

**INVOLVING COMMUNITIES IN MANAGING PROTECTED AREAS:
A CASE STUDY OF THE LOCAL BOARD FOR UKHAHLAMBA
DRAKENSBERG PARK**

BY

RODGERS NKHOMA

Submitted in partial fulfilment of the academic requirements

for the degree of

Master of Environment and Development

in the

Centre for Environment and Development,

School of Applied Environmental Sciences,

University of KwaZulu-Natal

The work for this dissertation was completed at the former University of Natal

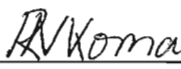
Pietermaritzburg

2004

PREFACE

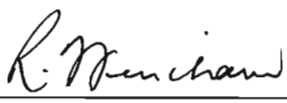
The research described in this mini-dissertation was carried out at the Centre for Environment and Development, University of KwaZulu-Natal, Pietermaritzburg, under the supervision and co-supervision of Professor Rob Fincham and Drummond Densham respectively.

This mini-dissertation represents the original work of the author and has not otherwise been submitted in any form for any degree or diploma at any university. Where use has been made of the work of others it is duly acknowledged in the text.



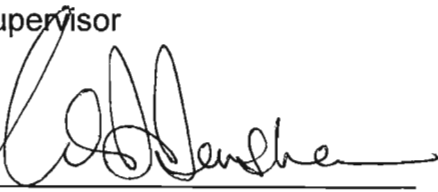
 Rodgers Nkhoma

26/04/2004
 Date



 Professor Rob Fincham
 Supervisor

30.04.2004
 Date



 Drummond Densham
 Co-supervisor

26-04-2004
 Date

ACKNOWLEDGEMENTS

I would like to thank Centre for Environment and Development (CEAD) and SAPPI, who made it possible through funding and support to carry out this research. I am grateful to Professor Rob Fincham and Drummond Densham for their direction and supervision. I would like to also thank the staff at Ukhahlamba-Drakensberg Regional Office for their cooperation and assistance in facilitating the interviews and providing useful Documents. I wish to extend my appreciation to my wife Emmah, my children Zaliwe, Taonga, and Rodgers Jr. for their endurance and patience.

TABLE OF CONTENTS: COMPONENT A

Preface	i
Acknowledgements	ii
Table of contents.....	iii
List of figures.....	v
List of tables	v
List of Abbreviations	vi
Table of contents: Component B.....	vii
CHAPTER 1: OVERVIEW	1
1.1 Introduction	1
1.2 Structure of the Dissertation.....	3
1.3 Structure of Component A.....	3
1.4 Concepts and definitions	3
1.4.1 Protected Area	4
1.4.2 Community conservation	4
1.4.3 Community	4
1.4.4 Local participation	4
1.4.5 Stakeholder	4
1.4.6 Policy	5
1.4.7 Institution	5
1.5 Rationale behind the study	5
1.6 The research questions.....	6

1.7 Aims and objectives	7
1.8 Limitations and outcome of the study	7
CHAPTER 2: CONCEPTUAL FRAMEWORK.....	9
2.1 Introduction	9
2.2 Conceptual context.....	9
CHAPTER 3: LITERATURE REVIEW.....	12
3.1 Introduction	12
3.2 Historical context of conservation in South Africa.....	12
3.3 Community conservation.....	16
3.4 Approaches to community conservation.....	17
3.4.1 Protected area outreach.....	17
3.4.2 Collaborative management.....	18
3.4.3 Community based conservation	19
3.5 Participation and community conservation	20
3.5.1 Passive participation	21
3.5.2 Active Participation.....	22
3.6 Local participation: a case for South Africa	23
3.7 Local participation: a case for KwaZulu-Natal	24
3.8 Local Boards in KwaZulu-Natal	26
3.9 Conclusion	27
CHAPTER 4: METHODOLOGY.....	29
4.1 Introduction	29

4.2 Methodology process	29
4.3 Sampling technique	31
4.4 Study procedure	31
4.5 Methods of data collection.....	32
4.6 Methods of data analysis.....	32
4.7 Assumptions and anticipated problems.....	32
References	34
Appendix A.....	39

List of figures

2.1 A framework within which to evaluate EKZNW Local Boards.....	10
4.1 Methodology process diagram.....	30

List of tables

3.1 Approaches to community conservation.....	18
3.2 Characteristics of approaches to community conservation	20
3.3 Type of participation	21
3.4 Case study projects using compensation as form of participation	22
3.5 Effective local participation.....	23
3.6 Extent and type of community involvement in conservation under NPB.....	26

LIST OF ABBREVIATIONS

KZN	KwaZulu-Natal
EKZNW	Ezemvelo KwaZulu Natal Wildlife
IIED	International Institute for Environment and Development
NEMA	National Environmental Management Act
CBD	Convention on Biological Diversity
LB	Local Board
CBC	Community Based Conservation
DEAT	Department of Environmental Affairs and Tourism
NPB	Natal Parks Board
DNC	KwaZulu Directorate of Nature Conservation
WESSA	Wildlife and Environmental Society of South Africa
LIRD	Luangwa Integrated Rural Development Project
TFCA	Transfrontier Conservation Area
UDP	Ukhahlamba-Drakensberg Park
NCS	Nature Conservation Service

TABLE OF CONTENTS: COMPONENT B

Table of contents.....	vii
List of tables	vii
List of figures.....	viii
Abstract	2
1. Introduction	3
2. Method	5
3. Results	6
3.1 Introduction	6
3.2 Legislation	6
3.3 The links between Local Boards, EKZNW and KZNNC Board.....	7
3.4 Policy framework.....	9
3.5 Local Board formation	12
3.6 The objectives and function of the Local Board.....	13
3.7 Perceptions about the Local Board	14
4. Discussion.....	18
4.1 Introduction	18
4.2 Legal and policy framework.....	19
4.3 Establishment process and functions of the Local Board	20
4.4 Perception of the role players about the Local Board.....	21
4.4.1 Executive	22
4.4.2 Reserve Management.....	22
4.4.3 Local Board.....	23

5. Conclusion and recommendations	24
5.1 Conclusion	24
5.2 Recommendations	25
Acknowledgements	27
References	28
Appendix B.....	31

List of Tables

Table 1. Survey respondents representing perceptions at each level	5
--	---

List of Figures

Figure 1. The links between Local Boards, KZNNC Board and EKZNW.....	8
--	---

COMPONENT A

CHAPTER 1:

OVERVIEW

1.1 Introduction

In sub-Saharan rural Africa local people depend heavily on a variety of biological resources for food, medicines, fuel, housing and economical support (BSP 1993). A legacy of protected areas in Africa has been expropriation and exclusion of local people, depriving them of forms of livelihood, while managed centrally by highest competent authorities. (Pimbert & Pretty 1995; Hulme & Murphree 2001),

Protected areas have been a principal conservation measure throughout the World since the late 19th Century (IUCN 1994; Primack 2000). Within the broader spectrum of categories of protected areas, creation of a national park has been the common strategy in Africa. The issues surrounding national parks in Africa are deeply rooted in the historical processes and activities that led to their creation. For majority of Africans, their livelihoods depend on a great variety of biological resources. The creation of national parks has meant forced removal of people, dispossession of land, and loss of access to biological resources by local people (Anderson & Grove 1987; West & Brechin 1991).

Most protected areas have been managed centrally by the highest competent authorities (West & Brechin 1991; IIED 1994). The institutions created to manage national parks were based on the exclusionary and militaristic model (IIED 1994). In many locations the relationship between the park and the resident local people was marked by antagonism. With this approach conservation has been achieved only through 'fence and fines' or 'coercive conservation' (Wells & Brandon 1992; Pimbert & Pretty 1995).

During the 1980s a radical shift in conservation became compelling. Latterly, the protectionist approach has widely and increasingly been replaced by the philosophy of conservation with sustainable use. The contention has been that conservation should involve communities rather than being purely state controlled, and that rural African communities should no longer be seen as detrimental to the environment but active partners and beneficiaries (Kamstra 1994; Pimbert & Pretty 1995; Carruthers 1997; Hulme & Murphree 2001). Coincidentally, the argument has been re-enforced by the norms of the concept of sustainable development. The philosophy that underpins the concept of sustainable development is that resources such as species, habitat or biodiversity are exploitable natural resources that can be managed to achieve both conservation and development (Hulme & Murphree 2001). These ideas become common agenda especially during the last two decades sounding to replace the authoritarian state-forced conservation.

