

Tourism in the Great Limpopo Transfrontier Conservation Area

*Relating strategic visions to local activities that promote
sustainable tourism development*

14 – 16 April 2005, Wits Rural Facility, Nr. Kruger National Park, South Africa

WORKSHOP PROCEEDINGS

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1. OVERVIEW

A workshop on “Tourism in the Great Limpopo Transfrontier Conservation Area” (TFCA) took place at Wits Rural Facility between 14 and 16 April. The aim of the tourism workshop was to critically discuss whether the Great Limpopo TFCA is evolving into a destination conducive to sustainable tourism, and to develop practical recommendations. Therefore the facilitators encouraged practical and critical debate, which was focused on understanding the current situation and recommending innovative and realistic approaches to tackle existing problems.

The workshop was advertised on the IUCN and WCPA Transboundary Task Force discussion lists. In all, there were 26 participants from 7 countries: Lesotho, Mozambique, Netherlands, South Africa, UK, USA and Zimbabwe. The participants provided insights from practitioners, policymakers, NGOs, community representatives, tourism industry, researchers and postgraduate students.

During the three-day workshop fourteen presentations were made on issues including the Great Limpopo Transfrontier Park institutional structure, biodiversity conservation, tourism investment, South African National Parks’ concessioning processes, revenue sharing in the TFCA and community based tourism (i.e. Makuleke, Covane community lodge, Sengwe area, birding tourism). There were also presentations made on tourism in the Maloti-Drakensberg and pro-poor tourism.

A focal activity during the workshop was a critical SWOT analysis addressing four key themes:

- Facilitating investment for sustainable tourism in the Great Limpopo (GL)TFCA;
- Improving livelihoods for the poor in and around the GLTFCA through tourism;
- Key components for responsible community based tourism in GLTFCA; and
- Land rights and resettlement issues, economic reform and empowerment.

A matrix approach permitted detailed cross-analysis of Strengths, Weaknesses, Opportunities and Threats. The participants broke into small working groups and consequently reported back to a plenary, where opportunity was provided for comment and discussion. Time for questions and comments was also provided during this activity.

This report provides a synthesis and discussion of the presentations and SWOT analysis. The proceedings are intended for use by those who have an interest in tourism development in the Great Limpopo TFCA, but may also have wider uses for those working on other transboundary areas.

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List of Acronyms

CBT	Community based tourism	NRM	Natural Resources Management
GLTFCA	Great Limpopo Transfrontier Conservation Area	PA	Protected Area
GNP	Gonarezhou National Park	PPP	Public Private Partnership
IUCN	World Conservation Union	RSA	Republic of South Africa
JMB	Joint Management Board	SANP	South African National Parks
KNP	Kruger National Park	TBNRM	Transboundary Natural Resource Management
LNP	Limpopo Natinal Park	TFCA	Transfrontier Conservation Area
LTFCA	Lubombo Transfrontier Conservation Area	TPARI	Transboundary Protected Areas Research Initiative
NGO	Non-Governmental Organisation		

Acknowledgements

TPARI would like to thank all of the people who generously gave up their time to participate in the IUCN/TPARI tourism workshop. Without their efforts their valuable insights would not be contained within these proceedings. The names and contact details of all participants can be found at the end of this document. Many thanks also to Wits Rural Facility for their hospitality.

Stuart Miller at TPARI provided administrative and logistical support during the planning phase and the workshop itself, took the photographs reproduced here, and also assisted with the compilation of these proceedings. Melissa de Kock (Peace Parks Foundation) and Marja Spierenburg (Vrije Universiteit) also assisted by recording minutes of the meeting.

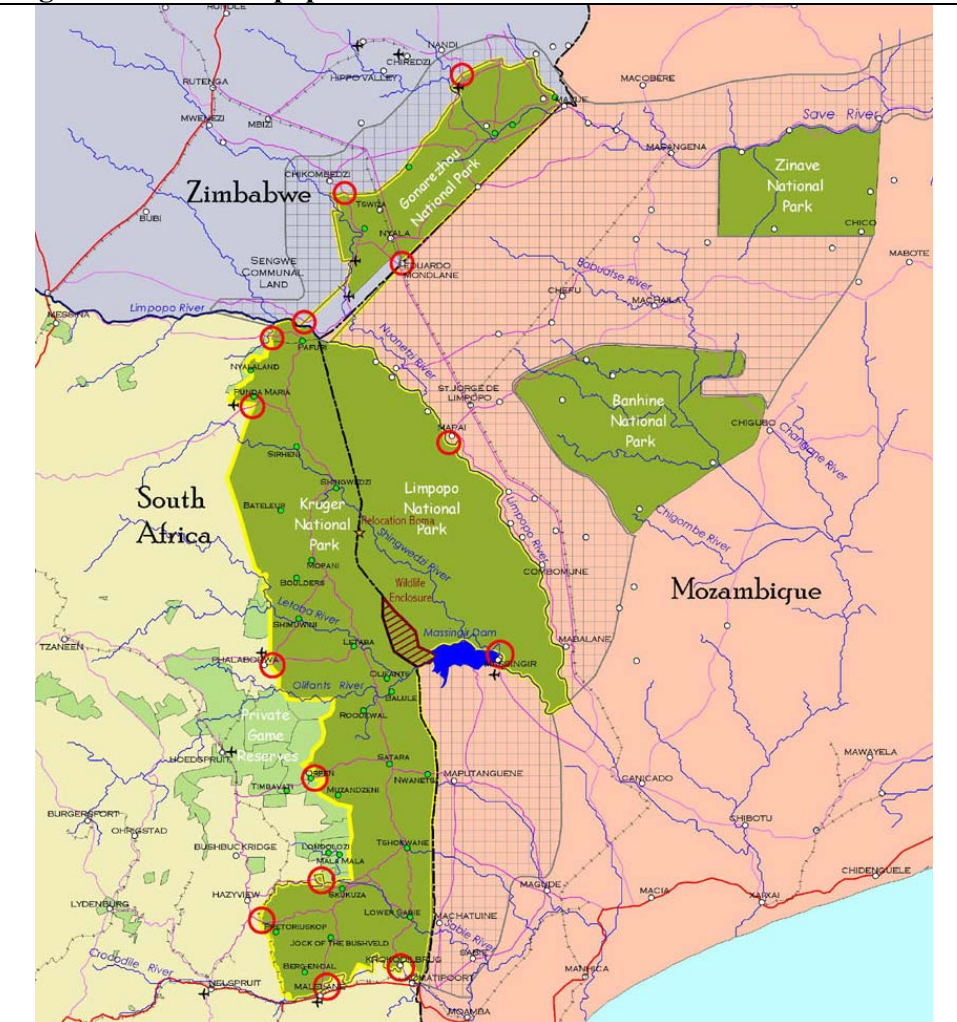
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2. INTRODUCTION

2.1 Transfrontier Conservation Areas

Transfrontier Conservation Areas (TFCAs) are described as relatively large areas that encompass one or more protected areas and straddle frontiers between two or more countries. In November 2000 an agreement was signed by the governments of Zimbabwe, South Africa and Mozambique to establish a nearly 100 000 km² TFCa between their countries, which became known as the Gaza-Kruger-Gonarezhou TFCa. Two years later a formal treaty was signed to develop a smaller 35 000 km² transboundary area containing core protected areas of Kruger National Park in South Africa, Gonarezhou National Park and communal land in Zimbabwe, and Limpopo National Park in Mozambique, known as the Great Limpopo Transfrontier Park. This was seen as a first phase towards the wider, and re-branded, Great Limpopo TFCa (see Figure 1).

Figure 1: Great Limpopo Transfrontier Conservation Area



Source: Peace Parks Foundation GIS department

Transboundary areas have a range of potential environmental, economic and social benefits. First, they have the potential to conserve a greater diversity of species within larger geographical areas across international boundaries than smaller national parks. Second, TFCAs may improve opportunities for tourism, by allowing visitors to disperse over greater areas with better quality

experiences, and by providing more diverse natural and cultural attractions. Third, TFCAs have the potential to develop tourism in such way that it sustainable: supporting the costs of conservation management, while also providing employment and entrepreneurial opportunities local people that support and enhance their livelihoods.

Background information on the GLTFCA and tourism can be found within “*Tourism Investment in the Great Limpopo Transfrontier Conservation Areas*”, a scoping report available from www.wits.ac.za/tbpardigitalhistory/Downloads/Background%20Paper.pdf

2.2 Aim of the workshop

The aim of the workshop was to critically discuss whether the Great Limpopo TFCA is evolving into a destination conducive to sustainable tourism, and to develop practical recommendations. Questions it sought to address included:

- Is the strategic vision of a transboundary area conducive to biodiversity conservation and supporting local livelihoods being met by current policies, plans and programmes?
- Are tourism stakeholders in the region promoting a responsible approach to business development and planning?
- What opportunities and constraints do communities in South Africa, Zimbabwe and Mozambique face in accessing in the tourism market?

The workshop participants were given opportunity to critically analyse issues regarding the progress of the GLTFCA over the past five years in relation to:

- policy, planning, institutional arrangements, governance, corruption and investment;
- the environmental, social and economic sustainability of existing and developing tourism initiatives, especially regarding land tenure and resettlement, poverty alleviation, community-based tourism (CBT), community based natural resource management (CBNRM), local economic development, South African National Parks’ (SANParks) concessioning processes, public-private partnerships and planning gain, market demand, branding, and product development, wildlife and livestock management and environmental impacts; and
- different likely scenarios for the evolution of the TFCA, tourism development, and the implications for local livelihoods and biodiversity conservation.

