introducing C.A.P.E.
1.1 The Context of C.A.P.E.

(i) South Africa: a society in transition

South Africa’s transition to democracy in 1994 ushered in a new institutional dispensation that has transformed approaches to biodiversity conservation as well as other functions of government. In the first ten years of democracy many new policies and laws were developed to give expression to the goals of the new society. One of the important driving forces of this change was the Reconstruction and Development Programme (RDP), which aimed to ensure that processes were people-driven, that reconstruction and development were linked and that there was a deepening of democracy in the state and society. Perhaps most importantly for biodiversity conservation, there was an imperative that an integrated and sustainable programme for South Africa’s development would be implemented at national, provincial and local levels by government, as well as by parastatals and organisations of civil society.

A profound consequence of this transition for the conservation world was a move towards greater co-operative governance, not only within sectors, such as environment and nature conservation, but also among sectors, such as agriculture, water, land and environment. The RDP also created an awareness and sense of urgency for change that would promote development that was sustainable and just, and that would involve people in decision-making for the use and beneficialisation of natural resources. In the Cape Floristic Region (CFR), the stage was set for a quiet revolution regarding the way in which the biodiversity riches of the region were regarded and how people from all walks of life would begin to address the opportunities and constraints of their management.
(ii) International obligations and opportunities

South Africa’s political transition also signalled its return to the international community of nations. The imperative was to catch up with the many international conventions and processes that had been underway, especially since the Rio Earth Summit in 1992. South Africa ratified the Convention on Biological Diversity (CBD) in 1997, and in doing so, endorsed the objectives of the convention, which included the mainstreaming of biodiversity into all governmental policies, plans and programmes.

It also meant that South Africa became eligible to access funds from the Global Environment Facility (GEF). As a country with exceptional biodiversity and human capacity, coupled with its agenda for social and economic transformation, South Africa was quickly identified by the implementing agencies of the GEF as a recipient of funding for priority programmes that would conserve globally significant biodiversity. Preconditions were the development of a new biodiversity policy for the country, and the identification of country priorities. These included the CFR, the only one of the world’s six floral kingdoms located in a single country, as well as the Maloti-Drakensberg Mountains and the Greater St Lucia Wetland Park. During the development of the White Paper on the Conservation and Sustainable Use of South Africa’s Biological Diversity, a significant stakeholder process involving key organisations was mobilised. The resulting actions included a drive to garner GEF resources for the CFR.

(iii) A heritage of fynbos research

During the 1990s, there was growing concern about challenges facing the fynbos ecoregion. This had its roots in the substantial development of knowledge and understanding of the complexity of this uniquely diverse, globally rich ecoregion, the threats facing it and the management imperatives that were required. Since the 1970s, investment in scientific research had yielded a remarkable body of scientific literature and expertise, not only on the composition of the biodiversity of the fynbos region, but also on the dynamics of fire as a crucial driving force of ecosystem structure and function. In addition, the insidious and long-term impacts of the ever-increasing infestations of invasive alien plants were identified and understood.

The Cape Floristic Region is the smallest of the world’s six floral kingdoms and the only one contained within the borders of a single country.

What is fynbos and who are these fynmense?

Fynbos is a rather loose collective term referring to the uniquely diverse CFR characterised by signature plants such as proteas, ericas and restios. It has come to mean more than that though, as the region encompasses the unique Cape Fold Mountains, tea-coloured streams with their endemic fish, coastal wetlands and adjacent marine environments.

Coupled with the Cape’s astonishing biodiversity are the people of the region who, over thousands of years, have developed a deep attachment to the fynbos region and who identify with the Cape as their unique heritage. These are the “fynmense” who hold the future of the CFR in their own hands.

The expression “fynbos fynmense” was captured by Brett Myrdal and Xola Mkefe of the Table Mountain National Park, to symbolise the profound linkages between people and nature in the region. It has come to symbolise the essential goal of C.A.P.E., which is to conserve the environment while ensuring that people are involved in and benefit from conservation activities. Fynmense is a play on words meaning fine (great) people.
An inspired group of biological scientists contributed to this growing body of research and literature, with a significant contribution being the authoritative work stimulated and coordinated by Richard Cowling and his colleagues during the 1980s and 1990s. Much of this initial ecological research was supported by the Fynbos Biome Project, funded in part by the Co-operative Scientific Programmes of the Council for Scientific and Industrial Research (CSIR), which in addition to conducting primary research on ecosystem structure and function, brought together scientists and managers to discuss and debate the findings of their research and consequences for ecosystem management.

