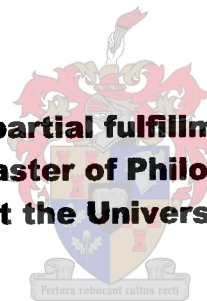


**Community Participation and Sustainable
Development in the Establishment of the |Ai-|Ais/
Richtersveld Transfrontier Conservation Park**

Kozette Myburgh

**Thesis presented in partial fulfillment of the requirements
for the degree of Master of Philosophy (Community and
Development) at the University of Stellenbosch**



Supervisor: Dr JW Ewert

December 2003

Declaration

I, the undersigned, hereby declare that the work contained in this thesis is my own original work and has not previously in its entirety or in part been submitted at any University for a degree.

Kozette Myburgh

Date

On paper and in the minds of the majority of stakeholders that were involved, the findings show that a good start has been made with sustainable development in the sense of people's participation in the process of establishing the TFCP. However, whether this development will be sustainable in the long-term remains to be seen. Hopefully the expectations that were created in the course of the process will be realised.

Abstract

This study is titled “Community participation and sustainable development in the establishment of the |Ai-|Ais/Richtersveld Transfrontier Conservation Park”. It encompasses the area and stakeholders on the South African side of the Transfrontier Conservation Park (TFCP), which falls within the Richtersveld municipal area. It covers the whole process of the development of the |Ai-|Ais/Richtersveld TFCP, from its Conceptual Phase to the signing of the International Treaty to formally establish the |Ai-|Ais/Richtersveld TFCP¹.

This development is expected to hold numerous benefits for the stakeholders that are involved in its process, especially job creation through increased tourism. It is an exceptional project, as the main stakeholders are the communities who are the legal landowners of the Richtersveld National Park. The management structure of the |Ai-|Ais/Richtersveld TFCP allows full participation by the local communities through elected members from the four towns in the surrounding area (Khuboes, Eksteenfontein, Lekkersing and Sanddrift) as well as local pastoralists.

The theoretical approach that will be used in this study is that of sustainable development. The key components required for sustainable social, economic, and environmental development will be discussed, and are used as yardsticks against which the actual process of establishment of the TFCP will be ‘measured’. Participation is regarded as a main aspect of sustainable development and is highlighted in this study.

The methodology that was employed included interviewing and participant observation as well as an in-depth documentary analysis of aspects of the TFCP. The benefits and value of the methods used is discussed, as well as the limitations of the study.

¹ The |Ai-|Ais/Richtersveld Transfrontier Conservation Park consists of the Richtersveld National Park in South Africa and the |Ai-|Ais Hot Springs Game Park in Namibia (see map on p vii)

Opsomming

Die titel van die studie is “Community participation and sustainable development in the establishment of the |Ai-|Ais/Richtersveld Transfrontier Conservation Park”. Dit omvat die area en rolspelers aan die Suid-Afrikaanse kant van die oorgrenspark, wat binne die Richtersveld Munisipale area val. Dit dek die volledige proses van die ontwikkeling van die oorgrenspark, vanaf die Konsepsuele Fase tot en met die ondertekening van die Internasionale Verdrag om die |Ai-|Ais/Richtersveld Oorgrenspark formeel tot stand te bring².

Die verwagting is dat hierdie ontwikkeling veelvoudige voordele sal inhou vir diegene wat in die proses betrokke is, veral deur middel van werkskepping as gevolg van toenemende toerisme. Dit is 'n besondere projek aangesien die hoofrolspelers, die gemeenskappe, die wettige grondeienaars van die Richtersveld Nasionale Park is. Die bestuurstruktuur van die oorgrenspark laat volle deelname deur die gemeenskappe toe deur verkose lede van die vier dorpieë in die area (Kuboes, Eksteenfontein, Lekkersing en Sanddrift) asook plaaslike veeboere.

Die teoretiese benadering wat in hierdie studie gevolg word is ‘volhoubare ontwikkeling’. Die hoofkomponente wat vereis word vir volhoubare sosiale, ekonomiese, en omgewingsontwikkeling word bespreek en word as maatstawwe gebruik waarteen die werklike proses van die totstandkoming van die |Ai-|Ais/Richtersveld oorgrenspark ‘gemeet’ word. Deelname word beskou as die hoofkomponent van volhoubare ontwikkeling en word uitgelig in hierdie studie.

Die metodologie wat toegepas is, sluit onderhoudvoering, deelnemende waarneming en indiepte dokumentêre analise van aspekte van die oorgrenspark in. Die voordele en waarde van hierdie metodes word bespreek, asook die beperkinge van die studie.

² Die |Ai-|Ais/Richtersveld Oorgrenspark bestaan uit die Richtersveld Nasionale Park in Suid-Afrika en die |Ai-|Ais Hot Springs Game Park in Namibië (sien kaart op p vii)

Op papier en in die oë van die meerderheid van die betrokke rolspelers, dui die bevindinge daarop dat 'n goeie begin gemaak is wat volhoubare ontwikkeling betref, in die sin van mense se deelname in die proses van totstandkoming van die oorgrenspark. Of hierdie ontwikkeling volhoubaar oor die langtermyn sal wees, moet egter nog gesien word. Hopelik sal die verwagtinge wat in die loop van die proses geskep is realiseer.

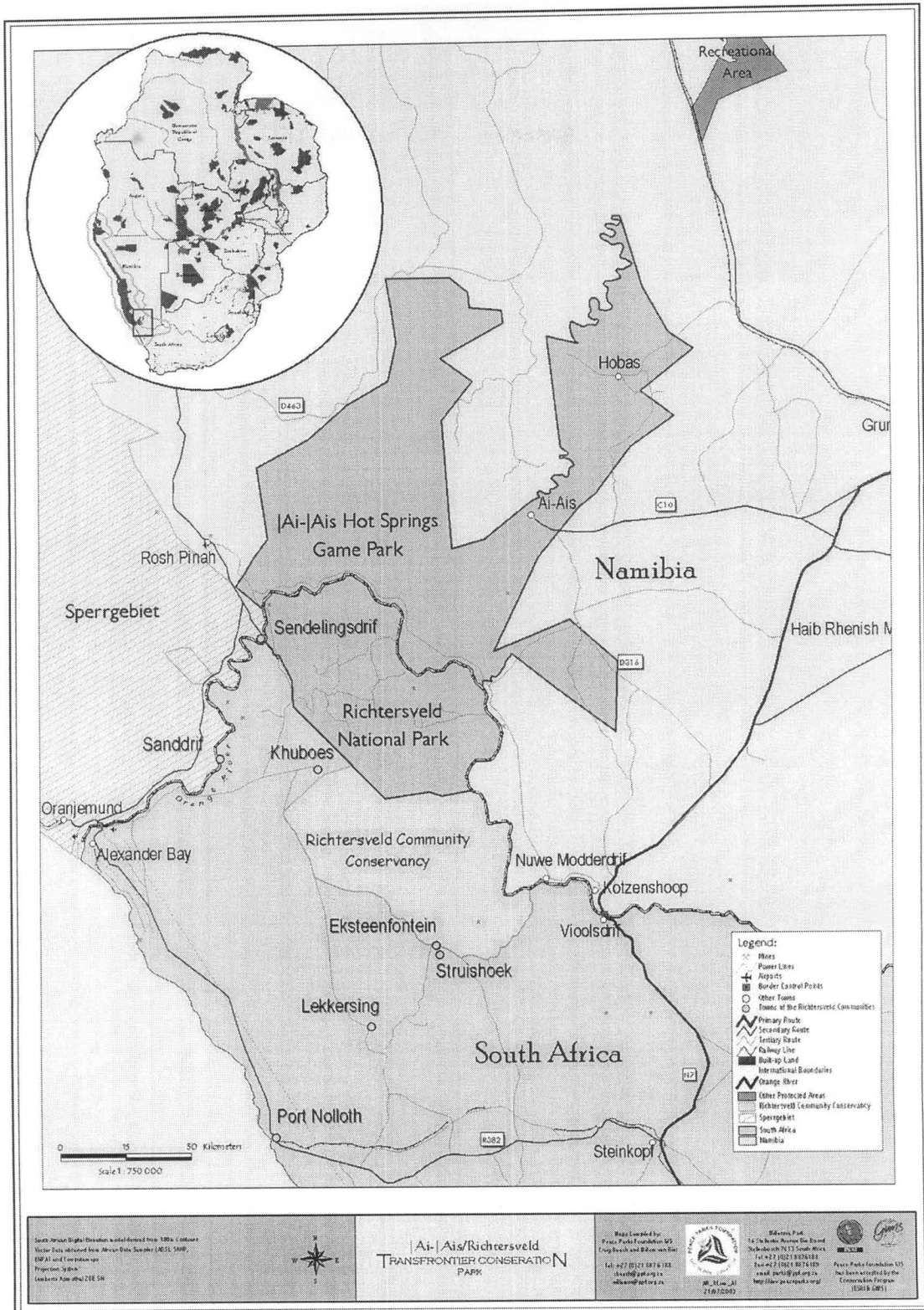
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Firstly and most importantly, I would like to thank my dear husband Werner for his devoted support and encouragement that inspired me to undertake this study. Without him, I would not have taken the leap in changing my career so drastically.

Thank you to my family (old and new) whom I know has thought of me every moment of the way.

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South African Digital Database is derived from 1:500 000 scale
vector data obtained from African Data Services (ADS), 1999.
EPSG 4320 and UTM projection.
Projection: Spher.
Leaflets Map data © OpenStreetMap contributors



**|Ai-|Ais/Richtersveld
TRANSFRONTIER CONSERVATION
PARK**

Mapa Levada by
Parks Parks Foundation US
Project Lead: Mike van der
Linden



Mapa Levada by
Parks Parks Foundation US
Project Lead: Mike van der
Linden

Parks Parks Foundation US
has been accredited by the
Conservation Program
(2018-2021)

List of Abbreviations

ABET	Adult Basic Education and Training
ABT	Alexanderbay Trading
BPK	Bestuursplankomitee
CPA	Community Property Association
CBO	Community Based Organisation
CSD	Commission on Sustainable Development
DEA&T	Department of Environmental Affairs and Tourism
DLA	Department of Land Affairs
DLIST	Distance Learning and Information Sharing Tool
DTI	Department of Trade and Industry
ICD	Integrated Conservation and Development
IDP	Integrated Development Plan
IUCN	International Union for the Conservation of Nature
MoU	Memorandum of Understanding
NGO	Non-Governmental Organisation
NORAD	Norwegian Agency for Aid and Development
ORMTFCA	Orange River Mouth Transfrontier Conservation Area
PPF	Peace Parks Foundation
RCBCP	Richtersveld Community Biodiversity Conservation Project
RETOSA	Regional Tourism Organisation of Southern Africa
RGBPK	Richtersveld Gesamentlike Bestuursplankomitee
SNTR	South North Tourism Route
SADC	Southern African Development Community
SDI	Spatial Development Initiative
SKEP	Succulent Karoo Ecosystem Programme
TFCA	Transfrontier Conservation Area
TFCP	Transfrontier Conservation Park
TFP	Transfrontier Park
UN	United Nations
UNDEP	United Nations Development and Environmental Programme
WB	World Bank
WHS	World Heritage Site
WWF	World Wide Fund for Nature

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CHAPTER 1

Introduction



Fig1. Scene from the Richtersveld National Park

This study is titled “Community participation and sustainable development in the |Ai-|Ais¹ Richtersveld Transfrontier Conservation Park²”. It includes the area and stakeholders on the South African side of the Transfrontier Conservation Park (TFCP), which falls within the Richtersveld Municipal area. The reason for focussing on this area was that the Richtersveld National Park on the South African side is owned and co-managed by the Richtersveld community and SANParks, whilst the land on the Namibian side is state owned. An extensive consultation process was not required on the Namibian side.

Negotiations for the proposed development of the |Ai-|Ais / Richtersveld Transfrontier Conservation Park between Namibia and South Africa commenced in October 2000, when the first bilateral ministerial meeting was

¹ |Ai-|Ais means burning hole

² Following requests from the national technical committee (SA), “Conservation” will be omitted from |Ai-|Ais / Richtersveld Transfrontier Conservation Park (TFCP) once the International Treaty has been signed. Because the majority of documents that formed part of this research referred to TFCP instead of TFP, the former name will be used for the purpose of this study.

held³. On 17 August 2001 The Memorandum of Understanding to declare the intent of the Parties was signed. The signing of the International Treaty by the Presidents of the two countries finally took place on 1 August 2003.

This development is expected to hold numerous benefits for the stakeholders that are involved in this process, especially job creation through increasing tourism.⁴ This initiative is furthermore unique as the main stakeholders are the communities themselves as legal landowners.⁵ The management structure of the |Ai-|Ais / Richtersveld TFCP allows full participation by the local members of the communities through elected members from the four towns in the surrounding area (Khuboes, Eksteenfontein, Lekkersing and Sanddrift) as well as local pastoralists (Peace Parks Foundation, 2001: 10).

1. Aims of the study

The study will discuss the key components required for 'sustainable' social, economic and environmental development to be compared with the process followed in the establishment of the |Ai-|Ais / Richtersveld TFCP. The study wants to assess whether this process complies with the core principles and assumptions of 'sustainable development'. The purpose is to analyse how 'sustainable development' was launched in this particular case.

The study closely examines the consultation processes in the establishment of the TFCP, as participation is an integral component of 'sustainable development'. This is done through the analysis of the participation process leading up to the formal establishment of the TFCP.

It is hoped that the results will be of value to both the project and the communities in this particular endeavour as well transfrontier conservation and community based natural resource management in general.

³ W Myburgh (Project Manager, Peace Parks Foundation) Personal Communication 27/06/2003

⁴ W Myburgh (Project Manager, Peace Parks Foundation) Personal Communication 21/05/2001

⁵ F Odendaal (Director, Eco-Africa Environmental Consultants) Personal Communication 02/03/2001

2. Structure of the study

The general view of the involved and affected parties in the developmental process of the |Ai-|Ais / Richtersveld TFCP is that the outcome of this development will be sustainable. The Richtersveld communities, who are the legal landowners of the Richtersveld National Park, are keen to see the Park established. The main theoretical approach that will be used in this study will therefore be that of 'sustainable development' as discussed in Chapter 2.

Chapter 3 describes the research process that was followed. Methodology included interviewing and participant observation as well as an in-depth documentary analysis. The benefits and value of the methods used will be discussed, as well as the problems encountered and limitations of the study.

The views from the communities and other stakeholders collected during fieldtrips have been integrated into different chapters where appropriate. As the community perspectives around the establishment of the |Ai-|Ais Richtersveld TFCP has been central to this study, most of the data obtained from interviews is discussed in Chapter 6.

Chapter 4 is a situational analysis that describes the socio-economic profile of the region and serves as background to the study. A great deal of information was sourced from the 2000 Interim Integrated Development Plan for the Richtersveld (Richtersveld Transitional Local Council) as well as the 2002 Integrated Development Plan for the Richtersveld Municipality. The latter is largely based on information from the Municipal Demarcation Board, which, in turn, made use of the 1996 census data.

Chapter 5 gives an overview of TFCAs, including a history of the concept and its significance, especially in the Southern African Development Community (SADC). The general process followed, or rather the basic requirements for the establishment of TFCAs are discussed. The chapter further looks at the biodiversity, socio-economic development and political objectives of TFCAs.

Chapter 6 examines the process followed in the establishment of the |Ai-|Ais / Richtersveld Transfrontier Conservation Park (TFCP). It describes the roles of various actors, follows the community consultation processes, the various meetings, workshops and local processes that took place, with reference to the Memorandum of Understanding leading to the official International Treaty between the governments of Namibia and South Africa. A discussion of the respective management plans for the two involved areas, |Ai-|Ais Hot Springs Game Park (Namibia) and the Richtersveld National Park (South Africa) as well as the joint management plan for the |Ai-|Ais / Richtersveld Transfrontier Conservation Park follows.

A central focus of the chapter is the views of community members and other stakeholders regarding the establishment of the |Ai-|Ais / Richtersveld Transfrontier Conservation Park (TFCP). Participation and capacity building, as important components of 'sustainable development', is highlighted.

In the final chapter (7) conclusions are drawn regarding the sustainability of the |Ai-|Ais / Richtersveld Transfrontier Conservation Park. Referring back to the objectives of the study, an assessment is made to see whether the process, at least up till now, lives up to the central arguments and principles of 'sustainable development'.

Chapter 2

Development theory: 'Sustainable Development'

1. Introduction

The concept of 'sustainable development' was coined because of an increasing realization that our natural resources were being depleted and that human life, which is dependant on these resources, could not be sustained in the long run. The effects could be seen in the increasing degradation of land, global warming, water shortages and the disappearance of natural species.

Globally 23 percent of all cropland, pasture, forest, and woodland (almost 2000 million hectares) have been degraded since the 1950s leading to severe losses in productivity in some areas (World Bank, 2002). Around 3000 years are necessary for the natural reformation of topsoil to the 150 mm depth needed to successfully produce crops (Pimental et al., 1999). For rural people soil erosion is probably as serious as unemployment since they are dependant on the land for sustaining their livelihoods.

Hundreds of cities in developing countries experience harmful levels of air pollution. Globally, the biosphere's ability to absorb carbon dioxide without altering temperatures has been compromised because of profound dependence on fossil fuels for energy. Global energy use has grown at the same rate as gross domestic product (GDP). In the past 50 years excess nitrogen, coming mainly from fertilizers, human sewage, and combustion of fossil fuels, has begun to overpower the global nitrogen cycle causing reduced soil fertility and excess nutrients in lakes, rivers, and coastal waters. If this continues at the present rate, the amount of biologically available nitrogen will double in 25 years (World Bank, 2002).

One third of the world's population live in areas that are already experiencing moderate to high water shortages. This could increase to half or more in the next 30 years if nothing is done to ensure better conservation and provision of

water. In 1995 alone, more than a billion people from middle and low-income countries, and more than 50 million from high-income countries lacked access to safe drinking water (World Bank, 2002).

Agricultural practices are in many cases not sustainable, since farmers use marginal land in the wet season, which then erodes during the dry season. Similarly livestock densities are increased during the wet season, which leads to serious degradation of the veldt during the dry season. Government subsidies given to farmers during periods of drought have further encouraged overstocking (Munslow, 2001: 499-500).

Many plants and animals, of which a great number are unique to certain areas, have become extinct since the beginning of the 20th century. One-third of terrestrial biodiversity, accounting for 1.4 percent of the earth's surface, is found in vulnerable "hot spots" and threatened with complete loss in the event of natural disasters or further human encroachment. Some statistics suggest that 20 percent of all endangered species are threatened by alien species, introduced by human activity. Deforestation is proceeding at an alarming rate. One-fifth of all tropical forests have been cleared since 1960 and according to a 1997 World Resources Institute (WRI) assessment, just one-fifth of the earth's original forest remains. According to the Food and Agriculture Organization of the United Nations (FAO), deforestation is concentrated in the developing world, which lost nearly 200 million hectares between 1980 and 1995. In the Brazilian Amazon alone yearly rates varied between 11,000 and 29,000 square kilometers in the 1990s. Deforestation in developing countries is caused by the conversion of forests to large-scale ranching and plantations and the expansion of subsistence farming, amongst others (World Bank, 2002).

None of the above social or environmental patterns is submissive to sustained economic growth over the long term. Given the social and environmental stresses caused by past development strategies, the goal of raising human well-being worldwide must be pursued through a development process that "does better"— a poverty-eliminating growth path that integrates social and

environmental concerns in pursuit of the goal of sustained improvements in well-being (World Bank, 2002).

Perhaps all is not as bad as it seems. In the recent book by Bjørn Lomborg, he faces up to the commonly held viewpoint that the environmental situation is only getting worse. He makes it clear that he does not share the general “dooms day” scenario. He feels that one of the most critical consequences of believing the Litany is that it weakens our ability to solve our current problems. His book argues that there is still hope for saving the environment from irreparable damage. (Lomborg, 2001: 330)

The idea of ‘sustainable development’ was born some 40 years ago. Many definitions exist, but broadly the principles of participation, economic growth, equity, good governance and democracy and, most importantly, a care for the environment lie beneath the concept. Without adhering to these principles, ‘sustainable development’ is not possible. It is therefore important to evaluate development projects in terms of these principles to assess their chances for success. Over the last two decades ‘Sustainable development’ has become one of the most prominent terms in development discourse and in many ways *the* development paradigm of the 1990’s (Adams, 2001:1)

The concept emerged from two distinct historical contexts. The first was that of western nations realising that industrialisation could seriously jeopardise the continued existence of a strong, unsoiled, safe and diverse environment. The second context was the protest of poorer countries against what they saw as the West’s obsession with the environment. (Hatting, 2000)

In this chapter ‘sustainable development’, including a brief history of the concept is examined. More specifically the chapter compares two perspectives on ‘sustainable development’, i.e. an anthropocentric and an ecocentric approach. Three criticisms against the anthropocentric approach are also discussed, i.e. intrinsic value approach, deep ecology approach and a pragmatic approach.

Participation stands central in the implementation of 'sustainable development'. A bottom up approach to sustainable development is therefore regarded as important. Within this approach, or 'development from below', the importance, but also the problems of integrating conservation and development, sometimes referred to as 'community based natural resource management' is discussed. It is illustrated with a widely known case study from Kenya. The attempt of transfrontier conservation areas to comply with the principles of 'sustainable development' is also examined. Specific reference is made to the |Ai-|Ais / Richtersveld Transfrontier Conservation Park.

2. The history of the concept

The idea of 'sustainable development' started taking shape after the publication of "Silent Spring" by Rachel Carson (1962) sparked an awareness of the problems industrial civilization was busy creating. The study brought together research on toxicology, ecology and epidemiology to suggest that agricultural pesticides were building up to extremely harmful levels in both animals and humans. By noting the consequences this had for animal species and human health, the assumption that the environment had a limitless ability to absorb pollutants, had to be revised (IISD, 1997).

Further contributions towards the idea of 'sustainable development' followed. The concept as it is commonly known today started to emerge from a series of meetings and reports during the 1970's and 80's. In 1972 the first significant international meeting, the United Nations (UN) Stockholm Conference on the Human Environment was held. It focussed on the impact of human activities on the environment and the risk this carried for humans.

In 1980 the International Union for Conservation of Nature (IUCN), the United Nations Environment Programme (UNEP), and the World Wildlife Fund (WWF) prepared the 'World Conservation Strategy' (WCS) to promote the idea of environmental protection in the self-interest of humans. In 1987, the

UN-sponsored Brundtland commission released a document called “Our Common Future”, which depicted extensive concerns about the environment and poverty worldwide as a product of the WCS. (IISD, 1997) The Brundtland report coined a definition for ‘sustainable development’ that is still universally in use:

“Sustainable development is development that meets the needs of the present without compromising the ability of future generations to meet their own needs”
(Kotze, 1997: 86).

“Caring for the Earth” was published in 1991. This document picked up the themes from the WCS and took 9 principles for ‘sustainable development’ as its structure. These principles combined ethical, humanitarian, classically environmentalist, conservationist and pragmatic sentiments. The central argument was that development is both human-centred and conservation based. It offered an analysis of how transformation could be attained on local, national and global extent and outlined objectives (Adams, 2001: 77).

The Earth Summit Agreements were further milestones in the history of ‘sustainable development’. In 1992, a UN Conference on Environment and Development in Rio de Janeiro resulted in the Rio Declaration and Agenda 21⁶. The Rio Declaration is seen as an ordinary agreement, consisting of 27 principles for ‘sustainable development’ (Adams, 2001: 99). Agenda 21, the main output of the Summit, is still accepted as a global blueprint for ‘sustainable development’. It states:

“Agenda 21 addresses the pressing problems of today and also aims at preparing the world for the challenges of the next century. It reflects a global consensus and political commitment at the highest level on development and environment cooperation. Its successful implementation is first and foremost the responsibility of Governments. National strategies, plans, policies and processes are crucial in achieving this. International cooperation should support and supplement such national efforts. In this context, the United

⁶ The name Agenda 21 was adopted when a document was proposed to set out how the planet could be made sustainable by the 21st century.

Nations system has a key role to play. Other international, regional and sub regional organizations are also called upon to contribute to this effort. The broadest public participation and the active involvement of the non-governmental organizations and other groups should also be encouraged.

The developmental and environmental objectives of Agenda 21 will require a substantial flow of new and additional financial resources to developing countries, in order to cover the incremental costs for the actions they have to undertake to deal with global environmental problems and to accelerate sustainable development. Financial resources are also required for strengthening the capacity of international institutions for the implementation of Agenda 21. An indicative order of magnitude assessment of costs is included in each of the programme areas. This assessment will need to be examined and refined by the relevant implementing agencies and organizations.” (UN, 1992)

Even though Agenda 21 consists of a magnitude of ideas, issues and principles, the focal points are co-operation, participation, a financial commitment and responsibility for the environment. The document describes a number of program areas that can work towards 'sustainable development'. In the execution of these program areas, special attention is given to the particular circumstances facing developing countries. The successful implementation of Agenda 21 is dependent upon national strategies, policies, plans and processes (UN, 2001).

While not a binding document, Agenda 21 intended to set out an action plan to achieve 'sustainable development' in the 21st century and incorporate elements of the environment, economic growth and poverty alleviation (Grubb et al., 1993: 97). Participation became more of a pressing issue and a whole section is dedicated to the strengthening of the roles of major groups. The document recognizes that one of the fundamentals for the realization of 'sustainable development' is extensive public participation in decision-making. (UN, 1992: Section III)

The Earth Summit of 1992, emphasized that social, economic and environmental needs must be met in balance with each other in order to have

sustainable outcomes in the long run. If people are poor and national economies weak, the environment suffers. If the natural resources are overexploited, people suffer and economies decline (CSD, 2002).⁷

Like the Brundtland Report before it, the Rio Declaration and Agenda 21 subscribe to an anthropocentric understanding of 'sustainable development' by emphasising people, the eradication of poverty and justice in the distribution of the world's resources. The above documents differ, but have a consistent core of ideas. Their vision for sustainable development has been influenced by science, ideas about nature conservation, concerns about international economic relations, and an emphasis on the lucid management of resources to make the most of human welfare.