Prominence of the concept of local participation in the field of conservation has led to the development of the philosophy of community conservation (Barrow & Hulme 2001). Conservation authorities are beginning to integrate this participatory model into their conservation policies. Ezemvelo KwaZulu-Natal Wildlife (EKZNW) is no exception. As a product of the merger of nature conservation authorities during transformation in KZN, it is faced with the challenge of the change from pre-1994 to post-1994 legislation.

Ukhahlamba-Drakensberg Park (UDP) was selected for this study because of some recent development of local, national and international importance. It is one of the four World Heritage Sites in South Africa. The park has also become the centre of local and international neighbour relations initiatives. It is among the four areas where the Local Board concept was introduced in KZN and it has recently been accorded the status of 'Transfrontier Park'. We need to start understanding the dynamics of these interactions and the park provides an opportunity to investigate the issues of community involvement in the management of protected

areas. This study sets out to analyse the legal mandate, policy framework and the implementation of the Local Board in the Ukhahlamba-Drakensberg Park. .

1.2 Structure of the dissertation

This dissertation is written up in two components. Component A outlines the rationale behind the study; aims and objectives of the study; research questions; methodology used in the study, and contains literature review relevant to the study. Component B of the dissertation is written up in conformity with requirements of South African Journal of Wildlife Research. Thus, this component comprises an abstract, introduction, statements of the methods used, results of the study, discussion of the research findings, conclusion and recommendations. Although the dissertation is written up in two components it forms one document.

1.3 Structure of component A

This component of the dissertation consists of four chapters, references and an appendix. *Chapter one* provides an overview of the study in seven sections. *Chapter two* sketches a conceptual framework with which the study has been approached. *Chapter three* contains literature review and in line with the objectives, the review provides a historical context of conservation in South Africa; discusses the approaches in community conservation, and the notion of local participation in community conservation approaches. *Chapter four* describes the methodology to be employed in the study, the assumptions, and anticipated problems and outcomes.

1.3 Concepts and definitions

Concepts relevant to this study are defined and used in the following context in this document.

1.4.1 Protected area

Land under the ownership and management of the state or its agency, which qualifies as protected area under IUCN (1994) definition. Thus, an area of land

and / or Sea especially dedicated to the protection and maintenance of biological diversity, and of natural and associated cultural resources, and managed through legal or other effective means.

1.4.2 Community conservation

Refers to a broad spectrum of management and benefit sharing arrangements for involvement in natural resources by neighbouring people who are not agents of the state but by virtue of their location and activities are strategically placed to either enhance or degrade the present and future status of natural resources.

1.4.3 Community

Refers to

“a social network of interacting individuals, usually concentrated into a define territory.” (Johnston, R.J. 1994, pp 80)

1.4.4 Local participation

Involvement of neighbours and other defined stakeholders ranging from limited input in decision-making and control to extensive input in decision-making and control in nature conservation. Local participation and has synonymously been used in this document.

1.4.5 Stakeholder

An individual or a group of people with direct or indirect interest in the use and management of natural resource base.

1.4.6 Policy

Refers to specific or series of position statements approved by relevant authorities in an institution to guide decision-making process.

1.4.7 Institution

Refers to formal or informal structures formulated for the execution of specific tasks related to nature conservation.

1.5 Rationale behind the study

Despite the recognition that involvement of local people is essential in wildlife conservation, relatively little is known about how the concept is being converted into policies and practices. Meanwhile it is beyond dispute as evident from the literature available that in addressing wildlife conservation issues in the developmental context, local participation and partnerships have increasingly been included in major agreements, initiatives and decisions at varying levels; especially during the last two decades of the 20th Century.

The international community, through international agreements, has explicitly advocated for community involvement in conservation and development issues. For example the Rio Summit declaration on environment and development principle No. 10 alludes to that environmental issues are best handled with the participation of concerned citizens at the relevant level; each with opportunity to participate in decision-making. The *Agenda 21*, a product of Rio Summit, chapter 28 entirely focuses on the strengthening of the role and capacities of local authorities to achieve sustainable development, and calls on all localities to develop a '*Local Agenda 21*' for the community (Hunter, Salzman & Zaelke 1998).

In sub-Saharan Africa collective agreements and actions have characterized cardinal decisions in the area of development and conservation. For instance at the turn of the 21th Century concepts of collective agreements and actions have advanced beyond the political boundaries through New Partnerships for Africa's Development (NEPAD) and the Transfrontier Conservation Area (TFCA) initiatives with focus on collective action and partnerships.

Participation is a requisite to democracy and in South African context is part of the wider process of democratisation (Ngobese & Cock 1997). At the regional level the enshrining of community structures into the legal framework in KwaZulu-Natal with legal mandate to participate in the management of protected areas is a landmark piece of legislation in entrenching local decision-making in conservation.

However, while community participation is increasingly being emphasized at varying levels, it is not assumed that such changes in discourse translate directly into changed practices; especially at institutional level. In which case the issue for consideration in KwaZulu-Natal is how EKZNW has adapted to the KZN Nature Conservation Act Number 9 of 1997 and the imperatives of involving communities in the management of protected areas.

From personal experience there are lapses between policies and practices. This is on the assumption that community participation may well be advocated for but not necessarily applied to the same extent. Literature on policy implementation also suggests that policy is seldom implemented as advocated by policy-makers. Hulme and Murphree (2001) observe that agencies and officials that implement policy have discretion in the interpretation of policy such that the link between policies and actions can take much different form.

1.6 The research questions

Against the background of the concerns outlined in the rationale statement of the study, two key questions inform the overall aim and direct the focus of this study;

- How has EKZNW adapted to the new legislation (KZN Nature Conservation Act, No 9 of 1997) and community perspectives in nature conservation?
- What perceptions and understanding have directed the level of implementation of the Local Board in Ukhahlamba-Drakensberg Park?

1.7 Aims and objectives

The main aim of this study is to evaluate the functioning of the Local Board for Ukhahlamba-Drakensberg Park within the policy framework of the institution.

In view of this the specific objectives of this study are:

- 1 To conduct a literature review to establish and document the historical context of conservation in South African; analyze the approaches to community conservation and the phenomenon of participation in conservation.
- 2 To examine and interpret the link between the Local Boards, EKZNW and KZN Nature Conservation Board, and its implication for the implementation of a Local Board.
- 3 To examine and interpret the legal and policy framework under which the Local Board operates.
- 4 To identify the key objectives of the Local Board and establish the level of achievement in UDP.
- 5 To establish and interpret perceptions and their implication on the implementation of the Local Board, by interviewing selected Local Board members and EKZNW staff members.
- 6 To make recommendations based on the research findings.

1.8 Limitations and outcome of the study

Involvement of local people and other stakeholders in conservation matters is partly aimed at addressing social, economic, and ecological impact of the conventional conservation strategies. As alluded to by some studies (Wells & Brandon 1992; West & Brechin 1991; IIED 1994), the approach to protected area concept in Africa resulted in resentment by local communities towards protected areas and insecurity of Africa's rich biodiversity. One of the areas where research has been silent is whether community participation in conservation renders improved security for protected areas and biodiversity.

While acknowledging that it is within the expectations of this study to exhaustively explore such concerns, the study is limited in both time and capacity. This period is too short to observe detailed and meaningful changes in the trend in biodiversity status to accurately align it to improved relationships between stakeholders. This study is being undertaken within the period of six months as part of an academic requirement. Hence the issue can only be probed to limited extent. However, the profit of this study is that it will be able to stimulate and direct future studies in this area of concern.

This study is an applied research and unlike basic research it has a practical application and value towards issues of problem-solving, decision-making and policy analysis (Durrheim 1999). The usefulness of this research finding is based on how it would influence human actions and interventions. It is envisaged that the research product will benefit an array of role-players and decision-makers.

At global and national level the research findings may provide insights on how community participation in nature conservation matters is being pursued, and the complexities that surround the concept. At the provincial legislative level the research findings may provide the basis for reviewing the legislation pertaining to community involvement in management of protected areas.

The study will involve analyzing the institutional policy framework and functioning of a Local Board. In this context it is anticipated that the research findings may be useful to the conservation agency in reviewing its strategies, and to the Local Board in perceiving how effective the approach has been in promoting local decision-making in nature conservation.

