertaken at the Potberg Environmental Education Center in De Hoop Nature Reserve. Various NGOs on the Plain will continue their awareness activities costed at US\$ 296,000 mainly in volunteer time to organize awareness campaigns and produce and distribute materials. In addition, FVCT will spend US\$ 25,000 representing the running costs of the Early Learning Center at the Flower Valley Farm focused on environmental issues and Grootbos Private Nature Reserve has a projected expenditure on awareness issues of US\$ 139,500. Overberg District Council has budgeted US\$ 105,00 for environmental awareness activities on the Agulhas Plain and an additional US\$ 50,000 for training. However, projected investments would occur at a low background level, and need to be scaled up to strengthen the conservation constituency and build broad-based public support for biodiversity protection, especially targeted to the black and colored communities with high level of illiteracy. Further awareness, outreach and education are needed especially to sensitize the public to conservation policies and legislation, to impart conservation values, and build recognition of the linkages between development and conservation.

#### **4. GEF Alternative**

4.1 The proposed GEF Alternative includes activities designed to mitigate the threats to the lowland fynbos ecosystem of the Agulhas Plain and achieve conservation objectives over and above those spearheaded in the baseline scenario. The GEF Alternative will assist the executing agencies to institute innovative new cross-sectoral approaches to conservation management at a bio-regional level, through enhancing multi-stakeholder partnerships and assuring better integration with regional development strategies and programmes. A mosaic of protected units will be created and capacitated: small reserves to protect habitat patches and large reserves with connecting corridors to protect fauna and provide for floral dispersion. The PA systems will be buttressed through the promotion of conservation compatible land use options in support zones (buffers and corridors), that provide for equitable benefit distribution. The Alternative will provide a replicable new model for integrating management of public and private protected areas, and linking protected areas to the management of production systems at a landscape level.

4.1.1. Four outputs are proposed to achieve the ABI objective:

Output 1: Landscape-level conservation management and planning system developed and implemented in public-private partnerships negotiated by a well-capacitated extension service

To achieve this output, the project would include a series of strategic interventions targeted at: institutional strengthening and capacity building [GEF: US\$827,940; SANParks: US\$ 1,606,000; WCNCB: US\$ 171,000]; securing land under conservation management [GEF: US\$ 121,150; SANParks: US\$ 2,733,000; WCNCB: US\$ 10,100; Municipalities: US\$ 8,500; FFI: US\$ 608,300]; conservation management planning [GEF: US\$ 178,600; SANParks: US\$ 51,700; WCNCB: US\$ 23,700; Municipalities: US\$ 11,200]; controlling alien plant spread [GEF: US\$ 189,750; SANParks: US\$ 123,350; WCNCB: US\$ 12,000]; fire management [GEF: US\$ 124,500; SANParks: US\$ 37,500]; wetland rehabilitation [GEF: US\$ 255,000]; monitoring, evaluation and management [GEF: US\$ 397,100; SANParks: US\$ 52,000].

**Output2: Ecologically, socially and ethically sustainable harvesting of wild fynbos is demonstrated as a viable land use on the Agulhas Plain**

Review and update the legal framework pertaining to the flower industry [GEF: US\$ 28,200]; secure the supply network for Flower Valley [GEF: US\$ 23,000; FFI/FVCT: US\$ 1,000]; develop a certification scheme for sustainably harvested wild fynbos fynbos and join an internationally established scheme [GEF:

US\$ 65,000; WCNCB: US\$ 1,000]; marketing of sustainably harvested wild fynbos [GEF: US\$ 88,500; FFI/FVCT: US\$ 86,800]; pilot recording system for harvested species [GEF: US\$ 13,000; WCNCB: US\$ 7,600; FFI/FVCT: US\$ 2,080; Grootbos: US\$ 8,750]; capacity building to implement COP for sustainable harvesting within the supply network [GEF: US\$ 24,100; FFI/FVCT: US\$ 14,450]; monitoring of sustainable harvesting [GEF: US\$ 161,435; FFI/FVCT: US\$ 591,220, Grootbos: US\$ 4,750]; and replication of sustainable harvesting practices [GEF: US\$ 13,000; FFI/FVCT: US\$ 4,500; Grootbos: US\$ 4,500].

**Output 3: A participatory and responsible tourism strategy is implemented in the Agulhas Plain and contributes to sustainable livelihoods**

GEF alternative would include the following activities: strengthen coordination among tourism activities and agencies in the AP [GEF: US\$ 244,000; SANParks: US\$ 1,507,900; Tourism bureaux: US\$ 57,000]; establish and market the Agulhas Plain route [GEF: US\$52,500; private sector: US\$ 282,950]; Support tourism initiatives in Agulhas Plain [GEF: US\$ 116,200; SANParks: US\$ 200; WBFC: US\$ 395,000; tourism bureaux: US\$ 12,000]; Monitoring of tourism activities [GEF: US\$ 25,600; tourism bureaux: US\$ 6,000 ].

**Output 4: Increased local support for biodiversity conservation in the Agulhas Plain is generated through a broad-based conservation awareness program**

Conservation awareness and outreach [GEF: US\$ 98,000; SANParks: US\$ 70,000]; pilot alternative communication [GEF: US\$ 67,500]; Early Learning Centers on environmental education [GEF: US\$ 57,000]; and monitoring [GEF: US\$ 29,600].

**5. Incremental Costs and Benefits**

5.1.1. The scope of analysis is defined (i) geographically by the Agulhas Plain, covering an area of 270,000 ha of lowland fynbos in the Cape Floristic Region; (ii) temporally by the proposed life of the project (5 years); and (iii) thematically by the bundles of strategic interventions proposed to conserve biodiversity, and their accompanying baselines.

5.2. The baseline, comprising activities that would be pursued irrespective of project investment, has been estimated at US\$ 21,466,842. Incremental costs amount to US\$11,649,725, of which the GEF would fund US\$ 3,148,175. The GEF contribution amounts to 9.5 % of the cost of the alternative (US\$ 33,116,567). The GEF would provide funding for activities that generate clear global benefits, and could not be justified solely on domestic benefits.

**Incremental Cost Matrix**

Component	Cost	Cost (in US\$)	Domestic Benefit	Global Benefit
<b>Output 1: Landscape-level conservation management and planning system developed and implemented</b>	Baseline	Total= 5,353,463	Institutions concerned with conservation work in isolation. There is limited synergy between conservation and development activities.  The gradual loss ecological integrity threatens environmental service functions.(i.e. hydrological cycles)	Limited capacity to work in partnership at a landscape-level results in gradual erosion of global environmental benefits.  Reserve system on the Plain is not representative of the patterns of biodiversity in the landscape

Component	Cost	Cost (in US\$)	Domestic Benefit	Global Benefit
	GEF Alternative	Total= 12,843,853	Landscape-level integrated conservation management systems established on the Plain, providing a clear link to spatial development objectives.	Conservation operations in PAs are geared towards effective threat reduction in representative ecosystems. The risk of biodiversity loss on the AP is significantly reduced  Institutional basis for conservation strengthened with active multi-stakeholder collaboration
	Increment	GEF: 2,042,040 SANParks: 4,603,550 WCNCB: 216,800 Municip.: 19,700 FFI: 608,300 Total= 7,490,390		
<b>Output 2: Ecologically, socially and ethically sustainable harvesting of wild fynbos is demonstrated as a viable land use</b>	Baseline	Total= 943,000	Gradual erosion of a promising sustainable use option, and livelihood source, as wild resource is extirpated.	Unsustainable use of the fynbos resources threatens ecological processes and conservation values
	GEF Alternative	Total=2,080,385	Sustainable harvesting demonstrated as viable land-use and livelihood	Removal of barriers to sustainable use mitigates threats and provide incentives for biodiversity conservation
	Increment	GEF: 415,235 WCNCB: 8,600 Grootbos: 13,500 FFI: 700,050 Total: 1,137,385		
<b>Output 3: A participatory and responsible tourism strategy contributes to sustainable livelihoods</b>	Baseline	Total = 13,954,159	Poor coordination of tourism, inadequate marketing of the area and limited involvement of and benefit to local communities	Lack of management leads to ad hoc tourism development, and ecological footprint in sensitive areas; limited link between tourism benefits and conservation
	GEF Alternative	Total= 16,635,509	Coordinated effort to market AP and to create opportunities for disadvantaged communities	Coordinated nature-based tourism activities contribute to sustainable livelihoods and reduction of the pressure on the globally significant fynbos diversity

Component	Cost	Cost (in US\$)	Domestic Benefit	Global Benefit
	Increment	GEF: 438,300 SANParks: 1,508,100 Tourism Bur: 357,950 WBFC: 395,000 Total= 2,699,350		
<b>Output 4: Increased local support for biodiversity conservation in the AP Plain is generated through a broad-based conservation awareness program</b>	Baseline	Total= 1,216,220	Limited understanding of the economic and conservation values of fynbos ecosystems	Weak understanding of conservation values threatens sustainability of management
	GEF Alternative	Total= 1,538,320	Cognisance of the contributory values of fynbos ecosystems to social and economic systems improves support for biodiversity conservation	Global environmental benefits are better protected through creation of new conservation constituencies and consciousness raising  Improved prospects for securing stable conservation in the long-term.
	Increment	GEF: 252,100 SANParks: 70,000 Total: 322,100		
<b>Total</b>	Baseline	<b>US\$ 21,466,842</b>		
	GEF Alternative	<b>US\$ 33,116,067</b>		
<b>Incremental Cost Full Project</b>				
<b>GEF</b>			US\$ 3,147,675	
<b>Non-GEF</b>			US\$ 8,501,550	
<b>Total</b>			<b>US\$ 11,649,225</b>	
<b>Preparation</b>				
<b>GEF</b>			US\$ 78,550	
<b>Non-GEF</b>			US\$ 57,000	
<b>Total</b>			<b>US\$ 135,550</b>	
<b>Grand Total</b>				
<b>GEF</b>			US\$ 3,226,225	
<b>Non-GEF</b>			US\$ 8,558,550	
<b>Total</b>			<b>US\$ 11,784,775</b>	



## South Africa

### Agulhas Biodiversity Initiative

#### Annex B: Logical Framework Matrix

Objectives	Indicators	Means of verification																		
<p><b>Goal:</b> By 2020 the biodiversity of the Cape Floristic Region (CFR) is effectively conserved, restored, and delivering significant benefits to the region.</p> <p><i>The goal is the CAPE goal, since ABI is the pilot of CAPE</i></p>	<p>? The priority species and habitats defined as irreplaceable in the CAPE are maintained;</p> <p>? The levels of productivity measured in 2002 in indicator terrestrial (wildflower harvesting) and marine ecosystems (total catch) is maintained;</p> <p>? Improved regional GDP</p> <p>? Increased number of people in biodiversity - related employment</p>	<p>? C.A.P.E. monitoring and evaluation reports;</p> <p>? State of CFR biodiversity report;</p> <p>? Provincial State of Environment reports;</p> <p>? Annual reports of conservation agencies;</p> <p>? Reports of the C.A.P.E. Co-ordination and Implementation Committees.</p>																		
<p><b>Purpose:</b> Biodiversity conservation and socio-economic development on the Agulhas Plain are significantly enhanced through effective management and co-ordinated stakeholder involvement.</p>	<p>? Area of priority land under conservation management (as protected and non-protected areas) in productive landscapes on the Agulhas Plain doubled by the end of the project to encompass approx. 112,000 ha and continues to increase;</p> <p>? No further loss of coastal of renosterveld and endemic Elim fynbos (1209ha and 3572 ha currently; 80% of the threatened vegetation types (see table) will be conserved by the end of the project;</p> <p>≈ Priority wetland ecosystems (Soetendals vlei, Voelvlei vlei, Langpan, Ratel vlei and Modder vlei) recovered to restore natural hydrological regime by the end of the project;</p>	<p>? MoU for the ABI Oversight Committee;</p> <p>? Minutes of meetings of ABI Oversight Committee;</p> <p>? Annual Workshops proceedings;</p> <p>? Annual M&amp;E reports;</p> <p>? Protected areas database (Conservation Planning Unit);</p> <p>? Local municipal land-use zoning schemes;</p> <p>? ABI annual economic performance report;</p> <p>? Geographic economic data sources, e.g. Provincial Economic Development Agency, Central Statistical Services, Development Bank of South Africa reports, IDP reports.</p>																		
<table border="1" style="width: 100%; border-collapse: collapse;"> <thead> <tr> <th style="text-align: center;">Vegetation Type</th> <th style="text-align: center;">Priority Rating</th> <th style="text-align: center;">Target Remaining</th> </tr> </thead> <tbody> <tr> <td>Renoster fynbos</td> <td style="text-align: center;">1</td> <td style="text-align: center;">1209 ha</td> </tr> <tr> <td>Elim asteraceous fynbos</td> <td style="text-align: center;">2</td> <td style="text-align: center;">3572 ha</td> </tr> <tr> <td>Renosterveld</td> <td style="text-align: center;">3</td> <td style="text-align: center;">922 ha</td> </tr> <tr> <td>Renoster grassland</td> <td style="text-align: center;">4</td> <td style="text-align: center;">1418 ha</td> </tr> <tr> <td>Elim transitional fynbos</td> <td style="text-align: center;">5</td> <td style="text-align: center;">1678 ha</td> </tr> </tbody> </table>			Vegetation Type	Priority Rating	Target Remaining	Renoster fynbos	1	1209 ha	Elim asteraceous fynbos	2	3572 ha	Renosterveld	3	922 ha	Renoster grassland	4	1418 ha	Elim transitional fynbos	5	1678 ha
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<p data-bbox="233 920 592 1070"><b>Output 1: A.-</b> landscape-level conservation management and planning system is established. by public-private partnerships negotiated by a well-capacitated extension service.</p>	<p data-bbox="627 920 1070 974">Landscape-level conservation management plan implemented by the end of the project;</p> <p data-bbox="627 996 1070 1077">At least ten contractual and ten management agreements are signed with both SANParks and WCNCB by the end of the project;</p> <p data-bbox="627 1099 1094 1207">Protocols for farm conservation planning in place, implemented in one pilot site (Haasvlakte) by the end of year 2 and replicated at the Agulhas Plain level by the end of the project;</p> <p data-bbox="627 1229 1086 1359">Independent monitoring confirms that, by Year 3, monitoring systems have high stakeholder participation (local communities, farmers, NGOs, land-owners, local authorities). and that collected data is feeding into management decisions</p> <p data-bbox="627 1382 1102 1435">SANParks and WCNCB <b>have increased capacity</b> for integrated extension services, by end of year 2</p>	<p data-bbox="1150 920 1549 1305">? Project reports; ? Annual Plans of Operations and Budgets – SANParks and WCNCB; ? Conservation Management Plan; ? Protected areas database (Conservation Planning Unit); ? Fire Management Strategy; ? Alien Control Strategy; ? Wetland Conservation Strategy; ? Annual reports of two other National Parks; ? Conservation Management Plans for two additional Conservancies on the AP; ? Farm Conservation Plans;</p>																										

Objectives	Indicators	Means of verification
	(25 additional people hired and trained by SANParks, 2 additional staff members recruited and trained by the WCNCB )	
<b>Output 2:</b> Ecologically, socially and economically sustainable harvesting of wild fynbos is demonstrated as a viable land-use on Agulhas Plain.	At least 18 new entrants properly trained and accredited with ABI sustainable harvesting qualification by the end of the project.  Harvesters receive 20% premium on sustainable harvested wild fynbos, by the end of the project and sustainable harvesting of wild fynbos demonstrated as a viable land-use form.  Code of Practice for sustainable harvesting of wild fynbos is adopted by Flower Labeling Program by the end of year 2;	? Project reports; ? Provincial gazette; ? Code of Practice; ? Annual Report of WCNCB; ? Management agreements; ? Marketing and sales plans; ? Flower Valley accounting; ? MoU for the Sustainable Harvesting Oversight Committee; ? Minutes of the Oversight Committee; ? ABI Annual Economic Performance Report.
<b>Output 3:</b> A participatory and responsible tourism strategy is implemented in the Agulhas Plain and contributes to sustainable livelihoods.	Eco-tourism development activities are coordinated by a well capacitated multi-stakeholder Tourism Forum by year 2;  By the end of the project the number of visitors to the key sites in Agulhas Plain exceeds 150,000 per annum compared to 50,000 at project start.  A five-fold increase in current employment in community-based tourism activities on the Plain by the end of year 5;  All tourism operators in protected areas are applying responsible tourism guidelines, by year 3	? Minutes of the AP Tourism Forum; ? Project reports; ? Maps and guides of the route; ? Web; ? Tourism agencies publications; ? Annual Report – SANParks; ? Agulhas Park visitor records; ? ABI Annual Economic Performance Report; ? IDP; ? Minutes of WBFC.
<b>Output 4:</b> Increased local support for biodiversity conservation in the Agulhas Plain is generated through a broad-based conservation awareness program.	Increased positive coverage in the media by the end of year 1;  All decision-makers and more than 40% of the general public in Agulhas Plain are aware of the value of biodiversity and 10% are actively involved in conservation-related activities by the end of the project.	? Awareness strategy; ? Project reports; ? Annual Report and budget of SANParks; ? Awareness Surveys; ? Project records; ? Council resolutions; ? Revised IDPs.
<b>Components/Subcomponents/Activities</b>		<b>Imp</b>
<b>I. A landscape-level conservation management and planning system is established by public-private partnerships negotiated by a well-capacitated extension service.</b>		Total Cost: US\$ 7,490,390; Co-fir