The Fynbos Biome Project has had a lasting impact, having led to the establishment of the Fynbos Forum. This annual meeting of scientists and managers has been in existence for over 20 years and continues to set the pace of discussion for fynbos research and management (Chapter 7). The Fynbos Forum has spawned many creative endeavours, not the least of which is the world-renowned Working for Water programme (Chapter 3) as well as the development of the Cape Action Plan for the Environment.

1.2 What makes the Cape Floristic Region so special?

Globally significant biodiversity

The CFR in South Africa is the smallest and richest of the world’s six floral kingdoms. What makes it unique is that this floral kingdom is found exclusively within a single country (Figure 1). This means that it is entirely up to the people of South Africa to protect this global treasure. The region is also one of the world’s 25 most threatened biodiversity hotspots. These hotspots are places that harbour exceptionally high levels of biological diversity, but where, unfortunately this diversity is also highly threatened.

The CFR is particularly rich in plant diversity, with some 9 600 species of plants on record. Huge numbers of these plants are endemic to the CFR, meaning that they do not occur naturally anywhere else on earth; of these, many are restricted to very small areas. The region is also home to numerous unique and highly specialised invertebrates, many of

The Cape Floristic Region at the southern tip of Africa straddles three of South Africa’s provincial boundaries.

The rock walls and sandstone ramparts of the Cederberg.

Brian Huntley
Professor Brian Huntley, now CEO of the South African National Biodiversity Institute (SANBI) was one of the architects of the Co-operative Scientific Programmes in the 1970s. Who could have predicted that 30 years later, SANBI under his leadership would be the home for South Africa’s bioregional conservation programmes, including C.A.P.E.?
which depend on particular plant species plants for their survival.

A reason for this exceptional species diversity is the wealth of different habitats in the region, each with its unique topography, soils and climatic conditions. Natural environments range from semi-arid ecosystems that experience less than 500 mm of rain per year, through remnant temperate moist forests along the east coast, to magnificent mountains that soar to 2 300 metres above sea level. In addition, there are unique wetland, freshwater, estuarine and marine environments. Travel from west to east or from north to south in this region and you will be amazed by the diverse landscapes you encounter; no two areas are completely alike.

The CFR comprises a relatively narrow strip of land that stretches from Nieuwoudtville in the northwest to the Nelson Mandela Metropole in the east, always within about 200 km of the sea. The oceans therefore have a profound influence on the region. The two major oceanic currents, the warm Agulhas Current on the East Coast and the cold Benguela Current on the West Coast, have their confluence on the Agulhas Bank off Cape Agulhas, the southernmost point in Africa. Even areas of land or sea that look very similar at first glance have markedly different characteristics in different parts of the region. Consequently, conservation efforts must take place in every part of the region, as no single area could ever fully represent the diversity across the regional landscape.

The characteristic mountain ranges of the CFR consist of two major groups. In the western part of the region the Cape Peninsula mountain chain, the Hottentots-Holland range, the Groot Winterhoek Mountains and the Cederberg lie along a north-south axis. In the south are the east-west trending Rivieronderend, Otteniqua, Groot Swartberg, Langeberg and Baviaanskloof ranges. The rivers arising from these diverse mountains are all unique, harbouring 19 species of endemic or near-endemic fish. Virtually all these mountains fall within protected areas, including designated mountain catchment areas in private ownership. The existing protected area system therefore favours the conservation of mountainous areas, largely because these were identified as water catchment areas and also lacked agricultural potential. Unfortunately the lack of emphasis placed on lowland ecosystems has meant that reservation of these areas falls markedly short of essential conservation targets.

**A threatened ecosystem**

The rich biodiversity of the CFR is under serious threat. Vast areas have been converted to permanent agriculture and rangelands for cattle, sheep and ostriches, while inappropriate fire management, infestation by alien species and rapid and insensitive infrastructural development have caused further transformation. Over-exploitation of natural resources including wild flowers, water and marine resources, have also had an impact on terrestrial, freshwater and marine habitats. In addition, the deleterious impacts of pollution and the insidious effects of climate change on the region are all taking their toll.