CHAPTER 2:

CONCEPTUAL FRAMEWORK

2.1 Introduction

In this study the phenomena being explored are within the policy framework and practices with regard to community participation. The conceptual framework within which the study has been approached is illustrated in Figure 2.1 that also depicts how the study fits in the broader context of community participation in nature conservation discussions. This chapter also depicts the conceptual context and the attention the subject commands in the broader context.

2.2 Conceptual context

Local participation has been a key component on the agenda for international conventions on environment and development as evident by the outcome of such gatherings. The Rio Earth Summit culminated into drawing of the Rio declaration and *Agenda 21*; with the former emphasizing on local participation while the latter calling for national and local efforts for Sustainable Development (Hunter, Salzman & Zaelke 1998).

At national level South African constitution makes provisions for establishment of three spheres of government to serve national, provincial and local interests while adhering to principles of cooperative governance (Jonker 2001). In terms of legislature each sphere has well defined powers, authority, and functions in respect of nature conservation. The Protected Area and Biodiversity Bills currently under public debate are aimed partly to ensure adherence to international conventions and rationalization of protected areas system in South Africa.

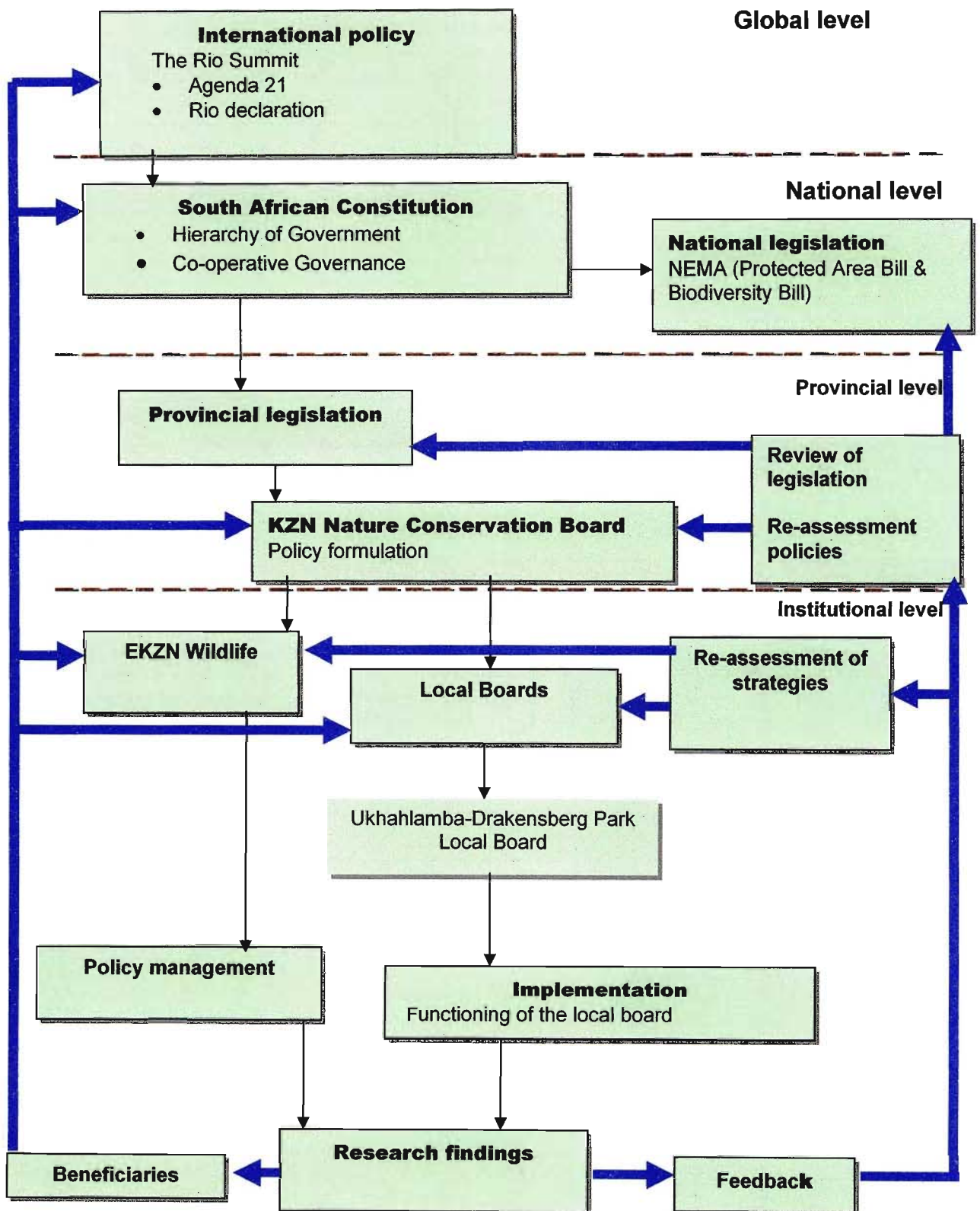


Figure 2.1 A framework within which to evaluate EKZNW Local Boards

Within the provincial prerogative, the KwaZulu-Natal Provincial Government enacted the KwaZulu-Natal Nature Conservation Management Act. According to this Act the establishment of KwaZulu-Natal Nature Conservation Board and Nature Conservation Service is mandated. The act also provides for the Minister of Agriculture and Environmental Affairs to establish Local Boards in respect of protected area(s) with legal mandate to participate in the compiling and monitoring of implementation of the management plans for the areas. The Local Board for central UDP was established and inaugurated in the year 2000 through a government gazette notice.

This study focuses on the institutional level with the view to critically analyze the policy provisions for community conservation in EKZNW and the functioning of Local Board for UDP within the institutional policy framework.

CHAPTER 3:

LITERATURE REVIEW

3. 1 Introduction

Literature review is defined as a process of identifying and analysing information that is relevant to the topic under study (Kaniki 1999). Literature review is very critical for developing broader understanding of relevant ideals surrounding the research topic. Neuman (1999) points out that a good literature review puts the research project in context and its relevance to a body of knowledge. This literature review is a theoretical analysis of community participation in the face of changing conservation management practices in African context. In the subsequent sections of this chapter the review sets out historical context of conservation in South Africa; discusses the different approaches in community conservation and analyses the phenomenon of local participation. The review also provides the context in which the Local Boards approach in KwaZulu-Natal (KZN) was conceptualised and inaugurated.

3.2 Historical context of conservation in South Africa

Conservation in the South African context is delineated by three distinct landmark protection measures. Thus, the early game protection legislation; the establishment of Game Reserves, and the adoption of the National Park concept during the early 20th Century.

Pre-colonial hunting was predominantly by early inhabitants of each continent. For example the San inhabited South Africa at least 30 000 years ago; at the same time the aborigines transversed Australia; both inhabitants hunted for subsistence except in Africa where hunting was not only essential for food but to protect livestock from feline and canine predators (Beinart & Coates 1985). They further contend that both the San and the Aborigines hunted with restraint killing what they needed for survival.

The settler hunting in sub-Saharan Africa was characterised by the desire for wildlife products brought about by the new monetary value on the product that was grafted by the European and Asians demand for skins and ivory. Luard (1985) observe that the first generation of white hunters-farmers relied on game for food; but the more settled agrarian communities that superseded them were more concerned with their landlord, and hunted predators classified as vermin. They further observe that the adventurers and professional hunters that followed, drawn to the African continent by the stories of existence of large numbers of big game, killed animals in large numbers through the idea of sport hunting. As the animal population dwindled hunting controls were initiated such as in the Cape Colony as far back as during the 17th Century.

In 1652 the Dutch Commander, Jan van Riebeeck landed near the cape of goodhope and founded the settlement of Cape Town rich in wildlife. Luard (1985) note that the countryside around Table Bay was teeming with wildlife including the elephants, lions, rhinoceros and large herds of antelopes. He acknowledged that to the few colonists who arrived with the Dutch Commander, it seemed as if they had found an exhaustible wildlife that would provide them with unlimited food, trade, and sport forever. To the contrary, in 1656 Jan van Riebeeck was forced to order his small group to observe certain restrictions on hunting; since in less than four years animals noticeably dwindled. By 1677, 25 years later after the southern Africa's first settlement, Governor van der Stel went further, and proclaimed a number of species of antelopes fully protected as the herds were no longer just dwindling but seemed to be on the point of vanishing (Luard 1985).