At the start of the workshop the participants were asked to introduce themselves and to explain what they wanted to get out of the experience. People stated that they wanted to:

- learn more about the Great Limpopo TFCA and community-based tourism;
- understand know how tourism can benefit everyone, and communities especially;
- share lessons from the concessioning process in SANParks and understand how the environmental components are integrated into planning;
- learn how to integrated nature conservation with competing claims on natural resources, land reform and livelihoods issues;
- know how to engage with communities in a pragmatic ways and address community benefits from tourism and land rights perspective;
- understand more about the ideology for conservation policies in relation to wildlife authorities and local communities;

- explore why the TFCA is not moving quickly, and how to meet the needs, concerns and aspirations of communities settled in the area;
- explore how governance issues in TFCAs play out with respect to local livelihoods and other stakeholders;
- address complex systems, biophysical processes and wider socio-ecological issues; and
- meet people and share the information and experience with others.

2.3 Proceedings structure

The **first section** of this document contains a summary of presentations that were made by participants and discussions that took place subsequently. The fourteen papers addressed the institutional structure of the Great Limpopo Transfrontier Park (GLTP), biodiversity conservation, tourism investment, concessioning processes, revenue sharing and community based tourism (i.e. Makuleke, Covane community lodge, Sengwe area, birding tourism). Presentations were also made on tourism in the Maloti-Drakensberg and pro-poor tourism.

The **second section** details the process and results of the SWOT analysis, during which workshop participants systematically explored four key issues:

- Facilitating investment for sustainable tourism in the GLTFCA;
- Improving livelihoods for the poor in and around the GLTFCA through tourism;
- Key components for responsible community based tourism in GLTFCA; and
- Land rights and resettlement issues, economic reform and empowerment.

The **final section** of this report provides a synthesis of the workshop's outcomes.

3. PRESENTATIONS

Summaries of presentations and discussions are presented below. To access the full presentations, please download the full proceedings and transcripts from www.wits.ac.za/tbparigitalhistory/Indaba%202005.htm

Solomon Momeshora of IUCN-ROSA presented an overview of Transboundary Natural Resource Management in Southern Africa. This paper summarised the findings of research implemented by IUCN-ROSA that aimed to improve transboundary natural resource management (TBNRM) initiatives in the region. It was reported that TBNRMs face a number of challenges regarding infrastructure development, border security and control, community consultation and participation, in addition to resource rights and livelihoods. Some of the key findings included:

- The institutional structures shape the way people are involved in NRM, but local people's responses to TBNRM also influence national, regional and international policies (e.g. as in the GLTFCA).
- International and national NGOs, governments, development banks and the private sector largely drive agendas, and communities are 'consulted' after decisions have been made.
- Communities tend to act as labour pools that make conservation areas and private enterprises more productive, but community members' returns (such as revenue, employment and retail opportunities) for involvement in TBNRM remains ambiguous.
- Land is being converted from agricultural use to wildlife habitats due to the economic argument that wildlife-based tourism is more profitable.
- Resources that were regarded as commons are now being treated as commodities that can be owned and traded.
- There is concern that an emphasis on community based and wildlife tourism by TBNRM institutions is unrealistically positive, that it ignores diverse livelihoods strategies and it may not be best suited to group management (e.g. community committees tend find running businesses difficult, and CBTs are unlikely to generate sufficient revenue to make an impact on the community because of the large number of beneficiaries).
- Community institutions are best suited to represent local people in planning activities, entering joint ventures with the private sector, equitably distributing benefits, negotiating with NGOs and developing plans and activities.
- The formalisation of movement across borders is likely to impede the movement of border communities who have previously survived because of the absence of border security and control.
- Market mechanisms are not sufficient to redress gross inequalities and disparities in wealth between the rich and poor, and the state needs to play a role. The disparities may increase along with conflicts unless TBNRM becomes a tool for the redistribution of rights (i.e. to land, resources and related benefits).

The discussion that followed the presentation highlighted the need to be realistic regarding the practicalities of having wildlife, tourism, people, livestock and crops in one area: "*Jucuzzis and elephants don't mix.*" Participants noted that if communities are degrading resources that their livelihoods depend on, there may be higher pressure on resources within parks. Therefore tenure rights and common property rights need to be addressed. Conflict, it was noted, is not always a negative factor but actually an integral part of finding appropriate solutions that needs to be transparent and understood: "*It is healthy to have controversy*".



Solomon Momeshora, IUCN-ROSA



Siyabulela Morris, Robin Turner and Sue Eber

Fannie Mutepfa, the Coordinator of the Great Limpopo Transfrontier Park (GLTP), made a presentation on the history, objectives, institutional structures and priorities of the park. Some of the priorities presented included de-mining in Limpopo National Park and Sengwe, removing fencing, holding mobile workshops for local communities, malaria control, veterinary surveillance and packaging investment opportunities for the private sector.

An overview of the tourism strategy was provided, in relation to the Integrated Tourism Development Plan. This plan emphasises diverse tourism products, balancing conservation and tourism, revenue sharing, collaborative marketing and community participation. Critical issues for viable tourism included the establishment of the Sengwe corridor, to link Gonarezhou NP with Kruger NP; the planning and construction of regional roads (including from South Africa to the Mozambican coast); and the resolution communities living within Gonarezhou, the Sengwe corridor and Limpopo NP. It was noted that Limpopo NP and Gonarezhou NPs are not planning to replicate Kruger NP, but looking to develop different types of tourism.



Giju Varghese and Joep Stevens and Malcolm Draper



Fannie Mutepfa, Great Limpopo Transfrontier Park

A discussion took place regarding veterinary and security issues associated with the removal of the fences along national borders, which is considered necessary for political, symbolic and marketing reasons (in addition to being consistent with ecosystem approaches to conservation.) Regarding the movement of people, it was noted that there are intentions to establish social linkages across borders, with community workshops held to re-establish transboundary relationships. However, the issue of security and border control needs to be addressed within a wider institutional framework incorporating community issues. Questions were raised regarding how communities would realistically benefit, and how it would be decided who would benefit. Although communities are

not represented within the institutional structure (which allows for government-to-government representation) it is up to countries themselves to select their representatives, and these could include community members.

Malcolm Draper, Harry Wells and Marja Spierenburg, respectfully from the Universities of KwaZulu Natal, Leiden and Vrije, presented a paper entitled “Time is money: Parks and timescales”. Some of the key points raised included:

- The colonial powers of South African and Mozambique had different historical relationships with wildlife. South African’s historically tended to consider wildlife as an economic asset, but aside from selling hunting permits to individuals, the Portuguese did not.
- There is a collision of views, and stakeholders should slow down to look carefully at what they are doing since different stakeholders perceive time differently. A time-is-money approach is detracting from natural and agricultural timescales and is fragmented.
- Business and government are enclosing the commons and removing resources from common people – creating a collision between globals and locals.
- Private sector involvement with local communities is interesting regarding the investments made by the different parties, and therefore who becomes the most ‘powerful’ party in a joint-venture. It is an unscrupulous arena, where communities can loose out in negotiations due to a lack of knowledge and training.



Marja Spierenburg, Vrije Universiteit

Discussions reviewed whether there were any alternatives to the current approach. The need for transparency rather than rhetoric was highlighted, especially in a ‘harsh world’ with little room for pity. Although community conservation has noble objectives there is a major challenge to generate new businesses and uplift people’s lives.

The Kruger NP brand developed by the public sector was identified as commercially valuable and viable, which is the reason for current private sector interest. However, optimum values for local communities, and the ‘value’ of nature conservation areas are difficult to define. Not making a profit at the expense of the poor was highlighted as important, and it was noted that the private sector and communities have different needs. Other interesting issues that arose included:

- The need to address stakeholder benefits, conflicts, different ideologies and power relations between participating states. This discussion included the ability of agencies with GIS maps to “*make rivers disappear with the click of the mouse*” and impose their world-views and dreams.
- The complexities associated with placing people in ‘poor’ and ‘elite’ categories, and ‘legal’ and ‘illegal’ cross-border movement.
- The value of build-operate-transfer systems within joint-ventures, and the justification for the private sector to make a profit, without exploiting the poor.

Harry Biggs of South African National Parks (SANParks) presented a paper on conservation and biodiversity issues in the GLTFCA, which had been developed with the assistance of **Danie Pienaar** and **Piet Theron**. “If time is money – biodiversity is space”, and it was indicated that TFCAs were not actually located in the best areas for biodiversity conservation. The status of the

TFCA in relation species diversity, elevation, geology, rainfall, river catchments, zoning and invasive species were illustrated with a series of maps. Alien species include bovine tuberculosis and plants, and post the single biggest threat to biodiversity after land-use change. An overview of wildlife translocated into a game sanctuary in Limpopo NP was provided (e.g. 500 animals so far, including 10 white rhino), with a discussion of the movement of translocated elephants back into Kruger NP and the issue of human-wildlife conflict. The process of removing fences between the countries will take place, and the small segments that are currently open will increase past a symbolic point and will gain momentum. The fence has only been there for 30 years, and security and veterinary people will have to deal with the removal. Regarding security, it was noted that Limpopo NP has appointed park management staff and trained 70 rangers, while a community system and infrastructure was being put in place. A high-level tri-lateral border crime committee had been established, in addition to a GLTP Safety and Security committee, while regular bilateral meetings of ground staff being held.



