
strengthening institutions

A vital component of the C.A.P.E. 2000 Strategy, which supports all the activities covered in previous chapters, is the strengthening of the many institutions responsible for biodiversity conservation in the Cape Floristic Region (CFR).

The C.A.P.E. Strategy (Chapter 1) provides the strategic framework that enables institutions in the region to align and co-ordinate their activities. Some organisations like CapeNature have used the C.A.P.E. Strategy as a model for developing their own strategic plans. In other cases, organisations have aligned project proposals with components of the C.A.P.E. Strategy in order to qualify for funding. The numerous inter-agency committees and task teams convened by C.A.P.E. also strengthen co-ordination and contribute to a more integrated approach to conservation management across the bioregion.

C.A.P.E. recognises that in order to build strong, capable institutions, all partners must have access to information and participate in relevant "knowledge networks". Projects such as the C.A.P.E. fynbos i-Forum, BGIS, fine-scale planning and the development of a wetland inventory for the CFR are all helping to generate, collate and make available locally relevant biodiversity information. Many networks and forums also bring the people of the CFR together to share information and experience, and some key capacity building initiatives are contributing to more effective conservation management.

CHAPTER 7 Strengthening institutions

7.1 An enabling policy context for C.A.P.E.

The analysis of the root causes of biodiversity loss in the CFR (CFR) identified many issues, described in Chapter 1. Many of these have ultimate causes in economic policies and conditions that promote short-term exploitation without considering the long-term consequences of change. But at the heart of this problem are the prevailing legal and institutional arrangements in the country and the region. At the time of the development of the C.A.P.E. Strategy, there was no effective law for the conservation of biodiversity in the region; protected areas legislation was contained in a variety of statutes at both national and provincial levels; there was contestation of powers at national and provincial levels; and the land-use planning and development laws did not adequately provide for the integration of biodiversity priorities into spatial planning frameworks. This resulted in a reactive decision-making process that relied on environmental impact assessment on a case by case basis.

At the time that the C.A.P.E. Strategy was drafted, two processes that offered some respite to this situation were in progress, namely the promulgation of the World Heritage Convention Act that brought the World Heritage Convention into South African domestic law, and the establishment of a new nature conservation agency in the Western Cape. The World Heritage Convention Act offered an opportunity to assert the significance of the CFR internationally and to encourage an appropriate domestic response to secure its integrity through effective long-term management. The establishment of the Western Cape Nature Conservation Board offered the opportunity for a new vibrant statutory body, with responsibility for most of the CFR, to adopt the key interventions embodied in the C.A.P.E. Strategy as the basis for re-engineering conservation management in the region.

The C.A.P.E. Strategy recognised that policy and legal gaps, institutional fragmentation and a lack of co-operation among key management agencies was the cause of ineffective and inefficient management. At that time, the choices were clear, but the means to implement

Two World Heritage Sites in the Cape Floristic Region. Robben Island commemorates the intangible triumph of the human spirit over adversity, and the history of banishment and reconciliation symbolised by the island and mainland. From Robben Island, Table Mountain stands as an icon of the Cape Floristic Region's World Heritage properties.

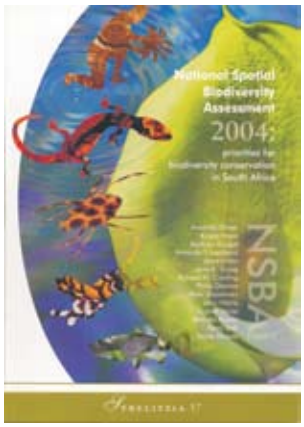
the variety of options were less certain. For example, it was argued that the CFR was so important that it demanded a purpose-built institution such as a CFR Management Authority to convene and drive a programme that would effect change. Realising the impracticability of that option, it was conceded that there were so many institutional role-players that the only feasible alternative was to support the strengthening of a range of institutions to undertake their responsibilities in such a way that they would be aligned with the goals of the C.A.P.E. Strategy. Specific actions to address weaknesses in the legal and policy environment, to support organisational strengthening and to develop technical skills and capacity were therefore identified and promoted. At the same time, a need was expressed to investigate alternative arrangements for rationalisation and consolidation of functions in the future. Fundamentally, despite the weaknesses evident in the institutional framework, the programme has sought to strengthen existing institutions, rather than to seek alternative means to achieve programme outcomes. This choice is in the interests of institutional sustainability.

7.2 Establishing C.A.P.E.

(i) Learning about institutional governance

As described further in Chapter 8, the key organisational response recommended by the C.A.P.E. Strategy was the development of an inter-agency Memorandum of Understanding (MoU) that would result in a co-operative framework for governing the programme. Its most profound effect has been the willingness of organisations to collaborate with one another in undertaking some of the most important interventions that are required by the C.A.P.E. Strategy. The C.A.P.E. programme has learned from and supports a number of initiatives that pilot inter-agency co-operation and therefore strengthen the institutional framework for

Mohammed Valli Moosa, held the position of Minister of Environmental Affairs and Tourism of the Republic of South Africa from 1999–2004. He is an environmental leader who is passionate about democracy, sustainable development and freedom. An anti-apartheid activist, he was one of the key negotiators of the African National Congress during the drafting of South Africa's new constitution and the country's transition to a new democratic order. Moosa has won acclaim both in South Africa and abroad as a competent and insightful mediator, especially during the preparation process leading to the World Summit on Sustainable Development held in Johannesburg in 2002 and the Vth IUCN World Parks Congress in Durban in September 2003; both events were held in South Africa largely due to his initiative and effort. Valli Moosa was the first signatory of the C.A.P.E. MoU and has supported many aspects of the programme, not least of which was to pursue the agenda of legislative reform for the environment and for biodiversity.



implementation. As these processes are ongoing, they are inconclusive, but offer many insights and experiences for implementing agencies and observers. Among these are:

- the development of legislative provisions for bioregional programmes by the National Department of Environmental Affairs and Tourism;
- the establishment of the South African National Biodiversity Institute;
- the ongoing management of the Table Mountain Fund;
- the establishment of the Western Cape Nature Conservation Board (CapeNature);
- the establishment of the Eastern Cape Parks Board;
- the mobilisation of implementation capacity by NGOs, e.g. the Botanical Society of South Africa and the Wildlife and Environmental Society of Southern Africa (WESSA);
- the exploration of interagency implementation programmes, including Working for Water, Ukuvuka and Working for Wetlands;
- the involvement of civil society in planning and decision-making, including the Table Mountain National Park Advisory Forum and the Department of Agriculture's Area-wide Planning process.

(ii) The genesis of bioregional programmes

The C.A.P.E. Strategy noted that biodiversity conservation was promoted in a number of policies and laws, but for these to be effective, national legislation was required that would draw together and focus biodiversity conservation policies from different sectors. The then national Minister of Environmental Affairs and Tourism, Mohammed Valli Moosa, in introducing the C.A.P.E. Strategy, noted that the government's priority was implementation, to be guided by a National Biodiversity Strategy and Action Plan (NBSAP), and that because of its global significance and vulnerability to threat, the CFR would be a high priority in this plan. He noted further that the C.A.P.E. Strategy provided an important example of how the government would go about implementing its priorities. The National

Caroline Gelderblom played a significant role in the development of the C.A.P.E. Strategy and in co-ordinating the activities of the Interim Co-ordinating Committee.

Environmental Management: Biodiversity Act (Act No. 10 of 2004) and the National Environmental Management: Protected Areas Act (Act No. 57 of 2003) prepared by this Minister and promulgated since 2000, are evidence of government's commitment to the implementation of the C.A.P.E. Strategy, and of enabling other similar processes countrywide.

The Biodiversity Act provides for the management, conservation and sustainable use of biodiversity in South Africa. The legislation promotes an ecosystem and programmatic approach to the management of biodiversity, which takes into account the need for key social transformation and developmental goals to be met. It provides specifically for the preparation and adoption of a national biodiversity framework that will ensure an integrated, co-ordinated and uniform approach to biodiversity management by organs of state in all spheres of government, non-governmental organisations, the private sector, local communities, other stakeholders and the public. It also provides for the identification of bioregions, the preparation of bioregional plans and biodiversity management plans. The promulgation of this legislation is a significant milestone in South Africa's legislative reform process, in that it is the first time that biodiversity has been explicitly recognised, and that measures to secure an ecosystem approach to biodiversity management have been introduced in South African law.
The Government has subsequently also completed a National Spatial Biodiversity Assessment, and the NBSAP. The National Spatial Biodiversity Assessment has, without doubt, benefitted from the world-class conservation planning that emerged

from the C.A.P.E. Strategy. The need for systematic conservation planning and the identification of explicit and measurable targets was asserted by these planning exercises. These have subsequently become requirements in law, as expressed in provisions regarding bioregional plans in the Biodiversity Act.

In the absence of national laws governing the implementation of bioregional conservation programmes, the more informal mechanism of the MoU entered into by key national and provincial ministries was used to give effect to this intention. This MoU (Chapter 8) provides legitimacy and authority for the programme. It is now necessary for the C.A.P.E. programme to undertake a transition where the bioregional priorities embedded in the C.A.P.E. Strategy are adopted as the key elements of statutory bioregional plans, and the interim co-ordination arrangements are formalised in terms of the Biodiversity Act.

7.3 A Focus on C.A.P.E. Partners

(i) The establishment of the South African National Biodiversity Institute (SANBI)

The promulgation of the Biodiversity Act has resulted in the National Botanical Institute (NBI) becoming the South African National Biodiversity Institute (SANBI). The Act provides for the National Minister to mandate SANBI to advise him, *inter alia*, on matters pertaining to the identification of bioregions and the contents of any bioregional plans. In this way, biodiversity programmes that had their foundations in NGO-moderated planning exercises like C.A.P.E., have become part of the mainstream of environmental governance in South Africa. A new statutory agency has been mandated to nurture and expand the programme, and to ensure horizontal integration at both national and provincial levels, and vertical integration among implementing agencies at both levels. It remains for the regulatory provisions in the legislation to be prepared, and this could elicit a strong reaction across sectoral interests as the power of this new legislation becomes apparent.

In the preparation of SANBI's Business Case to the South African Treasury, the preferred institutional design is that of a 'managed network', whereby the national agency determines relationships with other institutions of government and civil society and delivers its functions more efficiently and effectively. SANBI's experience in building the managed network of organisations that is the C.A.P.E. programme has been identified as an example of the 'managed network' approach to institutional governance and coordination in the pursuit of SANBI's broader mandate.

Participants at the Western Cape Sustainable Development Conference were exposed to the C.A.P.E. programme through exhibits and farm workers preparing bouquets of wild flowers.

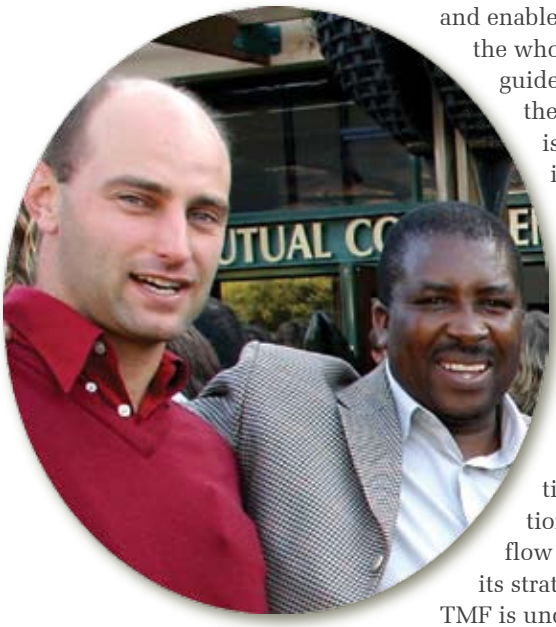
(ii) The ongoing management of the Table Mountain Fund

The Table Mountain Fund (TMF) was founded by WWF-SA in 1998 based on donations amounting to approximately R10 million, and focussed initially on the conservation of biodiversity on the Cape Peninsula mountain chain. The contribution by the GEF of a further US$5 million boosted the fund to R40 million

What have we learned from TMF's performance?

A recent participatory review of TMF's performance has underlined its role as the original and sustained source of funding for the implementation of the C.A.P.E. Strategy. It highlighted its role as a project catalyst, as many of the projects initiated by TMF have been carried forward and grown by others. It is regarded as a successful and sustainable means of achieving significant conservation interventions. It remains widely accessible, flexible and local in its application, and consequently enjoys positive support from stakeholders.