The Great Trek in 1835 opened up the Orange Free State and the Transvaal; exposing their large concentrations of game to the trekkers' hunting episodes. The development necessitated the Free State authorities and the Parliament for Transvaal to pass strict game laws in 1837 and 1846 respectively (Luard 1985). He notes that for example the Volksraad legislation passed by Transvaal

Parliament in 1846 called for offenders to be liable not only for their guns and ammunitions to be confiscated but to lose their wagons too. Carruthers (1989: 190) observe that "although the prevention of waste of a valuable commercial resource was one reason for the introduction of early protective legislation in 1846 in Transvaal, there were concurrent desire to restrict access to that resource to the group which wielded the most political and economic power, and in the event the conservation strategy failed, and more extreme preservation measure in the form of game reserve followed in the 1890s".

Game reserves in South Africa emerged during the last decade of the 19th Century. In Transvaal this was the decade in which Paul Kruger became the President, and the establishment of the early game reserves were closely associated with his drive. In 1884, a year after being made the President, Paul Kruger put to the Transvaal Parliament a proposal to create wildlife sanctuaries; an idea that was met with opposition (Luard 1985). However, ten years later in 1894 the area around the Pongola river was proclaimed as the Pongola Game Reserve which was later de-proclaimed. During the same decade, three years later in Zululand, the Hluhluwe, Imfolozi and St Lucia areas under the British rule were proclaimed as game reserves; while in 1898 the Sabie area in Transvaal was also declared a game reserve (Carruthers 1989; Brooks 2000). Giants Castle Game Reserve was proclaimed on 14th June 1907.

Two manifestations of game protectionist policy were thus evident in the Transvaal; the restrictions on hunting and establishment of game reserves. Hunting legislation was ineffective in saving game and in the course of time numbers of game generally declined; prompting the establishment of game reserves especially on land considered being 'worthless' because of its agricultural infertility (Carruthers 1989). She notes that the purpose of these game reserves was to preserve species of game animals and augment their numbers, and for this reason visitors were barred from entry. She further notes that despite their importance to the protectionist effort, the game reserves were not

established by the highest legislative organ in Transvaal, and were subject of deproclamation and acute local hostility.

Despite the hostility the game reserve debate was followed by the discussion pertaining to nationalisation of the wildlife sanctuaries especially in Transvaal during the early decades of the 20th Century. Among the proponents of the idea was Colonel James Stephenson Hamilton who was made the first Game Warden of the Sabie Game Reserve after the Anglo-Boer war (Carruthers 1995). As the longest serving Game Warden for the reserve who also initially practiced selective demise of the predators in preference for the antelopes, Colonel Hamilton rapidly came to appreciate the scientific case for preservation, and helped to swing the bureaucratic opinion toward complete protection (Beinart & Coates 1995; Carruthers 1995). In 1916 a Game Reserve Commission was established in Transvaal whose report was published in 1918. The report advocated for more conservationist stance through the creation of National Park, and for the first time in South Africa the objectives and arguments for National Park were presented in detail (Carruthers 1989). The debate and discussions resulted into the creation of the Kruger National Park in 1926 declared by the highest legislative authorities. By 1931, five years later, the Kalahari Gemsbok National Park, Addo Elephant National Park and Bontebok National Park were established (Luard 1985; Carruthers 1989).

The impetus towards establishment of conservation areas was given a vigorous drive by a conference initiated by the British Government in 1933. Nations with African colonies or territories were invited to London to attend a conference called International Conference for the Protection of African Fauna and Flora (Luard 1985; Ofcansky 2002). In this context Egypt, the Union of South Africa, and the European powers with African colonies signed an agreement which remained in force for the next twenty years. The delegates agreed to a precise definition of a National Park, and the convention also directed delegates to explore the possibility

of establishing game reserves and where possible the reserve should be given the status of National Park (Ofcansky 2002).

Conservation during the era that followed characterised of establishment of protected areas such as National Park as a prominent conservation measure. The approach has been unique in terms of policies and practices throughout in Africa. Protected areas such as National Parks and Game Reserves, besides being national assets have not directly benefited local livelihood, and have been exclusively state property and responsibility. This approach became the subject of debate during 1980s (Hulme & Murphree 2001), and has progressively been challenged by community-oriented approaches.

3.3 Community conservation

During the 1980s there was a shift in conservation ideology from conventional protectionist approaches to community conservation approaches referred to by Anderson and Grove (1987) as conservation with sustainable use and human face. Since then notions of community conservation strategies have progressively challenged conventional approaches to conservation.

Conventional conservation strategies embraced ideas of the need to preserve wild species, exclude humans and minimize human impact. This model that has been referred as the 'fence and fine' approach or 'coercive conservation' dominated conservation discourses internationally up to 1970s.

In contrast community participation strategies stress the need to recognize the role of local people in conservation policy process and ensure their participation. Community conservation is defined as "those principles and practices that argue that conservation goals should be pursued by strategies that emphasize the role of local residents in decision-making about natural resources" (Adams & Hulme 2001; 09), and is identified by two key dimensions. Firstly, the imperative is to allow people in or around protected areas to participate in the management of

conservation of the resources. Secondly, and by implication it links conservation objectives to local development needs. In this context community conservation recognizes the moral implication of imposed costs on local people who were displaced from protected areas.

3.4 Approaches to community conservation

Community conservation is achieved through a number of approaches. Within the broader natural resource management context, Barrow and Hulme (2001) observe that based on policy and practice three major types of community conservation approaches can be identified; protected area outreach, collaborative management and community based conservation (Table 3.1).

3.4.1 Protected area outreach

Protected areas in Africa were usually established without the participation or consent of local people and in many cases involved their forced displacement (Anderson & Grove 1987; West & Brechin 1991; IIED 1994; Little 1994). When protected areas were declared, government replaced pre-existing tenure with state ownership, and this exclusive ownership meant loss of direct access to nature resources and benefit by communities. Protected area outreach approach attempts to permit some level of rights for local communities converted into benefits well above the areas serving as national assets while the state retains the legal ownership of the protected areas. The approach seeks to identify the problems that people who live close to Protected area experience, and solve them in a mutually manner; to create benefit flow for local people to improve their livelihood using the protected area as a basis; to resolve protected area–people conflicts in a mutually agreeable manner (Venter1998; Barrow & Murphree 2001). Conservation management objective in protected area outreach programmes remain the key priority while rural livelihood is secondary. Dialogue and conflict resolution form part of the protected area outreach programmes.

Table 3.1 Approaches to community conservation (Barrow 1996 cited in Venter 1998)

Category	Description
Community based conservation	Management strategy where a 'community' is allocated ownership or appropriate approval for the management of natural resources that have a local value. The community is tasked with implementing appropriate authority management systems, aimed at allowing community members to benefit from the resources. Underlying assumption is that community possesses traditional knowledge, which will allow them to manage the resources sustainably. This knowledge base may be supplemented by external financial and technical support from government and non-governmental structures.
Collaborative management	Management strategy where community and a conservation authority collaborate to manage a resource(s) or area of a regional, national or international value. The management of the resource is governed by a negotiated framework, which defines the roles and responsibilities of the collaborative partners.
Protected area outreach	Management aimed at establishing a positive working relationship between protected area staff and their neighbours. Generally centred on two complementary approaches, namely (1) the identification and resolution of problem issues to mutual benefits of the protected area and the neighbouring communities, and (2) the development and use of the resources represented in the protected area, to improve the livelihood of the neighbouring community members.

3.4.2 Collaborative management

Collaborative management refers to a strategy where a group of resource users and a conservation authority agree to jointly manage a resource or an area with a conservation value. In this case the resources or conservation area are usually governed by national policy and legal instruments, and not legally owned by local resource users. Collaborative management approach seeks to identify resources that are important to local people but occur in state-controlled lands; to negotiate formal agreements, with agreed rights and responsibilities for all involved stakeholders to use a resource or conservation area sustainably; to establish local responsibility for management of such resources so as to achieve conservation as well as livelihood objectives (Venter 1998; Barrow & Hulme 2001). Conservation under this approach remains the driving force.

