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IUCN-SA Impact Assessment Report

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Executive Summary

IUCN-SA has initiated a process to develop a four-year programme and business plan. The programme will provide a technical, results-based framework for guiding IUCN-SA interventions over the four-year intercessional period from 2005-8. IUCN-SA commissioned this rapid impact assessment to determine what kind of impact IUCN-SA has and is having on social wellbeing and livelihoods through its projects and programmes. The focus was on looking at how people's lives have been affected and also at whether or not their options for livelihood have altered at a household, community or at a broader social level.

This assessment only considered selected projects/programmes within the Ecosystems and Sustainable Livelihoods Key Results Area. This review considered impact in four areas:

1. Whether the projects/programmes have created more choices and options for poor people to improve their livelihoods, and to what extent people have been able to realise these opportunities
2. Whether policy, lobbying and awareness projects/programmes have created an enabling and conducive environment that can benefit the poor
3. Whether the projects/programmes have made institutions, whose mandate it is to provided benefits to the poor, work better
4. Whether the projects/programmes have improved the management of environmental resources, for the purpose of benefiting the poor

Due to the rapid nature of the assessment it is not possible to undertake an assessment of all of the key projects/programme within the Ecosystems and Sustainable Livelihoods KRA. It is also not possible to utilise survey methods. It was decided to identify an appropriate number of projects, which met certain criteria, and undertake in-depth interviews with individuals and groups across the chain of institutions involved in these projects/programmes. IUCN's results tree was used as a guideline with the focus on short, medium and long-term results. The process, results and input-to-results ratios were not assessed, as this was not the brief. To assess projects fully this is clearly needed. In future it is recommended that the IUCN-SA provide some generic guidelines on indicators for process, milestone/result/output and impact/outcome. It is also

acknowledge that, with hindsight, assessing impact in some projects can be seen as premature because of the issue of timing. As the IUCN-SA did not set time-based indicators, this understanding only emerged during the impact assessment.

In considering trends, similarities and differences across the programmes assessed, the following conclusions are drawn:

1. The greatest strengths in the programmes and projects assessed are different. This is probably due to a combination of the following factors: the projects are different in terms of objectives, scale, scope and location; the projects have not been jointly planned; and experiences and lessons learnt have not been sufficiently shared between projects. In Blyde River Canyon National Park (Blyde) its greatest strength has been its convening and coordinating capacity, while in Fair Trade in Tourism SA (FTTSA) it has been its knowledge empowerment process and capacity building of tourist enterprises. In the Sustainable Ventures Programme (SVP) it is the media effectiveness and community networking for enterprise benefit, while in the Southern African Sustainable Use Specialist Group (SASUSG) IUCN-SA's greatest contribution has been in administration and financial support to enable this knowledge network. Greening the World Summit on Sustainable Development (Greening) exploited a significant networking opportunity in responding in a short period of time to the challenge of the WSSD.
2. Impacts of the projects on livelihoods have been different, and to date limited.

2.1 The SVP has to date had the most direct impact on livelihoods, but its scale and scope was narrow, focusing on eight enterprises. The challenge, being taken forward in NATRO, is increasing the scope and scale of impact.

2.2 In Blyde, due to the fact that the project is still in the planning phase, and it is a large-scale long-term programme, it is premature to expect livelihoods impacts but the potential for these to be realised at a significant scale is in place. The challenge is realising some in the short term, and being innovative about the potential job loss issue, so as to create a climate of hope for future longer-term impacts. This has to be done within a context where impacting on governance is difficult.

2.3 FTTSA has made good strides in creating an enabling pro-poor environment that emerging tourism enterprise and workers within the established tourism sector can take advantage of. It is premature to assess the impact of this on livelihoods. In our opinion, FTTSA does not seek to impact directly on livelihoods but is focused on the enabling environment level and this should be made more explicit.

2.4 SASUSG has had no direct impact on livelihoods, but has had impact on creating an enabling environment for sustainable livelihoods and conservation. IUCN-SA's role in this has been so limited that this positive impact cannot be attributed to IUCN-SA. The challenge for IUCN-SA is deciding on its relationship to SASUSG.

2.5 Greening had some impacts both on the enabling environment and on directly creating livelihoods. But these were short term and they need to be built on to be sustainable. The challenge is for IUCN-SA to identify how to take forward the lessons and ideas that came out of Greening and translate these into programmes/projects, without being dependent on other partners. It has generated the concept and business plan for a national sustainable development campaign, but this needs to be driven by and is dependent on DEAT. It is acknowledged that IUCN-SA has tried to develop some concepts (e.g. the barometer), but it is worthwhile re-examining this. A design process for IUCN-SA driven programmes/projects at the level of detail as undertaken by NATPRO may be needed.

2.6 ABS was unable to have the degree of impact on the Biodiversity Act as they would have liked, although it was successful in affecting some changes. This was due to the difficulty of impacting on governance, a problem encountered by a number of programmes/projects. The greatest impact seems to have been on the various stakeholders for whom ABS is of concern.

3. IUCN-SA's impact on sustainable livelihoods is insignificant in terms of the scale and scope of the problem. This is the situation faced by all small NGOs and is not, in itself, a criticism of the IUCN-SA. The question is rather whether the strategies employed by IUCN-SA hold the <u>potential to make a significant contribution</u> in the medium to long term. It is our assessment that they do, although a number of changes are needed. Recommendations are made below.

4. The projects have had different planning models. The ability to respond quickly and constructively to opportunities that arise has been a great strength. Strengths in the initial phases of pursuing a vision with energy and then developing a tighter strategy and plan can be drawn on. Ongoing organisational support has been less uniformly successful. The FTTSA model of developing a clear, focussed tool and training others to use it is one that may be realistic for IUCN-SA in other projects where ongoing involvement is necessary but where IUCN-SA does not have the capacity to service the institutions.
5. The projects have developed different interesting models of empowerment of the previously disadvantaged. In FTTSA the model has been a rights-based one that has empowered employees at the workplace to utilise the trademark process to their benefit. The SVP model has focused on creating space in the market that community-based entrepreneurship could exploit to their benefit. The attempts at direct interventions in organisational development in the second phase of SVP were less successful. In Blyde, local level interventions have created local business opportunities despite a stalemate in the macro-political environment. In Greening, promotional communications campaigns have emerged as a new model for advocacy and lobbing work. This model of advocacy was also used in the SVP and other interventions such as the World Parks Congress, and is emerging across programmes/projects as a key area of competence within the IUCN-SA. In all cases access to accurate information and training have been important.
6. Although IUCN-SA has worked on brown issues and in an urban context, there is no longer-term programme envisaged in this area. It is a gap that may be able to be filled in taking forward Greening.
7. In South Africa there is lack of depth in policy debates about the link between poverty alleviation and environmental sustainability. IUCN-SA works within the paradigm that there is a link between improved livelihoods and improved conservation of biodiversity. This is a disputed paradigm, but not one that can be empirically proven in the medium term. IUCN-SA should engage more vigorously in this debate, sharing its experiences and generating knowledge.
8. Across most programmes/projects interviewees linked their observation that IUCN-SA's was successful to specific individuals. The IUCN-SA was seen as being these individuals. This reveals the commitment, drive and success of the

individuals. In most successful small organisations there is a high association between the organisation and the specific individual that the outsider deals with. There is a danger that the perception can be created that if these individuals are no longer with the organisation, then the organisation has little to offer. To counter this, IUCN-SA staff could adopt a more inclusive approach to work where other staff are also involved in networking and their profiles are also built. Having said this, it is still acknowledged that individual "champions" will always be important.

The following recommendations are made for how IUCN-SA can develop and implement its projects/programmes to improve their social impact:

1. IUCN-SA's present approach that emphasises a programmatic approach and joint planning is the correct one. IUCN-SA is moving from experimental and opportunistic interventions to a programmatic approach that shifts opinion towards an enabling environment for sustainable livelihoods and conservation, and impacts significantly on governance and/or markets so as to support sustainable livelihoods.
2. The development and use of a planned programmatic approach should not lose the entrepreneurial and innovative spirit that has characterised IUCN-SA's work. The baby approach, where one has a vision of what is being born but has to learn by doing, is preferred to the lengthy methodical and mechanical planning process. This also implies that IUCN-SA should continue with a basket of different types programmes/projects.
3. The ecosystems and livelihoods focus is the correct one, but IUCN-SA must be more explicit about what impacts it is trying to have on livelihoods over what time period. The assumption underlying many project interventions to date is that they will result in direct livelihood benefits. This is not the case. It is proposed that, within a flexible framework, the expected impacts be made explicit in planned programmes so that impact assessments can be made against previously set indicators. In broad terms programmes and projects can be divided into those that:

3.1 Intend to have an impact on creating an enabling environment for sustainable livelihoods and conservation but which are not expected to have direct impact on improving livelihoods

3.2 Intend to have an impact on directly improving livelihoods

3.3 Intend to do both of the above

4. In developing its programme IUCN-SA should have a working session where it examines this report and identifies what were the recipes for success within the programmes and projects that led to positive impacts. It should interrogate how this can work better for livelihood impacts. In addition, other assessments/evaluations that may be of value are: a) a cost-benefit analysis over different programmes in an attempt to quantify value for money and human input; b) assessment of Greenings communication impact based on the archive of press clippings in an attempt to pull out generic lessons for campaigns; c) quantifying the direct livelihoods impacts on the SVP enterprises for both knowing the actual impact (useful in profiling IUCN-SA) and developing/testing indicators for assessing future impact; and d) an independent assessment of how those outside the ABS programme perceived IUCN-SA's role to assist with developing lobbying strategies in a context where government is closed.
5. The knowledge and empowerment models developed within the various programmes and projects should be both shared within IUCN-SA, but also with others. Some kind of publication that shares these innovations should be developed and distributed. IUCN-SA should increase leverage of its own resources, practice, networks and partners. This could include closer interaction with SASUSG.
6. The campaign model of advocacy that has emerged as a key and unique area of competency within IUCN-SA should be strengthened and developed. Presently this holds more promise than emphasising IUCN-SA as a "think-tank" or expert on certain conceptual policy matters. Links with the Millennium Development Goal campaign could prove fruitful.
7. Interaction with government poverty relief programmes at a policy level could be mutually beneficial. There is room for getting a better understanding of how IUCN-SA could position its intervention in poverty relief strategies. Certainly IUCN-SA has worked in nearly all the sectors that are to be prioritised for targeted financial support in terms of the Expanded Public Works Programme.

8. As IUCN-SA's ability to impact on governance, has emerged as difficult (this is not unique to IUCN-SA) a four-pronged approach may be useful:

8.1 Firstly, programmes should contain elements where emphasis is placed on impacting on markets for the benefit of the poor (e.g. SVP and FTTSA), even where the whole programme is focused on impacting on governance (e.g. Blyde). Within its basket of programmes/projects, some should be about impacting on markets.

8.2 Secondly, local level engagements where tangible results at a small scale can be achieved should be pursued. Within the basket of IUCN-SA programmes/projects, there should be a mix of localised and smaller scale interventions.

8.3 Thirdly, programmes should contain elements where IUCN-SA is not dependent on others but can drive the process forward itself. Within its basket of programmes/projects, some should be under the control of the IUCN-SA. An exclusive focus on partnerships would be unwise.

8.4 Fourthly, a learning approach should be adopted. Lessons must be sought elsewhere and shared about how one impacts on weak institutions, as this is a critical issue throughout Africa.

