

South Africa's Enabling Activity proposal has been revised in response to comments received from the GEF on 21 May, 2001.

1. The consultative process for Second National report to the CBD has been clarified as requested.
2. A letter of endorsement from the CBD Focal point is attached. Please note, the CBD focal point is Mr. Gert Willemse in the Department of Environmental Affairs and Tourism, not Mrs. C. du Preez in the same Ministry, as the CBD website mistakenly identifies.
3. The element related to Biosafety has been removed. However, the Government of South Africa is of the view that strategies for Biosafety are an integral part of BSAP formulation. In case South Africa decides to also participate in the UNEP/GEF Biosafety project, close coordination will be required between both projects.

**GLOBAL ENVIRONMENTAL FACILITY
ENABLING ACTIVITY PROPOSAL FOR BIODIVERSITY**

Country:	South Africa ¹
Project Title:	Development and Implementation of the National Biodiversity Strategy and Action Plan (BSAP) in South Africa.
GEF Focal Area:	Biodiversity – Enabling Activities
Country Eligibility:	Ratified the Convention on Biodiversity - November 1995
GEF Financing:	US\$ 409,200 (including \$100,000 additional EA funds)
Government Contribution:	US\$ 150,000
Co-Financing	US\$ 1,400,000 DANCED Support to Conservation Strategy US\$ 60,000 DANCED Support to Biodiversity Legislation
Estimated Total Budget:	US\$ 2,019,200
GEF Implementing Agency:	UNDP
National Executing Agency:	Directorate: Biodiversity Management: Department of Environmental Affairs and Tourism.
GEF Operational Focal Point:	Director General, Department of Environmental Affairs and Tourism.
CHM Focal Point:	G Willemse, Department of Environmental Affairs and Tourism.
Convention on Biological Diversity Focal Point:	Directorate: Biodiversity Management; Department of Environmental Affairs & Tourism
Estimated Starting Date:	July 2001.
Duration of Project:	15 months

Project Summary. This Biodiversity Enabling Activity for South Africa assists DEAT in developing a National Biodiversity Strategy and Action Plan (BSAP). The BSAP will build on and reinforce other existing national policies, particularly the White Paper on the Conservation and Sustainable use of South Africa's Biological Diversity (1997) setting out the National Biodiversity Policy. The project adds to previous support allowing South Africa to participate in the Clearing House Mechanism of CBD, and in assisting the preparation of the first country Report to the Conference of Parties (COP), which totaled 38,800\$. Development of the BSAP will cost US\$ 297,223 and assessment of capacity building needs and a country driven CHM project will cost \$100,000. The BSAP draws on best practice from earlier BSAP processes and on recent guidance for BSAPs from both GEF and the COP to CBD. The Government of South Africa and UNDP/GEF are satisfied this proposal conforms with the initial GEF Operational Criteria for Enabling Activities as well as the criteria for additional funding of Enabling Activities.

¹ Note South Africa earlier obtained limited BSAP support for the First National Report to CBD and for the Clearing House Mechanism (total \$ 38,880).

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Acronyms and Abbreviations

BD	Biodiversity
BRG	Biodiversity Reference Group
BSAP	Biodiversity Strategy and Action Plan
BPSP	Biodiversity Planning Support Programme
CHM	Clearing House Mechanism
COP for CBD	Conference of Parties (for Convention on Biological Diversity)
DEAT	Department of Environment and Tourism
GEF	Global Environment Facility
Min-MEC	Minister & Members (Environment) of Provincial Executive Council
Min-Tech	Technical Committee of Min-Mec
GoRSA	Government of Republic of South Africa
NPC	National Project Co-ordinator
NPM	National Project Manager
PMT	Project Management Team
SC	Steering Committee
TTF	Thematic Task Forces
UNDP	United Nations Development Programme
White Paper	White Paper on Conservation and Sustainable Use of South Africa's Biological Diversity

Background/ Context to a Biodiversity Strategy and Action Plan

1. *Biodiversity Overview and Global Importance:* South Africa ranks as the third most biologically diverse country in the world, and as such is of major global importance for biodiversity conservation. South Africa is the only country on earth to have within its national confines an entire plant Kingdom. This Cape Floral Kingdom is one of just six kingdoms in the world. As a result almost a third of the world's succulent plant species are restricted to South Africa. Marine, forest, desert and grassland ecosystems have equal richness. This global importance is highlighted by the designation of three World Natural Heritage Sites (Greater St Lucia Wetlands Park, Cape Peninsula National Park, Maloti Drakensberg Mountains), several Ramsar wetland sites (16 and increasing) and several Biosphere Reserves. Many sites have trans-boundary conservation significance.

South Africa's biological diversity is mostly attributable to its extraordinary plant richness consisting of some 18 000 vascular plant species of which 80% occur nowhere else in the world. These species exist within 67 vegetation types in seven major biomes, many of which are unique to South Africa. Analyses of endemism indicate ten separate centres of endemism, three of which are recognised as global hotspots. In addition to the varied plant life, an estimated 5.8% of the mammal species, 8% of bird species 4.6% of reptile species, 16% of the total numbers of marine fish species, and 5.5% of the worlds described insect species are found within South Africa. South Africa is therefore in the top 20 countries in the world with respect to endemic species and in the top five countries in Africa for most taxa.

2. *Biodiversity Status:* The natural ecosystems within South Africa have been under threat due to human activity. With the increased pace of development, natural habitats are under constant threats largely by mining, afforestation, urban developments and agriculture. The change in the land tenure strategy of South Africa is also placing additional pressure on the available natural resources through the expected changes in water use and agricultural changes. The increase of overall development could also lead to an increase in industrial pollution.

Plant and animal species are over-utilised for both commercial and subsistence use. Already between 14 and 37% of plant, bird, reptile, amphibian, mammal and butterfly species are listed as threatened in the South African Red Data Books. In CITES terms – South Africa has seven animal and 40 plant species on Schedule 1, and 165 animals and 983 plant species on Schedule 2. Alien invasive species (both plant and animals – over fifty taxa are recognised as important problems) are placing increasing stress on natural communities and the species they contain. Only 5.52 % of the country is proclaimed officially as protected area, most of that in a single PA - the Kruger National Park. Protected Area (PA) development has been ad-hoc with no conservation systems plan in place.

Changing patterns of land ownership, tenure and land use are of potential concern, given the need for land and agriculture to continue to be the mainstay of rural development and poverty alleviation. Root causes of these patterns of biodiversity loss and degradation are discussed below. Whilst poverty linked to population pressure exerts basic influence, other factors of inadequate awareness, the need for stronger enabling and empowering environments through policy and incentives processes, and a greater integration of biodiversity into mainstream development etc are of importance.