Although not new in its anthropocentric orientation, the Earth Summit established a moral consensus amongst the global political leaders about the significance of 'sustainable development', as well as a commitment in principle to a challenging program of action and policy formulation aimed at attaining 'sustainable development'. (Hatting, 2000)

In September 2002, at the World Summit on Sustainable Development, there was a shift in emphasis from environmental issues to the importance of social and economic development in a sustainable manner within the context of environmental stewardship. Commitment to Agenda 21 and the Rio Declaration on Environment and Development was confirmed at the summit, but it had as its main focus the issue of poverty alleviation as a means of achieving 'sustainable development'. (Munnik, 2002: 27)

3. The contested nature of the concept

The term 'sustainable development' is used extensively in the fields of policy and political debate as well as in research. The term is seemingly simple but able to carry a broad range of meanings. Environmentalists and development

⁷ Secretariat of the United Nations Commission on Sustainable Development. CSD Update (as on webpage <http://www.un.org/esa/sustdev/csduprio/index.html> accessed 19/04/2002)

policy advocates alike have used it to explain their ideas about the environment and development. (Adams, 2001:4) Since the 1990's governments and international institutions have been applying more programmes and legislation to protect nature and improve quality of life to ultimately save the earth in the long and humans in the short run. However, worldwide the conflict between development for the poor and conservation has been altered into a complex debate over the actual meaning of 'sustainable development' (Castells, 1997: 110)

The definition most quoted is from the Brundtland Report. According to this definition development should '...meet the needs of the present without compromising the ability of future generations to meet their own needs' (Kotze, 1997: 86). What is often forgotten when quoting this definition is that overriding priority should be given to the needs of the world's poor. There is also the central idea that the environment's ability to meet present and future needs is limited by the state of technology and social organization. (Hatting, 2001: 5)

According to Weaver et al. (1997: 2), 'sustainable development' has four components. The first is a healthy, growing economy that constantly transforms itself to maintain and enhance the standard of living (*economic sustainability*). Secondly, the benefits of economic growth are equitably shared; women, minorities and the poor get a fair deal from economic growth. The third component includes respect for human rights, good governance, a healthy civil society of NGO's and an increasingly democratic society. (The second and third components can be seen as *social sustainability*.) The fourth is *environmental sustainability*, which means that in the process of economic growth, we don't over-exploit the environment. These elements can be referred to as the "Triple Bottom line" in development. The three 'lines' represent society, the economy, and the environment and furthermore accountability by business, industry, or implementing agencies of development projects in terms of these 'lines'. Society relies upon the economy and the economy is dependant on the global ecosystem, which is the final bottom line.

Assumptions about 'sustainable development' are strongly linked to the idea of a fair distribution of resources and livelihoods - firstly between rich and poor countries living now (intragenerational justice), and secondly between present and future generations (intergenerational justice). The basis of this idea of fairness has to do with that which is so precious that it needs to be sustained indefinitely, so that it can be passed on to future generations. At the same time it would not be fair if that, which is of enduring value, were not also available to those who are poor and struggling for survival.

Jacobs (1994) distinguishes eight conceptions of 'sustainable development' that he places into four categories of 'environmental protection', 'equity', 'participation', as well as the 'scope' of 'sustainable development'. Within an ecocentric approach the degree of protection of the environment leads to a weak and a strong interpretation of 'sustainable development'. The weak interpretation reveals that the environment is important to humans, only in so far it has a use value for them. According to the strong interpretation, certain aspects of the environment have intrinsic value, regardless of the value it has for humans. (Hatting, 2000:5)

Within a more anthropocentrically oriented position the emphasis falls on equity as a prerequisite for 'sustainable development'. It is possible to distinguish between an egalitarian and a non-egalitarian version of 'sustainable development'. In an egalitarian interpretation the emphasis falls on efforts to raise the living standards of the poor and the destitute, while national and global resources should be redistributed to go to poor individuals and countries. On the other hand, supporters of a non-egalitarian interpretation would attempt to maintain their own living standards, placing emphasis on the protection of resources and nature, with no or non-committal reference to national or global resource distribution. Whereas the egalitarian interpretation will call for a reduction of consumption of global resources, a non-egalitarian interpretation would reject the challenge to significantly change consumption patterns and international economic relations characterizing the industrialized world. Where egalitarians will argue that the ecological footprint of Northern countries should not invade the limited

ecological space held by countries in the South, non-egalitarians would tend to defend an “imperialist” regulation of resources in the South, such as forests (Jacobs, 1999: 33).

Other tensions that should be considered with reference to the question of justice and access to resources is that the goal of human survival will in certain circumstances collide with considerations of both quality of life and integrity of nature. At the same time, the goal of quality of life can clash with that of integrity of nature. This means that the use of resources required for ensuring or maintaining the integrity of nature for its own sake or for the sake of human preferences generates opportunity costs that could undermine the goals of quality of life as well as human survival. The opposite is of course also true. Furthermore, the claims made on resources in order to ensure a fair distribution between generations living now (intragenerational justice) may jeopardize mankind’s ability to ensure a sound resource base for future generations (intergenerational justice), and vice versa (Hatting, 2001: 10).

With regards to participation, Jacobs notes that there is a top-down and bottom-up approach. According to a bottom-up interpretation of ‘sustainable development’, full participation is necessary in setting objectives and implementation of projects. As a result, participation is sought from ordinary members of the public and community organizations and not only an elite of officials and experts. On the other hand, a top-down interpretation of ‘sustainable development’ can be found where participation is only something with instrumental value: where it is not required, it is not adopted. However, if participation is required to determine objectives, it normally takes the form of consultation. In these consultative processes, participants are usually restricted to the major stakeholders of society, which includes academics, specialists, business leaders, and representatives of local government and environmental NGOs.

Within the top-down interpretation, it frequently happens that governments decide on the objectives, leaving the responsibility of implementing ‘sustainable development’ to everyone else (e.g. businesses, individuals,

voluntary organizations). The problem is that the top-down initiation of participation often serves as a smokescreen for government immobility. However, full participation can also create problems: it can become a goal in itself, elevating whatever emerges from participative, multi-stakeholder socio-political processes to the level of unquestionable interpretations of 'sustainable development'. (Jacobs, 1999: 35)

Jacobs further divides 'sustainable development' into two categories, i.e. a narrower category of environmental protection and a broader category of social development. Within the former scope, 'sustainable development' is mainly an environmental concept. Within the latter, 'sustainable development' also describes goals for economic, social and political life. (Hatting, 2000: 6)

When the strong, egalitarian, bottom-up and broad interpretations of sustainable development are combined, it generates a 'radical model' of 'sustainable development', typically found amongst Greens, environmental activists, and development oriented community based organizations. When the weak, non-egalitarian, top-down, and narrow interpretations of sustainable development is combined it creates a 'conservative model' that is typically found in national governments, industry and business. In both of these models the central ideas are related. A 'conservative model' of sustainable development puts emphasis on issues of nature conservation and the maintenance of current patterns of production and consumption, with only minor adjustments to ensure that the resource base of human effort can be maintained indefinitely. On the other hand, if a 'radical model' of 'sustainable development' is followed, the emphasis will fall on structural changes in the economy, politics, institutions and individual lifestyles to ensure that a just distribution of resources can be achieved globally and between generations, while staying within the carrying capacity of nature.

So far, most governments and businesses worldwide have adopted the 'conservative model'. Given South Africa's history, the 'radical model' would be the most appropriate one to follow in our context. This is because market forces would be steered onto a less environmentally destructive path and the

goals of development would be determined publicly through democratic participative processes.

4. Different approaches to 'sustainable development'

The most important question in sustainability theory is "*what is to be sustained?*" (Dobson, 1999: 4). The answer to this question depends on whether a human centered (anthropocentric) or a nature centered (ecocentric) stance is adopted.

From an anthropocentric point of view, human life would be accentuated as that which is so valuable that it should be maintained indefinitely. What is valuable about human life is not only survival, but also the quality of life, including a life of dignity and fulfillment. What is significant about human life is simultaneously linked to nature, conceived of as much more than simply a variety of resources for human use. (Hatting, 2001: 8).

With its focus on humans and their needs in relation to the environment, participation has become a crucial component in the anthropocentric approach to 'sustainable development'. Participation does not only include people into decision-making about their future, but also raises consciousness and empowers them in utilizing the environment that they need to sustain themselves. By applying an anthropocentric approach, the most urgent priority of inclusion is addressed.

Contrary to the anthropocentric approach to 'sustainable development', the ecocentric position points out that it would be just as arbitrary to pursue sustainable development only for the sake of humans. It is argued that humans are not the only species that deserves to live, thrive and prosper and that other species and ecosystems should have the same chance (Hatting, 2001: 10). From an ecocentric position the answer to the question of 'what is to be sustained', is commonly linked to nature, i.e. life on earth in general, and not only human life. Also in this case, sustainability aims at much more than

the survival of a degenerated nature. The objective is rather to ensure that a rich and diverse environment continues its existence with as little human impelled damage as possible. Conceptions such as the integrity of nature, its characteristic diversity, and human dependence on nature are emphasized. From this point of view, sustainability would entail a state in which the 'natural capital' of the world is kept intact, i.e. the regenerative and creative systems of nature are preserved in order to continue functioning indefinitely (Hatting, 2001: 8).

In criticizing the anthropocentric approach, Landman (2000) discusses an 'intrinsic value' approach, 'deep ecology' and 'pragmatic' approach to 'sustainable development'. Intrinsic value (also called enlightened anthropocentrism) theorists support a very strong form of sustainability. This 'strong' interpretation helps to quantify human needs and develop more capable ways of justifying the conservation of endangered species, bioregions or ecosystems. A deep ecological approach is about interdependence between humans and the environment. The theory advocates a radical sustainability that is only possible over a longer period of time. Pragmatist theory is against imposing single value theories on situations. It offers a temporary but flexible approach to 'sustainable development'. Because it is sensitive to time and context, it emphasizes the need to get the perspectives of all the affected stakeholders and get as much empirical information as possible, with regard to a specific conservation issue.

5. 'Sustainable development' from below

Within both the anthropocentric approach and the bottom-up approach to 'sustainable development', participation at grass roots level is crucial to securing sustainability. Participation implies "to share with". This is important, since development should not be enforced, but people should influence the organization and structures through which 'development' takes place.

According to Kotze (1997: 37-38) empowerment, communication and gender, are of vital importance in community participation. Empowerment includes capacity building of local organizations. Local organizations can supplement individual efforts, make it more effective, represent local needs more persuasively and help solve problems more appropriately. It also involves the transfer of skills to community members in order to perform specialized tasks. As far as possible, training programmes focus on the transfer of accredited training, to enable community members to officiate their acquired skills and enhance opportunities for finding permanent employment.

To be able to participate meaningfully, the community needs to be fully informed and able to transmit its views, wishes and interests to all bodies charged with arranging the development project. A two-way communication process is essential. Communities should have a free flow of information in order to secure informed planning and decision-making. Participation is important for the creation of effective communication, through which communities can identify and analyse development problems for themselves. They are in the position of possessing superior knowledge of local conditions and should be involved in all the distinct phases of development projects and programmes.

The promotion of equal access by women and men to project-related opportunities and resources has become vital in 'development'. The majority amongst the poorest are women and they face particular constraints in development. In practice, however, a simplistic focus on gender can lead to a policy that simply sees women as lucrative 'target groups' in development. Ecofeminists would argue that coercive relationships between humans and nature are the result of a fundamentally gendered process of exploitation. (Adams, 2001: 168)

The idea of development through participation has been especially significant in the field of biodiversity conservation. In his summary of the meaning of 'sustainable development' from below, Adams (2001: 365) draws attention to the increasing importance of integrating conservation with development. This

is seen as a noteworthy shift in top-down planning to bottom-up planning. Although it has experienced a number of problems, the attempt to make nature 'pay its way'⁸ is a way of achieving both conservation and community development goals. However, conservationists are sometimes wrong in thinking that a mere paper pledge for participation and 'sustainable development' would result in successful projects.

A point in case is Amboseli National Park in Kenya. In this instance, land that was traditionally used in the dry season for cattle grazing was established as a game reserve in 1952. Conflict developed because the local Maasai people suspected that more grazing rights would be lost. The Maasai demanded formal ownership of the land and conservationists demanded a national park. When the park was formally declared in later years, it resulted in a complex agreement in which the Maasai gave up their rights in exchange for joint ownership of surrounding land, piped water supplies, compensation for lost production due to wildlife grazing and economic tourism opportunities, a school and a dispensary. However, the pipeline system was not maintained, the expected income was not generated and no new tourism developments took place. Tourism figures declined and poaching increased. The Plan for the park failed to provide the Maasai community with sustainable benefits in return for the use of their land. (Adams, 2001: 344)

Early integrated conservation and development projects have had mixed success as nature conservation and people's interests are distinct issues. However, conservationists and local people may become effective political partners on the local, national and international level where there are common goals in the protection of natural resources and people's interests.

6. 'Sustainable development' and environmental policy and legislation

The anthropocentric sentiment is embedded in various international and regional agreements, as well as national legislation. Agenda 21 - the 'action

⁸ Generating a profit from the use of natural resources, i.e. tourism.

plan' of the Earth Summit Agreements of 1992, includes themes such as a bottom-up approach and putting emphasis on people, communities and NGO's, the importance of ample information, and the need for open governance (Grubb et al., 1993: 17). Also, the African Convention on the Conservation of Nature and Natural Resources states in its fundamental principle that: "The Contracting States shall undertake to adopt the measures necessary to ensure conservation, utilisation and development of soil, water, flora and faunal resources in accordance with scientific principles and with due regard to the best interests of the people." (Anon, 1968) The SADC treaty (1992 Protocol on Wildlife Conservation and Law Enforcement) too embraces an anthropocentric approach to 'sustainable development' by binding countries of the region to coordinate, harmonize and rationalize their policies and strategies in all areas of human endeavor (SADC, 1992).

However, many poor people in South Africa regard conservation of the environment as something unimportant or as an imposition by a previously white dominated power structure. Until the beginning of the 1990's an authoritarian perspective dominated the awareness of environmental issues in South Africa. The progressive perspective that has emerged since then began to view environmental issues as profoundly political in the sense that they are rooted in access to power and resources in society (Cock, 1991: 1). Still, in 1994, economic growth was prioritised over radical redistribution with complex implications for poverty alleviation and environmental conservation by the new government. In the original RDP paper environmental issues were omitted. There was, however, a report on the South African environment stressing the economic arguments for taking environmental issues seriously⁹. (Munslow, 2001: 501)

The Environment Conservation Act (no 73 of 1989) did not have a strong focus on people's needs. Its focus was more ecocentric, putting nature at the forefront. Increased participation by the public and stakeholders in policy formation has been a positive result of the transition to democracy since 1990

⁹ This report was produced by the Mission on Environmental Policy, sponsored by the ANC alliance.

and has raised the level of public debate on issues pertaining to 'sustainable development'. Post 1994 environmental legislation is more effective in being a driving force behind sustainability, especially where people and their needs are concerned. The new Constitution established a system of governance that promotes resource ownership and public empowerment for a more sustainable utilization of resources (DEAT, 1999).

South Africa's National Environmental Management Act (NEMA: Act 107 of 1998) states that the principle of 'sustainable development' requires numerous things, including that the disturbance of ecosystems and loss of biodiversity should be considered in any development proposal; that pollution and degradation of the environment, as well as disturbance of landscapes and sites where the nation's cultural heritage is found, be minimized or avoided; that the production of waste must be minimized or avoided; that non-renewable resources should be used responsibly; that the precautionary principle should be applied; and that negative impacts must be anticipated and prevented and if they cannot be prevented, they must be minimized or remedied. From a fairly strong anthropocentric point of view, NEMA states upfront that environmental management should put people and their needs first, and should serve their interests fairly (DEAT, 1999: 6). The reference NEMA makes to the need of placing limits on the exploitation of nature is made within the larger frame of the management of natural resources for the benefit (i.e. health and well-being) of humans.

The environment or 'eco-tourism' is an important aspect of tourism today. Tourism is the world's largest industry, employing one in nine workers globally and one in 16 in SA. In South Africa, tourism is also the third largest foreign exchange earner after manufacturing and predicted to overtake mining in the near future. (DEAT, 2001a: 11) In the long-term it could make a significant contribution to poverty alleviation¹⁰.

¹⁰ W Myburgh (Project Manager – Peace Parks Foundation) Personal communication 16/03/2002

The 1996 White Paper on Development & Promotion of Tourism in South Africa expresses these very hopes:

"...to develop the tourism sector as a national priority in a sustainable and acceptable manner, so that it will contribute significantly to the improvement of the quality of life of every South African. As a lead sector within the national economic strategy, a globally competitive tourism sector will be a major force in the reconstruction and development efforts of the government."(DEAT, 1996)

The SADC protocol on tourism development was one of the most significant developments in the tourism sector in recent times. It aims to use tourism as a vehicle to achieve sustainable economic and social development through the full realisation of the possibilities for the region. It wants to optimise of the use of resources and to increase the competitive advantage in the region through collective efforts and co-operation (SADC, 1992). National parks and wilderness areas ply a central part in this vision.

7. Are Transfrontier Conservation Areas (TFCAs) built on the principles of 'sustainable development'?

According to Dr. Anton Rupert, chairman of the Peace Parks Foundation, 'sustainable development' is the underlying philosophy of TFCAs. The principles that underpin them address poverty. The economic rationale of TFCAs is that communities help themselves by utilising the environment for their own benefit, without destroying biodiversity. Often poor people living in or adjacent to conservation areas have little alternative but to exhaust the very resource base on which their survival depends. It is difficult to convince desperate and impoverished people of the need to protect their natural resources. However, if they recognise an economic perspective, they soon become more enthusiastic about conservation. (Pabst, 2001: 12). If sustainable economic growth based on eco-tourism is ensured, they will have reason to protect these natural assets (Peace Parks Foundation, 2001:3).

The former president of South Africa, Nelson Mandela, is of the opinion that TFCAs or “Peace Parks” improve relationships between countries and nations and that the opening of international borders is an important step towards securing lasting peace in Southern Africa (Pabst 2001: 4). He regards them as building blocks in a process of peace, not only in the Southern African region, but potentially in the whole world:

“I know of no political movement, no philosophy, no ideology, which does not agree with the peace parks concept as we see it going into fruition today. It is a concept that can be embraced by all. In a world beset by conflicts and division, peace is one of the cornerstones of the future. Peace parks are a building block in this process, not only in our region, but potentially in the entire world.”
(Peace Parks Foundation, 2003)

Transfrontier conservation has become an internationally recognised concept for achieving ‘sustainable development’. The International Union for the Conservation of Nature (IUCN) has been promoting the advantages of cross-border conservation areas for several decades. In 1988, 70 neighbouring national parks and reserves in 65 countries were identified as potential cross-border parks under an integrated management unit (Pabst, 2001: 10). Since 1997, IUCN has promoted TFCAs (“transboundary protected areas” as defined by IUCN) as a means of improving regional co-operation for the conservation of biodiversity, prevention of conflict, resolution and reconciliation and sustainable regional development (Phillips, 2001: 1). This work has been undertaken in partnership with a number of commissions and programmes as well as the Peace Parks Foundation - an NGO that is involved in the facilitation of development of TFCAs (including the |Ai-|Ais / Richtersveld Transfrontier Conservation Park).

In the view of Dr Peet van der Walt, the International Co-ordinator for the |Ai-|Ais / Richtersveld Transfrontier Conservation Park, TFCAs enjoy good public and political support and serve as catalysts for synergetic growth in their areas. He claims that development standards are distributed inside as well as outside conservation areas and previously disadvantaged people are almost

automatically involved in development efforts. He also says that TFCAs are usually more thoroughly researched entities than their surroundings and that this knowledge base serves as a reference resource against which the sustainability of external development can be measured. Sustainable development can furthermore rely on an established network of expertise. As TFCAs are well-planned, active projects, they attract investment.¹¹ It would be undermining the objective if those responsible for the implementation of these projects did not themselves believe in their potential for 'sustainable development'. The sustainability of these projects can, however, not be determined immediately, because they usually take a number of years to be implemented.

Regional and international treaties that exist contain requirements relating to 'sustainable development' where TFCAs fit in perfectly. The SADC Protocol on Wildlife Conservation and Law Enforcement, for instance, states in Article 7 that national governments are required to establish programmes and enter into agreements to 'promote the co-operative management of shared wildlife resources and wildlife habitats across international borders; ... to establish or introduce mechanisms for community based wildlife management ... integrate principles and techniques derived from indigenous knowledge systems into national wildlife management and law enforcement policies and procedures; ... promote economic and social incentives to encourage the conservation and sustainable use of wildlife; and ... promote the development of transfrontier conservation and management programs.' (SADC, 1992: 8)

In addition the protocol requires that local communities be involved in these programs: 'State Parties shall in recognition of the important role played by rural communities in the conservation and sustainable use of wildlife, promote community based conservation and management of wildlife resources' (SADC, 1992: 8). This principle forms an integral part of transfrontier conservation areas.¹²

¹¹ P van der Walt (International Co-ordinator, personal communication 11/09/2001

¹² See Chapter 5 for an overview of TFCAs

8. 'Sustainable development' in the Richtersveld

The concept of sustainability is embedded in the vision for the Richtersveld Municipality:

"We should continuously strive to develop all of the resources of the Richtersveld, including its natural, cultural and human resources in a manner that is sustainable and benefits the people of the region so that their future will be secure." (Eco-Africa, 2000: 16)

As funding for development and poverty alleviation is invested in the area, more opportunities are created for the people of the Richtersveld¹³. Each of the projects has the potential of becoming sustainable and several are already financially sustainable. Others will require more work, for instance waste management projects that can lead to small businesses in partnership with local government to enhance service delivery. Local people who are involved in the projects as project managers, administrators and other capacities are becoming visible to outside visitors. Project staff that were employed for the duration of the project, are increasingly becoming involved in government programmes, the business sector and other conservation and sustainable livelihood programmes. Local people are progressively able to manage the large amounts of funding now coming to the Richtersveld through organisations such as DEAT, SANParks, Peace Parks Foundation (PPF), Conservation International and the Global Environment Facility (GEF).

Hopefully this represents significant shift away from the previously unquestioned donor-driven approaches and culture of "handouts" and a "wait and see" attitude to a situation where people take charge of their own future. Capacity building in an ever-widening circle is also occurring because the poverty alleviation funding is forging links between different tiers of government as well as at grassroots level. The poverty alleviation projects in Namaqualand and the Richtersveld are emerging as examples of how the different stakeholders can reach common goals. (Odendaal, 2002: 19)

¹³ See Chapter 4 for more details on development projects in the region

The development of the |Ai-|Ais / Richtersveld TFCP also embraces integrated conservation and development in order to attain a sustainable future for the Richtersveld. More particularly in the case of the TFCP, the official documents describe a sustainable project on paper. The foreword of the International Treaty for the establishment of the |Ai-|Ais Richtersveld/ Transfrontier Conservation Park states:

“As an affiliation of nations steeped in a common tradition of close association with our sustaining earth, Namibia and South Africa join in recognition of our mutual responsibility to protect and preserve our natural and cultural resources, and promote sustainable development for the common good of all...” (Anon, 2002:2)

The Joint Management Plan for the TFCP states its vision as follows:

“Conservation and sustainable development of the unique ecological landscapes, wilderness character and cultural heritage of the |Ai-|Ais / Richtersveld Trans Frontier Conservation Park through joint management and co-operation for the benefit of Namibia and South Africa”. (Grossman & Holden, 2002: 4)

Stated objectives of the TFCP include the development of frameworks and strategies through which local communities can participate in and benefit from the management and sustainable use of natural resources that occur within the proposed TFCP and to promote cross-border tourism as a means of fostering socio-economic development.

Institutional arrangements allow the communities to participate in the management of the |Ai-|Ais / Richtersveld TFCP. The Richtersveld National Park, which forms part of the TFCP, is a contractual park belonging to the Richtersveld community. There are 5 community members on the Management Committee.

The | Ai-|Ais / Richtersveld TFCP is expected to facilitate the expansion of the tourist potential in the area in order to ensure optimal use of a short tourism season (Namaqualand flower season) as well as drawing nearby areas into a milieu of growth. It has great potential to become one of the major tourist attractions in Southern Africa. Apart from spectacular scenery and unique features such as the Fish River Canyon and Ai-Ais Hot Springs, this area is one of the few arid zone biodiversity hotspots in the world (Peace Parks Foundation, 2000: 2). The Richtersveld National Park has applied for World Heritage Site status in 1998 but the application is currently being revised¹⁴. Unemployment that is presently estimated at 30-40% could be reduced through sustainable community based natural resource management and effective management of tourism. With tourism as the world's leading industry, this is one of the few sustainable livelihood options for the region. According to the Project co-ordinator, it could help unlock the full potential of the Richtersveld National Park. Tourism is also seen as one of the few viable livelihood alternatives to a rapidly declining mining industry.¹⁵ At a tourism workshop for the | Ai-|Ais / Richtersveld TFCP, the following was identified as a shared tourism vision:

"To be an authentic and sought-after world-class tourism destination, which benefits all stakeholders in a sustainable manner." (Heath, 2002: 12)

If an appropriate tourism infrastructure is developed in the towns and the Richtersveld Municipality, the community is likely to gain benefit from increased tourism flows. A bigger demand may also generate more attention on the biodiversity of the area and the conservation of the region may improve. The main prospects for the TFCP have to do with potential flow of tourists through the Richtersveld if the border is opened and the area is marketed together with | Ai-|Ais Hot Springs Game Park. If the tourism infrastructure is improved, jobs and income should be generated. There is

¹⁴ Mining within the Park has prevented it from being declared a World Heritage Site

¹⁵P van der Walt (International Co-ordinator |Ai-|Ais / Richtersveld Transfrontier Conservation Park), personal communication 11/09/2001

also potential for income to be created in the craft sector and the promotion of the Nama culture.¹⁶

However, the Treaty, which has now been signed, only establishes the |Ai-|Ais / Richtersveld TFCP on paper. Thus far no regulations are in place to allow for cross-border tourism. Also, the Joint Management Guidelines exist only in a draft form.

9. Conclusion

The concept of 'sustainable development' has evolved over time, from a specific concern for the depletion of the environment through pollution, to the inclusion of all affected people and community based natural resource management towards poverty alleviation.

Although more governments and institutions have begun to introduce 'sustainable development' projects, there is still not an end to the debate over the actual meaning of the concept. The contested nature of the concept makes it difficult to determine who or what development is intended for, as the juxtaposition of finite resources and infinite generations of people to come, makes it hard to explain exactly what should be conserved and for whom. Sustainability sounds good on paper and is a widely advocated ideal for development. In practice however, it is more difficult to achieve.