Richard Cowling was honoured with a C.A.P.E. Gold Conservation Award for his exceptional contribution to biodiversity conservation planning and development in South Africa over the last two decades. His contribution through active research, mentoring of students and active participation has resulted in massive and significant conservation efforts being realised in the Cape Floristic Region, the Succulent Karoo and the Sub-Tropical Thicket Biomes. A number of important conservation initiatives currently being implemented across the country, some under the C.A.P.E. banner, have all been positively influenced by Prof. Cowling’s considerable energy and passion for conserving this country’s unique natural heritage. He has provided exceptional research leadership and mentorship, and exceptional personal effort beyond the call of duty to promote the conservation of the Cape Floristic Region. He has influenced a whole generation of scientists, and his innovative work in the field of conservation planning has provided the foundation for the C.A.P.E. strategy and implementation programme.
With less than 5% of land in the lowlands enjoying any conservation status whatsoever, some important terrestrial habitats have been reduced to less than 10% of their original extent. The CFR therefore has the dubious honour of being recognised as one of the world’s ‘hottest’ biodiversity hotspots. Unless a carefully targeted long-term intervention is undertaken there are likely to be severe negative consequences for both biodiversity and the people whose livelihoods depend on biodiversity.

**Social and economic realities**

The CFR spans the provinces of the Western Cape and Eastern Cape and has an estimated population of approximately 5.2 million people. Some 20–30% of the population resides in rural areas, which harbour the greatest biodiversity, although many urban communities also reside in or adjacent to biologically significant areas. The population is dispersed across a wide area and is ethnically, linguistically and culturally diverse. There are huge disparities in people’s socio-economic conditions, skills and access to resources, with sizable pockets of poverty in both rural and urban areas. Many poorer rural communities are dependent upon wild resources, particularly marine resources and medicinal plants for subsistence purposes and income generation.

There is a range of land tenure arrangements, including large, medium and small free holdings, state-owned land under different management arrangements, and a small proportion of communal land. As much of the biological heritage rests on land outside the public land estate, it is necessary to develop tailor-made models that encourage conservation on private and communal lands. These models must accommodate small, medium and large landholders from diverse communities.

South Africa confronts numerous pressing social and economic problems, most notably widespread poverty and socio-economic inequities. The country is moving to address its obligations under
the CBD within a larger framework for sustainable development. This framework seeks to address the root causes of biodiversity loss, and therefore focuses on ameliorating poverty, promoting the development of sustainable livelihoods, and securing the participation of all sectors of society in implementation. This strategy is consistent with the plan of action agreed on by world leaders at the 2002 World Summit on Sustainable Development (WSSD) in Johannesburg.

1.3 What is the C.A.P.E. programme?

Starting with a strategy, C.A.P.E., which stands for Cape Action for People and the Environment, is South Africa’s innovative programme to conserve the CFR. It is based on the Cape Action Plan for the Environment or C.A.P.E. 2000 Strategy, a systematic conservation plan and strategy prepared with the assistance of the GEF through the World Bank, and adopted by the South African government. The strategy analysed the state of conservation of the region’s globally significant biodiversity and the factors that threaten it, and identified interventions that would address the key constraints and opportunities for achieving both conservation and sustainable economic development.

The C.A.P.E. 2000 Strategy realised that:

i. conservation efforts in the past had been largely successful in achieving the representation of mountain ecosystems in the system of protected areas, but that the linkages necessary for maintaining ecosystem processes from mountains to lowlands were weak;

ii. lowland ecosystems were poorly conserved and highly threatened;

iii. fragmented institutional frameworks for biodiversity conservation were a key factor impeding effective conservation management in the CFR;

iv. the people who use and benefit from the CFR’s resources must become more involved in the management and decision-making regarding these resources and be fully aware of their value and the risk of their loss.

During the preparation of the strategy, it was clear that a piece-meal approach to conservation would not work, and that a large-scale “ecosystem approach” would be required to meet conservation goals.
A summary of the C.A.P.E. 2000 Strategy

<table>
<thead>
<tr>
<th>Themes</th>
<th>Strategic Components</th>
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| 1. Conserving biodiversity in priority areas. | □ Strengthening on- and off-reserve conservation  
□ Supporting bioregional planning |
| 2. Using resources sustainably. | □ Conserving biodiversity and natural resources in catchments  
□ Improving the sustainability of harvesting  
□ Promoting sustainable nature-based tourism |
| 3. Strengthening institutions and governance. | □ Strengthening institutions  
□ Enhancing co-operative governance  
□ Promoting community involvement |

Mobilising support for C.A.P.E.