9. For the future programme, crosscutting mechanisms emerging from this assessment for achieving programme/project objectives are: a) empowerment mechanisms (e.g. FTTSA support and training to enterprises); and b) advocacy through communication campaigns. Possible clusters for the basket of programmes/projects could be:

9.1 People and Parks: e.g. Blyde, RVM, Restitution

9.2 Markets and Biodiversity: e.g. FTTSA, NATPRO

9.3 Urban and Brown: GAP

10. One stakeholder suggested that IUCN-SA should consider building it independence through becoming a National Chapter as in Pakistan. We are not aware what this entails, and are just conveying this suggestion to the IUCN-SA.

11. To make future impact assessments and evaluations more useful, IUCN-SA should ensure that all projects have detailed plans and indicators against which they can be assessed.

1. Background and ToR

IUCN-SA[1] has initiated a process to develop a four-year programme and business plan. The programme will provide a technical, results-based framework for guiding IUCN-SA interventions over the four-year intercessional period from 2005-8. The programme will be informed by IUCN's mission, vision, strategy and key result areas, and be rooted in South African realities. It needs to provide leadership in defining and addressing key issues and trends in biodiversity conservation and sustainable development within a broader national context.

To ensure that IUCN-SA's interventions in conservation and sustainable development support and address a broader local agenda defined by priorities in poverty alleviation, job creation, addressing HIV/AIDs, and stimulating economic growth, four issues are being investigated:

- An assessment of the social impact of IUCN-SA's interventions: Given that the strengths of IUCN-SA's interventions are in empowerment and livelihoods, an assessment of the social impact of interventions to date, within a broader context, is necessary. This report contains the findings and recommendations of this assessment.
- Government priorities: As a key partner of IUCN-SA, an understanding of the national framework and its links with conservation and sustainable development is an essential element informing the development of a programme.
- Issues and programmes within member organisations: A review of key issues and focal areas in member organisations will help to identify areas of overlap, synergy and potential partnerships.
- Donor intelligence (ODAs, bi- and multi-lateral and corporate): An understanding of the funding landscape is an important component of programme development in order to develop an effective and realistic fundraising strategy for the programme. A review of trends and patterns in both the corporate sector and donor organisations is required.

[1] IUCN-SA refers to the IUCN South Africa Country Office, IUCN refers to the IUCN as an international organisation, and where other regions or offices of the IUCN are referred the title relevant to that office is given.

The purpose of this assessment was to determine what kind of impact IUCN-SA has and is having on social wellbeing and livelihoods through its projects and programmes. The focus was on looking at how people's lives have been affected and also at whether or not their options for livelihood have altered at a household, community or at a broader social level. This assessment only considered selected projects/programmes within the Ecosystems and Sustainable Livelihoods Key Results Area. This review assessed what social impact identified project/programmes have had. It considered impact in four areas:

1. Whether the projects/programmes have created more choices and options for poor people to improve their livelihoods, and to what extent people have been able to realise these opportunities
2. Whether policy, lobbying and awareness projects/programmes have created an enabling and conducive environment that can benefit the poor
3. Whether the projects/programmes have made institutions, whose mandate it is to provided benefits to the poor, work better
4. Whether the projects/programmes have improved the management of environmental resources, for the purpose of benefiting the poor

2. Methodology

2.1 Indicators

IUCN-SA's programmes and projects do not aim to create jobs directly, foster economic growth or provide infrastructure to address basic needs. Its approach is rather to create an enabling environment for the attainment of these socio-economic objectives and to work with government, private sector and civil society institutions whose job it is to directly address socio-economic development. Its approach is also to create choices and options that the poor can utilise to improve their livelihoods. The emphasis is on impacting on livelihoods for sustainable development, both for the environment and people. This approach is in line with the three elements of IUCN's strategy of empowering people and institutions through knowledge to take action that promotes effective environmental governance. This means that it is inappropriate simply to try and

assess IUCN's social impact against criteria such as job creation. Rather the KEG strategy will form key indicators against which the impact will be assessed.

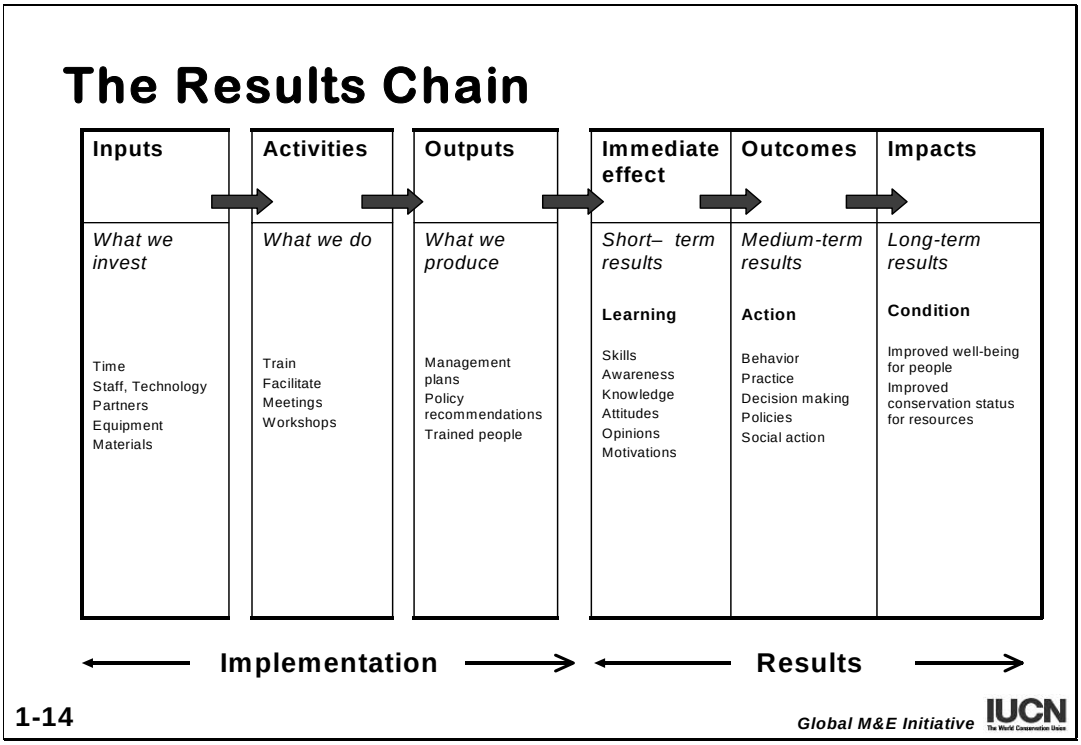
The following indicators were used:

- Knowledge generated, used and distributed to inform people and institutions
- People and institutions empowered to take action to address sustainable livelihoods
- Governance enhanced/changed to support sustainable livelihoods
- Options and choices created/developed, and used by poor to improve livelihoods
- Enabling, pro-poor environment created by policy/lobbying/awareness
- Institutions, whose mandate it is to provided benefits to the poor, work better
- Management of environmental resources, for the purpose of benefiting the poor, improved

2.2 Tools and project selection

The impact assessment utilised IUCN programming tools, such as the results tree below. The focus was on short, medium and long-term results. It is important to acknowledge that the process, results and input-to-results ratios were not assessed, as this was not the brief. To assess projects fully this is clearly needed. In future it is recommended that the IUCN-SA provide some generic guidelines on indicators for process, milestone/result/output and impact/outcome. It is also acknowledge that, with hindsight, assessing impact in some projects can be seen as premature because of the issue of timing. As the IUCN-SA did not set time-based indicators, this understanding only emerged during the impact assessment.

The Results Chain[2]



Results are defined as describable or measurable developmental changes occurring in three categories as a result of the project:

- Learning, where individuals acquire new insights, skills, attitudes, opinions, etc.;
- Action, where the new knowledge is acted upon to change behaviour, institutional practices, decision making processes and policies; and
- Condition, where the action starts to impact on the condition of people and the environment.

Due to the rapid nature of the assessment it is not possible to undertake an assessment of all of the key projects/programme within the Ecosystems and Sustainable Livelihoods KRA. It is also not possible to utilise survey methods. It was decided to identify an appropriate number of projects, which meet certain criteria, and undertake in-depth

[2] Taken from IUCN, Building a Logical Model Module 2 and Modified from CIDA, 2000, RBM Handbook on Developing Results Chains, The basics of RBM as Applied to 100 Project Examples

interviews with individuals and groups across the chain of institutions involved in these projects/programmes.

A list of livelihoods projects/programmes was identified. These were then divided into category A, B and C priority based on the criteria below. It was agreed that all category A projects must be covered and that time would determine the approach taken to category B and C. It may be possible to pull out information of importance to the future programme on those projects from existing documents and/or a key interview. For each project the following was identified: project leader; area of operation; project team; project structures; brief summary; clients and who should be interviewed. The criteria were:

- Diversity of different types of IUCN projects should be covered - in terms of nature, scale and duration
- Impact – the project was intended to have a social impact, and is perceived by the IUCN as either having or having not had an impact
- Forward looking – as the assessment will be used by the IUCN in future programme, the project should be proceeding in the future

Categorisation of projects

A list	**B list**	**C list**
▪ SVP/NATPRO ▪ FTTSA ▪ Blyde ▪ SASUSG	▪ Groundwater ▪ ABS ▪ Greening	▪ Films ▪ ECPE (Riemvasmaak) ▪ Water Demand Management – issues can be extracted from an existing report ▪ Dinokeng/COHWHS

2.3 Questions

The following questions were used to guide the interviews:

Interviewee questions:

- Name, contact details, positions, relationship to project, length of involvement in project

Project background questions:

- What is the objective and nature of the project?
- What gave rise to its inception?
- Where is it geographically and in terms of phasing?
- Who have been the main actors in the project?
- What documentation exists about the project?
- Who are key informants who you think should be interviewed?

Impact questions:

- In your opinion what have been the greatest strengths of this project/initiative?
- What have been the main problems?
- Who do you think has benefited most from the project? In what way? Why?
- In what way has knowledge been generated? In what way has it been shared? What has the impact of this been?
- Has there been any formal/informal empowerment of people through this project? What was the result?
- Have options and choices been created/developed, and used by poor to improve livelihoods, and if so in what ways?
- In what ways has this project/initiative contributed to better management and governance of the natural environment?
- In what way have institutions involved in the project, whose mandate it is to provide benefits to the poor, been able to function better as a result of the project?
- In analysing the positive impact of the project, what would you suggest in future for strengthening that?
- In analysing the negative impact of the project, what would you suggest for future mitigation?
- What do you think are important indicators against which the future impact of the project should be measured?

A number of documents, specific to the programme being reviewed, that were considered are listed in the tables below. In addition to these the following general IUCN documents were read to inform this review:

- IUCN-International, IUCN Global Program 2001 - 4
- IUCN-International, IUCN Programme 2005 – 8
- IUCN-International, Guide to linking component programmes to the IUCN Programme, March 2002
- IUCN-International, User guidelines for developing IUCN component programme plans, undated
- Third draft of Southern Africa Situational Analysis: Synthesis Report – An Analysis of Human and Ecosystem Wellbeing for IUCN-ROSA's Programme
- IUCN-ROSA, Progress and Assessment Report, 2003
- IUCN-ROSA, Achieving Environmental and Human Security – IUCN Programme in Southern Africa 200 – 2004, A Compendium of Result Areas
- IUCN-ROSA, Draft Programme Plan 2005 – 2008
- IUCN-ROSA, Revised Quadrennial Results 2005 – 2008
- IUCN-SA, List of IUCN Projects linked to KRAs, 2004
- IUCN-SA, Current Projects, 2004

3. Locating IUCN's interventions within the South African context

South Africa has both advanced technology and a high standard of living for the elite and middle class, and extreme poverty with 22 million people living below the national poverty line. This inequality is shown in the high Gini coefficient, which rose from 0.596 in 1995 to 0.635 in 2001 (where a value of 0 implies 100% equal income distribution and 1 is extremely skewed). The Human Development Index moved from 0.72 in 1990 to 0.73 in 1995 but declined to 0.67 in 2003. Poverty and inequality continue to exhibit strong spatial and racial biases[3].