It would be easier to define 'sustainable development' by making use of the 'Triple bottom line', which means that development should have an economic, social and environmental component. The social component should further be built on participation, as this is the early way in which development can be judged in terms of sustainability. In my view 'sustainable development' is development, which, through participation on all levels of society, improves people's economic and social opportunities and results in the sound management of natural resources. In a nutshell:

¹⁶ S Collins (GTZ Transform) personal communication 16/07/2003

An improvement in the quality of human life without jeopardising the continued subsistence of natural resources.

In many ways development projects are still being initiated from above. Keeping an anthropocentric approach in mind, there should not be a problem with this, as long as there is a fair amount of participation by the affected local communities. Also, they should not only benefit economically, but also in terms of capacity building. Within the anthropocentric approach, integrated conservation and development is seen as a noteworthy shift from top-down to bottom-up planning. As TFCAs embrace this notion, it centres them within the paradigm of sustainable development.

Although the establishment of the Ai-Ais / Richtersveld Transfrontier Conservation Park was initiated from outside, the components needed for sustainable development are present: integration, participation, equity and preservation of the environment (social, economic and environmental sustainability). A large element of capacity building is present as well, as local people are increasingly involved in the affairs of the TFCP and there are living examples of beneficial relationships between the environment, economic growth and poverty alleviation.

Chapter 3

Research Question and Design

1. Introduction

The research commenced in November 2000. Preliminary enquiries were made to various representatives from the Peace Parks Foundation, Namibia, and South Africa to determine the feasibility of the study. The interviewees included the Project Manager of the Peace Parks Foundation, the Park Wardens of the respective national Parks in Namibia and South Africa, as well as Eco-Africa Environmental Consultants¹⁷.

Over the next two years, various fieldtrips were made to collect data on aspects relating to the research question. Qualitative interviews and participant observation were used intermittently during these trips. Between trips additional information was gathered by means of an extensive literature review. Minutes of meetings and e-mail correspondence were studied and telephonic and electronic interviews were conducted. An overview of the research process and the methodology applied is given in section 3 of this chapter.

2. Research Question

The study looks at the area and stakeholders on the South African side of the TFCP. Included in the study are the four towns that were previously known as the 'Richtersveld communities'¹⁸. The land on the Namibian side is state owned, and there are no people living inside the |Ai-|Ais Hot Springs Game Park. It was therefore decided to confine the study to the South African side only. Here the communities are legal landowners of the Richtersveld National Park.

¹⁷ See list of interviewees (Annex 1)

¹⁸ They now fall under a broader municipal area according to the demarcation process (See www.demarcation.org.za for more details about this process)

The study focuses on the key components required for 'sustainable' environmental, social and economic development. It wants to assess whether the process followed in the establishment of the |Ai-|Ais / Richtersveld TFCP abides by these fundamental principles. As a result, the study has participation of the communities in the process leading up to the formal establishment of the TFCP as a central concern.

3. Activities and Timeframe

Over a two-year period data was gathered at various stages of the research process:

Activities	Dates	Methods
Consultation with PPF, Eco-Africa Environmental Consultants, Namibian Ministry of Environment and Tourism, South African Department of Environmental Affairs and Tourism, SANParks, initial literature review	January to March 2001	Desktop study Interviews
Fieldwork: Initial visit to Richtersveld for introduction to communities and other stakeholders: Governments of Namibia and South Africa, regional councils, developers, consulting agencies, NGO's etc.	March 2001	Participant observation (Attended a workshop on integrated conservation and development)
Consultation with PPF, Namibian Ministry of Environment and Tourism, South African Department of Environmental Affairs and Tourism, SANParks and other stakeholders	April to May 2001	Desktop study Documentary analysis Interviews
Fieldwork: views of communities on culture, ownership, stock grazing and agriculture, economic practices. Views on Memorandum of Understanding	June 2001	Interviews Participant observation
Desktop study, collation of data	July to August 2001	Documentary analysis
Fieldwork: views of different stakeholders on establishment of the TFCP and conservation, meetings of bilateral, ministerial and national technical committees and other working groups	August 2001	Interviews Participant observation
Collation of data	August to November 2001	Desktop study
Fieldwork: Interviews with members of communities around the TFCA on their attitudes towards tourism, culture and other development projects	June 2002	Interviews Participant observation (Attended a regional tourism workshop)
Data analysis and conclusion	July to August 2002	Desktop study

4. Methodology

Several factors influence the choice of a research method: the researcher, the concrete object of the study, the research situation, the research question, the research goal, relevant audiences, condition and circumstances and the time dimension. (Smaling, 1994: 2) In this study multiple qualitative methodologies were applied, with different methods complementing one another. A thorough literature review accompanied the research process. Documents used in this study consist of published and unpublished papers, including working documents from participants involved in the process (i.e. Government, NGO's, Community Committees, and the various committees in the institutional framework of the TFCP).

The choice to limit the scope to the South-African component of the |Ai-|Ais / Richtersveld Transfrontier Conservation Park, was also a practical consideration. The travel distance is great – approximately 900 km from Cape Town, and a further 500-600 km to the entry points in Namibia along the current route. This will change to provide direct access from the Richtersveld National Park to the |Ai-|Ais Hot Springs Game Park, once the TFCP is formally established. The area is a difficult one to visit, especially for a woman researcher, as the facilities are limited and the infrastructure weak. Visits were made possible by the kind assistance of NGO's and development agencies working in the area. I was able to accompany them on fieldtrips, to workshops, and meetings. This not only saved costs, but also provided easier access to people living in the Richtersveld towns. However, this also created a risk of being associated with the particular agency, which in turn could influence responses to interview questions. In my particular experience, I do not believe that this happened.

4.1 Interviews and informal conversations with community leaders and prominent role-players

The various events that I attended provided opportunity for discussion about the TFCP process and related issues. Most of the conversations were informal, but I also arranged a number of semi-structured interviews. The initial visit to the study area was at the time of an Integrated Conservation and Development Workshop, facilitated by Eco-Africa Environmental Consultants in April 2001¹⁹. At this workshop, I had the opportunity to meet and talk to a large number of stakeholders, including the community, government departments, NGO's and private enterprises. I was also introduced to a group of community representatives that I used as departure point for future visits. This facilitated the research a great deal, as I could explain my project face-to-face. My credibility was accepted right from the onset. During the workshop there was an opportunity to attend different discussion groups on the TFCP process. I joined the community discussion group and this gave me the opportunity to get even better acquainted with the different community leaders and their initial concerns about the TFCP.

The benefit of interviews and informal conversations lies in the fact that follow-ups can be done on initial responses, which can validate the original information. In June 2002, a Tourism Strategy Workshop was held, where I could get some follow up responses on issues that were discussed at the first workshop. Many of the stakeholders that attended the first workshop were also present here. I also had the opportunity to meet the newly appointed community liaison officer. She assisted me by providing a questionnaire, as well as an analysis of the data she collected through the questionnaire on the attitudes of the people towards the TFCP.

Telephonic and electronic interviews saved travel costs and allowed easier access to important role-players. I did not employ extensive structured interview schedules, as I did not consider them appropriate for the kind of research I intended to do.

¹⁹ Eco-Africa Environmental Consultants was also the company contracted to conduct the community consultation process for the Memorandum of Understanding leading to the establishment of the TFCP

In group situations, which were my research context for most of the time, one or more individuals sometimes dominated the group. By observing people *and* listening to their informal conversations, this assisted me to get a grasp of the actual state of affairs.

4.2 Observations when visiting the communities involved

In June 2001, I visited the town of Khuboes together with a film crew that made a documentary film about the Nama choirs and dances. We were welcomed into people's homes. Mainly through observation, it became clear to me that the people were very proud of their cultural heritage, including their traditions and language. Apart from the Nama language, they also showed a particular love for Afrikaans.

Observation provides direct "first-hand" information and may in some cases even reveal facts that were not anticipated by the researcher. In this case, it provided greater insight into the area and its people. It contributed to the situational analysis as the physical environment could be personally observed. Photos have been included in the text. I observed individuals that occupied key positions in the community in terms of involvement and commitment, and strong leadership skills. Their efforts contributed a great deal towards upliftment of the community. I also detected latent conflict and distrust between family members, interest groups and between people and the local authority. However, towards me, people were hospitable, helpful and friendly.

Nevertheless, observation can be time consuming. In addition it may only provide a snapshot of a particular situation. It was a pity that work constraints did not allow me to spend a significant period of time in the communities to make more in-depth observations. However, my feeling is that I spent a sufficient amount of time to gather noteworthy data on the views of the communities. In a small way I also 'triangulated' the information I got from some community members with those of others.

In observation there is the risk of the researcher making subjective judgements, being biased, or concentrating on irrelevant issues. The other potential pitfall I had to keep in mind was not to be influenced too much by my prior knowledge of the area. I was given a fairly good idea of what to expect by people who have worked and done research there before. Looking back, I do not think that I was given a skew picture.

Apart from the minutes of meetings that I had access to, I was allowed to attend meetings between Eco-Africa and the Peace Parks Foundation. I was also at the final meeting on the Memorandum of Understanding, just before it's signing on 17 August 2002. This allowed me to understand more about the politics behind the development process of the TFCP.

4.3 Documentary Analysis

A large number of documents including correspondence, reports and planning documents were analysed in this study. It provided a good overview of the process and the record of events that were part of the developmental process. It also helped to target aspects for in-depth evaluation and assisted me in understanding the context. It was also a cost-effective source of specific and detailed information.

Records may, however, in some cases be incomplete or lacking in detail. It may also be difficult to collect, collate or analyse data in a suitable form. Reality may not match the articulation of planning documents. Long periods of time that went by in which I received no correspondence, were a further source of worry. Minutes of meetings, which formed an integral part of studying the establishment process, contained mainly suggestions and decisions. The concerns raised and the feelings of the participants at these meetings were not always captured. Since I attended some of the meetings, I was aware of these concerns. I was therefore able to capture them in the thesis.

Apart from an extensive range of literature, I also drew on data obtained from working documents.

The Peace Parks Foundation made the following information available:

- Concept plan for the Ai-Ais / Richtersveld Transfrontier Conservation Park
- Action plan for the Ai-Ais / Richtersveld Transfrontier Conservation Park
- Terms of reference for Eco-Africa Environmental Consultants
- Draft Joint Management Plan for the |Ai-|Ais / Richtersveld Transfrontier Conservation Park,
- Draft Joint Tourism Strategy
- Minutes of meetings
- Reports
- Relevant correspondence

Eco-Africa Environmental Consultants made the following information available:

- Action plan including methods and activities
- Minutes of meetings
- Workshop proceedings
- Reports
- Relevant correspondence

Mr. Kiewiet Cloete, a prominent community member from Khuboes, made the following available:

- Maps of the original Richtersveld area / Community reserve (Feb 1930 and Government Gazette of 28 June 1957)
- Basic information on history, natural history, tourism potential (Nov 1984)
- Minutes of meetings and reports regarding the Management Plan Committee of the Richtersveld National Park

- Second draft (1995) of the Richtersveld National Park Management Plan

In addition to these documents, GTZ Transform made the Draft Richtersveld National Park Management Plan available and the Namibian Ministry of Environment and Tourism furnished the draft Management Plan of the |Ai-|Ais Hot Springs Game Park. Ms Sharmain Cloete, Public Relations Officer for the TFCP made a questionnaire, as well as her analyses of the survey data available.

Another important source of information was the Richtersveld Nuus, a local newspaper publishing articles written mainly by members of the community. People were quite outspoken in their views. I took this to be a barometer of the real feelings of the affected communities.

5. Conclusion

Multiple methods were employed in this study. Information was gathered over a total period of three years by using interviews, participant observation and documentary analysis. These methods were chosen, as I perceived them to be most appropriate to the nature of the project.

The main limitations were budgetary and time constraints. I could only visit the area for a short period at a time. The study was further limited to one side of an overarching process. On the positive side this provided a clearer focus on the communities that will be affected most by this development and whose future might depend on it.

On the whole the methodology used was sufficient to provide an answer to the specific research question, *viz.* has the project so far satisfied one important requirement of sustainability, i.e. participation of the people involved?

Chapter 4

Background and Regional Setting - |Ai-|Ais/ Richtersveld Transfrontier Conservation Park

1. Introduction

The TFCP consists of 5086km² of which 32% lies in South Africa (Richtersveld National Park) and 68% in Namibia (|Ai-|Ais Hot Springs Game Park). In Namibia, there are no settlements in or adjacent to the |Ai-|Ais Hot Springs Game Park, although a number of semi-nomadic stock farmers are found in the area²⁰. On the South African side, there are approximately 3000 people living in the main settlements of Khuboes, Lekkersing, Eksteenfontein and Sanddrift. These are generally impoverished with limited economic opportunities, high unemployment rates and out-migration of youth (Eco-Africa, 2000: 28). As a result of the municipal demarcation process, the municipal area now also includes Port Nolloth. It is not clear yet if Alexander Bay, a private mining town, will also be included in the municipal area. This study focuses mainly on the four towns that were previously part of the Richtersveld Transitional Council (Khuboes, Lekkersing, Eksteenfontein and Sanddrift). Reference to Port Nolloth and the mining towns of Alexander Bay, Baken, and Reuning are made for the sake of a broader perspective of the area and to put economic activities into context.

The area in question is an arid mountain dessert region with low rainfall and extreme temperature fluctuations, which give rise to low agricultural potential. Despite this fact, the region is rich in bio-diversity. It is moreover rich in minerals. Diamonds are mainly mined along the Orange River and the coast. The Richtersveld National Park was nominated for a World Heritage Site in 1998, because of its unique biodiversity and geological formations (Anon, 1998). Apart from spectacular scenery and unique features such as the Fish River Canyon and |Ai-|Ais Hot Springs in Namibia, this area is one of the few arid bio-diversity hotspots in the world (Peace Parks Foundation, 2000: 2).

²⁰ M Le Roux. (Park Warden |Ai-|Ais Hot Springs Game Park) Personal Communication, November 2000

The |Ai-|Ais / Richtersveld TFCP therefore seems to have great potential to become one of the major tourist attractions in Southern Africa.

In the case of the Richtersveld, mining is the prevailing economic activity in the region, but is being decommissioned and will presumably be phased out within the next twenty years. The second largest economic activity is stock farming. Approximately 280 stock farmers are found in the area, which accounts for about 10% of the population.²¹ Of these, 26 are residing in the Richtersveld National Park. Already claims have been made that there is damage to the environment, since farmers do not comply with the agreed number of stock allowed in the Richtersveld National Park.²² Other claims of damage to the environment are that of uncontrolled tourism and removal of plants and cultural assets.²³ A number of other economic practices also exist, namely kelp farming, oyster farming, and agriculture along the Orange River.²⁴

The socio-economic analysis in this section draws substantially on the research that was done for the Integrated Development Plans for the Richtersveld Transitional Council in 2000 and subsequently for the Richtersveld Municipality in 2002. The demographic figures contained in these are based on the 1996 census²⁵ and were sourced from the Demarcation website²⁶.

2. The towns

2.1 Port Nolloth

Port Nolloth is the largest town within the Richtersveld Municipality. It was originally set up as a port for exporting copper from O’Kiep in the 1900s.

²¹ D Singh (Mayor – Richtersveld Municipality) Personal Communication 26/06-2001

²² J Taljaardt (Park Warden, Richtersveld National Park) Personal Communication, 02/04/2001

²³ F Strauss (Community Member of Eksteenfontein and Chair of TFCP Community Working Group) Personal Communication, 13/06/2002

²⁴ C Swart (Development Facilitator) Personal Communication, 24/01/2001

²⁵ The 2001 census data was not available at the time of writing

²⁶ See www.demarcation.org.za

Mining and fishing represents its base economy. The town is divided into the main town (i.e. the business district) and associated suburbs. The 'coloured' settlement known as Nollothville is situated to the south of the town and a holiday area called McDougall's Bay is found a couple of kilometres south along the coast. This area has increased dramatically in size over the last five years. Sizamile is the African township close to the industrial area and sewerage works and is situated next to the eastern entrance to Port Nolloth. It was constructed in the 1990's where the informal settlements of Bloukamp and Tentedorp used to be.

2.2 The Richtersveld towns

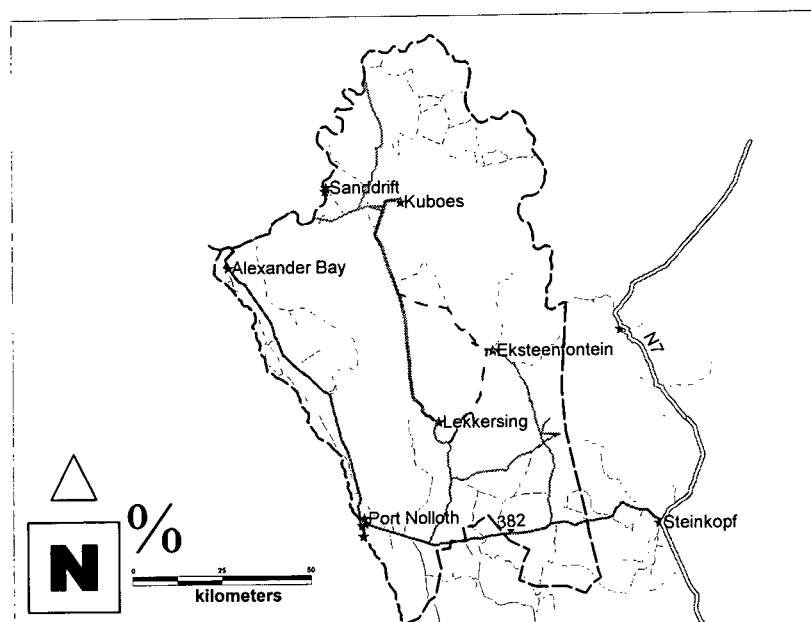


Fig 2. Map of Towns in the Richtersveld (Municipal Demarcation Board. 1999)

The four rural towns are the main focus of the study. Khuboes (population: 1232), Lekkersing (population: 660), Eksteenfontein (population: 721) and Sanddrift (population: 988) all fall within the former Richtersveld 'Coloured Reserve' and were administered by the Richtersveld Transitional Council during the interim IDP Process (Richtersveld Local Municipality, 2002: 5). The community of Rooiwal has a population of a few hundred people. It previously

fell outside the Richtersveld Transitional Council but is now part of the Municipality. As part of the new demarcation process, the responsibility for the towns was transferred to the Richtersveld Local Municipality. The surrounding communal land is held in trust by the Minister of Land Affairs (Department of Land Affairs, 1998).

The population of the rural towns is increasing. This is due to the fact that the mines in the area are scaling down their operations and people are returning to their towns of origin from all over Namaqualand. This repopulation of the rural towns will presumably stabilise when economic opportunities improve in the larger urban settlements.

Although each of the Richtersveld towns has its own distinct historical background, they share similar problems experienced by all 'coloured reserve' settlements within the Northern Cape. Communities have been denied access to large sections of valuable land for mining, fishing, mariculture and agriculture and the land that was made available to them is marginal farming land. It does, however, have a high biodiversity value.

The towns have been provided with very basic services, although electricity and water has only been supplied recently. The settlements are widely separated and are only accessible by dirt roads (Richtersveld Local Municipality, 2002: 15).



Fig 3. Khuboes

2.3 The Mining towns

The most significant mining town is Alexander Bay, which was managed solely by the state-owned mine Alexkor for many years. It is not known what the current population size of the town is although the 1996 census data statistics placed the population at roughly 2 500 residents (Government of South Africa, 1996). In 1989 the population was 3088 (Ninham Shand, 1991). There are two parts to Alexander Bay, the 'north town', previously reserved for whites and the 'south town', previously designated for coloureds with a hostel section near the mine's headquarters.

The mine has been responsible for service delivery to the town at a sum of approximately R4-7 million a year. Now that the mine is restructuring²⁷ and under pressure to function as a financially viable company, service delivery is becoming a financial burden for Alexkor Ltd.

There is currently a process underway to integrate Alexander Bay into the Municipality. As it has been managed by a state mine for such a long time, it has been provided with infrastructure and facilities of far higher standard than that of the rural Northern Cape towns. There is a shopping centre, banking facilities and numerous sporting facilities. These facilities or services were not provided according to municipal standards though, and very little money has been invested in it over the last decade. Alexander Bay's location near the border with Namibia and relatively high level of infrastructure places it in the ideal position of being at the centre of future transfrontier tourism development initiatives. It also has an airport that can further facilitate the development of tourism in the region.

Alexkor Ltd moreover owns five farms: Dunvlei, adjacent to the town that boasts a dairy and cheese factory, Beauvallon that has a large ostrich farm and lucerne fields, Brandkaros that has tourism facilities and mixed agriculture and Arrisdriest that has irrigation crops. Pachtvlei is a section of river frontage with high tourism potential (Rodkin, H 1998).

²⁷ See Alexkor Limited Amendment Bill B29, 2001

The towns of Baken and Reuning are under control of the Trans Hex mining group and still function in complete isolation from the other towns within the region. Baken is adjacent to Sanddrift and although very small, (approximately 500 people according to the 1996 census data) it has a number of facilities and social infrastructure such as a clinic, shop and restaurant. The Baken mine is also the only mine in the region that is not scaling down production activities and that has maintained employment levels. The Reuning mine settlement is near Sendelingsdrift and within the Richtersveld National Park. The mine is in the process of scaling down production and employment figures are low. Sendelingsdrift is important as it may soon open up as a border post to allow tourists travelling from southern Namibia to enter into the Richtersveld.

The mines provide a number of social and infrastructure services to employees and the rural towns. Unfortunately these towns continue to function independent from the municipality. However, as part of the IDP process, they are encouraged to become integrated into the Municipality so that all facilities and infrastructure, previously provided at no cost by the mines, can be to the benefit of all residents within the Municipality's jurisdiction.

3. Socio-economic status of communities

3.1 Demographics

The 1996 census data for the Richtersveld Municipality places the total population at 11 788, which includes Port Nolloth. When census data (1996) was compared with Macroplan (2000) data used in the Richtersveld Transitional Council interim IDP, it shows that the rural towns have grown to 1.4 times their size in the period 1996 to 2000. If this growth rate is applied to the entire Municipality, the estimated population would be 16 489 for the year 2000. The assumption is that there would be a higher growth rate in more urban areas.

There is also the impact of HIV / AIDS related deaths on the population. This will continue to significantly alter the demographics of the region. It is not apparent from the 1996 data but a significant effect is predictable in the future.

3.2 Population Composition and Distribution

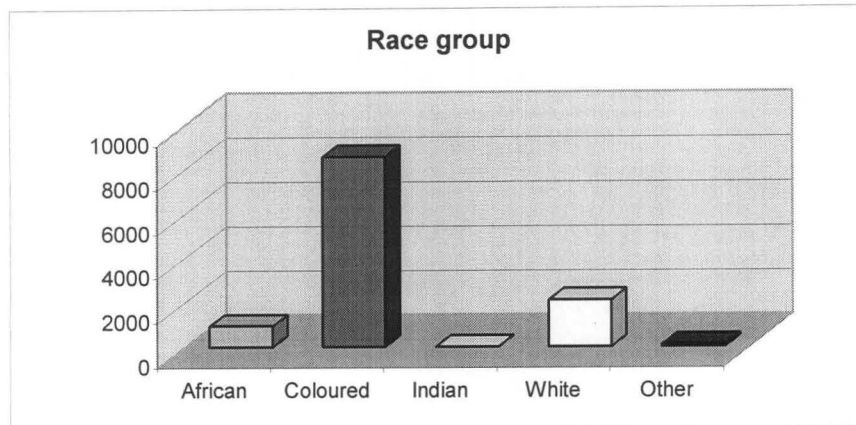


Figure 4 - Population composition in the Richtersveld Municipality (Municipal Demarcation Board, 1999)

The majority of the population are coloured followed by whites and a growing number of Africans that have migrated to the area in search of employment during the 1980's. A large proportion of the white population live in McDougall's Bay, Port Nolloth or Alexander Bay. The Richtersveld rural towns are mostly coloured with a growing number of Africans living in Sanddrift. There is also a relatively large population of Africans living in Sizamile in Port Nolloth whose population is dominated by Xhosa speakers with a small but growing sector of Ovambo's from Namibia.

The area is large and the population density therefore is very low (approximately 1.7 people per square kilometre). In reality, the population is distributed in pockets of higher density in the towns and large sections of the rural areas are entirely unpopulated.

3.3 Age Profile

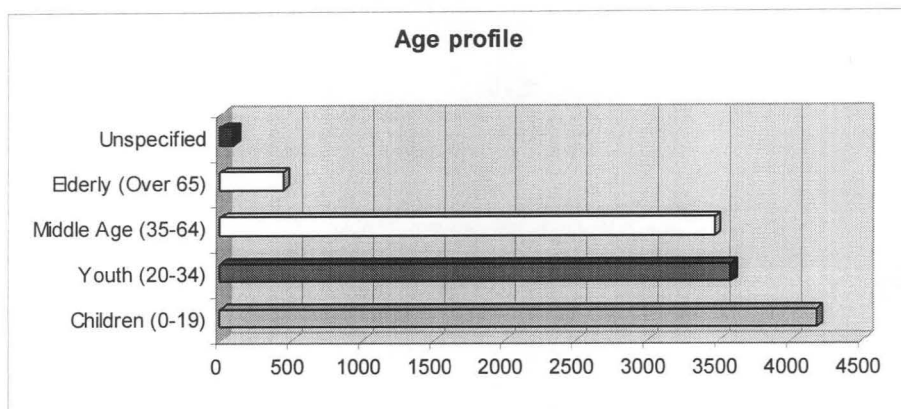


Figure 5. Age profile in the Richtersveld Municipality (Municipal Demarcation Board, 1999)

The age profile for the Municipality illustrates a population dominated by children, equal numbers of young and middle aged people, and a sharp decrease in the number of elderly, which indicates a low life expectancy. The expected decline in youth, that is so common to other rural areas, is not found here. This is a very significant sector of the population as the youth are the most productive section of the work force and are the highest risk group for HIV / AIDS related deaths.