Harry Biggs of SANParks (right) and Malcolm Draper of the University of KwaZulu Natal (left)

Key achievements included:

- The first border crossing inside the park at Giryondo, which would be completed in 2005.
- A legal process to formally proclaim the Sengwe Corridor as a wilderness area had begun.
- Infrastructure was being upgraded throughout the transfrontier park.
- A revenue sharing mechanism has been decided, and for the present each park will charge separate fees for entry due to their different infrastructure and wildlife viewing opportunities.

Anna Spenceley gave an overview of the TPARI research fellowship's objectives and progress to date, including a scoping report on tourism in the Great Limpopo TFCA, on which the presentation was made (available at www.wits.ac.za/tbpardigitalhistory/Downloads/Background%20Paper.pdf).

Information was presented on the accommodation, visitation and infrastructure to the Zimbabwean, Mozambican and South African parts of the GLTFCA. This was followed by a summary of the institutional drivers and the constraints faced by each country in developing the TFCA. The subsequent discussion concerned:

- Congestion of tourists, and different perceptions of first-time and repeat visitors, and the use of market studies to look at tourist demand, product diversity and the quality of experiences provided.
- Fair Trade in Tourism, which provides an independent evaluation of transparency, reliability, fair share, democracy and sustainability, and a review of certification in general (e.g. the difficulties of establishing a global certification system).



Anna Spenceley, TPARI

- Variable consultation with local communities in the participating countries.
- The policy background in South Africa, with the 1996 South African White Paper on Tourism Development and Promotion and the 2002 Responsible Tourism Guidelines. The existence of responsible tourism training programs for planners – with policy starting to trickle down to implementation.
- The lack of collaboration between the government and private sector in Mozambique.
- Business issues such as branding, raising awareness, the importance of the domestic tourism market (e.g. in South Africa domestic tourism generates the same revenues as foreign tourism) and minimizing leakage of tourism revenues.
- The lack of understanding about animal health and wildlife dynamics across large landscapes.

Diversifying the discussion towards other transboundary areas, **Patrick Mamimine** presented a paper on the challenges of tourism development in the Maloti-Drakensberg TFCA, which had been developed by himself and **Leonore Beukes**. Issues regarding the area were raised regarding:

- The region's globally significant biological and cultural resources.
- Threats, such as shifting agriculture, inappropriate fire management, over grazing, erosion, alien plants draining wetlands, forestry, security and unsustainable use of natural resources.
- Infrastructure in Lesotho and South Africa, particularly in relation to transportation and the quality of roads.
- The challenging investment climate of Lesotho, and investment agencies in KwaZulu-Natal
- The lack of product development in Lesotho and the uncoordinated approach in South Africa.
- Community involvement and local economic development, and the need for incentives to encourage communities to act as custodians of natural and cultural resources - with meaningful economic empowerment, capacity building and skills transfer.
- The regulatory and institutional framework, including agreements, regulations, human resources and planning frameworks on paper, but the lack of action by governments on the ground.

Discussions concerned different forms land tenure in South Africa and Lesotho: the former having both private and state land, while the later has only communal land. It was noted the value of particular investments and their rate of return should guide concession lengths. The issue of crime (including tourist muggings and cattle rustling) in relation to poverty was raised, and noted that crime was taken seriously and there were no serious threats to visitors.



Patrick Mamimine, Maloti-Drakensburg Transfrontier Park



Leonore Beukes, Maloti-Drakensburg TP

Giju Varghese of SANParks presented a paper on the organisation’s concessioning process, conservation and empowerment objectives. The key driver of the concessioning strategy had been to fund conservation and sustainable tourism, and it provided a mechanism to reduce the dependence on state funding and improve existing operational efficiencies. Capital investment is difficult for the parastatal to obtain, since its income is derived from the state and its mandate is to conserve biodiversity for the people. An overview was provided on the tender mechanisms used to maximise conservation, empowerment and financial benefits from the private sector. Some of the achievements reported from the process were:

- Increased financial returns for conservation funding: total concession income of R22.2 million and increased infrastructure of R270 m (with assets reverting to SANParks) and 380 additional guest beds
- Employment generation, with 620 new jobs (correct within 10%), 79% of whom were Historically Disadvantaged Individuals (HDI) from communities adjacent to the parks. There were no job losses.
- From the lodges, local purchasing, with a guaranteed annual spend of R7 m at local community SMMEs
- Local ownership, with 7 accommodation concessions having over 50% black ownership, and an average Black Economic Empowerment (BEE) equity of 54%.

Lessons learned from the process included (a) the need for good quality sites and quality operators, (b) that demand was greater than supply, (c) the need to improve institutional capacity and the operational level of the park with balanced and efficient contract management. SANParks also learned that the institution must have a long-term strategy and vision, and must manage expectations of stakeholders regarding such initiatives. The financial model had to be revised since the private sector overestimated the income they would generate from the concessions.

The commercialisation program found that public-private partnerships were a useful tourism development tool, the management of public-private partnerships (PPPs) was complex and required skilled management, and that the institution had to embrace interaction with partners.

During the discussion, it was highlighted that the private sector partners needed to have the abilities to do the work, “*Restaurants need to know how to make coffee.*” It was also noted that to date SANParks has not been able to obtain an auditor on the social side of the concession obligations, and do not know whether they are really undertaking their commitments. Attaining optimal infrastructure without compromising aesthetics and wilderness is important.



Gladman Kundhlande, Harry Wells, Marja Spierenburg and Sue Eber



Giju Varghese, SANParks

Joep Stevens from SANParks presented a paper on revenue sharing in the GLTP. Information on the current fee structures in Kruger, Gonarezhou and Limpopo National Parks was provided. Since June 2003 SANParks has had a three-tier pricing system, where Mozambican and Zimbabwean's pay the same as South Africans to enter Kruger NP. A review of the different funding options available for the amalgamated transfrontier park included single GLTP fees, separate fees for each country, one-off fees paid at the point of entry, dual fees, and discounted separate fees. Review of the revenue sharing options for GLTP revealed the complexity of selecting a simple but fair system. For example, should South Africa pay Mozambique to take its elephants - because they are helping with the elephant overpopulation problem? Should revenue could be shared between the participating countries in relation to the surface area of their nations within the park; quantity of wildlife; number of guest entries; total operating costs; quality of guest experience; or in relation to the number of gates and roads? Options also include countries keeping what they collect; sharing revenues equally or reallocating revenue based on need and ability to pay. The current position, as an intermediate situation, is that the countries charge separate fees. A contribution to a joint fund as a margin of the park fee income is being considered, and the allocation of that income would be considered by the Joint Management Board.

Discussions addressed the use of revenues from Kruger NP to fund conservation in critical habitats and different ecosystems throughout the country that are not generating revenues (e.g. wetlands). It was indicated that there was pressure on SANParks resources, which was aiming to increase the amount of protected area in the country to 10%. Regarding the current market for tourism in the parks, it was noted that the South African domestic market includes an emerging middle class that is Black, but that they are tending not to visit parks. Therefore GLTP is a marketing opportunity to create demand without the emotional or historical 'baggage' associated with Kruger. The need for a strategy focussing on the black market was highlighted, in relation to how the product needs to be changed to attract them.



Joep Stevens, SANParks



Harry Biggs, Duan Biggs, Solomon Mombeshora

Douglas McNab from the Overseas Development Institute presented a paper regarding South African corporates piloting pro-poor linkages. Pro-poor tourism is a different way of doing business, which increases the net benefits to the poor. The approach assumes that business remains business, but envisages that a small change in the tourism sector in general could make a significant difference to development. Results from a 3-year program working with tourism companies at pilot sites to implement pro-poor tourism had been implemented. The project facilitated new linkages between the tourism enterprises and local communities, through the development of new enterprises, changing attitudes and access to markets. The business case for pro-poor tourism was provided, while challenges included the need for a driver/champion; someone to invest time and

legwork; top management support; attitude change; managed expectations; willingness to turn first failures into improvements; and the ability to form new partnerships.



Salomão Valoi (left) and Douglas McNab (right)

Participants considered the need for buy-in from management and staff for interventions to work, but that government policy could form blockages. There was also debate regarding the authenticity of cultural products offered to tourists, “*Traditional dancers slip back into their jeans afterwards and then go back to reality,*” and the depth of cultural exchange, “*Development is not just employment but is also about adding social capital*”. Local purchasing was discussed with regard to craft and globalisation. Regarding improving access to tourists by the informal sector, the example of progress made in all-inclusive hotels in the

Gambia was made. In New Zealand it was noted that cultural tourism is implemented through local Maori associations linked to the private sector. The social construction of poverty was raised and that, “*Constructing people as poor legitimizes intervention to turn their product over to tourism. Justification for intervention is that being poor is a problem we need to solve. Do all of those people think that they are poor?*” It was noted that the poor were previously perceived to be living an ‘alternative livelihood’. However, consideration was made to the impact that different power relations had when negotiating relationships and involved between the poor and the private sector. Also if a group of people are given a choice with appropriate advice and support they can make informed decisions about how they wish to live their lives.