3. *Social/Cultural/Economic/Political Issues:* Over half of the population is considered to be below the poverty line², in both rural areas (53%) and urban townships. Much of the population depends on wild biodiversity for subsistence purposes. This is seen as leading to over utilisation of natural resources like

² This statistic is based on those living on a daily income of below \$2.4 per day.

firewood for domestic energy production, medicinal plants and grazing lands. There is therefore a real need for the protection of natural resources such as medicinal plants and the development of sustainable use strategies. The increased tourism trade, whilst it can be a major entry point for incentives to conserve resources, when unplanned it can also place additional stresses on the traditional knowledge of the resources it wishes to support. Biodiversity dependence has led to a strong body of traditional knowledge on the management of these resources.

Sustainable development initiatives for local communities are being developed and programmes are being implemented in various provinces in South Africa. These initiatives are often built around the improved use of natural resources. Poverty Alleviation processes are increasingly linked to environment and biodiversity initiatives such as the Working for Water programme and Land Care programmes. Community Based Natural Resource Management programmes are growing, and have influenced many local policy initiatives such as where new land claims on designated protected areas have resulted in communities maintaining natural ecosystems for resource conservation. Contracted conservation is increasing, eg the Richtersveld NP.

The Cape Conservation Strategy (supported through GEF assistance) has demonstrated how biodiversity conservation can be integrated into mainstream development planning. Government's commitment to development is illustrated through the "Spatial Development Initiatives" programme, some of which anchor rural development on natural resource based eco-tourism (eg the Wild Coast and Lubombo -Saint Lucia).

South Africa is a signatory to the World Trade Organisation and policies fostering liberalisation have implications for both bio-safety and alien invasive species.

4. *Institutions/Regulations*: Institutional arrangements for environmental protection emanate from the Constitution³. After the Bill of Rights (2 – 24) that gives the right to a non-harmful environment that is protected for present and future generations, the Constitution has two sections that direct the institutional basis of environmental management. Section 3 provides for co-operative government (both vertically from Central to Provincial and local governments, and horizontally between sectors). The CEC (Committee for Environment coordination) is a mechanism to ensure co-operation. Section 4 provides for institutional competence at both Central and Provincial level, and for coordination between levels. "Min-Mec" and "Min-Tech" are mechanisms to ensure this competence is coordinated.

Most biodiversity regulatory functions are therefore assigned to the nine provinces. Without adequate technical and co-ordination processes this leads to a fragmented environmental protection effort. The past system of legislation was also fragmented with respect to biodiversity between a great range of different institutions. The National White Paper on Biodiversity (see below) addressed these issues at policy level, and the new framework legislation: the National Environmental Management Act (NEMA) is now incorporating a chapter on Biodiversity (with DANCED – co-financing).

Earlier sections stressed that much of South Africa's biodiversity resources cross borders to neighbouring countries. Several Trans-Frontier Conservation Areas are in place to support this (eg Kgaligadi, Lubombo). Overall co-ordination of the environmental sector is entrusted to the Department of Environment and Tourism⁴. Two Statutory Bodies – the South African National Parks, and the National Botanical Institute assist the Department in its mandate. The development of the National Biodiversity Strategy and Action Plan (BSAP) to provide for the efficient implementation of the Policy on Biodiversity is therefore a matter of urgency.

3 The Constitution of the Republic of South Africa. Act 108 of 1996.

4 The Department has the status and size of a full Ministry in comparison to other countries in the region .

5. *Project Context:* The preparation of the White Paper on *The Conservation and Sustainable Use of South Africa's Biodiversity* (financed by DANCED in 1995-6, \$150 000) was published as official government policy in July 1997. This document provides policy directions and embraces the objectives of the Convention on Biological Diversity. The White Paper is not a strategy and action plan, but a broad policy document. The White Paper has six objectives. The first three follow the principal objectives of the CBD: Conservation of biodiversity; Sustainable use; and Benefit sharing. The last three objectives are process based, dealing with institutions, research etc.

6. Co-financing for the Biodiversity Strategy and Action Plan comes from two main sources.

- Ongoing Government activities in many fields related to biodiversity, including biodiversity legislation and conservation planning.
- DANCED is to finance implementation of priority elements of the White Paper, including part financing of the formulation and implementation of the Conservation Strategy, and the addition to NEMA.

In addition to this formal co-financing, other initiatives will provide inputs. The Regional Biodiversity Support Programme for SADC (A GEF-UNDP Project) will provide support for regional linkages emanating from the BSAP. Lessons learned in the strategic planning process will come from the GEF – World Bank Western Cape “Cape Floral Kingdom Strategy and Action Plan” which has just been completed. Many NGOs have an active biodiversity programme in South Africa, eg IUCN (SA) and WWF (SA) both of whom fund and implement a broad range of biodiversity conservation processes

Project Objectives and Short Description: Main BSAP

7. The principal objective of this enabling activity is to assist South Africa to develop and implement its BSAP and to undertake consultations for its second national report to the CBD. Guidance for this comes from the DEAT Concept Paper for the BSAP (October 2000). The project will identify priority actions, role players, and set targets and milestones for implementation of the actions to conserve and sustainably use biodiversity. The BSAP process will assess financing needs and present funding inputs, and would target sustainable financing possibilities. This includes the use of incentives to encourage implementation of identified actions. The BSAP would recommend mechanisms for coordination, facilitation and capacity development of the many actors involved in biodiversity activities, and the development of a framework for the monitoring & evaluation of implementation. The DEAT Concept Paper specifies key expectations from the BSAP:

- It will set out medium range (5-10 years) strategies with respect to biodiversity management.
- It will translate policy objectives into actions with timeframes, as well as address gaps in the Biodiversity Policy White Paper.
- It will enable DEAT to develop a coherent portfolio of biodiversity programmes and projects including prioritisation of GEF funding inputs.
- It will be a tool for DEAT to effectively co-ordinate, monitor and evaluate biodiversity actions.
- It will be a tool for DEAT to strategically mobilize and deploy resources with respect to biodiversity management e.g. donor funding for biodiversity management.
- It will inform capacity development needs with respect to biodiversity management.
- It will clarify roles of stakeholders e.g. national government departments, provincial government department, statutory bodies, research institutions, universities and non-government organizations.”