Components/Subcomponents/Activities	Imp
<p><b>1.1. Institutional strengthening, cooperation and capacity building</b></p> <p>1.1.1. Establish park administrative structures 1.1.2. Establish joint communication/ extension service for Agulhas Plain</p> <p><b>1.2. Securing land under conservation management</b></p> <p>1.2.1. Consolidate Agulhas National Park into a viable ecological unit 1.2.2. Secure high priority freshwater ecosystems, lowland Elin fynbos and renosterveld habitats; 1.2.3. Secure high endemism limestone habitats through establishing a satellite contractual park; 1.2.4. Secure highest priority vegetation types through <u>contractual agreements</u>; 1.2.5. Securing unconserved vegetation types through consolidation of Walker Bay Fynbos <u>Conservancy</u>; 1.2.6. Secure endemic wildlife habitat between De Hoop/OTB and Arniston and North into hard dunes through <u>management agreements</u>; 1.2.7. Secure De Mond Ramsar Site Conservancy through <u>management agreements</u> with Riparian Owners Association</p> <p><b>1.3. Conservation management planning</b></p> <p>1.3.1. Rapid ecological surveys of priority ecosystems; 1.3.2. Stakeholder consultation in management planning; 1.3.3. BIMS; 1.3.4. Joint conservation management planning for Agulhas Plain; 1.3.5. Farm conservation planning jointly with Dep. of Agriculture; 1.3.6. Integrate cultural heritage concerns into management planning</p> <p><b>1.4. Controlling Alien plant spread</b></p> <p>1.4.1. Adapt lessons learned from GEF – financed Cape Peninsula project; 1.4.2. Establish and implement joint (Conservation Agencies and local municipalities) clearing strategy per quaternary catchment 1.4.3. Finalise policy on clearing in contractual/management agreement areas</p> <p><b>1.5. Fire management</b></p> <p>1.5.1. Stakeholder identification and consultation; 1.5.2. Integrate conservation management principles into the fire management strategy; 1.5.3. Prepare GIS fire management plan with priority focal areas for conservation; 1.5.4. Establish, train and equip rapid -response units for fire management and control; 1.5.5. Create firebreaks and initiate control burning.</p> <p><b>1.6. Wetland rehabilitation</b></p> <p>1.6.1. Participatory planning to remove livestock pressure during critical months; 1.6.2. Participatory prioritisation and selection of sites for vegetation recovery; 1.6.3. Design and implement strategies for vegetation recovery at selected pilot site</p>	<p>Total Cost: US\$ 2,604,940; Co-fi</p> <p>Total Cost: US\$ 2,981,050; Co-fi</p> <p>Total Cost: US\$ 255,700; Co-fina</p> <p>Total Cost: US\$ 325,100; Co-fina</p> <p>Total Cost: US\$ 162,000; Co-fina</p> <p>Total Cost: US\$ 255,000; Co-fina</p>
<p><b>1.7. Participatory Monitoring and Evaluation of the conservation strategy</b></p> <p>1.7.1. Annual interviews 1.7.2. Annual evaluation workshops (SANParks, WCNCB and stakeholders); 1.7.3. Monitoring stakeholder participation 1.7.4. Production and distribution of the evaluation report 1.7.5. Conflict resolution</p>	<p>Total Cost: US\$ 19,500; Co-fina</p>
<p><b>2. Ecologically, socially and ethically sustainable harvesting of wild fynbos is demonstrated as a viable land use on the Agulhas Plain</b></p>	<p>Total Cost: US\$ 1,116,535; Co-fir</p>

Components/Subcomponents/Activities	Imp
<p>2.1. <u>Review and update the legal framework pertaining to the flower industry</u>  2.1.1. Update regulations pertaining to the flower industry on Agulhas Plain;  2.1.2. Update permit system and build law enforcement capacity.</p> <p>2.2. <u>Secure the supply network for Flower Valley</u>  2.2. Formalize the supply network;  2.3. Establish of the supply network management forum.</p> <p>2.3. <u>Develop a certification scheme for sustainably harvested wild fynbos and join an internationally established scheme:</u>  2.3.1. Establishing the institutional arrangements to develop and administer the certification scheme for sustainably harvested wild fynbos;  2.3.2. Develop the code of practice for the sustainable harvesting of wild fynbos;  2.3.3. Negotiate the incorporation of the sustainable harvesting Code of Good Practice into the FLP;  2.3.4. Join the Flower Labelling Program;  2.3.5. Develop the monitoring and auditing systems for the certification scheme.</p> <p>2.4. <u>Marketing of sustainably harvested wild fynbos :</u>  2.4.1. Co-label packaging;  2.4.2. Modernize and integrate the supply chain;  2.4.3. Marketing Plan;  2.4.4. Sales Plan.</p> <p>2.5. <u>Pilot recording system for harvested species</u>  2.5.1. Training requirements and capacity building  2.5.2. Species identification and harvesting localities;  2.5.3. Develop WCNCB GIS capacity.</p> <p>2.6. <u>Implementation of COP for sustainable harvesting within the supply network</u>  2.6.1. Building capacity of the picking teams;  2.6.2. Building capacity of the landowners/contract pickers</p>	<p>Total Cost: US\$ 28,200; Co-financ</p> <p>Total Cost: US\$ 7,750; Co-financ</p> <p>Total Cost: US\$ 66,000; Co-financ</p> <p>Total Cost: US\$ 175,300; Co-fina</p> <p>Total Cost: US\$ 31,430; Co-financ</p> <p>Total Cost: US\$ 37,500; Co-financ</p>
<p>2.6.3. Training to ensure compliance with quality standards;  2.6.4. Provide opportunities for new entrants into the network.</p> <p>2.7. <u>Monitoring of sustainable harvesting</u>  2.7.1. Monitor the impacts of harvesting on different guilds;  2.7.2. Monitor impact of harvesting on inter-specific competition;  2.7.3. Long-term monitoring;  2.7.4. Species index of vulnerability to harvesting;  2.7.5. Resource base assessment of the supply network;  2.7.6. Orchard rehabilitation;  2.7.7. Dual flow identification;  2.7.8. Economic performance of sustainable harvesting</p> <p>2.8. <u>Replication of sustainable harvesting practices</u>  2.8.1. Establish the sustainable harvesting oversight committee;  2.8.2. Promoting and rolling out the certification scheme to attract landowners within the high conservation area target</p>	<p>Total Cost: US\$ 752,805; Co-fina</p> <p>Total Cost: US\$ 17,500; Co-financ</p>
<p><b>3. Development and implementation of nature-based tourism activities</b></p>	<p>Total Cost: US\$ 2,699,350; Co-fi</p>

Components/Subcomponents/Activities	Imp
<p>3.1. <u>Strengthen coordination among tourism activities and agencies in the AP</u></p> <p>3.1.1. Establish Agulhas Plain Tourism Forum; 3.1.2. Establish Agulhas Plain Heritage Centers.</p> <p>3.2. <u>Establish and market the Agulhas Plain route</u></p> <p>3.2.1. Planning of a multi-faceted circular Agulhas Plain Tourist Route; 3.2.2. Marketing analysis; 3.2.3. Positioning and portfolio; 3.2.4. Implementation plan; 3.2.5. Communication; 3.2.6. Brand measurement tools.</p> <p>3.3. <u>Support tourism initiatives in Agulhas Plain</u></p> <p>3.3.1. Create opportunities for new entrants; 3.3.2. Build the capacity of the local communities to participate in tourism in tourism initiatives; 3.3.3. Support local community programs; 3.3.4. Support the development of a hiking trail in WBFC.</p>	<p>Total Cost: US\$ 1,808,900; Co-fi</p> <p>Total Cost: US\$ 335,450; Co-fina</p> <p>Total Cost: US\$ 523,400; Co-fina</p>
<p>3.4. <u>Monitoring of tourism activities</u></p> <p>3.4.1. Monitoring of tourism trends; 3.4.2. Monitoring of ecological, economic and social effects of tourism activities; 3.4.3. Monitoring stakeholder participation 3.4.4. Production and distribution of evaluation report</p>	<p>Total Cost: US\$ 27,000; Co-finan</p>
<p><b>4. Build local support for biodiversity conservation through a public awareness program</b></p>	<p>Total Cost: US\$ 317,500; Co-fina</p>
<p>4.1. <u>Awareness and outreach</u></p> <p>4.1.1. Strengthen capacity of the Heritage Centers to participate actively in public awareness activities; 4.1.2. Participatory design and production of promotional materials for different stakeholder groups; 4.1.3. Pilot alternative communication methods design and implement a Community arts program;</p> <p>4.2. <u>Environmental Education at Early Learning Centers</u></p> <p>4.2.1. Community consultations; 4.2.2. Participatory needs assessment; 4.2.3. Training historically disadvantaged local women as practioners;</p> <p>4.3. <u>Monitoring strategy</u></p> <p>4.3.1. Monitoring of target groups</p>	<p>Total Cost: US\$ 168,000; Co-fina</p> <p>Total Cost: US\$ 57,000; Co-finan</p> <p>Total Cost: US\$ 25,000; Co-finan</p>

## Work Plan

Components/Subcomponents/Activities	Year 1				Year 2				
	Oct-Dec 03	Jan-Mar 04	Apr-Jun 04	Jul-Sep 04	Oct-Dec 04	Jan-Mar 05	Apr-Jun 05	Jul-Sep 05	Oct-Dec 05
<b>1. A landscape-level conservation management and planning system is established by public-private partnerships negotiated by a well-capacitated extension service.</b>									
<u>1.1. Institutional strengthening, cooperation and capacity building</u>									
1.1.1. Establish park administrative structures;	?	?	?	?	?	?	?	?	?
1.1.2. Establish joint communication/ extension service for Agulhas Plain;									
1.1.2.1 Provide staff	?	?	?			?	?		
1.1.2.2 Provide training & equipment.			?	?	?		?		?
<u>1.2. Securing land under conservation management</u>									
1.2.1. Consolidate Agulhas National Park into a viable ecological unit;		?		?	?	?	?	?	?
1.2.2. Secure high priority freshwater ecosystems, lowland Elim fynbos and renosterveld habitats;			?	?	?	?	?	?	?
1.2.3. Secure high endemism limestone habitats through establishing a satellite contractual park;		?	?					?	?
1.2.4. Secure highest priority vegetation types through <u>contractual agreements</u> ;	?	?	?	?	?	?	?	?	?
1.2.5. Securing unconserved vegetation types through consolidation of Walker Bay Fynbos <u>Conservancy</u> ;	?	?	?	?					
1.2.6. Secure endemic wildlife habitat between De Hoop/OTB and Arniston and North into hard dunes through <u>management agreements</u> ;					?	?	?	?	?
1.2.7. Secure De Mond Ramsar Site Conservancy through <u>management agreements</u> with Riparian Owners Association				?	?	?	?	?	?
<u>1.3. Conservation management planning</u>									
1.3.1. Rapid ecological surveys of priority ecosystems;									
1.3.2. Stakeholder consultation in management planning;	?	?	?	?	?	?	?	?	?
1.3.3. BIMS;	?	?		?	?	?	?	?	?
1.3.4. Joint conservation management planning for Agulhas Plain;			?	?		?		?	
1.3.5. Farm conservation planning jointly with Dep. of Agriculture;		?		?		?		?	
1.3.6. Integrate cultural heritage concerns into management planning.	?	?	?	?	?	?	?	?	?
<u>1.4. Controlling Alien plant spread</u>									
1.4.1. Adapt lessons learned from GEF – financed Cape Peninsula project;									
1.4.2. Establish and implement joint (Conservation Agencies and local municipalities) clearing strategy per quaternary catchment;		?	?	?	?	?	?	?	
1.4.3. Finalise policy on clearing in contractual/management agreement areas.			?	?	?	?	?		

Components/Subcomponents/Activities	Year 1				Year 2				
	Oct-Dec 03	Jan-Mar 04	Apr-Jun 04	Jul-Sep 04	Oct-Dec 04	Jan-Mar 05	Apr-Jun 05	Jul-Sep 05	Oct-Dec 05
<b>1.5. Fire management</b>									
1.5.1. Stakeholder identification and consultation;	?	?	?	?					
1.5.2. Integrate conservation management principles into the fire management strategy;		?	?						
1.5.3. Prepare GIS fire management plan with priority focal areas for conservation;			?	?	?				?
1.5.4. Establish, train and equip rapid-response units for fire management and control;		?	?	?			?	?	
1.5.5. Create firebreaks and initiate control burning.		?	?			?	?		
<b>1.6. Wetland rehabilitation</b>									
1.6.1. Participatory planning to remove livestock pressure during critical months;					?	?			
1.6.2. Participatory prioritisation and selection of sites for vegetation recovery;							?	?	
1.6.3. Design and implement strategies for vegetation recovery at selected pilot site.									?
<b>1.7. Participatory Monitoring and Evaluation of the conservation strategy</b>									
1.7.1. Annual interviews;		?		?		?		?	
1.7.2. Annual evaluation workshops (SANParks, WCNCB and stakeholders);				?				?	
1.7.3. Monitoring stakeholder participation;					?				?
1.7.4. Production and distribution of the evaluation report;					?				?
1.7.5. Conflict resolution.			?				?		
<b>2. Ecologically, socially and ethically sustainable harvesting of wild fynbos is demonstrated as a viable land use on the Agulhas Plain</b>									



Components/Subcomponents/Activities	Year 1				Year 2				
	Oct-Dec 03	Jan-Mar 04	Apr-Jun 04	Jul-Sep 04	Oct-Dec 04	Jan-Mar 05	Apr-Jun 05	Jul-Sep 05	Oct-Dec 05
2.1. <u>Review and update the legal framework pertaining to the flower industry</u>									
1.1.1. Update regulations pertaining to the flower industry on Agulhas Plain;		?	?						
1.1.2. Update permit system and build law enforcement capacity.			?						
2.2. <u>Secure the supply network for Flower Valley</u>									
2.2.1. Formalize the supply network;		?	?						
2.2.2. Establish of the supply network management forum.		?	?			?	?		
2.3. <u>Develop a certification scheme for sustainably harvested wild fynbos and join an internationally established scheme ;</u>									
2.3.1. Establishing the institutional arrangements to develop and administer the certification scheme for sustainably harvested wild fynbos;			?				?		
2.3.2. Develop the code of practice for the sustainable harvesting of wild fynbos ;		?	?						
2.3.3. Negotiate the incorporation of the sustainable harvesting Code of Good Practice into the FLP;	?	?							
2.3.4. Join the Flower Labelling Program;			?						
2.3.5. Develop the monitoring and auditing systems for the certification scheme.				?	?	?	?		
2.4. <u>Marketing of sustainably harvested wild fynbos :</u>									
2.4.1. Co-label packaging;		?	?						
2.4.2. Modernize and integrate the supply chain;	?	?	?						
2.4.3. Marketing Plan;		?				?			
2.4.4. Sales Plan.	?	?	?	?	?	?	?	?	?
2.5. <u>Pilot recording system for harvested species</u>									
2.5.1. Training requirements and capacity building;		?	?						
2.5.2. Species identification and harvesting localities;		?		?					
2.5.3. Develop WCNCB GIS capacity.		?	?			?	?		
2.6. <u>Implementation of COP for sustainable harvesting within the supply network</u>			?	?			?	?	
2.6.1. Building capacity of the picking teams;									
2.6.2. Building capacity of the landowners/contract pickers;		?	?	?	?			?	?
2.6.3. Training to ensure compliance with quality standards;		?	?	?	?			?	
2.6.4. Provide opportunities for new entrants into the network.			?				?	?	
2.7. <u>Monitoring of sustainable harvesting</u>									
2.7.1. Monitor the impacts of harvesting on different guilds;									
2.7.2. Monitor impact of harvesting on inter-specific competition;									
2.7.3. Long-term monitoring;		?				?			
2.7.4. Species index of vulnerability to harvesting;			?				?		?
2.7.5. Resource base assessment of the supply network;	?			?	?			?	
2.7.6. Orchard rehabilitation;		?							
2.7.7. Deal flow identification;		?	?					?	
2.7.8. Economic performance of sustainable harvesting			?	?				?	