Lamson Maluleke of SANParks reviewed community-based tourism (CBT) in the GLTP. He indicated that he did not think that CBT yet existed within the area, and that the role of communities should go beyond consultation and towards more involvement, with conservation linked to development and moving away from protectionism. It was deemed difficult to say then whether communities were benefiting from GLTP. As an example, the Makuleke community was returned their land inside Kruger NP, and maintained the conservation status of their land. The history of the Makuleke’s restitution of their land in the Pafuri Triangle was provided, including details of the contractual national park and potential for consumptive and non-consumptive use and the management agreement with SANParks. The opportunity for community-to-community exchange visits and job creation around the TFCA was raised, but so was the current isolation of local communities in the development process. In conclusion, the need for appropriate representation of communities and inclusive consultation was highlighted, in addition to the importance devolving rights and powers to the local level. Gaining legitimacy was important to the group, so that partnerships are mutually beneficial and not dominated by the powerful and elite, while demonstrating community benefits was important to ensure community participation and support. The question was asked: “*Is the community benefiting the GLTFCA or should the GLTFCA be benefiting the community?*”

There was a discussion regarding the commercial rights of the Makuleke, especially in relation to hunting. The contract with Wilderness Safaris stated that the Makuleke would have to stop hunting, although lots of money was generated from the hunts (e.g. the last hunt generated R1.5 m). It was noted that there would be less from tourism than hunting because of the way the contract was structured, and therefore a suggestion that this had effectively disempowered community in terms of their benefits. Although there were lots of people who worked on the negotiation of the contract with Wilderness Safaris, the need for a strong advisor to engage with ‘big guys’ was highlighted.

Suggestions were made that the community overlooked some of the relevant and important issues that should have been tackled, and that perhaps they were overexcited about the name of ‘Wilderness Safaris’. *“It is up to the generation today to make things well ordered so that next generation does not inherit their problems. Not all of the people living now in Makuleke will be alive in 45 years, so we need to re-address these issues before next generation takes over.”* The concessioning process in Kruger NP was reviewed, since it took place when the Makuleke were also undertaking their concessioning process. Questions were raised regarding whether the Makuleke were actually competition with Kruger NP for business. Responsibilities for enforcing the Makuleke’s settlement agreement were considered, in particular in relation to the employment of contractors.



Lamson Makuleke, SANParks



Marja Spierenburg; Sonto Mayise and Paul Hebinck

Geraldo Palalane of Helvetas presented a paper on Covane Community Lodge accompanied by **Solomão Valoi**, the lodge manager. The lodge owned by the Canhane communities is based just outside the Limpopo NP (but within the TFCA), adjacent to the Massingir Dam. Helvetas is a Swiss NGO that facilitated the development of the lodge and delimitation of the land, on behalf of the community and with financial assistance from USAID. The objectives of the lodge were presented, and related to community capacity building, improving the quality of live, and promoting achievements within LNP.

An overview of community participation in the lodge development was provided – from participatory rural appraisal and the establishment of a community committee with a bank account – through to local employment and the distribution of profits. The need to develop a culture of tourism was raised, as was the time required to learn about tourism, constraints faced where few were literate or spoke English. Regular communication between Helvetas and the community was raised as very important, and they have discussions with the whole community every six months.



Geraldo Palalane, Helvetas

There was discussion regarding the length of time required to train people and build sufficient capacity for them to run the lodge, as Helvetas proposes to leave the partnership after three

operating years. Marketing is undertaken by Helvetas, by distributing information and placing notices in newspapers during holidays.

Gladman Kundhlande from the Southern Alliance for Indigenous Resources (SAFIRE) presented a paper on the Sengwe communal area in Zimbabwe, in relation to CBNRM and tourism. After presenting the mission and strategic focus of SAFIRE, an overview was provided of the stakeholders, initiatives, resource assessments and conservation in the south-east Lowveld. Regarding Sengwe, it was indicated that the idea of corridor and its extent had been accepted by communities, and that although there will not be wholesale movement of people from the corridor to elsewhere, some people may move out. Most of the work in Sengwe has been preparatory to date, and implementation by government and investment is now required, *“communities will be in a position to know what to do with investors when the time comes.”*

A tourism development plan for the area was presented that markets the south-east Lowveld as a single destination, with complementary products including cultural tourism. There is a women’s association producing crafts in Sengwe, but the market for tourism products low because of the low numbers of visitors. SAFIRE presented a tender for an area next to Sengwe in order that that the community could become owners of tourism enterprises and generate money. Although it is not so important whether the enterprises are inside or outside the park according to SAFIRE, they should be meaningful businesses. The issue of tenders by the wildlife authority was indicated, and it was envisaged that some of the opportunities should be given to communities living next to the park – whether they be individuals or groups. Developing products from what is available in the communities is important to boost incomes and livelihoods.

Key success factors for CBT highlighted included:

- Community involvement at every stage *“Doing dances for tourists is OK, but we feel they should be meaningful players in the business”*;
- Payment for conservation efforts of communities through tourism;
- Competent community institutions;
- Overnight facilities in communal areas;
- Setting and maintaining standards for CBTs;
- Access to development and investment sites in protected areas by community entrepreneurs;
- Partnerships with the private sector in product development, management and marketing;
- Social responsibility within business culture; and
- Complementary conservation activities (e.g. crafts, natural product development).

Areas of concern included the inadequate devolution of authority to the local level to manage resources, and the occupation of protected areas (i.e. Gonarezhou) by settlers. About 10,000 ha of Gonarezhou has been settled by around 500 families. SAFIRE were asked by IUCN to do a study on this and report with several options, which include for communities to remain and sections of the park to be excised, or for people to be relocated. The very poor infrastructure and low levels of investment in CBTs in the area was highlighted.

Part of the discussion considered the establishment of overnight facilities in communal areas in relation to the market demands and community expectations. The focus appeared to be on the practical needs of tourists for accommodation, in proximity to attractions (e.g. birding sites). The abundance of backpacker accommodation in Thailand was reviewed, as were homestays in Lesotho – but with awareness that tourists did not to intrude into people’s homes and over-commercialise them. The need for appropriate infrastructure and physical access to destinations was highlighted, as was the accessibility of loans. From a practical perspective, it was noted that unless the bridge

from South Africa to the Sengwe area was completed, there would not be any benefits from tourism in the GLTFCA, as there would be no tourists.



Gladman Kundhlane, SAFIRE



Fannie Mutepfa and Lamson Maluleke

Duan Biggs from the University of Cape Town presented a paper on community-based birding tourism. Background on the market in South Africa and other countries was provided, followed by an overview of Birdlife SA's initiatives to develop community-based birding tourism. Their initiative incorporated stakeholder engagement, candidate selection, training, assessment, marketing and business development. Key elements for success included long-term commitment to capacity building in guiding skills, conservation and business development; marketing; and effective stakeholder engagement with broad participation. Challenges included commitment and aptitude of guides, facilitating the emergence of entrepreneurs and the high cost of long-term support. Masters-level research being undertaken to identify the institutional arrangements and drivers that increase the success rate of this form of tourism was then outlined.



Duan Biggs, University of Cape Town

There was some debate regarding the gender profile of guides, with comment that some female guides struggled to communicate with tourists, which led to more men being selected for bird guide training. However, it was demonstrated that women in general are not intimidated by tourists – for example most B&Bs are run by women, and perhaps some simply need more knowledge and training to participate within tourism more effectively. The process of becoming a registered tour guide in South Africa was reviewed, and it was indicated the difficulties and expense associated with registration led to many guides operating illegally. The

practicality of bird guiding as a complementary livelihood strategy was discussed, in relation to other sources of revenue in households (e.g. would guides be late to work on a farm because they had to go birding at dawn?)

Marja Spierenburg provided an overview of the TPARI social indaba, which had been held for social scientists and conservationists in Kruger NP prior to the tourism workshop. Some of the issues that came out at the social indaba were similar to those discussed at this tourism workshop - such as the issue of power between the stakeholders and benefits for communities. There were

difficulties in defining both communities and power issues. Power issues were reviewed between scientists and other stakeholders, and also between different types of scientists.

Questions were raised regarding the validity of different types of knowledge (e.g. local understanding of natural resources management) and who is responsible for defining what kind of knowledge should be gathered? What methods should be used to gather the information? Perhaps improvements in the relationships between communities, social scientists and conservationists could be made if these issues were discussed in creative ways. There is a need for stakeholders to understand one another with a common language, as community members say, “*We can hear you but we cannot speak*”. Cognisance was given to the tendency for social scientists to consider communities to be the rural poor, but stakeholders also include tourists and NGOs. Some of those trying to help with poverty alleviation agendas may be too academically knowledgeable, and communities are simply ‘told’ what academics think is best for them.

Discussions reviewed shifting paradigms and whether focus was now moving away from CBT and CBNRM towards more fortress conservation. Some people say that CBNRM is not working, while others say that it has not really been tried. Research emphasis should include governance issues, looking at relationships between local government and people, and also within and between countries. For example, certain issues of the GLTP are decided in the Joint Management Board, but community issues are discussed at national government level. The issue of engagement was considered critical.