The population of South Africa is estimated to be 45 million (2001 census) with a population growth rate of 2.1%. The economic growth rate of 2% is characterised by

[3] Most figures are taken from the recent UN Human Development Report (2003), which is worthwhile reading for the IUCN. Environmental policies to combat poverty are presented in Chapter 6 of the Report.

jobless growth. The official unemployment rate is 31.2%, substantially higher than the 1996 figure of 19.3%. The age distribution pyramid is typical of developing countries, with a high number of young people. However, the percentage of the population aged 0 – 14 years decreased from 34,3% in 1996 to 32.1% in 2001. More than 80% of the population lives on an income of less than 67% of the national average income per capita. Half of all South African households (or 22 million people) are "poor", earning less than R353 per adult per month, or approximately $2/day. This poverty is concentrated among Africans (61%) and female-headed households (60%). Most of the poor live in rural areas (72%). South Africa's rural population depends on pensions, welfare payments and transfers for up to 60% of their monthly income.

Poverty leads to malnutrition that is estimated to affect 2.5 million children. Poverty also exacerbates health risks, such as malaria, tuberculosis and HIV/AIDS. An estimated 12.9% of the population is infected with HIV, with 1.500 new HIV infections each day. Due to the HIV/AIDS pandemic, life expectancy in South Africa dropped from 61.4 years in 1994 to 51.4 in 2002. Some provinces are more hard hit than others, such as KwaZulu/Natal where the average life expectancy is 16 years lower in 2003 than it was in 1996.

The South African economy has shifted away from primary sectors, with secondary and tertiary sectors becoming more important. The primary sector contributes approximately 10,6% to GDP, compared to 24.5% from the secondary sector (manufacturing and industry) and 64.9% from the tertiary sector (financial, real estate and business services). The tourism industry contributed an estimated 10% of GDP in 1999. Tourism is currently the fastest growing sector of the economy. Agriculture contributes about 4.1% to the Gross Domestic Product (GDP), but employs over 13% of the population. The sector is the major user of freshwater. South Africa's forestry plantations, which utilise about 1.5% of the cultivated land, use about 3% per annum of the available surface water.

The UN's Human Development Report (2003) is critical of SA's progress and identifies five central challenges facing sustainable development in SA:

- Eradication of poverty and extreme income and wealth inequalities

- The provision of access to quality and affordable basic services to all South Africans
- The promotion of environmental sustainability
- A sustained reduction in the unemployment rate
- Attainment of sustainable high growth rates

Chapter 6 of the UN Human Development Report on environmentally sustainable development makes a number of recommendations including mainstreaming of environmental and biodiversity considerations. It suggests approaches and tools such as: promoting sustainable livelihoods and generating economic opportunities, strengthening institutions and capacity building, real cost accounting and environmental considerations to be reflected in sectoral budgets.

The Government's approach to poverty alleviation has been five pronged:

- Extending and expanding the social grants, such as pension, disability and social services, as a key means of livelihood
- Extending access to social services such as water, electricity, education and health
- Rolling out programmes to first time land and home owners with transfer expenditure of R50 billion between 1994 and 2004
- Looking at legislation and policy to redress social exclusion. For example, Black Economic Empowerment, Employment Equity, recognition of Customary Marriage and Basic Conditions of Employment legislation.
- Expanded public works programme which aims to create 1 million short -term employment opportunities that will equip people with skills and work experience. It is co-ordinated by a steering committee under the Director-General of Public Works. The public works programme has four fundamental plans. These are Infrastructure, Economic, Environmental and Social. The intention is to spend, over the next five years, R15 billion in infrastructure, R4 billion in environment and R2 billion in the social sector. This is not new money but is redirected funds from existing budgets. There are a number of sub-programmes in each with Working for water, fire and wetlands amongst them, coastal clearing and community tourism projects and also land care.

There is a joint sub-programme with the Department of Arts and Culture to support the generation of micro business doing craft.

The nature of poverty in South Africa makes it impossible for the IUCN-SA, as a relatively small NGO, to intervene in a way that makes a significant impact on the magnitude of the problem. There is always the option of being a service provider for government programmes but this has several limitations. It is a difficult, highly bureaucratic and often inefficient environment in which to work. The opportunities for doing things in a different way are limited and it becomes difficult to intervene meaningfully in policy debates. The IUCN-SA's endeavours could easily get lost in the morass of government activity. It seems then that the IUCN-SA should rather maximise its strengths and contribute to the creation of an enabling environment for sustainable development. At its fingertips the IUCN-SA has examples and experience of a wide variety of interventions that have supported livelihoods and environmental sustainability. The IUCN-SA's markets and biodiversity focus is appropriate because employment opportunities and livelihood options are key areas where useful intervention can be made. The variety of experience across these different areas of policy give the IUCN-SA an edge when it comes to looking at the interconnection of different government programmes and how they impact on community and private sector initiatives towards the same ends. With this base, the IUCN-SA is in a position to intervene strategically in policy debates around poverty and environmental sustainability.

4. Findings of assessment

4.1 Fair Trade in Tourism South Africa (FTTSA)

4.1.1 Programme overview

Project leader	Jennifer Seif
Area of operation	SA nationally
Project team (staff or consultants)	8 staff based in Pretoria; 15 consultants who undertake certification: called assessors
Project structures (Boards, Committees,	Trademark Panel (2 external experts plus Jennifer) Trustees

Partners etc)	
Brief summary	FTTSA encourages and publicises fair and responsible business practise by SA tourism establishments through the FTTSA Trademark. This is awarded to tourism establishments that meet certain criteria. Tour operators promote these establishments to increasingly fair-trade conscious tourists. In this way the market share of the establishments can grow. In addition the assessment process is an organisational development tool that assists tourism products to be sustainable. www.fairtourismsa.org.za
Clients	7 tourism businesses; 10 international tour operators who use FTTSA label; broader tourism business sector – SA Tourism, TBCSA, industry structure
Who interviewed	Jennifer Seif, (National Coordinator) Lee-Anne Bac (Trademark Panel Member) Heidi Newton-King, Kate Rivett-Carnac, Sipho Mahlangu, Anna Spenceley (Assessor) Adrienne Harris (TBCSA), Dr Salifou Siddo (Tourism Grading Council), Brett Duggan (FEDHASA), Liz Westby-Nunn (The Portfolio Collection), Tanner Methvin (Spier Resort Sustainability Manager) Paul Miedema (Calabash Lodge and ToursOwner), Nicky McLeod (Masakala Traditional Guesthouse Business Management Advisor), Mahandra Naidoo (DEAT)
Documents read/reviewed	Trademark Users' Guide, (IUCN-SA and FTTSA, 2003, Responsible Tourism Handbook (2003) Confidential documents on balanced scorecard from Spier, FTTSA Trademark Applicants Survey, 2004, FTTSA Monitoring and Evaluation Plan, (V. Muthui and J.Seif, March 2003)

4.1.2 Findings

1. The most striking aspect of the interviewing around the FTTSA programme was the consistency of responses. The same understanding of strategy, strengths and potential dangers was expressed again and again. This alerted us to something coherent about the planning process or the messaging process. In fact the planning was not coherent; perhaps that is the primary lesson of the three phased initiation of the FTTSA programme. The first phase was characterised by an idea, individual vision and energy and general consultation, the second by IUCN-SA patronage, a

budget, targeted discussion and the development of a consistent message. It appears as if the third phase will involve FTTSA becoming independent from the IUCN-SA.

2. The initial pioneer, Miguel Mistelli, had a vision for Fair Trade in Tourism, few resources beyond her own and association with the IUCN-SA. She spent many months bouncing the concept off different people during which they got to understand the concept but it was woolly with no clear implementation strategy.
3. The second phase began when IUCN-SA employed Jennifer Seif three years ago after Miguel had left. Jennifer had a budget over the three-year period of about R3 million to set up the Trademark. She concentrated on developing a rigorous assessment tool, getting potential tour operators, clients and products to back the concept fully, and on building a credible brand. Interviewees expressed appreciation for the role played by Jennifer.
4. We found that FTTSA has been successful in establishing the trademark's credibility. The Tourism Businesses interviewed were unanimous in underscoring the rigour of the assessment process. Moreover, many of those interviewed expressed the view that the credibility was as much to do with the professionalism, competence and integrity of the Trademark Team as it was to do with the stringency of the accreditation process.
5. There are different options over the Trademark's potential for attracting tourists. A number of interviewees questioned the extent of the tourist market prepared to pay a premium for Fair Trade. This then raised a question about the business case for the Fair Trade in Tourism Trademark. Others felt that accredited products would be at an advantage in accessing the niche market no matter how small it is. FTTSA itself is realistic about the market at this stage but believes that it will grow in the long term and that tour operators are key to turning it into a financially successful initiative for products.
6. Everyone agrees that the rigorous accreditation process itself gives value to the tourism products. It is seriously empowering and lessons can be learned from this. An objective standard is set, and mechanisms are put in place to assist products to reach that standard. The assessors are well trained and helpful. FTTSA staff are easily accessible for ongoing support and the information provided very important to the trademark users. These assertions were borne out by the results of the recent client survey as well.

7. FTTSA does not contribute directly to livelihood creation but it does create an environment in which space and opportunity is developed which in turn encourages local entrepreneurs to take risk and initiative. This is through insisting on both workplace empowerment and fair procurement procedures.
8. FTTSA links fair tourism as sustainable tourism. Although it was originally conceived as an environmental project, environmental issues became only one principle and the focus is not on environmental sustainability. Nevertheless, a number of the products have adopted innovative environmental management systems. This lack of an exclusive environmental focus is a supporting factor in encouraging FTTSA to move out of IUCN-SA's umbrella. This does not mean that FTTSA should not develop the environmental aspects.
9. The key challenges facing IUCN-SA are to develop and expand the business case, no matter how slowly, and also to win over the unconverted. An opportunity also exists to work with government and the Grading Council in particular, to assist in the implementation of the Responsible Tourism guidelines.

4.1.3 IUC-SAN's impact on knowledge and empowerment

FTTSA has been very successful in empowering through knowledge. Interestingly, part of the success is the clear and consistent message and its relatively narrow focus of workplace fairness. The different categories of informants had different perspectives on this matter but all agreed that this is where FTTSA adds real value. In terms of knowledge, the fact that fair trade in tourism trademark is a 'world first' is a significant contribution to knowledge expanding the fair trade concept.

- Tourism businesses pointed to the continued need to lobby and raise awareness. Some felt FTTSA needed to focus more on the unconverted now and a few suggested cutting presentations drastically or developing a short, concise "propaganda" video and screening it widely.
- Products pointed to the real value of the self-assessment questionnaire, the trademark panel and the quality of assessors. "They helped us to turn our intentions into policy and policy into practice".
- Assessors endorsed this and most commented on the importance of getting the entire organisation involved in the assessment process. The danger – causing unease and creating unreasonable expectations amongst staff – were far

outweighed by the value of getting all the staff involved and behind the trademark process. Assessors also pointed to the SAQA accreditation that will be a likely outcome of their continuous training as beneficial. A few mentioned that not only have they learned a lot from other assessors during the training, but they have also applied their new knowledge in other aspects of their working lives. This capacitation, in a context of lack of skills, should not be ignored.