3.4.3 Community based conservation

Community based conservation (CBC) programmes draw on sustainable use of natural resources and wild land under communal tenure conditions as their objective. As noted by Barrow & Murphree (2001) the emphases and assumptions in this approach are;

- economic incentives, the assumption being that rural communities will not sustainably manage natural resources or wild land unless these areas are perceived to yield greater returns than other forms of land use such as crop growing and cattle rearing;
- the devolution of authority and responsibility to communities, the assumption being that this creates an incentive framework favouring sustainable utilization;
- the development of community institutions and structures for the management of these entitlement in a manner which allows communities to effectively control use, distribute benefits to their memberships and efficiently explore opportunities in the natural resources market.

Thus, community based-conservation seeks to create an enabling legal and policy environment for local people to manage their own resources sustainably; to encourage the development for instance of wildlife off-take and tourism in communal lands; to establish institutions for the effective local management of natural resources; to ensure that benefits accrue on a sustainable and equitable basis (Venter 1998; Barrow & Murphree 2001).

Community conservation approaches exhibit collective organization and action by social aggregates at small social scale in the interest of conservation (Hulme and Barrow 2001). However, they vary widely in the objective, characteristics and in the tenure conditions under which they operate (Table 3.2.)

Table 3.2 Characteristics of approaches to community conservation (After Barrow & Hulme 2001)

	Protected area outreach	Collaborative management	Community based conservation
Objectives	Conservation of ecosystem, biodiversity and species	Conservation with rural livelihood	Sustainable rural livelihood
Ownership/tenure	State owned land and resource(e.g. National Park, Forest and Game Reserve)	State owned land with mechanism for collaborative management of certain resources with the community. Complex tenure and ownership arrangements.	Local resource users own land and resources either on permanent basis or specified time frame.
Management characteristics	State determines all decisions about resource use	Agreement between state and user group about managing some resources, which are state owned. Management arrangements critical	Conservation as an element of land use. An emphasis on developing rural economy.

3.5 Participation and community conservation

The notion of participation underpins community conservation approaches (Little 1994), and therefore forms part of the fundamental shift in conservation strategies. However, there are many ways in which the term is used and interpreted. Local participation is a very broad term embracing elements such as *what* local people are participating; *who* is participating, and *how* they get to participate (Barrow & Murphree 2001; Wells & Brandon 1992). Within this broader context Pimbert & Pretty (1995) note that participation ranges from passive participation, which merely entail receiving information and benefits to empowering approaches that involve the creation of autonomous institutions operated by the community (Table 3.3).

Table 3.3 Type of participation (after Pimbert and Pretty 1995)

Participation type	Roles assigned to local people.
Passive participation	People participate by being told what is going to happen or has already happened. No responses expected or entertained.
Participation by information giving	People participate by giving answers to questions posed by extractive researchers and project managers. People do not have opportunity to influence the proceedings, as the findings of the research or project design are neither shared nor checked for accuracy.
Participation by consultation	People participate by being consulted and external agents listen to views. Such a consultative process does not concede any share in decision-making as professionals are under no obligation to take aboard the people's views.
Participation for material incentives	People participate by providing labour and other local resources in exchange for material incentives. No learning and capacity building is involved.
Functional Participation	People participate by getting involved in activities to meet objectives of externally determined projects. But the objectives normally involve the social and economic upliftment of local people. These institutions tend to be dependent on external structures, but may become independent eventually.
Interactive Participation	People participate in joint analysis and action. Local groups take control over local decision-making giving people a stake in action plans and structures to support them.
Self- mobilisation or empowerment	People Participate by taking initiatives independent of external institutions. May challenge existing arrangements and structures.

3.5.1 Passive participation

The concept of community conservation emphasizes on the dimensions of livelihood and local participation in the context of local collective agreement and action. This infers elements of participation in decision-making by concerned parties. Notably, the aspect of collective action is not evident in the passive, information giving, consultative, and material incentive type of participation (Table 3.3). The result is that some programmes do not exhibit collective action and have little relevance to facilitating community conservation due to the passiveness of the approach. This

is the case with compensation schemes (Table 3.4) where policies and management programmes remains centralized and dominated by government agents.

Table 3.4 Case study projects using compensation or incentives as form of participation (Wells and Brandon 1994)

Amboseli National Park, Kenya.

In 1997 World Bank loan of an annual budget of \$50 000 supported tourism development, water-point development and community services to compensate local Masaai people for loss of access to 6000 square kilometre grazing area turned into a National Park

Nazinga Game Ranch, Burkina Faso A 940 square kilometre ranch was established with Government and Canadian International Development Agency funding of \$1.5 million to protect dwindling wildlife and provide local communities with benefits from employment, safari hunting, tourism, and meat production

3.5.2 Active participation

In contrast functional, interactive and self-mobilisation typology of participation (Table 3.3) embrace local involvement in activities, participation in decision-making and empowerment. As illustrated in the case study of Annapurna (Nepal) and Osa Peninsula (Costa Rica) (Table 3.5) each project started with clearly stated goal of eliciting local participation and commitment to a process of participation was clearly reflected in the activities. The role of local institutions is emphasized, and are given chance to take part in joint analysis, development of action plans and strategies. The approaches in active participation attempts to establish equitable partnerships in which stakeholders have an equal opportunity to control, manage, and benefit from indigenous resources. Since they embrace elements of collective local action such approaches have relevance in the dimensions of community conservation.

Table 3. 5 Effective local participation (after Wells and Brandon 1992)

Annapurna, Nepal. Prior to the project, a three-member survey team (two Nepalese and one expatriate) spent six months collecting information in the area that eventually became the multiple-use Annapurna Conservation Area. The team developed a provisional project design and management plan based on discussions with leaders and villagers throughout the region. After the survey, however the team concluded that a National Park designation along the traditional restrictive lines would not be well received. After considering various options, they recommended a new legal designation, a conservation area that would specifically allow hunting, collection of forest products, allocation of visitor fees for local development, and delegation of management authority to the village level. Extensive consultation and local participation in decision-making have continued to be a feature of the project, and the project managers have, whenever possible resisted the unilateral imposition of regulations affecting local people.

At the onset the project recognised the need to establish the trust of sceptical local population, to convince them that they would benefit from- or at least not to be harmed by –the project. The second step was to attempt to motivate people to make resource management decisions. In any community activities the project has avoided free gifts and has always insisted on local participation, with cash or labour.

Osa Peninsula, Costa Rica. The Boscosa project developed and employed what project papers termed a “participative communal extension process,” which emphasises community involvement in project design, execution, and evaluation. For example, in one pilot community, land tenure; land use capability and current agricultural practices were evaluated. Farmers were interviewed to determine their experiences with, and desire for, alternative crops and techniques. With help from the project, twenty-three farmers formed a production association. With technical assistance from the project, the association decided on crops and a communal nursery. Following this early involvement in project design and decision-making the community organised other initiatives such as agro-forestry, reforestation with native species, a women’s arts and crafts group, and primary timber processing using a portable saw. An internal evaluation of the project concluded that the community shows more conscious approach toward productive management and has long term planning out look on aspects such as resource use, development of proposals for new initiatives, buying of “forestry permit” and development of community managed forest.

3.6 Local participation; a case for South Africa

South Africa has a unique history. Unlike the rest of Africa racial discrimination was rife under the apartheid era. Biodiversity conservation and use were governed

by the apartheid system (Wynberg 2002). Under the apartheid rule, involvement of local people in management of nature conservation did not fall within the principles and practices of the apartheid government. However it is acknowledged that they were localised exceptions as evident from the practices that were emerging in KwaZulu-Natal during early 1990s. These were the informal neighbour relation forums set up by some reserve managers and open days for the Nkozi and Traditional Authority Councillors to visit and be informed on current reserve programmes. These forums were used by the local people to raise issues of concern, of which stock losses dominated. These meetings became a source of conflict between managers and local people.

Under the new government ushered in 1994 conservation legislation and policy framework in South Africa have progressively been reviewed. During the year 2001 the Department of Environmental Affairs and Tourism (DEAT) initiated and adopted a bioregional approach to South Africa's protected areas. The goal for this approach is to maximize the benefits of South Africa's natural heritage for all South Africans both now and in the future, through establishing a comprehensive and representative system of protected areas covering South Africa's biological diversity (DEAT 2002). Within this goal it is envisaged that a new legal framework for protected areas will be in place that will ensure rationalization of institutional arrangements governing protected areas and that all sectors of the South African society will be full participants in management of protected areas (DEAT 2002). Under the same vision DEAT agrees with the 'Kumleben Report' that recommended involvement of local communities in the future management of protected areas.