8. BSAP project activities will follow an integrated, multi sectoral and participatory approach. Participants will include civil society and the private sector, as well as central and decentralised government agencies, academia and the research community. Activities will be co-ordinated via the Reference Group on Biodiversity and Conservation. This group reports through MinTech to MinMec the statutory bodies that

provide for provincial and national environment government departments to co-ordinate their activities at technical and political level respectively. The Committee for Environmental Coordination (CEC) – a statutory body constituted under the National Environmental Management Act (NEMA) and which consists of national, provincial government departments as well as statutory bodies which have environmental responsibility, will be consulted and informed of the progress of the project at milestone points.

The Government of South Africa and UNDP/GEF are satisfied this proposal conforms with both the initial GEF Operational Criteria for Enabling Activities as well as the criteria for additional funding of Enabling Activities.

At the suggestion of the GEF, South Africa will consider participating in the UNEP/GEF Biosafety Programme in order to assess capacity building needs and develop broad national strategies and action plans for Biosafety. South Africa's potential participation in the UNEP Biosafety Project must be coordinated closely with BSAP formulation since Biosafety is a central part of the BSAP.

9. Part 1: Components of the BSAP. Following best practice guidelines developed over the past years, drawing on experiences with BSAPs in other countries, the South African BSAP has a set of activities under each of the three main components of BSAP activity: Inventory and stock-taking; Option analysis and priority setting; and the development of the strategy and action plan.

Previous Enabling Activities in South Africa resulted in :

- The completion and submission of the First Country Report to CBD.
- The establishment of the Clearing House Mechanism (CHM). The Clearing House Focal Point is Dr. Gert Willems, Biodiversity Management Directorate, in the Department of Environment and Tourism, and the computer facility is in place and in use.

This additional request (combining both first and second stage support) does not duplicate these past efforts.

10. Inventory and Stocktaking. Whilst South Africa has assembled much material on the biological status of her biodiversity and must be considered a scientific leader in such biodiversity assessment in southern Africa, there are many gaps in the socio-economic assessment of the threats facing biodiversity. This is especially true given the rapid pattern of change facing South Africa in this period of political and social transformation. Government's commitment to poverty alleviation, the need for structured reform of land tenure and ownership are all likely to have consequences for biodiversity. Issues that will be included in this stocktaking process are:

- ◆ Incentives measures, of use at private sector, landowners and community levels
- ◆ Case-history practice of equitable benefit sharing mechanisms
- ◆ Indigenous knowledge and practices
- ◆ Examples of effective co-ordination and facilitation mechanisms
- ◆ Examples of decentralised land-use practices compatible with biodiversity conservation
- ◆ Agro-biodiversity initiatives
- ◆ Examples of sustainable-use practices in different ecosystems

In addition a number of these themes will be analysed in more detail in terms of assessment of capacity building needs for South Africa to fulfil more adequately her national and global obligations.

11. Identification of options. The official government policy on biodiversity has assessed several broad developmental options. Viable options, as spelled out in the Policy, are relatively detailed in terms of

conservation, and less detailed in terms of sustainable use of resources and sharing. These components will be further elaborated as to how the broad principles in the white paper are to be put into practice.

What is less clearly spelled out, is the policy option for institutional linkage both horizontally and vertically, and between government and South Africa's very influential private sector (formal and informal) and an increasingly important civil society. These policy options are very important and even more so in a country with an institutional arrangement such as South Africa. The roles of provincial and local governments, NGO's, the private sector, communities and various other stakeholders in the whole biodiversity process need further analysis.

Since 1994 South Africa has taken a number of important steps to preserve the environment and to ensure conservation of its biological resources. These milestone steps have included:

- The biodiversity policy – the 1997 White Paper.
- The start of specific biodiversity legislation (a chapter in NEMA).
- Cross-sectoral inclusion of biodiversity imperatives in national legislation e.g. Water Act, Genetically Modified Organisms Act.
- Integrated ecosystem-based conservation projects e.g. Cape Action Plan for the Environment (C.A.P.E.).

There are advanced discussions in the country to enact new legislation to regulate access to biodiversity resources, to protect resources, to protect local biodiversity from invading species, and to ensure safe usage of modern biotechnology as related to biodiversity resources. The Government of South Africa established the Department of Environment and Tourism (DEAT) and a coherent biodiversity policy has been formulated and approved by the Government.

12. Strategy and Action Plans For the development of the BSAP, the full amount of funding is requested for the following reasons:

- a. South Africa is made up of nine provinces, each with its own responsibility of implementing the national BSAP at provincial level. Further, the responsibility for biodiversity resides also with other national government departments and other stakeholders. It has also been two years since the publishing of the White Paper and many of the stakeholders have proactively implemented aspects of it. The strategies of the BSAP should reflect these practices and avoid duplication.
- b. South Africa has an extremely complex task of restructuring the current system of land tenure. The linkages to the restructuring process are crucial as this process could have a major impact on the future conservation and use of South Africa's biological diversity.
- c. The approval of the White Paper on the conservation and sustainable use of South Africa's Biological Diversity by Parliament has led to strong political backing for the policy objectives on Biodiversity. The next logical step in the process is the development of the BSAP with implementation strategies and actions with set goals, objectives and timeframes, using the official policy as the framework.

Strategies cover the range of Biodiversity issues, but with a more detailed focus on those issues prioritised in both the White Paper Policy and in this document - linking biodiversity to mainstream human development. Issues of sustainable use, incentives for involving commercial sectors and civil society are of major importance.

The Biodiversity Strategy and Action Business Plan (BSAP), will include details of time bound and costed actions with responsibilities for implementation, and a more detailed M and E framework for the whole BSAP

process. The BSAP will contain a framework in which all related issues are co-ordinated, and their implementation monitored. This will include for example the Protected Areas System Plan being supported as a part of the National Conservation Strategy with DANCED funding (co-financing to this GEF BSAP).

Second National Report: Consultations for the second national report will be undertaken at the outset of the project with relevant Ministries and NGOs, field agencies and community groups. Meetings will be held with key stakeholders and questionnaires based on the format recommended in COP decision V/19 will be disseminated. Consultations will be undertaken with the guidance of the Project Steering Committee. The second national report will be submitted to the Biodiversity Reference Group and then on to the MINMEC, MINTECH for endorsement prior to CBD submission.

13. Part 2: Proposal for Additional Funding of a Biodiversity Enabling Activity

Objectives for the Additional Funding relate to both of the main purposes of the additional funding, i.e.:

- assessment of capacity building needs and defining country specific priorities
- country-driven project related to CHM

Priorities for Assessing Capacity Building Needs

South Africa is organized into nine provinces. Biodiversity is of concern to all Provincial Governments. The project will assess the capacity building needs of both provincial and national level entities.