- Networking between trademark users themselves and between them and the IUCN-SA was greatly appreciated and acknowledged as part of the Trademark value.
- Finally client education was mentioned as a further example of empowerment. The best example given was of a German tourist in a community-based enterprise that "confessed" to the management that he had only read the notice on water shortage and economical use after he had had two baths and he apologised profusely!

4.1.4 IUCN-SA's impact on governance for sustainable livelihoods and environmental management

The accreditation process is clearly a tool for organisational development. No matter whether large or community-based, institutions that have been accredited are legally compliant and will have mechanisms in place for more participatory management. The approach is to get local communities to benefit through involvement. As becoming a trademark user also ensures a certain amount of exposure and free advertising, it has immediately benefited the community-based institutions without a secure clientele.

In essence the lesson for IUCN-SA in terms of strengthening institutions can be distilled as follows:

- A limited focus of operation (e.g. Issues of fair trade not environment)
- Clear and informed educational material (e.g. the SAQ)
- Ongoing, accessible and informed help
- An agreed standard both to strive for and maintain
- Ongoing assessment, evaluation and feedback so that the self-learning is enhanced.

FTTSA has no explicit focus on contributing to environmental management although there is a referral system to organisations specialising in assisting establishments in this area. Collecting and sharing information on best practice amongst trademark users and

applicants is an opportunity for empowerment and building capacity in the environmental field that has yet to be exploited.

4.3.5 IUCN-SA's impact on sustainable livelihoods

FTTSA has no direct impact on sustainable livelihoods. However it creates an enabling environment through access to markets. Community-based service providers are assured of fair market opportunities, however, limited, by fair trade principles. As one trademark user put it, "The trademark keeps us accountable. The local community knows what we stand for, as does the staff. It is not a once off snap-shot; we have to be true to the principles." This shared access to the tourist market gives incentives to local entrepreneurs to break away from the intermediary establishment and attempt independent access to the tourist market.

One assessor pointed out that the fair wages and commitment to empowerment gives staff security. This is of course a crucial part of supporting the sustainability of livelihoods.

Whilst FTTSA does not directly take the risk nor create, it does incentivise tourist products to take the risk of creating local livelihoods in a creative way with the hope of extra access to the discerning tourist market. For this aspect of FTTSA to be enhanced, it is very important the trademark businesses are profitable and that the market grows.

4.1.6 Future indicators to assess impact over five years

The following possible indicators serve as a starting point for discussion:

- Number of tourist products registered
- Number of tourist products applying for accreditation
- Profitability of tourist products
- Ongoing viability of tourist products
- Number of local service providers also branch into independent activities
- Track the development of local partners and service providers for growth and viability
- Number of mediation or unfair dismissals against trademark users

4.2 Southern African Sustainable Use Specialist Group (SASUSG)

4.2.1 Programme overview

Project leader	Suzette de Wet provides administrative support and coordinated inputs into various events such as WSSD, WPC and AU. She spends about 2 days/month on SASUSG
Area of operation	Southern Africa
Project team (staff or consultants)	Suzette gets technical support from Saliem Fakir and financial support from Ardeel le Tang
Project structures (Boards, Committees, Partners etc)	There are about 150 members who are specialists in sustainable development issues. It is a voluntary group of professionals in the region in regular email contact with annual planning meetings in April/May
Brief summary	SASUSG is part of the global Sustainable Use Specialist Group (SUSG) volunteer network under the Species Survival Commission (SSC) of the IUCN. Founded in 1995 it now has a membership of about 150 professionals and practitioners in natural resource management. Membership is voluntary on the basis of individual speciality. Its achievements to date include: knowledge network, ability to produce cutting edge concepts; theatre groups in 7 countries; documentation such as workshop proceedings, publications such as Parks in Transition launched at WSSD and another one in process. Its strategy for the next period is to move on from advocating sustainable use to making it a reality by understanding and monitoring it, with peer based performance review and group collaboration as central mechanisms. The goals for the next period are: a) Continue to diversify membership; b) Support all 3 sectors of landholders (parks, private sector, communal lands) and c) Elephant management
Clients	Commission members, decision-makers within institutions one is trying to influence such as Parks authorities and donor desk officers
Who interviewed	Suzette & Saliem Brian Child, Chairperson (consultant, Zambia) Steve Johnson, Vice

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	Chairperson (consultant, Botswana) Hector Magome, Executive Committee (SANPARKS) Kule Chitepo, Executive Committee (Resource Africa) Simon Munthali, Executive Committee (AWF, Nelspruit) Repeated attempts to reach Hatenga Kabeta (Zambia Wildlife Authority) and Morris Mtswambiwa (Zimbabwe Parks) were unsuccessful
Documents read/reviewed	SASUSG Proposed Strategy, 2004 Documents on website www.sasusg.net including scan of workshop proceedings to develop a sense of nature and quality information generated

4.2.2 Findings

All people interviewed were open to discussing SASUSG and IUCN-SA's relationship with the network. The main difficulty experienced was that we were tasked to assess the impact of IUCN-SA as a member and the convening organisation of SASUSG, and not SASUSG itself. We found that IUCN-SA's role in SASUSG presently is predominantly one of administrative support, and that IUCN-SA is not a key player in the knowledge and advocacy impacts that SASUSG appears to have had. SASUSG's knowledge and empowerment impacts cannot be attributed to IUCN-SA's role in the network.

This finding begged the question as to whether our superficial findings about SASUSG are particularly relevant to this assessment. Our conclusion was that it is more useful to IUCN-SA that we provide some feedback on the issues discussed so as to provide you with information that will assist you decide how to relate to SASUSG in future. The discussion with SASUSG members also raised the question of how IUCN-SA can better realise the impact of its members. This issue was not part of this assessment, but is flagged because IUCN-SA has been grappling with this for some time and innovative ideas are needed.

We would like to note that all people interviewed were appreciative of the IUCN-SA's role in providing administrative and strategic support.

SASUSG's strengths and impacts on enabling environment

The interviewees concurred that SASUSG has the following strengths:

- Convening power over past nine years of cross-sectoral specialists from diverse backgrounds in Southern Africa
- Strong technical capacity
- Voluntary and cost efficient
- Open, critical and rigorous debate
- Commands respect in the region on sustainable use issues

SASUSG has had positive impacts on creating an enabling environment for sustainable land use, livelihoods and conservation. Examples are:

- It has been an innovation network providing the intellectual leadership for CBRNM in Southern Africa
- It influenced the CBD, CITES and resolutions adopted by the IUCN General Assembly
- SANParks credited SASUSG with influencing its policy and practise on sustainable use and the role of communities[4]
- Mozambique's CBRNM plans have sustainable use at the centre
- Botswana, Zimbabwe and Namibia's devolution of wildlife management to local level
- The region has a richer intellectual capital and a mechanism through which this can be enhanced

Issues facing SASUSG including relationship with IUCN-SA

- There was general agreement that SASUSG has a funding problem, and that if it had more resources it could do much more. There wasn't agreement on how fundraising would be achieved. If a secure, but small funding base is not secured for a 3-year period, SASUSG will not be a stable network able to be effective over the medium term.

[4] It is noted that there are critiques of SANParks that it does not sufficiently involve adjacent communities.

- Most people agreed that the historical problems between IUCN-ROSA and SASUSG led to the present situation where administrative support for a regional network is provided by IUCN-SA as opposed to IUCN-ROSA but none felt this was a major problem any more. All felt that IUCN-SA, IUCN-ROSA and the other IUCN Southern African country offices should be more involved in SASUSG. They were disappointed that the only IUCN staff presence from the region at their last workshop was Suzette. They feel that IUCN-SA and ROSA do not use the skills and knowledge located in SASUSG. Some even raised a debate about whether IUCN/IUCN-ROSA/IUCN-SA still provides SASUSG with the required legitimacy or whether SASUSG could be hooked into another international institution. The general view was that a closer working relationship is needed between SASUSG and IUCN-SA, and that this can be beneficial to both.
- Although the network has moved away from its historical exclusive roots, increasing diversity is still a key issue. Some placed emphasis on increasing gender, youth and sectoral representation, while other placed emphasis on racial and community representation. Suggestions on increasing black representation included a creative idea of building a culture of learning amongst black specialists by identifying new people who would potentially be interested in SASUSG and challenging them to explore their minds in a variety of forums such as round table lunches etc. Another suggestion was that black members should make themselves available for the position of chairperson when this next comes up.
- SASUSG has its own initiative to develop impact indicators and a workshop is being held on this issue in August. They are looking at indicators at levels relevant to IUCN-SA: policy, governance, household benefit, and conservation of the resources. They are looking at developing performance criteria for community programmes with peer-based review including assessment tools for service providers.
- Our observation is that despite SASUSG having opened its doors to many more people, it is still mainly benefiting its own members, and through them the institutions these members work for. Many other people and institutions that might usefully be empowered through the knowledge generated in SASUSG are not reached. SASUSG could do more to share the knowledge it has with many other institutions and individuals. Simple improvements to its website would be

one way of doing this. Over the past three years the SASUSG website has only had 916 hits. If it were hosted on IUCN's global website and linked to other relevant websites, hits would be likely to increase. Profiling of information available, through IUCN would also be an option.

It is recommended that IUCN-SA build better linkages with the content work of SASUSG so as to learn from their knowledge and experience and to share IUCN-SA's expertise. This can be done, for example, through broader dissemination and use of SASUSG information/knowledge through IUCN-SA projects/constituents. Many of IUCN-SA's experiences are relevant to the present parks focus of SASUSG. Initially a few simple connections could be made, and over time IUCN-SA can develop the relationship if this is beneficial. The institution of a Policy and Research Unit within the IUCN-SA should facilitate a closer integration of the work within IUCN-SA. The following ideas could be pursued:

- An IUCN-SA staff member could interrogate the content available on SASUSG's website and in its publications of relevance to IUCN-SA's future programmes
- IUCN-SA staff could attend the August indicators workshop and assess whether engagement in this process could generate useful impact indicators for IUCN-SA
- Staff could attend and present experiences (maybe on the empowerment models discussed elsewhere in this report) at SASUSG working sessions.

4.3 Sustainable Ventures programme (SVP)

4.3.1 Programme overview

Project leader	Anthea Stephens
Area of operation	Southern Africa
Project team (staff or consultants)	Internal: Tanya, Jenny External: Lala, Julian Sturgeon
Project structures (Boards, Committees, Partners etc)	
Brief summary	The SVP showcased natural resource based enterprises at WSSD. 8 enterprises with 6 or 7 intermediary partner organisations were chosen. The next phase of this programme is presently being designed.