Key institutional drivers during the development of the C.A.P.E. Strategy and action plan were WWF-SA and the University of Cape Town’s (UCT) Institute for Plant Conservation (IPC). This partnership brought together WWF’s international programme for priority global ecoregions (the Global 200 Ecoregions), and the researchers at the IPC who were rapidly developing expertise in systematic conservation planning. WWF-SA was the only WWF national organisation with direct responsibility for the Fynbos Ecoregion. Under the leadership of Ian Macdonald, it established the Table Mountain Fund (TMF) to act as a funding facility for its ongoing work (Chapter 7). Initially the TMF focused its attention on the spectacular diversity of the Cape Peninsula mountain chain. It launched a successful appeal to local donors, initiated an urgent process to address the inadequacies of the management of the mountain chain, and provided the necessary critical mass to convince international donors of the merits of further support for fynbos conservation.

It was agreed that the first GEF grant to South Africa would address three priorities within the CFR:

□ support the development of the Cape Peninsula National Park (now the Table Mountain National Park);

□ increase capital investment in the TMF and extend its applicability to the whole of the CFR;

□ develop a strategy to determine conservation priorities and an action plan to address the most important issues facing the CFR.

This latter component resulted in a process to develop the Cape Action Plan for the Environment, also known as the C.A.P.E. Strategy. It enabled a complete appraisal of the biodiversity priorities of the Fynbos Ecoregion, as well as the legal, institutional, social and economic conditions in the region that were contributing to the ongoing loss of biodiversity. Its main purpose, however, was to determine the case for an intervention that would in the medium term arrest the decline of globally significant biodiversity. The strategy would establish a programme to sustain appropriate long-term management and use of resources that would accord with national and international priorities.

WWF-SA appointed Amanda Younge to co-ordinate the preparation of the C.A.P.E. Strategy, the IPC under Richard Cowling to develop the systematic conservation plan, and the CSIR to undertake the legal, institutional, social and economic studies, and to integrate these with the outcomes of the conservation planning process. A large number of spe-
cialists were involved with the analysis and preparation of the strategy, supported by an extensive public participation programme and guided by a Steering Committee and Technical Working Group. The names of all of those involved in the technical guidance of the C.A.P.E. Strategy are listed in Appendix 1.

1.4 The Cape Action Plan for the Environment

One of the most important outputs of the strategy development phase of C.A.P.E. was the agreement of a goal by all relevant governmental and non-governmental stakeholders, namely that: “the natural environment of the CFR and adjacent marine environment will be effectively conserved, restored wherever appropriate and will deliver significant benefits to the people in a way that is embraced by local communities, endorsed by government and recognised internationally”.

The plan included not only targets for in situ conservation of the region’s biodiversity, but also a series of broad programme activities which would be undertaken over a 20-year period to address the threats and institutional weaknesses. A strength of the plan was that it recognised that many significant efforts were being undertaken by a range of organisations throughout the region and that, with co-ordination and co-operation, these could be aligned and give effect to the strategy. The manner in which co-operation was achieved and co-ordination effected is described more fully in Chapters 7 and 8.

The C.A.P.E. 2000 Conference adopted the C.A.P.E. Strategy with acclaim in September 2000, and interim arrangements for implementation were convened by WWF-SA and the CSIR.

Once it became apparent that co-ordination for implementation was necessary, WWF-SA secured the appointment of Trevor Sandwith as C.A.P.E. Co-ordinator, with office facilities provided by the National Botanical Institute at Kirstenbosch and transport provided by the Mazda Wildlife Fund. During the three-year period from 2001–2004, activities consistent with the C.A.P.E. Strategy were accelerated by the partners, employing project and funding resources supported by the TMF, Green Trust and in particular the Critical Ecosystem Partnership Fund (CEPF). A rapid scaling up of the level of programme implementation was supported by the steady growth of the C.A.P.E. Co-ordination Unit (CCU) (Chapters 7 & 8), the signature of a Memorandum of Understanding (MoU) among the main implementing agencies, and a successful approach to the GEF for funding.