3.7 Local Participation; a case for KwaZulu-Natal

Ezemvelo KwaZulu-Natal Wildlife is founded by the merger of nature conservation authorities in KwaZulu-Natal Province of the Natal Parks Board (NPB) and KwaZulu Directorate of Nature Conservation (DNC). Although operating under

different legal framework the two institutions developed innovations of engaging communities particularly those who lived in the neighbourhood of protected areas.

In 1982 DNC adopted a strategy of pursuing conservation and community development needs concurrently. This stance later developed into a 'policy of sharing' that led into permitting of rural communities to use the natural resources within the reserves and the proclaimed lands using traditional methods of harvesting (Department of Nature Conservation 1994 cited in Lockett, Mkhize and Potter 2003). For instance Cutting reeds and setting fish traps were some of the practices permitted in some reserves under the jurisdiction of DNC. Within the policy of sharing, DNC introduced the idea of sharing revenue from protected areas with traditional authorities neighbouring the protected areas that received 25 % of the gross revenue generated from tourism.

The Natal Parks Board, whose responsibility was restricted to Natal, adopted the promotion of sustainable use of indigenous natural resources and in this regard provided extension services to Game Ranches, Conservancies and establishment of Biosphere Reserves (NPB 1993/94). The institution also permitted the collection of wide range of natural materials by local people from protected areas under its jurisdiction (Table 3.6). In 1992 NPB developed the first neighbour relations policy. This policy aimed at fostering social and economic gain for neighbouring communities, enhancing environmental awareness, and encouraging community participation in protected area management and planning (NPB Neighbour Relations Policy 1992). As outlined in this policy document, among the strategies developed to implement the policy on community participation was by establishment of formal neighbour liaison forums that were being implemented by officers in charge of respective protected areas. Lockett, Mkhize and Potter (2003) observe that the success of each of these neighbour liaison forums depended largely on the comment and interest of the officer in charge. They further observe that these forums informed the members about the management programmes and very little consultation was encouraged.

Table 3.6 Extent and type of community involvement in nature conservation under NPB (Natal Parks Board Annual Reports 1993/94 and 1999/2000)

Activity	1993/1994	1999/2000	% Increase
Distribution of Conservancies and Biosphere Reserves			
Numbers	168	227	35
Members	1933	3392	75
Game guards	460	771	68
Area	1 400 000 ha	1 576 566 ha	13
% of KwaZulu	16	19	3
Value of natural resources gathered in NPB protected areas by communities	R2 203 600	R6 545 350	197
Monetary value earned by local communities from employment in NPB Protected Areas	R40 549 000	R104 863 402	159

3.8 The Local Boards in KwaZulu-Natal.

Local Boards in KwaZulu-Natal are local structures established by provincial legislation. The concept of legally mandated local structures emerged from a 'Parks and People'; 'People and Parks' Symposium in 1995 organised by the Wildlife and Environmental Society of South Africa (WESSA). One of the recommendations was the establishment of legally constituted boards for the protected areas that involved the rural communities together with other stakeholders. (Densham 2003 *pers. comm.*).

As part of the transformation process following the democratic elections of 1994 in South Africa, the KZN Provincial Parliament enacted the KwaZulu-Natal Nature Conservation Management Act, No. 9 of 1997, which established two legal and separate bodies, the KwaZulu-Natal Nature Conservation Management Board and

KwaZulu-Natal Nature Conservation Service, now referred to as Ezemvelo KwaZulu-Natal Wildlife. The Act also empowers the KZN Provincial Minister of Agriculture and Environmental Affairs to establish Local Boards for the protected areas.

The Local Boards are constituted by sectoral representation from traditional authorities, business sectors, formal agricultural, regional tourism, regional councils and other interest groups. The implementation of Local Boards falls within the mandate of EKZNW and in 1999 the institution facilitated the formation of the first four Local Boards that were inaugurated in October 2000 (Regional Legislation Service-KZN 2000).

The Local Boards were established with the intention that they would represent the local communities and other stakeholders in the respective protected areas and that through these Local Boards communities would participate in management of protected areas. Unlike the liaison forums initiated by the founding organisations of EKZNW, Local Boards are structures that have legal mandate to participate in the compiling and monitoring of implementation of management plans for respective protected areas (Regional Legislation Service- KZN 1997).

3.9 Conclusion

This chapter has explored the historical context of conservation in South Africa; the changing conservation ideologies and conservation practices. It has also set out the national and provincial perspective of community participation in conservation in South Africa, and established the context under which the Local Boards in KwaZulu-Natal were established.

The early conservation measures were dominated by hunting legislation as a response to declining game populations. But the measure was ineffective in saving game and this prompted the establishment of the earliest game reserves towards the end of the 19th Century. Both of these measures exhibited non-participatory

approach and state dominance that also characterized the subsequent implementation of the National Parks concept in the early 20th Century in Africa.

Community conservation approaches underlines the notions of local livelihood and local participation. While community conservation initiatives have one element in common, collective organization and action in the interest of conservation, they vary in the objective, characteristics and in the tenure conditions under which they operate. They also vary in their assignment and responsibility, in the resources they address, in the organizational characteristics they exhibit and the mode of implementation.

Prior to the 1994 democratic elections in South Africa biodiversity conservation and use were governed by the practices of Apartheid system and no policy existed on national level pertaining to local involvement in the management of conservation areas. During the last ten years there has been an on going review of legislation pertaining to nature conservation to address the shortcomings of the previous approaches. At the provincial level the enshrining of community structure in the legal framework in KwaZulu-Natal is one such attempt in the continuous review of the legislation while the establishment of the Local Boards forms part of pilot implementation practices of community conservation yet to draw lessons from.

CHAPTER 4:

METHODOLOGY

4.1 Introduction

Research method is broadly directed by whether the study is qualitative or quantitative. Quantitative research employs the use of numerical data and involves statistical analysis. In contrast, qualitative research usually involves the use of data in form of written or spoken, or in form of observations; and analyzed by identifying themes (Durrheim 1999; Neuman 1999). In this study a qualitative and purposive sampling technique will be applied.

This chapter outlines the process and contents of the method used in the study in six sections. The methodology process section outlines in both narration and diagrammatical form the research process. This section also depicts areas of data triangulation, and concurrence in data collection and other research activities. The second section describes the sampling technique used in this study and gives the justification for the choice of the technique. The third section outlines the procedural approach to the study. The fourth section gives details of the sources of data for the study while the fifth section outlines how the data will be analyzed. The last section of this chapter outlines the assumptions and anticipated problems during the study.

4.2 Methodology process

The methodological process through which the research has been approached is diagrammatically illustrated in Figure 4.1. The study commences with preliminary investigations and discussions with relevant authorities and experts as part of project proposal stage. This stage is followed by review of relevant literature to develop broader understanding of the relevant ideals surrounding the research topic and to put the study into context.

This stage forms the component A of this mini-dissertation. The study progresses with interview surveys done concurrently with documentary review as a primary source of data. The data is analyzed based on the research questions and objectives.

4.3 Sampling technique

In this study purposive (non-random) sampling will be used. This is a strategy in which particular persons or events are deliberately selected for the important information they can provide relevant to the subject matter. The usefulness of purposive sampling is that it can be used to achieve representativeness and typicality in the individuals or settings being studied (Durrheim 1999). This technique is particularly appropriate for this study because it will facilitate access to individuals who are at the frontier, rich in the experience and knowledge of community involvement in the management of protected areas.

The study will draw on experiences, perceptions and opinions of the executive of Ezemvelo KwaZulu-Natal Wildlife (EKZNW) Ukhahlamba-Drakensberg Park management team and the members of the Local Board. This will ensure coverage of perceptions at both policy formulation and policy implementation level. Two interviewees will be drawn from each of these levels.

4.4 Study procedure

This study is partly being undertaken under the auspices of EKZNW in whose portfolio the subject falls and who will facilitate access to documents, staff, and Local Board members. A formal approval has been obtained prior to data collection and the coordinator from EKZNW has been designated for the purpose of this study. Through the coordinator, appointments for interviews will be made as well as request for access to documents. The study commences initially with literature review followed by documentary review and survey interviews with role players to run concurrently.