	Two intentions – a) showcase enterprises to highlight that policy decisions have local livelihoods impacts: project made waves in IUCN in shifting IUCN conservation mindset. b) use summit and international audience at summit to promote the enterprises as business Website gets many hits www.thatworks.org
Clients	Public, enterprise, intermediaries
Who interviewed	Anthea Stephens, (Project leader), Maxwell Gomera in ROSA , Miguel Araujo - Head of Corp. Strategy in HQ , Xenya Cherny (HQ media) Fiona Macleod (Mail and Guardian) Grace Masuku, Joseph Diliza, Bob Malichi , Tanya Mcgregor (IUCN-SA intern), Beauty Jiji (SAFIRE), Niseth v/d Meulen (NACOBTA)
Documents read/reviewed	Sustainable Ventures: Community Enterprises in the global economy Inception report, IUCN-SA annual progress report on Showcasing community-based enterprises at the WSSD

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4.3.2 Findings

1. "There's another way that works" campaign originated with the offer of funding to IUCN-SA to do something for the WSSD. In only nine months and with $300 000.00 the project managed to visit 8 community-based natural resource enterprises in Southern Africa and produce a range of media products for showcasing at the summit.
2. Enterprise leaders, intermediaries, the media, IUCN-SA, IUCN-ROSA and IUCN have endorsed the success of the showcasing. For all of these role players it was an optimistic eye-opener. The success was attributed to the excellent media campaign and the networking opportunities that the WSSD provided.
3. For the enterprises, the showcasing raised their profile significantly and in most cases this translated into increased demand for their products. However they were not immediately able to meet that demand. The opportunity to network with other enterprises was also very helpful and led to an ongoing call for community – community exchanges.
4. The intermediaries were more difficult to assess in terms of empowerment but it appears that the WSSD experience was enlightening if not empowering. NACOBTA,

on being questioned about internal community conflict following the summit, declared that nothing had changed in the way they worked. In the next breath they explained that after the summit they were careful not to work with individuals only but with the whole group. In Zimbabwe, SAFIRE acknowledged that after the summit attention was diverted to Makoni tea producers at the expense of other projects they support. The intermediaries have continued to be IUCN-SA's main contact in phase 2 of SVP but the support required by the enterprises has not always been easy to deliver. In some cases, the intermediaries have been weak and the distances involved have made it impossible for IUCN-SA to intervene directly.

5. Recognizing that community enterprises would need additional support following the summit, IUCN-SA began phase 2, which aimed at assisting enterprises to gear up for the increased demand and to set in place a mechanism for longer-term sustainability around natural products. The ongoing support has been slower than originally intended. had less impact than intended.
6. The extent to which enterprises diversified their markets, were able to match the demand, increased their production, and their cash income cannot be accurately determined. Anecdotal evidence and the few figures we obtained would suggest that these might have been significant. Whether they were once-off or ongoing trends would be useful to determine in assessing the detailed impact of Phase 1 and Phase 2.

4.3.3 IUCN-SA's impact on knowledge and empowerment

Marketing knowledge and the market's knowledge of the enterprises has been key in this project. In phase 1 the main mechanism for knowledge transfer was the exposure; in phase 2 there have been systematic efforts at building capacity (or gearing up).

The real channel for empowerment was creating an expanded product market, through successful media publicity, which incentivised entrepreneurial activity. This form of empowerment has as much luck as skill at its base but has the potential to empower without creating ongoing dependency.

The media material produced for the summit was excellent. Xenya Cherny summarised it as "Positive and fresh – not jargoned. It was exceptionally well written." She circulated it to 200 global media contacts prior to the summit.

Not enough is made of IUCN-SA's own knowledge base. One of the effects of the squeeze on academic institutions is that it makes them re-use their data sets for an increasing number of publications. IUCN-SA could learn from this! IUCN-SA has information throughout its projects and it would be worthwhile to share the experience around the ongoing development of these enterprises.

4.3.4 IUCN-SA's impact on governance for sustainable livelihoods and environmental management

The impact of "Another way that works" on IUCN-SA's thinking around environmental interventions has been significant.

IUCN-ROSA pointed out that the environmental agenda is changing and that people are being encouraged to look after their natural resources because of the value they can get from them. Creative ways of getting value contribute much to this thinking and to its potential success in managing the environment. High value from natural products places the debate at a different level. The showcasing succeeded in exposing the conservation community to a new business area to which it was not accustomed. In doing so a number of questions were raised. Is this area feasible, viable, should IUCN-SA be doing this and what environmental safeguards need to be put in place, were some of the questions mentioned. The subsequent renewed interest in commercialisation of natural products in IUCN-SA global was a direct impact of the "There's another way that works" campaign.

Whether the campaign initiated this new way of thinking or whether it confirmed an already emerging philosophy is unclear. Either way the optimism it created catalysed a broader approach in IUCN. The SEED project is a direct result and it is expanding rapidly in terms of partner countries. Space has been created for IUCN-SA to do a more detailed and thorough investigation of enterprise development since the summit so that the learning can be shared internationally. There may also be support for exchanges

and certainly the Seed award process could be very motivating for enterprises wishing to compete.

In phase two the support that was required from the different enterprises differed one from the other. Given the vast geographical distances between the projects, the range and disparity of support needed, it was not possible for IUCN-SA to meet these needs adequately. This lesson for IUCN-SA poses an interesting challenge as to whether or not such ongoing organisational development and support is a realistic role for IUCN-SA. Perhaps it would be better to target only a few aspects of support – accessing international markets for example - and develop an appropriate pack to support such intervention at a distance.

4.3.5 IUCN-SA's impact on sustainable livelihoods

This project aimed to support and create livelihoods. It does appear that at the end of Phase 1 this was achieved. According to Beauty Jiji, orders for Makoni tea came from Italy, Germany and now they are trying to access the United States following enquires from there. She claimed that the price increased, and that they have paid their first profit-sharing cheque to producers. In 2001, 200kg of tea were bought; in 2003 4 tons were bought. Despite political problems in the country, they are looking at expanding production into another district. Bob Malichi sent figures showing dramatic increase in honey sales and orders but there is a discrepancy between them, which cannot be explained without further discussion with him. There appears to be some stockpiling and if that were the case it would be interesting to know why as this impacts heavily on cash flow. About 45 more producers have been taken on to deal with the increased demand and they are looking at many ways of improving efficiency including top frame hives.

Joseph Diliza's paper producing business has increased from two full-time employees to four fulltime employees, two part-time and one outsourcing contract to a group that he has trained. This year will be the first year that they have too many orders during winter and can keep running at full capacity for the whole year. According to NACOBTA, it is impossible to attribute any direct growth to the summit. The number of visitors to the Brandberg continues to increase but there was no dramatic increase after the summit. The goat project has been less successful and is currently not operational. We do not

have figures for the other enterprises, - Baobab juice in Malawi, Marula Oil in Limpopo, wood-carving in Mozambique – but they are still operational.

What is tricky is how to determine significance. If a project of 2 full-time workers doubles its staff component, is that significant? If a person's wages increase, temporarily, by 20% is that significant? If 400 additional producers are required to satisfy a demand, is that significant? In our view value has to be attributed to the ongoing viability and sustainability of the enterprise irrespective of the actual numbers of people or figures. It is a challenge for small enterprises to survive.

4.3.6 Future indicators to assess impact over five years

The following possible indicators serve as a starting point for discussion:

- Numbers of full-time and part-time workers employed in enterprises
- Numbers of producers required
- Annual orders per producer (this is to ensure that there is some equity in allocating production quotas)
- Annual orders
- Annual sales (sales and orders should be broken down by categories such as local, export, and export should be broken down into specific countries)
- Nature of interventions required annually from other institutions

4.4 Blyde River Canyon National Park (Blyde)

4.4.1 Programme Overview

Programme leader	Chris Clarke 084-5103251
Area of operation	Mpumalanga
Project team (staff or consultants)	Official Park Development Team – Danie Pienaar (SANParks Kruger); Elvis Myapele (Commission, Mp); Garth Batchelor (Mp Provincial Environ Planning); Abe Sibiye (Commercialisation MPB); Mfele Mhlangu (DWAF forestry restructuring), Themba Mgwaba (DWAF's eastern cluster KZN/Mp); Marius Brandyn (DWAF Nelspruit, indigenous forest management); Busani Selabe (acting community

	liaison person on behalf of DEAT). Only Chris Clarke is an employee of IUCN-SA. He is presently seconded to DEAT to coordinate this programme.
Project structures (Boards, Committees, Partners etc)	Implementing Authority – political level, MoU still to be signed Park Development Steering Committee – consists of senior officials of all three tiers of government Park Development Team – officials mandated to coordinate and manage the planning and development of the park. Local Community Project Steering Committee - 22 reps (4 tribal authorities, 11 ward councillors from Bushbuckridge, land claims rep, existing community structures). IUCN-SA's role is to facilitate and convene the planning and establishment of the Park and provide technical capacity to DEAT. It is a pilot and this is part of a broader approach with DEAT called Bioregional Approach to SA's protected areas. The DEAT/IUCN-SA technical assistance agreement is the mechanisms through which this arrangement between DEAT and IUCN-SA is possible.
Brief summary	The programme started in mid-2001 and is now entering the implementation phase. To date most of the activities have been about political buy-in and resolution of roles and responsibilities, and extensive planning. The vision encompasses the coordination of a unified conservation development framework and management plan for conserving the unique biodiversity and ecosystem services provided by the Blyde River Canyon nature reserve and Lowveld State Forest complex. The primary economic engine for the new park involves a strategy to unlock responsible tourism potential. The focus and promotion of linking ecosystems and people will ensure that the wealth of natural resources and ecosystem services provided by the Blyde complex, and areas further north along the Escarpment, are protected and used in an equitable and ecologically sustainable manner. The Blyde National Park should be proclaimed by the end of 2004.
Clients	DEAT All institutions in the four structures including community groups and land claimants
People interviewed	Chris Clarke – Project Coordinator Andre Coetzee - Acting CEO, MPB

	Mayor Mushe Mashego - Thaba Chweu Municipality Vincent Malatjie - Chair of Local Community Project Steering Committee Busani Selabe - Consultant to DEAT, community liaison Forest Winners Mashego - DWAF Conservation Forester: Mariepskop Marius Brundyn – DWAF Nelspruit, Integrated Forest Management
Documents read/reviewed	Business Plan April 2004 – March 2006, Consolidation of the Lowveld State Forests with Blyde River Canyon Nature reserve for incorporation into the South African National Parks System, October 2003 Draft Concept proposal, Blyde River Canyon National Park, February 2004 RESTORE GEF, Proposal for Project Development Fund (PDF) Block B Grant, May 2004 Proposal for the Consolidation of the Blyde River Canyon nature reserve and select portions of the Lowveld state forests into a National Park, November 2003

4.4.2 Summary of findings

All people interviewed were open and willing to give their opinions. A sufficient cross section of people from various institutions was interviewed for conclusions to be drawn about the project's impact to date. Findings can be summarised as follows:

1. All institutions interviewed expressed appreciation for the role that IUCN-SA has played in the Blyde project to date. There is a generally a positive sentiment about IUCN-SA's role with most concurring that without IUCN-SA Blyde would not be where it is today. They all would like IUCN-SA to continue to be involved in the short to medium future playing a similar facilitative and coordinating role. IUCN-SA could expand its role through elevating and communicating what is happening in Blyde at a national and international level. It is also important for IUCN-SA to ensure that M&E is done.
2. There are positive impacts in the areas of knowledge, empowerment and governance, and concrete examples are given below.

3. There is concern about governance issues. The following concrete examples were raised: impasse when spheres of government cannot agree and nothing happens for lengthy periods of time (such as the issue of who should be the conservation authority: MPB or SANParks); lack of commitment/champion within one of the key government institutions; government staff not given enough time to focus on Blyde; lack of resource allocation to meet needs of programme by various government departments
4. To date, although the project holds out this promise, it has not been in a position to deliver tangible direct benefits to improve livelihoods. Those closest to "the people" point this out, as a concern although they acknowledge that the program is still in planning phase and thus this can't be expected yet. Interviewees didn't hold IUCN-SA responsible for this. Even when we specifically stated a hypothetical opinion that IUCN-SA could be criticised for working on a project like this for 3 years and yet no tangible benefits have been delivered, IUCN-SA was not held responsible by those interviewed. The commonly held viewpoint was that the project was not yet at a stage where it can be expected that tangible benefits would have been delivered. As we did not interview community representatives on the ground, it is not possible to assess whether those whose livelihoods are meant to be improved share this view. One of the questions for IUCN-SA is how you handle projects of this scale and complexity and deliver short term wins.
5. Two specific areas of concern regarding livelihoods impact are land claims and potential job losses due to Mariepskop transfer and the ending of the private forest logging mills. These are expanded on below.