Stakeholders identified that TMF should continue to provide a mechanism for sustainable funding support to implement the C.A.P.E. Strategy. In particular it should remain a gap-filler, especially for smaller scale projects that are identified on an ongoing basis. To do this, it needs to grow its capital base over the next five years and increase the funding support to a wide range of projects. It also needs to develop funding mechanisms, including "ring-fenced" funds for project support and land acquisition. As far as direction is concerned, stakeholders felt that there should be further investment in capacity building, promoting conservation stewardship on private land, environmental education, urban conservation and applied research.



Tireless efforts by Mark Botha ensured that the relevant legal drafting teams, consultants, portfolio committees and government officials were provided with clear information and argument regarding the need to include fiscal and non-fiscal incentives in the Biodiversity Act, Protected Areas Act and Property Rates Act. Mark Botha has subsequently been appointed as Director of Conservation for BotSoc. In his personal capacity, he was nominated to the Board of CapeNature, and is consequently in a position to support sustainable implementation of the programmes that BotSoc helped to initiate. Mark was elected as Deputy-Chair of the C.A.P.E. Co-ordination Committee in 2005 and is seen here with Wandile Mzazi, Chief Operating Officer of the Eastern Cape Parks Board.

and enabled its mandate to expand over the whole of the Cape Floristic Region, guided by the strategic priorities of the C.A.P.E. Programme. As a registered trust in South Africa, it is governed by a Board of Trustees, and has specific objectives, aligned to the C.A.P.E. Strategy.

Since its inception, the TMF has sought to catalyse organisations and individuals to address priority research and management interventions in the CFR. It uses a portion of its income to sustain a flow of project funds in terms of its strategy. The management of the TMF is undertaken by WWF-SA which provides financial management services, out-sources investment functions, co-ordinates the review and approval of projects, and administers funded projects. A review of the activities and outputs of the TMF from 1998 until 2005 indicated that the fund had grown to approximately R60 million and that project disbursement had yielded R12.8 million. A total of 75 projects have been supported (Appendix 2 for a complete list of projects current at 31 March 2006, or visit the project database on www.capeaction.org.za.).

(iii) The role and influence of South African non-governmental organisations

The Botanical Society of South Africa

The stakeholder process that generated the C.A.P.E. Strategy had the effect of drawing comment and involvement from a range of non-governmental organisations (NGOs) that had until that point acted primarily as membership and advocacy organisations. Both the Botanical Society (BotSoc) and WESSA have traditionally acted as public watchdogs of development processes while focusing on a number of core conservation projects involving willing partners. Many of these are reported elsewhere, e.g. BotSoc's Cape Flats Flora Conservation Project that laid the foundation for the biodiversity network now adopted by the City of Cape Town as part of its Integrated Metropolitan Environmental Policy (IMEP) (Chapter 2: Making a Plan for Biodiversity on the Cape Flats) and the work that WESSA has done as an implementation partner for CoastCare and Working for Water projects.

This involvement has had the effect of leveraging the implementation capacity of these NGOs in a way not previously experienced in the region. For example, BotSoc established a Cape Conservation Unit with full-time staff including Kristal Maze and Mark Botha, enabling the organisation to seek and use project funding for specific priorities the BotSoc had identified. In a review of the Cape Conservation Unit's strategy, it was noted that its NGO home provided freedom for both advocacy and project implementation, unencumbered by the official mandates of the government departments and parastatals. Having been involved in identifying a number of key interventions relating to land-use planning and conservation stewardship (Chapter 4), BotSoc was able to lobby extensively, based on a sound understanding of the context, for improved land owner incentives in the emerging biodiversity, protected areas and municipal legislation. Having dedicated staff-time allocated to this quest meant that BotSoc could respond with agility to the stop-start nature of the legislation drafting process.

Through its initial project implementation successes, BotSoc was also able to secure follow-up funding to support a pilot study to improve conservation stewardship on private land and to progressively embed this responsibility as a core function of CapeNature. Today, Conservation Stewardship is one of the cross-cutting business units of this parastatal and BotSoc's role has been scaled back to one of strategy advisory support. The success of these interventions provided sufficient justification for BotSoc to invest in programmatic rather than project funding for these positions.

A second example of BotSoc's influence was that their Cape Conservation Unit was able to mobilise a project team including Kristal Maze and Mandy Driver to support conservation planning for the Succulent Karoo Ecosystem Programme (SKEP). The experience and skills gained enabled Mandy Driver to be deployed as the leader of a project to ensure that conservation plans are customised to support the Integrated Development Planning (IDP) processes being conducted in municipalities, and to build capacity of municipal officials to incorporate biodiversity concerns into decision-making. This provided BotSoc with an opportunity to engage with the consultants prepar-

ing the Western Cape Provincial Spatial Development Framework (PSDF), ensuring that biodiversity priorities informed the ultimate product (see First steps towards building capacity below).

The Wildlife and Environmental Society of Southern Africa

The Wildlife and Environmental Society of Southern Africa (WESSA) has played an extremely important role in identifying and reacting to planning and development processes that negatively impact on biodiversity and the achievement of the C.A.P.E. Strategy. As with BotSoc, its key strategies have involved advocacy and engagement with public participation processes that accompany development proposals. A strength of WESSA has been to mobilise understanding and knowledge through environmental education and through "Friends" groups that take responsibility for particularly important places across the region (Chapter 2 for Friends of Tokai, Die Oog and the Blaauwberg Conservation Area).

More recently, under the leadership of Andy Gubb, WESSA has also become involved in managing projects that address specific threats to biodiversity or which offer opportunities to make conservation gains. For example, WESSA in the Western Cape has:

- taken on contracts to clear invasive alien plants in areas such as the Kommetjie Wetlands;
- managed a CEPF project to mobilise conservation management in the Blaauwberg Conservation Area in conjunction with the City of Cape Town;
- implemented components of the national CoastCare programme under the auspices of the National Department of Environmental Affairs and Tourism.

WESSA's involvement in these programmes has demanded the development of project management capacity within the organisation, not only to ensure that grant funds are properly accounted for, but also to develop a new cadre of project managers. Through a series of project-based internships, WESSA has provided opportunities for work experience. It has furthermore extended capacity-building and environmental education to a large number of workers on its projects, who have not only learned valuable technical skills that support their eligibility for employment opportunities, but have also introduced them to environmental management principles.

In the Eastern Cape, WESSA emulated BotSoc by establishing a Biodiversity Conservation Unit under the leadership of Warrick Stewart that aims "to promote and make substantive contributions to the conservation of the Cape Floral Kingdom, eastern Succulent Karoo and Maputaland-Pondoland Hotspots, the last-mentioned incorporating the Subtropical Thicket biome, through strategic interventions". In the CFR, it has adopted a project focus. Its first priorities have been to support the implementation of projects that underpin the C.A.P.E. Strategy. These include support to the St Francis Conservancy, ongoing work in the Nelson Mandela Metropole and, most recently, a project funded by the Development Bank of South Africa (DBSA) in conjunction with SANBI that will build capacity in municipalities to take account of biodiversity priorities (see below). This latter project has afforded an

Adv Naledi Burwana-Bisiwe is the Head of the Eastern Cape Department of Economic Affairs, Environment and Tourism, the lead agency for environmental management in the Eastern Cape.

Kristal Maze is seen here with Donne Murray (Cape Town City Councillor) and Ruan Kruger of the Development Bank of South Africa.

PROFILE

Kristal Maze

Kristal Maze was the driving force behind BotSoc's Cape Flats Flora Project, the source of many important initiatives in the City of Cape Town. As head of BotSoc's Cape Conservation Unit, she helped develop the role of BotSoc as a catalyst rather than primary implementer of conservation programmes, an approach which has leveraged much greater support and maintained the independence and advocacy role of BotSoc. This has led to its reputation as a "buzzy little NGO" putting pressure on the larger organisations to improve their performance. Kristal is now head of the Bioregional Policy and Programmes Directorate for SANBI and is influencing the roll-out of bioregional programmes countrywide. Under her direction, several C.A.P.E. fynmense are scaling up C.A.P.E. project interventions at a national level. Kristal served as Deputy-Chair of the C.A.P.E. Implementation Committee from 2002–2005.

As Director of Conservation for WWF-SA, Rob Little has had his finger on the pulse of many aspects of the C.A.P.E. programme. He supervised the development of the C.A.P.E. Strategy under contract to the World Bank, helped establish the Table Mountain Fund, and facilitated the establishment of the C.A.P.E. Co-ordination Unit. More recently, he has advocated a programmatic approach to WWF's work and a new aquatic programme and bioregional conservation programme are being developed currently.

opportunity for projects in the Western Cape and the Eastern Cape to develop and share experiences in different biodiversity, socio-economic and institutional contexts, and to derive some common principles and approaches.

(iv) The role of international NGOs

WWF-SA

Through its international Global 200 Ecoregions Programme, WWF International provides an international resource and network to over 60 other ecoregional conservation programmes in various stages of development worldwide. It has arranged a number of meetings where coordinators of these programmes have come together to explore and generalise experience and to develop common methods for conservation planning and monitoring and evaluation. WWF-SA is the South African affiliate of WWF-International and applies its mandate in the Cape Fynbos Ecoregion.

WWF-SA played a unique role in the development of the C.A.P.E. Strategy and in mobilising its implementation. It set up the Table Mountain Fund, managed the GEF project to develop the C.A.P.E. Strategy and supported the initial establishment of the C.A.P.E. Co-ordination Unit. Its approach has generally been to initiate activities where these are most needed, to garner and mobilise resources to kick-start programmes, and to hand these over when they are sufficiently mature to be sustained on their own.

In respect of the C.A.P.E. Programme, this has meant that from an initial role of supporting the development and adoption of the C.A.P.E. Strategy, WWF-SA has retained its interest in the CFR through its management responsibilities to the Table Mountain Fund, and through influencing investment in the region through other fundsto which it has access, such as the Green Trust (See Finding funding below). By managing a suite of funds, each with slightly different objectives and portfolios, and by applying a defensible decision-making process, WWF-SA has catalysed many important activities which have been foundational for the wide-scale implementation of the C.A.P.E. Strategy.

WWF-SA has also played a role as a C.A.P.E. signatory organisation in its own right, contributing to the governance of the programme. It has also sought to invest in its own internal programmatic management capacity; instead of simply managing a portfolio of projects, it has developed some key national programmes that are highly supportive of the C.A.P.E. Programme. For example, under Dr Deon Nel and Aaniyah Omardien, an aquatic ecosystems group is promoting marine and freshwater conservation programmes, each of which is closely linked to activities in the C.A.P.E. Programme. In respect of the marine function, WWF-SA has anchored the C.A.P.E. Marine Task Team, ensuring that all relevant marine stakeholders influence the direction and priorities of marine conservation activities in C.A.P.E. A long-term function has been its involvement in environmental education, supporting the development and implementation of a range of projects, and more importantly a focal point for conservation educators undergoing professional development.

Conservation International—Southern African Hotspots Programme

The C.A.P.E. 2000 Conference was preceded by a study that examined opportunities for alignment with international conservation programmes with a view to seeking support for implementation. One of the most positive responses came from Conservation International (CI) which had, by this time, identified both the CFR and the Succulent Karoo among the 25 priority biodiversity hotspots on earth. CI had also become a founding partner of the Critical Ecosystem Partnership Fund (see 7.7 Finding funding below).

CI invested in a small management unit based at Kirstenbosch in Cape Town to anchor its interests in the region, based primarily on partnering South African implementers to prepare and mobilise portfolios of projects using CEPF funding. In 2001, Sarah Frazee was given the task of preparing the CFR Ecosystem Profile that would catalyse a grant for specific activities in support of the C.A.P.E. Strategy. From 2003–2004, Conservation International supported the implementation of C.A.P.E. through a CEPF-funded set of activities including support to the mega-reserves. It simultaneously forged ahead with work on the Succulent Karoo hotspots programme, which yielded the Succulent Karoo Ecosystem Programme (SKEP). The major role played by CI was to support C.A.P.E. Partners to execute

projects, build capacity and broker the exchange of lessons learned across the programme. In addition, knowledge and access to expertise within CI and its partners helped with early efforts to develop sound projects and to seek project funding.