The Government of South Africa through the institutional processes of Min-Mech and Min-Tech has identified thematic priorities for assessing capacity building needs and defining country specific priorities. This was a participatory process and follows the framework and procedure developed during the preparation of the White Paper. In July 2000 a roundtable discussion from DEAT with key natural resource partners (Departments of Agriculture, Water, Forestry, Parks, Research Institutes, and NGOs via IUCN's NGO network) allowed prioritisation of capacity assessment needs. These were elaborated and confirmed by the MinMEC and MINTEC process. Though Biosafety has also been identified as a priority area, at the suggestion of the GEF, a separate request will be submitted to UNEP for participation in the GEF funded Biosafety Programme.

14. Assessment of capacity building needs for In-Situ Conservation of Biodiversity

Goal 1 of the Biodiversity White Paper discussed this theme, perhaps more comprehensively than other themes. The scope of this activity will be restricted to *in-situ* conservation, and will assess the capacity for conservation outside the formal protected areas. BSAP funding will allow add-on capacity discussions and linkages to the larger conservation process. This first priority is closely allied to the second priority on sustainable use, but is kept separate to show the linkage to the DANCED co-financing.

Following the publication of the Report of the "Board of Investigations into Institutional Arrangements for Nature Conservation in South Africa", major protected areas issues, including a review of the Protected Area System will be subject to a specific conservation strategy that will complement the NBSAP. DANCED co-financing will fund the development of this conservation strategy for PAs. GEF financing is requested for assessment of capacity building needs and strategies outside protected areas – linking to sustainable use strategies and incentives for conservation. Various mechanisms enhancing *in-situ* conservation of important components of biodiversity outside protected areas will have to be suggested where appropriate, e.g.:

- Legal measures
- Incentives measures
- Voluntary conservation schemes
- Cooperative management partnerships (e.g. biosphere reserves, contractual reserves)

15. Assessment of capacity building needs for Sustainable use of biodiversity and its components

There are various strategies in place relating to the utilisation of specific wild taxa that have been adopted, by MinMec or under discussion within the subsidiary structures of MinMec. Areas outside the formal PA system are of immediate concern. However, the extent of commercial and subsistence use of biodiversity in both the formal and informal sectors has not been adequately analysed, and thus is not well understood. There is a thriving international and domestic trade based on South Africa wild species (e.g. hunting, medicinal

species, game farming, pet trade). These sectors are regulated in a fragmented way, and therefore there is not a coherent mechanism for monitoring impacts on biodiversity in the wild. An audit and strategic analysis of the “biodiversity use” sector should be carried out to determine capacity building and strategic requirements.

This theme therefore would concern itself with the need for assessing capacity needs for coordination and integration of sustainable use activities with respect to domestic and international trade. It will assess capacity needs for ensuring sustainability of commonly used and traded wild species. Further it will assess capacity needs for ensuring the wider participation of South Africans, especially the previously disadvantaged communities, in wild life use and in the trade of indigenous species.

16. Capacity building needs for access to genetic resources and equitable sharing of benefits arising from use of biodiversity

A regulatory framework to implement the objectives of this theme is being put in place via the Law Reform process. In addition, there is a need to put in place strategies relating to commercialisation and benefaction of biodiversity. The strategies should facilitate that benefits, arising from benefaction and commercialisation to biodiversity accrue to South Africa and especially to holders of knowledge on biodiversity in knowledge institutions and at local level. It should outline strategies that enable economic development at local level. In particular, strategies should enable economic development at local level, capacity building, and technology transfer. The GEF funds will be used to assess the capacity needs for developing such strategies.

17. Methodologies to evaluate and mitigate specific threats to biodiversity – Alien Invasive Organisms

Alien invasive organisms present one of the biggest threats to biodiversity. The project would need to assess capacity building needs for the development of strategies relating to regulating introduction of alien invasive. Focus would be on both taxa with local level introductions and those with global level introductions. Secondly capacity will be needed to develop strategies that focus on control and eradication, as well as for effective mechanisms for regulation of introductions. Various mechanisms to effect these strategies could include legislation, incentive measures and partnerships, advocacy, research, capacity building and widening and strengthening of schemes such as Working for Water Project. It is also important that the project outline activities that will build capacity for regional collaboration.

19. Incentive Measures and other Cross-Cutting Issues

Some issues cut across the first five themes, and will have an underlying focus on the assessment of capacity for full implementation. Most important of these issues is that of Incentives Measures and Funding Mechanisms for the management of biodiversity management. This is important enough to warrant a separate focus. Capacity building needs related to the development of incentive measures and financing mechanisms will be assessed.

Other issues such as information management, monitoring and institutional interaction, also cut across the main themes. These areas are key to effective implementation of the NBSAP. The project will focus on these issues within each of the six main themes, and recommend strategies relating to overall capacity for implementation.

The issue of traditional knowledge is of importance to all sections of the BSAP – and especially so in dealing with sustainable use strategies and with conservation outside protected areas. Using traditional knowledge is a key component of non-fiscal incentives. These three themes will pay particular importance to the issue of traditional knowledge.

All of these issues are summarised in a table in Annex 5 and in the budget in Annex 2.

20. Completion of the CHM process

Additional funding is required to increase the value and operational efficiency of the CHM, including improved biodiversity information systems. Specifically, the proposal will link biodiversity actors in provinces and major sectors to the CHM node, and through interaction build a closer linkage in the exchange of biodiversity information. Major outputs are workshop proceedings that include protocols on information exchange and access. A more complete South African Biodiversity web-site will be an additional output.

21. Ongoing BSAP Initiatives in South Africa

In 1997, the DEAT requested assistance to the Global Environmental Facility (GEF) through UNDP, to draft the first Country Report to the Conference of Parties (COP). This was completed successfully in 1998. This was followed by additional support to the ClearingHouse Mechanism. The CHM unit is operational (but needs operational strengthening if it is to achieve success - see details above).

22. Coverage Without Duplication

The project will ensure participation of various Government agencies in the BSAP process. The BSAP will build on existing data to be compiled under the guidance of the planning team. Stocktaking activities will be undertaken as there is need to synthesize the existing information from biodiversity related projects. BSAP will fit and benefit from other past and ongoing activities and DEAT and the BSAP Steering Committee will ensure that there is no duplication of efforts with other GEF and donor funded efforts. Skills and expertise in botanical resources inventory, collection and management being developed through the GEF funded SABONET project. These will contribute to the BSAP, and there will be no duplication of activities.