3.4 Unemployment

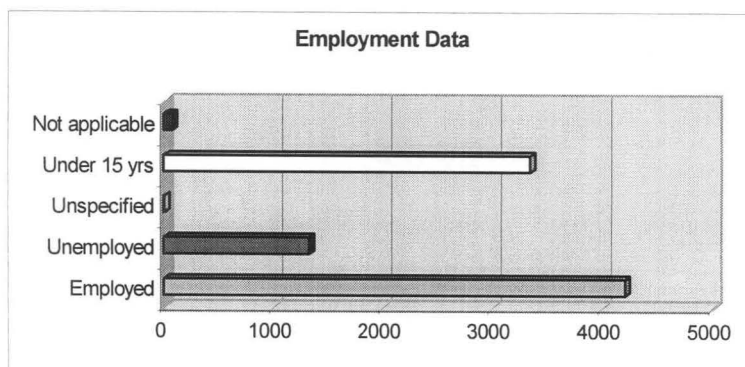


Figure 6. Employment data in the Richtersveld Municipality (Municipal Demarcation Board, 1999)

Employment is defined by Statistics South Africa as all persons between the age of 15 and 65 years that are employed / unemployed (Government of South Africa, 1996). In 1996, 1323 people were unemployed in the Richtersveld. Since then there has been a dramatic reduction in production activities at some of the mines in the area. With mining being the mainstay industry in the region, decommissioning activities have increased unemployment levels and although there are no recent figures available, unemployment figures for the Municipality are estimated at approximately 30 - 40%. Unemployment levels are also higher amongst women as most of the established industries employ males.

3.5 Household Income

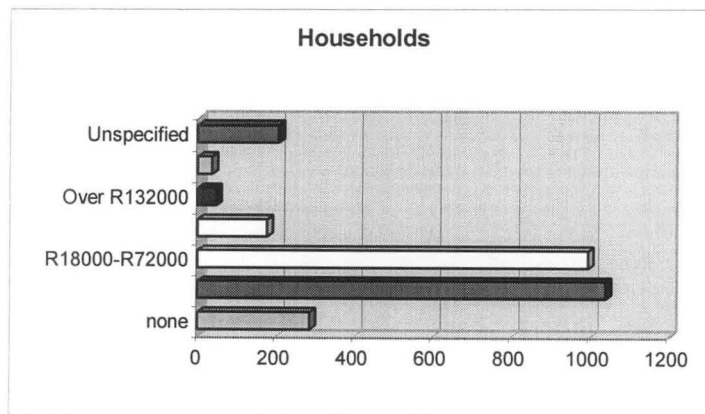


Figure 7. Annual household income in the Richtersveld Municipality
(Municipal Demarcation Board, 1999)

Household income figures for 1996 indicate that approximately 37% of all households in the Municipality receive less than R18 000 per annum. Less than one percent of the population falls in the middle to high-income bracket (R72 000 and more per annum). This is a strong indicator of the high level of poverty experienced by a significant proportion of the population.

3.6 Level of education

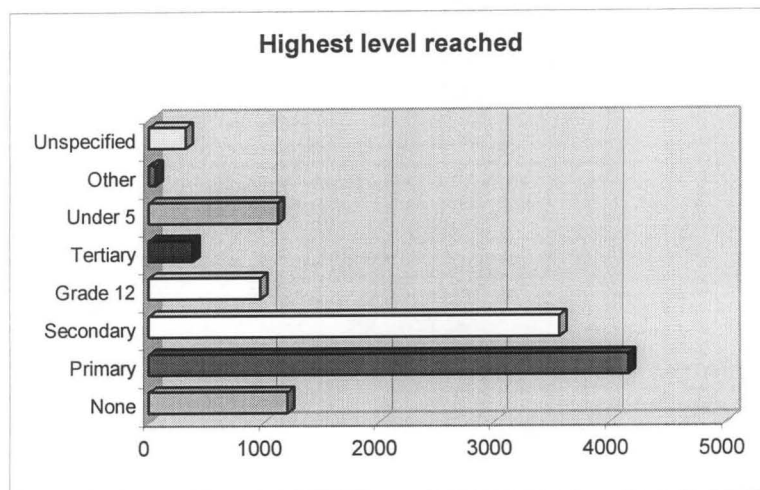


Figure 8. Highest education level in the Richtersveld Municipality
(Richtersveld Municipality, 2002)

There is a large percentage of adults (1199) with no education and very few who have tertiary education. A large number of children drop out of school after primary school. To some extent this can be attributed to the fact that Secondary schools are not located nearby.

In 2001, The 'Working for the Coast' programme was started as part of the CoastCare initiative. The objective was to create immediate employment for poor people along the coast of South Africa, including the Richtersveld. Every employee receives 6 hours training per week for 2 years. Participants gain numeric, literacy, and life skills, providing them with the necessary knowledge to find a job, or start a business. (World Summit 2002: 102-103) Given the state of the local economy, it is important that Adult Based Education and Training (ABET) such as the programme being carried out through CoastCare project are being continued.

3.7 Occupational Categories

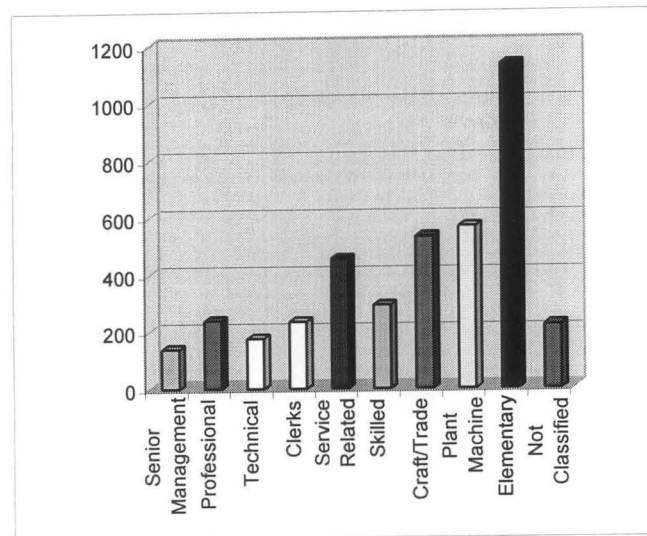


Figure 9. Occupational categories of the population in the Richtersveld Municipality (Municipal Demarcation Board, 1999)

A small percentage of the population has a matriculation or tertiary education, but the workforce is dominated by unskilled labour. Most people are involved in work that requires elementary skills in the mining and fishing sectors.

A number of projects in the Richtersveld assist in improving the skills base. Poverty Alleviation projects from the Department of Environmental Affairs and Tourism are very valuable in the sense that they provide in-service training to community members and in some cases, such as the Kookfontein guesthouse, jobs are rotated, to provide opportunities for more individuals (Richtersveld Nuus, 2001b: 5).

3.8 Health and HIV / AIDS prevalence

In general the population is healthy and does not reflect any epidemiological symptoms linked to extreme poverty. Incidents of malnutrition and TB are prevalent yet low. There are, however, high levels of alcohol and drug abuse followed by growing incidents of child abuse. According to an article in the

local newspaper, the most common matters handled by the Richtersveld Crisis Centre are child abuse.²⁸

Currently there are no specific figures available for HIV/AIDS related deaths. The Department of Health collects antenatal statistics from Port Nolloth clinic. Although these are not seen as representative of the whole area, it is accepted that the number of people dying from HIV/AIDS is on the increase, particularly in Port Nolloth.

The Department of Health has an HIV/AIDS/STD Strategic plan in terms of which AIDS councils will be set up at National, District and Municipal levels. These councils will be responsible for doing needs analyses so that they can set up a plan of action. Provincial and District AIDS councils have been set up. On the 15-16th of February 2002, the Department of Health sent a team to the Municipality to assist in the planning of an AIDS programme. The Municipality established a Municipal AIDS council on the 19th of March 2002. A social fee was set for the 2001/2 financial year whereby all Municipal residents are billed R5 per month. This money goes back to the Municipality for raising awareness around HIV/AIDS and directly assists families with funeral services.

The !Hobes Youth Against AIDS Group from Eksteenfontein was established after a member of the youth group went to an AIDS awareness workgroup in Springbok in 2001. They have been involved in an awareness road show in the towns of Port Nolloth, Sanddrift, Khuboes, Eksteenfontein and Lekkersing.²⁹ These awareness shows were partly funded by GTZ Transform. The group has also linked up with a programme funded by Trans Hex, paying visits to Hondeklipbaai and Vioolsdrif.

²⁸ Richtersveld Nuus, Spring 2001: 8

²⁹ Richtersveld Nuus Spring 2001:1

4. The economic sectors

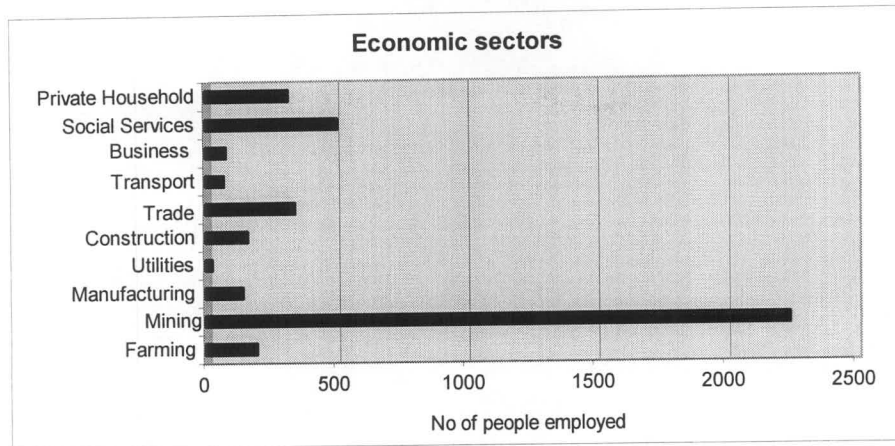


Figure 10. Economic sectors in the Richtersveld Municipality (Municipal Demarcation Board, 1999)

4.1 Mining

According to the Integrated Development Plan for the Richtersveld Municipality (2002), the two dominant economic sectors within the Municipality are mining and mariculture. Mining is dependent on a non-renewable resource that has a limited lifespan. Throughout the Northern Cape and Namibia, there are historic reminders of the ghosts of past mining ventures like the famous Kolmanskop near Luderitz. Namaqualand harbours rich but shrinking concentrations of minerals. Within South Africa it is second only to Gauteng in mineral wealth. Diamonds, quartzite, and lime are the three most economically viable mineral deposits found in the Richtersveld. Of the three, diamonds dominate the industry and two big mining companies, Alexkor Ltd and Trans Hex, control the diamond mining concessions. There are a few smaller privately owned concessions exploited in the north-eastern area near the Richtersveld National Park.

Trans Hex is currently the strongest mining house in the Richtersveld and the mine at Baken has an estimated lifetime of 14 years. However, in the rest of the area, mining is becoming less productive and Trans Hex's other mine Reuning is busy reducing mining operations. The state-owned mine Alexkor

Ltd is going through decommissioning and a restructuring process. It currently has 691 permanent and 37 temporary employees. Alexkor Ltd has established a non-core section known as Alexander Bay Trading (ABT) that is focussing on non-mining activities such as irrigation agriculture, mariculture and tourism (Richtersveld Municipality, 2002: 64).

A land claim was made in October 2000 against Alexkor Ltd. The court ruling of March 2001 determined that the judge did not have the jurisdiction to give a ruling on the land claim. The community appealed against the decision, being aware that the legal process can take a number of years to complete.³⁰The findings of the land claim proposal indicated in its early stages that it is unlikely that the land would be given to the Community Property Association (CPA)³¹ and therefore a different approach was needed. The new Alexkor Ltd Amendment Bill that will soon become an act provides opportunity for the mining leases to be sold to a private concern. However, as all the land is not used for mining it is proposed that the Municipality or the CPA take control of the other land that has high tourism, conservation and agriculture value which will allow for the diversification of economic potential for the people living in the area. It is important that this process runs smoothly and that the areas of high conservation value are secured and given the appropriate conservation status and linked with the tourism initiatives currently active in the area. However, as the mines control the land with the most economic potential, they will still benefit most unless this land is returned to the people and access to the coast is normalised (Richtersveld Municipality, 2002: 65).

In August 2001 the Land Claims Court denied the community leave to appeal to the constitutional court. They had to file papers directly at the Constitutional Court. In February 2003 the first Supreme Court appeal hearing was held and in March 2003, the court ruled that they were entitled to restitution. However, the case had to go back to the Land Claims Court to determine a restitution package. Alexkor is appealing against the decision. (SAPA, 2003)

³⁰ Richtersveld Nuus Autumn 2001: 11

³¹ CPAs enable groups to acquire, manage and hold property on a communal basis. In effect they are tenure-providing instruments that offer communities a stable platform off which to undertake their own development initiatives.

4.2 Fishing industry

The other important sector in the area is the fishing industry operating mainly from Port Nolloth. There is a fish processing plant that has not been operating to its full capacity due to the lack of quotas and poor landing of stock in the Northern Cape. One of the major problems is that hake quotas are mainly allocated to trawlers that cannot operate out of Port Nolloth harbour, as it is too shallow and less developed than facilities in the Western Cape (Northern Cape Government website). A specific organisation has been established called the Fishing and Mariculture Development Association (FAMDA) and a Sector Plan has been developed for the region. The Northern Cape coast has great potential to successfully harvest marine resources such as hake, snoek and crayfish as well as a sustainable kelp industry. There are also a number of opportunities for mariculture projects such as the oyster farms in Alexander Bay and Port Nolloth. The major problem is the lack of access to the largest part of the coast. This needs to be resolved in order for this industry to reach its potential (Brits et al., 1999).

4.3 Livestock farming

The oldest economic sector in the region is livestock farming. Although it is not a lucrative industry, it supports a large number of people living in the area and is an important livelihood option to Richtersvelders. The dry and ecologically fragile ecosystem makes it difficult to support a large industry. There are plans underway to improve the borehole infrastructure and to open up the corridor east and corridor west farms as well as resettlement farms to the east of Port Nolloth to individual farmers who can farm on a commercial basis (Richtersveld Municipality, 2002: 65).

Traditional Nama pastoralists presumably had a low environmental impact and livelihoods were sustainable. According to scientific studies, patterns of pastoral land-use simulated those of indigenous game. By contrast, commercial livestock farming forms a distinct discontinuity in land-use when

compared with indigenous game and traditional Nama pastoralism. The environmental impacts include displacement of indigenous game by livestock, hunting of game, disruption of natural migratory patterns through jackal proof fencing and the fragmentation of surviving populations into small groups of privately owned game (Van der Merwe, 2001: 78-79).

4.4 Tourism

The tourism industry is already very significant in the Richtersveld. However, tourism in the northern Cape is largely underdeveloped, receiving a small share of the foreign and domestic tourism market. An underdeveloped region represents opportunities for emerging entrepreneurs and community-based initiatives to seize a share of the tourism market. Within the Richtersveld, the tourism product consists of various combinations of nature, culture, and adventure based components (Edelstein, 2001: 22, 23).

A growing sector is nature-based tourism. Currently 4x4 visitors to the Richtersveld National Park dominate the tourism market. Although an increasing number of tourists pass through the area, very few benefits come directly to the people living in the area. In the Richtersveld communal area, more people visit the Richtersveld National Park than the number of people living in the area. New initiatives are underway to promote 'responsible tourism'³². They include a number of community-based projects funded by poverty alleviation funds from DEAT. These will provide opportunities for responsible tourism linked to facilities initiated and managed by the community. It is hoped that this sector will grow significantly in the years to come. There is a lot of international interest in the area, particularly because of the transfrontier park and the possible declaration of the Richtersveld National Park as a World Heritage Site.

³² Responsible tourism means making sure that tourism organisations look after destinations, so that their attractions & resources - whether natural or cultural – are not spoiled either for local people or for future visitors. It further refers to tourism products that only undertake activities that will enhance long term profitability, product sustainability and intergenerational equity

4.5 Culture

The NORAD³³ program is working towards the establishment of the Richtersveld Conservancy as a world heritage site and tries to strengthen knowledge about cultural heritage, natural history and tourism development. To this effect, a reference group was established for the Richtersveld Conservancy / heritage site. Youth are especially involved in the NORAD programme, for instance the Christian Youth Movement choir. There is also work towards a museum network in the area. Currently there is a museum in Port Nolloth (privately owned) and one in Alexander Bay. (Eco-Africa, 2001: 47) The feeling is that the TFCA could possibly contribute to an increase in visits to the museum.³⁴ In this regard cooperation with Alexcor mine is difficult, as they do not grant access consistently to the Ramsar site³⁵.

The people of the region are particularly proud of their cultural heritage and have made a number of videos for educational and tourism purposes. The videos include traditional Nama songs from 3 local choirs, traditional dances, and footage of a wedding and a funeral³⁶. The Afrikaans language is very important to them. Leaders feel that as the representatives of their communities, they have to convey the correct information to them. Therefore they insist on Afrikaans in meetings. It is not because they do not understand English³⁷.



Fig 11-13 Local Dance Group and Choirs

³³ The Norwegian Agency for Development Cooperation (NORAD) is a directorate under the Norwegian Ministry of Foreign Affairs (UD). NORAD's purpose is to assist developing countries in their efforts to achieve lasting improvements in political, economic and social conditions for the entire population within the limits imposed by the natural environment and the natural resource base

³⁴ J Joseph (Community Member of Khuboes and Curator of Alexander bay Museum) Personal Communication, 12/06/2002

³⁵ A protected wetland at the Orange River mouth

³⁶ A Joseph (Community Member from Khuboes), personal communication 12-06-2002

³⁷ P de Wet (Community Member from Khuboes) Personal Communication 12/06/2002

Income is also generated through a 'matjieshut' camp in the Richtersveld National Park, where tourists can experience nature in true Nama style. Curios are sold at the park office in Sendelingsdrift and at the information offices in the various towns.

4.6 Agriculture

Alexkor Ltd has run irrigation agriculture along the Orange River inadequately for a number of years. If correctly managed it could become an important economic sector benefiting local people as well as contributing to the export market as shown by similar agricultural endeavours in neighbouring Namibia.

5. Synergetic initiatives

These are ongoing environmental and cultural initiatives in the Richtersveld region that can contribute to the social, economic and environmental development of the area. They contribute not only directly in the form of specific projects, but also indirectly towards the establishment of an integrated network of conservation and development in the Richtersveld region. The IDP is discussed here as an example of integrated development.

5.1 Integrated Development Plan (IDP)

The Integrated Development Planning Process started in January 2000. It is probably one of the most significant processes involving local communities and can be described as government planning with the people (Eco-Africa, 2000: ii). It can also be seen as an attempt to create social capital. Through integrated development planning, the community plays a major part in the decision-making processes within their local authority. The IDP process enables communities to formulate a vision for their region and to determine their own development goals. From this vision a development framework is established and development goals identified. Development strategies are

drawn up, which result in the implementation of development projects to the satisfaction of the community.

The IDP should also be used to optimise the potential of a region and to support inhabitants in an equitable manner. It therefore requires that all stakeholders and residents of a region be thoroughly informed and be given the opportunity to take part in an integrated development plan, including land development objectives, such as the TFCA, that is expected to result in sustainable development.

In the IDP process in Richtersveld, the communities were involved from the start and they actively participated throughout. The process was announced through letters from council, and at public meetings. During a second series of public meetings each town nominated community members to an IDP Implementation Committee that took matters further (Eco-Africa, 2000: 88).

Integrated planning is an ongoing process. Therefore the IDP serves as a 'strategic development plan' for the Richtersveld that must constantly be revised and updated. The IDP document is available at the Municipal satellite offices for input by stakeholders and the public at any time (Richtersveld Municipality, 2002: viii).

5.2 Integrated Conservation and Development (ICD)

Over the last few years there has been a growing awareness both nationally and locally of the importance of conserving the natural assets of the Richtersveld and to utilise them in a manner that will benefit the people of the region. While previously the focus had been on surface mining, a highly destructive activity, there has been a marked swing, detectable at community level and reflected in the Vision of the Municipality toward an integrated approach to development and conservation.

In April 2001 national, provincial, and local government, interest groups, community groups, and donors gathered to discuss the future of conservation and development in the region. The workshop provided the opportunity for the various initiatives to become aware of one another and for synergy to be developed between them. Essentially, it revealed a lattice of conservation areas that are spread throughout the area. (Eco-Africa, 2001)

To a large extent this integrated conservation and development template is reflected in the Global Environmental Fund (GEF) Medium Sized Projects³⁸ funding, as well as the developing Transfrontier Conservation Area (TFCA) frameworks. The Richtersveld Community-based Biodiversity Conservation Project (RCBCP)³⁹, under the auspices of the GEF and poverty alleviation funding allocated by the DEAT,⁴⁰ can be utilised to ensure that the local people are put in a position to benefit from this integrated conservation and development framework in order to be established successfully and continue into the future. DEAT has received approximately R34 million for Poverty Alleviation Projects to be implemented in SANParks alone (SABC television programme '50/50', 06/07/03).

In the 'Richtersveld Nuus' there are frequent reports on development in the Namaqualand region. In the paper of Winter 2001, there are reports on the Immanuel Succulent Nursery, which is part of a development project for disabled people in Steinkopf, the NORAD project to establish an effective communication system between Khuboes and Sanddrift, plans for a medicinal nursery and museum in Khuboes, the development of Cornellskop⁴¹ to promote tourism and the establishment of an adventure club for young

³⁸ Medium-sized projects require no more than US\$1 million in GEF financing. Most GEF projects average \$5.5 million per project and take several years to implement. It has been recognized by the GEF that smaller projects could benefit from expedited procedures so that they could be designed and implemented more quickly and efficiently. Governments, national institutions, local communities, non-governmental organizations, academic institutions, international organizations and private sector entities can submit medium-sized project concepts for consideration. For more information see <http://www.gefweb.org/operport/msp/mspbroch.htm>

³⁹ This project will contribute to the protection of globally significant biodiversity (a portion of the succulent karoo biome) in the Richtersveld through the establishment of strong community-based biodiversity conservation in partnership with other stakeholders

⁴⁰ The National Treasury of the Republic of South Africa has made available 7.5 billion South African rands over a five-year period for poverty alleviation starting in the 1999/2000 book year. DEAT will receive approximately 884 million SA Rands over a five-year period. For more information see departmental publications (DEAT 2001a, DEAT 2001b, DEAT 2001c).

⁴¹ Cornellskop is situated outside Khuboes on the way to the Richtersveld National Park. There is a very deep cave filled with water "wondergat" and it is also one of the few places in the world where the Aloe Pillansii (Aloaceae) or "baster halfmens" is found.

people. The Spring Edition of 2001 reported on the Rooiberg Guesthouse Project and the employment it is creating. The Autumn 2002 edition reported on many smaller projects such as the Eksteenfontein Sanitation project and the Port Nolloth Ostrich Farm.

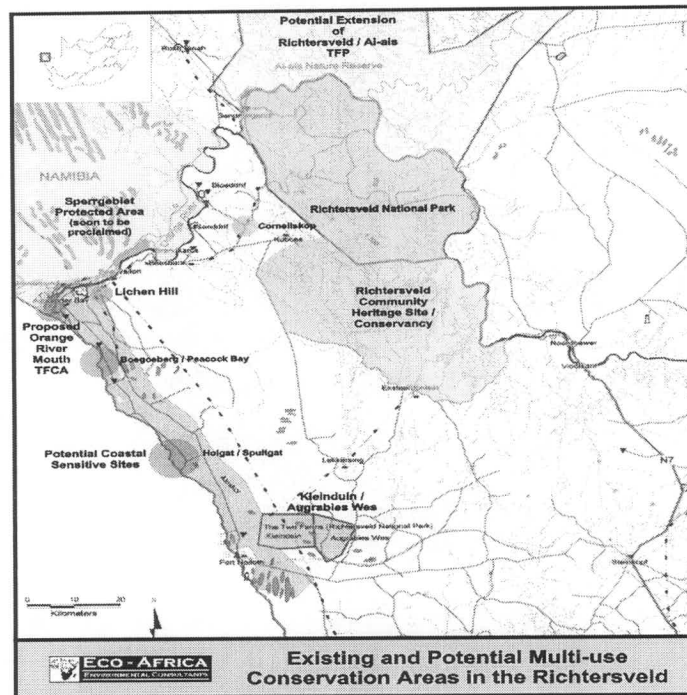


Figure 14. Emerging conservation framework (Eco Africa, 2000)

5.3 |Ai-|Ais / Richtersveld Transfrontier Conservation Park

The establishment of Transfrontier Conservation Areas (TFCAs), facilitated by the Peace Parks Foundation, is a national initiative led by the DEAT where a special Chief Directorate has been established for this purpose. The two national ministers representing the Ministry of Environment and Tourism in Namibia and the DEAT in South Africa signed a Memorandum of Understanding towards the establishment of the |Ai-|Ais / Richtersveld Transfrontier Conservation Park in August 2001 (Richtersveld Municipality 2002:68). The TFCP has now been formalised by an International Treaty.

It has been shown many times that conservation areas have the best chances of success if local people are involved in decision-making. Therefore an

extensive community participation process was launched with communities being represented at the institutional framework for the TFCA.⁴²

The TFCA is central to successful tourism development in the region, as it will bring about the opening up of the border between Namibia and South Africa and with it the possibility of a significant increase in the number of tourists visiting the area. As tourism is perceived to be the major alternative to current economic practices, this should make a critical difference towards the efforts in achieving sustainable development and the job creation and poverty alleviation that may result from it.

A full account of the establishment of the |Ai-|Ais/Richtersveld TFCA is given in Chapter 6.

5.4 South North Tourism Route (SNTR)

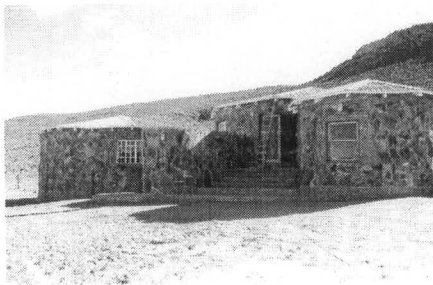


Fig 15. Kookfontein guesthouse

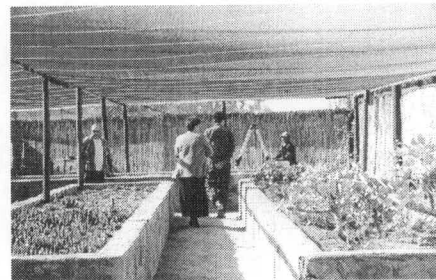


Fig 16. Immanuel succulent nursery

The SNTR stretches from Cape Town to the Richtersveld and links nature and culture based products along the N7. The SNTR acts as a channel that feeds tourists into the Northern Namaqualand and Richtersveld area. The future of the route holds in store the benefits of tourism reaching that sector of society previously excluded from it. It not only promises to entertain, but also to educate people. For those involved in the development of the new route, it may provide opportunities for entrepreneurial enterprises in the tourism

⁴² See Chapter 6 and the Memorandum of Understanding for the |Ai-|Ais / Richtersveld Transfrontier Conservation Park (annex 2)

industry. It is the first route in South Africa that is managed and promoted by the communities living along it.