In the course of CI's involvement, its own substantive contribution was heightened by the formalisation of the unit as CI's Southern African Hotspots Programme. By 2010 CI intends to catalyse a variety of achievements to protect South Africa's unique biodiversity, habitats and ecosystems and provide sustainable economic activities that relieve poverty. The programme aims to provide ongoing support to bioregional programmes, engaging land owners in the creation of ecological corridors, influencing business to support biodiversity and expanding local capacity for conservation. In many complex projects around the world, the large conservation NGOs have tended, despite their own efforts to avoid the situation, to become primary project implementers. The supportive role the CI-SA programme has adopted in the CFR has helped to ensure that South African implementing agencies take and retain ownership of their programme.

Fauna and Flora International

One of the oldest conservation NGOs in the world, FFI stepped up its involvement in the CFR programme during the development of the C.A.P.E. Strategy in 1999. In addition to providing advice to the teams preparing the Strategy, it facilitated the purchase of the Flower Valley farms and was instrumental in setting up the Flower Valley Conservation Trust (Chapter 5). During 2000, as the C.A.P.E. Strategy was nearing completion, and under the expert guidance of Adriana Dinu-Wright, FFI and SANParks began a process to develop one of the key C.A.P.E. projects, namely the Agulhas Biodiversity Initiative, essentially paving the way for the kind of partnerships that characterise the C.A.P.E. Programme. As a signatory to the C.A.P.E. MoU, FFI undertook a responsibility in C.A.P.E. to steer ABI together with its lead implementing agencies, SANParks, the Western Cape Department of Agriculture and CapeNature. Within ABI, it maintains its support and involvement in the activities of the Flower Valley Conservation Trust, which in turn is piloting important components of the ABI programme. FFI's involvement demonstrates the multi-layered governance, advisory, catalytic and implementation roles that C.A.P.E. partner organisations play in delivering not only an effective programme, but building the kinds of relationships that underpin sustainability.

While assisting with the refinement of the C.A.P.E. Strategy in 2000, Adriana Dinu-Wright was instrumental in supporting the development of the Flower Valley Conservation Trust, and, in particular, in providing technical support for ABI itself. Adriana championed the cause of local community empowerment and involvement, inspiring everyone she met with her enthusiasm and energy.

7.4 First steps towards building capacity

The C.A.P.E. Strategy correctly prioritises capacity-building as a pillar of the approach. Indeed, the whole programme can be considered to be one of capacity-building, if one defines this as encompassing the development of an enabling environment and organisational capacity as well as skills. However, the priority remains to ensure that, within capable, mandated organisations, individuals are able to do their work. When asked the question "What capacity is needed?" the C.A.P.E. Partners came up with an unwieldy list, and fur-

Seen here with Ndihleli Khandelane, Sheri Lim has contributed to the activities of the C.A.P.E. Capacity-building task team.

PROFILE

Sarah Frazee

Sarah Frazee's involvement in C.A.P.E. began with a year's study at the University of Cape Town where she undertook research to examine the cost of conserving the CFR's protected areas. Having worked on Conservation International's programmes in West Africa, she was ideally placed to assist CI with the preparation of an Ecosystem Profile for the Cape Floristic Region at the time that the new Critical Ecosystem Partnership Fund was founded. Sarah helped to establish CI's Southern African Hotspots Programme and is now its Director. Ever enthusiastic, Sarah has been involved in every aspect of the C.A.P.E. Programme, and in particular helped to mobilise the mega-reserve initiatives and forged links between the CFR and the adjacent Succulent Karoo.

The C.A.P.E. Toolbox was introduced as a resource for C.A.P.E. Partners to undertake many of the critical functions of project development and management. It is proposed to supplement the contents with a range of capacity-building materials.

ther work is being undertaken to define the capacity-building needs in a more strategic way. Nevertheless, there were some obvious priorities. These included seizing early opportunities to build capacity among emergent managers in a variety of organisational and project contexts, and using a participatory approach with municipal "clients" when developing methods to introduce biodiversity concerns into land-use plans. The general approach was to leverage existing capacity wherever possible; hence the existing management structure of the TMF offered an opportunity to mobilise small grant funding with CEPF support, and the Putting Plans to Work project was established to examine needs at a municipal level. These two programmes are detailed below.

(i) Table Mountain Fund Capacity Building Programme

Funded by the CEPF and managed by WWF-SA, the TMF Capacity Building Programme (CBP) was established in 2003 to address the need for transformation in the conservation sector within the CFR. By sponsoring attendance at relevant short and long courses, as well as work experience placements in conservation organisations, the TMF CBP has been building capacity, particularly of black and women managers, in a programme managed by Rodney February.

How do the sponsorships work? Conservation agencies identify candidates and apply to the CBP for funding to attend courses or to work with a mentor

Proud participants in the TMF Capacity-building programme

Barry Stoffels completed an Associate In Management (AIM) course at the UCT Graduate School of Business and is now Manager of Administration and Finance at the Table Mountain National Park (TMNP).

Lewine Walters completed a B.Tech in Nature Conservation and a placement with the City of Cape Town. She is now based at the Macassar Dunes project site.

CBP students in lecture.

Zwai Peter, originally the Working for Wetlands Project Manager responsible for the rehabilitation of the Isoetes *vlei at Edith Stephens Wetland Park, completed the AIM course in 2003 and is now Communications Manager for Cape Flats Nature.*

Xola Mkefe, previously Communications Manager at Cape Flats Nature completed a B.Tech in Education Management and is now Park Manager for the West Coast National Park.

Joram Mkosana also completed the AIM Course. He was promoted to Manager of Bontebok National Park and has subsequently taken up a post as Manager of Environmental Management with the Nelson Mandela Metropolitan Municipality.

Sian Davies completed her B.Tech in Nature Conservation at the end of 2004 with funding from TMF CBP. She has received full funding from Rhodes University to undertake her Masters in Education.

Natasha Wilson has just completed her B.Tech in Nature Conservation. She is a nature conservator for CapeNature.

Terence Coller received funding for placement as a Conservation Technician with CapeNature. He has recently been appointed in a permanent position as a Community Conservation Officer.

Ismail Ebrahim received funding for various short courses as well as placement funding for the Project Co-ordinator of the Custodians of Rare and Endangered Wildflowers (CREW) project. He will soon be promoted to manager of the project.

Sue Winter received co-funding for placement with BotSoc for a year. Her post as Conservation Stewardship Manager has been continued by the South African Wine and Brandy Company, to which she is seconded.

With a background in freshwater systems, Rodney February took up the position of manager of the TMF Capacity-Building Programme, which he managed in a close relationship with the Table Mountain Fund's management unit. Rodney has helped to identify and mentor a large group of up-and-coming new conservation managers. Applying his own philosophy of 'layering' investment, Rodney has now joined the WWF Aquatic Unit and is blending his original interests with the wider concerns of freshwater conservation, now countrywide.

in a management capacity. The Project Approval Group reviews applications and awards funding. Following their studies or placements, successful candidates agree to work for a conservation agency in the CFR for the same period as they received support. Already more than 20 students have been placed in C.A.P.E. Partner organisations across the region, with 15 of these in management positions.

How are we doing?

A mid-term review of the CBP was conducted in August 2005, and provided the programme with some very valuable insights to provide direction for the remaining project term and beyond. The evaluator, Marlene Laros, noted that the programme had done well by already exceeding its targets in terms of the numbers of people supported and courses sponsored.

She drew attention to a few key areas requiring attention, the main one being the need for a baseline assessment of training and capacity building needs, so that support could be provided in a more strategic manner and progress could be more effectively monitored and evaluated. She noted that, while the project had exceeded its quantitative targets, there were no criteria available to enable the CBP to determine whether or not the candidates were actually able to do their jobs more effectively after the training intervention or placement. However, a survey of participants indicated that most of them, particularly those who had attended the longer courses, felt better equipped in their positions.

Since its first year of operation, when two general capacity building workshops were for participants, the CBP has tended to interact with students on a one-to-one basis. While this has been helpful, the review recommended that opportunities be provided for students to meet with one another as a group, as there is great value in sharing experiences within a network of peers. It also recommended that the CBP offer a training course for mentors in order to improve the quality of support provided during placements, and develop a general skills profile for managers within C.A.P.E. Partner organisations, to make the skills required more explicit.

The way forward

As with many C.A.P.E. projects, a challenge facing the CBP is how its efforts will be sustained beyond the period of CEPF funding. The need to develop management capacity in the conservation sector is unlikely to disappear in the foreseeable future, so funds must continue to be found to provide potential managers with training and work experience opportunities. For as long as there is uncertainty regarding the Sector Education and Training Authority (SETA) system, it will be difficult to rely on accessing funding from this potential source. Private funding sources may need to be tapped for some time to come.

It is likely that, once the CBP comes to an end, this function will become part of the C.A.P.E. Capacity Building Programme, which will probably be based at the C.A.P.E. Co-ordination Unit at SANBI.

(ii) Putting Biodiversity Plans to Work

New systems – new opportunities

Since 1994, the South African government has been putting sustainable development principles into practice through integrated development planning. The intention has been to encourage integrated planning at all levels, from national to local, in order to ensure that development is ecologically, socially and economically sustainable.

Marlene Laros was one of the participants at the C.A.P.E. Strategy workshop in 2000 and was also appointed as a member of the first Board of CapeNature. Since then, as a consultant, she has participated in an extensive set of projects in the Table Mountain National Park and has conducted several evaluations of ongoing projects, including Working for Water, Ukuvuka and the Table Mountain Fund.

Zohra Parkar-Salie began her career in C.A.P.E. with the Table Mountain Fund, where she provided essential support for the development and management of a suite of 75 projects. Since then, she has taken up a position in WWF's Aquatic Programme. Zohra was honoured with a C.A.P.E. Silver Conservation Award for her considerable efforts in support of effective project management in the CFR.

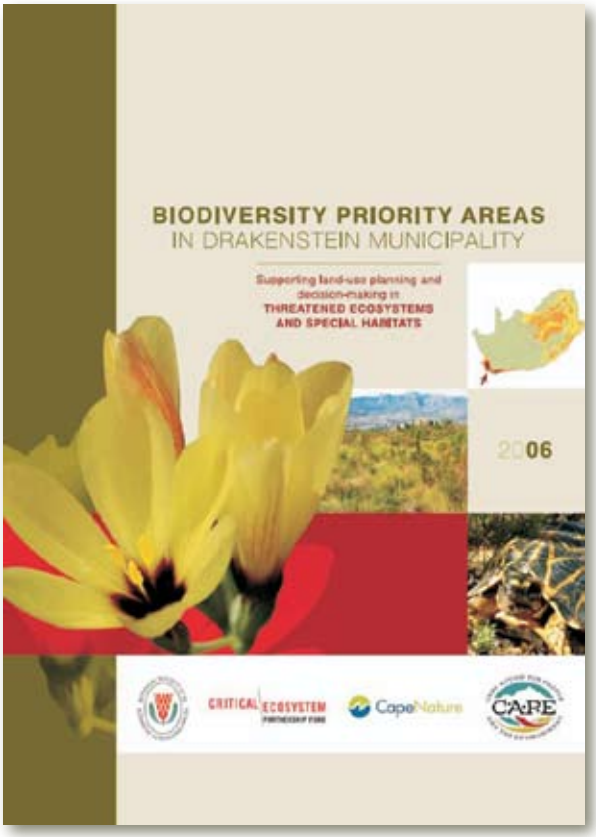
WWF
Table Mountain Fund

Broadening the definition of Core Conservation Areas

In terms of the Western Cape Provincial Government's bioregional planning approach (Chapter 2), areas in the province that are designated Core Conservation Areas should be protected from development. In the past, only formally protected nature reserves qualified as Core Areas. The draft Western Cape SDF, however, expanded the Core category to include provincial ecological corridors (including river systems) as well as critically endangered ecosystems. The Putting Biodiversity Plans to Work project contributed to the development of the PSDF and is helping develop SDFs at local municipality level that dovetail with the provincial framework.

Mandy Driver emphasizes that: Integrating biodiversity priorities into land-use planning and decision-making at municipal and provincial levels is 10% maps and 90% other stuff!" says Mandy Driver. Mandy joined the conservation sector with a back ground in business, and has proved to be an extremely effective project manager. Having worked for BotSoc on several projects, she has now taken up a position with SANBI working as Deputy-Director for Biodiversity Monitoring.