23. Time Plan and Sequencing

The project will follow the sequence of activities envisaged in the CBD, taking note of what has been recommended in the WRI/IUCN/UNEP Guidelines with variations as appropriate, based on lessons learned from early country experiences around the world (eg Hagen 1998, Miller and Lanou, 1995, and the Biodiversity Planning Support Programme of UNDP - UNEP). Activities will start in March 2001 and will last for 15 months (Timeplan in Annex 1).

The BSAP will be implemented in a set of phases. The first phase of the Project will be assessment of organisational competencies and capacity required to achieve the goals of the White Paper and the Convention on Biological Diversity, and scanning of ongoing activities with respect to implementation of the White Paper. This scanning should cover ongoing activities at national, provincial, and local governments; parastatals; research institutions; non-governmental organisations and private sector. It should also glean views on possible strategies to ensure effective implementation of identified activities. Preliminary ideas on strategies on effective utilisation of existing capacity, financial and incentives mechanisms should be one of the outputs of this exercise.

The second phase of the project will consist of the first of the two national workshops. The first workshop will use as its basis, the results of the assessment and inventory exercises and will be a consultation process with all the interested and affected parties. This will include government representatives from relevant government departments, as well as the research community, the industrial sector, non-

governmental organisations and representatives from community groups.

The third phase of the Project will be the synthesis and analysis of the results of the assessment and inventory processes, through an options analysis process and the preparation of sub-strategies and action plans on conservation, sustainable use etc. The Provisions of the CBD will guide the emphasis here.

The fourth phase of the project will consist of the amalgamation of these component sections into a draft BSAP that will be disseminated to all relevant stakeholders in preparation of the second national workshop. New alternatives and options could be identified and developed in order to seek a consensus among the stakeholders prior to the finalisation of the details of the BSAP.

The final phase of the project will be the completion of the BSAP, submission for approval to MinMec.

25. Best Practice

The project will follow methodology recommended in the WRI/IUCN/UNEP's "Guidelines for Preparing National Biodiversity Strategies and Action Plans" (Miller and Lanou, 1995), and more recent guidance and advice from the UNDP – UNEP BPS, and UNDP BSAP Guidelines (Hagen 2000). The BSAP will prepare the grounds and identify priority needs of activities in the fields of biodiversity conservation, sustainable development, and benefit sharing to be carried out by subsequent projects. The nine criteria for best practices will be addressed. The project will seek for and ensure inputs from various sectors of the society, and it will practice a decentralized multi-sectoral approach to strategically plan the use and conservation of biodiversity resources.

The GEF budgetary resources required for the main BSAP process are detailed in Annex 2a. This excludes past funding for the CHM component and First Country Report. Overall funding including past expenditures and the Additional BSAP components are given in Annex 2b.

The Government counterpart contribution is substantial, but in kind, and includes the provision of accommodation and staff-time in DEAT (the Implementing Agency) as well as the services of personnel in the Steering Committee, Project Management Team and Task Forces, as well as support and input in the Provinces. This Government Contribution is estimated at some US\$150,000 over the 18-month project lifetime. Specific Co-Finance, agreed with donor and government partners comes from DANCED, who support the legal provisions of including a specific biodiversity chapter in the National Environment Management Act, and also support the GoRSA with developing a Conservation Strategy focusing on the Protected Area System.

26. Deviations from Criteria and Norms

The project does not deviate from the GEF enabling activity criteria and norms. Costs for preparing of the National Biodiversity Strategy and Action Plan (BSAP) are close to the upper limit of the permissible range because:

South Africa is a mega-biodiversity nation with values in all terrestrial and marine ecosystems.

South Africa, with its varied and complex resource tenure systems and ongoing process of political and social transformation has a diverse array of threats and constraints to the conservation and sustainable use of biodiversity.

The BSAP will require a demanding process toward the formulation and integration of biodiversity issues from the Provincial processes into ONE national strategy. This will require extensive public participation. Note that past processes such as the Biodiversity White Paper had such consultation that needs to be continued. These particular circumstances and responsibilities require careful analysis and integration into

the process.

27. Project Implementation, Institutional Framework and Process

The principal objective of this enabling activity is to assist South Africa, through the DEAT, in preparing a National Biodiversity Strategy and Action Plan (BSAP). Whilst this is a National Plan, it will have relevance to, and inputs from, the Provinces; including contact with the grass-roots communities. The BSAP will define the current status of, pressures on, options for, and priority action to ensure the conservation, sustainable use and equitable share of its biological diversity. The project will build on the existing knowledge base to elaborate the BSAP through a process of participatory planning and stakeholder consultations. This will enable South Africa to meet its obligation under the Convention on Biological Diversity (CBD). The BSAP will complement the White Paper on Biodiversity that is South Africa's Policy on Biodiversity, and was formulated under the supervision of DEAT.

The DEAT will be the Government Executing Agency with overall responsibility for the successful completion of the BSAP including responsibility of undertaking the actual project activity in accordance with the NEX guideline agreed with UNDP. DEAT is thus the lead Implementing Agency, albeit in partnership with other organisations.

The Government of the Republic of South Africa through DEAT will appoint a Project Steering Committee at the commencement of the project to supervise and provide overall direction and policy guidance to the BSAP project process. The Steering Committee reports to the Biodiversity Reference Group that is multi-stakeholder group of the MINMEC, MINTECH and CED processes.

Members of the Project Steering Committee (SC) will be heads of the three principal institutions involved with biodiversity issues – DEAT, South African National Parks Board and the National Botanical Institute. An organogram showing the relationships of the institutional stakeholders is given in Annex 1. A summary of the functions of the SC is given in Annex 2. DEAT will Chair the SC, and the Directorate of Biodiversity will act as Secretary to the SC.

The Steering Committee will identify and select the members of the BSAP Project Management Team (PMT) and the Thematic Task Forces on the basis of their biodiversity and project planning expertise. The Thematic Task Forces will represent the varied sectors, institutions and biodiversity resource users and represent the principal technical organs of the BSAP process. Task force members will represent their parent sectors, and will provide part-time input. They will not be salaried by the BSAP project. Task Force leaders will be paid honoraria and will be responsible for synthesising the output from their groups.