4.4.3 IUCN-SA's impact on knowledge and empowerment

The Blyde project has seen the development and use of knowledge. Aside from the large number of planning process undertaken and documents produced, a specific example can be given. IUCN-SA has made a significant contribution is forest landscape restoration. A long-term restoration plan has been put together that utilised IUCN's experience and expertise. Information and global lessons were taken from various source, in particular the Global Forest Program and East African experiences. Cabinet has accepted the position that there should be a land use change from commercial

forestry to conservation. It was noted that IUCN-SA should take this further through engaging with DWAF at a policy level to enhance Participatory Forestry Management (PFM) so that knowledge generated can impact on other forests.

An example of where knowledge has been used to empower an institution to act has to do with *land claims*. The project, supported by GTZ, commissioned a study into the status of land claims on the Blyde park domain. This investigation identified that there are about 26 claims to the Blyde domain and that they are complex because they overlap and the necessary research has not been done by the Commission to verify exactly which land is claimed by whom and how overlapping claims could be addressed. It recommended that a workable approach would be to negotiate a framework agreement that applies to all claims. This could set out the principles and options for resolution of claims to Blyde and could be signed by all parties. Then the claims could be clustered in some logical manner and negotiated block by block. The Commission has agreed to adopt this approach and ring-fence the park domain as one claim process that it will handle holistically. The Blyde project was able to use the information it gathered to get the responsible institution to take some action. However, the lack of progress on land claims remains a problem area and this is picked up again below.

Another example of knowledge being used to empower people is to do with training and awareness. Some youth have received tourism training and the project has made it possible for community members to understand the value of nature conservation linked to tourism. Initial work on traditional history and dance has had positive impacts on cultural perceptions. This awareness has helped improve the relationship between the MPB and communities adjacent to Blyde. In the future more awareness, more community involvement and strengthened relations with the MPB are needed. Community involvement in main decision-making was emphasised.

4.4.4. IUCN-SA's impact on governance for sustainable livelihoods and environmental management

IUCN-SA has both been instrumental in shifting the governance terrain, but has also been unable to unlock certain logjams that have negatively impacted on Blyde's progress.

Due to the fragmented nature of conservation governance in SA, an institution outside of government is seen as essential to facilitative cooperative governance needed for the implementation of the bioregional approach based on systematic conservation planning. The IUCN-SA is seen as having successfully played this facilitative role and impacted positively on better cooperative governance between the three spheres of government. It was noted that the IUCN-SA pulled the project together during a time when the MPB was inward focused due to internal re-structuring. Other large-scale biodiversity programmes, such as CAPE and SKEP, were also facilitated by NGOs and have a permanent coordination capacity outside and in addition to existing staff structures. Lessons from similar programmes in other countries, also funded by GEF and CEPF, are that a) An institution outside of government has to fulfil the facilitative role; b) external funding has been required; and c) sustainability has been a problem, with projects collapsing when external funding ends.

As the facilitative role of NGOs/coordinating capacity outside government is more and more accepted within the conservation/biodiversity field, the question for IUCN-SA is why it is well-placed to play this role, rather than the role being played by its members (such as WWF in the case of CAPE) or other institutions.

A risk to the IUCN-SA is that it is dependent on there being an enabling political framework in place but is not directly in control of these political processes. IUCN-SA has chosen to strategically locate itself as an organisation that doesn't implement directly, but rather implements through those whose core business it is to implement (usually government structures). It is true to say that IUCN-SA cannot be held to account for shifting of timeframes when it is the client that IUCN-SA is serving who is moving the goalposts. But it has to have a workable strategy to ensure that it does successfully impact on governance, or else it will not have the livelihoods impacts it seeks. This risk became reality in Blyde, and it is instructive to see how IUCN-SA managed this situation.

From about mid-2002 to mid-2003 the project was stalled because of a dispute between national and provincial government about who was responsible for what. The Minister for Environment and Tourism at the time decided that management of the park should be taken away from the MPB and given to SANParks. This logjam was only unlocked

when this decision was reversed and it was agreed that the MPB should manage the park. This will be the first national park managed by a provincial parastatal in terms of the new Protected Areas Act. IUCN-SA's interventions to attempt to unlock this logjam at a political and senior government level were not successful. Due to this logjam the project was delayed for about a year. But instead of standing back and putting everything on hold IUCN-SA adopted a position of working at local level initiatives that could proceed despite the political battle. This resulted in the dog school community enterprise project, which is presently held in high regard by all roleplayers spoken to. This approach should be unpacked as it may be a key strategy to adopt when higher-level political/governance issues logjam. Maybe the only question to the IUCN-SA is whether it could have acted quicker to unlock local initiatives so that concrete benefits could have been realised sooner, despite lack of progress at the political level.

An example of a positive impact on governance is at the local level. Stakeholders observe that structures established at a local level have both a) facilitated better communication between local community interests and the MPB; and b) facilitated a working relationship between elected local government and traditional authorities. However, this is not seen as a resolved issue, but one deserving of more attention. In particular a concern was raised that the relationship between the Motlase Forum and the Community Steering Committee needs to be resolved. The importance of communication, especially about potential job losses regarding the transfer of Mariepskop cannot be over-emphasised.

Another positive governance impact is the decision to transfer the management of DWAF land to the MPB. It is best for the management of conservation and also cost efficient to have management under one institution. A problem area is that the various departments involved don't all allocated required budgets for the implementation of Blyde and there is a mismatch between what is happening on the ground in Blyde and national government budgetary allocations.

4.4.5 IUCN-SA's impact on sustainable livelihoods

One of the objectives of the Blyde project is to deliver job creation, enterprise development and improvement of livelihoods. This has not yet been realised. This is

because the project is only now entering the implementation phase. Despite this reality, all interviewees closest to the local affected communities expressed the same view that short term benefits must occur now. They say that people are scared of losing forest jobs, claimants are wary of the park and people ask why they can't start something now. Some projects that were mentioned could possibly get off the ground quickly were the chalets, beekeeping and a medicinal plant nursery. The Blyde project's objectives, premise and planning are all solid and hold the promise that benefits will be delivered over the medium to long term. The details of this are set in various park documents and are not repeated here.

The most positive development regarding livelihoods improvement that interviewees spoke of is the dog school project. The Blyde project, with support from institutions such as GTZ/Transform, the Wits Facility and the DBSA, has resulted in this mixed development centre including a 110 bed hotel and restaurant, that will see some 250 permanent jobs created and many related business opportunities such as catering etc. The planning is complete, a lease agreement is presently being negotiated with the DPW, a development company has been established and R4.6m of poverty alleviation funds have been secured. Once implementation really takes off, this should have significant positive impacts on people's livelihoods.

The two specific areas of concern regarding livelihoods impact are land claims and potential job losses due to the Mariepskop transfer and the ending of the private forest logging mills.

The decision to convert certain portions of land under forestry to conservation use and the subsequent transfer of the Mariepskop farms to be incorporated in Blyde has certain consequences for jobs. There are about 250 DWAF employees who fear losing their jobs, despite repeated assurances from government that it is committed to safeguarding all DWAF staff jobs. DWAF is still developing options, one being that those who are over 55 (apparently about 50% of those affected) be incentivised to take voluntary early retirement. Government has committed itself to a policy of no net job losses on the project. Despite this, it is natural that fears persist in the present climate in South Africa where jobs have shrunk nationally rather than grown. None of the interviewees knew how job losses would be mitigated.

Jobs at risk post 2007 are those associated with the two private logging mills whose contracts have been cancelled (about 500 jobs). Exactly how alternative jobs will be created, and what the respective responsibilities of the state and the private owners are is unclear. As the owners are being paid out as if they have continued their mills in perpetuity the view is that they have an obligation to put money into trust for their workers in perpetuity. This is currently one of the most contentious issues. An option being investigated is for DEAT poverty funds to be used to purchase one of the mills and operate it in a reduced capacity with 100% local ownership to mitigate potential job losses. The economic case has been made in various other conservation/tourism developments that in the long term nature based tourism holds better prospects for job creation than many other economic activities such as logging. The challenge is to make the link between this projection, and actual directly affected people and jobs. This is clearly a key challenge for IUCN-SA and other partners involved in Blyde.

The lack of progress with resolving land claims is of concern. The Commission has apparently said it aims to settle all these claims by October 2004. In light of the fact that it took them over five years to settle two claims within the park domain, this is clearly not feasible. The land claims report referred to above under section 5.4.3 also reflected the views of relevant stakeholders that the following was needed to move the land claims forward: a) independent facilitation; b) capacity support to the Commission; c) capacity support to the claimants. Although the Commission was urged to act on these, they did not. The question for the IUCN-SA is what can it do differently to move this issue forward.

A further question about livelihoods impact, that this assessment has not investigated, is one of scale and scope. Blyde intends to significantly impact on livelihoods through its focus on change of land use for conservation and tourism. Maybe future work could address some of the following questions. What is the intended scale and scope of the impact and how does this compare to alternative economic options? What is the cost benefit analysis of a tourism/conservation based economic development thrust as opposed to an alternative economic option? How is land tenure security (particularly relating to eviction caused by change of land use and observed in other biodiversity conservation initiatives) ensured for local communities?

4.4.6 Future indicators to assess impact over five years

The following possible indicators serve as a starting point for discussion:

1. Economic benefits for the local communities

1.1 Significant black economic empowerment of local community members in businesses established to service the Park with lodges on the edge in areas such as a) fencing; b) construction; c) catering; d) waste management; e) management of projects etc

1.2 Significant jobs created for local community members

1.3 Local people empowered through accredited certificates to access work elsewhere

1.4 Poor utilising indigenous forest resources

2. Social benefits for the local communities

2.1 Local community members have advanced sense of ownership of Blyde

2.2 Community involvement in management processes

2.3 Community members initiate own involvement

2.4 Minimal investment of government time in dispute resolution and facilitation

3. Biodiversity increased

3.1 Areas reclaimed through felling of exotic forests noting that soil rehabilitation takes more than 5 years

3.2 In core area all invasive alien species should be removed with weed control being ongoing

3.3 Active planting in indigenous areas

3.4 Indigenous forest resources sustainably harvested

4. Institutions strengthened

4.1 MPB – elevated posts for Blyde Park due to elevation as competent authority and increased funding from successful commercialisation and increased profile for Blyde

4.2 Local level institutions

4.5 Greening the WSSD (Greening)

4.5.1 Programme overview

Project leader	Saliem Fakir (2002) and Tzila Katzel (2003)
Area of operation	WSSD reaching Gauteng, SA and internationally
Project team (staff or consultants)	Large number – see project documentation
Project structures (Boards, Committees, Partners etc)	External Steering Committee and PMT were the main structures of importance
Brief summary	The Summit provided an ideal opportunity to demonstrate sustainable development in action. The South African Government, represented by the Gauteng Department responsible for the Environment (GDACEL), partnered with the Global Environment Facility (GEF), the United Nations Development Programme (UNDP), and the World Conservation Union (IUCN-SA) to green the Summit. The objective was to minimise the negative environmental impact of the Summit on South Africa and maximise its positive sustainable development legacy. The aim was to promote sustainable development through the implementation of environmental best practice in the way the Summit was hosted and to raise public awareness about environmental best practice in South Africa. The Greening initiative was planned and executed between January 2001 and December 2003 using a budget of approximately $3.7 million, much of which funded public awareness activities. IUCN-SA is not directly involved presently in taking forward this campaign, but the proposal for a national sustainable development awareness campaign developed by the project is being taken forward by DEAT, and this is an important legacy
Clients	Summit delegates, Gauteng public
Who interviewed	Thandi Davids and Moss Mashishi
Documents read/reviewed	Greening the World Summit on Sustainable Development Lessons Learnt. A gap in the Lessons Learnt document was that the impact of the communications and awareness campaign was not addressed Leaving a Greening Legacy: Guidelines for event greening

4.5.2 Impact and suggestions for future

Due to time constraints, only two people were interviewed and thus only suggestions are made, as the assessment was not rigorous enough to make findings. In addition to the interviews, these comments are based on Lala's understanding of Greening, having been involved in the programme in 2002 and 2003.