Municipalities, once responsible for administering urban areas only, now stretch "wall to wall" across the landscape. Municipal officials, in addition to planning and developing urban settlements and infrastructure, now also have to oversee developments in rural areas. To support integrated development planning, municipalities are drawing up Spatial Development Frameworks (SDFs), which show how the land is currently used, identify development opportunities and constraints, and outline desired development patterns.



Guidance for municipalities for including biodiversity principles in decision-making has been captured in attractive books for each priority area.

Drawing up an SDF is a complex process that culminates in the production of bulky reports and maps. The most important outputs are an overview map and guideline document that together summarise and integrate the key features of the framework. Because these are the resources intended to guide development planning and day-to-day decision-making, it is critical that biodiversity priorities are included on the final map.

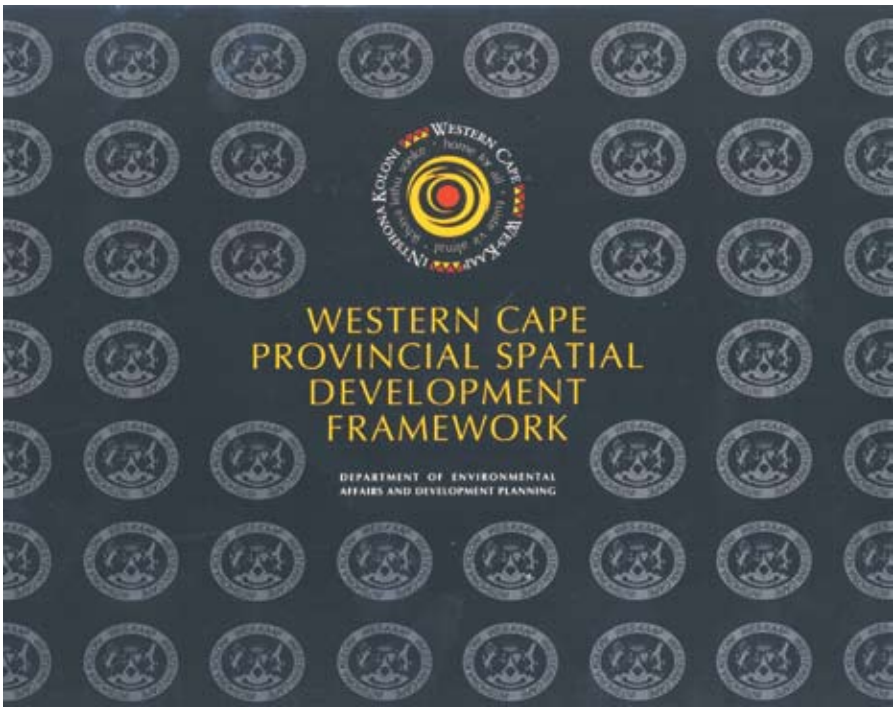
Realising the significance of the municipal SDF process, and acknowledging the positive impact that municipal officials can have on biodiversity as a result of wise development planning, the BotSoc's Conservation Unit launched a two-year pilot project (2004-2005), Putting Biodiversity Plans to Work, in four local municipalities in the Western Cape lowlands. This project made the results of research into biodiversity priorities available to municipal officials who are responsible for land-use planning and decision-making. Since early 2004, project co-ordinators Nancy Job and Mandy Driver, supported by Susie Brownlie worked with environmental agencies, private consultants, provincial government and municipal officials in the Overberg district municipality (including Cape Agulhas local municipality) and the Drakenstein and Swartland local municipalities to promote development planning that takes biodiversity into account.

Maps, guidelines and "other stuff"

Mandy and Nancy prepared a biodiversity priorities summary map for each pilot local municipality. The maps draw on the findings of the Cape Lowlands Renosterveld fine-scale conservation plan and the National Spatial Biodiversity Assessment, and highlight the important biodiversity features in the municipalities. Each biodiversity priorities map forms part of a "biodiversity package" that also includes the GIS layers making up the map, plus guidelines to help people interpret and use the map and GIS information. The materials enable the munici-

pality to assess land-use applications (e.g. rezoning and development applications) in terms of their potential impacts on threatened ecosystems, special habitats and ecological corridors. They also provide the municipalities with biodiversity information needed to develop their SDFs and other relevant documents such as State of the Environment Reports or Strategic Environmental Assessments.

Although the maps and guidelines are a very visible output of this project, like the proverbial tip of the iceberg, their development represents only one aspect of a much more comprehensive effort – the other stuff! Much of Mandy and Nancy's time was spent consulting municipal officials, conservation managers and consultants to find out what kind of biodiversity planning information they need and how they will use this information, so that they could refine the maps and guidelines accordingly. They also spent time helping municipal officials to interpret and use the maps and guidelines to develop their SDFs and to inform development decisions in biodiversity priority areas.



The Putting Plans to Work project ensured that biodiversity priorities were included in the Provincial Spatial Development Framework.

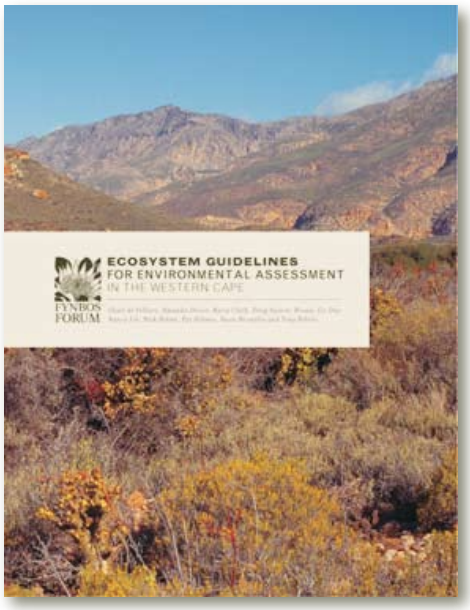
By working with officials from the various natural resource management agencies that are active within the pilot municipalities, Nancy played a vital

Jeffrey Manuel became involved with the C.A.P.E. Programme during the preparatory phase of the GEF project, working as an intern under the mentorship of Mandy Barnett on the Lowlands component. His experience and exposure to the organisations involved in C.A.P.E. resulted in his rapid deployment by BotSoc in a number of priority initiatives.

The success of this project is due in large measure to the disposition of Nancy Job, and in particular her commitment to building relationships at a local level. By coming alongside the implementers, listening to their particular needs for information, giving the necessary support and involving them in a broader network of biodiversity practitioners, Nancy helped to turn the bioregional vision into reality at a local level.

Charl de Villiers is an experienced journalist and environmental management practitioner who is using his communication skills as a writer and analyst to build capacity, especially among consultants and officials in various capacities, to take account of biodiversity in decision-making for development. "We view biodiversity as a basic informant to socially and economically justifiable development, not an obstacle that stands in its way. Thanks to systematic conservation plans, comprehensive biodiversity guidelines and strong government support for proactive planning and preemptive impact assessment, this philosophy has an excellent chance of being realised," Charl says.

role in fostering sound working relationships between the municipalities and CapeNature, DWAF, Working for Water, the Department of Agriculture and the provincial environmental affairs department. The biodiversity priorities map for each municipality provides a useful point of reference to enable these organisations to work together for a common purpose. In this way, the project contributed significantly to integrated natural resource management at a local level.



The *Fynbos Forum Ecosystem Guidelines for Environmental Assessment in the Western Cape* have set a new standard for informed decision-making in the region.

Products, processes and people

Working with municipal planners, conservation agencies and consultants to put the results of biodiversity research and planning initiatives into practice at a local level was a rich experience. From designing user-friendly GIS products to influencing provincial and local government planning processes, the project was an exhilarating learning curve. But one of the most profound outcomes of the project was not anticipated at project commencement. Nancy explains: "This project started out being about products, i.e. making outputs of biodiversity plans more user-friendly, but is really about people—the managers and other officials, the 'implementers'. The project is about the people who use the products—not only the municipal officials but the many agencies that the municipalities draw upon for information about the environment."

(iii) Biodiversity in Environmental Assessment

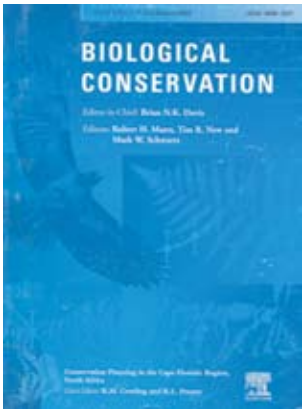
Through its 'Biodiversity in Environmental Assessment Project, BotSoc's Conservation Unit advocates an integrated and precautionary approach to the screening of development applications. This "pre-application biodiversity screening and environmental impact assessment process" draws on the regulations under the National Environmental Management Act (Act No. 107 of 1998) as well as other applicable laws. It also draws on the biodiversity plans, ecosystem guidelines and a robust but basic terms of reference that were devised in this project for the consideration of biodiversity in Environmental Impact Assessment. The approach has been captured in the Fynbos Forum Ecosystem Guidelines for Environmental Assessment in the Western Cape (pub-

lished in 2005). This publication has been made available to all C.A.P.E. Partners and is the basis for training of environmental authorities and practitioners throughout the region.
Since its publication, Charl de Villiers and Jeffrey Manuel of BotSoc's Conservation Unit have initiated a review to test the assumption that comments made on development applications in priority threatened ecosystems have resulted in the improved consideration of biodiversity. The review covers some 60 applications for environmental, mining or agricultural authorisation between October 2004 and December 2005. The review will be used to investigate strategies, with the C.A.P.E. programme and other partners, to effectively overcome obstacles that are preventing the effective 'mainstreaming' and consideration of biodiversity in EIAs and, ultimately, decision making in the region.

The BotSoc review is understood to represent the first known attempt in South Africa to evaluate the extent to which systematic conservation plans and interpretive guidelines have informed environmental reporting and decision-making in one or more global 'biodiversity hotspots'.

What have we learned?

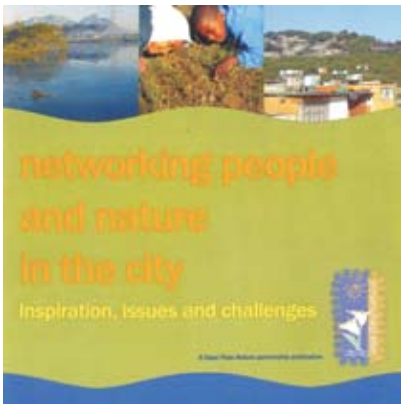
- *Recent environmental legislation in South Africa has created an enabling framework for the development and implementation of plans to safeguard biodiversity. The Western Cape provincial government's commitment to bioregional planning has strengthened conservation planning efforts.*
- *Research into biodiversity priorities (e.g. the NSBA) and the development of biodiversity plans (e.g. Cape Lowlands Renosterveld fine-scale plan) has enabled conservation planners to contribute significantly to the development of sound provincial and municipal planning frameworks (e.g. SDFs).*
- *Municipalities have a crucial role to play in preventing the loss of natural habitat in priority areas through their SDFs and land-use decision-making processes.*
- *Municipal officials are willing to defend biodiversity priorities if given the necessary information and support.*
- *GIS maps are a very useful tool for developing a conservation vision and plans in municipalities; however, they need to be simple to use and interpret (e.g. show recognisable landscape features) and most municipalities initially need support to use them.*
- *It shouldn't be assumed that people understand the significance of biodiversity features; guidelines are needed that explain why biodiversity is important and to recommend ways to conserve it.*
- *Because each municipality is different, the project coordinators found it more effective to work on a one-to-one basis with officials, rather than to hold training workshops for all the municipalities together. This approach may be time-consuming but it proved to be effective.*
- *It is necessary to work with existing structures where possible; this encourages buy-in, enables all parties to learn, and ensures sustainability once the intervention is over.*



7.5 Information management

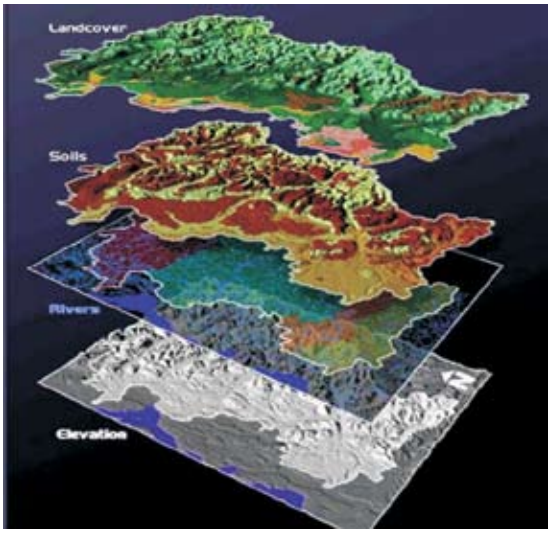
One of the reasons for international support and interest in the C.A.P.E. Programme has been the solid base of science, information, knowledge and capability demonstrated by the implementing agencies. One of the first opportunities offered by the C.A.P.E. Strategy was to mobilise a co-ordinated approach to information management in a project led by CapeNature, which was initially called the Conservation Planning Unit and later BGIS (see below). Its primary purpose was to act as an information warehouse for the conservation planning products of the C.A.P.E. Strategy phase. A key objective of the C.A.P.E. Strategy was to build on this knowledge and information and to use it as a resource for improved decision-making.