Components/Subcomponents/Activities	Year 1				Year 2				
	Oct-Dec 03	Jan-Mar 04	Apr-Jun 04	Jul-Sep 04	Oct-Dec 04	Jan-Mar 05	Apr-Jun 05	Jul-Sep 05	Oct-Dec 05
<b>2.8. Replication of sustainable harvesting practices</b>									
2.8.1. Establish the sustainable harvesting oversight committee;		?	?			?	?		
2.8.2. Promoting and rolling out the certification scheme to attract landowners within the high conservation area target									
<b>3. Development and implementation of nature-based tourism activities</b>									
<b>3.1. Strengthen coordination among tourism activities and agencies in the AP</b>									
3.1.1. Establish Agulhas Plain Tourism Forum;									
3.1.1.1. Establish Forum	?	?	?	?					
3.1.1.2. Tourism Management & Stakeholder meetings with Forum	?	?	?	?	?	?	?	?	?
3.1.2. Establish Agulhas Plain Heritage Centers.									
3.1.2.1. Elim Heritage Center		?	?	?	?	?	?	?	?
3.1.2.2. Cape Agulhas Center				?	?	?	?	?	?
3.1.2.3. Centers Management	?	?	?	?	?	?	?	?	?
<b>3.2. Establish and market the Agulhas Plain Route</b>									
3.2.1. Planning of a multi-faceted circular Agulhas Plain Tourist Route;		?	?	?	?	?	?	?	?
3.2.2. Marketing analysis;		?	?	?					
3.2.3. Positioning and portfolio;						?	?		
3.2.4. Implementation plan;							?	?	?
3.2.5. Communication;								?	?
3.2.6. Brand measurement tools.			?	?	?	?	?	?	?
<b>3.3. Support tourism initiatives in Agulhas Plain</b>									
3.3.1. Create opportunities for new entrants;	?	?	?	?	?	?	?	?	?
3.3.2. Build the capacity of the local communities to participate in tourism initiatives;		?	?	?	?	?	?	?	?
3.3.3. Support local community programs;		?	?	?	?	?	?	?	?
3.3.4. Support the development of a hiking trail in WBFC.		?	?	?	?	?	?	?	?
<b>3.4. Monitoring of tourism activities</b>									
3.4.1. Monitoring of tourism trends;		?				?			
3.4.2. Monitoring of ecological, economic and social effects of tourism activities;			?	?			?	?	
3.4.3. Monitoring stakeholder participation								?	
3.4.4. Production and distribution of evaluation report								?	
<b>4. Build local support for biodiversity conservation through a public awareness program</b>									

Components/Subcomponents/Activities	Year 1				Year 2				
	Oct-Dec 03	Jan-Mar 04	Apr-Jun 04	Jul-Sep 04	Oct-Dec 04	Jan-Mar 05	Apr-Jun 05	Jul-Sep 05	Oct-Dec 05
4.1. <u>Awareness and outreach</u>									
4.1.1. Strengthen capacity of the Heritage Centers to participate actively in public awareness activities;	?	?	?	?	?	?	?	?	?
4.1.2. Participatory design and production of promotional materials for different stakeholder groups;	?		?	?	?	?	?	?	?
4.1.3. Pilot alternative communication methods design and implement a Community arts program;						?	?	?	?
4.2. <u>Environmental Education at Early Learning Centers</u>									
4.2.1. Community consultations;		?	?	?	?				
4.2.2. Participatory needs assessment;		?	?	?	?				
4.2.3. Training historically disadvantaged local women as practioners;				?	?	?	?	?	
4.3. <u>Monitoring strategy</u>									
4.3.1. Monitoring of target groups				?	?	?	?	?	?

## South Africa

### Agulhas Biodiversity Initiative

#### Annex C - Roster Technical Review/Response to STAP Comments

STAP Comments By Ghilleen T. Prance

STAP Comments By Ghilleen T. Prance

#### A. Key Issues

##### 3. *The importance of the Cape Floristic Province*

The fact that the Cape region is regarded as a separate floristic province on its own shows the uniqueness of this region. It has been classified as a biodiversity hotspot in all assessments of that topic. The claims made in several places in the proposal about the importance of the region are not exaggerated. It is one of the most globally significant areas, yet the ecosystem is under severe threat. Any effort to conserve this unique environment should be encouraged. The Agulhas Plain is an integral part of the Cape Floristic Province. The ABI project focuses on a vital part of the area covered by the Cape Action for People and Environment (C.A.P.E), a program that proposes to increase the conserved area of the Cape region from 10,800 Km sq. to 29,600. This goal is obviously of great importance for the conservation of flora. The proposed Agulhas Plain Initiative will focus on one of the most threatened components of the Cape biome. It is the lowland flatter part of the Cape region that is particularly under threat, so this project addresses the area where the greatest challenges for conservation lie. The more hilly part of the region are under less threat.

##### 2. *Scientific and technical soundness of the proposal.*

The project is based on sound scientific knowledge of the biodiversity of the region and of the threats which it under. The proposal shows that much preliminary work has been carried out to understand the variation and the distribution of the vegetation types in the area. The fynbos and the renosterveld are of particular importance, but the Agulhas Plain has a remarkable variety of different vegetation types. The project combines and balances well the mixture of science and social issues. Most of the science has already been addressed and this phase of the project is to address important issues of biological conservation, landscape conservation and sustainable use of the ecosystem. There is a good balance between the aspects of conservation and sustainable use from both tourism and sustainable harvesting of the fynbos plants. There is also an appropriate element of teaching and capacity building built into the plan. The proposal gives the impression of a well-designed plan based on good science and technology and with considerable prior work and contacts. The collaborating institutions include such well-established entities as the National Botanical Institute that is well equipped to help the proposed project.

The four principle intended outputs of this proposal are all logical and important for the Cape Region and are complimentary to each other. 1. The development of landscape-level conservation management and planning system through partnerships with the stakeholders. 2. The sustainable harvesting of the wild fynbos to benefit local peoples. 3. The development of a tourism strategy for the Agulhas plain to improve the local economy of the area. 4. The fostering of local support for biodiversity conservation through increasing awareness of the advantages of this.

##### 4. *Environmental Benefits and drawbacks of the project*

There are considerable environmental benefits especially to the biodiversity of the Cape region. It will help to conserve many of plant species and vegetation types of the Cape flora and the habitat for many birds and mammals. There is no other place in the world where so many species can be conserved in such a small area. Another benefit is that some of the plant species could be used sustainably if the proposed actions are carried out. The proposal would benefit the local economy and some the poorer local residents. One of the special strengths of this project is the relationships that have been established with a wide range of stakeholders from public and private institutions. There are no drawbacks other than the few threats that are well outlined in the proposal.

### *3. Context within the goals of GEF*

This is a project with the principle goal of conservation of the Cape flora one of the most important hotspots in the world. It contains many additional elements within the goals of GEF and the Convention on Biological Diversity such as sustainable use of the ecosystem and good ideas for the benefit sharing by the local population. It also has a strong element of work on policy for the region and legislation and includes a good amount of capacity building. A good balance between the involvement of the public and private sector. Also GEF has made considerable investment in the Cape Region of South Africa and this is a logical continuation. GEF has supported the Cape Peninsula Biodiversity Project which has both yielded positive results and provide a good feasibility study for this new proposal to continue the work. I know from both visiting the Cape Peninsula National Park and from the data provided in the proposal that the previous grant has had very positive results in the Cape Peninsula National Park. This new five year project of the Agulhas Biodiversity Initiative(ABI) is also directly relevant to GEF because the Cape Peninsula is within the priority framework of the South African Government who have identified the Cape Floristic region as a top priority for GEF intervention. The project will, therefore, have government support.

### **Regional Context**

The Cape region is the single most important part of southern Africa in terms of biodiversity. It is essential to establish a rational conservation policy for this region above all others. The conservation of this region can set an example for the rest of southern Africa. This is the right place for GEF to be investing its funds. The ABI is designed to protect the biodiversity of the Agulhas Plain and to define institutional arrangements for conservation at what is a sub-regional level. It will be of considerable application to other initiatives of the C.A.P.E. program.

### *Replicability*

The project as outlined will yield much useful information that could be applied elsewhere especially within South Africa's system of protected areas. It will yield useful data on conservation methods, institutional arrangements and sustainable use. It should help to strengthen the National Parks system of South Africa. The ABI seems to be well integrated into the twenty year program of the Cape Action for People and the Environment. This means that it should create good conditions for replicating best practices in other areas of the Cape Floristic Region. The ABI project should produce new models for PA management strengthened by integrated institutional arrangements for conservation at the sub-regional level. It is a good blend of involvement of conservation agencies, municipalities and agricultural and community businesses. This could easily be instituted elsewhere in the Cape Floristic Region as is clearly the intention of the proposal.

### *Sustainability of the project*

This is a five-year project in its entirety and is well phased in the proposal which makes sustainability realistic. There is much to be done with the local peoples to make it truly sustainable, but the proposal gives the impression that the investigators are well aware of this and are designing the project to produce

sustainable results. This is a project about the sustainable utilization and the long -term conservation of the region. The extensive work with stakeholders already carried out and the proposed further actions with this grant will contribute greatly to the sustainability of the project.

### **Other issues**

The previous work, partly for GEF sponsored funding and partially from local funding has established relationships with a large number of stakeholders from both the private and public sectors. There is still much to do in this area, but the proposal shows that the project is well aware of this. It will be vitally important to see that benefit from the economic activities of plant sales and tourism filters down to the local people. The only way to save the flora of the region will be to balance sustainable use with the conservation. There is much to be done in capacity building and with local racial relationships for this project to succeed.

### **D. Conclusions**

This is a well-reasoned case for the continuation of GEF support for the conservation of one of the most important hotspots of biodiversity in the world. Rather than being completely innovative it is building upon considerable foundation of previous work which is much more likely to yield long -term sustainable results. This is a project that will add considerable new information to the body of knowledge regarding conservation approaches and methods that will be of use far beyond the local region. The ABI will undoubtedly provide new models that will be an important contribution to conservation more generally. Of particular relevance will be the new models for sustainable use of the fynbos vegetation through barrier removal activities and new models for the restoration of the degraded farmlands and wetlands. From the point of view of vegetation there is no region of the world more appropriate for GEF support, and the project also has a strong element of help to the local peoples.

## South Africa

### Agulhas Biodiversity Initiative

#### Annex D: Description of Site Biology

1. **Introduction:** South Africa is one of the 17 megadiversity countries of the world, mainly due to the strength of its floral diversity and endemism. South Africa has within its borders three of the world's 25 threatened biodiversity hotspots, namely the Cape Floristic Region, the Succulent Karoo and Maputaland-Pondoland. It also has six of the world's Centers of Plant Diversity and Endemism as identified by WWF/IUCN including Cape Floristic Region (CFR), the Western Cape or Succulent Karoo Domain and Maputaland-Pondoland Region, Drakensberg Afromontane Region, Drakensberg Alpine Region and the Albany Center. South Africa's plant diversity is estimated at 23,420 species (9% of the world's total) with 16,500 endemics, of which 5,870 are found just within the fynbos of the CFR (Megadiversity, Conservation International). The CFR is the only floral kingdom found entirely within one country. It occupies a surface of 90,000 square kilometres and 70% of its 9,600 plant species are endemic.

2. **Environment:** The Agulhas Plain is an important component of the Cape Floristic Region, being an area of high irreplaceability and high vulnerability, with exceptionally rich coastal lowland ecosystems containing remnant patches of coastal Renosterveld and lowland fynbos (Cowling *et al* 1999). These are considered the highest priorities for conservation in South Africa and globally (Lombard *et al* 1997). The diversity of habitat types, wetland ecosystems, Red data plant species and local endemics is unmatched in the Cape Floristic Region. Land use pressures on biodiversity and future development potential result in the area having one of the highest threat levels (Cole *et al* 2000). However, sufficiently intact ecosystems and potentially compatible land uses remain to construct a representative and viable system of protected areas to conserve an adequate sample of the region's biodiversity.

3. The Agulhas Plain (see Attachment E 1 for the map) from the Klein River mouth to the Breede River covers an area of 270,000ha of coastal lowlands and low quartzitic hills. It is separated from the interior plains of the Overberg by the almost continuous Kleinrivier-Heuningberg Mountains in the West and Tertiary hardened dunes and Potberg Mountain in the East. Lower Sandstone ranges and Limestone outcrops intersect the plain generating an undulating terrain drained by four major river systems. Basal Bokkeveld formation shales capped with silcrete, ferricrete and laterite outcrops enhance the geological diversity. Accumulation of deep marine sands on coastal margins adds to the highly differentiated and juxtaposed edaphic heterogeneity. The mostly winter rainfall averages 400mm per annum over most of the plain with the higher mountains receiving up to 600mm (Lombard *et al* 1997).

4. The very low gradients in the south-eastern plain result in significant wetland development, and create the second largest lacustrine wetland in South Africa, Soetendals vlei. The great variability of substrate materials, salinity range and flow regimes create a distinct assemblage of ecosystems from highly acidic black water rivers to basic limestone pools, and fresh water peat bogs to hypersaline endorheic pans (Jones *et al* 2000). Seasonal flooding creates extensive palustrine wetlands of significant importance for waterfowl.

5. Walker Bay State Forest lays 5km South-east of Hermanus town and stretches along the coastal dune cordon until Gansbaai. Agulhas National Park extends over 20km to the West of Struisbaai and the Southern tip. De Mond State Forest occupies the coastal dunes between Struisbaai and the Arniston, while de Hoop is 20km East of the regional centre of Bredasdorp (see Annex D1 for Map).

6. **Nature Reserves:** De Hoop is by far the largest protected area on the Agulhas Plain. At 36,000ha it is larger than all others combined, has an almost complete animal species complement and maintains significant populations of many threatened herbivore species. It maintains intact the only gradient from

coast to mountain crest in a protected area on the South Cape Coast, as well as permitting the natural ecological functioning of a range of other large -area dependent processes. It is currently the only lowland portion of the proposed serial World Heritage Site nomination for the Cape Floral Kingdom. Walker Bay State Forest and De Mond and Salmonsdam Nature Reserves together make up another 8,586 ha in protected areas under the control of the Western Cape Nature Conservation Board.

7. The current extent of the Agulhas National Park (July 2002) is 11,000 ha, with negotiations underway for purchase of further properties of about 3,000ha. It is estimated that in the future the park will have a total area of 71,000 ha (26,000 ha core area and a further 45,000 contracted). The Park conserves the entire Soetansberg Mountain, a recognised local centre of plant diversity, as well as many crucial edaphic interfaces between acid and alkali soils. The southern Tip of Africa, many globally significant wetland systems, and climatic and altitudinal gradients are conserved within the park. The lowland plains in the north of the area once supported the largest concentrations of herbivores in the CFR, and the final consolidation of this area would enable reintroduction of endemic species such as mountain zebra and bontebok. The many diverse wetland systems found within the park support large concentrations of waterbirds.

8. With a surface of 518 ha, Heuningberg nature reserve, preserves the only representative habitat of the mountain vegetation types and their interface with lowland habitats. The reserve is managed by the Agulhas Municipality, who have indicated that they cannot continue to support it financially due to budget constraints and development priorities.

9. Six large (>200ha) private nature reserves totalling 4,500 ha (Andrew's Field, Grootbos, Fairhill, Freshwater Sands, Groot Hagelkraal, and Heuningnes River) are also found on the plain. However, this protected area type is not statutorily enforceable, carries no perpetual conservation restrictions, and cannot be considered secure. Four of these reserves form part of conservancies. The Groot Hagelkraal reserve, owned by the power utility Eskom for potential nuclear power generation, is situated in critically important limestone habitats that would be a logical contractual inclusion in the extended Agulhas National Park. This designation would not necessarily have to exclude the (very unlikely) possibility of the erection of any nuclear facility in future, provided it was of sufficiently limited size.

10. Several conservancies (co-operative management agreements between neighbouring landowners) are functioning or recently instated. The largest, Walker Bay Fynbos Conservancy comprises 13 committed landowners and covers about 5,000 ha (excluding the Walker Bay State Forest accounted for above). The Kleinriviersberg, Akkedisberg, Worcesterberg and Sandies Glen Conservancies cover another 7,000 ha.

11. The Elim community manage a 200ha communal nature reserve on Geelkop, which is the only such site harbouring any examples of the endemic Elim Fynbos vegetation type.

12. Levels of conservation management in these private conservation initiatives are variable, and many areas are infested with alien plants. Nevertheless, many of them are more effective at capturing vegetation types for conservation than statutory protected areas, and these initiatives must be nurtured and further supported. As of December 1999, 94.2% of the land is in private ownership and management.

### **Flora of Agulhas Plain**

13. The juxtaposed edaphic habitats and steep climatic gradients have generated remarkable plant diversity, with almost 2,500 species known from the area. Vegetation associations identified on the plain include acid sand, neutral and limestone proteoid fynbos, ericaceous fynbos, dune and elim asteraceous fynbos, restoid associations, renosterveld, forest and thicket. The most recent detailed vegetation mapping of the area West of Arniston yielded no less than 36 different vegetation types (Euston -Brown 1999), and a classification of 12 different wetland types (Jones *et al* 2000).



14. Although few detailed floras exist for farm units, a seemingly unremarkable 1,100 ha farm in the west of the plain has recorded over 650 species, including the only population of a recently discovered *Erica* (S. Privett *pers comm.*). Such massive species richness is commonplace, but narrow distributions, naturally rare species and increasing habitat loss create particularly challenging circumstances for conservation.

15. The Plain is renowned for harbouring an endemic vegetation type, Elim Asteraceous Fynbos, an endemic-rich, low growing transition between fynbos and renosterveld characteristic of shale and shallow lateritic soils. Distinctive guilds include fine-leaved ericoid shrubs and numerous geophytes. Characteristic species include 6 endemic Proteaceae: *Leucadendron elimense*, *L. laxum*, *L. modestum*, *L. stelligerum*, *Leucospermum heterophyllum*, and *Protea pudens* (Mustart *et al* 1997). Most Elim Fynbos has been converted for agriculture.

16. Limestone fynbos also reaches its best expression on the Agulhas Plain. It poses significant physiological challenges to species from neighbouring acid sand fynbos, resulting in high endemism and narrow ranges. A single limestone ridge is known for its 6 endemic species and a further 21 narrow range Red List species occur within 3000 ha. Characteristic endemic protea taxa include *Protea obtusifolia*, and *Leucadendron meridianum*. Wetter areas harbour *Leucospermum patersonii* and the threatened *Mimetes saxitilis*. The southernmost range (Soetanyberg-sweet anise mountain) of hills is named after the distinctive smelling endemic members of the Rutaceae, *Agathosma cerefolium* and *Euchaetis longibracteata*.

17. Of the 2500 species known from the area, at least 100 are red listed as threatened taxa, with many more likely to be added, particularly in the De Hoop section (Hilton-Taylor 1996). The new IUCN criteria are in the process of being applied to fully update the most recent red data book. More than 112 species are not found anywhere beyond the Agulhas Plain.