Key findings from the Lessons Learnt document, of relevance to livelihoods impact (through creating an enabling environment and directly) are reflected below as there were significant impacts and these should be known and considered by IUCN-SA when planning its future programme:

- The Green Procurement intervention had the impact of influencing approximately 200 tenders/transactions from an environmental perspective. Some of the affected companies have subsequently improved their environmental management systems. The extent of this impact is not known, and it could be worthwhile undertaking a quite survey of these companies to assess this.
- Over 450 additional people were temporarily employed to recycle waste generated during the Summit (about 27% of waste was recycled). This was achieved without affecting routine waste services and enabling efficient and timeous waste collection. There was an intensive public awareness waste campaign during the Summit, but the impact post-Summit is unknown.
- A water use study was conducted in the hospitality industry to determine the potential for water conservation and demand management in the industry. Water audits of specific hotels were conducted and water efficiency measures introduced where they did not exist.
- Approximately 2408MWh of energy were used during the Summit. As a result of the Green Power initiative, 26.7% of all electricity used at the WSSD was green and a workable regulatory and trading framework for green power was developed for future use.
- During the Summit, approximately 120 000 tonnes of carbon were emitted, resulting in per capita emissions between 0.32 and 0.55 tonnes per day. The majority of Summit related carbon emissions were caused by air travel to and from the event. The Johannesburg Climate Legacy (JCL) called upon business, organisations, and individuals to purchase climate legacy certificates to offset

their participation in the Summit or to show their support for climate change mitigation. The funds raised were invested in greenhouse gas-reducing sustainable development projects in South Africa. About $325 000 was raised and invested in two projects, namely, the Photovoltaic System for the Greenhouse People's Environment Centre and the first phase of the Oude Molen Village Solar Water Heating Project.

- Greening and the Federated Hospitality Association of South Africa (FEDHASA) partnered to launch a Responsible Tourism Campaign to promote long-term best practice in the hospitality industry in terms of environmental, social, and economic endeavours. They delivered the information pack, the Imvelo Responsible Tourism Awards, the Responsible Tourism Guidelines and the Statement of Intent signed by 76 hospitality players. These interventions have been taken forward with the Imvelo awards being an annual event.
- Emphasis was placed on public awareness activities that encouraged behavioural change and partnerships with relevant institutions were made to strengthen the long-term legacy of Greening interventions. Activities included an advertising campaign, showcasing environmental best practice projects and exhibitions. It is estimated that 5 million people in the Gauteng area were reached through Greening advertising. Sustainable development tours were provided free for delegates and were run twice a day during the 10 days of the Summit. Sixty-eight tours were run involving approximately 900 delegates from over 27 nations. The response from delegates who went on the tours as well as the projects visited was overwhelmingly positive. The showcasing initiative generated media interest in the best practice projects and exposed them to potential donors and sponsors. The contracting of the three small tour operators strengthened their enterprises, creating jobs for eight guides, and nine drivers and taxi owners. Similarly, many project participants were involved in hosting the delegates, some of whom were previously unemployed and received payment for their services.
- The Consumption Barometer was a novel, pictorial public awareness tool that measured waste generation, energy use, and water consumption at the main Summit venues, and all carbon emission associated with Summit transportation and energy use. This was displayed on a daily basis to participants and they were encouraged to reduce their consumption.

- The Gauteng Provincial Government initiated a number of community based projects in association with the Greening initiative that were designed to leave a legacy of environmental best practice in Gauteng. The Bontle ke Bonto clean schools and ward competition resulted in 868 Environmental Management Plans being submitted by 267 wards and 601 schools, 80% of which were of high quality. Cash prizes amounting to R3.2 million (USD 320 000) were given out by the Premier of Gauteng at the Gauteng Youth Summit at Ubuntu Village. Fifty-seven wards, 36 schools, 1 Municipality, and 2 Metros won prizes. Over 4000 people attended the event. Ward Councillors developed stronger relationships with community members through active involvement in clean-up campaigns, recycling programmes, food gardens, and other environmental initiatives. BkB is run every year.

As can be seen from the quick overview above, Greening was a diverse campaign with a range of impacts. Both interviewees criticised the promotional activities for having limited reach only impacting on Summit delegates and not the Gauteng population as a whole. They felt that the wrong medium was used, that target groups should have determined the choice of media and that IUCN-SA should be the voice of the poor, marginalised and illiterate communities. Alternative approaches such as working closer with DEAT/DWAF/Transnet etc; using below the line mediums, have a desk at Jo'burg international airport, were made. It was suggested that IUCN-SA needs to create and groom more community-based sustainability ambassadors. This critique is important for IUCN-SA's future campaign work.

Suggestions for the future are:

- Although there are a number of legacies that have been taken forward from Greening, IUCN-SA itself should consider developing a programme/project over which it has control. The initial impact on awareness, especially on decision-makers, needs to be taken forward to change behaviour. IUCN-SA could consider a project in partnership with a few corporates on addressing a key urban issue such as carbon neutral within a corporate and linked to their social responsibility obligations.
- IUCN-SA should consider undertaking a more in-depth assessment of Greening's communication impact through assessing the press clippings archive

at DEAT and the media's relationship with environmental journalism. The aim of this could be to draw out lessons for future campaigns.

4.6 Access and Benefit Sharing (ABS)

4.6.1 Programme overview

Project leader	Ridwana Jooma
Area of operation	SA
Project team (staff or consultants)	Internal – Ridwana managed the project and had team members made up from different partner orgs - TRAFFIC, Rachel Wynberg, Francois Joubert (Envirolawsolutions), Maureen Wolfson (NBI)
Project structures (Boards, Committees, Partners etc)	Project advisory committee from representative stakeholders
Brief summary	A two-year project started in Aug 2001 –Aug 2003. Key outputs: a) Research studies by consultants b) Publication and distribution of studies c) ABS primer d) Most importantly capacity building and training (community and academics) on legislative process around the Biodiversity Bill and to influence the legislation Although a proposal has been submitted to donors for developing regulations, funding has not yet been secured and it is unclear whether the project will be able to continue
Clients	DEAT; public through enabling environment; community organisations
Who interviewed	Ridwana Jooma Rachel Wynberg – promised to respond but never did
Documents read/reviewed	Measuring the impacts of the IUCN-SA project, by Markus Burgener, undated Support to the implementation of Access and Benefit Sharing Legislation in South Africa, undated Final technical and financial report on "Support for the implementation of ABS legislation in SA", August 2003

4.6.2 Observations

Similar to Greening, time constraints did not allow for this project to be properly assessed. Although only one interview was conducted, the project had itself written up an assessment of its impact, and this has valuable insights for IUCN-SA. Key points identified here and our observations are:

- The project was unable to have the degree of impact on the Biodiversity Act as they would have liked, although it was successful in affecting some changes. This was mainly due to the position taken by the DEAT drafting team in not accepting external assistance in the development of the legislation. Other external experts, from the NGO, private or governmental sectors, had similar experiences. The strategy adopted by the team to address this was to both concentrate on the Department as well as members of the Environmental Affairs and Tourism Parliamentary Portfolio Committee.
- The greatest impact this project seems to have been on the various stakeholders for whom ABS is of concern. Biodiversity conservation and the sustainable use of natural resources are most likely to be achieved through changes in attitude and behaviour by all relevant stakeholders, be they resource users, non-governmental organizations, research institutions, policy-makers or decision-makers. A significant number of representatives from community-based organisations in most provinces attended workshops on ABS.
- A unique and unintended result of the project has been the establishment of networks, both locally and internationally. The regional workshops held in the provinces reached stakeholders from all segments of society - researchers, academics, communities, government officials, parliamentarians, conservation agencies, consultants and students. This has facilitated a deeper understanding of the roles and interests of the different stakeholders in respect to the implementation of the legislation and the management of SA's natural resources.
- The key issue that this experience raises is how the IUCN-SA impacts on national policy and legislation within a context where the responsible national department is reluctant to engagement with stakeholders and holds the drafting process very much in-house. Although the strategy of developing relationships with parliamentarians appears to have borne some fruit, this was not sufficient in

itself. Developing relationships with DEAT officials was difficult due to the high turnover of staff at DEAT. As other programmes also experience this difficulty, IUCN-SA should discuss lobbying strategies. One possibility could be to develop a multi-pronged approach where one focuses both on influencing the regulation and implementation thereof, but also at a practical level. This could involve encouraging the establishment of partnerships between appropriate commercial bio-prospecting partners and primary producers through the sharing of appropriate contracts, material transfer and benefit sharing agreements.

- A suggestion made was that IUCN-SA should develop expertise on ABS/IPR in-house. This could involve having such a position that is funded as part of the core centre. It was felt that it was a mistake to utilise consultants for parliamentary lobbying. A more effective publicity campaign could have been run.
- If IUCN-SA had resources available an independent assessment of how those outside the programme perceived IUCN-SA's role could assist in developing lobbying strategies. This could involve interviewing donors, DEAT, community reps involved in the workshops, parliamentarians and other experts who also experienced difficulties with lobbying.

5. Challenges, opportunities and changes required by IUCN-SA

This section contains our reflections on the challenges, opportunities and changes required in IUCN-SA's programme to bring about improvements in the social impact of its programme.

In considering trends, similarities and differences across the programmes assessed, the following conclusions are drawn:

1. The greatest strengths in the programmes and projects assessed are different. This is probably due to a combination of the following factors: the projects are different in terms of objectives, scale, scope and location; the projects have not been jointly planned; and experiences and lessons learnt have not been sufficiently shared between projects. In Blyde its greatest strength has been its convening and coordinating capacity, while in FTTSA it has been its knowledge empowerment process and capacity building of tourist enterprises. In the SVP it

is the media effectiveness and community networking for enterprise benefit, while in SASUSG IUCN-SA's greatest contribution has been in administration and financial support to enable this knowledge network. Greening exploited a significant networking opportunity in responding in a short period of time to the challenge of greening the WSSD.

2. Impacts of the projects on livelihoods have been different, and to date limited.

2.1 The SVP has to date had the most direct impact on livelihoods, but its scale and scope was narrow, focusing on eight enterprises. The challenge, being taken forward in NATRO, is increasing the scope and scale of impact.

2.2 In Blyde, due to the fact that the project is still in the planning phase, and it is a large-scale long-term programme, it is premature to expect livelihoods impacts but the potential for these to be realised at a significant scale is in place. The challenge is realising some in the short term, and being innovative about the potential job loss issue, so as to create a climate of hope for future longer-term impacts. This has to be done within a context where impacting on governance is difficult.

2.3 FTTSA has made good strides in creating an enabling pro-poor environment that emerging tourism enterprise and workers within the established tourism sector can take advantage of. It is premature to assess the impact of this on livelihoods. In our opinion, FTTSA does not seek to impact directly on livelihoods but is focused on the enabling environment level and this should be made more explicit.