The SNTR has the potential to become a model tourism route, flourishing with increased influx of tourists into the area, but at the same time having control over the growth of the industry. With the new economic growth it can bring to the area it may contribute towards building a stronger economy in the area. It is anticipated that the SNTR will become an enterprise that will successfully combine business with the principles of equitable and responsible tourism.

The SNTR was established because it was believed that tourism would offer a viable alternative livelihood option in an area where unemployment is growing and natural resources are getting scarcer. It acts as an artery that feeds tourists into the Richtersveld, a key requirement for the TFCP to be financially viable (Eco-Africa, 2001: 30-31).

5.5 Richtersveld World Heritage Site

In 1998, the Richtersveld National Park was placed on South Africa's list of tentative World Heritage Sites (WHS) as a cultural landscape of international significance. For the site to be considered as a WHS a detailed study has to be done, as there are a number of strict requirements laid down by the World Heritage Committee. In 1999 the Norwegian based donor NORAD initiated a project within the Richtersveld to assist local communities in preparing themselves for a WHS. NORAD is assisting the communities in gathering information for heritage tourism (Richtersveld Municipality, 2002: 67).

5.6 SKEP

Another process that has recently been launched is the Succulent Karoo Ecosystem Plan (SKEP). SKEP has been proposed to develop an overarching plan for biodiversity conservation and sustainable development in the Succulent Karoo Biome. It will identify priority actions for biodiversity

conservation in this significant region. The implementers of SKEP are fully aware that for conservation to be an option, the 'end users', (i.e. the local people) need to see the benefits of conserving their biodiversity and that alternative livelihood options have to be developed that do not damage the environment (Richtersveld Municipality, 2002: 67).

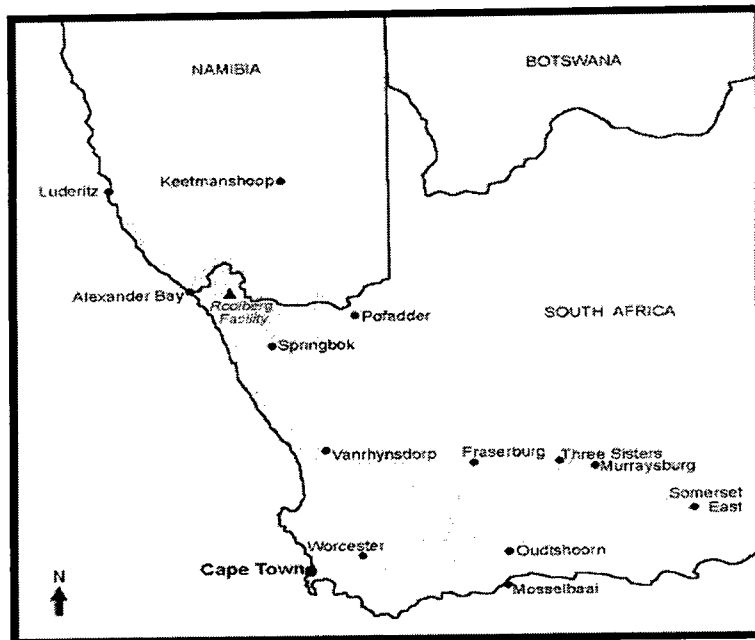


Figure 17. The extent of the Succulent Karoo Biome (Richtersveld Municipality, 2002)

5.7 Gariiep Spatial Development Initiative (SDI)

The Gariiep Spatial Development Initiative (SDI) was initiated by the Department of Trade and Industry (DTI) to support provincial and local governments to facilitate private sector investment. The target area comprises parts of the Kalahari, the Lower Orange River, Namaqualand districts, and parts of the Karas region in southern Namibia (Eco-Africa, 2001:34).

The SDI has been involved in a number of projects to date. An important project has been mariculture development along the Namaqualand coastline. By and large, however, the SDI has fallen short of the expectations that it created, including the initiation of cross-border initiatives with Namibia (Richtersveld Municipality, 2002: 66).

6. Conclusion

The situational analysis sketches a contrasting picture of a poor area with rich resources that has a lot of potential with regards to sustainable development.

There are a few small towns in the area, which are far apart and connected only by dirt roads. Some have good infrastructure and services, but most, including the four towns in this study, do not and are in need of an economic injection of some sort to improve the situation.

The socio-economic status of the communities involved is rather low. Unemployment is high, and with the perceived decommissioning of the mines, expected to rise. The levels of education and household income are also low. AIDS has been actively targeted within the communities, but since there are no official figures for the area yet, it is not clear how much of a problem it is.

Apart from a declining mining industry, that is currently the main source of employment, there are also the economic sectors of fishing and agriculture. The fishing industry has rich resources, but access to it is difficult. Agriculture is only viable along the Orange River, but is mainly controlled by Alexcor and Transhex mining groups. Because of a harsh landscape, commercial stock farming cannot be regarded as economical. As a result conservation and tourism seem to be the only viable alternatives.

When looking at the number of existing development projects linked to conservation, it becomes clear that tourism is regarded as a main option for increasing the revenue of the area. Among these initiatives, the TFCA is key as the opening of the border could increase tourism significantly.

Chapter 5

Transfrontier Conservation Areas - Concept and Historical Development

1. Introduction

Transfrontier Conservation Areas (TFCAs) or “Peace Parks” can be loosely defined as ‘relatively large areas straddling the international border between two or more countries and incorporating one or more protected areas’ (World Bank, 1996: 5). They date as far back as 1925 when Czechoslovakia and Poland signed the Krakow Protocol to set the framework for establishing international co-operation for the management of border parks (Griffen et al., 1999: 5). In 1932, the Waterton- Glacier International Peace Park was established to commemorate a long history of peace and co-operation between Canada and the USA (Sandwith et al., 2001: 1). More recently, such initiatives have been multiplying and currently there are at least 169 systems of two or more adjacent protected areas with varying levels of co-operation, many of which are full scale TFCAs (Sandwith et al., 2001: 1).

The number of TFCA projects in Southern Africa (SADC region) is increasing annually, with six on the borders of South Africa alone. These include the |Ai-|Ais/ Richtersveld, Kgalagadi Transfrontier Park, Maloti - Drakensberg, Limpopo / Shashe, Lubombo, and Great Limpopo Transfrontier Park.

The Kgalagadi Transfrontier Park was the first “Peace Park” to be established in Africa. In July 1931 the area between the Auob and the Nossob rivers in South Africa was proclaimed a national park and named the Kalahari Gemsbok National Park. Seven years after the proclamation, a 40-km strip of land in the adjacent Botswana, east of the Nossob River, was declared a game reserve. Co-operation between the two countries’ conservation agencies in managing this area started already in September 1967. The Park was formally declared on 7 April 1999. (Modise & Broekhuis, 2003)

The Great Limpopo Transfrontier Park was the other benchmark in the history of TFCAs. In 1938 a Portuguese ecologist, Gomes de Sousa, proposed to the Portuguese colonial government of Mozambique that negotiations with South Africa over connecting the area currently known as Coutada 16 with the Kruger National Park, be undertaken. Only after Mozambique's independence was the idea discussed again, but was abandoned due to the civil war. After the signing of Mozambique's Peace Accord in 1992 and South Africa's commitment to bring to an end to apartheid, the Council of Ministers of Mozambique recommended that the possibility of establishing pilot Transfrontier Conservation Areas be explored. In 1991, the GEF provided funds for feasibility studies, which examined the ecological, socio-economic, and political viability of the initiative. These suggested that three pilot TFCAs of Chimanimani, Lubombo and Gaza⁴³ be established. In 1997 the GEF, through The World Bank, provided US\$5 million to the government of Mozambique to implement a five year TFCA Project. This was being promoted as a shift from a state-controlled⁴⁴ activity to being more community based, to encourage local people to play a more positive part in natural resource management (Munthali & Soto, 2003: 7)

TFCAs are development efforts integrating conservation and development. The goals in such development initiatives are manifold and a number of benefits are foreseen for communities living in and adjacent to these areas. The importance of conservation of bio-diversity is not the only objective. It is also intended to contribute to economic, social and political development through creation of economic and livelihood opportunities, alleviation of poverty and unemployment, as well as regional peace and stability - hopefully on a sustainable basis.

The establishment of a TFCA depends largely on the ability and willingness of two or more countries to attune their conservation policies and management strategies, while simultaneously respecting each other's sovereignty. As yet

⁴³ Now called Great Limpopo Transfrontier Park

⁴⁴ Under the state-controlled approach, rural Africans have conventionally been perceived as degraders of the environment, and it is this perception that led to their exclusion in both colonial and neo-colonial programmes of natural resource management.

there is no single guideline or standard format for the establishment and development of TFCAs. Nevertheless, there is a certain realm of prevalent concerns that are fundamental considerations in the process of establishing all TFCAs, and for ensuring their credibility and legitimacy (Hall-Martin and Modise, 2002: 19). The terms for negotiating this establishment are defined in a Memorandum of Understanding (MoU) signed by the governments of the countries involved in order to confirm their consent and political commitment to the proposed TFCA.

As a result it is important that meetings to negotiate the establishment of a TFCA are attended by accredited representatives of governments and relevant stakeholders, including representatives from affected communities. Communities in areas adjacent to a TFCA should have an opportunity to participate in the planning and development of the TFCA as stakeholders and not as passive beneficiaries of employment opportunities created by the TFCA (Modise, 2002: 11).

2. Definitions and Objectives

Protected areas that cross international political borders are known by a variety of names such as Transboundary Protected Areas, 'Parks for Peace' or 'Peace Parks', and Transfrontier Conservation Areas (Sandwith et al., 2001: 3). For the SADC region the following definition of a TFCA has been accepted into the SADC Protocol on Wildlife Conservation and Law Enforcement (Hall-Martin and Modise, 2002):

"The area or component of a large ecological region that straddles the boundaries of two or more countries, encompassing one or more protected areas, as well as multiple resources use areas."

Three main objectives are identified, namely biodiversity conservation, socio-economic development and political co-operation between neighbouring countries. For the SADC region, the major value in creating TFCAs lies in the

improvement and conservation of biodiversity and ecosystems across international borders. In many cases strong supporting reasons are socio-economic development centred on nature-based tourism, as well as the increase of co-operation between states, government agencies, and communities across political boundaries (Hall-Martin and Modise 2002: 9). In short it can be said that the goals of conservation and sustainable utilisation of natural resources is propagated as an alternative land use option through the establishment of TFCAs.⁴⁵

It is essential that the proposed TFCA becomes politically and socially acceptable to the stakeholders that ultimately have to endorse its establishment. According to the IUCN, 'Peace Parks' should be founded on the recognition that human security, good governance, fair development, and respect for human rights are interdependent and inseparable (Sandwith et al., 2001: 4).

2.1 Biodiversity Conservation Objectives

Biodiversity conservation is the predominant rationale for the existence of TFCAs. The SADC region has an enormous range of biodiversity, with three of the countries (Democratic Republic of Congo, South Africa and Tanzania) ranking within the major biodiversity repositories on earth. All the SADC countries recognise the international obligation to conserve their biodiversity and all have ratified the Convention on Biodiversity. Most of the countries have also signed or ratified other major international conservation conventions such as CITES, Ramsar and the World Heritage Convention, whose objectives correlate with the establishment of TFCAs. Some of the major arguments for TFCAs based on biodiversity conservation objectives are:

- National parks or other protected areas in Africa are small examples of once larger systems that are now condensed through human population pressure, agricultural developments, and land degradation. Many animal

⁴⁵ W Myburgh. (Project Manager, Peace Parks Foundation) Personal Communication, 21/05/2001

species are directly threatened because of confined ranges e.g. African wild dog, migratory populations of wildebeest, large raptors, and ground hornbills. Confined populations are unprotected from the genetic repercussions of inbreeding and diseases and are less able to exploit changing range conditions e.g. migrating to avoid the effects of drought. By increasing the area available to animals, TFCAs can enhance the long-term viability and survival prospects for a large number of species.

- Some ecosystem processes such as predation, have evolved to function in large areas, and over long periods of time. If the protected areas where such processes can function are too small, it seriously compromises its ecological viability. An example could be the impact of elephants on certain favoured plants. If the area is too small, the elephants can eliminate entire populations of some species of plants. If the area is large enough, recruitment of plants from other areas becomes more likely.
- There is growing evidence that global climate change is affecting all countries. As the climate changes, so too does the vegetation and habitat. Many species, especially reptiles and amphibians, will be restricted to even smaller patches of suitable habitat. The larger the protected area, and the greater the altitudinal and rainfall gradients, the more likely it is that it will have a range of habitats available for the preservation of vulnerable species.
- Larger areas provide protection against the harmful effects of other short-term ecological perturbations such as fire, flooding, and drought. (Hall-Martin and Modise, 2002: 9)

2.2 Socio-Economic and Tourism Objectives

In recent years, African conservation agencies have become increasingly aware and committed to the concept that national parks and protected areas have a role to play in the alleviation of poverty through the creation of

business and employment opportunities for communities. The consumptive use of natural resources within some categories of protected areas is increasingly being supported and authorised. The strongest economic arguments, however, revolve around nature-based tourism. Africa's competitive advantage in the international tourism industry lies in its uniquely diverse and abundant wildlife resources. Future tourism development of the region, such as that driven by the Regional Tourism Organisation of Southern Africa (RETOSA), the Spatial Development Initiatives (SDI's)⁴⁶ and other, must revolve around this reality. However, to ensure that the quality of the tourism product is of a sufficiently high standard to attract high-paying foreign visitors, key wildlife destinations or 'ecotourism hubs' will have to be identified, appropriate infrastructure established and proper management and marketing implemented. The highly competitive international tourism market, and the sophisticated attitudes of international tourists that demand value-added and environmentally responsible products require that a very clear and focused approach be taken towards the development of their destinations. Currently the estimates indicate that Africa only receives 2% of the total world tourism market. Considering the unique attributes and characteristics of the various potential and existing TFCAs, as well as the marketing potential of these entities, it is clear that several TFCAs could become key tourism destinations. Some of the advantages of TFCAs in this regard include:

- Economic realities, poor governance, and the consequences of war and political instability have resulted in a dramatic reduction in tourism staff and facilities in the protected areas of several SADC countries. There will have to be significant growth in tourism to make up for jobs lost in recent years. The marketing of a larger, more attractive and diverse package such as a TFCA can assist this process.
- The development of uni-visa or no-visa destinations allowing movement of tourists to areas within a TFCA, but in another country, thereby also implying peace and political stability between the participating countries,

⁴⁶ The SDI programme is part of the government's macro-economic growth strategy.

has some potential for boosting tourism. This is particularly true for 'adventure tourism'.

- An increase in nature-based tourism, stimulated by a TFCA can also improve the prospects and incentives for the use of community-based facilities and products as an alternative to using the land for agriculture or livestock.
- Where consumptive use of the wildlife resources on communal land is considered, it will be advantageous to link it to a larger resource fountain such as a national park or TFCA. Whether the use is through meat production, trophy hunting, or medicinal plant collection, all the biological advantages of a larger size will apply.
- In some cases, people from the same ethnic groups were separated by colonial boundaries. This was worsened by the creation of national parks along those boundaries that further separated communities. The creation of a TFCA with linked communal areas and management structures can assist in a cultural re-linkage of such peoples. (Hall-Martin and Modise, 2002: 11)

To illustrate the potential contribution of TFCAs to tourism, the Kgalagadi Transfrontier Park can be used as an example. Since its establishment in 2000, tourism figures for the Botswana side of the TFP have risen dramatically. Previously only the former Kalahari Gemsbok National Park received tourists. Since the opening of the border, many of these tourists are now able to cross to Botswana without needing a passport or visa.⁴⁷

2.3 Political Objectives

In addition to conserving biodiversity and contributing to tourism development and poverty alleviation, TFCAs also have the potential to promote co-

⁴⁷ W Myburgh (Project Manager, Peace Parks Foundation) Personal Communication, 09/07/2003

operation between governments and to promote a culture of peace and stability in SADC. The process of creating a TFCA is a democratic process involving extensive consultations with different stakeholders from government structures, communities, and civil and business society in general. The international frame of mind is to encourage such ventures as a means of enhancing regional stability in Africa, and attracting investment. The participating countries should undertake to recognise and respect the rights and interests of private landowners. Each country can enter into contractual agreements with the stakeholders consigning their properties to the TFCA.

Previous communication between such initiatives was informal and ad hoc. In recent years, this has greatly improved mainly due to government initiatives on TFCAs, donor interest, the establishment of the Peace Parks Foundation, and co-operative activities under the Southern African Development Community (SADC) (Griffen et al., 1999: xii).

The political leadership of SADC, now involved in the even more ambitious development of the African Union and the New Partnership for Africa's Development (NEPAD) is committed to co-operation. Not only would TFCAs allow for the concrete manifestation of these ideals, but could also tap into the current world tendency of assisting regional developments rather than unilateral ones.

3. Process of Establishing TFCAs

The process of establishing a TFCA usually commences with a series of informal planning meetings attended by appointed representatives of respective governments, conservation agencies of the countries involved, their various stakeholders and legal advisors, as well as an exchange of correspondence between meetings. This consultation leads to the signing of a 'Memorandum of Understanding' by the Ministries responsible for tourism, environment and wildlife. It also confirms the consent and commitment of the governments and private landowners to engage in formal negotiations through

an institutional framework to develop an International Treaty establishing the proposed TFCA (Modise 2002: 11).

According to Sandwith et al. (2001:7) there are several ways of developing transfrontier initiatives. These include high-level initiatives where the TFCA concept is adopted and conveyed by the Ministers of respective countries, locally based initiatives where individual field staff members experience the benefit through co-operation in one or more specific tasks on the ground, and third-party initiatives through non-governmental organisations devoted to conservation. The procedure followed differs from one TFCA to the next, as each has its unique circumstances and stakeholders. According to Hall-Martin and Modise (2002: 19), the following items are imperative to the establishment of TFCAs:

- Demonstration of political will and support for the TFCA concept;
- Constitution of multi-lateral planning teams consisting of government and non-government technical expertise to develop a Memorandum of Understanding (MoU) between the participating countries, mandating institutions/bodies/committees to enter into negotiations on behalf of government, and formalising the intention of the participating countries to be supportive of the TFCA process;
- Signing of the MoU by participating governments to facilitate the establishment of the TFCA and initiate a formal negotiation process and constitution of an institutional framework. This includes the formal appointment of an international TFCA Co-ordinator, who is responsible for managing the various committees / bodies as mandated by the MoU to deal with issues of specific relevance⁴⁸
- Development of an International Treaty on the establishment of the TFCA, usually facilitated by the independent Co-ordinator.

⁴⁸ issues such as customs and immigration, finance (co-ordination of donors and aid agencies), communities, veterinary issues and wildlife diseases, legislation, security, tourism management, etc

- Signing of the International Treaty and the implementation of the institutional framework, such as the formation of a Joint Management Board;
- Launching/opening ceremony (formal opening of Transfrontier Park and/or Conservation Area); and,
- Implementation of accepted conservation and economic principles in order to develop the TFCA into a sustainable entity.

4. Conclusion

The concept of transfrontier conservation areas, or 'Peace Parks', originated in 1925. Only since the early 1990's, however, has there been an active drive to establish more of these. Currently there are approximately 170 such initiatives at some stage of co-operation between governments.

The idea has been widely accepted by conservation authorities and others as it provides a means by which harmony between nature and communities and between countries can be enhanced and in the process contribute to economic as well as social upliftment. In that sense 'Peace Parks' subscribe to the theory of sustainable development, especially as far as participation by affected communities are concerned.

The establishment of TFCAs can be initiated at either national, or local level where individual field staff members experience the benefit through co-operation in one or more specific tasks on the ground. Third-party initiatives are initiated through NGO's, such as the Peace Parks Foundation, that are dedicated to conservation and sustainable development. Although the process may differ for individual TFCAs, there has to be political will and support, effective consultation and the agreed upon institutional arrangements in all cases. All role players must accept and implement these principles for the proposed TFCA to be sustainable.

Chapter 6

Community Participation in the Establishment of the |Ai-|Ais / Richtersveld Transfrontier Conservation Park

1. Introduction

The process of establishing the |Ai-|Ais / Richtersveld TFCP started in October 2000 when the first bilateral meeting between the Namibian and South African ministers of environmental affairs and tourism ended with the decision that a conceptual plan be drafted by the Peace Parks Foundation by November 2000 (Anon, 2000). The subsequent action plan laid down that a community consultation process for the TFCP should commence in January 2001 as a first and most important phase of the TFCP process. A Memorandum of Understanding (MoU)⁴⁹ to initiate the TFCP negotiations was then developed by the participating governments. This MoU draft was subsequently circulated amongst all stakeholders, including the Richtersveld communities.

The consultation work for the MoU was crucial as the MoU had to be accepted by the communities for the process to proceed. Following the signing of the MoU, individual management plans for the respective parks in Namibia and South Africa as well as a Joint Management Plan for the TFCP had to be developed. A tourism plan would also assist existing tourism initiatives to benefit from each other. A workshop on the integration of conservation and development for all affected parties was held in Alexander Bay on 2-3 April 2001. A Tourism Planning Workshop was held in June 2002. It was attended by a large number of stakeholders, not only from the Richtersveld, but also other parts of Namaqualand, who could work on an integrated tourism strategy to the benefit of the whole region.

Between workshops, various meetings were held to secure the inputs of as many stakeholders as possible. In the process, objectives were developed for

⁴⁹ A copy of the MoU for the |Ai-|Ais / Richtersveld TFCP is attached as Annex 2

the TFCP relating to biodiversity, socio-economic and political aspects. These correspond to the generic objectives of TFCAs, but are discussed here with special reference to the Richtersveld communities.

Amongst the stakeholders some played a more active part than others. The main role players were the communities from the four towns surrounding the Richtersveld National Park, the International TFCP Co-ordinator, the South African Government, SANParks, the Peace Parks Foundation, Eco-Africa Environmental Consultants, and GTZ-Transform. Their respective views and roles in shaping the process are discussed below.

Knowledge of the TFCA improved over time. Due to an extensive process of participation, people are in generally content with the establishment of the TFCP. The main expectations are community participation, job creation, and sustainable livelihoods. The hope is that it will improve co-operation between people and create a beneficial synergy between tourism, conservation and development.

2. Stakeholders

2.1 The Communities

The communities that have been involved in the process are from the four towns of Khuboes, Lekkersing, Eksteenfontein and Sanddrift. They are represented on the Richtersveld Joint Management Plan Committee, together with a member from the stock farmers in the Richtersveld National Park and five members of SANParks. They are also represented on the institutional framework for the TFCP as a Community Working Group (see MoU).

According to Mr. Gerald (Kiewiet) Cloete, the idea of a TFCP was strange to many people (when first interviewed in June 2001). A year later the NORAD program co-ordinator, who works closely with the communities, believed that

this interest had improved and people were better informed⁵⁰. Local people were not clearly informed about the existing Richtersveld National Park to start with. Mr Cloete did, however, see a number of potential benefits flowing from a TFCP, including job creation and other economic opportunities, such as the sale of curios, the opportunity to move across the border, and the improvement of knowledge and communication between the people of the Richtersveld and people of Namibia.

According to Mr Cloete, the main problem was the dissemination of information in the community. Members of committees did not work well with the community or among themselves. There was a lack of respect and people interpreted ideas differently. There was a need for education, and although most people could read and write, scholastic qualifications were low. There was also uncertainty about how much of the funds from the Richtersveld National Park trust was to go to the community⁵¹.

Mr. Dan Singh, Mayor of the Richtersveld Municipality, regards TFCAs as an example of integrated development. He thought that the Orange River Mouth TFCA, Ramsar site, and conservancy should also be taken into account in a broader picture. He further saw creating awareness and marketing of the area as important. According to him the possibility of a road and new border post would bring about transborder movement that would be of greater benefit to the area. Other potential benefits, included job creation, community based tourism, the selling of curios, donkey car tours etc. He was also convinced that it would result in better education and the development of business skills.

Mr Singh believed that local government could play a marketing and co-ordinating role in the development of the TFCA. Tourism information could be provided through the Richtersveld Tourism Association. Plans regarding the promotion of tourism are incorporated in the Integrated Development Plan. At the time of the interview, the municipality was also planning the appointment

⁵⁰ Daphney Hartney, (NORAD Project Co-ordinator). Personal communication, 11/06/2002

⁵¹ G Cloete (Community member from Khuboes). Personal Communication, 24/06/2001

of a development officer who would be responsible for economic, social and tourism development, as well as the Masakhane Project⁵².

Sharmain Cloete, a local marketing student, was of the opinion that people were not sure if the TFCP would create more employment opportunities (when first interviewed in June 2002)⁵³. As part of her role as community liaison officer, she took the initiative to send out a questionnaire⁵⁴ on the TFCP (A copy is attached as Annex 3).

The questionnaire addressed the following issues:

- How people felt about the TFCP
- What expectations there were from the project
- What people knew about the TFCP
- What contributions people could make towards the TFCP
- What questions there were about the TFCA

In a short analysis of the returned questionnaires, the greater percentage of people was “happy” (*gelukkig*) about the TFCP. They saw it as a way to advance co-operation between people, development, conservation and tourism. The main expectation was job creation. They also expected sustainability and community participation in order to improve their livelihoods. People seemed rather well informed about the project. The main contributions they thought they could make were by participating in the process and in tourism. Respondents had questions about the impact of the TFCP, job creation and participation in the process. They also had queries about the management of the TFCA and practical transborder issues.

On the whole, representatives from the community seem to be in favour of the TFCP process. Members of the Joint Management Plan Committee and the

⁵² D Singh (Mayor, Richtersveld Municipality) personal Communication 26/06/2001

⁵³ S Cloete, (Community Member of Sendelingsdrift, Public relations officer for the TFCP) Personal communication 13/06/2002

⁵⁴ These were sent out in June 2002. Faxed copies of some of the questionnaires were received, as well as the analysis that was done by Ms Cloete. It is not a precise sociological analysis and the data may therefore be skewed. What have been used from it is just to give some idea of what people's feelings are in terms of the TFCP.

Chair of the Community Working group confirmed this in my personal interviews with them (translated from Afrikaans):

"I am in favour of the TFCP process, but feel that differences should be out of the way first in order to start on the right foot"⁵⁵.

"We understand that the MoU is only the beginning of the process and that it does not formalise anything and we are in favour thereof"⁵⁶.

"We do not want to stop the process, we realise that it is for a good purpose. I would like for it to start the right way"⁵⁷.