In 2002, the GEF provided a preparatory grant that resulted in the closer definition of the activities to be supported by the GEF, initially described in a three-phase 20-year programme. By 1 June 2004, all of the preparatory and approval steps had been completed and a five-year Phase 1 project had been negotiated. Its goal, Amanda Younge

Amanda Younge took responsibility for the development of the C.A.P.E. Strategy. As a professional town and regional planner, she was uniquely qualified to do this, understanding that space is the most powerful integrator of people and ideas. Amanda’s experience in the trade union movement, in political activism and in grappling with the highly complex issues of town planning in the City of Cape Town gave her the experience and the vision to pull together the C.A.P.E. Strategy. She realised that a plan that brought together the interests of the powerful and disempowered stakeholders that make up the population of the CFR would become the most important instrument in aligning these interests. Having cut her teeth on the plan, Amanda has continued to be a pillar of strength, ideas and energy in support of the programme, and has expanded her activities to include work for WWF’s Global Ecoregions Programme and the World Bank’s preparation and review of projects. She has nevertheless invested time and energy in helping community groups get involved in C.A.P.E. and has supported SKEP and STEP bioregional programmes with strategic planning and project development. For a long time Amanda was C.A.P.E. and her influence, drive and passion will always underpin the programme.
consistent with the C.A.P.E. Strategy was that:

- “the implementing agencies, with support from the GEF and the CEPF, will accelerate the implementation of the C.A.P.E. 2000 Strategy by enhancing the policy and institutional framework for conservation in the CFR and by undertaking carefully targeted conservation demonstrations in selected biophysical, socio-economic and institutional contexts, especially involving civil society partners.”

The planned activities would ensure that:

- Capable institutions co-operate to develop a foundation for mainstreaming biodiversity in the CFR into economic activities; and

- Conservation of the CFR is enhanced through piloting and adapting models for sustainable, effective management.

The programme has six interrelated components that together will meet these objectives. On the one hand, to ensure that capable institutions co-operate to develop a foundation for mainstreaming biodiversity in the CFR into economic activities, there is a need for enabling activities including:

i. institutional strengthening;

ii. conservation education; and

iii. programme co-ordination, management and monitoring.

Enhancing the conservation of the CFR will be achieved, on the other hand, through piloting and adapting models for sustainable, effective management in certain priority sites, by:

iv. unleashing the socio-economic potential of priority protected areas;

v. establishing the foundations of a biodiversity economy and ensuring conservation stewardship in priority areas; and

vi. integrating biodiversity concerns into watershed management.

The six components of the programme are described more fully below. For communication purposes, the programme partners depicted the programme as a simple graphic, shown opposite. Essentially the programme aims to help build an economy based on biodiversity by unleashing the potential of protected areas and facilitating conservation stewardship, while seeking to mainstream biodiversity in the production landscape.

1.5 The components of the C.A.P.E. Programme

No description of the C.A.P.E. Programme can fully take into account the diversity of efforts being undertaken by C.A.P.E. Partners. The following short descriptions should be regarded as “hangers” onto which the various projects, activities and investments can be hung, some of which are described in the various chapters making up this book. The full extent of the funded programme is summarised on page 30.

(i) Strengthening the institutional framework for coordinated conservation management in the CFR

C.A.P.E. 2000 proposed a suite of institutional strengthening mechanisms to foster a better co-ordinated and integrated approach to conservation management and decision-making in the CFR. It proposed the co-ordination of C.A.P.E. Partners, capacity-building for organisations and individuals, the development of an integrated information management strategy, collaborative and co-management arrangements to improve efficiency and co-ordinated performance monitoring and review.

In the Baviaanskloof the fynbos and subtropical thicket interface with each other.
These activities are being scaled up to enhance the strategic alignment of the C.A.P.E. Partners and increase their capacity to undertake integrated bioregional conservation management in the CFR supported by comprehensive performance management and information management. In particular, efforts have been directed at building the capacity of new and emergent conservation managers through a combination of tertiary education support, short courses and mentored internships.

Planned activities include enhancing inter-agency co-operation and strategic planning for conservation management in the CFR. A priority task is to determine the financial needs of implementing agencies for all conservation management activities, and to identify and select appropriate funding mechanisms, targets and strategies for implementing agencies.

This will involve assessing the contribution of protected area-based tourism to the sustainability of conservation management programmes. As nature-based tourism has the ability to sustain conservation management, there will be an emphasis on developing appropriate forms of tourism use that enhance the value of fragile environments such as mountains, where indiscriminate actions can have enduring consequences.