In parallel, the technology for ensuring that fine-scale conservation planning is undertaken with rigour and in such a way that it can be fed into decision-making



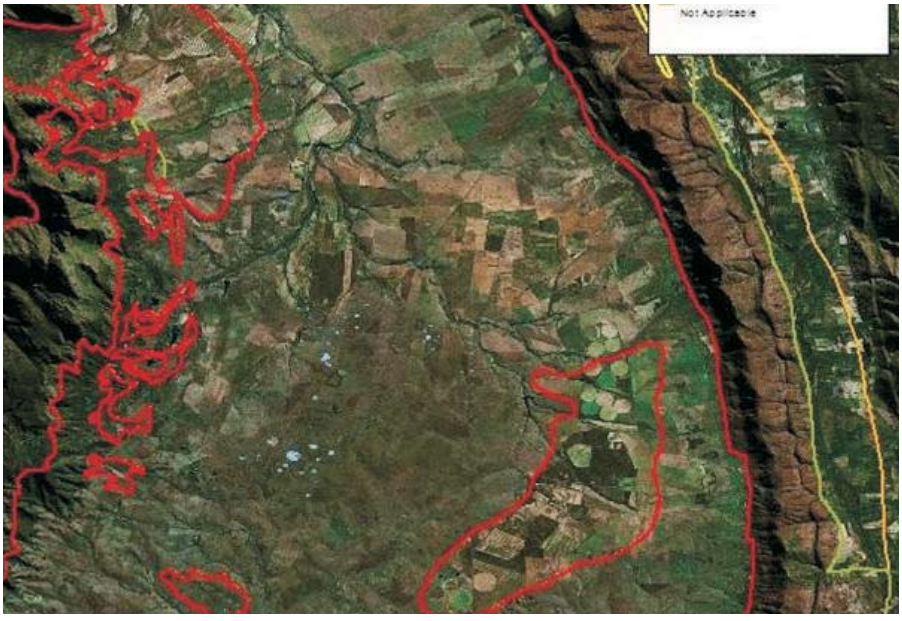
What is GIS?

GIS stands for Geographic Information System. This information management system is essentially a tool that integrates digital maps and information databases to support environmental interpretation, planning and decision-making. Through the use of satellite photographs, global positioning system (GPS) technology and computerised databases, GIS makes it possible to link information to maps, thereby creating spatial information.



GIS creates map "layers", with each layer representing a different category of information (e.g. municipal boundaries, rainfall figures, vegetation, land-use types, population census data, etc). It is a powerful tool for working with environmental information, as it is possible to overlay these layers and see how different elements relate to one another. Being able to display information in the form of maps, and overlay these onto satellite photographs of the landscape, makes it very easy to interpret the information. GIS is therefore a valuable tool for sharing environmental information with the public.

The representation of ecosystems and their conservation status overlain onto a satellite image.



in municipalities, was enhanced by the SKEP and Putting Plans to Work projects. This has led to a substantive component in the C.A.P.E. Programme to address the priority areas in the lowlands where information at this scale is lacking. Further work is being done on specific components of biodiversity, such as wetlands and marine environments, with at least some products now able to be integrated into the overall Biodiversity Geographic Information System (BGIS).

(i) The BGIS Unit

The C.A.P.E. Strategy compiled extensive information on every aspect of the legal, institutional, social and economic context of the CFR. It also resulted in information regarding the pattern and processes of biodiversity across the region, and products relating to threats and opportunities for protection. Before the ink on the strategy was dry, a project was being developed to capture this information in a way that would make it accessible to scientists, planners and decision-makers in the future. It was agreed that CapeNature would be the natural host for what became known as the Conservation Planning Unit. The project evolved to the extent that SANBI's new institutional mandate provided a more appropriate home for this initiative, and it now forms part of SANBI BGIS.

BGIS receives spatial information generated by C.A.P.E. Partners and task teams, manages this information and makes it freely available on a website (http://bgis.sanbi.org). The BGIS maps and databases provide information on ecosystems, vegetation types, rivers and wetlands, protected areas, habitat transformation, and much more. The website also has links to digital copies of relevant reports, for example the National Spatial Biodiversity Assessment (NSBA), giving people access to a vast amount of biodiversity information at the click of a mouse button.

Promoting access to biodiversity information

The BGIS unit is responsible for managing spatial biodiversity planning information and making it available on the website. The unit also provides value-added services, which include:

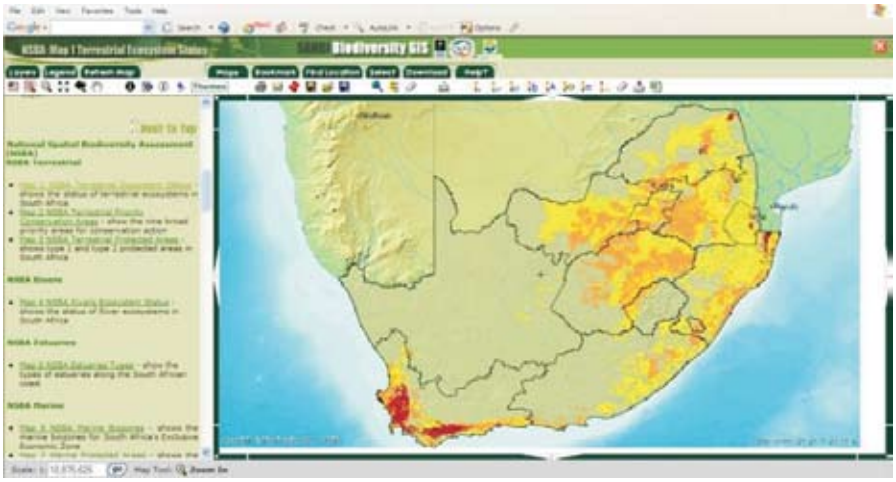
- making data and information accessible by producing it on compact disk and in hard copy map format;

Selwyn Willoughby, BGIS unit manager, is conscious of the many barriers that can impede access to and sharing of information, and is determined to overcome these obstacles. The first major challenge was trying to get the C.A.P.E. Partners to use one set of standards when submitting information for the website. After nearly two years of negotiating between partners, the unit has managed to set data and metadata standards which allow the seamless flow of data and information between all partners in C.A.P.E.

- data and information analysis, interpretation and application; and
- specialist advice on information management practices.

The BGIS team also noticed that some users were unable to use the information because they just couldn't understand the scientific jargon and abbreviations used by the researchers who submitted the original information. They have made an effort to use simple language, include illustrations and design the website clearly and logically so that the information is meaningful to the general public. Because many C.A.P.E. Partners cannot afford broad-band internet connections, BGIS has designed the website so that even the GIS maps are available to people with dial-up modems.

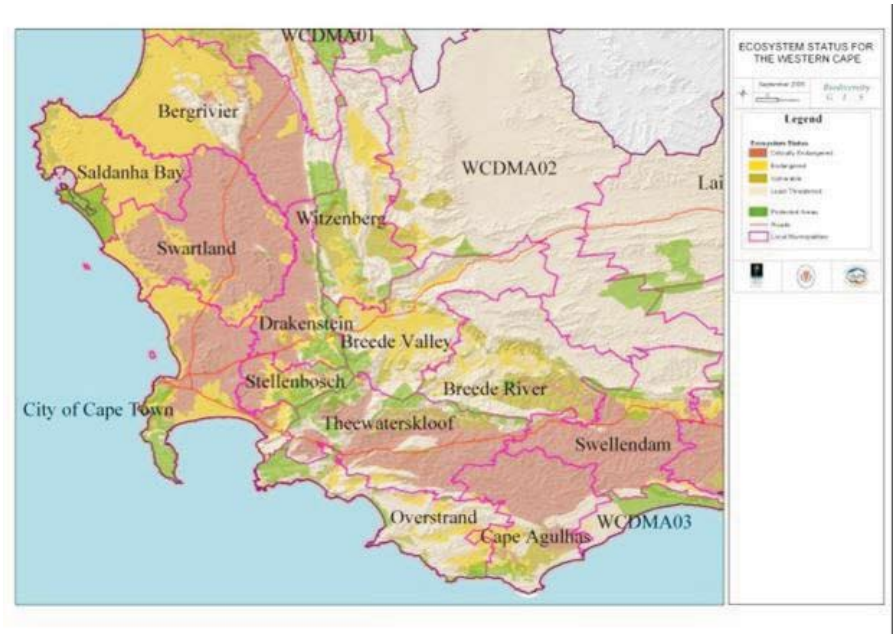
The high cost of GIS software packages is another potential barrier to people being able to access biodiversity information. Selwyn explains that they have overcome this problem by enabling certain GIS functions to take place on-line. Even without GIS software, you can access the on-line maps or databases, add information and e-mail these modified files to others, whether or not they have GIS software. To further enhance access to information, the entire website is available as a double CD set, which is available at a nominal charge from the unit. In all these ways, the BGIS unit is helping to put biodiversity information and GIS tools into the hands of people, to enable sustainable and appropriate development.



The online GIS facility with interactive GIS functionality

Guiding appropriate development

One of the original reasons for establishing the BGIS unit was to encourage appropriate development by making biodiversity information available to developers and to local authority land use planners and decision-makers. BGIS therefore organises the information on the website according to municipal boundaries as well as ecological regions. A land-use planner, developer or farmer can call up a map of their municipality, identify the administrative boundaries, and use the conservation maps to pinpoint any threatened habitat types.



Planners and developers can check the BGIS website to determine the conservation status of land they are intending to develop. Critically endangered habitats are "red-flagged", indicating that detailed investigation is required to assess the potential impact of development.

Systematic conservation planning

Land is under intense pressure to be developed, whether for agricultural, industrial, residential or commercial purposes. Although conservationists might want all remaining natural areas to be left undeveloped, this is simply not realistic. Systematic conservation planning is a strategic and pragmatic approach to identifying and conserving biodiversity priorities. The approach sets clear and defensible targets based on sound data for conserving both biodiversity pattern (a representative sample of all species and habitats) and the ecological and evolutionary processes that enable biodiversity to persist. With biodiversity priorities clearly stated, and valid development needs acknowledged, land use planning negotiations can proceed in a constructive manner. The C.A.P.E. Fine-scale Planning project is based on the principles of systematic conservation planning.

Environmental regulations aim to negate or minimise the impact of any form of development on critically endangered or endangered habitats. The information on the BGIS website can save planners and developers time and money by helping them to choose appropriate sites to develop. Because of the growing resistance from the public to environmentally inappropriate developments, this information can also help developers to avoid potential conflict situations and the bad publicity that ensues.

Building community through sharing information

Having a central database of spatial biodiversity planning information in the CFR, as well as standardised systems that enable people to interact with this database, creates limitless opportunities for sharing spatial information. While the focus at the moment may be on building up the databases and developing accessible web-based information management systems, the ultimate aim of the BGIS unit is to use this technology to promote on-line communities of practice.

As people start using the BGIS information to address environmental and development issues in the CFR, they will be able to share what they are doing and learning with people across the region via web-based discussion groups. "GIS is essentially a problem-solving tool, not just an information system," says Selwyn. "As people start sharing their ideas and experiences across different sectors, we will start building communities of practice. What really inspires the BGIS unit is being able to help people to work together for sustainable development."

What have we learned?