4. SWOT ANALYSIS

SWOT analysis is an approach that can be used to explore the Strengths, Weaknesses, Opportunities and Threats of a particular issue. Workshop facilitators and attendants suggested a series of issues relevant to tourism development in the Great Limpopo TFCA for analysis. Two SWOT sessions were held over the course of two days, which meant that each participant could select two issues to address. Nine options were initially proposed for discussion by the most popular four were eventually addressed:

<p>Session 1</p> <ul style="list-style-type: none"> Facilitating investment for sustainable tourism in the GLTFCA Improving livelihoods for the poor in and around the GLTFCA through tourism 	<p>Session 2</p> <ul style="list-style-type: none"> Key components for responsible community based tourism in GLTFCA Land rights and resettlement issues, economic reform and empowerment
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The groups worked through the Strengths, Weaknesses, Opportunities and Threats, on each issue, spending twenty to thirty minutes discussing each part.



Once this was completed, the working groups used a SWOT matrix to undertake a more detailed analysis (see Table 1). The matrix was used to look at combinations of Strengths, Weaknesses, Opportunities and Threats in order to generate practical recommendations. Thirty to forty minutes were spent on each of the combinations relating to the group's chosen issue. Subsequently each group presented their work to the plenary and a discussion was facilitated.

Table 1: SWOT matrix		
	Strengths Positive characteristics and advantages of the issue, situation or technique.	Weaknesses Negative characteristics and disadvantages of the issue, situation, or technique.
Opportunities Factors and/or situations that can benefit, enhance or improve the issue, situation, or technique.	Strengths-Opportunities Analysis How can strengths be employed to take advantage of development opportunities?	Weaknesses-Opportunities Analysis How can weaknesses be overcome to take advantage of development opportunities?
Threats Factors and/or situations that can hinder the issue, situation, or technique.	Strengths-Threats Analysis How can strengths be used to counteract threats that tend to hinder achievement of objectives and pursuit of opportunities?	Weaknesses-Threats Analysis How can weaknesses be overcome to counteract threats that tend to hinder achievement of objectives and pursuit of opportunities?

Table 2: Facilitating investment for sustainable tourism initiatives in the GLTFCA (SWOT)

Strengths	Weaknesses
<ul style="list-style-type: none"> • Features and unique selling points (USP) e.g. Size; Big Five, Romantic, Novelty/New frontier, Cultural heritage, High risk/adventure, Existing infrastructure • National Parks • Good sites for investment • Green investment • Expertise in terms of protected area management, conservation and tourism • Global identity and prominence • Media hype and global gloss • Huge South African market • Private sector support • Regionalism (SADC, Tripartite treaty NEPAD) • Political stability in region • Existing legal structures 	<ul style="list-style-type: none"> • Lack of infrastructure • Community settlements in parts of GLTFCA/GLTP • Over-expectation by communities for development • Buy-in by some communities • Lack of negotiating power in communities • Elite driven and top-down • Capacity deficits • Vague, nebulous identity • Cross-border access (including visas) • Compatibility of legislation • Lacking co-ordinating body for investment • No regional investment strategy • Lack of spending potential • Under-valuation of natural assets • Unevenness between three countries: South Africa dominated • Imbalance in tourism operations • Different pricing between the countries
Opportunities	Threats
<ul style="list-style-type: none"> • Wide range of tourist products for investment • Cultural tourism with communities • Uplift living standards of communities • Joint marketing and selling opportunity • New partnerships between states, NGOs, communities etc • Could serve as a role model for people and conservation • Reintroduction of wildlife in some areas • Increased investment opportunity for state and private sector • Spin-off opportunities for outsourcing services • Increased opportunities for research and education • Bioregionalism • Even the playing fields • Neo-national social identity • Media sympathy 	<ul style="list-style-type: none"> • Political and social instability (potential isolation from some international markets) • Global/regional terrorism • Long bureaucratic investment processes • Corruption • Taxes versus incentives • Instability of oil price and currencies • Human-animal diseases: AIDS/Malaria/anthrax etc • Human and wildlife conflict • Natural disasters • Oversupply of products (competitive) • Overoptimistic projections • Competition • Crime including poaching • Land tenure and property rights • Population growth • Lack of community support • Failure to deliver expected benefits • Water resources

The **Strengths-Opportunities** analysis considered how the strengths identified could be used to take advantage of tourism investment opportunities. The group considered that marketing could take advantage of the media, with a globally recognized brand and a positive image. Investment could also be facilitated given existing infrastructure and the legal framework that was already in place. Diverse tourism products could be catalyzed given the size of the TFCA, its biodiversity, Unique Selling Propositions (USP) and the availability of attractive sites.

During the **Weaknesses-Opportunities** debate, participants considered how weaknesses could be overcome to take advantage of opportunities to facilitate tourism investment. Integrating intuitional structures was identified as an option, with a stronger over-arching management structure that would incorporate lobbying and investment branches. A review of the legal framework, in addition to use of an investment and tourism plan with an infrastructure development plan were also highlighted.

The **Strengths-Threats** analysis considered how investment strengths could be used to counteract threats that tended to hinder the achievement of objectives and opportunities. The group indicated that increased tourism would imply increased surveillance and therefore reduced crime, poaching and land invasions, while positive media hype may address the problem of political instability. Green investment and social responsibility could be linked to community development - promoting access to capital and community support. The existence of a strong South African market for tourism countered the threat of international instability, with a viable regional pool of potential tourists. Population growth and migration may lead to growth in human capital and capacity. Additionally, developing a clear investment portfolio would make tourism projections more realistic.

Weaknesses-Threats analysis addressed how investment weaknesses could be overcome to counteract threats that hinder the pursuit of opportunities. The group established that if the government and NGOs did not invest in infrastructure in the short term, it would diminish future access to capital. Addressing the failure to deliver perceived benefits, and managing unrealistic expectations could be managed without losing buy-in from communities, by communicating the likelihood and size of reasonable returns, and addressing expectations as far as possible. This would also address the perceived failure to deliver benefits. Increasing the community stake in institutional participation processes and insisting upon transparency of the elite would counter negative perceptions and improve buy-in, but the elite could remain a strong source of funding if managed carefully. A cross-border access policy could establish a mixture of visitors, and affect the risk profile of investments and market segments. However, if communities living inside the GLTP are not satisfactorily addressed, the threats of human-wildlife conflict and possible disease control could become difficult to manage.



4.2 Improving livelihoods for the poor in and around the GLTFCA through tourism

A wide range of SWOT factors were identified that was relevant to improving livelihoods for the poor in and around the GLTFCA through tourism (see Table 3). **Strengths** included consideration given to community participation and improving livelihoods within policies and plans relating to the TFCA, in addition to existing examples of job creation, capacity building and land restitution. **Weaknesses** included the lack of an institutional framework to integrate community issues between the participating countries. Unresolved issues relating to the distribution of benefits and conservation fees were problems, coupled with the marginal scale of benefits from tourism when they were received. The lack of capacity within communities to capitalise on tourism opportunities, and the uncertainty of land rights in some regions were identified as key weaknesses. **Opportunities** for the poor were facilitated by the BEE policy framework in South Africa, and included the use of CBT, local employment and training. The development of infrastructure for

tourism (e.g. electrification, roads, water) could provide opportunities for the poor to improve their quality of life, while interacting with tourists from other areas would allow cultural exchange. **Threats** to these opportunities included political instability and unfavourable political climates, such as the indigenisation process in Zimbabwe and resettlement in particular areas of the TFCA. Assuming that communities are homogenous and would concur in their support for tourism could also threaten progress. The volatility of the international market and the perception of crime were identified as serious problems, while the threat of HIV/AIDS negatively impacted on capacity building.

Table 3: Improving livelihoods for the poor in and around the GLTFCA through tourism (SWOT)	
Strengths	Weaknesses
<ul style="list-style-type: none"> • Policy – provision for improving livelihoods • Goodwill – political and local • Tourism plan – Limpopo NP, Gonarezhou NP, Kruger NP – integrated tourism plans - which emphasize the need for community participation • Strong domestic tourism market • Kruger NP’s existing strong brand • Marketing • Infrastructure development • Diverse tourism products • Existing examples of job creation – e.g. Makuleke, Massingir dam • Capacity building • Land restitution – like the Makuleke case • Mine clearing 	<ul style="list-style-type: none"> • Lack of institutional framework for community issues • No institutional framework for benefit for benefit / distribution / sharing • Community issues - not integrated and seen as a national issue not transboundary • Inhibiting legislation – e.g. RSA tourism guides regarding the implementation • Unresolved revenue sharing of conservation fees • Marginal scale of benefits from tourism - e.g. Covane • Uncertainty of land rights and the process that different people have to go through in different countries • Weak capacity in local communities to harness tourism opportunities – negotiating contracts / power relations • Lack of infrastructure • Unequal infrastructure development
Opportunities	Threats
<ul style="list-style-type: none"> • Policy framework for community empowerment – e.g. in South Africa the Black Economic Empowerment process • Community training in tourism – especially regarding resettlement and reform • Community based tourism- promoting PPT • Employment • Diverse tourism product – ‘big 5’, cultural tourism • Infrastructure development e.g. electrification and water • Inter- and intra- cultural exchange with foreign and domestic tourism • Fundraising opportunities for CBT enterprises by using GLTP brand • Joint marketing • Branding community products with respect to the GLTP • Technology for tourism development 	<ul style="list-style-type: none"> • Political change – change of agendas can undermine TBNRM • Unfavourable political climate • Resettlement – unplanned and planned (e.g. indigenisation in Zimbabwe) • Ungrounded assumptions of community consensus and assume community will buy in • Population growth • Fortress/classical conservation • Crime and perception of crime • HIV/AIDS – regarding capacity building • Volatile international tourism market

The **Strengths-Opportunities** analysis considered how the strengths identified could be used to take advantage of opportunities to improve livelihoods for the poor through tourism. The participants noted that capacity building could be used as a vehicle for empowerment to influence and implement policies, develop CBT enterprises (i.e. cultural and nature-based), and increase power during negotiations. The review and revision of policies could be undertaken to create an enabling environment for community empowerment, including mechanisms and measurable indicators for empowerment. Also, the GLTP-brand could use the strong KNP brand as a basis, but also promote Fair Trade in Tourism within the region.