A key emphasis will be the development of opportunities to create nature-based entrepreneurial opportunities and employment.

(ii) Conservation education

A conservation programme at ecoregional scale is faced with significant challenges regarding participation. The stakeholder group is vast, dispersed across a wide area and characterised by diversity in terms of language, culture, history, and relationship to the land and sea. The population displays significant disparities, including socio-economic and educational, and in terms of tenure, skills and access to resources.

While government agencies and large, regional organisations can participate in conservation programmes taking place at regional scale, it is difficult for
local stakeholder groups to do so, being more suited to participating in local projects. To prevent local groups being marginalised from the broad-scale policy and strategy aspects of the programme, C.A.P.E. is undertaking a suite of sub-regional and local awareness-raising, communication and participation activities linked to the major spatial conservation initiatives.

Over the past 20 years, a number of resources have accumulated in the region to provide environmental education, including practitioners and tertiary courses. New legislative and policy provisions require community well-being to be promoted through environmental education and the raising of environmental awareness. A shift to outcomes-based education in schools has led to the design of a new curriculum which includes an emphasis on environmental education.

Environmental education activities in the CFR, however, have remained largely unco-ordinated, poorly resourced and at times poorly articulated. The C.A.P.E. Programme has established a conservation education focal point in the CFR for facilitating co-ordinated programmes at individual project and site levels; developing and disseminating materials that focus on CFR biodiversity and C.A.P.E. Programme components to support curriculum and educators; and training environmental educators and teachers to use the materials developed. In particular, the emphasis is being placed on active participation and learning, by engaging communities and other stakeholders in key environmental issues that affect their own lives.

(iii) Programme co-ordination, management and monitoring

The number, size and complexity of the C.A.P.E. activities and implementing agencies demand effective co-ordination, management and monitoring. The CCU was established in 2001 at NBI, and consists of a Co-ordinator, Programme Developer, Project Developer, Financial Manager and administrative support.

While the CCU’s main responsibility is to enable the partners to collaborate to achieve major parts of the C.A.P.E. Strategy, it has had to develop a project management system to enable the complex suite of projects being implemented within the programme to be efficiently managed. C.A.P.E. project teams require a user-friendly means of reporting on project progress according to predefined indicators and deliverables; and decision-makers and C.A.P.E. Programme management staff must be able to monitor project progress and attainment of conservation objectives.

A further function is to communicate with programme partners and the general public about the activities being undertaken in the programme and the lessons that are being learned through implementation. To address this need, publications such as this one have been prepared and there is an ongoing programme of brochure and newsletter production, website development, media releases, presentations and displays. It is hoped to scale these up to become an enduring learning network involving all implementers.
(iv) Unleashing the potential of protected areas

The current protected area system is inadequate to achieve global conservation targets for biodiversity in the CFR. In the C.A.P.E. Programme, efforts are being supported to establish several large protected area corridors that, together with a representative sample of smaller protected areas widely distributed across the landscape, will achieve conservation targets in the CFR, and also enable adaptive learning about protected area establishment in different biophysical, geographical and institutional contexts.

Currently the Table Mountain National Park and the Agulhas Biodiversity Initiative (ABI) operate in coastal mountain fynbos and lowland dryland habitats respectively. The Baviaanskloof focuses on the major transition zone in the eastern part of the CFR, including grassy fynbos, mountain fynbos, thicket biome and coastal lowland fynbos, the Garden Route and Gouritz Initiatives address the highly impacted south coast renosterveld and afromontane habitats, and the Cederberg represents largely intact inland mountain fynbos associated with northwestern strandveld. The C.A.P.E. Programme is investing in efforts in each of these areas to consolidate land-holdings and to promote efficient and effective protected area management.

Ensuring that there are adequate finances for effective protected area management remains a priority. There is an opportunity to use the globally significant key attractions of the CFR to develop new and diversified tourism products. While government and private sector investors are prepared to contribute to the development of tourism products and supporting infrastructure, the C.A.P.E. Programme will work to ensure that this results in responsible tourism, which minimises negative impacts and maximises the benefits.

Large protected areas provide the most immediate source of direct benefits to communities who live in and around them. The planning and development of large protected areas provides an ideal means to involve/include local communities in the design and expansion of these areas, and in the business and employment opportunities that result. Piloting participatory approaches to protected area establishment is one of the ways in which the C.A.P.E. Programme is building the capacity of both authorities and communities to play significant roles in ensuring an equitable flow of benefits.