The PMT will be convened by the National Project Co-ordinator (NPC) who will be the Head of the Directorate of Biodiversity Management in DEAT. This post will not be salaried by the project, but is the link into the Implementing Agency DEAT. The NPC will report to the Steering Committee. Specific functions for these inputs are given in Annex 1. A National Project Manager, to be salaried by the BSAP project through DEAT, will be employed to provide administrative and technical control to the day to day working of the project. The NPM will report to the NPC.

A secretariat office for the project will be established in the DEAT. DEAT will assign relevant staff members as technical/administrative staff for the BSAP project. DEAT will provide office accommodation for the project activity.

The BSAP process will also involve different sectors of the society. This will be achieved by the

organisation of 2 National and 9 Provincial Workshops, as well as several smaller “technical thematic issue” based discussions. Task forces will include capacity assessment issues within additional funding component of the BSAP as well as major themes in the main BSAP process. Note that one Province Workshops will be organised for each Province of the country, as these constitute separate legislative entities with separate responsibilities for resource conservation. The Provinces correspond roughly to specific ecological zones and have distinctive land-use patterns, resource values and pressures on their biological resources.

Specialist consultants, well experienced in the relevant biodiversity issues may assist the Project Task Forces. Initial regional consultant expertise will review global best practice and provide assistance in familiarising the PMT at national level in biodiversity planning, implementation strategy development and drafting the BSAP. Short-term expertise will advise on database activity for the BSAP process, and on the use of incentives and environmental economics in biodiversity conservation and management.

The Project Management Team will review the WRI/IUCN/UNEP guidelines (Miller and Lanou, 1995), GEF documentation on BSAPs, new UNDP BSAP Guidelines (Hagen 1998) and lessons learned from other BSAP activities. This review will guide the preparation process for the South Africa BSAP, and ensure the application of best practice. The Planning Team will link with the new GEF supported Global Support Programme for Biodiversity Planning (GSPBP). UNDP will facilitate such linkage.

The PMT and Task Forces will then undertake the Stocktaking and Inventory component of the BSAP. This will entail the compilation and synthesis of existing information on the status of, and threats to the nation's biodiversity. This information, together with summaries of other natural resource activities in South Africa will be presented at the first national workshop. Consultant expertise will develop database formats for effective storage and analysis methodologies.

With support from the consultants, the PMT and Task Forces will conduct the first national workshop, which will draw together the full range of actors and stakeholders relevant to biodiversity, including representatives of Provinces and user groups. The workshop participants will analyse the results of the stocktaking and inventory to select objectives, identify key issues and options, as well as actors and priority areas for review. In conjunction with the first national workshop, consultants will provide familiarisation sessions in participatory methods, biodiversity analysis, and strategic planning techniques and dissemination techniques to the Planning Team.

Following the first national workshop, a detailed analysis of the issues and options will be carried out by the Project Team with the help of consultants. As part of this process, a series of localised stakeholder discussions will take place at provincial level. Workshops will bring together representatives from local communities and institutions, private sector and government agencies.

The results of the analysis and workshops will then be drawn together by the PT and a draft BSAP will be prepared. A second national workshop will invite comment on the initial analysis and draft BSAP. New alternatives and options will be identified and developed to seek consensus among the stakeholder prior to the finalisation of the details of the BSAP.

Upon approval by the project Steering Committee, and the Government of the Republic of South Africa, the BSAP will be disseminated widely within South Africa and reported on to the Secretariat for the Global Convention on Biological Diversity.

The Project has already taken advantage of support for the Clearing House Mechanism (CHM), and set up the CHM facility in the Biodiversity Focal Point Offices (DEAT).

Monitoring and Evaluation, Accounting and Reporting

31. The Project Coordinator will provide a quarterly progress report to the Steering Committee and UNDP. The reports will enable both bodies to evaluate the implementation of the project on an on-going basis and identify any difficulties at an early stage. The Steering Committee will, on a quarterly basis, review the project implementation and provide strategic guidance. The minutes of these meeting will be shared with all participating institutions. Quarterly Expenditure Reports (GDRs) will be prepared, which together with quarterly budget requests with acceptable work-plans will be the basis for further financial disbursements. Expenditures will be subject to UNDP Audit in accordance with NEX UNDP Procedures.

The project will rely on UNDP / NEX project monitoring and evaluation practices. A Tri-Partite Review (TPR) meeting will examine the Annual Project Report (APR) due twelve months after project commencement. The NPC with the Project Management Team will prepare a Terminal Report outlining significant project achievements and problem areas.

ANNEXES

Annex 1	Timeplan
Annex 2a	Project Finance Requirements (in US\$) – Standard BSAP.
Annex 2b	Project Finance Requirements (in US\$) – Additional Activity.
Annex 3	Activity Matrix
Annex 4	Organogram Showing Institutional Processes
Annex 5	Table Summarising BSAP Additional Capacity Assessment Issues
Annex 6	Letter of Endorsement from Operational Focal Point in GoRSA

Annex 1. Timeplan Sequence

Activity	1	2	3	4	5	6	7	8	9	10	11	12	13	14	15
Formulation of Steering Committee	*														
Establishing Project Management Team & Task Forces – and Awareness raising		*													
Consultant ToRs		*													
Stocktaking and Inventory			*	*	*										
1 st National Workshop						*									
Analysis of Options							*	*							
Provincial Workshops								*	*	*	*	*			
Capacity Assessment Activities Part 2 BSAP										*	*	*			
2 nd National Workshop												*			
Draft Strategies												*	*		
Preparation of BSAP													*	*	*
Adoption of BSAP by Govt															*
Participation in CHM Operationalise CHM	*	*	*	*	*	*	*	*	*						
Consultations for Second Report		*	*	*											

Annex 2 Project Budget (in US\$)
BSAP PART ONE ACTIVITY (Based on Best-Practice Cost Norms)

No	Part 1 Activity Only	Product	Process	Total
1	Stocktaking and Inventory of Existing Information	19,000	15,000	34,000
	- Task Forces (travel/meetings/outputs)	4,000		4,000
	- Training Activity for Project Management Team		5,000	5,000
	- Consultants	10,000		10,000
	- Documentation, Miscellaneous	5,000		5,000
	- Planning Team meetings		10,000	10,000
2	Identification and Analysis of Options	52,500	137,000	189,500
	- Planning Team (Meetings, Outputs)	15,000	15,000	30,000
	- National Consultants	10,000		10,000
	- Regional Consultant (Options)	7,500		7,500
	- Regional Consultant (Economics)	5,000		5,000
	- First National Workshop		25,000	25,000
	- Regional Issue Analysis		18,000	18,000
	- Provincial Workshops (9)		67,000	67,000
	- Travel, Miscellaneous	15,000	12,000	27,000
3	- STRATEGY AND ACTION PLAN	28,000	45,723	73,723
	- National Consultants	10,000		10,000
	- Second National Workshop		25,000	25,000
	- Miscellaneous	12,000	15,723	27,723
	- BSAP Dissemination	6,000		6,000
	- Develop Business Plan for BSAP Implementation		5,000	5,000
	TOTAL BSAP PART ONE			297,223