18. The vegetation types on the Agulhas Plain of most conservation concern due to percentage transformation and current threat are Renoster fynbos (14% or 1,209 ha original cover remaining), Elim asteraceous fynbos (15%, 3,572 ha remaining), Renosterveld (21%, 922 ha), Renoster grassland (27%, 1,418 ha) and Elim transitional fynbos (34%, 1,678 ha) (Cole *et al* 2000). All of these vegetation types required 100% of all remaining vegetation fragments to meet modest conservation targets based on a percentage of pre-European area, weighted with an index of future transformation threat.

#### Vertebrate Fauna of Agulhas Plain

19. **Mammals:** Of the 81 terrestrial mammals known from the CFR, 72 have been recorded historically from the Agulhas Plain. Currently 52+ species are recorded from De Hoop alone. The Agulhas-De Hoop target area is vital habitat for several threatened mammals. Historically, the area supported vast herds of plains game in one of the few areas of the Cape with adequate grazing and year round fresh water. Currently, it retains some of the only extant habitat opportunities to provide sufficient forage for viable populations of the Endemic and threatened Bontebok (*Damaliscus dorcas dorcas* - reserve population 620+) and Cape Mountain Zebra (*Equus zebra zebra* -reserve population of 72 is the fastest growing of all (Boshoff *et al* 2001, C.) Martens *pers comm*). The population of Eland (*Taurotragus oryx*) in De Hoop Nature Reserve is the third largest in South Africa at 320+ animals.

20. Significant numbers of Southern right whales frequent the Agulhas coast for breeding. The large breeding colony of South African fur seals (*Arctocephalus pusillus*) on Geyser Rock produces over 8000 pups a year or 3 % of the seal pup population in southern Africa. The De Hoop area is the probably the only terrestrial/marine reserve interface where seals can haul out unmolested.

21. The Agulhas plain is one of the very few Cape strongholds of the Honey badger (*Mellivora capensis*), widely persecuted for its local destruction of apiaries and fowl runs. Initiatives are underway on the plain to mitigate badger damage on hives and thus halt their population decline through trapping.

22. The plain is a crucial area in the CFR for potential re-introductions of locally extirpated species, especially the endangered Black Rhinoceros (*Diceros bicornis minor*- the endemic Cape subspecies *bicornis* is extinct), disease free Cape Buffalo (*Syncerus caffer*), and Hippopotamus (*Hippopotamus amphibius*).

23. **Birds:** Over 270 bird species are recorded for Agulhas Plain. The wetlands of the Heuningnes River were type localities for numerous birds, including Wattled crane (*Bucconas carunculatus*) and Bittern (*Botaurus stellaris*) now locally extinct in Agulhas, endangered in South Africa and vulnerable globally (Harrison *et al* 1997, Collar *et al* 1994). At least one lark species, the Agulhas Long-billed Lark is endemic to the plain and near threatened. It is of conservation concern because of changing land use patterns (Ryan & Bloomer 1999). Genetic and vocal analyses also confirm that a second species, the Agulhas Clapper lark, is a recently identified endemic to the plain (P Ryan, *pers comm.*). The study area is home to the only extant colony of the Endangered Cape vulture (*Gyps coprotheres*) extant South of the Gariiep and Vaal Rivers. Taylor (1997) noted the river systems and palustrine wetlands as being critically important sites for rare raptors and other water birds in southern Africa. Significant populations of the Red listed Striped Flufftail (*Sarothrura affinis*) occur, and the De Hoop vlei is the only locality where Greater Flamingos (*Phoenicopterus ruber*) have successfully bred in South Africa.

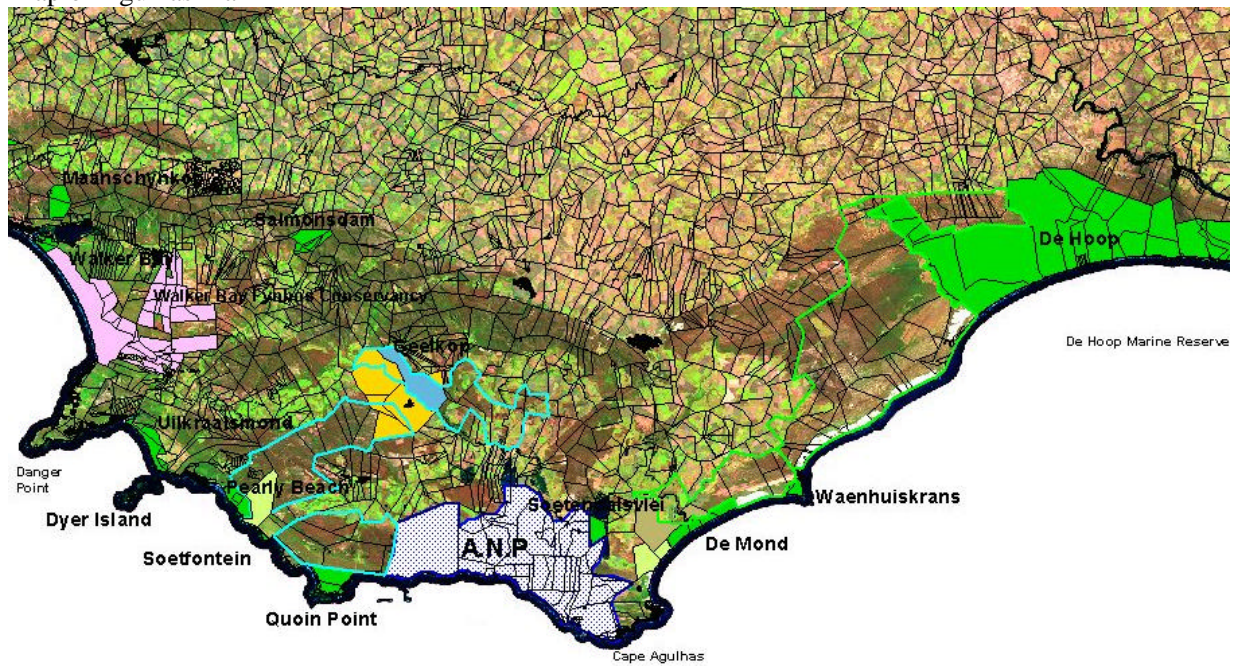
24. Two Ramsar Sites are located on the Agulhas Plain, being De Hoop vlei and the De Mond estuary. They support significant breeding colonies of the rare and endangered Damara Tern (*Sterna balaenarum*) and African Black Oystercatcher (*Haematopus moquini*). The Agulhas Plain houses, or is a significant part of, three Important Bird Areas: De Hoop (SA 119), Heuningnes River and Estuary (SA 121), and Overberg Wheatbelt (SA 115) (Barnes 1998). These areas hold the largest populations of Blue cranes (*Anthropoides paradiseus*) in the world, and significant numbers of Stanley's Bustard (*Neotis denhami*), White Stork (*Ciconia ciconia*), Caspian Tern (*Hydroprogne caspia*) and Black Harrier (*Circus maurus*).

25. **Reptiles and Amphibians:** Although the Agulhas Plain is not a recognised centre of herpetological endemism, two endangered, endemic amphibians have significant proportions of their global populations in the project site, namely the micro frog (*Microbatrachella capensis*) and Cape platanna (*Xenopus gilli*). Both are well represented in the Ratel River and Hagelkraal wetlands. The Red Data listed leopard toad (*Bufo pardalis*) has a viable population in De Hoop. The threatened southern dwarf adder (*Bitis armata*) which is extinct from similar habitat further West occurs in some numbers on the calcareous and limestone outcrops of the coastal plain (Baard *et al* 2000).

#### **Invertebrates:**

26. Very little inventory or assessment work for invertebrates is known from the Agulhas Plain. Three Red Data Book butterfly species (*Argyrocupha malagrida maryae*, *Poecilimitis brooksi tearei* and *Thestor rossouwi*) occur in the area (Henning 1989). A significant population of the Red Data listed flightless dung beetle (*Circellium bacchus*) occurs in De Hoop and in private reserves in the Walker Bay area.

# Map of Agulhas Plain



## South Africa

### Agulhas Biodiversity Initiative

#### Annex E: Root Causes and Management Issues

<b><i>Biological Impact</i></b>	<b><i>Threats</i></b>	<b><i>Root causes and management issues</i></b>	<b><i>Alternative strategy &amp; de</i></b>
<p>Loss of endemic remnant ecosystems (Coastal renosterveld and Elim fynbos)</p> <p>Decline of species in remnant vegetation patches due to pollination &amp; dispersal limitations, agricultural “edge effects” and breakdown of crucial ecosystem processes</p> <p>Soil degradation</p>	<p>Habitat transformation through agricultural conversion:</p> <ul style="list-style-type: none"> <li>? cereal cropping;</li> <li>? dairy pastures;</li> <li>? novel crops and cultivars;</li> <li>? viticulture;</li> <li>? flower cultivation – monocultures;</li> </ul>	<ol style="list-style-type: none"> <li>1. Conservation agencies in Agulhas Plain have a sectoral approach to conservation on the Plain and there is a weak coordination between stakeholders;</li> <li>2. Current conservation activities are not representative of endemic remnant ecosystems;</li> <li>3. Information at appropriate scale for property level land use decision -making deficient;</li> <li>4. The total economic value of vulnerable ecological systems (underpinning livelihoods) are not accommodated in the cost/benefit calculus of land use;</li> <li>5. Knowledge of existing regulatory controls is weak amongst landholding community; the policy and legal framework is outdated and not congruent with new bio -regional scale management plans;</li> <li>6. Illegal ploughing, due to uneconomic farm units that lead to exploitation of marginal areas; Ineffective extension advice regarding long term</li> </ol>	<ol style="list-style-type: none"> <li>1. Institutional strengthening an conservation agencies, local munic landowners, communities ( <b>1.1.1</b> ; joint conserva tion planning and m <b>1.3.5 and 1.3.6</b>)</li> <li>2. A landscape –level approach key areas of direct conservation in SANParks, WCNCB, Department utility, private landowners, local co integrity of ANP (<b>1.2.1</b>); high pric center of endemism ( <b>1.2.3</b>); remn <b>1.2.5</b>); endemic wildlife habitat ( 1 attention paid to priority systems ( parcels are secured through manag the incentive approach – access to contracts for wild fynbos harvestin</li> <li>3. Extension service ( <b>1.1.2</b> ) wi and decision -making (<b>1.3. 2, 13.4</b> information for contractual and m</li> <li>4. Extension service provides pe values, and alternative, economica <b>and 1.3</b>); A deal flow iden tificatic environmental costs of different la land-uses in financial and ecologic</li> <li>5. Develop updated permit syste (<b>2.1.1, 2.1.2</b>). Extension service w policy input into a broader CAPE</li> </ol>

<b>Biological Impact</b>	<b>Threats</b>	<b>Root causes and management issues</b>	<b>Alternative strategy &amp; des</b>
		<p>farm planning /capability tuned to individual land holdings;</p> <p>7. Awareness of alternative sustainable land uses (tourism/ sustainable flower harvesting) limited amongst landholders and capital markets;</p> <p>8. Ineffective soil rehabilitation measures &amp; no monitoring after alien clearing; Knowledge deficient with respect to appropriate rehabilitation techniques;</p> <p>9. International flower markets demand perfect flowers on long stems and pristine fynbos is ploughed for mono cultures of proteas</p>	<p>6. Farm planning (<b>1.2.2., 1.2.4., (output 2)</b>) will address several ec</p> <p>7. Project develops/ promotes co extension system to communicate alternatives (<b>1.1.2</b>); deal flow ider Forum and Heritage Centers will r tourism (<b>3.1.1 and 3.1.2</b>) and will participatory monitoring and evalu the results will be dis tributed to th</p> <p>8. Alien clearing strategies in m ecosystem approach and communi <b>4.1</b>); a pilot orchard rehabilitation</p> <p>9. Develop a certification schen to improve the economic value of ' boutique retail outfits and rent cap coordinated suppl y chain (<b>2.3.</b>). I sustainable harvesting (<b>2.7.8</b>); Ma Consumer/ buyer education about harvesting methods and resultant p</p>
<p>Displacement of the endangered fynbos (neutral sand and limestone proteoid fynbos);</p> <p>Increased fire intensity and frequency;</p> <p>Altered hydrology;</p> <p>Land degradation</p>	Invasive alien plant species	<p>1. Spatial development plans do not accommodate IAS control objectives, and the regulatory framework and incentives to enlist landholder/ community support for IAS clearance on private/ communal lands is weak; information tools need to be developed;</p> <p>2. Unclear agencies' mandates, weak agency co-operation apparatus for alien species control implies that existing IAS control efforts are unfocused—reducing their long -term efficacy and cost-effectiveness; Local government mandates for conservation management have yet to be clarified;</p> <p>3. The economic/ financial benefits derived from invasive alien plant clearance (i.e. restoration of hydrological services, financial</p>	<p>1. Local authority planners and setting (<b>1.3</b>); development of appr</p> <p>2. Joint extension service (<b>1.1.7</b>) implemented in pilot area – quart</p> <p>3. Project designed in local scale &amp; communication and regulatory i <b>1.2.3, 1.4.2 and 1.4.3</b> ) ; Joint exte communication, supported by pub</p>

<b>Biological Impact</b>	<b>Threats</b>	<b>Root causes and management issues</b>	<b>Alternative strategy &amp; des</b>
		<p>benefits derived from sale of timber) are poorly articulated to land holders, communities and regional planners;</p> <p>4. Local mechanisms to generate continued revenue for alien clearing ineffective; distribution/systems for products derived from IAS are locally absent;</p>	<p><b>4.1.3</b>); participatory monitoring ar <b>1.7.3 and 1.7.4</b>)</p> <p>4. Opportunity created for local Planning &amp; Management (CPM) s operational <b>1. and 1.3</b>); Project cr industry partners (<b>1.4.2</b>)</p>
<p>Reduced seed production and plant diversity;</p> <p>Species decline;</p> <p>Alien plant spread.</p>	<p>Insufficient fire breaks</p> <p>Inappropriate burning regimes</p>	<p>1. Overlapping institutional responsibilities regarding fire management; limited co-ordination &amp; communication; weak accountability within landholding community for fire management in the area;</p> <p>2. Knowledge of appropriate fire management procedures for different environments is deficient; the rapid-response units for fire management and control are weak;</p> <p>3. Fire control in rural areas is not recognised as a priority by the Government (as reflected in the budget);</p> <p>4. Biodiversity concerns are not integrated in fire strategies;</p> <p>5. Alien species invasion intensifies problem;</p>	<p>1. Joint extension service, and management system should clarify agencies (<b>1.1.2, 1.3, 1.5.1 and 1.5.2</b>)</p> <p>2. Training and lesson sharing created and control burning initiate evaluation will be conducted ( <b>1.7.3</b>)</p> <p>3. Involvement of local officials designed to redress this. ( <b>1.5.1 an 1.5.2</b>)</p> <p>4. In local Fire Protection Assoc be tasked to ensure integration ( <b>1.5.2</b>)</p> <p>5. Synergy created between alie (<b>1.5.2</b>)</p>
<p>Loss of wetland and related species and ecological processes;</p> <p>River bank erosion</p>	<p>Over grazing and over-trampling of vegetation;</p> <p>Over extraction of water;</p> <p>Invasive alien plants</p>	<p>1. The economic values of wetlands are poorly understood by landowners and user communities;</p> <p>2. Regulatory authorities focus more on water supply rather than on water resource management; Statutory limits on water extraction are undetermined;</p> <p>3. Inappropriate agricultural practices; &amp;</p>	<p>1. Extension service and awarer about the wetlands values (<b>1.1.2,</b> evaluation will be conducted ( <b>1.7.3</b>)</p> <p>2. Dedicated communication ch involved in participatory planning</p>

<b><i>Biological Impact</i></b>	<b><i>Threats</i></b>	<b><i>Root causes and management issues</i></b>	<b><i>Alternative strategy &amp; des</i></b>
		<p>Sectoral approach of natural resource planning;</p> <p>4. Catchment &amp; estuary management doesn't integrate biodiversity conservation concerns; Eutrophication (both N &amp; P)</p>	<p>3. Conservation planning &amp; management in the agricultural sector (<b>1.3, 1.6</b>)</p> <p>4. Planning systems will allow improved planning will reduce direct impact (<b>1.2.4, 1.3 and 1.6</b>)</p>
Extirpation of susceptible species	Unsustainable harvesting of wild fynbos	<p>1. The regulatory enforcement regime is imperfectly developed;</p> <p>2. The absence of a coordinated supply network hampers management;</p> <p>3. The marginal costs of ecosystem management to facilitate sustainable use are not recovered; Profits accrue elsewhere in the value chain (high mark ups at retail end relative to farm gate);</p> <p>4. Market opportunities are presently focused on few selected flowers; Indiscriminate market and product focused value chain. Niche market not developed because of supply driven market;</p> <p>5. Species and volumes harvested on the Plain are not recorded;</p> <p>6. Landowners, farmers and contract pickers are unaware of sustainable practices</p> <p>7. Understanding of ecosystem fundamentals dictating sustainable off-takes remains inadequate at all levels;</p> <p>8. The total economic value of vulnerable</p>	<p>1. Update the WCNCB permits and the regulations and develop of a "r staff": (<b>2.1.1. and 2.1.2</b>)</p> <p>2. Secure a supply network focus on a supply network management for</p> <p>3. Develop a certification scheme tool to improve the economic value boutique retail outfits and rent cap coordinated supply chain (<b>2.3.</b>). Promote sustainable harvesting (<b>2.7.8</b>)</p> <p>4. Market diversification; market about ecological impacts of unsustainable products (<b>2.4</b>);</p> <p>5. Pilot program to monitor species developed and the information system</p> <p>6. Capacity building program for farmers and farmers will be conducted to improve</p> <p>7. Long-term monitoring of the inter-specific competition, species resource base assessment of the system (<b>2.7.3, 2.7.2, and 2.7.5</b>)</p> <p>8. A deal flow identification study</p>