(v) Conservation stewardship and laying the foundations of a biodiversity economy

Most remaining conservation-worthy land consists of small fragments, which continue to be threatened by land transformation, poor land management and invasive alien species. Increasing the size of large protected areas is essential for conserving landscape level processes, but will not capture these highly dispersed and fragmented habitats. A representative sample of smaller protected areas, widely distributed throughout the CFR is required to maintain this pattern into the future. Considerable additional analysis at a finer scale is being conducted to ensure the design of an adequate system of protected areas in the lowlands, and to influence the use of other land-use planning processes.

Both government agencies and municipalities play an important role in land use decision-making in South Africa. Municipalities have undergone successive waves of restructuring and boundary demarcation over the past decade, in the process of creating unified non-racial local government structures. The devolution of responsibility to the local level requires the production of new Integrated Development Plans (IDP). A key aspect of an IDP is the Spatial Development Framework (SDF), which guides land use decision-making in the municipal area. The production of these plans is the most important strategic opportunity available to the C.A.P.E. Programme. Efforts are being accelerated to incorporate biodiversity data and conservation planning outputs into municipal land use planning and decision-making, based on early pilot projects.

The development of a representative protected area system in the CFR requires extensive support by private landowners and sectors such as agriculture in priority areas. With support from C.A.P.E., efforts are being made to ensure that extension staff from agriculture and conservation agencies are effectively co-ordinated at district level, and assisted to deliver an effective service that meets both stewardship and area-wide planning goals. In the priority conservation corridors, a process has been initiated to identify and quan-
ify the amount of land that could switch from intensive agriculture to ecotourism or sustainable harvesting of CFR products.

The mechanism of developing payments for ecological services has considerable potential in the CFR and has already been implemented under the Working for Water programme which involves the removal of alien plants and the provision of employment and other social benefits while increasing the quantity and quality of water flows. C.A.P.E. will engage with this problem by spatially identifying the different uses of the land and the hydrological relationships between mountains and lowlands. By identifying the beneficiaries of hydrological flows and other ecological services, it will investigate the possibility of payments for such services.

(vi) Integrating biodiversity concerns into watershed management

Recognising that water is a limiting factor in the nation’s development, the government has taken steps to improve water resource management, including the establishment of new Catchment Management Agencies (CMAs) for five designated Water Management Areas (WMAs) in the CFR and the setting aside of an “Ecological Reserve” of water for ecosystem maintenance in all aquatic systems. There is, however, no guarantee that these initiatives will by themselves advance biodiversity conservation objectives and therefore C.A.P.E. is working towards the mainstreaming of biodiversity priorities into the functions of the CMAs.

The threat analysis carried out during the C.A.P.E. planning process identified several significant shortcomings in the current management of watersheds and water resources in the CFR, including the perpetual threat of dams on key rivers in mountainous areas to meet the burgeoning demand.

In addition to the institutional and market-based mechanisms for catchment management and payments for ecological services, C.A.P.E. is undertaking interventions to:

i. increase the effectiveness of the “Ecological Reserve” measure in water resource management in key water-sheds, and incorporate biodiversity concerns into the new fire management systems being implemented across the CFR;

ii. create an alien invasive species management strategy and business plan for the entire CFR and pilot the control of invasive alien fish in certain priority freshwater ecosystems; and

iii. design and test a CFR estuarine management program, based on relevant case studies.

1.6 The purpose and structure of this book

The C.A.P.E. Partners are actively involved in implementing every component of the programme described above. Three major donor portfolios support the many projects that give effect to the C.A.P.E. Strategy:

- the CEPF portfolio of projects;
- the C.A.P.E. Agulhas Biodiversity Initiative;
- the C.A.P.E. Biodiversity Conservation and Sustainable Development Project

These efforts are supplemented by an array of projects and volunteer contributions supported by the Table Mountain Fund, the Green Trust, the Mazda Wildlife Fund, the Development Bank of South Africa and other donors.

This book is a tribute to the many “fynmense” whose involvement as C.A.P.E. Partners is giving life to every component of the C.A.P.E. Programme (Appendix 1). The projects reported here are as diverse as the landscapes and life forms of the region: large and small, state-led and private, involving children and political leaders, stretching from Nieuwoudtville to the Nelson Mandela Metro, focusing on fish, fowl or flowers ...