4.5 Methods of data collection

This research is a case study and will involve the use of qualitative data collection technique. Patton (1980) noted that qualitative data collection involves three types of techniques; interview surveys; direct observations and analysis of documents. This study will involve documentary review and in depth interviews with purposively selected role players as source of data. A structured interview instrument is outlined prior to the interview to ensure the same issues are probed from different people. The interview details will be tape recorded for later reference to the information and to facilitate the transcription of the data. The interview instrument is shown in appendix A.

4.6 Methods of data analysis

The research questions and objectives of the study will direct the analysis of the data. A thorough examination of the data from both documents and interviews will facilitate noticing of the patterns in the information generated in relation to the research questions and objectives. This stage of analysis will facilitate the sorting and coding of the data into themes and analyzed according to the contents. The analysis of the data will be in the form of descriptions and interpretation of the research findings.

4.7: Assumptions and anticipated problems

Assumptions

- That approval of the study by EKZNW will be up held and facilitate its implementation. The successful completion of the project is contingent upon the co-operation anticipated from the institution.
- That the funding constraint for the research will successfully be pursued.

In line with the second assumption, a strategy is being worked out with the Centre for Environment and Development, University of Natal.

Anticipated problems

- Some Local Board members may not be readily accessible because of traditional protocol or other commitments and this may result in the delays in the planned data collection.
- Some Local Board members may not be fluent in English and this may create language barrier between the interviewee and the interviewer. In event of this situation arising an interpreter will be used.

REFERENCES

- Adams, W. and D. Hulme. 2001. Chapter 2: Conservation and Community: Changing Narratives, Policies and Practices. In: Hulme, D. and Murphree, M. (eds). *African Wildlife and Livelihoods: The Promise and Performance of Community Conservation*. Oxford: James Currey Ltd.
- Anderson, D. and R. Grove. 1987. *Conservation in Africa: People, Policies and Practices*. Cambridge: Cambridge University Press.
- Barrow, E. and M. Murphree. 2001. Chapter 3: Community Conservation: From Concept to Practice. In: Hulme, D. and Murphree, M. (eds). *African Wildlife and Livelihoods: The Promise and Performance of Community Conservation*. Oxford: James Currey Ltd.
- Beinart, W. and Coates, P. 1995. *The Environment and History, The taming of nature in the USA and South Africa*. London: Routledge.
- Brooks, S. 2000. Re-reading the Hluhluwe-Umfolozi Game Reserve: Constructions of a 'nature' space. *Transformation* 44, 63-79.
- Carruthers, J. 1989. 'Creating a National Park, 1910-1926', *Journal of Southern African Studies*, 15 (2), 188-216.
- Carruthers, J. 1995. *The Kruger National Park; a social and political history*. Pietermaritzburg: University of Natal Press.
- Carruthers, J. 1997. 'National hood and National Parks; Comparative examples from imperial experience'. In Griffins, T. and Robbin, L. (eds). *Ecology and Empire: environmental history of settler societies*. Pietermaritzburg: University of Natal.

Department of Environmental Affairs and Tourism (DEAT). 2002. *A bioregional approach to South Africa's Protected Areas*. Pretoria: DEAT.

Durrheim, K. 1999. Chapter 3: Research Design. In: Terre Blanche, M. and Durrheim, K. (eds). *Research in Practice*. Cape Town: University of Cape Town Press.

Ezemvelo KwaZulu-Natal Wildlife. 2003. Corporate Strategy Business Plan 2002-2005. Internal Report. 13 February 2003.

Hulme, D. and M. Murphree. 2001. Chapter 1: Community Conservation in Africa. In: Hulme, D. and Murphree, M. (eds). *African Wildlife and Livelihoods: The Promise and Performance of Community Conservation*. Oxford: James Currey Ltd.

Hunter, D., J. Salzam and D. Zaelke. 1998. *International Environmental Law and Policy*. New York: Foundation Press.

IIED. 1994. *Whose Eden? An overview of Community Approaches to Wildlife Management*. Nottingham: Russell Press.

IUCN. 1994. *Guidelines for Protected Area Management Categories*. Gland: IUCN.

Johnston, R.J., Gregory, D., Smith, D.M. (eds). 1994. *The Dictionary of Human Geography: Third edition*. Oxford: Blackwell Publishers.

Jonker, A. 2001. Chapter 4. Governance and State Structures. In: Van Niekerk, D., Van der Walt, G. and Jonker, A. (eds). *Governance, Politics and Policy in South Africa*. London: Oxford University Press.

Kamstra, J. 1994. *Protected Areas towards participatory approach*. Amsterdam: IUCN Netherlands.

Kaniki, A. 1999. Chapter 2: Doing an information search. In: Terre Blanche, M. and Durrheim, K. (eds). *Research in Practice: Applied Methods for Social Sciences*. Cape Town: UCT Press.

KwaZulu-Natal Nature Conservation Management Act, No. 9 of 1997. *The Provincial Gazette of KwaZulu-Natal*, No. 5247, 18 December 1997.

Little, P. D. 1994. Chapter 15: The link between local participation and improved conservation: A review of issues and experiences. In: Western, D., Michael, R. M. and Strum, S. C. (eds). *Natural Connections. Perspectives in Community Based Conservation*. Washington, D.C: Island Press.

Luard, N. 1985. *The Wildlife Parks of Africa*. London: Michael Joseph Ltd.

Lockett, S., K. Mkhize and D. Potter. 2003. *Involving local people in protected area management: the experience of Local Boards in KwaZulu-Natal, South Africa*. Parks. Parks, Volume 13:1, pp6-15.

Maxwell, J. A. 1998. Chapter 3: Designing a qualitative study. In: Bickman, L. and Rog, J. D. (eds). *Handbook of Applied Social Research Methods*. London: SAGE Publications.

Natal Parks Board, 1992. *Neighbour Relations Policy, Actions and Guidelines*. Pietermaritzburg: NPB.

Natal Parks Board, 1993/94. *Natal Parks Board Annual Report*. Pietermaritzburg: NPB.

Natal Parks Board, 1999/2000. *Natal Parks Board Annual Report*. Pietermaritzburg: NPB.

Neuman, W. L. 1999. *Social Science Research Methods: Qualitative and Quantitative Research Methods*. Boston: Allyn and Bacon.

Ngobese, P. and J. Cock. 1997. Chapter 11: Development and Environment. In: Fitzgerald, P., Mc Lennan, A. and Munslow, B. (2nd eds). *Managing Sustainable Development in South Africa*. Oxford: Oxford University Press

Ofcansky, T. P. 2002. *Paradise Lost: A history of Game Preservation in East Africa*. Morgantown: West Virginia University Press.

Patton, M. Q. 1980. *Qualitative Evaluation Methods*. London: SAGE Publications.

Pimbert, M P. and J. N. Pretty. 1995. *Parks, People and Professionals*. Discussion paper 57; Geneva: UNRISD.

Primack, R. B. 2000. *A Primer of Conservation Biology* (2nd ed). Massachusetts: Sinauer Associates Inc.

Regional Legislation Service – KwaZulu-Natal. 2000. Department of Agriculture and Environmental Affairs. *The Provincial Gazette of KwaZulu-Natal, No. 397*, 10 October 2000.

The Biodiversity Support Programme (BSP), 1993. *African Biodiversity: Foundation for future. A framework for integrating biodiversity conservation and sustainable development*. Maryland: Professional Printing Inc.

Venter, A. K. 1998. *Protected Area outreach: A case study and critical evaluation*. Pietermaritzburg: University of Natal Press.

Wells, M and K, Brandon. 1992. *People and Parks. Linking Protected Area Management with Local Communities*. Washington, D.C: World Bank.

West, P. C. and S. R. Brechin. 1992. *Resident People and National Parks*. Tucson: University of Arizona Press.

Western, D., R. M. Michael and S. C. Strum. 1994. *Natural Connections. Perspectives in Community Based Conservation*. Washington, D.C: Island Press.

Wynberg, R. 2002. A Decade of Biodiversity Conservation and Use in South Africa: tracking progress from the Rio Earth Summit to the Johannesburg world Summit on Sustainable Development. *South African Journal of Science* 98: 233-243.