- *You can't force organisations to participate in a knowledge network; willingness develops as the benefits of working together become clear. The job requires patience and persistence!*
- *Although it may be time-consuming and costly to align an organisation's information systems to the standards of the knowledge network, this initial investment is insignificant in comparison to being able to access information generated by all partner organisations in a format that can be used immediately.*
- *Making information accessible requires more than technology—the information must be presented in simple language that can be understood by all potential users; good illustrations are also important.*
- *A knowledge network must serve its partners, so in setting up the systems and protocols, it is important to consult partners and find out what they need from the network.*
- *Making information freely available, rather than seeing it as a commodity to be sold, is what enables a knowledge network to thrive. As partners benefit from receiving information freely, they are more likely to make their information available, thus enabling a free flow of information.*
- *GIS is far more than an information management system; it is a tool to enable community-based environmental problem-solving.*

(ii) Fine-scale biodiversity planning

The original C.A.P.E. Strategy painted in broad brush-strokes a 20-year vision for biodiversity conservation and sustainable development in the CFR. The conservation planning tool used to develop that vision, called C-Plan, defined and worked with broad habitat units at a scale of 1:250 000 to identify areas of conservation concern and to recommend where mega-reserves or conservation corridors should be established.

Now that the C.A.P.E. Strategy is being implemented, it is time to add detail to this picture. The detail comes in the form of fine-scale biodiversity plans (1:10 000) with their associated GIS layers. These critical biodiversity planning tools put research findings into the hands of land-use planners, developers, landowners and resource managers, helping them to make informed decisions about biodiversity priorities.

Conducting a systematic conservation assessment of an area requires specialised

knowledge and skills in the fields of ecology, GIS and conservation planning. GIS data layers need to be developed, including information on biodiversity pattern and process, existing protected areas, levels of habitat transformation and potential causes of habitat loss. In addition, conservation targets must be set. While the IUCN recommends that 10% of the land surface area of a country should be formally conserved, this target is somewhat simplistic in that it tends to overlook the diversity of habitats in a landscape and the fact that some habitats are richer in species diversity than others. While conserving 10% of a particular habitat may be sufficient in some cases, South African researchers have found that as much as 50% of some species-rich habitats may need to be conserved in order to safeguard biodiversity pattern and process.

Fine-scale biodiversity planning produces maps that display information about the conservation status of recognisable biodiversity features, such as particular habitat or vegetation types. Different systems exist, but one that is commonly used colour-codes habitats as critically endangered, endangered, vulnerable or currently not vulnerable, drawing on the results of the National Spatial Biodiversity Assessment. Land-use planners and decision-makers can use these plans and associated guideline documents to ensure that development does not prevent municipalities meeting their conservation targets.

Already a number of fine-scale biodiversity plans have been developed for parts of the CFR where biodiversity is under threat. In the Western Cape, these areas include the Agulhas Plain, the Cape Flats and the Renosterveld Lowlands of the Swartland and Overberg. In the Eastern Cape, the STEP project developed a fine-scale biodiversity plan for the south-east lowlands. Plans are currently being developed as part of the Baviaanskloof, Cederberg, Gouritz and Garden Route Initiatives (Chapter 2). A four-year C.A.P.E. Fine-scale Biodiversity Planning Project, launched in May 2005, is focusing on another five priority areas, namely Nieuwoudtville, the north-west Sandveld, Saldanha peninsula, upper Breede River Valley and the Riversdale coastal plain. By the time all these fine-scale planning projects are complete, 19 of the 25 local municipalities in the Western Cape will have access to fine-scale biodiversity plans, which will detail at least those areas that the National Spatial Biodiversity Assessment identified as being under threat. These systematic biodiversity plans will guide land use planning and decision-making by municipalities and provincial environmental and agriculture departments, and inform conservation agencies in terms of the selection of priority sites to expand the network of protected areas.

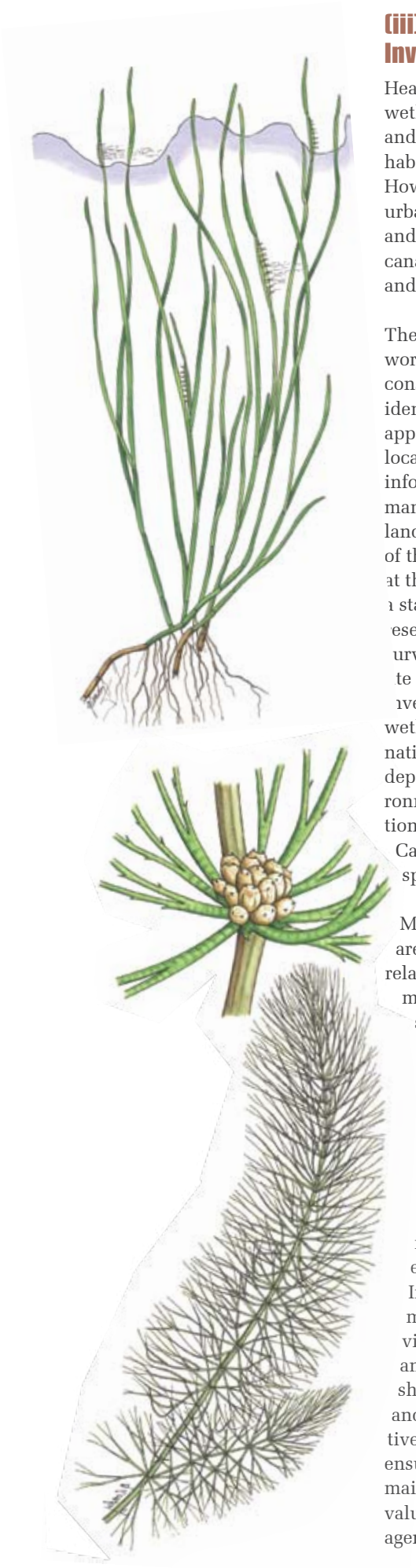
Regional-scale conservation planning led to the development of the C.A.P.E. Strategy, but fine-scale biodiversity planning has become an essential tool in the C.A.P.E. implementation toolbox. Originally piloted by the Botanical Society and ABI, this project is currently being rolled out by CapeNature, with support from BGIS. Its implementation at municipal level is being supported by the Putting Biodiversity Plans to Work project. The roll-out of this initiative clearly illustrates the highly integrated nature of projects within the broader C.A.P.E. Programme.

What have we learned?

- *In South Africa, information on biodiversity pattern (e.g. vegetation type, species distribution data) is generally available, whereas very little spatial information exists on ecological and evolutionary processes.*
- *Systematic biodiversity planning relies on ground-truthing and local knowledge as well as spatial information.*
- *Spatial information on vegetation or habitat types is more useful than species distribution data when assessing biodiversity pattern.*
- *IUCN conservation guidelines (conserving 10% of land surface area) are inadequate in species-rich environments.*
- *Fine-scale biodiversity plans should be mapped according to bioregions but clipped according to municipal boundaries. This will ensure that a comprehensive decision-making tool is produced at the appropriate level for local government officials to make land-use planning decisions.*

Kerry te Roller is co-ordinating the preparation of fine-scale conservation plans in critical lowland sites across the CFR. Kerry te Roller is co-ordinating the preparation of fine-scale conservation plans in critical lowland sites across the CFR.

Ernst Baard manages CapeNature's Scientific Services division. An expert herpetologist, Ernst has applied his passion for understanding species' distributions to the development of CapeNature's biodiversity information warehouse. His unit provided the home for C.A.P.E.'s Conservation Planning Unit. Ernst is also concerned that conservation managers should get "back to basics"; they should understand the system that they are trying to manage.



(iii) Compiling a Wetlands Inventory

Healthy river systems need functioning wetlands. They help to filter the water and reduce flooding; they also provide habitat for numerous plants and animals. However, wetlands in both rural and urban areas continue to be undervalued and abused. They are overgrazed, burned, canalised, bulldozed, used as dump sites and choked by invasive reeds and grasses.

The Western Cape Wetlands Forum, a network representing wetland researchers, conservationists and resource managers, identified the need for a co-ordinated approach to gathering information on the location and condition of wetlands. This information is essential to the effective management and conservation of wetlands in the province. With the support of the Table Mountain Fund, researchers at the University of Cape Town developed a standardised data sheet that wetland researchers in the province can use to survey wetlands. Data collected contribute to the compilation of the Wetland Inventory. Everyone with an interest in wetlands, including local authorities, national and provincial government departments, civil society groups, environmental impact assessment practitioners, South African National Parks, CapeNature, researchers and freshwater specialists, is encouraged to contribute.

Many organisations in South Africa are researching and addressing wetland related issues and a vast amount of information exists to support wetland conservation and rehabilitation. However, until recently, this information was dispersed and relatively inaccessible. The Wetland Inventory team undertook an extensive literature survey and consulted numerous individuals in order to develop the first comprehensive database of information on wetlands in the Western Cape. The first phase of the project was completed at the end of 2005, and the Wetland Inventory (Version 1) database is being made available to all interested parties via the Western Cape Wetlands Forum and BGIS. Both the database and data sheets will enable information sharing and support biodiversity planning initiatives in the region. The challenge lies in ensuring that the database is updated and maintained, thereby ensuring its ongoing value to wetland conservation and management.

7.6 Knowledge-networking

The exceptional scientific know-how and capacity that enabled the development of the C.A.P.E. Strategy and C.A.P.E. implementation programme has been emphasized in Chapter 1. But how was this capacity developed in the first place? Although there is a proud academic and institutional tradition in the region, with several world-class universities, research institutes and learned societies, a uniquely loosely structured and powerful organisation, known as the Fynbos Forum (see below), was formed in the early 1980s, and continues to provide the primary knowledge network for the C.A.P.E. Programme.

In addition to the Fynbos Forum, the C.A.P.E. Partners' Conference, a "general assembly" of the C.A.P.E. Implementation Partners is held annually in June. Its purpose is to provide an opportunity for programme implementers and stakeholders to interact, share and learn from one another's experience with implementation, but more importantly to make recommendations that can be considered for adoption by the C.A.P.E. Implementation Committee (Chapter 8).

There are also a number of thematic discussion groups that bring together organisations and people with common interests such as the Western Cape Wetlands Forum and the Environmental Education (EE) Friends group. These informal structures continue to inspire collaboration and exchange and are the basis for a number of new groups that now form the core knowledge networking mechanism for the C.A.P.E. Programme. During the year, C.A.P.E. Partners also convene the C.A.P.E. Protected Areas Forum and the C.A.P.E. Project Developers' Forum, with the explicit purpose of exchanging lessons and building capacity in these knowledge areas. In the course of establishing implementation arrangements for the substantive components of the C.A.P.E. Programme, a number of task teams and steering committees have been formed to bring together key partner organisations. These are described more fully in Chapter 8. Their influence and usefulness extends beyond merely steering project work to providing an interface among agencies and individuals with common interests in either particular spatial domains or knowledge areas. An

emerging challenge is to develop enabling mechanisms to ensure the integrity, quality and persistence of the knowledge and insights achieved. A starting point is to document the experiences and lessons learned from some of the key initiatives.

(i) The Fynbos Forum

South Africa's Council for Scientific and Industrial Research (CSIR) established the Co-operative Scientific Programmes in 1975, as a means of focusing effort on research of critical national importance. Its approach was to channel funds to universities and research organisations and to support government research requirements by convening and co-ordinating interdisciplinary and multi-organisational programmes. The CSIR's Fynbos Biome Project established in 1977 was one of these, and it contributed to the International Council for Science's International Geosphere-Biosphere Programme. During its implementation phase, the Fynbos Biome Project convened an Annual Research Symposium, where research findings and priorities were discussed, and where emergent topics and insights for conservation were tabled. Apart from the annual meetings, a bibliography of published and unpublished material was prepared, which was updated continually during the programme's lifespan. At the end of the funded phase of the programme in 1990, the Foundation for Research Development (FRD), having observed the influence of the Fynbos Forum, continued to support the secretariat function. This enabled an annual Fynbos Forum meeting to be convened. Each year, an Annual General Meeting is held at which a Committee is elected through nomination, with the main task being to determine the venue and agenda

The EE Friends Group

Just as GREEN (the Garden Route Environmental Education Network, Chapter 6) has strengthened environmental education processes in the southern Cape, EE Friends has provided an opportunity for environmental educators in South Africa to keep in touch and informed. Established in 2000 by Ally Ashwell of EnviroEds, this network has, since 2002, been ably co-ordinated on a voluntary basis by Mary Murphy of the environmental NGO Poloandfriends.

Meetings take place on a quarterly basis in Cape Town. Members of the ever-growing network host the gatherings, and agendas emerge in response to the willingness of participants to share their projects and ideas, as well as developments in environmental education and advocacy. There is no geographical limit to electronic networking, and the data-base lists members from all corners of the world.