The stories, although many, represent only a small sample of the multitude of activities that committed and concerned members of the C.A.P.E. community are involved in. It has proven impossible to either know about or give sufficient credit to every contribution that has been made. In an attempt to record and acknowledge those organisations and individuals who are making significant contributions, the C.A.P.E. Implementation Committee is continuously updating its database of C.A.P.E. contacts. If we don’t know about you yet, please contact us! While every
Effort has been made to report accurately and to recognise every contribution, it is clear that there will be gaps and inaccuracies. These are not intentional, and the reader is encouraged to help address any deficiencies by contacting the C.A.P.E. Co-ordination Unit either directly at info@capeaction.org.za or by visiting the website www.capeaction.org.za and using the interactive communication tools to correct, improve or provide missing information.

We are also acutely aware that we have only managed to capture a snapshot in time of a host of very dynamic projects. No sooner has the ink dried on the page but the story is out of date. It is for this reason that the C.A.P.E. Co-ordination Unit also intends publishing these stories in electronic format on the C.A.P.E. website, making it possible to update the information regularly.

This book has been designed to report on progress with the various components of the C.A.P.E. Strategy, with chapters covering the major management objectives and enabling activities. However, as with most integrated programmes, many of the stories could have been told in other sections of the book. To address this, we have tried wherever possible to cross-reference stories. We believe that the high degree of cross-referencing illustrates in a very practical way that C.A.P.E. is indeed managing to achieve a more co-ordinated and integrated response to the challenges facing biodiversity conservation and sustainable development in the CFR.

In addition to sharing stories of “Action for People and Environment” in the CFR, another purpose of this book has been to draw out lessons that have been learned in the course of programme implementation. All contributors were asked to share their “lessons learned” and these have been recorded in an attempt to build up an archive of perspectives, knowledge and learning that will mark the rites of passage of this important programme.

A note on privacy

We learn much from sharing our stories, and hope that the ideas and inspiration recorded here will encourage further networking and sharing among C.A.P.E. Partners. However, we are acutely aware of our responsibility to protect the privacy of contributors and not to publish e-mail addresses, which may then be picked up by the sultans of spam!

We have therefore taken the decision not to publish people’s e-mail addresses. Website addresses are provided and, should you wish to contact a particular individual, you are encouraged to contact the C.A.P.E. Coordination Unit (info@capeaction.org.za) and we will pass your request on to the person in question, who will have the option to respond.
By the year 2020, the natural environment and biodiversity of the CFR will be effectively conserved, restored wherever appropriate, and will deliver benefits to the people of the region in a way that is embraced by local communities, endorsed by government and recognised internationally.

<table>
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<th>Strengthen institutions and governance</th>
<th>Conserve biodiversity in priority areas</th>
<th>Promote sustainable use of resources</th>
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1. Institutional strengthening
   1.1 Legal and institutional strengthening (SANBI)
   1.2 Capacity Building (SANBI)
   1.3 Financial sustainability (SANBI)
   1.4 Information management and knowledge

2. Conservation education (Rhodes Univ)

3. Co-ordination and monitoring (SANBI, CCU)

4. Protected areas: Baviaanskloof (WF)
   4.1 Baviaanskloof planning and consolidation
   4.1 Baviaanskloof management effectiveness
   4.1 Baviaanskloof stewardship
   4.1 Baviaanskloof responsible tourism
   4.1 Baviaanskloof business plan and sustainability

5. Biodiversity economy
   5.1 Fine-scale planning
   5.2 Land-use planning
   5.3 Conservation stewardship
   5.4 Foundations of the biodiversity economy

6. Watershed management
   6.1.1 Ecological reserve determination
   6.1.2 Fire management
   6.2.1 Invasive alien strategy
   6.2.2 IAS Centres of excellence
   6.3 Estuarine PAs and estuarine management

7. AGULHAS BIODIVERSITY INITIATIVE
   7.1 Conservation management
   7.2 Sustainable harvesting regime
   7.3 Responsible tourism
   7.4 Awareness raising

SD 1: Institutional strengthening
SD 4: CEPF Capacity-Building Programme

CEPF SD 1: Conservation management in corridors
CEPF SD2: Involve private sector in conservation activities