2.2 International TFCA Project Co-ordinator⁵⁸

Dr van der Walt was appointed in this capacity in September 2001. According to the MoU his duties are to drive and co-ordinate the activities associated with the planning and development of the proposed TFCP. He also co-ordinates an Action Plan in accordance with the objectives of the TFCP, by getting full participation from the relevant stakeholders. He has to facilitate the convening of meetings of the different TFCP committees and undertake assignments considered necessary by any of these committees. He further prepares reports on key resolutions and directives emerging from the Bilateral Ministerial and Technical Committees. He must also liaise with the Bilateral Technical Committee in identifying activities that would require funding and identify sources for funds. (Anon, 2001: 15)

Dr van der Walt is very positive about the prospects for the TFCP:

"I am looking forward to harmony between the state, private landowners and communities in planning for and utilising the area in a sustainable way".

⁵⁵ A de Wet. (Community Member from Khuboes) Personal Communication 31/07/2002

⁵⁶ J Fredericks (Community member of Sanddrift and the Richtersveld National Park Management Plan Committee (Bestuursplankomitee-BPK). Personal Communication, 31/07/2001

⁵⁷ F Strauss (Community Member of Eksteenfontein, Chair Community Property Association, Chair TFCP working Group) Personal Communication, 31/07/2002

⁵⁸ The TFCP Project Co-ordinator is an international project co-ordinator and appointed by the Bilateral Ministerial Committee to provide continuity and promote efficiency, co-ordination, and accountability in the TFCP planning and development process

He feels that a holistic approach is providing the answer to sustainable development of the TFCP. He also feels that his success in driving the process can be attributed to a well-established network, friendship, knowledge and trust. He believes he has gained the trust from the communities through honesty, sincerity and humbleness. By generating pride in the 'product', being firm without getting angry, by keeping regular contact, by knowing the strong individuals in the communities and being objective has assisted him to maintain their trust.⁵⁹

2.3 The Governments of Namibia and South Africa

Negotiations towards the establishment of the |Ai-|Ais / Richtersveld TFCP commenced when the ministers of environmental affairs and tourism of Namibia and South Africa met in October 2000. The final leg of the process was completed recently – the signing of the International Treaty by the presidents of Namibia and South Africa took place on 1 August 2003.

In the process leading up to the establishment of the |Ai-|Ais / Richtersveld TFCP, the role of the Department of Environmental Affairs and Tourism (South Africa) and the Ministry of Environment and Tourism (Namibia) was to set the policy in respect of not only TFCAs, but protected areas in general. They have initiated inter-governmental relations and negotiations and took the lead in the involvement of other national departments and agencies (i.e. Local and Provincial Government, Department of Foreign Affairs, Department of Home Affairs, NGO's etc.). They are also responsible to monitor activities by implementing agencies such as SANParks.⁶⁰

2.4 SANParks

The general objectives of SANParks are to conserve a representative sample of the biodiversity of South Africa and to maintain a relationship of community

⁵⁹ P van der Walt. (International Co-ordinator, |Ai-|Ais Richtersveld TFCP) Personal communication, 09/07/2003

⁶⁰ M Kharika (DEAT) Personal Communication 21/10/2002

upliftment and capacity building amongst people living in the area in and around the parks through its 'social ecology' programme⁶¹. The other objective is to provide a recreational service to the public to experience and enjoy South Africa's parks. This is achieved through tourism and is necessary to provide the financial resources required to sustain the first and second objectives (SANParks website. Accessed 07/07/2003).

There is a contractual agreement between SANParks and the communities to co-manage the Richtersveld National Park, as the communities own the land. In the dynamics of the |Ai-|Ais/Richtersveld TFCP, SANParks is represented on the Richtersveld Joint Management Plan Committee (*Richtersveld Gesamentlike Bestuursplan Komitee* or RGBPK) as well as on the Bilateral Technical Committee⁶².

2.5 The Peace Parks Foundation

The Peace Parks Foundation (PPF) can be seen as the main facilitating agent in the development of TFCAs, especially in Southern Africa. PPF drafted the conceptual and action plan for the TFCP upon request of the ministers from Namibia and South Africa. PPF funded the appointment of Eco-Africa who was driving the community consultation process, as well as the appointment of Dr van der Walt who took the process further. PPF also funded the report for the Integrated Conservation and Development workshop, the appointment of the community liaison officer, Ms Cloete, the Joint Tourism Strategy Workshop and the Joint Management Plan. PPF has moreover covered the travelling costs of community representatives to the various meetings that were held in connection with the TFCP⁶³.

⁶¹ The "social ecology" programme of South African National Parks is a state driven programme focussing on community involvement. The programme encompasses active community participation in nature conservation through including local people in the planning and management of National parks and contributes to community development where possible. This programme realises the critical link between conservation and development and brings the vital linkage of the people's participation into conservation. Various craft, tourism and cultural projects have been introduced in the Richtersveld through this concept.

⁶² see MoU

⁶³ W Myburgh. (Project Manager, Peace Parks Foundation) Personal Communication 09/07/2003

2.6 Eco-Africa Environmental Consultants

Eco-Africa had to drive the community consultation process for the TFCP. They also had to facilitate the incorporation of the TFCP into the Integrated Development Plan for the Richtersveld and investigate the synergy between existing development initiatives and the TFCP. The incorporation of the TFCP into the IDP would assist in positioning the TFCP in the regional development process. A report on the synergy between existing development projects and the TFCP would provide significant information for future planning⁶⁴.

2.7 GTZ TRANSFORM

GTZ Transform (Training and Support for Resources Management) is a German - South African co-operation project focusing on community based natural resource management (CBNRM). GTZ⁶⁵ works with DEAT, SANParks, local government and community organizations in an attempt to support sustainable use of natural resources. Over the last six years there has been a specific focus on communities that own parts of National Parks. As such GTZ Transform has worked with the communities in the Richtersveld by providing technical advice and some financial support. The main beneficiaries of support have thus far been the Richtersveld IDP process, the Richtersveld National Park Management and Development Plan and capacity building for the CPA and the Richtersveld Municipality.

Regarding the TFCP, GTZ Transform has given advice and assistance to Dr van der Walt and has also facilitated meetings between the community representatives on the Richtersveld Joint Management Plan Committee, SANParks and DEAT⁶⁶.

Transform has also been involved in organizing a regional seminar on 'Land use planning for protected areas system' where the Richtersveld communities

⁶⁴ Terms of reference for Eco-Africa Environmental Consultants

⁶⁵ The GTZ or Deutsche Gesellschaft für Technische Zusammenarbeit is a German government-owned corporation for international cooperation with worldwide operations

⁶⁶ S Collins (GTZ Transform) Personal Communication, 16/07/2003

were present. They were responsible for the training of field guides in co-operation with the Richtersveld National Park, as well as training and assistance in printing of T-Shirts etc. that resulted in a successful factory, managed by a small group of women from the communities. Transform has also provided financial assistance for exchange visits to other community projects and visits to the communities of Makuleke and Mier by the Richtersveld Transitional Council. They have supported the founding meetings of the Richtersveld Tourism Association and the South/North Tourism Association. (Eco-Africa, 2001: 33)

The Transform project is still running and is about to begin a third phase. It is anticipated that work will focus on assisting the Richtersveld Municipality to develop the small business's linked to CBNRM. Transform will continue to give support to the Community Property Association (CPA), which is expected to become the formal owner of much of the land within the next year. GTZ hopes to continue support for the CPA to become good land managers who work in co-ordination with the Municipality and the IDP.⁶⁷

3. The Process of Participation

In January 2001 Eco-Africa Environmental Consultants were appointed by the PPF to drive an intensive community consultation process and incorporate the TFCP into the IDP. Elaborate community consultations were conducted in the Richtersveld from January to July 2001. These were required before the signing of the MoU, which was the formal benchmark for the project. The objectives of this process were to make the concept of a TFCP clear to the communities and other stakeholders involved in the process. The contents of the draft MoU had to be thoroughly explained and discussed in order to obtain comments from the communities before 17 August 2001. For purposes of representation on the institutional framework, a Community Working Group had to be established. The MoU consists of 17 Articles describing the establishment of the |Ai-|Ais / Richtersveld TFCP, including the rights of

⁶⁷ S Collins (GTZ Transform) Personal Communication, 16/07/2003

stakeholders, objectives of the TFCA, National co-ordinating agencies, and an institutional framework.

The MoU consultation process with the communities was imperative to the establishment of the TFCP. It was hoped that the main outcome would be greater public awareness in general about the TFCP, and specifically the understanding of the dynamics of the process and acceptance of the MoU. It was anticipated that community participation and co-operation in the TFCP process and capacity building through institutional representation would be the main benefits for the respective role-players. The incorporation of the TFCP into the IDP would greatly assist in positioning the TFCP in the regional development process. A report on the synergy between existing development projects and the TFCP would provide significant information for future planning.

From a legal point of view, DEAT had the authority to enter into agreement with Namibia, without consultation. But should such an agreement have been signed without the participation of the communities, the idea of a 'Peace Park' would have been spoilt since transfrontier development is about benefiting all the involved parties in a spirit of co-operation. The Richtersveld National Park is a contractual Park according to an Agreement between SANParks and the communities that was signed in 1991. The contractual agreement would not have been recognised and the rights of the communities as landowners undermined (in case of National Governments entering into an international agreement)⁶⁸.

However, from a social sustainability and political point of view, the communities had to approve the MoU and become involved in the transfrontier process. The six-month long consultation process was a necessary foundation for the future success of the project.⁶⁹

⁶⁸ W Myburgh. (Project Manager, Peace Parks Foundation) Personal Communication, 09/07/2003

⁶⁹ P van der Walt. (International Co-ordinator, |Ai-|Ais Richtersveld TFCP) Personal communication, 08/07/2003

People were first notified of the process through the local paper, the Richtersveld Nuus, but according to Mr Cloete, they were not interested initially.⁷⁰ The newspaper article described the areas that would be included, the biodiversity of the region, tourism and potential benefits of the proposed TFCP. It also pointed out that all stakeholders would be included in a thorough participation process. (Richtersveld Nuus, 2001: 6).

In April 2001, a workshop on integrated conservation and development was held. The aim of this workshop was to share information on existing development projects, programmes and frameworks that have a bearing on the proposed TFCP and to determine the possible contribution stakeholders could make to help realise the potential of a TFCP (Eco-Africa, 2001: 2). Mr. Cloete was of the opinion that the workshop report was too technical and did not mean very much to the local people. Concepts such as TFCPs were not well understood⁷¹.

Mr Floors Strauss from Eksteenfontein is currently Chair of the CPA. In July 2001 during a meeting in connection with the MoU, he was also nominated to administer matters on behalf of the Community Working group for the TFCP. At the time his feeling was that previous proposals for changes to the MoU had not been fully incorporated into the final document. He felt that ownership was still not properly mentioned and that there was no clarity on what would happen to the existing contractual agreement of the Richtersveld National Park. It was not clear to him where the community would fit into the institutional framework and he was concerned about how the TFCP would influence the land transformation process.⁷² The main concerns were land ownership, which is a sensitive issue to most members of the community, and representation on a bilateral level.

Dr. van der Walt, who was the interim TFCP co-ordinator at that stage, played an important role in clearing up these issues. At the meeting mentioned above

⁷⁰ G Cloete. (Community member from Khuboes) Personal Communication, 24/06/2001

⁷¹ G Cloete. (Community member from Khuboes) Personal Communication, 24/06/2001

⁷² F Strauss (Community Member of Eksteenfontein, Chair Community Property Association, Chair TFCP working Group) Personal Communication, 31/07/2001

he explained how their concerns were being addressed in the document. These concerns were more or less laid to rest after it was made clear by him that the community was represented on a national level where their local problems could be addressed. He suggested that a bilateral committee was not the correct forum, as issues such as customs and security were dealt with here. Representation would be formalised with the implementation of the Joint Management Board once the International Treaty had been signed. It was then understood that the MoU was only the beginning of a process and not binding yet.⁷³The Memorandum of Understanding was subsequently signed in Windhoek on 17 August 2001.

Following Ministerial approval by Namibia and South Africa, Dr Peet van der Walt was formally appointed as International TFCA co-ordinator on 24 September 2001, to provide continuity to the project (Hall-Martin & Modise, 2002: 46). Subsequent to this, the various Technical Committees and Working Groups as mandated by the MoU, were established.

According to the MoU, the Bilateral Technical Committee, on which the respective government departments serve, should meet at least four times a year, depending on the urgency of matters. On 29 November 2001 the first meeting in Windhoek cleared the committee's terms of reference, vision, mission, objectives, rules and procedure of meetings, the organisational chart of the TFCP and the co-ordinators of the Working Groups. A follow-up meeting took place on 14 March 2002 in Pretoria where the community working groups were discussed, as well as a Richtersveld awareness programme, the management plans of the Ai-Ais Hot Springs Game Park, Richtersveld National Park, and the appointment of a consultant for the development of a joint management plan for the TFCA. Another issue was that of keeping the ministers informed of progress and to arrange a Ministerial Meeting. (Anon, 2002c)

⁷³ J Fredericks (Community member of Sanddrift and the Richtersveld National Park Management Plan Committee (Bestuursplankomitee-BPK). Personal Communication, 31/07/2001

In order to enhance participatory planning and to become acquainted with TFCP challenges in both countries, a bilateral planning meeting was held in Sanddrift on 28 and 29 January 2002. The community and planning groups, together with a well-represented action group for transfrontier issues in the Richtersveld, were informed about all relevant issues related to the TFCP process. The various community groups were also given an opportunity to contribute to the ongoing action plans of the two Working Groups. It became evident that the South African Community Working Group (CWG) would need active support to market the |Ai-|Ais/Richtersveld TFCP in the Richtersveld. An internal planning session for the |Ai-|Ais section was held in February 2002 in Namibia, in order to compile a formalised management plan. In view of the urgency for it to be tabled in time for the TFCP process, it was decided to outsource it to a consultant. (Van der Walt, 2002)

A series of meetings with Namibian officials and the stakeholders from the Namibian side of the |Ai-|Ais / Richtersveld TFCP took place from 23-26 April 2002 and proved to be highly successful according to the International Co-ordinator, Dr Peet van der Walt.

A 'road show' for the |Ai-|Ais / Richtersveld TFCP to the four Richtersveld towns took place between 24-26 May 2002. This coincided with the first series of meetings of the Richtersveld Community Property Association (CPA). Transfrontier Park matters generated spirited discussions and a positive attitude towards the |Ai-|Ais / Richtersveld TFCP was observed all round.

The Richtersveld Community was well represented at a workshop in Windhoek (28 & 29 May 2002), where the Draft Joint Management Plan for the |Ai-|Ais / Richtersveld TFCP was discussed. The Mayor and Chief Executive Officer of the Richtersveld Municipality attended, as well as the Chairman of the CPA, the Richtersveld National Park Warden and two members of the Richtersveld National Park Management Plan Committee.

It became clear that the diversity of interests in the area required a somewhat different approach to ensure that the communities took ownership of the

initiative. In June 2002, a more intensified information campaign commenced in the Richtersveld, with the appointment of the community liaison officer (upon request of the Community Working Group). Ms Sharmain Cloete, a marketing student from Sendelingsdrift, who was in need of practical experience, was appointed. She was to assist the CWG in their action plan and in their communication efforts. She also had to serve as contact point between the community and the CWG represented on the institutional framework of the MoU. This appointment was a joint venture between SANParks and the Peace Parks Foundation to ensure that the concerns of the communities received effective attention. Ms Cloete has been very instrumental in liaising with the communities on transfrontier issues, including a survey in which most concerns in relation to the TFCP were addressed. She is also actively involved in the marketing of the Richtersveld National Park and |Ai-|Ais / Richtersveld TFCP.⁷⁴

The Richtersveld Community took part in the Joint Tourism Strategy workshop that was held in Springbok from 12-13 June 2002. From 5 to 7 July 2002 a series of workshops took place in the four Richtersveld towns and Port Nolloth to discuss the Draft Joint Management and Tourism Plans (Van der Walt, 2002).

On 13 June 2002 at the South African National Technical Committee meeting, Mr. Willem Louw, the current Park Warden, reported that all relevant parties had accepted the second draft of the Management Plan for the Richtersveld National Park, on the condition that certain amendments were incorporated. It was agreed by the parties present at this meeting that the Management Plan would be finalised within 30 days from approval by the BPK (Richtersveld National Park Management Planning Committee / 'Bestuursplankomitee') (Anon, 2002). This took longer than anticipated though and after comprehensive discussion, the BPK finalised and approved the Richtersveld National Park's Management Plan only on 26 October 2002. This was essential for cross-border planning to progress any further. (Van der Walt,

⁷⁴ S Cloete. (Community Liaison Officer, |Ai-|Ais / Richtersveld TFCP) Personal Communication, 13/06/2002.

2002) The management plan is discussed in greater detail in section 4.4. of this chapter.

4. Management and Tourism Plans

4.1 Joint Management Guidelines

In terms of Article 10 (4) (e) of the MoU, the Bilateral Technical Committee is responsible for preparing the draft Management and Development Plan of the TFCP. Each Park would still use its own Management Plan as guiding document for its own management and development. Nevertheless, there are certain cross-border issues requiring a joint management approach. These include zoning, tourism biodiversity and conservation (including research and monitoring), water resources, environmental management, cultural heritage and security (including border control and related issues). (Grossman & Holden, 2002: 4)

A workshop was held in Windhoek on 28 - 29 May 2002 where the Draft Joint Management Plan for the |Ai-|Ais / Richtersveld TFCP was discussed. On the South African side the communities were well represented. The Mayor and Chief Executive Officer of the Richtersveld Municipality attended, as well as the Chairman of the CPA, the Richtersveld National Park Warden and two members of the BPK. The working sessions were collaborative efforts to agree on a joint vision for the TFCP, issues requiring joint management, and to prepare a Draft Management and Development Plan for future expansion and use by the Joint Management Board that would come into effect once the Treaty had been signed⁷⁵.

The format of the document consists of a tabulation of joint management objectives and strategies for achieving these objectives. The format adopted for Security issues differs, but has been retained to provide a basis for further development by the relevant technical committee. Where practical,

⁷⁵ W Myburgh. (Project Manager Peace Parks Foundation) Personal Communication 10/07/2003

suggestions regarding responsibilities, time frames and budgets have been included. (Grossman & Holden, 2002: 2)

4.2 Joint Tourism Guidelines



Fig 18. Stakeholders that participated in the Tourism Workshop

A lot of positive momentum has been generated through the development of the |Ai-|Ais/ Richtersveld Transfrontier Conservation Park. The special features and unexploited possibilities of the area, the dedication of many stakeholders and in essence, the need to improve the quality of life of the people, requires a co-ordinated effort. A participative strategic tourism planning framework is therefore necessary to optimally co-ordinate, package, promote and position the tourism potential of the |Ai-|Ais/ Richtersveld TFCA and surroundings to the benefit of all the involved and affected parties. Based on this recognition a productive work session, involving a broad spectrum of tourism stakeholders from Namibia and South Africa, was held in Springbok from 12-13 June 2002.

At the beginning of the workshop it was agreed that the outcomes would be further consulted with the wider base of stakeholders. It was moreover decided that a participative strategic tourism-planning framework was not intended in any way to divert from, duplicate or overlap with any other local,

regional, provincial or national initiatives. The main aim of this initiative would be to add value and, where appropriate, further compliment current strategies and activities in the area. (Heath, 2002: 3)

The following fundamental tourism goals for the |Ai-|Ais/ Richtersveld TFCA and its hinterland were agreed upon (adapted from the Strategic Tourism Planning Framework document):

- *“To add value to the longer-term prosperity and development of the communities of the area with due respect and appreciation for the cultures, lifestyles and values of the people of the area.*
- *To ensure satisfactory visitor experiences (ideally all stakeholders will strive to exceed visitor expectations) in the area.*
- *To optimise the profitability objectives of the business sector (which is without doubt the lifeblood of the area's tourism industry) in the |Ai-|Ais/ Richtersveld TFCA and environs.*
- *To optimise the economic, social and environmental impacts of the future development and marketing of the area by ensuring a responsible and sustainable balance between economic, socio-cultural and environmental interests.” (Heath, 2002:4)*

4.3 | Ai-| Ais Hot Springs Game Park Management Plan

The |Ai-|Ais Hot Springs Game Park Management Plan is still in a draft phase and will probably be finalised towards the end of 2003⁷⁶. The plan is essentially about conservation issues but has been drafted within the principles of adaptive management. It is a guiding document, setting out the vision for the park and objectives that will promote its realisation:

‘The Ai-Ais Hot Springs Game Park will be managed to protect and enhance the biodiversity of the Succulent and Nama Karoo and the Orange River and to

⁷⁶ H Kolberg (Ministry of Environment and Tourism, Namibia) Personal Communication, 01/07/2003

preserve the unique wilderness character of the park for the benefit of all Namibians through tourism, education and research'. (MET, 2002: 1)

4.4 Richtersveld National Park Management Plan

The Richtersveld National Park Management Plan⁷⁷ took 10 years to be finalised and accepted by the Management Plan Committee, now the Richtersveld Joint Management Plan Committee, who is also responsible for its enforcement. January (2002: 47) investigated the conflict over the Management Plan in detail.

The first had to do with dogs and stock farming in the Park. SANParks did not want to allow dogs in the park but the farmers needed their dogs to control the herds. Secondly some farmers felt that the Park should be open to all the farmers in the Richtersveld and not only the 26 farmers that are listed in the Management Plan. It was alleged by community representatives that SANParks changed the list of park farmers in the management plan, as well as a number of other things. These allegations, whether true or not, resulted in a diminished trust in the Park Warden.

Secondly, the community wanted the income generated by tourism to go to the Community Trust Fund. The community members of the RGBPK felt that the management of the Park could not be considered co-managed unless tourism was also included.

With the R27 million Poverty Alleviation funding for the development of the Park, the Richtersveld communities will have preference regarding employment opportunities generated through these development projects. However, these development projects will come to an end after 18 months, ensuring only short-term employment. The community representatives on the RGBPK wanted the SANParks to ensure long-term employment.

⁷⁷ For the purpose of this study the summarised Afrikaans version of the Management Plan that was used for discussion with the communities were used

There is a lack of good management planning on the part of SANParks with regard to poverty alleviation projects linked to the TFP of the Richtersveld National Park. This includes a lack of delivery of economic benefits to the community who are the landowners.⁷⁸ Park authorities could hijack the development process instead of facilitating it along its natural routes. There is also no appropriate policy yet regarding the consumptive or non-consumptive use of natural resources.⁷⁹

The problems experienced by the RGBPK with the Park Warden (Mr. Willem Louw), seemed to be more personal in nature. They felt that they were not adequately involved in his selection process and that he did not undergo sufficient training.

"It is also not just a problem of accepting the management plan, the people also have a problem of accepting the new park manager. His training was supposed to be for two years but he was appointed after six months." (Anonymous, 2/9/2002, telephonic interview)

The Management Plan is a lengthy document, consisting of 15 chapters, covering background information, statutory and legal context, security issues, waste management, zoning and conservation goals among others. Of specific interest for this study, are the sections describing the role of the management committee, management of the Park, as well as the most important community development goals.

The main goals of the Richtersveld National Park are divided into three groups, i.e. cultural and biological heritage as well as the need to make the area accessible to visitors.

The vision for the Richtersveld National Park is described as follows:

⁷⁸ S Collins (GTZ Transform) personal communication 16/07/2003

⁷⁹ P van der Walt (International co-ordinator |Ai-|Ais / Richtersveld Transfrontier Conservation Park), personal communication 11/09/2001

'To maintain a world class sustainable⁸⁰ agreement park where the spectacular landscapes, bio-diversity and self identified cultural practices of the local population is given protection and respect that it deserves and where mining is allowed within the framework of best environmental practice'

4.4.1 The role of the Joint Management Plan Committee (RGBPK)⁸¹

January (2002: 43) claims that the community representatives on the previous Management Plan Committee (BPK) of the Richtersveld National Park were representing community interests on many different levels and not only for the preparation of the Management Plan. This resulted in the BPK having a considerable amount of power and status in the community. Some claimed that they were BPK members for unselfish reasons, but there was a definite prestige attached to being a member of the BPK. Because the community representatives on the BPK represented the community on many other issues, some of the members were not entirely sure of their role on or the function of the BPK. The following quotes are from interviews Ms January had with BPK members:

'The things we do as BPK members, we do it for our children, and we do it for our community. We have to ensure that our children can benefit from the park.'
(Pieter De Wet, 20/9/2002, Telephonic interview)

"It (the purpose of the BPK) is to protect and inform the community and to help manage the park. But when the management plan is signed there will be no more BPK and there will be a new committee the RGBK' (Matys Karstens, 3/10/2002, Telephonic interview)

As a former member of the BPK, Mr. de Wet was initially concerned about the manner in which current members would fit into the TFCP. He said that members felt that they could not play an active part on the BPK because of a

⁸⁰ Sustainable refers in this case to the conservation of the natural environment, the utilisation of identified natural resources by the community, maintaining the partnership between SANParks and the Richtersveld Community and the financial maintenance of the proposed tourism based infrastructure.

⁸¹ RGBPK or *Richtersveld gesamentlike bestuursplankomitee* is Afrikaans for Richtersveld Joint Management Plan Committee which was previously known as the BPK or Management Plan Committee

lack of technical knowledge regarding the management of the Park. They felt that SANParks actually made all the decisions. Members are also divided because of feelings around status⁸². The newly named RGBPK has been incorporated into the Joint Management Board that is responsible for the management of the TFCP.

The RGBPK consists of one member from Khuboes, one member from Sanddrift, one member from Eksteenfontein, one member from Lekkersing, a representative of the Richtersveld 'Meent Instansie'⁸³ and five representatives of SANParks. Members are elected by the community through a process of nomination and secondment and in the case of more than one nomination, by secret vote. In the case of more than one nomination, the nomination that received the most votes is announced at a community meeting. A substitute representative is also elected, should the primary representative not be able to attend a meeting. Elections must be held at least every five years and are held in a different town each time.

If the community feels that a representative is not fulfilling his/her function satisfactorily, they have the right to call a community meeting to put a vote of no confidence to the community. Two members of the RGBPK, one of which must be from SANParks, must chair the meeting.

According to the contractual agreement of 20 July 1991, the main function of the Management Plan Committee was to compile a management plan for the Richtersveld National Park. The Management Plan states that apart from administrative and management functions, the RGBPK, also has to ensure community participation. They have to provide feedback at least twice a year and be available to talk to members of the community on matters affecting the Park. They also have to protect community interests and manage the Park to the advantage of the community.