The informal nature of this network has resulted in a natural ebb and flow of participation, with every meeting being an opportunity to meet new people. Having "no fixed abode" has made meetings a movable feast of visits to a wide range of service providers within the region. As the network grows, its form is likely to evolve; but for now one of its strengths is the fact that the group is living up to its name, and strengthening friendships within the environmental education community.

PROFILE

Ally Ashwell

Ally Ashwell first made her presence felt when WESSA established an environmental education centre at Treasure Beach in Durban. From a landmark project that almost defined environmental education as a place where schoolchildren learned about the environment, Ally has become one of South Africa's foremost practitioners of "learning in action" where people, of all ages and all walks of life, engage with environmental problems in their own lives and learn through developing and applying solutions. With a teaching background, and after helping develop environemental education programmes at Kirstenbosch, Ally found a niche in the participatory development of resource materials for educators and students alike. Some of her most effective work has been done with teachers and conservation staff as she has tried to link the requirements of the new outcomes-based educational curricula with the available resources, but always in the context of issues confronting conservation. More recently, she has developed the education and development unit standards for Further Education and Training and is an accredited assessor for these courses and qualifications. As the principal author of this book, Ally has applied a principled and thoughtful approach to drawing out the lessons from practice of all of our Fynbos Fynmense. The product is a credit to this integrity, experience and simple hard work.

of the next meeting. The Chair of the Fynbos Forum plays an integral role in setting direction, keeping the Forum and its Committee active, and identifying key issues that need to be discussed. Since 1990, the Chairs have been:

Dr Christo Marais	(1990 – 2001)
Kristal Maze	(2002 – 2004)
Julia Wood	(2004 – present)

Early in Christo Marais' tenure, he saw the usefulness of inviting conservation managers and other practitioners to attend the forum to give practical expression to the scientific content. The programme is a fine balance of scientific and management considerations, and the Committee tries to ensure that it meets the needs of both constituencies. This is something of a swinging pendulum, but has been effectively managed, evidenced by the ever-growing interest in the Fynbos Forum meetings.

The Fynbos Forum draws strength from both its informality and the unusual sense of solidarity among its long-standing constituency. A number of key initiatives have grown out of the Forum, some by design and others by chance. In 1993, at a Fynbos Forum workshop entitled 'Managing Fynbos Catchments for Water', the discussions concerned the threats to fynbos posed by invasive alien plants. Dr Guy Preston, who had been promoting responsible use of water as an alternative to the construction of new dams in the region, proposed that alien clearing would both improve catchment management and promote employment and con-

Christo Marais explains that: "The informality of the Fynbos Forum has been what has kept it going for years". He chaired his last session in 2001. "Now it has a tremendous new youthful energy and there are more planners and managers present than ever before", he enthuses.

tribute to an improved quality of life for many South Africans. In the spirit of the emerging new South Africa, a resolution to mainstream biodiversity concerns into the reconstruction and development of the country was enthusiastically adopted. From this Fynbos Forum resolution, a roadshow to demonstrate the logic of this approach was launched, and this grew ultimately into the very powerful Working for Water Programme (Chapter 3), which has inspired many other similar-programmes.

Co-incidentally, the same Fynbos Forum concluded that a powerful attempt should be made to take the critical issues of fynbos conservation to the international community. As Working for Water was leaving the starting blocks, the Forum began working on a Strategic Plan for Conservation Priorities in the CFR. With

PROFILE

Guy Preston

A pioneer in the development of water and energy saving measures in South Africa, perhaps even Guy Preston would not have realised what an impact his promotion of "water-saving sanitary hardware" would have on our opinions and lifestyles. Now the Chairman and Co-ordinator of South Africa's premier expanded public works programme, Working for Water, Guy has had the opportunity not only to promote the idea that water-saving measures would result in less expensive water supplies, but also to show that conserving water could be tied to biodiversity conservation, livelihoods promotion as well as institutional and entrepreneurial development. The full story is told elsewhere in this book, but Guy can tell stories of how any effective programme that involves multiple stakeholders must deal with power, influence, persuasion, mobilisation, measurement, reflection, but probably mostly dogged determination and exceptionally hard work (It's even harder work to pin him down, unless you're up at 3 a.m!). Guy's work has resulted in one of the most effective demonstrations of mainstreaming of biodiversity into development processes anywhere in the world, and has influenced a suite of programmes including Ukuvuka, Working on Fire, Working for Wetlands and CoastCare. He is the original champion of C.A.P.E.

the Institute for Plant Conservation at the helm, the Cape Action Plan for the Environment began to take shape, with a view to an application for funding to the Global Environment Facility. The rest, as they say is history…!

Since 2001, the Fynbos Forum has embraced every part of the C.A.P.E. Programme, and is the best networking opportunity for those involved. Each year, progress in the C.A.P.E. Programme is discussed and debated, and a fascinating suite of projects is presented that testifies to a growing body of scientific enquiry and management practice. A deliberate attempt, supported by C.A.P.E. and enthusiastically adopted by Forum members, has been to induct new project implementers, staff and especially students by facilitating their involvement in the annual meeting. This has resulted in a major shift in attendance, with a growing constituency of new recruits presenting papers, learning from their peers and contributing to the growing body of knowledge and experience. Some remark on the absence of the "elder statesmen" who originated the programme, but all are pleased with the vibrancy and innovation of the new constituency.

Ironically, the implementation of the C.A.P.E. Programme has not been able to address one of the key issues raised by the Fynbos Forum, namely the ongoing need for high quality research that will sustain the kind of innovation required by the C.A.P.E. Strategy. An early appeal to the Fynbos Forum to act as a convenor of a fynbos research programme yielded the perspective that if there was no pot of funds, it would be difficult to achieve research co-operation. In addition, the overt conservation goals of the C.A.P.E. Programme and the particular funders who have engaged with the programme have only supported research that directly supports implementation. The Fynbos Forum, with support from C.A.P.E. has invested in a survey to determine research priorities for the CFR. A workshop was held at the 2005 Fynbos Forum and steps are now being taken to ensure that the Research Task Team is constituted and takes leadership for this important aspect of the C.A.P.E. Strategy. The FRD-supported South African Environmental Observatory Node (SAEON) for the Fynbos, which is to be implemented by SANBI in terms of its new mandate, offers a possible means to consolidate and grow co-operative research programmes in conjunction with the leading universities, research institutes and scientists in C.A.P.E. Partner organisations.

The Minister of Environmental Affairs, Marthinus van Schalkwyk and the Country Director of the World Bank in South Africa, Pamela Cox, sign the grant agreements for C.A.P.E. while Brian Huntley (CEO SANBI) and Chippy Olver (Director-General of Environmental Affairs and Tourism) look on.

(ii) The C.A.P.E. Partners' Conference

The C.A.P.E. Strategy was adopted at the C.A.P.E. 2000 Conference. Four years later, the primary grant agreements negotiated through the World Bank and UNDP, for the C.A.P.E. Biodiversity Conservation and Sustainable Development Project were signed at the first C.A.P.E. Partners' Conference at Kirstenbosch. At this meeting, attended by the new Minister of Environmental Affairs and Tourism, Mr Marthinus van Schalkwyk, as well as the Western Cape Minister for Environmental Affairs and Development Planning, Ms Tasneem Essop, project implementers were able to demonstrate progress in programme implementation in the first three years.

Presenters highlighted the lessons learned through projects, many of which are documented in this book. An innovation was to open the C.A.P.E. Partners' Conference to all organisational and institutional stakeholders, to capture insights and to present formal recommendations regarding the programme's future to the final plenary. The recommendations that were adopted at the meeting were subsequently formally tabled at the C.A.P.E. Implementation Committee for inclusion in the work programmes of the C.A.P.E. Coordination Unit and the various forums and task teams. Ongoing accountability

MEC Tasneem Essop has been a staunch supporter of environmental reform in the Western Cape and a champion of ensuring that environmental governance underpins social and economic development in the region. Since taking over the Environmental Portfolio, she has provided C.A.P.E. stakeholders with one of the most powerful incentives for their often selfless work, and that is her own personal interest in a better environment and a better future for every fynmens in the region.

would be assured in this way. The meeting also included an Independent Review Panel, which was invited to comment on programme progress. One of the key findings was that the programme needed to deepen its contact and involvement with the stakeholders of projects, rather than simply the managers.

Consequently, the C.A.P.E. Partners' Conference 2005, working on a theme of "Fynbos Fynmense", sought to highlight the people dimension. An opportunity was provided for project stakeholders to tell their own stories, whether it was school children from the Baviaanskloof, farmers from the Breede River, Rastafarians from the Cape Flats, or rooibos tea growers from the Suid Bokkeveld. The event was also marked by the presentation of C.A.P.E. Conservation Awards by the Western Cape MEC of Environmental Affairs to six of the most worthy projects, following a nomination and evaluation process moderated by the C.A.P.E. Implementation Committee. The awards were of two types. Ordinary recognition certificates were presented to all C.A.P.E. signatory organisations and registered projects, and Gold Awards were presented to those who have made exceptional contributions.

By the end of 2005, the Gold Award Winners are as follows:

2004
Chris Burgers (posthumously)
Guy Palmer
James Jackelman
Paul Britton
Lee Jones
Adriana Dinu-Wright

2005
David Daitz
Richard Cowling
Zwai Peter
Heiveld Rooibos Co-operative
Guardians of the Garden Route
Christi Kloppers
Olinka Mackintosh, Lance Kabot and Laurette Afrikaner

It was agreed to present C.A.P.E. recognition certificates and awards at two occasions during the year, namely the C.A.P.E. Partners' Conference and the Fynbos Forum, with the focus on the former being for signatories and implementation partners, and the latter being for excellence in research, capacity development and exceptional volunteer efforts. Richard Cowling's Gold Award was presented at the 2005 Fynbos Forum in recognition of his exceptional role in the establishment and growth of the Fynbos Forum. Although in its infancy, it is hoped that the C.A.P.E. Conservation Awards will be a simple, yet powerful recognition of the organisations and people that have made exceptional contributions to the conservation of the CFR.

(ii) Fynbos i-Forum

A resolution of the Fynbos Forum AGM in 2005 was that C.A.P.E. should try to revitalise the Fynbos Bibliography that had been developed through the Fynbos Biome Project, and make it a central core of the knowledge network that is represented by the Fynbos Forum researchers and managers, and the C.A.P.E. implementation partners. To this end, and in partnership with the Niven Library at UCT's Percy FitzPatrick Institute, a library and information studies intern Nomgcobo Ntsham captured and cleaned up the original literature database and placed it within a web-accessible database. With funding from the CEPF-supported Capacity-Building Programme, a second intern is being employed to develop this database further and to make it a vital resource for the Fynbos Forum and C.A.P.E. constituency. The intention is to grow the Fynbos i-Forum as an electronic learning network that draws together the people, projects, literature, experiences, insights, products and plans of the whole of the C.A.P.E. programme, as a mirror of the live network of the individuals and organisations that make up the Fynbos Forum and the C.A.P.E. implementation partners. The stories in this volume are but one contribution to this Fynbos i-Forum. Reach the Fynbos i-Forum on www.capeaction.org.za.

David Daitz presents a Gold Certificate to Colleen Simons representing the Guardians of the Garden Route at the C.A.P.E. Partners' Conference

The C.A.P.E. Partners' Conference is an opportunity for the Eastern Cape and Western Cape Provinces to meet. Here Albert Mfenyana representing the Eastern Cape MEC hands over the new Baviaanskloof publication to MEC Tasneem Essop.

7.7 Finding funding

The most significant sources of funding for implementation of C.A.P.E. are the organisations and individuals who through their mandates, constitutions and commitments have taken responsibility for implementation. However, at the time that the C.A.P.E. Strategy was formulated, it was realised that additional support would also be needed, especially from domestic and international donors. Although it was debated hotly at the time, there was a tendency to think that any scaled-up implementation would be contingent on international donor support; this to some extent hid the reality that significant resources were being allocated by the large number of organisations involved in the CFR.

A significant challenge is to ensure that these resources are appropriately applied to the most important components of the strategy and, even more importantly, to ensure that there is no wastage as a result of overlapping mandates or unnecessarily conflicting approaches. Although it is difficult, if not impossible, to answer the question "How much money is needed?", the proposals embodied in the C.A.P.E. Strategy modestly requested at least $100 million over a 20 year period to supplement South Africa's own resources and to leverage alignment and efficient use of the available funds.