**Annex 2b.Total Budget
Including Additional Enabling Activities in Biodiversity (US \$ 000)**

<i>ACTIVITY</i>	<i>PRODUCT</i>	<i>PROCESS</i>	<i>TOTAL</i>
<i>APPROVED EARLIER</i>			
Original EA (1st National Report) minus CHM activities			25,000
CHM support			13,800
Total approved prior support			38,800
<i>CURRENT REQUEST (First and Additional BSAP Activity)</i>			
Part One : Main BSAP Activity (previous page)			297,223
Part Two : Assessment of Capacity-building needs for:			
• Measures for in-situ conservation outside PAs			15,000
• Measures for sustainable use of biodiversity			17,000
• Access to genetic resources, benefit-sharing and formulation of mechanisms for these purposes			18,000
• Alien Invasive Species			15,000
• Incentive Measures			15,000
Country-driven project for participation in the Clearing House mechanism.			10,000
Sub-total part two			90,000
Consultations for the Second National Report			10,000
National Execution Support Fee (3%)			11,977
Total Current Enabling Activity Request			409,200
TOTAL- Current Request + Previously Approved			448,000

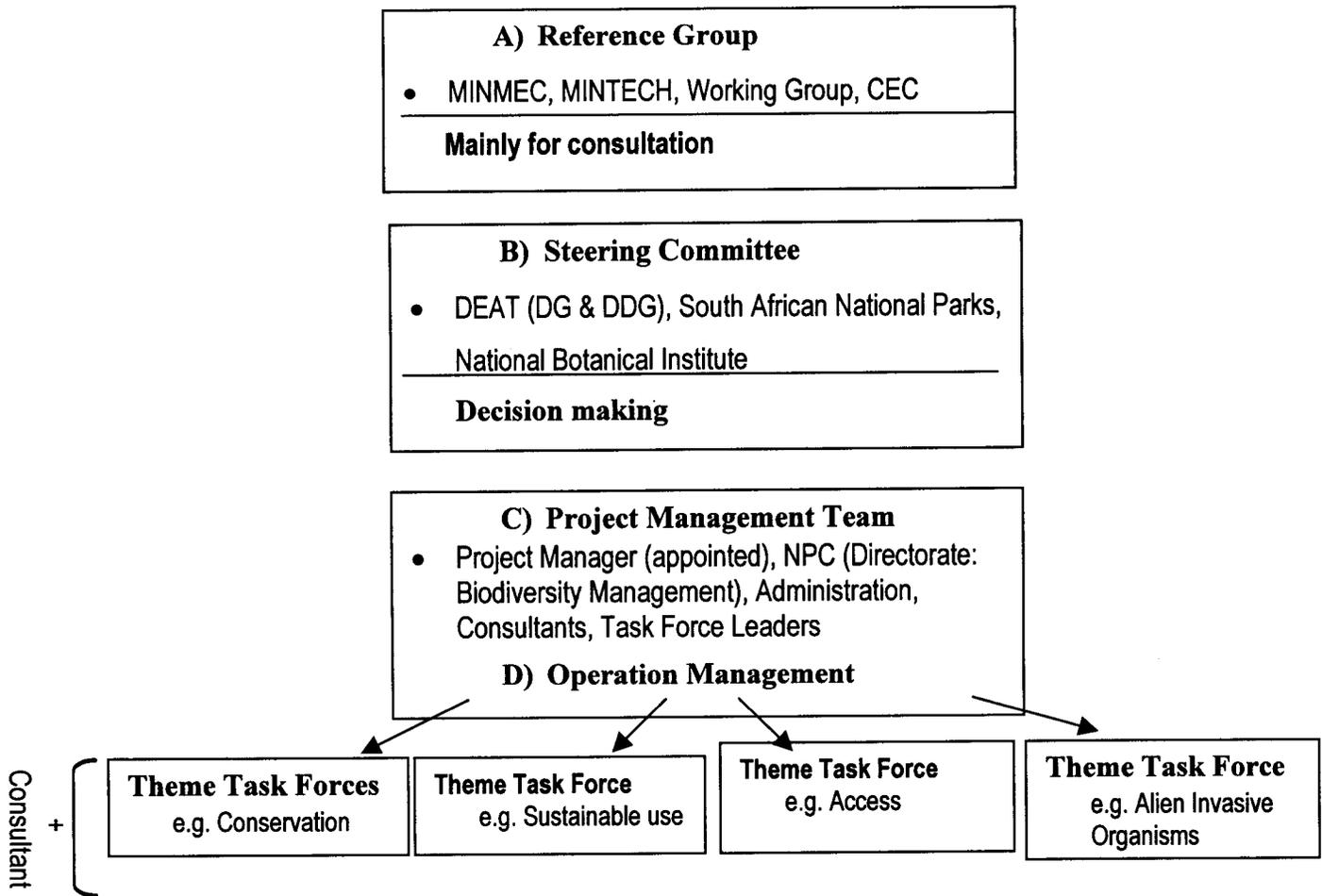
Annex 3. BSAP Activity Matrix

Enabling Activity Commitment	Output	Capacity Building	Training	Public Inputs	Comment
Stocktaking and assessment, based on existing information: - Database development - Cross-sectoral issues - Policy and regulatory framework - Institutional and human capacity - Analysis of root causes of BD loss - Activities with adverse impacts - Existing measures and programmes - Identification of gaps - Assessment of existing needs	X	X	X	X	1
Identification and analysis of options to meet the objectives of the CBD - Strategies for conservation - Strategies for sustainable use - Strategies for benefit sharing	X X X	X X X	x x x	X X X	2 2 2
Preparation of Strategy and Plan - National strategy - National action plan	X X	X X	x x	X X	2 2
Additional BSAP Activity in Assessment of Capacity Building Needs	X			X	
Preparation of the first national report Consultations for the second national	X			X	Completed