The **Weaknesses-Opportunities** discussions concentrated on how weaknesses could be overcome to take advantage of tourism opportunities to facilitate improved livelihoods for the poor. The group suggested that new infrastructure could be used to empower poor and strengthen livelihoods, generate employment and community enterprises, while making infrastructure more equal across the region. The policy framework and GLTP brand could be mobilised to create an enabling investment climate for the infrastructure and tourism development, while public investment would concentrate on core facilities (e.g. roads) that would benefit the poor. Joint marketing for the TFCA could also be used to increase the scale of benefits accrued. The policy framework regarding community empowerment could be used to address inhibitive legislation, such as that relating to land rights. Community capacities could be strengthened through the GLTP capacity building program in the area of negotiations, to allow the poor to take advantage of tourism opportunities while developing institutional frameworks for benefit sharing and good governance.

A **Strengths-Threats** analysis considered how the strengths could be used to counteract threats that tended to hinder the improvement of livelihoods through tourism opportunities. Participants suggested that the GLTP brand could be used to minimise the threat of an unfavourable funding climate for tourism. By marketing the GLTP concept of community involvement, it would also be possible to mitigate the threats of fortress conservation by raising awareness. New health infrastructure coupled with the capacity building program could be used to mitigate the threats and impacts of HIV/AIDS and other communicable diseases. Policy provisions to improve livelihoods could be implemented to mitigate the impacts of planned and unplanned settlement.

Analysis of **Weaknesses-Threats** addressed how weaknesses could be overcome to counteract threats that hinder the pursuit of opportunities relating to improving livelihoods through tourism. The group recommended that an intensive capacity building campaign would enable local communities to better engage with and utilise tourism opportunities, including understanding what tourists needed, and providing them with what they wanted. In addition, a forum could be established to address community issues and interests in GLTP, including scales of benefits. Innovative models linking land reform to nature-based tourism and livelihoods could be explored and developed. By maintaining and reinforcing the strength of domestic tourism, the TFCA could limit risk of international tourist market volatility. Finally, strengthening institutions and government policies regarding land resettlement and reform would increase transparency and certainty regarding land tenure.



4.3 Key components for responsible community based tourism

The SWOT analysis concerning key components for responsible community-based tourism (CBT) elicited a series of factors that are listed in Table 4. The **strengths** included the level of experience existing in Southern Africa in CBT and the underlying institutional and legal framework to support it. Responsible CBT provides a mechanism to address inequalities within the destination and facilitate social and economic upliftment. **Weaknesses** included a poor understanding of responsible CBT by stakeholders and therefore abuse of the term by the ‘irresponsible.’ The lack of capacity for communities to negotiate with partners and implement CBT was a problem, particularly in light of the difficulty of obtaining funding. Conflict within communities and corruption also presented barriers. Responsible CBT could present **opportunities** for marketing, capacity building, improved natural resources management and overall economic and social upliftment. Improved local governance, the initiation of micro-enterprises and partnerships between communities and investors could promote CBT and inter-community skills development and cross-cultural understanding. **Threats** to these initiatives were diverse, and included political instability and corruption, unrealistic expectations with long-timescales to implement initiatives, agricultural expansion and new technologies to harvest resources. Aggravated poverty and a breakdown of traditional norms and values and crime were also threats, coupled with resettlement issues and land tenure problems.

Strengths	Weaknesses
<ul style="list-style-type: none"> • Previous experience in Southern Africa as base for optimal model • Existing institutional framework provides a basis for responsible CBT • Good legal framework for environmental management • Existing communities in and around GLTP • Overall economic and social upliftment • Way of addressing destination inequities 	<ul style="list-style-type: none"> • Poor understanding/appreciation for Responsible Community-Based Tourism (RCBT) • Abuse the term RCBT • Funding difficult • Negotiate from a point of weakness • Lacking capacity to negotiate with potential partners • Lack of capacity to operate enterprises • Does not get to grassroots • Employer – employee relationships within community • Intra community conflict • Corruption
Opportunities	Threats
<ul style="list-style-type: none"> • Overall economic and social upliftment • Improved natural resource management • Capacity building/training/skills transfer • Responsible CBT as good marketing tool • Partnering with operators/investors • Micro-enterprises • Globalisation/improved trends • Cross-cultural understanding • Reinforcement of local mutual support systems • Improved local governance • Inter community learning 	<ul style="list-style-type: none"> • Political instability • Corruption • Marginal scale of benefits • Unrealistic expectations • Long to time to implement initiatives • Resettlement issues • Aggravated poverty • Assumption of community cohesion • Animal-human diseases • Land tenure processes too lengthy • Agricultural expansion • New technologies of resource harvesting • Cost-effectiveness • Inequitable partnerships • Breakdown of traditional norms and values • Crime • Moral decadence • Fluctuations in international trade patterns

Participants considered how strengths could be used to take advantage of responsible CBT development opportunities in the **Strengths-Opportunities** analysis. With previous experience of CBT and the existing institutional framework, the group thought opportunities for economic and social upliftment could be maximised while improving natural resource management. Communities residing within and around the GLTP could take advantages of the opportunity to develop micro-enterprises for tourism, and visitation by tourists would provide chances to improve cross-cultural understanding. Destination inequalities could be addressed by taking advantage of the benefits of globalisation, capacity building opportunities and inter-community learning. Also, existing environmental legal frameworks would facilitate natural resource management, local governance and also enhance the marketing of responsible CBT.

During the **Weaknesses-Opportunities** discussions, participants considered how weaknesses in responsible CBT could be overcome to take advantage of development opportunities. They recommended that capacity building could address the limited understanding of responsible CBT among stakeholders, and also their lack of capacity to operate enterprises, negotiate with partners from powerful positions and improve access to funding. Improved local governance would counter intra-community conflicts, corruption and would also stimulate legal understanding at a grassroots level.

The **Strengths-Threats** analysis considered how the strengths could be used to counteract threats that tended to hinder responsible CBT opportunities. The presence of previous experience in CBT and current demand for the products could lead to increases in the scale of benefits, which would in turn start to address expectations. Demand from tourists for cultural tourism products could counter the loss of traditional activities, while implementation of the legal framework could counter the threat of crime.

The **Weaknesses-Threats** debate considered how weaknesses in responsible CBT could be overcome to counteract threats that hinder the pursuit of development opportunities. The group noted that if access to funding was addressed, then a series of improvement would ensue including improving the scale of benefits from CBT, countering crime and corruption, addressing resettlement issues and controlling wildlife. By working at a grassroots level, threats posed by political instability could be countered, while communities negotiating from strong and empowered positions with improved capacities would have realistic expectations and opportunities for equitable negotiations with partners.



4.4 Land rights and resettlement issues, economic reform and empowerment

Issues identified regarding the Strengths, Weaknesses, Opportunities and Threats relating to land rights and resettlement issues, economic reform and empowerment are detailed in Table 5.

Strengths	Weaknesses
<ul style="list-style-type: none"> • Formal and informal recognition of communities to land in the GLTP and the resources on the land (including mobile resources) • Joint Management Plan of GLTP is committed to address resettlement • Legal support available to communities in all 3 countries • Ongoing land reform programs in all 3 countries • Precedents of settling land claims (e.g. Makuleke) • Community awareness of land rights • Political stability in implementing land reform program. Mozambique has one of the most progressive land reform legislation in the world 	<ul style="list-style-type: none"> • Partisan approach to resettlement in Zimbabwe • No consultation of communities in establishing GLTP • Lack of consultation of communities in land reform • In South Africa land reform addresses racial composition of ownership but does not directly address issues of the poor and leads to their exclusion • Lack of understanding of the multiple uses, meanings and identities associated with land • Land Reform at present does not really address land rights in all aspects • Conservation agencies still see land claims as a threat
Opportunities	Threats
<ul style="list-style-type: none"> • Political context: GLTP provides space for opportunities for linking land reform with livelihoods, rights, conservation and nature-based tourism • Media hype provides for community leverage • Provides space for communities to organise themselves • Presence of communities in GLTP provides opportunities to experiment with new models of linking land-rights, economic upliftment and protected areas • Provides opportunity for mutual learning with other initiatives • Review process of GLTP is an opportunity to overcome a range of weaknesses and counteract threats 	<ul style="list-style-type: none"> • Land claims enhance conflicts over land and allows for the expansion of stakeholders • Claims processes creates and environment for ‘freezing’ concepts of land rights, property relations, which are inherent dynamic relations • Potential conflict between stakeholders when property rights are attributed to mobile resources (e.g. animals, gene pool) • Power relations, conflicts and distribution of benefits in communities • Ungrounded assumptions of community coherence. • Bureaucracy and inefficiencies in land resettlement process, both in dealing with claims and providing capacity building and support once settlement has taken place • Media hype when associated with fortress conservation can lead to marginalisation of communities • Conflict and tension associated with power and economic relations and historic roots can lead to political exploitation which can undermine the whole process • Transfrontier area attracts large international NGOs who are not properly grounded in local realities leading to marginalisation of communities. Related to concept of global commons • Slow delivery of land reform facilitates conflicts and is counter productive