<i>Biological Impact</i>	<i>Threats</i>	<i>Root causes and management issues</i>	<i>Alternative strategy &amp; des</i>
		<p>ecological systems (underpinning livelihoods) are not accommodated in the cost/benefit calculus of land use;</p> <p>9. Awareness of viable alternative sustainable land uses (tourism/ sustainable flower harvesting) limited amongst landholders and capital markets;</p>	<p>environmental costs of different land-uses in financial and ecological</p> <p>9. Establishing of sustainable ha of the certification scheme to attract target <b>(2.8)</b>; Establishment of the . Centers to increase awareness and agencies and communities (<b>3.1</b>). Plain <b>(3.2)</b></p>
Loss of narrow range endemic species.	Inappropriately located development and associated infrastructure causes	<p>1. Poor land use planning at the local level; Poor enforcement; Political interference in local decision-making;</p> <p>2. Protected areas don't cover the representative samples of ecosystems;</p>	<p>1. Local authority planners involved in Participatory planning component priorities and community involvement more difficult <b>(4.1)</b> . Communities should help to address nature-based tourism initiatives such</p> <p>2. Expanded contractual and management representative biodiversity <b>(1.2)</b></p>
<b>Future threats</b>			
Increased footpaths, noise, pollution, litter, as a result of increased tourism activities. Destruction of cultural heritage remnants		<p>1. Location of environmental/cultural heritage sites on Agulhas Plain not known;</p> <p>2. Limited enforcement (identification, listing, integrating into management planning, reporting);</p> <p>3. No signage, interpretation materials or effective protection of sites;</p> <p>4. Poorly planned and controlled visitor management due to limited awareness among tourists &amp; operators/ accommodation establishments.</p>	<p>1. Inventory of cultural heritage <b>(1.3.6)</b>, the two Heritage Centers <b>and 3.1.2</b> will monitor and comm</p> <p>2. Institutional capacity building management planning catered for</p> <p>3. Awareness targeted, and alternative sensitive sites <b>(3.1, 3.2)</b></p> <p>4. Park capacitated to provide e established in planning system <b>(1.</b></p>



## South Africa

### Agulhas Biodiversity Initiative

#### Annex E: Public Participation Arrangements

1. An assessment of stakeholder and social issues was undertaken as part of project preparation in an effort to: (i) identify key stakeholders with respect to biodiversity conservation in Agulhas Plain; (ii) review stakeholder interests and associated impacts on resource use, land tenure and the project; (iii) identify and mitigate possible negative socio-economic impacts on local stakeholders resulting from the project; and (iv) identify and develop opportunities for the project to benefit stakeholders. Project preparation entailed consultation with a broad range of stakeholder groups using a number of different information gathering methods, including formal and semi-formal interviews, group discussions and workshops, rapid rural appraisal and literature review (see attachment 1). In addition, local consultants participating in project preparation provided information and contributed to the identification of risks, impacts and mitigation strategies.

#### Key Social Issues

2. The key social issues relevant to ABI, as identified in the project preparation stage are: (i) population; (ii) economy; (iii) social development; (iv) job creation; (v) cultural history; (vi) conservation activities; (vii) governance; (viii) Racial patterns; (ix) capacity; and (x) importance and influence.

3. Population - A significant trend in the Agulhas Plain area has been a tendency towards urbanization, with comparative urbanization figures of 50.3% for 1980 compared with 64% for 1997/98. The urbanization trend within Agulhas Plain indicates a pattern of movement away from rural areas to the towns. This is likely to impose a distinct burden on the resources and services provided by these towns, while at the same time lessening the dependence of members of the broader community on rural and natural resources. It is also likely to result in an increasing concern with urban priorities and issues on the part both of government and civil society in the area. This may detract to a limited extent from the conservation priorities of the ABI. It may, consequently, imply a need for increased awareness raising and education activities amongst the urban community of the Plain.

4. Economy - The economy of the Agulhas Plain is highly undiversified with a major emphasis on primary agricultural production. There has been an apparent general decline in the sub-regional economy, which is cause for significant concern. There is a distinctly seasonal character to the regional economy associated with the agricultural cycles. Of direct relevance to ABI is the catchment clearance activities conducted by farmers, as well as the harvesting of wildflowers. In the former case, the financial constraints experienced by local farmers may place distinct limitations on their potential to contribute to the catchment clearance efforts required in the region. With respect to the latter there has been an increasing awareness of the economic value of wildflower harvesting as a supplementary source of income for farmers in the region during the preparation stage. Evidence of the emergence of a changing pattern of land ownership in the farming sector is significant for ABI, as indications are that the new cadre of owners may be significantly more resourced than the historically present group and may well be more inclined to expend resources on conservation related activities on its holdings. It is apparent that wildflower harvesting and nature-based tourism present distinct opportunities for economic development in the region. The value of this opportunity lies in its potential to add diversity to the local economy as well as to promote local economic development, job creation and growth. The precise economic impact of these sectors is uncertain and will need to be quantified and evaluated. The experience gained by the Flower Valley Farm, while at an initial stage of development, needs to be replicated. It points to significant strategies with respect to value creation, earnings retention, job creation and social development. The challenges posed by the decline in the fishery resource, associated with the illegal

plundering of coastal natural resources is a concern. This development is associated with increased levels of poverty apparent in the disadvantaged sectors of the coastal communities. The potential to create alternative sustainable livelihoods, such as nature-based tourism for these communities is a matter of urgent concern.

5. Social development - There is uncertainty as to the extent of unemployment and job security within the region. It is assumed that there is a higher level of unemployment than the official figures given. There is a need to ensure an equitable spread of opportunities geographically throughout the Plain so as to avoid perceptions that any particular area being favored. There is extensive poverty in the Agulhas Plain, with a consequent need to ensure the development of sustainable livelihood opportunities for local people.

6. Job creation - Many of the jobs available to unskilled people in the area are of a seasonal or temporary nature. This can be seen in the seasonal nature of fishery work, domestic services in the tourism industry, as well as wildflower and agricultural labor. The combination of competition for scarce opportunities and low skill levels within the region calls for a direct response in the implementation of ABI. It is important to build practical skill development activities and entrepreneurial training, as well as ensuring that the capacity building aspects, including education, awareness raising and skills transfer, should have an emphasis on follow through. It is important to overcome the perception existing within the Plain of capacity building initiatives being isolated efforts, not contributing to ongoing maintenance of skill levels and social development.

7. Cultural history – Agulhas Plain is a rich repository of cultural history. The pre-colonial history, as well as developments subsequent to the settlement of European colonists in the area through to present times have generated a wide diversity of historical artifacts, built environments and cultural traditions. ABI presents distinct opportunities to both retain the character of the cultural history of the Plain, as well as to build on it as an attraction. There is a fear that the Plain may lose the qualities inherent in the cultural history.

8. Conservation activities – There is a distinct correlation between race and concerns with matters related to conservation within Agulhas Plain. The capacity building activities of ABI will be integrated with the livelihood concerns of local residents. In this way, the value of a conservation-related awareness and education program will be realized for local people. The lack of involvement of many community-based organizations in participatory processes related to conservation activities in the Plain is an important concern. The specific experiences of poor and marginalized people in catchment clearance activities within the Plain are to be taken into account. It was noted in particular by representatives of the Struisbaai Noord community, that local residents were excluded from opportunities to access jobs in clearing aliens within their area. The community at Elim was concerned that it was not allowed to utilize wood extracted in catchment clearance activities on farms bought by SANParks. Recognition should be given of the financial burden that catchment clearance activities poses on commercial farmers, especially in the context of the economic stress they are currently experiencing.

9. Governance – The draft Integrated Development Plans for the district and municipal local authorities indicate a wide array of interventions required for local development. These cover the provision of basic services, the promotion of human development and welfare, as well as the promotion of economic development in the area. The Agulhas Biodiversity Initiative will align closely with the integrated development planning objectives of local government within the Plain.

10. Racial Patterns: Agulhas Plain manifests many of the economic and social disparities associated with apartheid. The legacy of this history of inequality and racially skewed allocation of resources is reflected in the significant social and economic inequalities experienced by the different communities of the Plain. An analysis of the population of the Agulhas Plain indicates that the colored community

constitutes the majority of the population, followed by whites, with a small minority of Africans mostly concentrated in the Gansbaai area. While changes in the political makeup of local government have resulted in a more equitable political arrangement, economic power still resides with the white community of the Plain. It is important to note that while the formal separation of people into racially defined communities no longer exists, life on the Agulhas Plain still largely follows the historical pattern. This has a fundamental impact on the roles and interests of stakeholders and can be seen in three ways, which are described below.

- (i) while stakeholder groups on the Plain are not racially exclusive, the informal perpetuation of the historical racial divisions at a community level has the consequence that most stakeholder organisations tend to have a racially distinct character. An example of this can be seen in Struisbaai. In this case, the Struisbaai Permanent Residents' Association largely represents the interests of white Struisbaai residents, despite it having a non-racial constitution. By contrast the Struisbaai North Skakelkomitee represents the coloured community of a part of the town;
- (ii) there is little contact or communication between stakeholder groups across the racial divide, although many of the organisations serve on common forums such as those set up for the process of facilitating integrated development plans or community policing action;
- (iii) organizations primarily active in white communities tend to have greater access to financial, logistical and other resources than their counterparts in the coloured and African communities. This, combined with the general political and socio-economic conditions of the Plain, may result in these organisations having greater lobbying power and influence.

11. Capacity: There is a marked disparity in capacity levels between groups located in the white, colored and African communities. This factor has been closely addressed and incorporated into the design and implementation of the Initiative so as not to compromise its potential success. Three areas of consideration are important in this respect.

- (i) the wide disparity in knowledge levels between stakeholder groups with respect to a basic understanding of conservation and biodiversity issues will be addressed in the project implementation in order to ensure the fullest participation of groups, which would otherwise be marginalized from the process;
- (ii) the skills in participatory processes, as well as applied skills related to the implementation of key aspects of the ABI, notably wild fynbos harvesting and nature-based tourism;
- (iii) the material resources at the disposal of stakeholder groups. It is vital that groups should not feel constrained from participating in the ABI by virtue of their limited access to transport or finances.

12. Importance and Influence: Importance should be understood as the objective significance of the respective stakeholder group to the potential success of the initiative. Influence, by contrast, should be understood as the potential influence that the group has as a consequence of its access to socio-economic power and resources. Often, groups important to the success of a project, such as community organizations representing poor and disadvantaged communities, have relatively little influence. By contrast groups of lesser importance such as volunteer conservation groups may have significant influence by virtue of their ability to mobilize significant material resources. Stakeholder groups that operate within and largely represent the interests of white communities tend to have more influence and power than those stakeholder groups that represent black and colored community interests. In addition, while the power and influence of these stakeholders may extend beyond the confines of their local area of operation, the power and influence of stakeholders in the colored and African areas tends to be restricted to their local communities. Stakeholder groups in white communities tend to have greater access to finance, transport and lobbying capabilities, considerable effort is made to build the capacity and involvement of community organizations from disadvantaged communities in order for them to participate effectively.

## **Stakeholder Analysis**

13. Three different groupings of stakeholders are described separately. These include:

- (i) Stakeholders most able to influence the project: This group includes decision makers at national and local levels; those who have significant influence regarding decision making (conservation agencies, provincial and local government), and those with legal responsibility for biodiversity conservation, natural resource management and/or protected areas;
- (ii) Stakeholders who are most affected by the project but have only moderate influence on it: This group is most likely to be impacted either negatively (e.g. through loss of access to resources) or positively (e.g., through provisions of new opportunities for income generation, etc.). Consequently, the project will mitigate negative impacts and strengthen linkages between benefits and project objectives.
- (iii) Stakeholders whose influence on, and impact from the project are negligible: This group will be involved through the participatory mechanisms of the project, however, their influence overall may be negligible. Additionally, while this group may receive some benefits as a result of project activities, there will not be significant impact.

14. Below, is a summary of stakeholder analysis, interests, potential impacts and influence on the project

Stakeholders	Interests in Project	Influence on Project	Impact of Project	Mitigation of Impact
<b><i>Stakeholders most able to influence project – interests, influence and impact mitigation</i></b>				
<u>Statutory Conservation Agencies</u> ? SANParks ? Western Cape Nature Conservation Board	Project directly promotes corporate mission	Direct responsibility for key project components  Participation in Oversight Committee	Project will intensify activity  Project will draw on financial and human resources	Provide support in the form of financial resources, additional human resource capacity and training
International Agencies ? FFI ? UNDP ? GEF	Provision of project funds  Project directly promotes mission	Direct responsibility for key project components  Participation in Oversight Committee	Project will impose administrative responsibility	Accommodate within existing administrative resources
<u>Government Bodies :</u> ? National Govt. Depart. (Working for Water, and Coastcare)  ? Provincial Govt. Depart. (Economic development/planning)  ? Local Govt. structures, (Overberg District Council, Agulhas, Overstrand Municipality)  ? CAPE	Project directly aligns with, and promotes policy at all levels;  Project creates opportunities for integrated action on key government policy initiatives, such as the catchment clearance program and tourism industry sector development	Decision making powers vest in Government on a range of matters;  Existing law and policy will act as a legal framework for project activities	Project will impose administrative responsibility  Government bodies will need to ensure alignment with policy  Project will impact on human and financial resources	Focus involvement on key activities  Dedicate personnel to monitoring and liaising with Initiative  Identify and source necessary funds for involvement
<u>State Enterprises:</u> ? Eskom	Land holdings can be incorporated into conservation activities of project	Have the capability to include holdings into pool of land incorporated within project	Project will impose administrative responsibility  Project will impact on human and financial resources	Accommodate within existing administrative resources  Identify and source necessary funds for involvement
<u>Conservation NGOs:</u> ? Botanical Society ? Flower Valley Conservation Trust (FVCT)	Project contributes to biodiversity promotion objectives  Project provides funds for ongoing activities  Project allows for organizations to play core role in major initiative	Botanical Society will have direct involvement in key project Components One and Two  FVCT will have direct responsibility for key project Components Two and Four  Participation in Oversight Committee	Project will impose on capacity of organizations to deliver efficient and effective service  Project will impose administrative responsibility  Project will impact on human and financial	Identify capacity building needs  Identify and implement action to build capacity  Identify and source financial and other resources required for participation

Stakeholders	Interests in Project	Influence on Project	Impact of Project	Mitigation of Impact
		FVCT will be drawn on as best practice example	resources	
<u>Private Land Owners and Conservancies:</u> ? Walker Bay Fynbos Conservancy ? Contracted land owners ? Land owners' associations (Heuningnes River Riparian Owners Association)	Project focus on core conservation management concerns  Project will provide support to conservation activities	Participation in key project components 1 & 2  Participation in Oversight Committee	Project will impose on organizational capacity  Project will impose administrative responsibility  Project will impact on human and financial resources	Identify capacity building needs  Identify and implement action to build capacity  Identify and source financial and other resources required for participation
? Flower Farmers ? SAPPEX	Project will promote wild fynbos harvesting as alternative to cultivation and consequently detract from this group's activity	Group may lobby to protect its interests if threatened by the project  Group should be directly involved in process of developing strategies and implementation	Project will detract from basis of group's economic activity which is flower cultivation	Activities are designed to establish and maintain good lines of communication with this group  Involve group in all relevant strategy development activities  Group to be involved in sustainable harvesting activities
? Wine Farmers	A small emerging group of farmers are converting existing natural or agricultural land uses to viticulture  Project aims to promote natural land uses	Group may lobby to protect its interests if threatened by the project  Group should be directly involved in process of developing strategies and implementation	Project will detract from basis of group's economic activity	Activities are designed to establish and maintain good lines of communication with this group  Involve group in all relevant strategy development activities Attempt to involve group in sustainable harvesting activities
? Tourism Bodies ? Fynbos Ecotourism Forum	Project will support the development of nature-based tourism	Participation in key project component 3	Project will impact on human and financial resources	Identify and source financial and other resources required for participation
<b><i>Stakeholders affected by project activity, but of lesser influence</i></b>				
<u>CBOs e.g.:</u> ? Residents and ratepayer organizations in urban areas	Economic and developmental opportunities for organizations representing poorer communities, particularly those from African and colored communities  Education and awareness can be raised	Due to indirect involvement, influence is likely to be low White community-based organizations have historically been able to have greater influence than African and colored counterparts	Project will impose on organizational capacity  Project will extend organizations beyond current major concerns, potentially detracting from core focus  Project will impact on human and financial resources	Identify capacity building needs  Identify and implement action to build capacity  Identify and source financial and other resources required for participation  Establish appropriate level of involvement in Initiative
? Wild plant poachers	The activities of illegal gatherers of sour figs and medicinal plants will be threatened by the project  This group could be economically disadvantaged by the project	This group is informal, unorganized and largely based in marginalized and poor communities  It is unlikely to have an organized voice in the process	The group's activities may detract from the conservation and wild flower gathering components of the project	The group should be reached out to through making direct contact and other communication mechanisms  Members of the group will be actively targeted for involvement in the conservation, harvesting and nature-based tourism economic activities of the project
<b><i>Stakeholders with minor influence and impact on the Project</i></b>				
Stakeholders	Interests in Project	Influence on Project	Impact of Project	Mitigation of Impact
Business, e.g.: ? Organized business groups, such	Indirect interest in potential economic benefits arising from the	Indirect influence through participation in limited public participation	Project will impose on organizational capacity	Identify and source financial and other resources required for participation