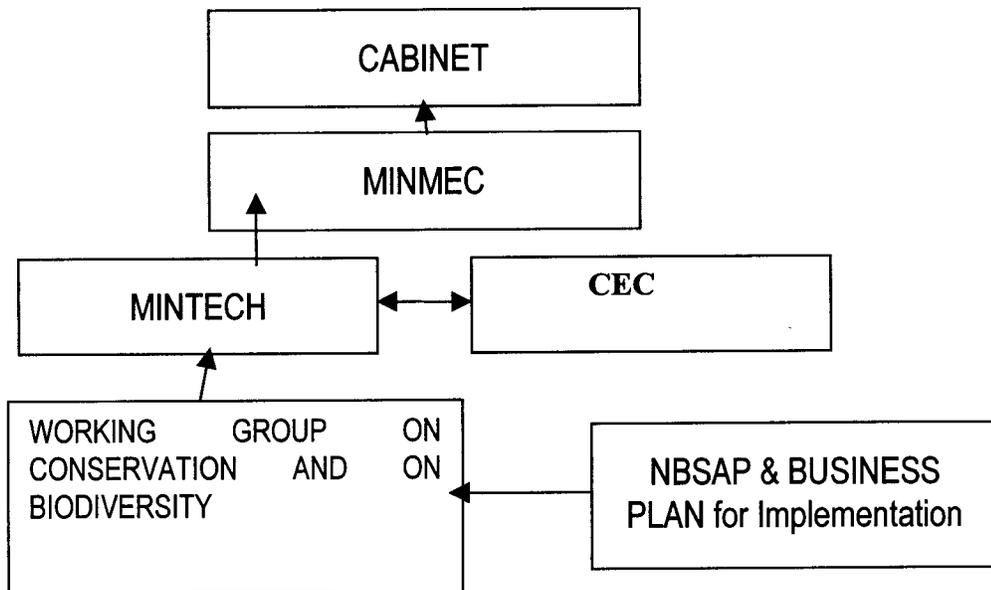
Notes on the Activity Matrix

1. The BSAP stocktaking will build on the base of information that exists as a result of domestic and international initiatives and projects. The primary repository will be the materials collected for the White Paper process. However, existing information needs to be summarised and reorganised to fit into BSAP process. Significant biodiversity conservation and development projects include:
 - The White Paper on Biodiversity (The Biodiversity Policy)
 - Development of CBNRM processes by SA with the collaboration of IUCN, (DFID), USAID
 - Legislation, policies and strategies of sectoral agencies.
 - The published Floras of South Africa and herbarium collections.
 - Soil Conservation and Land Rehabilitation projects of the various provinces
 - Rehabilitation of degraded watershed areas through forest management techniques.
 - Wildlife sector programmes
2. The BSAP will work in close cooperation with Biodiversity initiatives. These include other on-going GEF and non-GEF inputs:
 - The UNDP-GEF sponsored project on plant conservation in the NBI: SABONET.
 - The developing GEF and other projects on Wildlife Protected Areas would address the needs of a comprehensive wildlife protected areas systems plan and would pass this information to the BSAP to be included in the large national review of all protected areas.

Annex 4b. Organogram Showing Institutional Processes



Annex 4 b DIAGRAM TO ILLUSTRATE NBSAP APPROVAL PROCESS



Annex 6. Table Summarising Priorities in Assessment of Capacity Needs Linked to Strategy Development

Priority	Reasons for Priority	Work to be Done and the Product Expected	Notes
1 In-situ Conservation	Main conservation process in country is the PA network.	Development of a national Conservation Plan which includes a Protected Area Strategy (Co-finance). AND the assessment of additional capacity to implement the Conservation Plan The Conservation Plan accepted by Stakeholders. Institutions are aware of long term capacity building needs in terms of staff and skills and networks.	This is Co-financed by DANCED. The BSAP framework however absorbs the C Plan, and develops M&E process. Additional funds assess capacity.
2 Sustainable Use	This core strategy for BD outside the formal Protected Areas, and in PA buffer Zones	Agreement of terminology and processes, including responsibilities, ties in to 3 below, and in terms of periphery to Protected Areas to one above. Capacity needs to achieve sustainability assessed across major sectors	
3 Access to Genetic Resources	Improved equity in costs and benefit sharing is essential for real acceptance. The majority of people are marginalised from sustainable use.	Assessment will go across all relevant sectors, including agriculture. Costs and benefits, as well as barriers to access will be treated broadly and so assessment of capacity needs input to civil society to community levels and at broader national economic accounting levels.	
4 Alien Invasives	Second biggest threat to BD in RSA after land clearing.	Many initiatives need greater cohesion, and so capacity to network at scientific levels and in land use planning is essential.	Many lessons from ongoing GISP funded partly by GEF UNEP.
5 Incentives	This is the key to involving both local communities and the commercial sector.	Incentives will be treated broadly, looking at non-economic incentives (access, tenure, etc) as well economic issues. Capacity assessment to undertake policy analysis and linkages will be included.	This is crosscutting theme, and will also be a component of the BSAP process. This part assesses capacity to intervene.

** The issue of traditional knowledge cuts across all the other themes, and so capacity assessment for this is embodied in the other themes.

Department of Environmental Affairs and Tourism • Departement van Omgewingsake en Toerisme
Lefapha la Tikologo le Bohahlaudi • Umnyango Wezemvelo Nezokuvakasha • Isaba leMzimba yakuSingangaliso noKhenketho
Lefapha la tsa Tikologo le Boeti • Umnyango Wezemvelo Netekuvakasha • Muhashe wa zwa Vhupo na Vhwenzi
Ndzawula ya ta Mbarigu na Vuenzi • Lefapha la Tikologo le Bojanala • Umnyango Wezobhoduluka Nezokuvakasha



Versending/Reference
A24/21/3/4

Telefoon/Telephone
+27 12 310 3836

Naam/Name
Dr. G.T. Willems

File Please

FACSIMILE TRANSMISSION

DATE 18 June 2001
TO Dr. Maryam iimir-Fuller
ATTENTION Dr. Mariam Niamir-Fuller CC.
FAX 09260.1.253805
FROM Gert Willems
FAX +27 12.320 7026
EMAIL: gwillems@ozone.dpw.gov.za

Dear Dr. Niamir-Fuller,

CLEARING HOUSE COMPONENT OF SOUTH AFRICA'S NATIONAL BIODIVERSITY STRATEGY AND ACTION PLAN (NBSAP)

I wish to endorse the inclusion of a component on the Clearing house Mechanism in the NBSAP with an amount of US\$10 000 in the budget allocated for this purpose.

Yours sincerely,

DR. G.T. WILLEMSE
SA Clearing House Mechanism Focal Point
15 June 2001