Strengths relating to these issues included the commitment within the GLTP Joint Management Plan to address resettlement, coupled with the awareness within communities of land rights and the availability of legal support within participating countries. Land reform processes in Mozambique and South Africa had generated political stability and precedents of setting land claims within protected areas (e.g. the Makuleke in Kruger NP). However, **weaknesses** included the lack of consultation with communities during the establishment of the GLTP and regarding land reform. The land reform process was not perceived to be addressing all of the key land rights issues, and

there was limited understanding of the different uses and meanings associated with land. While land reform in South Africa was addressing the racial composition of land ownership, it was not addressing the needs of the poor. Land restitution within national parks was still perceived as a threat by conservation authorities. Various **opportunities** were presented, including that the GLTP provides space for opportunities to link land reform with livelihoods, land rights conservation and nature-based tourism. The presence of communities within the TFCA provides opportunities to experiment with new land rights models within protected areas and mutual adaptive learning. **Threats** to these opportunities were largely related to conflict, tension relating to power and the application of unsubstantiated assumptions. For example, bureaucracy and inefficiencies within land restitution process at all stages are problematic, while the claims process enhances land conflicts. Tension and conflict related to power and historical roots can be exploited politically – undermining the process, while international NGOs are attracted by the TFCA but do not understand local realities that marginalise communities.

In the **Strengths-Opportunities** discussion, the group addressed how strengths in the land restitution process could be used to take advantage of tourism development opportunities. They indicated that a review of land reform programmes and legislation could be used to develop a statutory basis that recognised communities land rights within protected areas, while ensuring that land rights in protected areas remained on the political agenda. It was suggested that the media could be used to advocate the cause of communities within the TFCA. A forum could be established to build on existing strengths and awareness of land resettlement, and to explore and develop innovative strategies for linking resettlement to livelihoods, nature-based tourism, capacity building and conservation elsewhere. The ‘global commons’ argument could be used to strengthen applications for funding for land resettlement within the context of the conservation and nature-based tourism objectives of the GLTP. GLTP resources could also be mobilised to develop pilots for innovative models linking land rights and nature-based tourism.

The **Weaknesses-Opportunities** analysis regarded how weaknesses in land restitution and empowerment could be overcome to take advantage of tourism development opportunities. The group recommended that the GLTP should engage with communities on a non-partisan basis, but also establish an institutionalised monitoring and review program counter weaknesses. The media and the presence of communities within the TFCA could capitalise on opportunities to organise themselves, and could also be used to urge government to adapt land reform programs.

The **Strengths -Threats** debate considered how strengths could be used to counteract threats that hinder achievement of resettlement and empowerment objectives and opportunities. Participants considered the use of various land claims examples within the GLTP (and other TFCAs and protected areas) to advocate policy and legislation changes relating to land rights within protected areas. They indicated that formal and informal recognition of communities’ rights to land with existing examples could be used to urge governments to change management structures to allow communities to influence the process. Legal support for community rights with clear and transparent guidelines for engaging with communities would also counter the slow and inefficient functioning of bureaucracies. Government structures could be reinforced while the media could be urged to counter threats of global elite in vocation of the ‘global commons.’ The links between local government structures and GLTP institutions should be strengthened, while new mechanisms and capacity for settling disputes could be established.

Mechanisms to overcome weaknesses to counteract threats hindering the achievement of resettlement and empowerment opportunities were considered in the **Weaknesses-Threats** analysis. Participants recommended that community institutions should be strengthened in a pro-poor fashion to reinforce their position in GLTP structures, in order that they may convey information on the multiple meanings that land raises, while highlighting other community concerns and counteracting

dominant elites. This could be facilitated by research that engages with people and practices. Ensuring that the GLTP community consultative structures feed into the review process would counteract threats, and developing a counter-narrative to address ‘global commons’ of global elite would be done building on GLTP experiences.



4.5 Comments raised during discussion of the SWOT analyses

The concept of **traditional values** was highlighted as a problematic issue since people are always developing and change over time. Regardless of the time period, people will always complain about the ‘youth of today,’ but glorifying the past is not constructive. Similarly, **traditional culture** should not be romanticised, but the evolution of new value systems cannot take place in an environment governed by external processes. Processes that are perceived as positive to society may be adopted as shared values. However, it can look like encroachment, and people may not be ready or have the power to resist.

The **role of the media** was raised in relation to its propensity to blow problems out of proportion, especially regarding **crime**. This led to the perceptions of crime having more impact than the actual criminal acts.

Approaches to **working with communities** vary between the participating countries, and a question was raised regarding how consistency could be established without interfering with different governments. It was noted that communities were currently being treated poorly, and that since other complex issues (e.g. wildlife management) could be addressed on a transboundary level, there was no reason why communities could not also be. The agencies responsible for re-including communities in the TFCA process were not identified. Their participation could facilitate the discussion of inward migration (i.e. the honey-pot effect) and also issues of population growth and HIV. Raising awareness among communities about tourism and its impacts on culture, society and the environment would be easier if these stakeholders were more formally integrated into the process.

5. DISCUSSION

The aim of the workshop was to provide a forum for a critical discussion regarding whether the Great Limpopo TFCA is evolving into a destination conducive to sustainable tourism and to develop practical recommendations. The current status of tourism within the TFCA was addressed through the medium of informative and diverse presentations given by the workshop participants. Coupled with the outputs of the SWOT analyses, this information permitted the following key questions to be addressed:

- Is the strategic vision of a transboundary area conducive to biodiversity conservation and supporting local livelihoods being met by current policies, plans and programmes?
- Are tourism stakeholders in the region promoting a responsible approach to business development and planning?
- What opportunities and constraints do communities in South Africa, Zimbabwe and Mozambique face in accessing in the tourism market?

5.1 Is the strategic vision of a transboundary area conducive to biodiversity conservation and supporting local livelihoods being met by current policies, plans and programmes?

The workshop found that some aspects of the TFCA policy were conducive to biodiversity conservation and local livelihoods, but that implementation was not consistent. For example, the South African 1996 White Paper on Tourism Development and Promotion highlighted the need for responsible tourism that engages HDIs and facilitates conservation. As a manifestation of this policy, SANParks commercialisation program had been largely driven by a desire to fund conservation in parks. However, comparable initiatives have not been implemented in the other GLTFCA participating countries: e.g. the tender process for concessions in Limpopo NP does not incorporate empowerment or capacity building provisions. Providing policies, plans and programmes that enhance local livelihoods are vital, since market mechanisms are not sufficient to redress inequalities between rights and poor.

The Integrated Tourism Development Plan for the Great Limpopo TP emphasises a balance of conservation and community participation, including resolution of the issue of people living with the parks. However, to assist people in using resources more sustainably, secure tenure and common property rights need to be addressed, and but for many people living in Zimbabwe, land tenure is both insecure and unstable. Coupled with the process of resettlement of Limpopo NP's inhabitants means that both Zimbabwe and Mozambique are currently in a period of flux. The GLTP intends to facilitate the re-establishment of social linkages between people across borders through the use of workshops to re-establish them. These forums provide the potential to address the issue of cross border migration and the issue of security, in particular in relation to legal and illegal cross-border movement.

With regard to conservation, the complexities of the ecosystem mean that biological implications of dropping fences between the countries are unknown. Veterinary specialises and ecologists do not know how the movement of wildlife across wide landscapes will affect disease and ultimately biodiversity conservation. Provision of space for debate and research regarding these complexities and unknowns within policies is positive.

The SWOT analysis considered how livelihoods for the poor could be improved through tourism in the GLTFCA. Workshop participants suggested that:

- capacity building could be used as a vehicle for empowerment to implement policies and increase power during negotiations, including better understanding of the tourism market and what tourists wanted;
- public investment should concentrate on infrastructure and utilities that would benefit the poor, leaving the private sector to concentrate on tourism development;
- branding the TFCA as a ‘fair trade’ and ‘community’ oriented area could benefit both the destination and the poor within the area;
- a forum could be established to address community interests in the GLTP, including the scales of benefits; and
- strengthening policies regarding land resettlement and reform could increase transparency and reduce risk regarding land tenure.

Regarding land rights and resettlement issues, empowerment and economic reform, the SWOT analysis indicated that:

- a review of land reform programs could be used to develop a statutory basis for recognising community land-rights in protected areas;
- formal and informal recognition of community land rights could be used to urge policy makers to include community representatives within the TFCA decision-making structures;
- community institutions could be strengthened in a pro-poor way to reinforce their position in the GLTFCA while counteracting dominant elites;
- an institutional monitoring and review program should be implemented;
- pilot projects with innovative land rights and NBT models could be developed in the area; and
- the media could be used to advocate the cause of communities within the TFCA.

5.2 Are tourism stakeholders in the region promoting a responsible approach to business development and planning?

Tourism planning and development initiatives by certain tourism stakeholders in the TFCA are promoting responsible tourism. For example, SANParks has taken a responsible approach through the commercialisation program of accommodation and retail outlets in the Kruger NP. This initiative has sought to promote both conservation and empowerment benefits, with concrete achievements in both regards. Of particular interest, SANParks measured the number of additional jobs, the value of local purchasing and local ownership of concessions and the value of infrastructure investment that have justified its approach.