Stakeholders	Interests in Project	Influence on Project	Impact of Project	Mitigation of Impact
as Chambers of Commerce ? Individual enterprises operating within the region	project	activities	Project will extend organizations beyond current major concerns, potentially detracting from core focus  Project will impact on human and financial resources	Establish appropriate level of involvement in Initiative

## Participation mechanisms

15. Participation principles: The process of stakeholder participation in the ABI is guided by a clear set of principles. These principles are:

Principle	Stakeholder participation will:
Value Adding	be an essential means of adding value to the ABI
Inclusivity	include all relevant stakeholders
Accessibility and Access	be accessible and promote access to the process
Transparency	be based on transparency and fair access to information
Fairness	ensure that all stakeholders are treated in a fair and unbiased way
Accountability	be based on a commitment to accountability by all stakeholders
Constructive	seek to manage conflict and promote the public interest
Redressing	seek to redress inequity and injustice
Capacitating	seek to develop the capacity of all stakeholders
Needs Based	be based on the needs of all stakeholders
Flexible	be flexibly designed and implemented
Rational and Coordinated	be rationally planned and co-ordinated, and not be <i>ad hoc</i>
Excellence	be subject to ongoing reflection and improvement

16. Local design challenges: The Agulhas Plain stakeholder context poses a number of important challenges in the design of participatory activities. Stakeholders relevant to all project components were identified. While there are certain stakeholders relevant to all of the areas of activity within the Initiative, certain stakeholders are relevant to particular aspects. The differing requirements of the different kinds of activity associated with these categories imply different approaches to participation and in certain instances differing stakeholder groups. These together with the complex and varied activities included in ABI led to design of a sophisticated, textured and diverse participation plan in its focus and activities. The design of the participation process ensured that those most isolated and disadvantaged historically are fully incorporated into the participation process. This required a focus on:

- (i) Language: The process needs to ensure that Afrikaans is a prominently used language
- (ii) Race: There is a pattern of racial exclusion on the Plain, with coloured and African residents feeling historically and currently excluded from the mainstream;
- (iii) Gender: Women are a particularly marginalized group within the area, but play highly significant social roles;
- (iv) Practical needs: The most disadvantaged groups on the Plain may lack the resources to be adequately involved in the Initiative unless supported. The process design will consider providing support for aspects such as transport for local residents to participate in the activities of the Initiative, as well as other reasonable requirements
- (v) Literacy: There is a relatively high level of illiteracy on the Plain. In activities which target illiterate people, sensitivity and care needs to be taken in the design of communication materials.

17. Participation mechanisms: The project will provide the following opportunities for participation

- (i) Decision-making, through establishment of Project Oversight Committee, Conservation

Management Forum, Fire Management Association, Supply Network Management Forum, Sustainable Harvesting Oversight Committee, and Agulhas Plain Tourism Forum.

- (ii) Capacity Building, through provision of training for the main stakeholders
- (iii) Raising awareness of stakeholders of conservation needs and of opportunities to participate in and/or support project activities.

18. Decision-making: Where new structures are established, great care will be taken to ensure that all participants agree to the ground rules for them. Consideration will be given to three sets of ground rules: (i) substantive ground rules that will establish the issues to be considered by the relevant forum or structure; (ii) procedural ground rules that will guide the operation of the forum or structure, such as meeting procedure, frequency of meetings, quorums, chairing, record keeping, decision-making and the like; and (iii) behavioral ground rules that will guide the behavior of participants within each of the fora or structures. Where new structures or forums will be established, the necessary support for their successful operation will be given by the project. This will include support in the facilitation of the forums proceedings. In some cases the structures will be of a temporary nature. In these cases the terms of reference for the forum will be clearly established and once fulfilled the forum will be disbanded. In cases, structures will assume a permanent nature. Examples of these include the Fire Protection Association. In these cases the process will be designed to consider the sustainability and ongoing effectiveness of these bodies. All relevant existing structures and fora in the area will be evaluated for possible involvement. These include Integrated Development Plan Fora, Working for Water structures, bodies associated with the national poverty alleviation program and the structures established by the national Coastcare project.

19. Capacity Building – A comprehensive capacity building program has been designed and will be implemented during the lifetime of the project with an emphasis on the historically disadvantaged communities. The set of activities will include:

- (i) Skill development - will be directly addressed as an aspect of the economic development and conservation intervention components of the ABI;
- (ii) facilitate the participation of disadvantaged groups to various workshops and meetings by supporting material requirements within the program funds to provide limited reasonable support to community organizations to facilitate their participation in ABI activities. This will include covering the costs of transport and other minor out of pocket expenses.
- (iii) ensuring a good process - the participation process will be designed so as to allow the capacity of all participants to be built through their involvement.

20. Disadvantages associated with historical exclusion and oppression based on race and class have left out particular groups, notably those of the poorer colored and African communities in need of capacity building. Consequently, the capacity building components of ABI will directly address divisions of race and class. In addition, the capacity building program will be based on an identification of best practice, for example, those developed by the Working for Water program, activities of the Flower Valley Conservation Trust and Grootbos Nature Reserve. The potential exists for conflict and disputes to develop within the program. These need to be anticipated and preferably prevented through appropriate process design and facilitation. In cases it will be necessary to intervene into situations of conflict. The project makes general provision for specialist intervention on an *ad hoc* basis for this purpose.

21. Raising awareness and communication – will include the participatory development of an integrated communication strategy, as a foundation aspect of the participation program. All aspects of the participation program need to carry with them a communications dimension. It is a crosscutting activity. The communication strategy will ensure that difficulties of accessibility associated with language, access to technology and literacy be directly addressed. The communication strategy will be based on the following key principles: (i) providing information to all stakeholders; (ii) promote dialogue between ABI Project Implementation Unit and stakeholders; (iii) promote access to information; and (iv) promote a

consistent image and brand for ABI.

22. A mixed media approach to communications will be adopted. This will include: mass media coverage; pamphlets and brochures; bimonthly newsletter; posters and displays; audio -visual material: videos, slide presentations, and other audio -visual presentations. In addition, the project will support the direct communication with stakeholders through meetings and talks at all available outlets. These would include regular meetings of stakeholder organizations, schools, community groups, specific open day events, as well as guided tours for stakeholders.

23. Conflict management - The potential exists for conflict and disputes to develop within the program. These need to be anticipated and preferably prevented through appropriate process design and facilitation. In cases it will be necessary to intervene into situations of conflict, the budget makes general provision for specialist intervention on an *ad hoc* basis for this purpose.

Component 1: Landscape -level conservation management and planning system

24. **The development of a landscape-level conservation management system** will involve extensive stakeholder participation in securing land under conservation, establishing a joint clearing strategy per quaternary catchment, establishing a Fire Protection Association, developing a replication strategy, as well as capacity building activities, based on the needs assessment. The core group to be involved in the conservation management component will primarily be those identified for involvement in the Project Oversight Committee and will include: SANParks, WCNCB, Local municipalities and departments of agriculture; WBFC, private landowners; Elim community; Botanical Society of South Africa, FFI, etc. It is vital that all other stakeholders are given opportunities to inform the system and its contents. The process of developing the conservation management systems will support participatory activities, which will identify stakeholder issues, generate creative thinking on a future vision, as well as the debating and selection of preferred options for future management and will ensure that these factors are built into the exercise.

25. Mechanisms for participation in the conservation management component will include an array of communication activities, community workshops, focused issue -based meetings, stakeholder tours of the area for familiarization purposes, and focus group discussions. The structures established by local authorities in the area for the formulation of statutory Integrated Development Plans present possible vehicles for involving stakeholders in this aspect. The local authorities will be engaged to assess whether these structures can be used for this purpose. A Conservation Management Forum composed of stakeholders drawn from throughout the area will be established. The forum will be constituted on a representative basis and have a specific mandate to debate the strategy and management systems for the area. It should not become a standing body. Park Planning Committee – community representatives sit on the Committee (Chairs of the Community forums are invited as representatives), the committee meets once every three months to discuss resource use matters and plan the input into the conservation management activities

26. The process to secure land under conservation will focus on involving directly affected stakeholders, such as the SANParks, Western Cape Nature Conservation Board and specific landowners. The process will involve these stakeholders within seven demarcated geographic areas in an exercise of facilitated negotiation. The joint clearing strategy in each of five quaternary catchments will require a basic process of conducting workshops with affected stakeholders. The establishment of a Fire Protection Association will come about through a structured process of involving key stakeholders. This process will include targeted one -to-one consultations, catchment -specific joint meetings, the development of terms of reference, the convening of a founding meeting of the Association and ongoing meetings of the Association. A strategy to replicate the conservation management interventions will be developed on a participatory basis. Drawing on a monitoring and evaluation methodology it will involve an annual cycle of workshop-based evaluation sessions with key stakeholders.



## **Component 2: Ecologically, socially and ethically sustainable harvesting of wild fynbos as a viable land use on the Agulhas Plain**

27. ABI has a significant focus on the promotion of economic development, to reduce the threats to biodiversity conservation in Agulhas Plain and improve the livelihoods of the local communities. This will be in the form of activities associated with sustainable harvesting of wild fynbos and the promotion of nature-based tourism. The sustainable harvesting component will include the following core stakeholders: Fauna & Flora International, Flower Valley Conservation Trust, Western Cape Nature Conservation Board, South African National Parks, the Botanical Society, Walker Bay Fynbos Conservancy, South African Protea Producers and Exporters (SAPPEX), private farmers and the communities living and working on the farms. While these will constitute the core participants in the development of the sustainable harvesting strategy, care will be taken to ensure that potential beneficiaries from poor and disadvantaged communities are fully involved at all relevant points.

28. Two key forums will be established to facilitate stakeholder participation in much of the activity within this component. These are: the Supply Network Management Forum; and, the Sustainable Harvesting Oversight Committee. The process of establishing these structures will involve targeted one-to-one consultations, joint meetings, the development of terms of reference, and the convening of founding meetings of the Forum. It is envisaged that the Forum will require support in their initial establishment, after which they will be self-sustaining.

29. A further participatory activity will see the creation of opportunities for new entrants into this sector. In the identification of beneficiaries from poor and disadvantaged communities, careful consideration will be given to working with representative community organizations to determine mechanisms for the identification and selection of participants in the program. The necessary skills in conflict management will be identified and either developed or retained to assist in the smooth implementation of the process. The process will involve consultations with community-based organizations to establish the appropriate process of identifying new entrants.

30. The lessons learnt by the Flower Valley Conservation Trust's activities in the area would be closely studied. This will assist the process of ensuring appropriate stakeholder participation. Emphasis will be given to providing ongoing support and capacity building to identified stakeholders. A specific aspect relevant to the participation program will be the conducting of capacity building sessions with community groups to allow them to develop a working knowledge of the issues.

## **Component 3: Participatory and responsible tourism strategy**

31. The nature-based tourism component of the ABI will include the following core stakeholders: South African National Parks, Western Cape Nature Conservation Board, Walker Bay Fynbos Conservancy, Fynbos Ecotourism Forum, tourism bureaux, Elim village, local communities and other relevant agencies. Care will be taken to ensure that beneficiaries from disadvantaged communities are adequately involved in the process.

32. The primary vehicle for stakeholder participation in this component will be through the establishment and operation of the Agulhas Plain Tourism Forum. The process of establishing the forum will include consultations with key stakeholders, meetings of all interested and affected parties, the development of terms of reference and the founding meeting of the body. The Forum will establish its own work program for ongoing meetings. Capacity building activity entailing workshops for members of the forum, especially for previously disadvantaged communities will be conducted to increase their familiarity with key issues, and enhance the skills of participants.

33. A further activity will focus on the identification of new entrants into the industry from poor and

disadvantaged communities. Careful consideration will be given to working with representative community organization to identify mechanisms for the identification and selection of participants in the program. The necessary skills in conflict management will be identified and either developed or retained to assist in the smooth implementation of the process.

#### **Component 4: Increased local support for biodiversity conservation in the Agulhas Plain generated through a broad-based conservation awareness program**

34. Public Awareness and communication are core aspect of the ABI All aspects of the participation program need to carry with them a communications dimension. It is a crosscutting activity. The communication specialist at SANParks will lead the process of developing an integrated communication strategy as a foundation aspect of the participation program. The communication strategy will be based on: (i) providing information to all stakeholders;(ii) promoting dialogue between ABI and stakeholders, as well as between stakeholders; (iii) the promotion of access to information; and (iv) promotion of a consistent image and brand for ABI. The strategy will ensure that difficulties of accessibility associated with language, access to technology and literacy be directly addressed.

#### **Project Management and Monitoring**

35. The Project Oversight Committee – (ABIIOC) composed of: Western Cape Department of Environmental Affairs and Development Planning; Western Cape Department of Economic Affairs, Agriculture and Tourism; Department of Water Affairs and Forestry; UNDP/GEF; SANParks; WCNCB; CAPE Implementation Committee; NBI, FFI; WBFC; FVCT; Overberg District Municipality; Agulhas Municipality; Overstrand Municipality; Overberg Tourism Council; Botanical Society of South Africa; civil society local representatives of business sector; farmers' organizations; (two/three representatives from different geographic areas); community-based organizations (two/three representatives from different geographic areas, ensuring that previously disadvantaged communities are involved). With the proposed representation and efficient management and facilitation, ABIIOC will perform a pivotal role in institutionalizing partnerships in the project by ensuring collective decision-making and implementation accountability of both baseline and incremental activities.

36. The ABIIOC will be formally founded under a constitution or with a memorandum of understanding between all of the organizations presented. The ABIIOC will meet quarterly in the first year, and twice a year in the following years, or as the Committee decides, and it will be convened and supported logistically by the ABI Project Implementation Unit (PIU). The ABIIOC will elect a chair and formally adopt terms of reference and agree upon a mode of operation. The following terms of reference are recommended for the ABIIOC: (i) review and provide advice on annual plans of activity presented at the last quarterly meeting of each year; (ii) review and approve annual reports submitted to UNDP/GEF and other donors and CAPE Coordination and Implementation Committees which will be produced within the UNDP/GEF reporting schedule; (iii) advise the ABI PIU on policy decisions; and, (iv) report on any strategic activities that may affect the ABI implementation process on an ongoing basis. All members of the ABIIOC will be required to carry a formal mandate of the organizations or sector that they represent.

37. The project will support annual monitoring and assessment of the participation aspects of ABI. This will promote learning within the project and the integration of lessons learned. A learning system will be designed and integrated into the overall design of the ABI. The system will be used to record and learn lessons from the participation process. The process of monitoring and assessment will assess the effectiveness and appropriateness of all participatory activity. It will lead to changes being made in the process where these are needed.

38. UNDP administrative arrangements relative to public participation:  
(i) Progress in attaining participatory management objectives would be assessed in Annual Progress Reports; UNDP would report to the GEF on what was learned during the annual Project

Implementation Review (PIR) conducted with the GEF Secretariat.

- (ii) UNDP would actively promote participation by sharing lessons learned from other UNDP and GEF projects, catalysing networks, and, when necessary, contributing to dispute mediation.
- (iii) Participation will be a focal area of review during the three scheduled Independent Evaluations of the project. The Evaluation teams will include a sociologist familiar with participatory methods and their application in integrated conservation and development. The teams would meet with ABI Project Team to gauge progress and verify information presented in progress reports.

### Detailed Description of Participation Activities

39. The following table sets out a detailed description of the participation activities relevant to the Agulhas Biodiversity Initiative. The total budget allocated for stakeholder participation in ABI amounts to: US\$ 160,000.