⁸² Mr Abraham (Abuis) de Wet (Community member from Khuboes and Richtersveld Tourism Association) Personal Communication 31/07/2001

⁸³ That was in its planning phase in 2001, at the time of writing of the management plan, previously it was a member from the stock farmers in the Park.

4.4.2 Community goals and policy

The Management Plan emphasises the preservation of the Nama Identity. For instance, it stresses the preservation of the Nama language and culture, including traditional ways of utilising natural resources (stock farming, utilisation of plants for food, medicine, building materials and fire and traditional art).

The goals are to create job opportunities for the inhabitants of the four towns, as well as education and training in appropriate fields. Promotion of existing community practices, the creation of new practices, capacity building and eliciting assistance from SANParks are further aims. The main goal is to improve the quality of life, on the condition that resources are used in a sustainable manner.

In terms of the Social Ecology Programme of SANParks, interaction with the local communities should ensure mutually beneficial relationships. Programmes should be planned, designed and implemented on local and regional level together with the Social Ecology Task Group. A community participation strategy should be developed, which has an integrated approach to community development by combining community structures with a conservationist and educational system.

The Management Plan obliges the committee to hold regular workshops in the four different towns and that information be made available, including the distribution of a newsletter. People are to be given the opportunity to visit the Richtersveld National Park through guided tours. SANParks should also make it possible for school learners to visit other National Parks. Local schools should be assisted in presenting environmental studies as subject.

Socio-economic practices must be developed in unison with the target communities. An empowering environment must be created to provide communities the opportunities to receive technical and management skills to

manage these practices in a sustainable manner. These practices must ensure active participation by communities in terms of decision-making and the sharing of benefits. Contracts must be awarded to members of the four towns where possible. If necessary, the Social Ecology department of SANParks should facilitate funding of community projects.

Where projects are undertaken in partnership with the community, the community must determine these projects. The Richtersveld National Park must facilitate and enable the communities to reach their goals in a sustainable way. Aid will only be given for the development and planning of projects that were initiated by the community. Skills must be provided that are necessary for the successful completion of these projects.

The importance of the park should be communicated to privileged as well as underprivileged people on a continuous basis. Effective communication and co-operative network structures should be established. An information service must be based at the Park. (Anon, 2001b)

5. International Treaty

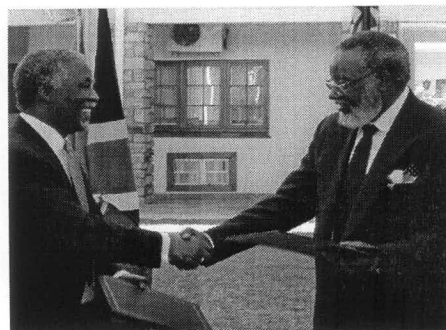


Fig 19-20. Pres. Mbeki (SA) and Pres. Nujoma (Namibia) at the signing of the Treaty in Windhoek on 1 August 2003.

The International Treaty on the establishment of the |Ai-|Ais/Richtersveld Transfrontier Conservation Park was signed on 1 August 2003. A draft of this document was made available for discussion to the communities during the

'road show' that took place in 2002. It was also a point of discussion at the National Technical Committee meetings of 18 September 2002 and 26 October 2002. At these meetings the community representatives insisted that the final draft be made available to them for clarification (Anon, 2002c). The recent success of the joint workshops and optimistic indications from the affected communities revealed a high degree of maturity in the life cycle of the |Ai-|Ais / Richtersveld TFCP and a consensus that the intended development can proceed (Van der Walt, P. 2002).

According to the project manager for the Peace Parks Foundation, the essence of the International Treaty is the same as the MoU, except for the institutional framework. This consists of:

- The Ministerial Committee;
- The Joint Management Board;
- The Co-ordinating Party; and
- Other bodies (to be established if required)

The MoU declares the intent of the parties and is not binding. The Treaty, however, is a binding document, giving legal recourse to an aggrieved party. The Treaty is drafted in a manner that it 'talks to the MoU'⁸⁴. The idea is that the TFCP should function in a way that cross-border initiatives do, including movement across borders. However, this is not yet the case. Practice is lagging behind the formal agreement⁸⁵.

6. Objectives for the |Ai-|Ais / Richtersveld TFCP

The objectives of the TFCP, as stated in the Draft Joint Management Guidelines of 2002, includes biodiversity, socio-economic and political aspects:

⁸⁴ M Kharika (DEAT) Personal Communication 21/10/2002

⁸⁵ W Myburgh (Project Manager, Peace Parks Foundation) Personal Communication 06/08/2003

"To foster trans-national collaboration and co-operation between the Republic of Namibia and the Republic of South Africa in implementing ecosystem management through the establishment and development of the proposed TFCP;

To promote alliances in the management of biological and cultural resources encouraging social, economic and other partnerships among the Parties and the Stakeholders;

To enhance ecosystem integrity and natural ecological processes by harmonising wildlife management procedures across international boundaries and strive to remove artificial barriers impeding the natural movement of wildlife;

To develop frameworks and strategies through which local communities can participate in and tangibly benefit from, the management and sustainable use of natural resources that occur within the proposed TFCP; and

To promote cross-border tourism as a means of fostering socio-economic development." (Grossman & Holden. 2002: 1)

6.1 Biodiversity Conservation Objectives

According to the International Treaty, the environment should be properly managed and protected by standardizing the environmental management procedures of both countries. The environment is close to the hearts of some people and members of the community have expressed the need for better control over tourism. A concerned community member from Eksteenfontein felt that tourists damage the environment, especially 4X4 enthusiasts who camp anywhere they want. There are no facilities such as ablution blocks or refuse removal, which results in pollution. No revenue is generated for the area in this way.⁸⁶ People are further concerned and angry about the damage to the environment by the mines (Richtersveld Nuus, 2002: 8). There is a lack of mining rehabilitation and the mines have a non co-operative approach to the conservation and tourism plans of the region⁸⁷.

⁸⁶ F Straus (Community Member of Eksteenfontein, Chair Community Property Association, Chair TFCP working Group) Personal Communication, 13/06/2002

⁸⁷ S Collins (GTZ Transform) Personal Communication, 16/07/2003

'If you reach Richtersveld National Park (RNP), the first to notice is the huge mining plant. Because of the Richtersveld Cultural as well as the natural riches, the RNP was put on the list of potential World Heritage Sites. But because of all the mining that is going on we could not become a WHS. No we have to look at other options. We the Richtersvelders, must conserve our environment on a sustainable way so that it can keep it unspoiled for the future.' (Anon, nd)



Fig 21. Entrance to the Richtersveld National Park

According to Pieter de Wet, there are trained field guides in each of the towns that should be utilised and people should be made more aware of their environment. He also stressed the importance of environmental education.⁸⁸

6.2 Socio-economic Development Objectives

The main socio-economic objective of the TFCP is to assist in the creation of employment opportunities through tourism. At the moment there are limited tourism facilities in the Richtersveld National Park as well as the towns. In Port Nolloth there are neither a large number of tourist attractions, nor tourism facilities. According to local people the latter are all fully booked during the holiday season. The municipality has seemingly minimal tourism information.

⁸⁸ P de Wet (Community member from Khuboes and member of Richtersveld National Park Management Plan Committee) Personal Communication, 13/06/2002

According to Mr Singh, the appointment of a development officer whose duties would include aspects of economic development, the Masakhane project and tourism, would assist in marketing of the TFCA to bring more economic benefits to the area.⁸⁹

Khuboes on the other hand has great potential for tourism. At the moment this is hampered by shortcomings. People are in need of training. Services such as refuse removal and water provision need to be improved. The general infrastructure such as roads and signage also need improvement, as the roads are gravel roads with sharp curves and dangerous blind spots. The signage to towns and the Richtersveld National Park is not very clear.

In most of the Richtersveld, the main economic activity is diamond mining. The mayor confirmed that about 10 % of the population are involved in stock farming and this was likely to increase as the mines are downscaling and people fall back onto traditional livelihoods.⁹⁰

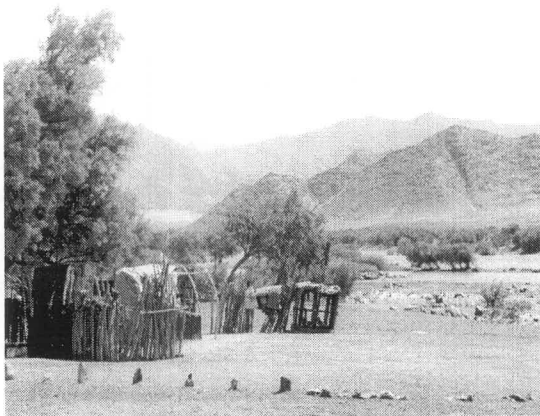


Fig 22. Farmers in the Richtersveld National Park

Fig 23. Goats in the camping site

The interview with the Mayor further highlighted a number of issues regarding development of the Richtersveld as a whole. In his opinion, the municipality should play a leading role in development. The municipality is responsible for

⁸⁹ D Singh (Mayor, Richtersveld Municipality) Personal Communication, 26/06/01

⁹⁰ Some of these farmers were seen during a personal visit to the Richtersveld National Park, with their goats grazing all over the camping sites. Although there are regulations regarding stock farming stipulated in the Richtersveld National Park Management Plan, there is no visible enforcement of these regulations

provision and maintenance of infrastructure. However, it is experiencing difficulties in the provision of these services, as people are unwilling or unable to pay due to a high unemployment rate. The Municipality is attempting to empower communities through the establishment of various committees such as the “*Meent komitee*” that is responsible to draw up a plan for the common grazing surrounding the towns. This needs to be under better managed and controlled⁹¹.

A number of small development projects are currently underway, mainly poverty alleviation projects from the government, but as they are community based tourism projects, such as guesthouses, they are dependent on the larger tourism industry for sustainability⁹². DEAT has allocated R27m towards poverty alleviation for the development of Tourism facilities in the Richtersveld National Park. According to Dr Peet van der Walt, this has been linked to the TFCP process.⁹³ January (2002: 49) confirms this when she says that there were members who felt that they were forced to sign the management plan because of the possibility of this funding, and despite the fact that some of the differences between the community and SANParks had not been ironed out yet. The following is from one of her interviews with a BPK member about the Park Warden, Mr Willem Louw:

“Willem Louw uses the money as the carrot for the people. The work that will come from these projects will only last for about 18 months. What happens to the people after 18 months?” (Joseph Diergaart, 1/10/2002, telephonic interview)

According to January (2002: 47) the main reasons why it took so long to finalize the management plan was a lack of money, weak capacity on the side of the community, and poor relations between the community and

⁹¹ D Singh (Mayor, Richtersveld Municipality) Personal Communication, 26/06/01

⁹² The South African Finance Working Group for the TFCP listed the various intended projects in the Richtersveld, as well as the contribution of additional funding agencies. The figures are of importance to show some of the financial injections to the Richtersveld that is either going to assist the TFCP in its development or as a direct result of the planning of the TFCP. For details, see Annex 5.

⁹³ P van der Walt (International TFCA Co-Ordinator) Personal Communication 07/08/2003

representatives of SANParks regarding the keeping of dogs, exclusive access for 26 farmers, tourism revenue and employment.

Other obstacles standing in the way of socio-economic development are poor roads and weak infrastructure. The closest commercial bank is situated in Port Nolloth and there is very limited cell phone coverage. Ongoing mining operations are a further limitation (Anon, 2002b).

6.3 Political Objectives

Another objective of the TFCP is to promote partnerships in the management of the natural resources by encouraging social, economic and other joint ventures among the stakeholders, which includes the private sector, local communities and non-governmental organisations.

Apart from fostering international co-operation, the process assisted in improved co-operation between the communities and other stakeholders. The various initiatives that took place as part of the process, a thorough consultation process, workshops and road shows, worked towards an objective of shared benefits in a spirit of co-operation. The TFCP process resulted in the acceptance of the MoU leading to an International Treaty.

The Memorandum of Commitment between SANParks and the RGBPK is a point in case.⁹⁴ In this document both parties endorsed the Agreement (when the Richtersveld National Park was declared a National Park in July 1991) and agreed to co-operate in good faith. They accepted that the Richtersveld Joint Management Committee would implement the Management Plan for the Richtersveld National Park and SANParks acknowledged that the Richtersveld community fittingly elected the existing members of the Richtersveld Joint Management Committee. This was seen as an important step towards better co-operation between the communities and SANParks⁹⁵

⁹⁴ See annex 4

⁹⁵ P Theron. (TFCA Project Co-ordinator, SANParks) Personal Communication 18/07/2003

Although not all stakeholders might agree, the TFCP process indirectly assisted in the signing of the Management Plan for the Richtersveld National Park, as the potential of a TFCP strengthened the case for Poverty Alleviation Funding.

7. Future activities

In future the |Ai-|Ais / Richtersveld TFCP may link up with several other Parks in Angola, Namibia and South Africa. The Namibian government has taken a lead in preparing the groundwork to extend the TFCP from the adjacent protected areas of the Namib through to Angola. The development of another TFCA involving an enlarged Iona National Park in Angola with the Skeleton Coast Park and the proposed NorthWest Peoples Conservation Area in Namibia is also in process. This project has received political approval at the highest levels and is now being worked out at a technical level. The proclamation of a protected area encompassing the Orange River Mouth wetlands in Namibia is also under consideration. This will add a new dimension to the TFCP and to the developing tourism node in the area.

Further developments in the future may include a link with the existing Namaqua National Park and the proposed national park on the Namaqualand coast between the Groen and Spoeg Rivers. A link between the former and the Augrabies Falls National Park of South Africa could contribute to the building of a larger, more diverse tourism attraction for the region. (Hall-Martin & Modise, 2002: 47)

8. Conclusion

Included in the process of establishing the |Ai-|Ais / Richtersveld TFCP, were a wide range of stakeholders. They incorporated national, provincial and local government, NGO's and most importantly the communities themselves. A thorough process was followed to create as much awareness as possible and

to gather inputs from the communities and other role players at large through workshops, road shows and meetings.

The consultation process, especially with regard to the MoU, was very extensive. A considerable effort was made to consult all the communities. Although some members of the community still felt uninformed, this could not be laid at the door of those driving the process. The difficulty could be that community members did not attend the public information sessions, because of conflict between them and their leaders. The Richtersveld is crowded with committees for almost every issue that can be thought of. Hence, communities are well represented. With regards to the TFCP consultation process, there was never a lack of funding for these representatives to attend meetings. A liaison officer was appointed and a 'road show' in all of the towns was a real attempt to inform people and make them part of the process.

A lot of expectations were created in the process. The signing of the International Treaty was supposed to cap the process. However, all the management plans and strategies have not been finalised. Also, there is no border post yet and cross-border movement, the main intention of the TFCP, is not yet a reality.

Many objectives have been mentioned here. The various plans, from those of the separate Parks in Namibia and South Africa, as well as the joint plans for the TFCP and tourism framework all have claims to achieving sustainable development. The most comprehensive of these plans is the Richtersveld National Park management plan, which devotes almost three chapters to community goals, community development goals and socio-economic objectives. It places an emphasis on participation and sustainability in the utilisation of the Park. This includes an emphasis on training and long-term capacity building.

In the Management Plan, SANParks is almost seen as a social institution, providing transport and assistance with regards to social services for the community. So much is written into the management plan that was finally

accepted and signed by both Parties (community and SANParks) after 10 years of negotiation. A further agreement (the Memorandum of Commitment) provided for even more improved co-operation between the communities and the Richtersveld National Park.

In the communities the general view is positive, although some members remain sceptical, perhaps because of a history of conflict between the community and conservation authorities. In the words of one of the oldest inhabitants of Khuboes, Gert Swartbooi (translated from Afrikaans):

"I have heard of this new Park, but my eyes must still see it." (Die Burger, 2003: 14)

Chapter 7

Conclusions

The notion of sustainable development has gone through a number of stages, from an explicit concern for the environment, to the importance of participation and community based natural resource management in order to obtain socio-economic development and poverty alleviation. When sustainable development is defined in terms of the 'Triple bottom line', it means that development should have an economic, social and environmental component. One of the conceptions of sustainable development is integrated conservation and development. This conception has been applied in the case of the |Ai-|Ais / Richtersveld TFCP. However, as the environmental and economic components can only be assessed in the longer term, this study confined itself to the social participation aspect.

This study was limited to the South African side of an overarching process. The four communities involved in the process are remote, poor and only have basic services, and weak infrastructure. Unemployment is high, and with the perceived decommissioning of the mines, expected to rise. Levels of education and household income are also low. AIDS has been actively targeted within the communities, although the infection rate is not known. The situational analysis sketches a contradictory picture of a deprived population in an area with rich resources and a great deal of potential in terms of 'development'. Given the 'right' approach, this could become sustainable.

The mining industry is currently the main source of employment, albeit on the decline. In addition there is fishing and agriculture, but with limited opportunities for the communities. Traditionally the main source of livelihoods was stock farming. Because of the harsh environment, commercial stock farming cannot be regarded as cost-effective. As a result, a combination of conservation and tourism, and in particular nature-based tourism, seems to be the most viable alternative. This is evident from the number of conservation projects already in existence. The TFCP could act as a catalyst and create new synergy.

The process of establishing the |Ai-|Ais / Richtersveld Transfrontier Conservation Park can be regarded as 'development from below', because of a significant measure of community participation. Although it was initiated by the national governments of Namibia and South Africa and facilitated by the Peace Parks Foundation, it satisfies the key components of sustainable development, i.e. integration, equity, preservation of the environment and participation (i.e. economic, environmental and social sustainability). A large element of capacity building is present as well, as local people are increasingly involved in the affairs of the TFCP. Already there are living examples a successful integration of environment, economic growth and poverty alleviation.

In the process of establishing the TFCP, a thorough consultation process was followed to create as much awareness as possible and to gather inputs from the communities and other role players. This was done through workshops, 'road shows' and meetings. This process, especially with regard to the MoU, was very extensive and included a wide range of participants, with private individuals, national, provincial and local government, NGO's and, most importantly, the communities themselves. The latter were well represented at the various opportunities created for participation and discussion. Funding was provided to facilitate attendance of meetings and workshops. A liaison officer was appointed to disseminate information and to facilitate between the various role players.

The concept of TFCAs lives up to sustainable development because it encompasses biodiversity, socio-economic and political objectives. Conservation authorities and others have accepted it as a means by which an accord between nature and communities can be achieved. Relations between countries can improve and in the process contribute to economic and social 'upliftment'. So far this has happened in the Richtersveld. Even though it might take some time before sustainability is fully realised, the process has already created more awareness, as well as co-operation within the communities and between communities and SANParks. The role of the communities and other stakeholders in the process, has been a success in

terms of the participation component of sustainable development. It has also allowed the communities to have access to National government through their representation at the institutional framework of the TFCP. This can be seen as a crucial step towards sustainable development.

A number of plans and frameworks have been developed as a result of the process. The most comprehensive of these is the Richtersveld National Park Management Plan. It devotes a large section to community goals, community development goals and socio-economic objectives. It places an emphasis on participation and sustainability in the use of resources, as well as training and long-term capacity building. The Management Plan that was accepted by the community and SANParks after 10 years of negotiation, as well as a further Memorandum of Commitment on co-operation and acceptance has greatly reduced the conflict that existed between the communities and SANParks.

The documents, plans (albeit in draft form) and the people themselves all speak of 'sustainable development'. The |Ai-|Ais / Richtersveld Transfrontier Conservation Park has just been formally established with the signing of an International Treaty. This in itself heightened the expectations that were created in the process. However, the expected increase in tourism and subsequent revenue for the communities will not realise until the border is opened. The management plans (except for the Richtersveld National Park Management Plan) are still in their draft stage and not ready for implementation (by the Joint Management Board) yet.

Technical difficulties aside, there will probably never be 'perfect' trust on the part of the local communities. It will take some time to develop weak infrastructure, for impoverished natural resources to recover, and to reverse the negative effects of mining and overgrazing.

Whether the |Ai-|Ais/Richtersveld Transfrontier Park will be sustainable in the long run remains to be seen. The process was not without its difficulties and the impact will only be visible in the years to come. Hopefully the expectations will be met.

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Annex 1: List of Interviewees

1. Mr. Kiewiet Cloete. Community Member (Khuboes), Community Representative, Richtersveld Community Heritage Site
2. Ms Sharmain Cloete. Community Member (Sendelingsdrift), Public Relations Officer for |Ai-|Ais / Richtersveld Transfrontier Conservation Park
3. Mr Steve Collins. GTZ Transform
4. Mr. Abraham de Wet, Community Member (Khuboes), Member Richtersveld Tourism Association
5. Mr Jacob (Aagab) Fredericks, Community Member (Sanddrift) – Member of the Richtersveld National Park Management Plan Committee (Bestuursplankomitee-BPK)
6. Mr. Paddy Gordon. Former Park Warden, Richtersveld National Park
7. Ms Daphney Hartney. NORAD Project Co-ordinator, Eco-Africa Environmental Consultants
8. Ms Aletta Joseph. Community member (Khuboes)
9. Ms Jackie Joseph. Community member (Khuboes), Curator Alexanderbay Museum
10. Mr M Kharika. Department of Environmental Affairs and Tourism, South Africa
11. Mr Holger Kolberg. Ministry of Environment and Tourism, Namibia
12. Mr. Manie le Roux. Park Warden, Ai-Ais Hot Springs Game Park, Namibia

13. Mr. Willem Louw. Former CEO Richtersveld Transitional Council, Park Warden, Richtersveld National Park.
14. Mr. Werner Myburgh. Project Manager, Peace Parks Foundation
15. Dr. Francois Odendaal. Executive Director, Eco-Africa Environmental Consultants
16. Mr. Dan Singh. Mayor, Richtersveld Municipality
17. Mr. Floors Strauss, Community Member (Eksteenfontein), Chair, Community Property Association
18. Mr. Chris Swart. Independent Development Facilitator
19. Mr. Johan Taljaardt. Former Park Warden, Richtersveld National Park
20. Mr Piet Theron. TFCA Project Manager, SANParks
21. Dr Peet Van der Walt. International Project Co-ordinator for the Ai-Ais / Richtersveld Transfrontier Conservation Park.

Annex 2: Memorandum of Understanding on the Establishment of the |Ai-|Ais / Richtersveld Transfrontier Conservation Park

MEMORANDUM OF UNDERSTANDING

ON THE PROCESS LEADING TO THE ESTABLISHMENT

OF THE

AI-AIS/RICHTERSVELD

TRANSFRONTIER CONSERVATION PARK

BETWEEN

THE GOVERNMENT OF THE REPUBLIC OF NAMIBIA

AND

THE GOVERNMENT OF THE REPUBLIC OF SOUTH AFRICA

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PREAMBLE

The Government of the Republic of Namibia and the Government of the Republic of South Africa (hereinafter jointly referred to as the "Parties" and in the singular as a "Party");

RECOGNISING the principle of sovereignty, equality and territorial integrity of their states;

FURTHER RECOGNISING the legal rights of all Stakeholders as major contributors of land and resources to the Ai-Ais/Richtersveld Transfrontier Conservation Park;

CONSCIOUS of the benefits to be derived from close co-operation and the maintenance of friendly relations with each other;

ACKNOWLEDGING the necessity to conserve shared natural resources and the environment for the benefit of all the people of Southern Africa;

RECALLING the provisions of the Southern African Development Community (SADC) Treaty and Declaration of Heads of State and Government (Windhoek, 1992), SADC Protocols on Trade and Industry (Lesotho, 1996), Tourism (Mauritius, 1998), Wildlife Conservation and Law Enforcement (Maputo, 1999);

WISHING to initiate a process with this Memorandum of Understanding that will result in an agreement to establish and manage the Ai-Ais/Richtersveld Transfrontier Conservation Park;

RECALLING that the countries promoting the Transfrontier Conservation Area initiative are signatories of, or Parties to, the Convention on International Trade in Endangered Species of Wild Flora and Fauna (CITES) (Washington, 1973) and the Convention on Biological Diversity (Rio de Janeiro, 1992); and

DESIRING to promote ecosystem integrity, biodiversity conservation as well as sustainable socio-economic development across international boundaries;

HEREBY AGREE as follows:

ARTICLE 1

Definitions

In this Memorandum of Understanding (hereinafter referred to as the "MoU"), unless the context indicates otherwise -

"action plans" means action plans provided for in Article 10(4)(d);

"conservation" means the protection, maintenance, rehabilitation, restoration, enhancement and sustainable use of natural resources and the environment;

"draft Management and Development Plan" means the plan provided for in Article 10(4)(e);

"National Co-ordinating Agencies" means the institutions designated by the Parties in terms of Article 7;

"Stakeholders" means individuals or groups of individuals or representative institutions with an enforceable right in land, which is included in the Transfrontier Conservation Park;

"sustainable use" means use in a manner and at a rate that does not lead to the long-term decline of natural resources.

ARTICLE 2

Establishment of the Transfrontier Conservation Park

- (1) The Parties hereby agree to initiate and actively participate in a process that will result in an agreement to establish and manage a Transfrontier Conservation Park (hereinafter referred to as the "TFCP") which shall include -
 - (a) in the Republic of Namibia, the area known as the Ai-Ais Hot Springs Game Park;
and
 - (b) in the Republic of South Africa, the area known as the Richtersveld National Park.

- (2) In defining the abovementioned geographic areas intended for inclusion in the TFCP, it is understood that this does not preclude the later inclusion of additional areas into the TFCP, provided that such inclusion will be done by mutual consent of the Parties and in accordance with Article 6 and other relevant Articles in this MoU.

ARTICLE 3

Rights of Stakeholders

The Parties undertake –

- (1) to recognise and respect the enforceable rights of all Stakeholders in their countries;
- (2) to enter into such contractual arrangements with Stakeholders as may be required in terms of their domestic law so as to give real protection to the rights in sub Article (1); and
- (3) to take appropriate steps, in compliance with their applicable domestic law, to designate land that will constitute the proposed TFCP.

ARTICLE 4

Interim name of the proposed Transfrontier Conservation Park

The interim name of the area as described in Article 2 (see Appendix A to this MoU for a map of the proposed TFCP), shall be the Ai-Ais/Richtersveld Transfrontier Conservation Park.

ARTICLE 5

Co-operation

- (1) The process of establishing the proposed TFCP shall be done through joint decision-making processes adopted within the Institutional Framework outlined in Article 8 of this MoU.

- (2) The Parties shall ensure meaningful participation of the Stakeholders through effective consultation processes.