However, motivational differences between government, the private sector and rural community members, coupled with disparities in power and information could potentially lead to a collision of views. In part, this is because different stakeholder groups do not perceive ‘time’ and ‘money’ with the same level of importance: natural and agricultural timescales are not necessarily conducive to cohesive approaches when combined with tourism and the private sector. Due to a top-down planning approach, communities tend to be consulted after decisions have been made – rather than being integrated into the planning process.

The SWOT analysis revealed that investment for sustainable tourism in the Great Limpopo TFCA could be facilitated by a number of activities, including:

- strengthening the over-arching management structure to include lobbying and investment branches;
- taking advantage of the TFCA brand and media interest within marketing;

- using attractiveness of sites and size of the area to catalyse the development of diverse tourism products;
- using increased visitation to reduce poaching and crime, and therefore minimising the conservation and tourism risk;
- capitalising on the strong South African market to reduce the risk of international instability;
- using government investment in infrastructure to increase private sector interest; and
- increasing transparency and the stake of community members in tourism.

5.3 What opportunities and constraints do communities in South Africa, Zimbabwe and Mozambique face in accessing in the tourism market?

Discussions concerning community involvement in tourism, and their opportunities and constraints, were central to the workshop. There was concern that communities are not integrated within the institutional structure of the TFCA, and governments are responsible for including them within national processes. Therefore, in order to participate effectively in tourism within the TFCA, people need to be provided with mechanisms to access opportunities. For example, the concessioning process in SANParks provided an institutional mechanism encouraging the private sector to involve local people in economically meaningful ways, but the tendering process in Limpopo NP has so far not taken the same empowerment-focussed approach.

Community organisations were identified as valuable resources when representing local people in planning tourism activities and entering joint ventures with private sector partners. However, communities are often the ‘less powerful’ partner due to a lack of knowledge and training to participate in negotiations equally. One of the implications of low expertise was that expectations of CBT tourism tend to be unrealistic, and the difficulties of running community based organisations that are not fully appreciated. Partnerships and training could be used to address this. The need to promote the involvement of women in tourism was highlighted, in relation to ownership and hospitality (e.g. guiding). Also important is the need to use tourism as a complementary livelihood strategy forming one of many options for revenue within a household.

Examples of community involvement in tourism, and the work by NGOs to facilitate benefits were addressed. For example, the Makuleke community have been capitalising on their reclaimed land within Kruger NP to take advantage of tourism development opportunities. Their efforts have led to partnerships with two private sector enterprises, with arrangements for revenue sharing, training and employment. However, the community members are constrained by a lack of experience in the tourism sector, and difficulty in negotiating with powerful stakeholders. Helvetas is providing opportunities for people to develop CBT in Mozambique, and assisting them with access to the market by providing reservations and marketing activities. The Canhane community, which owns Covane Community Lodge, is constrained by a lack of education – especially with regard to literacy and the ability to speak English. In Zimbabwe, SAFIRE is facilitating opportunities for communities to engage in the tourism sector in a meaningful way. Constraints include the lack of devolution of authority for natural resource management, and also low levels of investment in CBT and the occupation of Gonarezhou by settlers.

The SWOT analysis revealed that key components for developing responsible CBT in the Great Limpopo TFCA included:

- taking advantage of opportunities for micro enterprises in the area to promote cross-cultural understanding and economic upliftment;
- developing capacity among community members to operate tourism, negotiate with potential partners and access funding;
- improving local governance to counter intra-community conflicts and corruption;

- using market demand for cultural tourism to stimulate pride and awareness in traditional activities;
- countering the threat of political instability by working at the community level; and
- improving the access for communities to funding.

5.4 Conclusion

The workshop provided a valuable forum for stakeholders with different backgrounds and experiences to present and critically analyse aspects of sustainable tourism in the GLTFCA. The coordinator of the GLTFCA, Fannie Mutepefa, was an active participant at the workshop. She indicated that the workshop had added value and some of the issues were highly relevant to the GLTP's objectives. The coordinator intended her intention to share the findings of the SWOT analysis both with the four working groups and during the next strategy review process. The reflections on communities and resettlement had been useful, with some new ideas presented and other established concepts were confirmed.

Workshop participants had indicated their desire to use the forum to:

- learn more about the Great Limpopo TFCA and community-based tourism;
- understand how tourism can benefit everyone, and communities especially;
- learn how to integrate nature conservation with competing claims on natural resources, land reform and livelihoods issues;
- understand how to engage with communities in a pragmatic way and address community benefits from tourism and land rights perspective; and also to
- understand more about the ideology for conservation policies in relation to wildlife authorities and local communities.

Feedback from 18 workshop attendees analysed by Stuart Miller revealed that the expectations of 78% were exceeded regarding the workshop, and that presentations were good (72% of responses) or excellent (17% of responses). Comments from participants included the value of:

- follow-up workshops in Zimbabwe and Mozambique, which would include community representatives;
- follow-up on a regular basis with institutions and participants working within the GLTP with regard to new issues and meetings;
- disseminating of the results of the workshop among all participants, a teleseminar, and also provision of the findings to the GLTFCA joint management board; and
- promoting collaborative research.

Funding is now being sought to deliver these activities that participants requested.

6. APPENDIX 1: WORKSHOP AGENDA



The World Conservation Union



TRANSBOUNDARY PROTECTED AREAS RESEARCH INITIATIVE

Tourism in the Great Limpopo Transfrontier Conservation Area Relating strategic visions to local activities that promote sustainable tourism development

14 – 16 April 2005, Wits Rural Facility, Nr. Kruger National Park, South Africa

Agenda

Day 1: Thursday 14 April 2005

8.00	Registration	
8.30	Welcome, introductions and workshop objectives	Anna Spenceley, TPARI
9.30	The Great Limpopo Transfrontier Conservation Area	Fannie Mutepfa, GLTFCA
10.00	Transboundary Natural Resource Management and nature-tourism in Southern Africa: An overview	Solomon Mombeshora, IUCN- ROSA
10.30	Feedback from the TPARI Social Indaba	Marja Spierenburg, Uvrije Universiteit

11 - 11.30 *Tea and coffee*

BACKGROUND ON THE GLTFCA

		Malcolm Draper, Harry Wells and Marja Spierenburg, University of Kwa-Zulu Natal and Uvrije Universiteit
11.30	The Great Limpopo TFCA: History, policy, roleplayers, objectives	
12.00	Conservation and biodiversity issues in the GLTFCA	Harry Biggs, SANParks
12.30	Tourism in the Great Limpopo TFCA: Current status	Anna Spenceley, TPARI

1 - 2 *Lunch*

POLICY AND PRIVATE SECTOR ISSUES

2.00	Concessioning process in SANParks: Linking SANParks conservation and empowerment objectives with private investment needs	Giju Varghese, South African National Parks
2.30	The Challenges of Tourism development in the Maloti Drakensberg	Patrick Mamimine and Leonore Beukes, Maloti Drakensberg TFCA
3.00	Community based tourism in the Great Limpopo TFCA	Lamson Makuleke, SANParks

3.30 - 4.00 *Tea and coffee*

COMMUNITY BASED TOURISM

4.00	Covane Community Lodge: Experiences of the Cahane community	Geraldo Palalane and Salomao Valoi, Helvetas
4.30	The Sengwe communal area: CBNRM and tourism in Zimbabwe	Gladman Kundhlane, SAFIRE

5.00 Discussion and review of objectives for Day 2

Day 2: Friday 15 April

8.00-10 *Free for nature walks at Wits Rural Facility and game drives into Kruger National Park*

10.00 - 11 Introduction to the working sessions and SWOT analyses
Adaptation of proposed working groups

11 - 11.30 *Tea and coffee*

SWOT ANALYSIS: WORKING GROUPS

11.30-1 Working group 1: Facilitating investment for sustainable tourism initiatives in the GLTFCA
Working group 2: Improving livelihoods for the poor in and around the GLTFCA through tourism

1 - 2 *Lunch*

2-3.30 Working group 1: Facilitating investment for sustainable tourism initiatives in the GLTFCA
Working group 2: Improving livelihoods for the poor in and around the GLTFCA through tourism

3.30 - 4.00 *Tea and coffee*

4.00 - 5 Report back

Day 3: Saturday 16 April

8.30	South African corporates piloting pro-poor linkages: Procurement, partnerships, and products	Douglas McNab, ProPoor Tourism
9.00	Revenue sharing in the GLTFCA	Joep Stevens, SANParks
9.30	Community-based Birding Tourism	Duan Biggs, UCT

SWOT ANALYSIS: WORKING GROUPS

9.30 - 11 Working group 3: Key components for responsible community based tourism
Working group 4: Land rights and resettlement issues & economic reform, empowerment

11 - 11.30 *Tea and coffee*

11.30-1 Working group 3: Key components for responsible CBT
Working group 4: Land rights and resettlement issues & economic reform, empowerment

1 - 2 *Lunch*

2.00 Report back

3.00 *Tea and coffee*

3.30-5 Plenary discussion on workshop
Way forward and dissemination plans

Evening Night drives into Kruger National Park. BBQ /Braai

7. APPENDIX 2: PARTICIPANT LIST AND CONTACT DETAILS

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