Activity	Tasks
<b>Landscape-level conservation management and planning system</b>	
<b>1.1 Secure land under Conservation Management:</b>	Confirm all stakeholders
	Conduct one -to-one consultations with all stakeholders
	Conduct 2 workshops in each of the target areas with the relevant stakeholders (task includes planning, invitations, logistics, venues, catering, facilitation, recording and distributing record)
	Finalise agreements with stakeholders
<b>1.2. Establish joint clearing strategy per quaternary catchment</b>	Five workshops – already budgeted for in Conservation Management component
<b>1.3 Develop replication strategy – this activity will be based on participatory monitoring and evaluation on an annual basis</b>	Conduct interviews with key stakeholders on an annual basis
	Conduct annual monitoring and evaluation workshop involving the Park and its stakeholders (task includes planning, invitations, logistics, venue, catering, facilitation, recording and distributing record)
	Conduct one annual monitoring and evaluation workshops involving the stakeholders in the Walker Bay fynbos conservancy (task includes planning, invitations, logistics, venues, catering, facilitation, recording and distributing record)
<b>Ecologically, socially and ethically sustainable harvesting of wild fynbos</b>	
<b>2.1 Establish Supply Network Management Forum</b>	Confirm relevant stakeholders
	Conduct one -to-one consultations with key stakeholders
	Develop draft terms of reference/ground rules for Management Forum and distribute to all stakeholders
	Conduct two meetings with stakeholders to agree terms of reference/ground rules for proposed Management Forum (task includes planning, invitations, logistics, venues, catering, facilitation, recording and distributing record)
	Conduct further one -to-one discussions with key stakeholders to refine terms of reference/ground rules and representation on Management Forum
	Convene founding meeting to confirm terms of reference/ground rules and elect Management Forum (task includes planning, invitations, logistics, venue, catering, facilitation, recording and distributing record)
	Convene six meetings of Management Forum per year
<b>2.2 Create opportunities for new entrants to sustainable harvesting sector</b>	Identify potential communities and interested entrants
	Convene meetings with community based organisations to discuss opportunities and process for introducing new entrants
	Conduct capacity building activity sessions with community groups to facilitate their participation on this matter (capacity building)
	Implement agreed introduction process
<b>2.3 Establish Sustainable Harvesting Oversight Committee</b>	Identify and confirm relevant stakeholders
	Conduct one -to-one consultations with key stakeholders
	Develop draft terms of reference/ground rules for Oversight Committee and distribute to all stakeholders

<b>Activity</b>	<b>Tasks</b>
	Conduct two meetings with stakeholders to agree terms of reference/ground rules for proposed Oversight Committee (task includes planning, invitations, logistics, venues, catering, facilitation, recording and distributing record)
	Conduct further one -to-one discussions with key stakeholders to refine terms of reference/ground rules and representation on Oversight Committee
	Convene founding meeting to confirm terms of reference/ground rules and elect Oversight Committee (task includes planning, invitations, logistics, venue, catering, facilitation, recording and distributing record)
	Conduct capacity building activity with Committee members to assist their understanding of relevant issues (capacity building)
	Conduct two Committee meetings per annum
	Conduct one annual public report back meeting
<b>Participatory and responsible tourism strategy</b>	
<b>3.1 Establish Tourism Forum</b>	Identify and confirm relevant stakeholders
	Conduct one -to-one consultations with key stakeholders
	Develop draft terms of reference/ground rules for Forum and distribute to all stakeholders
	Conduct two meetings with stakeholders to agree terms of reference/ground rules for proposed Forum (task includes planning, invitations, logistics, venues, catering, facilitation, recording and distributing record)
	Conduct further one -to-one discussions with key stakeholders to refine terms of reference/ground rules and representation on Forum
	Convene founding meeting to confirm terms of reference/ground rules and elect Forum (task includes planning, invitations, logistics, venue, catering, facilitation, recording and distributing record)
	Convene ongoing meetings of Forum
	Conduct capacity building activity with Forum members to assist their understanding of relevant issues (capacity building)
<b>3.2 Create opportunities for new entrants to nature-based tourism sector</b>	Identify potential communities and interested entrants
	Convene meetings with community based organisations to discuss opportunities and process for introducing new entrants
	Conduct capacity building activity sessions with community groups to facilitate their participation on this matter (capacity building)
	Implement agreed introduction process
<b>Project Management and Monitoring</b>	
<b>4.1 Project Oversight Committee</b>	Conduct one -to-one consultations with key stakeholders
	Conduct 2 familiarisation tours of the area for stakeholders to introduce key issues and concepts (task includes planning, invitations, logistics, venues, catering, and transport) (capacity building)
	Conduct 3 sub-area meetings with cross-sections of stakeholders to discuss conservation planning process and terms of reference/ground rules for proposed forum (task includes planning, invitations, logistics, venues, catering, facilitation, recording and distributing record)
	Develop draft terms of reference/ground rules for Committee and distribute to all stakeholders
	Conduct further one -to-one discussions with key stakeholders to refine terms of reference/ground rules and representation to the Committee
	Convene public meeting to confirm terms of reference/ground rules and elect Committee (task includes planning, invitations, logistics, venue, catering, facilitation, recording and distributing record)
	Convene two meetings of Committee in first year (task includes planning, invitations, logistics, venues, catering, facilitation, recording and distributing records)
	Convene one public report back meeting in first year (task includes planning, invitations, logistics, venue, catering, facilitation, recording and distributing record)
	Convene four Committee meetings in year two and two per annum for years 3 to 5
	Convene one public report back meeting per annum for years 2 to 5
<b>4.2 Monitoring and evaluation</b>	Conduct annual interviews with key participants in all project components

Activity	Tasks
<b>of stakeholder participation</b>	Conduct two annual monitoring and evaluation workshops with participants in all project components (task includes planning, invitations, logistics, venues, catering, facilitation, recording and distributing record) Prepare annual monitoring and evaluation report on stakeholder participation
<b>4.3 Conflict intervention</b>	Ad hoc conflict/dispute intervention as need arises on contingency basis

## South Africa

### Agulhas Biodiversity Initiative

#### Annex G: C.A.P.E. Programmatic Framework

##### **Purpose of the Note**

The purpose of this note is to explain the rationale behind GEF investment in the CFR including the linkages and complementarity between the various interventions. The note has been prepared by the World Bank and UNDP, through which GEF support is being rendered.

##### **National Programmatic framework**

The CFR harbours exceptional biodiversity, exemplified by high species richness, habitat diversity and gamma diversity, or turnover across the ecological landscape. This vital heritage faces accelerating anthropogenic pressures, spurring leading scientists to list the region as one of the world's 'hottest' biodiversity hotspots. Given the great ecological heterogeneity, social differences, economic stratification, and variation in institutional and individual capacities across the CFR's landscape, it is evident that a number of different conservation approaches are needed to satisfy conservation objectives<sup>13</sup>.

The GoSA is moving to address the afore-mentioned challenges, through a comprehensive and long-term programmatic framework entitled Cape Action for People and the Environment (C.A.P.E.). The Program aims at implementing the Cape Action Plan for the Environment (CAPE 2000 Strategy), completed in September 2000, with financial support from the GEF<sup>14</sup>, following broad-based stakeholder involvement. The CAPE 2000 Strategy provides a long-term vision for biodiversity conservation in the CFR, identifies conservation priorities based on an assessment of the threats to biodiversity, and articulates an action plan and investment program to address these priorities. All key government conservation and development agencies and major NGOs and private sector associations in the CFR have aligned themselves to the CAPE 2000 vision, and to the accompanying strategy.

Over its 20 year time-scale, C.A.P.E. aims at expanding the area under effective conservation management from 10,800 km<sup>2</sup> (12% of the CFR) to 30,800 km<sup>2</sup> (34,2% of the CFR), assuming that a further 13,000 km<sup>2</sup> (14,44% of CFR) will persist because of its inaccessibility for any development. Conservation activities would be backstopped by a strong policy framework, capacitated institutions, new financial mechanisms and other instruments needed to assure the sustainability and cost-effectiveness of management. An overriding objective is to create the foundations for a 'biodiversity economy': linking the environmental benefits of the CFR directly to economic growth and livelihood creation. This will be achieved through nurturing the development of conservation compatible industries, such as nature-based tourism, and assuring the sustainable utilisation of wild resources, mainstreaming conservation objectives into the production sectors, particularly agriculture, and creating markets for environmental services underpinning the natural resource sectors. The key strategic design features of the C.A.P.E. Program may be summarised as follows:

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<sup>13</sup> The challenge is multifold: First, there is an unmet need to align conservation objectives with those of the production sectors, and to mainstream conservation programs into the economic and social sectors; second, there is a need to expand the conservation estate. A multitude of sites of various sizes will need to be brought under conservation management, to ensure that protection is extended to a biologically representative sample of biodiversity, and to restricted range species. Different conservation models will need to be developed, geared towards addressing different socio-economic and institutional specificities; third, new models for facilitating sustainable utilisation of biological resources are needed to mitigate threats, develop conservation compatible livelihoods and to ensure that the benefits accruing from conservation are equitably distributed; fourth, systemic level, institutional and individual capacities need to be developed to ensure the sustainability of management, and fifth, there is a need to create broad-based environmental awareness in the region

<sup>14</sup> Funding was made available through the GEF/ WB Project: Cape Peninsula Biodiversity Conservation

Phased approach. Activities are being scheduled over 20 years, providing an adequate time budget to systematically address current and emergent threats to biodiversity and assure sustainable management. Interventions would be phased, with three distinct stages anticipated:

- ? Phase 1 (6 years), will be characterized by measures being tested and taken to arrest biodiversity losses in the CFR. GEF investment will support the establishment of the overall C.A.P.E. as a program and the implementation of the GEF-supported program components. The GEF support will focus on establishing a systemic and institutional enabling environment for conservation and developing know-how to address key threats and root causes of biodiversity losses. (See Annex 7, Threats Analysis). Lessons learnt from other GEF support to South Africa will be replicated whilst also piloting and demonstrating new approaches to conservation. This phase will result in substantial gains being made in expanding the area under conservation (4,800 km<sup>2</sup>). Importantly it will lay the basis for what is termed "the biodiversity economy". The term is used to describe a region and an economy which grows with minimal negative impact on natural systems, rehabilitates the regions ecological capital and supports sustainable economic growth and employment opportunities presented by the regions unique biodiversity and environment.
- ? Phase 2 (6 years), will be characterized by a significant expansion of capacity to conserve the CFR with most key areas secured under conservation management. Conservation interventions will bring an additional 7,600 square kilometres (8,4%) into the conservation estate, including protected areas, buffers and other support zones, where conservation objectives have been mainstreamed into development. Institutional and individual capacity will be expanded through local government and community conservation programs.
- ? In Phase 3 (8 years), the mature phase of the program, markets are expected to play a key role in conserving and even restoring the ecological capital of the CFR. The goals of the national program should be met with a further 7,600 square kilometres (8,4%) inducted into the conservation estate. Institutional arrangements for ecoregional scale management would be strengthened, programmatic links strengthened between biodiversity, climate change, and water management initiatives. The root causes and key threats to the conservation of the CFR should have been significantly eliminated through a barrier removal approach. This phase will be funded domestically, but with some technical support still provided by the World Bank and the UNDP.

Mainstreaming. C.A.P.E. will focus on mainstreaming biodiversity conservation objectives into all the productive sectors, the bioregional economy and key government programs.

Public-private partnerships. A strong emphasis is placed on deepening the role of the private sector in conservation and related activities. Differentiated strategies will be pursued for different sectors (tourism, fisheries and agriculture) and large, medium and small enterprises. The key program challenge is to leverage substantial private sector investment into rehabilitating the ecological capital of the CFR, thereby also supporting economic growth and employment. Since much of the land to be conserved is owned privately, models will need to be developed for inducting it into the conservation estate. Even where state land is to be included, the maintenance costs and management requirements are likely to exceed state resources. Therefore, a range of public - private sector models will need to be developed and tested in order to conserve the CFR. (See Annex 6, Institutions associated with the Project). The creation of large marine reserves will require a similar approach.

International partnerships: The GoSA is seeking partnerships with a range of multi-lateral and bilateral agencies and the private sector to create a diverse base of experience, technical know-how and networks that may be drawn upon to strengthen actions. The partnership currently primarily includes the World Bank, UNDP and the CEPF to attain Program targets. Central program co-ordination will therefore remain lean, with execution primarily being the responsibility of technically competent and resourced executing agencies.

Program co-ordination: The program will be characterized by strategic program co-ordination, provided by the National Botanical Institute to support executing agencies to attain project targets.

Financial management and procurement: The financial management capacity of the key executing agencies is regarded as sound, but a proper evaluation will be undertaken prior to Appraisal, and if need be, a financial management strengthening plan will be developed. The NBI's financial management systems will be carefully evaluated since they will be the recipient of the full size grant. Similarly, procurement capacities will be evaluated and strengthened, if need be, for the NBI.

### **Previous GEF support**

In 1998, the GEF provided US\$12.3 million in funding through the World Bank for the Project: Cape Peninsula Biodiversity Conservation Project (CPBCP). The Project provided funding to strengthen management of and extend the globally significant Cape Peninsula National Park (CPNP), to part-capitalize an environmental Trust Fund, the Table Mountain Fund (TMF), and to prepare the CAPE 2000 Strategy. These respective interventions have all successfully attained their expected outcomes:

- ? Conservation operations in the CPNP have been successfully strengthened. The Park has been expanded to encompass previously unprotected and vulnerable ecological units. An intensive effort to control alien invasive plants has greatly reduced threats from infestation. Park planning systems have been systematically integrated into town planning frameworks and a locally relevant conservation education program has been developed. Recurrent management costs are now being partially recovered through institution of user fees. The systems developed provide tested and replicable models for other PAs in montane environments.
- ? The TMF was initially established with domestic contributions of US \$2 million to support the conservation of Table Mountain. The CPBCP provided funding (US \$5 million) to broaden the mandate of the fund to support small-medium scale community-based conservation actions throughout the CFR. To date it has funded or is funding over 40 projects. The TMF has established a reputation as a model Trust Fund, having developed significant project management capabilities.
- ? The Cape Action Plan for the Environment has provided the framework for more systematically coordinating the activities of government and non-government agencies within the conservation arena. Further, at a site level, a fine-scale conservation mapping exercise was completed in the Agulhas Plain - one of the most important refugia for lowland Cape fynbos vegetation globally.

The Cape Peninsula Biodiversity Conservation Project in essence constituted a pre-feasibility phase and substantial investment for a broader initiative to protect the entire CFR. The project has met key performance benchmarks. This success, attributed in large part to strong government commitment and stakeholder support, provides a strong assurance that further conservation measures intended to realise the CAPE 2000 vision have a high probability of success, both in terms of mitigating threats and engineering sustainability. These fundamentals provide the conditions necessary for further GEF support, as part of a larger package, to secure biodiversity conservation objectives within the CFR.

### **GEF support to C.A.P.E.**

In 2001, the GoSA approved a medium-term GEF Project Priority Framework, identifying strategic areas for GEF investment, needed to catalyse a broad spectrum of environmental management endeavours of high national priority. A key objective is to expand conservation activities to encompass whole ecological landscapes, focusing on biomes by seeking to “integrate conservation objectives into the productive sectors, strengthen land-use planning and monitoring functions, develop and support implementation of conservation models, establish new institutional and operational mechanisms, and establish new conservation partnerships bridging the public and private sectors”<sup>15</sup>. The CFR was identified as a top priority for GEF intervention, to secure these intended outcomes.

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<sup>15</sup> GEF Medium-Term Project Priority Framework 2000 [Para 2.11]



The GEF would provide phased support for the implementation C.A.P.E, to create systemic, institutional and individual capacities and pilot and adapt innovative conservation approaches to create a platform for sustainable biodiversity management. GEF support is aimed at integrating and mainstreaming biodiversity objectives in the sustainable development framework for the area, building on the exceptional progress already made by South Africa. The proposed interventions are consistent with GEF operational principles and satisfy all key eligibility criteria, including country-drivenness, conformity with operational programs and therefore with CBD guidance, incremental cost, and co-ordination with other national development activities. By cultivating increased country ownership and commitment to longer-term frameworks for sustainable development and biodiversity conservation, GEF investment will improve the capacities and scope for catalyzing and sustaining action, and assure cost-effectiveness, replication and innovation. C.A.P.E. constitutes an unparalleled opportunity to protect an entire floral kingdom, and to test cutting edge conservation approaches, across the productive sectors, with strong stakeholder involvement. GEF support to the initiative would provide important lessons and best practices for other bioregional scale conservation initiatives, particularly in Mediterranean type, dryland environments.

The design parameters for this approach reflect policy guidance supplied by the GEF Executive Council in May 2001, following review and endorsement of the policy on Programmatic Approaches<sup>16</sup>.

Phasing: GEF investment will be requested in two phases (of approximately six years each), with distinct objectives, aligned to the phased approach adopted by South Africa for the C.A.P.E Program. The proportion of co-financing to GEF funding will be progressively increased in each phase, as biodiversity conservation objectives are successfully mainstreamed in the development agenda, engendering long-term financial sustainability; Activities in Phase 1 will contribute substantively to national efforts to strengthen the overall management framework, through building necessary capacities at the systemic, institutional and individual levels and testing conservation approaches. Activities in Phase 2 will seek to enhance lessons learned from implementation and refine management activities across the CFR and to consolidate and deepen conservation impacts. The strategy will allow management systems to be progressively adapted to improve results, and accommodate emergent best practice for different ecological/ social contexts; Interventions are being designed with a clear exit strategy in mind, to ensure sustainability; activities in Phase 3 of C.A.P.E would be nationally funded. The Project has been designed to ensure that Phase 1 activities can be concluded if need be without further GEF investment. Whilst further GEF investment in subsequent phases will be required for full C.A.P.E. Program implementation, Phase 1 activities will require a level of maintenance support that is well within the anticipated capacities of the national executing agencies - thus assuring sustainability.

Performance: GEF funding for Phase 2 of C.A.P.E. will be predicated on the realisation of a series of trigger indicators; funding will be closely tied to institutional delivery and program performance of Phase 1 initiatives, which will be subject to an independent evaluation. The strength of stakeholder commitments will be tested through funding arrangements and policy/ program reform;

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<sup>16</sup> The GEF investment in C.A.P.E. through this Project is consistent with the design elements of GEF Council Paper, GEF/C.17.Inf.11" the GEF Programmatic Approach: Current Understandings". In particular, the Project is consistent with the following design aspects of a program framework:

- (a) provision of information on the enabling environment, including critical policy environment, legal and institutional arrangements and in-country capacity;
- (b) agreed goals, objectives, milestones and indicators of outcomes/impacts for each phase of the Project, with specific details for the phase seeking approval;
- (c) development of a learning and adaptive management system, including monitoring and evaluation plans, with specific details for the phase seeking approval;
- (d) provision of a financing plan for the entire program including the envelope of request from the GEF, the main partners and their contributions (including the country). As a minimum the details of the first phase should be clearly spelt out and the co-financing arrangements secure.

Strategic priorities: Interventions are aligned with new GEF Strategic Priorities, including for strengthening the national system of protected areas, and mainstreaming biodiversity in production landscapes.