2.4 SASUSG has had no direct impact on livelihoods, but has had impact on creating an enabling environment for sustainable livelihoods and conservation. IUCN-SA's role in this has been so limited that this positive impact cannot be attributed to IUCN-SA. The challenge for IUCN-SA is deciding on its relationship to SASUSG.

2.5 Greening had some impacts both on the enabling environment and on directly creating livelihoods. But these were short term and they need to be built on to be sustainable. The challenge is for IUCN-SA to identify how to take forward the lessons and ideas that came out of Greening and translate these into programmes/projects, without being dependent on other partners. It has generated the concept and business plan for a national sustainable development campaign, but this needs to be driven by and is dependent on DEAT. It is

acknowledged that IUCN-SA has tried to develop some concepts (e.g. the barometer), but it is worthwhile re-examining this. A design process for IUCN-SA driven programmes/projects at the level of detail as undertaken by NATPRO may be needed.

2.6 ABS was unable to have the degree of impact on the Biodiversity Act as they would have liked, although it was successful in affecting some changes. This was due to the difficulty of impacting on governance, a problem encountered by a number of programmes/projects. The greatest impact seems to have been on the various stakeholders for whom ABS is of concern.

3. IUCN-SA's impact on sustainable livelihoods is insignificant in terms of the scale and scope of the problem. This is the situation faced by all small NGOs and is not, in itself, a criticism of the IUCN-SA. The question is rather whether the strategies employed by IUCN-SA hold the potential to make a significant contribution in the medium to long term. It is our assessment that they do, although a number of changes are needed. Recommendations are made below.
4. The projects have had different planning models. The ability to respond quickly and constructively to opportunities that arise has been a great strength. Strengths in the initial phases of pursuing a vision with energy and then developing a tighter strategy and plan can be drawn on. Ongoing organisational support has been less uniformly successful. The FTTSA model of developing a clear, focussed tool and training others to use it is one that may be realistic for IUCN-SA in other projects where ongoing involvement is necessary but where IUCN-SA does not have the capacity to service the institutions.
5. The projects have developed different interesting models of empowerment of the previously disadvantaged. In FTTSA the model has been a rights-based one that has empowered employees at the workplace to utilise the trademark process to their benefit. The SVP model has focused on creating space in the market that community-based entrepreneurship could exploit to their benefit. The attempts at direct interventions in organisational development in the second phase of SVP were less successful. In Blyde, local level interventions have created local business opportunities despite a stalemate in the macro-political environment. In Greening, promotional communications campaigns have emerged as a new model for advocacy and lobbing work. This model of advocacy was also used in the SVP and other interventions such as the World Parks Congress, and is

emerging across programmes/projects as a key area of competence within the IUCN-SA. In all cases access to accurate information and training have been important.

6. Although IUCN-SA has worked on brown issues and in an urban context, there is no longer-term programme envisaged in this area. It is a gap that may be able to be filled in taking forward Greening.
7. In South Africa there is lack of depth in policy debates about the link between poverty alleviation and environmental sustainability. IUCN-SA works within the paradigm that there is a link between improved livelihoods and improved conservation of biodiversity. This is a disputed paradigm, but not one that can be empirically proven in the medium term. IUCN-SA should engage more vigorously in this debate, sharing its experiences and generating knowledge.
8. Across most programmes/projects interviewees linked their observation that IUCN-SA's was successful to specific individuals. The IUCN-SA was seen as being these individuals. This reveals the commitment, drive and success of the individuals. In most successful small organisations there is a high association between the organisation and the specific individual that the outsider deals with. There is a danger that the perception can be created that if these individuals are no longer with the organisation, then the organisation has little to offer. To counter this, IUCN-SA staff could adopt a more inclusive approach to work where other staff are also involved in networking and their profiles are also built. Having said this, it is still acknowledged that individual "champions" will always be important.

The following recommendations are made for how IUCN-SA can develop and implement its projects/programmes to improve their social impact:

1. IUCN-SA's present approach that emphasises a programmatic approach and joint planning is the correct one. IUCN-SA is moving from experimental and opportunistic interventions to a programmatic approach that shifts opinion towards an enabling environment for sustainable livelihoods and conservation, and impacts significantly on governance and/or markets so as to support sustainable livelihoods.

2. The development and use of a planned programmatic approach should not lose the entrepreneurial and innovative spirit that has characterised IUCN-SA's work. The baby approach, where one has a vision of what is being born but has to learn by doing, is preferred to the lengthy methodical and mechanical planning process. This also implies that IUCN-SA should continue with a basket of different types programmes/projects.

3. The ecosystems and livelihoods focus is the correct one, but IUCN-SA must be more explicit about what impacts it is trying to have on livelihoods over what time period. The assumption underlying many project interventions to date is that they will result in direct livelihood benefits. This is not the case. It is proposed that, within a flexible framework, the expected impacts be made explicit in planned programmes so that impact assessments can be made against previously set indicators. In broad terms programmes and projects can be divided into those that:

3.1 Intend to have an impact on creating an enabling environment for sustainable livelihoods and conservation but which are not expected to have direct impact on improving livelihoods

3.2 Intend to have an impact on directly improving livelihoods

3.3 Intend to do both of the above

4. In developing its programme IUCN-SA should have a working session where it examines this report and identifies what were the recipes for success within the programmes and projects that led to positive impacts. It should interrogate how this can work better for livelihood impacts. In addition, other assessments/evaluations that may be of value are: a) a cost-benefit analysis over different programmes in an attempt to quantify value for money and human input; b) assessment of Greenings communication impact based on the archive of press clippings in an attempt to pull out generic lessons for campaigns; c) quantifying the direct livelihoods impacts on the SVP enterprises for both knowing the actual impact (useful in profiling IUCN-SA) and developing/testing indicators for assessing future impact; and d) an independent assessment of how

those outside the ABS programme perceived IUCN-SA's role to assist with developing lobbying strategies in a context where government is closed.

5. The knowledge and empowerment models developed within the various programmes and projects should be both shared within IUCN-SA, but also with others. Some kind of publication that shares these innovations should be developed and distributed. IUCN-SA should increase leverage of its own resources, practice, networks and partners. This could include closer interaction with SASUSG.

6. The campaign model of advocacy that has emerged as a key and unique area of competency within IUCN-SA should be strengthened and developed. Presently this holds more promise than emphasising IUCN-SA as a "think-tank" or expert on certain conceptual policy matters. Links with the Millennium Development Goal campaign could prove fruitful.

7. Interaction with government poverty relief programmes at a policy level could be mutually beneficial. There is room for getting a better understanding of how IUCN-SA could position its intervention in poverty relief strategies. Certainly IUCN-SA has worked in nearly all the sectors that are to be prioritised for targeted financial support in terms of the Expanded Public Works Programme.

8. As IUCN-SA's ability to impact on governance, has emerged as difficult (this is not unique to IUCN-SA) a four-pronged approach may be useful:

8.1 Firstly, programmes should contain elements where emphasis is placed on impacting on markets for the benefit of the poor (e.g. SVP and FTTSA), even where the whole programme is focused on impacting on governance (e.g. Blyde). Within its basket of programmes/projects, some should be about impacting on markets.

8.2 Secondly, local level engagements where tangible results at a small scale can be achieved should be pursued. Within the basket of IUCN-SA programmes/projects, there should be a mix of localised and smaller scale interventions.

8.3 Thirdly, programmes should contain elements where IUCN-SA is not dependent on others but can drive the process forward itself. Within its basket of programmes/projects, some should be under the control of the IUCN-SA. An exclusive focus on partnerships would be unwise.

8.4 Fourthly, a learning approach should be adopted. Lessons must be sought elsewhere and shared about how one impacts on weak institutions, as this is a critical issue throughout Africa.

9. For the future programme, crosscutting mechanisms emerging from this assessment for achieving programme/project objectives are: a) empowerment mechanisms (e.g. FTTSA support and training to enterprises); and b) advocacy through communication campaigns. Possible clusters for the basket of programmes/projects could be:

9.1 People and Parks: e.g. Blyde, RVM, Restitution

9.2 Markets and Biodiversity: e.g. FTTSA, NATPRO

9.3 Urban and Brown: GAP

10. One stakeholder suggested that IUCN-SA should consider building it independence through becoming a National Chapter as in Pakistan. We are not aware what this entails, and are just conveying this suggestion to the IUCN-SA.

11. To make future impact assessments and evaluations more useful, IUCN-SA should ensure that all projects have detailed plans and indicators against which they can be assessed.

6. Measuring social impact in future

This section contains initial recommendations on an approach and indicators to measure social impact in future. The following approach is proposed:

The value of experimentation and production should not be reduced by an overdeveloped assessment and evaluation system. The approach therefore should be to identify the key indicators to be tracked and set in place as part of normal reporting procedures and record-keeping that will enable IUCN-SA to build up an evolving picture

of progress. The key criteria for evaluation should be prioritised and weighted. The issue of timing of intended impact should be considered. You would not want to assess a project as failing because your assessment is premature and it takes longer to delie on certain indicators. In other words whilst you may wish to track numbers of people or projects affected, your priority may be to ascertain whether the programmes or initiatives you put in place have long-term sustainability. This weighting and prioritisation minimises the danger of coming to unrealistic conclusions about impact because you are trying to achieve too much, or to monitor too much.

The short-sharp interview approach has worked well and could be replicated in the future. With some of the interviews it appeared that the telephonic anonymity it gave to interviewees was beneficial. Group interviews and debates could deepen understandings and should be allowed for in future assessment. One of the limitations about individual interviews is that you are limited to that person's insight and self-analysis. Group interviews allow for some of that to be challenged constructively so that in the process of interviewing you also give feedback to individuals.

Surveys are useful and you could consider using prepared questionnaires to get ongoing feedback from projects that have moved on to greater independence from IUCN-SA but where you still feel that there are lessons to be learned.

In essence, if ongoing assessment is to be effective and not too costly, it is important to get as much information as possible in the format required from either the projects themselves, or partners, or clients. IUCN-SA would need to think through appropriate and effective mechanism of getting this information. One way could be to offer to give the report, based on information supplied, back to the clients for their own use. IUCN-SA could add value to that by adding some analysis or even doing some cross-client or cross-project assessment that may prove very interesting for partners or clients. IUCN-SA should allocate sufficient resources per project for monitoring in future.

Possible indicators per category are:

A. Impacting on an enabling environment for sustainable livelihoods and conservation

Advocacy through campaigns

- Effect on shifting people's general perceptions: who one reaches (e.g. piggyback on Markinor general surveys)
- Product perspective: number of people signing up for specific products; number of new orders; increase in size of business in response to increased demand – e.g. turnover, employees/outsourcing, profit
- Track changes in media attitudes: increase in issues covered, no. of editorials etc
- Track changes in attitudes of decision-makers in particular corporates, departments, conservation bodies (IUCN etc)

Empowerment mechanisms

- Changes within certain organisations that show empowerment of previously disadvantaged
- Extent to which key institutions seek IUCN-SA input on certain topics
- Extent to which IUCN-SA is asked to share experiences and participate in other forums because people want to learn from IUCN-SA
- Influence on policy and legislation

B. Impacting on creating livelihoods directly

Economic options for poor increased

- Black economic empowerment: enterprise level
- Job creation
- Job retention or creation of viable alternatives
- Utilisation of natural resources by the poor
- Turnover and profit of enterprises

Social benefits for poor increased

- Affected community groups take ownership of process
- Affected communities initiate own interventions

Biodiversity increased/degradation decreased

- Areas reclaimed
- Amount of land use changed to conservation & tourism
- Sustainable use of natural resources

Governance improved

- Standing of specific institutions increases

- Local level institutions functioning
- Environmental governance improved