More detailed analysis of the baseline funding available in South Africa revealed that international donor funds would leverage domestic investment in the order of 1:4. Since this co-financing is being tracked throughout the implementation of Phase 1 of the programme, it will be possible in the future to demonstrate with more confidence this leverage effect. There is no doubt however, that the availability of significant amounts of externally sourced funding has permitted a more strategic and comprehensive approach to implementation, compared to what would have been possible with the opportunistic and uncertain funding that is usually available. See the table on major direct investment by funders on page 228.

(i) Global Environment Facility (GEF)

The GEF is an independent financial organization established in 1991. It provides grants to developing countries for projects and programmes that benefit the global environment and promote sustainable livelihoods in local communities. GEF supports projects related to biodiversity, climate change, international waters, land degradation, the ozone layer and persistent organic pollutants. Its projects are managed through:

fynbos i-forum

Margaret Sandwith of the Percy FitzPatrick Institute at the University of Cape Town is mentoring library interns to develop the Fynbos i-Forum. Nomgcobo Ntsham completed the first phase and is now employed by SANBI in the Harry Molteno Library at Kirstenbosch.

The major direct investment by funders for the implementation of the C.A.P.E. Strategy			
Funder	**Recipient**	**Period**	**Amount (ZAR)**
GEF (World Bank)	SANParks	1998-2003	37,000,000
GEF (World Bank)	Table Mountain Fund	1998-2003	30,000,000
GEF (World Bank)	WWF-SA	1998-2003	6,000,000
WWF-US	WWF-SA	2001-2002	450,000
GEF (World Bank)	SANBI	2002-2003	1.380,000
GEF-UNDP	SANParks	2004-2009	19,200,000
CEPF	Various (48 projects)	2003-2007	36,000,000
GEF (World Bank)	SANBI	2004-2009	54,000,000
GEF-UNDP	SANBI	2004-2009	12,000,000
Table Mountain Fund	Various (75 projects)	to date	12,800,000
Green Trust	Various (15 projects)	to date	292,000
Global Conservation Fund	Wilderness Foundation	2004	1,500,000
Roland and Leta Hill Trust	Various (7 projects)	to date	178,382
Malago Fund	WWF-SA	2004-2005	380,000
Mazda Wildlife Fund	Various	to date	5,055,000
Development Bank of SA	Various	to date	1,182,646
Umsobomvu Youth Fund	CapeNature	2005	5,700,00
Business Linkages Challenge Fund	CapeNature/Afriplex	2004-	3,000,000
Development Marketplace	Flower Valley Conservation Trust	2004-2005	930,000
Shell International	Flower Valley Conservation Trust	2005-	1,800,000

- the United Nations Environment Programme
- the United Nations Development Programme
- the World Bank.

GEF contributions to the CFR include a capital fund contribution to the Table Mountain Fund, investment in the Cape Peninsula Biodiversity Project which resulted in the formation of the Table Mountain National Park, and the development of the C.A.P.E. Strategy, the Agulhus Biodiversity Initiative, and the C.A.P.E. Biodiversity Conservation and Sustainable Development Project. For more information, visit www.thegef.org .

The GEF Secretariat and its implementing partners in the World Bank and UNDP have maintained a close dialogue with the C.A.P.E. Programme, and their staff have helped to steer the preparation, appraisal and implementation of the projects in their respective portfolios. Task Managers Dr Francois Falloux, Dr Jan Bojö, Chris Warner and Aziz Bouzaher

Technical support at field supervision missions by the GEF implementing agencies is very helpful. Here Andrew Skowno of the Baviaanskloof Project Management Unit discusses proposals with Slaheddine Ben-Halima and Aziz Bouzaher of the World Bank.

have acted ably for the World Bank under the guidance of the Country Directors Pamela Cox, Fayez Omar, Ritva Reinikka, as have UNDP Staff Nik Sekhran, Eddy Russell and more recently Mohamed Abdisalam and Alexandre Côte under the UNDP Resident Representatives John Ohiorhenuan and Scholastica Kimaryo.

(ii) The Critical Ecosystem Partnership Fund (CEPF)

CEPF is a fund designed to better safeguard the world's threatened biodiversity hotspots in developing countries. It is a joint initiative of Conservation International, the Global Environment Facility, the Government of Japan, the John D. and Catherine T. MacArthur Foundation and the World Bank. CEPF aims to dramatically advance conservation of Earth's biodiversity hotspots by providing support to non-governmental organizations, community groups and other civil society partners. A fundamental goal is to ensure that civil society is engaged in biodiversity conservation. In 2002, CEPF approved a contribution of $6 million dollars over five years to the CFR, allocated in terms of four strategic funding directions, which has catalysed more than 50 civil society projects in the region.

Many of the lessons regarding these projects are reported elsewhere in this book. The CEPF investment in C.A.P.E. has been instrumental in allowing the establishment of the C.A.P.E. Co-ordination Unit as the programme hub, and providing funds that have scaled up initiatives or which have catalysed new programme pilot activities. In particular, it has assisted with the development of capacity to design, plan and execute projects involving a wide range of stakeholders and has supplemented this with small grants for bursaries, internships and short courses. This has had the impact of widening the scope of involvement in the programme and of reinforcing and further developing skills of implementers. The lessons learned in applying these funds have influenced participatory approaches, including increased dialogue with private sector stakeholders. They have also underscored the developmental nature of projects in building expertise and piloting and scaling up interventions. One of the harder lessons has been the time taken to effectively mobilise projects, especially among under-capacitated organisations, and the need to maintain scrupulous governance oversight over decision-making. The programme managers, and particularly the Grant Manager for the CEPF, Nina Marshall and the CEPF Executive Manager, Jorgen Thomsen have interacted with project executants and CCU staff extensively over the funding period.

For more information visit www.cepf.net and for a full set of projects supported, see Appendix 2.

At the signing of the preparatory grant agreement for C.A.P.E. at the World Summit on Sustainable Development in 2002, World Bank Country Director Fayez Omar is assisted by Chris Warner on the left and Brian Huntley and Walter Lusigi on the right. Trevor Sandwith and David Daitz look on.

Nina Marshall

Jorgen Thomsen

Strategic Directions of the CEPF CFR Portfolio

Strategic Direction 1:

Support civil society involvement in the establishment of protected areas and management plans in CFR biodiversity corridors

1. Through civil society efforts identify and design innovative mechanisms and strategies for conservation of private, corporate or communal landholdings within biodiversity corridors
2. Support private sector and local community participation in the development and implementation of management plans for biodiversity corridors
3. Especially within the Gouritz and Cederberg corridors, identify priority landholdings requiring immediate conservation action

Strategic Direction 2:

Promote innovative private sector and community involvement in conservation in landscapes surrounding CFR biodiversity corridors

1. Promote civil society efforts to establish and support biodiversity-based businesses among disadvantaged groups, in particular in areas surrounding the Gouritz and Baviaanskloof corridors
2. Implement best practices within industries affecting biodiversity in the CFR, e.g. the wine and flower industries

Strategic Direction 3:

Support civil society efforts to create an institutional environment that enables effective conservation action

1. Support civil society efforts to consolidate data to support appropriate land use and policy decisions
2. Support civil society initiatives to integrate biodiversity concerns into policy and local government procedures in priority municipalities
3. Improve coordination among institutions involved in conservation of CFR biodiversity corridors through targeted civil society interventions

Strategic Direction 4:

Establish a small grants fund to build capacity among institutions and individuals working on conservation in the CFR

1. Support internships and training programs to raise capacity for conservation, particularly targeting previously disadvantaged groups
2. Support initiatives to increase technical capacity of organizations involved in CFR conservation, particularly in relation to the priority geographic areas

(iii) Table Mountain Fund (TMF)

TMF is a capital trust fund designed to provide a sustainable source of funding to support biodiversity conservation within the CFR. Its vision is that the people of the CFR are inspired to act collectively as custodians of the CFR's natural heritage. In particular it emphasizes that biodiversity conservation is a necessity not a luxury, with conservation an integral part of our economy and able to deliver jobs and social development; the natural treasures of the region should be conserved, accessible and enjoyed by all South Africans. TMF's main objective is the conservation of the biodiversity of the Cape Peninsula and the CFR as a whole, including the adjacent marine systems. Brett Myrdal was the first manager of the TMF. followed by Julia Wood, supported by Zohra Parker-Salie. To date, TMF has supported more than 75 projects and managed many more (Chapter 7.3).
For more information visit www.panda.org.za

(iv) Mazda Wildlife Fund

mazda Wildlife Fund
The Driving Force Behind Conservation

The Mazda Wildlife Fund was launched in April 1990 and has played a vital and constructive role within the conservation fraternity. The Fund allocates R1–R1.5 million per annum for investment in nature conservation. Mazda views its commitment to preserving the environment as long term. With this in mind it has formed partnerships with leading nature conservation organisations and has created an Advisory Board. Numerous projects that support the conservation of the CFR have been supported, including the C.A.P.E. Co-ordination Unit, BotSoc's lowland conservation and SANBI's Threatened Plant projects. Mr Humphrey le Grice has provided manage-

Vehicles with Mazda logos are providing essential transport for projects all over the Cape in a unique partnership with the private sector. Mazda dealerships support and maintain the vehicles.

ment assistance to the project executants throughout the region.

For more information please visit www.mazdawildlife.co.za

(v) The Green Trust

The Green Trust was co-founded by Nedbank and WWF-SA in 1990. The trust is funded solely by Nedbank through clients' use of the bank's Green Affinity products, and management of disbursement is undertaken by WWF-SA. In the CFR, the Green Trust has provided support to 15 projects that address priority research and management needs.

For more information please visit www.panda.org.za

Lessons learned from fund-raising

All conservation programmes in South Africa, and particularly in the CFR, require funding over and above that which is allocated by government to achieve legal and institutional mandates. It is an explicit goal of the C.A.P.E. Programme to seek and obtain funding via international and domestic funders, not only to raise the profile of the CFR and the threats that it faces, but also to develop a more secure platform for continued investment in programmes that address ongoing threats and that will unlock opportunities. Although fund-raising is complex and time-consuming, there is no doubt that the engagement of funders with the C.A.P.E. Programme has added intellectual value. It has not only raised the bar in terms of the Programme's aspirations, but has introduced a measure of realism in terms of the kinds of outputs that can be expected.

The C.A.P.E. Strategy envisaged programmatic funding, i.e. funding that would comprehensively support all aspects of the Strategy, as compared with funding for individual projects. All the funders in the current portfolio have committed to the programmatic model, although grant agreements and implementation protocols tend to complicate implementation. The major funders agreed that supervision missions would be carried out concurrently and, where possible, that joint reports covering all funders' requirements would be prepared by the Programme executants. Funding has had the advantage/disadvantage of quickly exposing the weaknesses and constraints of project planning and management, and it is clear by the end of the current funding cycle that institutional capacity for project management, reporting and financial control across the programme partners will be greatly enhanced.

Although the continual quest for funds can occasion delays and frustration among programme implementers anxious to get on with the work, the availability of funding and the careful scrutiny of funders have the necessary and beneficial impact of creating greater solidarity and commitment among the C.A.P.E. Partners.

PROFILE

Brett Myrdal

Brett Myrdal has stamped the C.A.P.E. programme with his indelible touch bringing a lifelong commitment to the transformation of South Africa to the conservation sector. Brett is a role-model for many, since he brings skills from community housing and project management to the delivery of people-centric conservation and development. People sometimes say that it is easier to learn how to be a conservationist than to be an effective project manager, and the skill that is most in demand in conservation is to be able to effectively plan, mobilise and manage resources and people. Brett brings an unusually charismatic and capable drive to the teams that he leads, and has been able to inspire both the experienced managers as well as the new entrants to do their best. As the first manager of the Table Mountain Fund, Brett set the bar high, and ensured that the fund was used in a catalytic way to leverage much greater effort and investment than it provided. Having been intimately involved in the conservation programmes in the Table Mountain National Park, he was a natural choice to take over the management of the park and to begin the process of reconciliation between the park and its major constituents, the people who had been removed during the years of apartheid. Ever a collaborator, Brett ensures that the Park is part of the whole effort and has designs and linkages planned that will surprise many once they come to fruition. In particular, Brett believes in the essential linkage between people and nature, between the fynbos and its fynmense.