GEF support to Phase 1 of the C.A.P.E. Project will be channelled through three complementary interventions:<sup>17</sup>

- ? Mainstreaming Biodiversity Objectives in the Cape Floristic Region [Phase I/II]
- ? C.A.P.E.: Agulhas Biodiversity Initiative [Phase I]
- ? Critical Ecosystem Partnership Fund (CEPF) [Phase I]

A summary of these respective initiatives for Phase 1, and a description of their respective complementarities, within the ambit of the national C.A.P.E. Program, is provided below:

### **C.A.P.E.: Biodiversity Conservation and Sustainable Development in the CFR Ecoregion**

**Funding:** GEF US\$ 11 million/ Co-Financing US\$ 28.51 million  
**GEF IA:** World Bank (lead) and UNDP  
**Executing Agency:** National Botanical Institute (NBI)  
**Duration:** Six Years

Brief description: The primary objective of the Project is to mainstream biodiversity in production systems at a bioregional scale. The initiative was approved as part of the GEF Pipeline in 2002 when a PDF B grant of US \$320,000 was made available to facilitate the preparation stage. A funding application for GEF work program approval is being submitted to the May 2003 GEF Council meeting. The Project is designed to establish the overall enabling environment for conservation efforts in the CFR across national, provincial and other jurisdictional boundaries. GEF support to the Project is intended to catalyse innovative, cost-effective and replicable approaches to conservation in different ecosystems and social landscapes. The GEF would provide funding for Project co-ordination and key technical support in the areas of knowledge management, capacity building, monitoring, policy development, detailed planning and conservation education. Collectively, these interventions will provide a co-ordinated framework for conservation investments, ensuring effective Project delivery and optimising benefits. The Project will be delivered over two phases, with different objectives. Phase 1 will create the enabling environment, and pilot innovative conservation methods:

- ? Develop public-private sector models for management of conservation estates
- ? Incorporate another 4,800 square kilometres into the conservation estate on a sustainable basis
- ? Supporting program management, monitoring, evaluation and communications functions
- ? Building capacities by developing a knowledge-management system geared to the specific needs of different end users, and creating platforms for multi-stakeholder participation in conservation activities
- ? Supporting broad-based conservation education in schools and vocational learning centres
- ? Advancing the development of sustainable livelihoods by developing and testing new systems including codes of conduct and certification measures to lessen the impacts of business activities on biodiversity
- ? Evaluating and piloting market-based mechanisms to complement traditional management
- ? Establishing and consolidating protected areas to reach a 20-year conservation target for the CFR. GEF funding will support park planning and implementing management systems
- ? Undertaking fine-scale conservation planning, to determine conservation priorities in threatened ecosystems as needed to catalyse long-term investment and build capacities within municipalities, in priority areas, for integrating biodiversity in landuse decision-making
- ? Integrating biodiversity concerns into fire management and watershed and estuarine management

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<sup>17</sup> Of these, one is currently underway: 1] Critical Ecosystem Partnership Fund.

Subject to the success of the various GEF interventions, The GoSA would lodge an application for GEF support to Phase 1, under this Program (see Table 1 for activities). Triggers for moving from Phase 1 to Phase 2 will be:

- ? 4,000 square kilometres of the CFR brought under protected area management
- ? Additional protected areas to include three terrestrial sites, two estuaries, two rivers and six formally fragmented landscapes
- ? All new protected areas characterized by functional management systems and adequate financial resources
- ? Market-based mechanisms designed and piloted

**Complementarity:** The Project will ensure that key interventions in the CFR are delivered on schedule and that financial and technical resources dedicated towards conservation efforts are efficiently managed and effectively targeted to maximise impact. The key Project components discussed above are critical to the conservation of the CFR and are not being undertaken through other GEF interventions or funding arrangements. The C.A.P.E. Program has already mobilised and motivated a substantial number of partners to begin implementation of key activities using local resources and innovation. The Project will ensure that lessons emerging from the CPBCP and C.A.P.E.: Agulhas Biodiversity Initiative are systematically applied across the CFR planning domain. Protected Area demonstrations will complement the models already established for montane ecosystems (CPBCP) and being established for lowlands (under the C.A.P.E.: Agulhas Biodiversity Initiative), by focusing on forests, estuarine, coastal and marine environments.

#### **C.A.P.E.: Agulhas Biodiversity Initiative**

<b>Funding:</b>	GEF US \$3 million/ Co-Financing US \$8 million
<b>GEF IA:</b>	UNDP
<b>Executing Agency:</b>	South African National Parks
<b>Duration:</b>	Five Years

**Brief description:** This initiative was approved as part of the GEF Pipeline in 2001, when a PDF B grant of US\$ 78,550 was made available for project preparation. A funding application for work program approval is being submitted to the May 2003 GEF Council meeting, concurrently with the Program entitled C.A.P.E.: Biodiversity Conservation and Sustainable Development Project. The project will protect one of the largest extant areas of lowland fynbos in the CFR: the Agulhas Plain. The Plain has been mapped at fine-scale, with CPBCP funding, a process that identified priority sites for biodiversity conservation. Activities would facilitate conservation in productive landscapes:

- ? Operationalising a new Protected Area representing dryland environments, Agulhas National Park, and outlying protected sites under contractual agreements with private landowners. The initiative will pilot GoSA policies aimed at establishing Contractual Parks on private lands, installing the institutional arrangements, planning, monitoring and other PA management tools, and incentives that may be applied later both in the CFR and nationally
- ? Developing institutional models and capacities to facilitate multi-stakeholder and inter-sectoral collaboration and public-private partnerships at a local level, on a pilot basis. The model will be tested and adapted, for eventual replication under Phase 2 of C.A.P.E.
- ? Developing knowhow, testing management arrangements for and optimising benefits from the sustainable utilisation of wild fynbos, as a demonstration for C.A.P.E.
- ? Testing effective means for mainstreaming biodiversity management objectives into the local tourism industry, to inform tourism development activities under C.A.P.E.; and
- ? Establishing critical know-how for the restoration of degraded lands.

The Project has been designed with a time budget of five years. This will allow for best practices to be codified in management arrangements to be spearheaded in C.A.P.E. Phase 2, which will be developed in year six.

**Complementarity:** The primary objective is to develop new PA management models, mainstreamed into the productive landscape to catalyse long-term sustainability both within the CFR's PA network, and nationally. C.A.P.E.: Agulhas Biodiversity Initiative has been designed as a fast track project, intended to test a host of initiatives planned under the national C.A.P.E. Program over 20 years, at a sub-regional level within a time span of 5 years. The long-term objective of the GoSA and C.A.P.E. is to decentralize conservation management as far as possible to the sub-regional level. ABI will provide a model and toolkit to facilitate this process. Unlike other sites, the Agulhas Plain is in a high state of readiness for successful conservation intervention (following fine-scale planning and intensive stakeholder engagement under the CPBCP). The site thus provides an ideal venue for testing and adapting conservation models to be spearheaded throughout the CFR, and thus to reduce risks and enhance cost-effectiveness of interventions. The initiative has been designed to inform the design and implementation of C.A.P.E.. In addition, ABI will demonstrate: one, a model for management of PAs in CFR lowlands, complementing the model for montane ecosystems, already provided by the CPBCP; two, the efficacy of new institutional arrangements, linking protected areas, contractual parks and surrounding productive landscapes, and anchored by an integrated extension service; three, tested management models for sustainable wild fynbos harvesting and tourism. Close programmatic linkages with other GEF activities in the CFR have been developed during preparation. These will be maintained during implementation, to facilitate the continued transfer of key lessons.

### **Critical Ecosystem Partnership Fund for the CFR (CEPF)**

**Funding:** GEF US\$ 1.5 million/ Co-Financing US\$ 4.5 million  
**GEF IA:** World Bank  
**Executing Agency:** Conservation International

**Brief description:** CEPF funding for the CFR was approved in December 2001 by the CEPF Donor Council. An Ecosystem Profile has been prepared, defining the strategic niche and value added of CEPF activities in light of other planned interventions, funded by the GEF, GoSA and other sources. Funding is available for the following activities:

- ? Supporting civil society involvement in the establishment of community managed protected areas (such as conservancies) and management of biological corridors in the Cederberg, Gouritz and Baviaanskloof areas
- ? Promoting partnerships between communities and private enterprises for conservation
- ? Building capacity for conservation work amongst civil society organisations in the region, enabling them to participate meaningfully in new conservation partnerships with public institutions, parastatals and other organisations

**Complementarity:** CEPF is funding conservation initiatives led by civil society organisations. Investments are being carefully targeted to avoid any duplication of effort with other GEF activities and maximise synergies with the said activities. Efforts are focused on organising and building capacities within civil society to implement conservation activities, taking a 'learning by doing' approach. The objective is to equip communities with core capacities and know-how that will enable them to collaborate as equal partners on larger conservation initiatives, initiated through C.A.P.E. in Cedarberg, Gouritz and Baviaanskloof. The lack of individual and institutional capacities at the community level currently handicaps effective community involvement in larger conservation interventions. CEPF funding is intended to provide a flexible and rapid funding mechanism to address immediate threats to biodiversity, where prospects for success are high, and to augment long term funding windows. CEPF provides funding for initial planning, stakeholder organisation and advocacy, to create conditions necessary for the success of larger long-term investments planned in the CFR.

### **Implementation and co-ordination arrangements**

GEF activities will be jointly implemented by the World Bank and UNDP, expanding the range of technical competencies, experience and technical networks available to beneficiaries. The two agencies have closely collaborated in supporting preparation of the various C.A.P.E. activities under the terms of a Memorandum of Understanding. The World Bank is the GEF Implementing Agency for

CEPF. The World Bank will assume overall responsibility for managing the C.A.P.E.: Biodiversity Conservation and Sustainable Development in the CFR Ecoregion Program. UNDP will be responsible for implementing the institutional capacity building and conservation education components of this project. UNDP will serve as the Implementing Agency for the C.A.P.E.: Agulhas Biodiversity Initiative. This Project will broadly be implemented and co-ordinated as follows:

- ? An annual work program will be developed by the C.A.P.E. Co-ordinator in co-operation with the key executing agents. It will contain the key deliverables/ targets, the program budget, and responsibilities for execution and sources of funding. The work program will be approved by the C.A.P.E. Implementation Committee (technical committee comprising of key execution agencies) and C.A.P.E. Co-ordination Committee (heads of executing agency).
- ? A funder round table comprising of the UNDP, World Bank and all other program funders will be convened once a year to approve the work program.
- ? Every six months the UNDP and the World Bank will undertake supervision missions for those components of the Project for which they are responsible for supervising. The recipient will be responsible for preparing six monthly progress reports and activity plans.
- ? Disbursement of grant funds will be the responsibility of each Implementing Agency and Project and Special accounts will be opened by the recipient, for the receipt and use of project funds.
- ? A Mid-term review will be held at which significant Project adjustments will be considered by the UNDP and the World Bank.
- ? Annual audits will be provided by the recipient. In year five, the next application to the GEF is likely to be prepared for C.A.P.E. under the Biodiversity Conservation and Sustainable Development Project. It will be supported by an independent technical and financial evaluation of the success of the Project. It will design the next phase of GEF support with an increased role identified for the private sector.
- ? UNDP/World Bank/SANParks will develop mechanisms to systematically disseminate information and lessons from ABI to the NBI and other executing agencies, for application throughout the CFR.

## Attachment 1: Summary matrix

CATEGORY	DESCRIPTION OF GEF ACTIVITIES	C.A.P.E.	ABI	CEPF	TARGETED
<b>A. ENABLING POLICY/ INSTITUTIONAL ENVIRONMENT</b>					
A.i Program Management	Activity co-ordination, reporting, integrated monitoring and evaluation systems, performance management training, Program development	×			C.A.P.E.: CFF
A.ii Information Management	Environmental Information Systems	×			C.A.P.E.: CFF
A.iii Systemic Capacities	Policy integration	×			C.A.P.E.: CFF
A.iv Institutional Framework	Programmatic integration and institutional co-ordination at the sub-regional level; capacity building		×		ABI: Sub Reg
A.v Conservation education Systemic Co-ordination Informal Education	Communication, materials development, capacity building, community facilitation	×	×		C.A.P.E.: CFF ABI: Agulhas
A. vi Civil society participation	Advocacy, institutional strengthening			×	CEPF: facilitat
A. vii Market-based instruments	New market-based instruments developed for conservation	×			
<b>B. CONSERVATION OF LARGE HABITAT BLOCKS</b>					
B.i Protected Areas Mountains Lowlands (drylands) Lowlands (forests) Freshwater Estuarine Coastal/ Marine	Establishment and consolidation Fine-scale planning, legal incorporation, development of PA business plans, performance management systems, ecological surveys	×		×	C.A.P.E.: Ced Coast MPA. Gouritz: Phase CEPF will fina Cedarberg, Go ABI: Agulhas
B.ii Protected Areas Contractual Reserve Conservancies Community Reserve Private Sector (Eskom) Biosphere Reserve	Private Lands/ Communal Lands Institutional arrangements, legal incorporation, development of business plans, technical assistance, to develop and adapt PA operations, strengthen supervisory functions, capacity building for landowners and communities to manage contractual and community reserves, zoning	×	×	×	C.A.P.E.: Kog  ABI: Elim Contractual P Fynbos Conse
<b>C. CONSERVATION OF SMALL HABITAT BLOCKS</b>					
C.i Site Prioritisation Lowland fynbos (drylands) Lowlands (forests) Coastal Renosterveld	Fine-scale conservation planning, conservation plans and guidelines	×	×		C.A.P.E.: Up Plateau, Nortl Biosphere Res TMF: Overber National Park
C.ii Landscape Level Management	Integrated extension services, contractual and management agreements, On farm conservation planning		×		ABI will fur conservation n
C.iii Mainstreaming biodiversity in	Integrate conservation planning into spatial	×	×		C.A.P.E.

CATEGORY	DESCRIPTION OF GEF ACTIVITIES	C.A.P.E.	ABI	CEPF	TARGETED
land-use planning	planning, strengthen land-use regulations, capacity building for municipalities				ABI: Agulhas
C. iv. Urban planning	Spatial planning				TMF: Port Eli
<b>D. LAND/ WATERSHED DEGRADATION</b>					
D.i Restoration Drylands (disused farm lands) Wetlands Renosterveld	Pilot activities, to acquire know-how for ecological restoration in degraded areas		×		C.A.P.E. will s
<i>D.ii Integrating biodiversity into watershed management</i>	Integrate conservation objectives into operations of Catchment Management Authorities	×			C.A.P.E.: O Fish/Tsitsikan
D.iii Estuarine Management	Participatory design and test a CFR estuarine management program	×			C.A.P.E. wil management Heuningness, t
<i>D.iv Fire Management</i>	Align baseline fire management system with biodiversity conservation objectives	×	×		
<i>D.v Fire Management</i>	Monitoring impacts of fire and piloting appropriate fire management regime, to curtail land degradation on drylands		×		
<i>D. vi Invasive Alien Species Management Systems</i>	Install monitoring and prediction systems, to facilitate/ target management controls, policies on alien clearing on contractual national parks, pilot novel alien clearing mechanisms	×	×		
D. vii Invasive Alien Species Bio-control Integrated Pest Management Invasive Alien Fish	Pilot/ adapt new management measures to control alien invasive species, where know how is lacking, and threats are significant	×			C.A.P.E.: field TMF: experim
D. viii Invasive Alien Species Education/ Awareness	Systematize public awareness activities, promotional materials	×	×		
<b>E. SUSTAINABLE UTILISATION OF WILD RESOURCES</b>					
E.i Wild Fynbos	Determine sustainable offtake, management planning, certification, market efficiencies		×		
E.ii Coastal/ Marine Resources	Co-management arrangements, Pilot/ adapt spatial Management tools	×			
E.iii Tourism Management	Promotion	×	×		
E.iv Community-Based Natural Resource Management	Small grants for capacity building, advocacy, education, pilot management activities, legal support			×	
<b>F. ANCILLARY MANAGEMENT ACTIVITIES</b>					

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### Agulhas Biodiversity Initiative

#### Annex H: Project Categorisation Sheet

<b>Focal Area Categories</b>					
<b>Biodiversity</b>		<b>Climate Change</b>		<b>International Waters</b>	<b>Ozone Depletion</b>
Conservation		Energy conservation (prod./distribution)		Transboundary Analysis	Monitoring:
in situ	ex situ	ESCO's	Efficient Designs	Strat. Action Plan Development	ODS phase out (Production)
Sustainable Use		Solar:		Freshwater Basin	ODS Phase Out (Consumption)
Benefit-sharing		Biomass:		Marine Ecosystem	Other:
Agrobiodiversity		Wind:		Wetland Habitat	
Trust fund		Hydro:		Ship-based	
Ecotourism		Geothermal:		Toxic Contaminants	
Biosafety		Fuel cells:		GPA Demonstration	
Policy & Legislation		Methane recovery:		Fisheries Protection	
Buffer Zone Dev.		Other:		Global Support:	
<b>b. Categories of General Interest</b>					
Investment		Technical Assistance		Targeted Research	Land Degradation
Technology Transf.		Small Islands		Info/Awareness	Private Sector
<b>c. Community &amp; NGO Participation</b>					
<i>Involvement type</i>	project design	Implementation	info/awareness	consultation	
Elim	X	X	X	X	
Kassiesbaai,	X	X	X	X	
Buffeljags,	X	X	X	X	
Blompark,	X	X	X	X	
Molshoop	X	X	X	X	
Gansbaai	X	X	X	X	
township	X	X	X	X	
Bredasdorp	X	X	X	X	
Masekane	X	X	X	X	
FVCT	X	X	X	X	
BotSoc	X	X	X	X	
FFI					



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