ARTICLE 6

Objectives of the proposed TFCP

- (1) The objectives of the proposed TFCP, when established, shall be -
- (a) to foster trans-national collaboration and co-operation between the Republic of Namibia and the Republic of South Africa in implementing ecosystem management through the establishment and development of the proposed TFCP;
 - (b) to promote alliances in the management of biological and cultural resources encouraging social, economic and other partnerships among the Parties and the Stakeholders;
 - (c) to enhance ecosystem integrity and natural ecological processes by harmonising wildlife management procedures across international boundaries and strive to remove artificial barriers impeding the natural movement of wildlife;
 - (d) to develop frameworks and strategies through which local communities can participate in, and tangibly benefit from, the management and sustainable use of natural resources that occur within the proposed TFCP; and
 - (e) to promote cross-border tourism as a means of fostering socio-economic development.
- (2) The Parties may, after consultation with the Stakeholders, agree to other objectives.

ARTICLE 7

National Co-ordinating Agencies

- (1) In order to give effect to the intent and objectives expressed in this MoU, the Parties agree that the Government of the Republic of Namibia shall designate, through the Minister responsible for Environment and Tourism, the Department of Natural Resource Management (hereinafter referred to as the "DNRM") as its National Co-ordinating Agency. The Government of the Republic of South Africa designates, through the Minister of Environmental Affairs and Tourism, the South African National Parks (hereinafter referred to as "SANParks") as its National Co-ordinating Agency.
- (2) Both Parties hereby delegate such powers and functions to the DNRM and SANParks as are required for the co-ordination of the process and activities leading to the establishment of the proposed TFCP. To the extent that it affects the enforceable rights of the Stakeholders, it is understood that the DNRM and SANParks will develop consultative structures to enable the Stakeholders to make representations for the co-ordination of the activities leading to the establishment of the proposed TFCP.

ARTICLE 8

Institutional Framework for Collaboration

The Institutional Framework (see Appendix B to the MoU) for the operations of this MoU shall be -

- (a) the Ai-Ais/Richtersveld TFCP Bilateral Ministerial Committee;
- (b) the Ai-Ais/Richtersveld TFCP Bilateral Technical Committee;
- (c) the Ai-Ais/Richtersveld TFCP National Technical Committees;
- (d) the Ai-Ais/Richtersveld TFCP Project Coordinator ; and
- (e) any other Ad Hoc Committees that may be established as necessary.

ARTICLE 9

TFCP Bilateral Ministerial Committee

The Bilateral Ministerial Committee shall –

- (a) consist of the Ministers responsible for the environment and tourism in countries of both Parties;
- (b) be responsible for overall policy guidance in the process of establishing the proposed TFCP;
- (c) be hosted on a rotational basis, in accordance with the “host-chair-the-meeting” principle. Each Party shall be responsible for its own costs for attendance at the meetings. Organisational and administrative costs shall be borne by the Party hosting the meeting;
- (d) subject to this MoU, determine its own rules and procedures and the times of its meetings, provided that at least one meeting is held annually;
- (e) monitor progress in the establishment of the TFCP; and
- (f) take decisions by consensus.

ARTICLE 10

TFCP Bilateral Technical Committee

- (1) The Bilateral Technical Committee shall be comprised of members of the National Co-ordinating Agencies and such other members as may be designated by the Parties. The TFCP Project Co-ordinator, as referred to in Article 12, shall be a member of the Bilateral Technical Committee.

- (2) To maintain continuity, designated members of the Bilateral Technical Committee shall endeavour to attend all meetings in person and where an alternate is to attend a meeting, the nominated member shall ensure that the alternate is fully briefed and given the necessary mandate to act as a member of the Bilateral Technical Committee.
- (3) National and international conservation organisations supporting projects in the proposed TFCP may be invited to participate in meetings of the Bilateral Technical Committee, either as observers or advisors.
- (4) The Bilateral Technical Committee shall be responsible for -
 - (a) identifying all aspects required for establishing the proposed TFCP;
 - (b) translating directives of the Bilateral Ministerial Committees into operational guidelines and policies;
 - (c) providing guidance and advice to the Bilateral Ministerial Committee;
 - (d) developing action plans for the process leading to the establishment of the proposed TFCP;
 - (e) preparing a draft Management and Development Plan of the proposed TFCP;
 - (f) consulting Stakeholders with respect to the establishment, future development and management of the proposed TFCP;
 - (g) monitoring the establishment of the proposed TFCP;
 - (h) administering funds generated for the establishment of the proposed TFCP;
 - (i) preparing reports for the Bilateral Ministerial Committee; and
 - (j) setting up Ad Hoc Committees for undertaking specific activities for the development of the proposed TFCP.
- (5) The Bilateral Technical Committee shall be hosted on a rotational basis, in accordance with the "host-chair-the-meeting" principle. Each Party shall be responsible for its own costs for attendance at the meetings. Organisational and administrative costs shall be borne by the Party hosting the meeting.
- (6) The Bilateral Technical Committee shall adopt its own rules and procedures.
- (7) The Bilateral Technical Committee shall meet at least four times a year, or more frequently depending on the urgency of the issues tabled for discussion.

- (8) Decisions of the Bilateral Technical Committee shall be taken by consensus.

ARTICLE 11

TFCP National Technical Committees

- (1) The National Technical Committees shall be composed of representatives appointed by relevant government departments and Stakeholders in each of the Parties, to ensure their input in the planning and establishment of the TFCP at the national levels. The National Technical Committees shall be free to interact and work with conservation organisations in the respective countries.
- (2) The National Technical Committees shall be responsible for -
- (a) representing the interests of different sections of society in the planning and development of the TFCP;
 - (b) collecting and passing on information on issues to be discussed in Bilateral Technical Committee meetings, receiving feedback, and transmitting relevant information to different Stakeholders;
 - (c) monitoring activities of important institutions in the planning and development of the TFCP, in particular but not limited to the field of immigration, customs, veterinary services, archaeology and security; and
 - (d) facilitating discussions on matters of mutual interest between the National Technical Committees.
- (3) The National Technical Committees shall adopt their own rules and procedures.

ARTICLE 12

TFCP Project Co-ordinator

- (1) To promote efficiency, co-ordination and accountability in the TFCP planning and development process, it is agreed that a TFCP Project Co-ordinator be appointed by the Bilateral Ministerial Committee on the recommendation of the Bilateral Technical Committee.

- (2) The functions of the Project Co-ordinator shall be -
- (a) to drive and co-ordinate the activities associated with the planning and development of the proposed TFCP;
 - (b) to ensure that a working programme focussed on achieving the objectives of the TFCP is sustained;
 - (c) to co-ordinate the drafting and implementation of an effective Action Plan for achieving the objectives of the proposed TFCP, with full participation of the relevant Stakeholders;
 - (d) to ensure that appropriate processes and procedures in planning and developing the proposed TFCP are followed, in accordance with regional protocols and international treaties;
 - (e) to prepare reports on key resolutions and directives emanating from the Bilateral Ministerial Committee and the Bilateral Technical Committee;
 - (f) to facilitate the convening of meetings of the different TFCP committees;
 - (g) to liaise with the Bilateral Technical Committee in identifying activities that would require funding and identifying sources for funds; and
 - (h) to undertake other assignments deemed necessary by any of the TFCP committees, subject to the consent of the TFCP Bilateral Technical Committee.

ARTICLE 13

Financing of the process leading to the establishment of the proposed TFCP

- (1) The Parties undertake to contribute financially towards the planning and development of the proposed TFCP in accordance with the principles of equity and shared responsibility.
- (2) The Parties will further endeavour to raise funds towards the establishment and development of the proposed TFCP from other sources, including non-governmental organisations and Stakeholders.
- (3) All funding proposals shall be developed in consultation with the Bilateral Technical Committee.

ARTICLE 14

Settlement of Disputes

- (1) Any dispute between the Parties arising out of the interpretation or implementation of this MoU shall be settled amicable through consultation or negotiation between them.
- (2) Should the dispute not be resolved in the manner provided for in sub Article (1), any Party may submit the dispute to final and binding arbitration in accordance with the Permanent Court of Arbitration Optional Rules for Arbitrating between Two States, as in effect at the time of the entry into force of this Agreement. The Party who wishes to submit a dispute to arbitration shall notify the other Party thereof in writing ("the notification"). The Parties shall immediately confer with each other to appoint an arbitrator within fourteen days after receipt of the notification, failing which the appointing authority shall be the Secretary General of the Permanent Court of Arbitration at The Hague.
- (3) Notwithstanding the existence of a dispute or the referral of a dispute to arbitration, the Parties undertake for the benefit of each other to use their best endeavours to ensure that the process of establishing the proposed TFCP continues.

ARTICLE 15

Entry into Force

This MoU shall enter into force after the Parties have notified each other in writing through diplomatic channel of their compliance with the constitutional requirements necessary for the implementation thereof. The date of entry into force shall be the date of the last notification.

ARTICLE 16

Amendments

This MoU may be amended by mutual consent of the Parties through an Exchange of Notes between the Parties through the diplomatic channel.

ARTICLE 17

Termination of the MoU

- (1) Either Party may terminate this MoU at any time by giving one year's written notice to this effect to the other Party through the diplomatic channel.

- (2) This MoU shall automatically terminate upon the entry into force of a Treaty on the Ai-Ais/Richtersveld Transfrontier Conservation Park.

IN WITNESS WHEREOF the undersigned, being duly authorised thereto by their respective Governments, have signed and sealed this Memorandum of Understanding in duplicate in the English language, both texts being equally authentic.

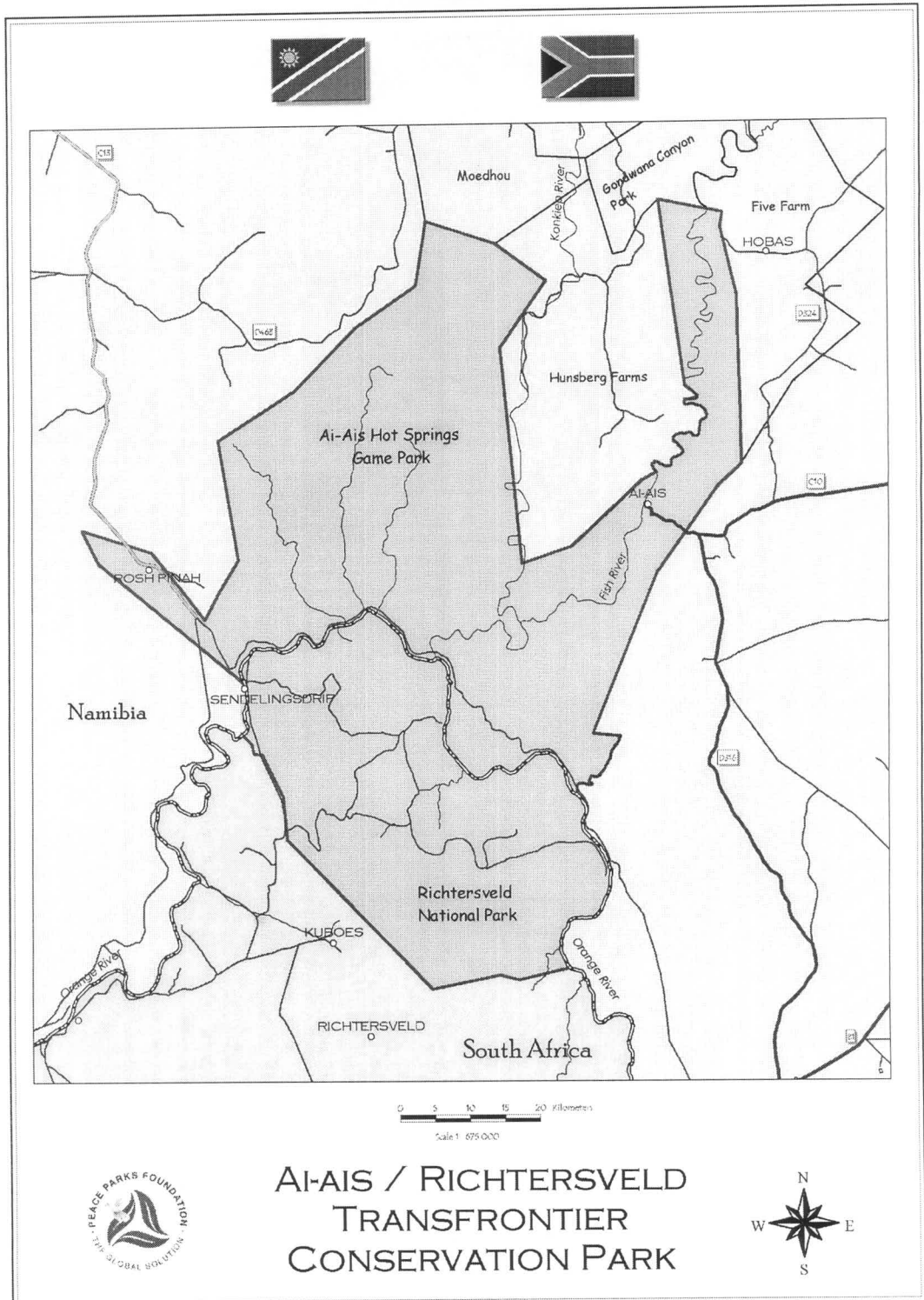
SIGNED at _____ on this _____ day of _____ 2001

FOR THE GOVERNMENT OF THE REPUBLIC OF NAMIBIA

FOR THE GOVERNMENT OF THE REPUBLIC OF SOUTH AFRICA

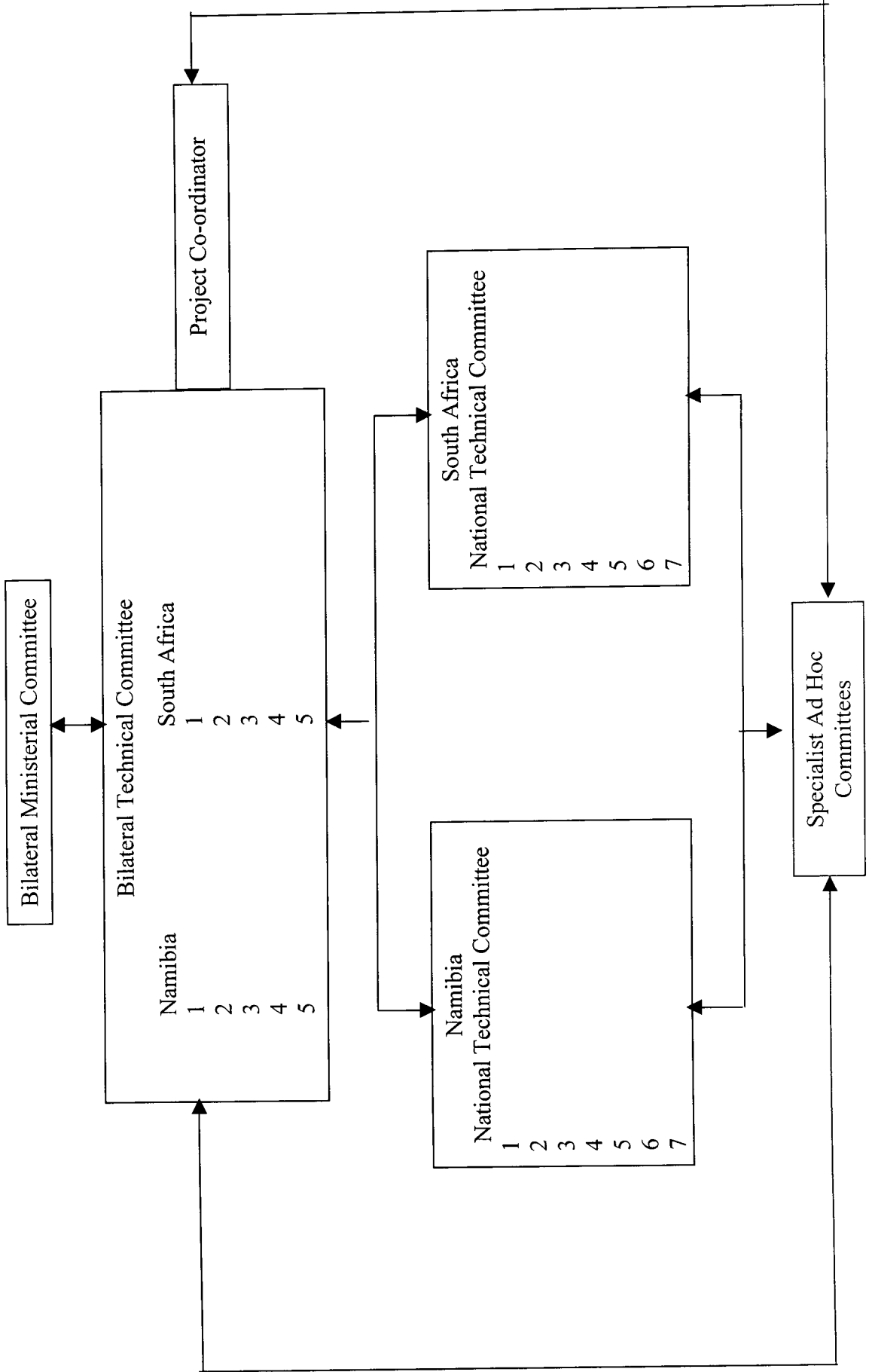
APPENDIX A

MAP OF THE PROPOSED TFCP



APPENDIX B

AI-AIS/RICHTERSVELD TFCP INSTITUTIONAL FRAMEWORK



Annex 3: Questionnaire and Analysis on the community views of the TFCP

11. Oëen kennis van die Oorgenspark

Vraeys

Maand is 'n vraeys van die (Xhosa) oorgenspark (Pascor) erke?

1. Hoe veel u oor die nuwe projek ni. Oorgenspark (Pascor) erke?

- Geklik, Inasem, Oorgenspark

1 2 3

2. Welke versameling van u in so 'n projek?

3. Wou u dan u kind uun wou van die rde Bundelike Oorgenspark?

Ja, Noo

4. Hoe wou u om die park te stuit?

5. Hoe kan u 'n bydring maak tot die ontwikkeling van die Oorgenspark projek?

6. As u die wou Oorgenspark (Pascor) hoo wou is u eerste gedugte?

7. Sal u graag die Richtor wou wil sion uitbrei?

Ja, Noo

8. Was u al in die (Rust) oorgenspark?

Ja, As nee hoekom besoek u da nie?

9. Welke versameling van u in so 'n projek? Lye aansoek

1) 2) 3) 4) 5)

VRAELYSIE EN TERUGVOERING UIT RICHTERSVELD GEMEENSAPPE:

Hierdie is die vraelys wat ek terug gekry het, ek wag vir die ander om in te kom.

Watter vrae het u rondom die Oorgrenspark projek?

1. Gaan daar werkskepping wees?
2. Sal persone van die RSA in Namibia kan werk en omgekeerd?
3. Hoekom is die gemeenskap nie geken in die aanstel van konsultante nie?
4. Hoeveel werksgeleenthede sal die park skep?
5. Hoeveel werksgeleenthede sal die park skep?
6. Hoe gaan die nuwe bestuursplan lyk, aangesien die RNP se plan nog nie geteken is nie?
7. Hoe gaan dit ons raak?
8. Waar is die Oorgrenspunt tussen twee parke?
9. Hoe word die permitte geakkomodeer?
10. Wanneer kom dit tot stand?
11. Hoe en wanneer gaan die Richtersveld gemeenskappe baat vind?
12. Hoe gaan die verteenwoordiging op die bestuur lyk?
13. Weet die hele gemeenskappe waarom dit gaan?
14. Watter voordele en nadele hou dit in?
15. Wie is die verantwoordelike liggaam vir die ontwikkeling?
16. Watter besienswaardighede hou dit in?
17. Watter sensitiewe areas/plante/diere is daar in die hele Oorgrenspark?
18. Is almal bewus oor die proses waarom dit gaan?
19. Is almal tevrede?
20. Watter voordele nadele hou dit vir ons in?
21. Waar pas die BPK in die proses?
22. Sal alle Richtersvelders en Namibiese mense gelyke behandeling kry t.o.v. werk, eienaarskap, ens.
23. Wat behels die park?
24. Sal daar werkskepping vir die jeug wees?
25. Gaan daar vrede wees?
26. Sal alles gelyk wees?
27. Wat word gedoen, ek wil dit sien?

Watter verwagtinge skep u in so n projek?

- *Bevordering van toerisme
- *Werkskepping
- *Werkskepping: lewenstyl verhoog en bewaring
- *Dat die gemeenskap altyd deel sal wees van die park en dat die werkloosheid eerste nagekyk word.
- *Net die beste
- *Padbou
- *Werkskepping in die geheel
- *Dat dit die betrokke gemeenskap positief sal beïnvloed
- *Werkskepping: eensgesindheid, volhoubaarheid
- *Werkskepping, opleiding en gelukkigheid
- *Volhoubare ontwikkeling met samewerking van die Richtersveld gemeenskap.
- *Werkskepping, volhoubare ontwikkeling
- *Werkskepping, opleiding
- *Almal geakkomodeer word. My verwagtinge is net groot sukses met n blink toekoms.

Weet u dat u deel gaan wees van die 4de Suidelike Oorgrenspark?

11 sê ja en 3 sê nee.

Hoe wens u om die Oorgrenspark te sien?

1. As n middel waar mense mekaar sal vind en ook waar natuurhewaring die hoofsaak is.
2. Begeleide toere /ontwikkeling.
3. Die jeug moet betrek word.
4. Hy moet gereeld staande bly
5. Tenvolle ontwikkel en finansiël gesond
6. n Gemeenskapspark waar gemeenskappe insae het
7. Ek wil die park sien as n hulpbron vir die gemeenskap
8. Na n bedrywigheid van toerisme
9. Ordelyk
10. Toerismebevordering
11. Liefde en Vrede
12. As die toeriste aantreklikheid in Suid-Afrika
13. Ruskamp, gasthuise en Tradisionele Hutte (Matjieshuise)

Hoe voel u oor die nuwe projek?

- 1 is gelukkig
- 2 is ongelukkig
- 3 2 is tussenin

Hoe kan u n bydrae maak tot die ontwikkeling van die Oorgrenspark projek?

- Om daar te kan gaan werk.
- Roosterbrood braai en Toeriste te lok en vir my geld maak
- Deel te wees-vergaderings by te woon, insae te hê in besluite, eerken word as more se leiers.
- Deel te vorm en betrokke te raak en inligting te versprei onder die mense
- Rondehuise maak, vellebrey en dit hier en oorkant aan toeriste verkoop.
- Deur middel van mondelingse bemarking
- Deur die proses te ondersteun
- Om saam te staan
- Samewerking
- Om saam te staan
- Deur insette te lewer

As u die word Oorgrenspark (PeacePark) hoor wat is u eerste gedagte?

- 1) Dat die park die een land met die ander verbind en dit bevorder betrekkinge
- 2) Dit is n goeie gedagte, op die manier word daar werkgeskep..
- 3) Ontwikkeling
- 4) Park wat strek in n ander land
- 5) Dat Suid-Wes en die unie n ooreenkoms het.
- 6) Na n vrede stilstand
- 7) Park oor n grens in twee lande
- 8) Vakansie in n gesamentlike park, bestuur deur 2 aangrensende moontlikhede
- 9) Groter bewaring, ontwikkeling, ons s'n
- 10) Ander kant die rivier, deel van Richtersveld Nasionale Park.
- 11) Sal ons kan saam werk. Laat daar net vrede wees.

**Annex 4: Memorandum of Commitment between
SANParks and the Richtersveld Communities**

MEMORANDUM OF COMMITMENT

WHEREAS the Richtersveld National Park was declared as park following an agreement signed by SANParks and the Richtersveld community among others on 20 July 1991 (the Agreement); and

WHEREAS SANParks undertook to develop, manage and control the Richtersveld National Park in accordance with the Agreement and the Management Plan; and

WHEREAS some of the provisions of the Agreement have not yet been realized as intended, as discussed between SANParks and the Richtersveld Community at a meeting in Pretoria on 28 May 2003; and

WHEREAS it is recognized that Richtersveld National Park is an integral part of the larger Richtersveld IDP initiatives,

IN THE SPIRIT OF THE AGREEMENT THE PARTIES HEREBY COMMIT THEMSELVES AS FOLLOWS:

1. The Parties endorse the Agreement and will co-operate in accordance with the Agreement in best trust.
2. The Parties acknowledge that the Management Plan for the Richtersveld National Park will be implemented by the Richtersveld Joint Management Committee (RJMC).
3. SANParks acknowledges that the existing members of the RJMC have been duly elected by the Richtersveld community.

4. The Parties undertake to fully co-operate to ensure that the first meeting of the RJMC be held prior to 30 June 2003.

5. The Parties commit themselves to comply with all the undertakings made in clause 5 of the Agreement.

SIGNED AT _____ ON _____

WITNESSES:

SIGNATURE

1. _____

2. _____

NAME

REPRESENTATIVE OF THE RICHTERSVELD COMMUNITY

SIGNED AT _____ ON _____

WITNESSES:

MAVUSO MSIMANG
CHIEF EXECUTIVE
SANPARKS

1. _____

2. _____

Annex 5: Funding for development projects in the Richtersveld

Existing Projects in the Richtersveld

Community Based Tourism Project	R 530 000
Community Based Waste Management	R 575 000
River Clean-up Sanddrift	R 400 000
GTZ Transform Project	R 90 000
GEF Project Preparation Funding	R 150 000
NORAD Heritage Tourism Project	<u>R 930 000</u>
Total	<u>R2 675 000</u>

Other Projects in the Namaqualand Region (Poverty Alleviation Funding)

Port Nolloth Clean-up	R 813 000
Okiep Tourism Development	R 415 000
Kookfontein Tourism Dev Centre	R 690 000
Sizamile Arts & Crafts Centre	R 400 000
Steinkopf Arts & Crafts Centre	<u>R 300 000</u>
Total	<u>R2 618 000</u>

SANParks Projects in Richtersveld National Park (Poverty Alleviation Funding)

Commercial tourism product development	R 2 500 000
Construction of four new entrance gates	R 3 500 000
Construction of four community guest houses	R 3 000 000
Construction of rest camp	R 6 500 000
Construction & rehabilitation of roads	R 7 200 000
Upgrading of Nama huts	R 60 000
Upgrading of hiking trail	R 500 000
Upgrading of camping sites	R 1 500 000
Appointment of social ecologists	<u>R 2 500 000</u>
Total	<u>R27 260 000</u>

Additional Funders

GEF Project	R8 000 000
Conservation International	R 700 000
Peace Parks Foundation	R1 800 000

DANCED and USAID are further potential donors of which the funding amounts were not yet confirmed at the time of writing.