Personal communication

Drummond, Densham. Centre for Environment and Development, University of Natal. Pietermaritzburg.

APPENDIX A: INTERVIEW INSTRUMENT

Researcher's introduction

I am Rodgers Nkhoma a student at Centre for Environment and Development (CEAD); at University of Natal. As it was mentioned to you I am conducting a study pertaining to involvement of communities in the management of protected areas; and how the LB for central UDP functions.

The purpose of this interview is to solicit for information pertaining to the study. As you are part of one of these institutions I would like to draw on your experience, knowledge and opinion. Nothing you will say will be identified with you personally and the use of the tape recorder is meant to ensure that I do not miss any details of the interviews.

The interview comprises six sections;

- Board formation and Composition
- Functioning of the Local Board
- Management Plans and the role of the Board
- Community levy and other community benefits
- How the activities of the park are integrated into those of surrounding areas.
- General comments, opinion, and observations about the Local Board concept

A. Board formation and composition

The first part of the interview is about the board formation and composition. The purpose of this part is to establish from your experience the processes, requirements and eligibility for appointment to a Board;

1. What are the procedures, requirements and qualifications for appointment to a Local Board?
2. What are your observations and views about the procedures and qualifications for appointment to the Local Board?

3. What are your experiences and observations about the current board's composition for Ukhahlamba-Drakensberg Park?

B. Functioning of the Local Board

The second part of this interview is about the functioning of the LB. With reference to the functions of the LB within the institutional framework of EKZNW;

4. What is the role of the Local Board?
5. Are there any specific guidelines outlined for the operations of the Local Board?
6. Who draws or is suppose to draw the guidelines for the operations of the Local Board?
7. To who does the Local Board report or is accountable?
8. What type of process or procedure is in place to ensure that Local Boards are part to decision-making pertaining to the Park Management and use of the natural resources?
9. How does this process ensure that Local Board is not sidelined in the programmms of the Park?
10. How does the Local Board implementation blend with national and provincial legislation such as the case of municipalities since Ukhahlamba Drakensberg Park extends into wider area?

C. Management Plans and the role of the Local Board

The third part of this interview is about the management plans and the role of the LB. With reference to the Management Plans and the role of the Board, one of the functions of LB as outlined in the KwaZulu-Natal Nature Conservation Management Act. No.9 of 1997 is to participate in the compiling and monitoring of the implementation of the management plans for each Protected area;

11. How does the LB participate in the compiling and monitoring of the management plans for the park?

D. Community levy and other benefits

The fourth part of this interview is about community levy and other benefits accrued to the community. With regard to delivery of community levy and other community benefits;

12. What is the role of the LB in the implementation and delivery of community levy?

13. What constitutes the 'community' under the mandate of the LB for UDP and how are the beneficiaries of community levy determined given the sectoral representation of the LB and the extent of coverage of UDP?

14. What other provisions have been established for facilitating the community use and access to natural resources in the Park since the inception of the LB?

E. Integration of the activities of Protected Areas with those of the surrounding areas

The fifth part of this interview is about the aspect of integration of the activities of Protected areas with those of surrounding areas. One of the objectives for establishing the Local Board as outlined in the KwaZulu-Natal Nature Conservation Management Act. No.9 of 1997 is to promote integration of the activities of the protected areas with those of the surrounding areas.

15. How is this objective being pursued and achieved?

16. What is the role of the LB in the transfrontier arrangement of Maluti Ukhahlamba-Drakensberg Park?

F. General comments, opinion and observations

The last part of this interview is to seek your general comments, opinion and observations;

17. How has the Local Board been accepted or received by the rural communities, local government and other stakeholders?
18. What do you think are the successes and obstacles to the smooth and effective operations of the LB?
19. What do you think needs to be done for continued smooth and effective operation of the Local Board, and to overcome the obstacles if any?

COMPONENT B

**INVOLVING COMMUNITIES IN MANAGING PROTECTED AREAS:
A CASE STUDY OF THE LOCAL BOARD FOR UKHAHLAMBA-
DRAKENSBERG PARK**

^a Rodgers Nkhoma

Address: Centre for Environment and Development, University of KwaZulu-
Natal (Pietermaritzburg), Private Bag X01, Scottsville 3209, South Africa.

E-mail: bankho2000@ yahoo.com

^a “To whom correspondence should be addressed”

ABSTRACT

Community Involvement in conservation is widely acknowledged as essential. However, how the concept is translated into policies and practices by conservation authorities has rarely been evaluated. The study analyzed the Local Board approach in KwaZulu-Natal (KZN), South Africa, by examining the legal and policy framework, and identifying key objectives. An assessment was made based on the achievement of key objectives and the perceptions of the role players. The research focused on the Local Board for central Ukhahlamba-Drakensberg Park (UDP) as a case study.

The key objective for the establishment of the Local Board was to promote the participation of local stakeholders in the management of the protected areas. The mechanism to achieve this was perceived mainly through the participation of the Local Board in formulation of management plans for the protected areas and the monitoring of their implementation; the function which has not been implemented.

The findings of the study indicate that while the Local Board's success is due to its legal status and that the objectives are explicit, the mechanisms for implementation are complex and not fully perceived. This has far reaching implications for achieving an effective Local Board. In addition, the mandate of the Local Board must be clarified in light of the recent implementation of the municipality system and it is important that representatives from the municipalities bordering the protected areas are represented on the Local Board.

1. INTRODUCTION

Nature conservation authorities in Africa are faced with the challenges and imperatives of involving local people in the management of protected areas.

It is becoming increasingly apparent that policies and practices on which conservation was based during the 20th Century can no longer apply to contemporary realities and are inappropriate for Africa (Anderson & Grove 1987; West & Brechin 1991; Wells & Brandon 1992). Protected areas in Africa have meant forced removal of local people and loss of access to biological resources on which their livelihoods depend. These areas have been managed centrally by highest authority. The compelling task of building community confidence, support, and their effective involvement in conservation is challenging.

Latterly, the contention has been that conservation should involve local communities rather than being purely a state responsibility and that rural African communities should no longer be viewed as an impediment but active partners and beneficiaries of nature conservation (Anderson & Grove 1998; Hulme & Murphree 2001). This argument suggests that conservation cannot effectively be pursued in isolation and that it should benefit communities. It also implies that the fate of local people and that of conservation are mutually dependent such that the success of conservation itself depends on how well the strategies serve the people. (Anderson & Grove 1987; West & Brechin 1991). In most of the African countries, the view that dominated understanding of conservation is the protection of species and habitats. However, this has

increasingly given way to a broader linking of conservation to development and livelihoods (Anderson & Grove 1987; Ngobese & Cock 1997).

Participation is a prerequisite to democracy (Jonker 2001). This has required conservation institutions and their policies to be reshaped during the first decade of democratic South Africa. Ezemvelo KwaZulu-Natal Wildlife (EKZNW) is no exception. As a provincial nature conservation service founded on the merger of two conservation agencies, it faces the challenges of the changing legislation from pre-1994 to post-1994 and the imperatives of involving local people in nature conservation in KwaZulu-Natal (KZN) Province.

The study examined the legislative provisions, policy framework and management practices in relation to strategies for community involvement in the management of protected areas in KZN. This study focused on the implementation of the local board approach to community involvement taking Ukhahlamba-Drakensberg Park as a case study. The research was informed by two key questions; how has EKZNW adapted to changing legislation and community perspective in nature conservation? What perceptions and understanding have directed the level of implementation of the Local Board in Ukhahlamba-Drakensberg Park?

2. METHOD

The nature of the study compelled the use of qualitative methodologies. The study relied on both primary and secondary sources of data in the form of interviews and documentary analysis respectively.

A critical review of the Provincial Nature Conservation management legislation was done to establish the legislative provisions for community involvement in KwaZulu-Natal. Policy documents and operational guidelines were examined to establish how EKZNW has adopted and translated the legislation into policies and strategies for community conservation.

In depth interviews were conducted with purposively selected role players from EKZNW and Local Board for the Central UDP to establish perceptions about the Local Board and how it is being implemented (Table1). The respondents represented perceptions at different levels of role players.

Table 1. Survey respondents representing perceptions at each level

No.	Respondent	Position	Institution	Level of representation
1	Mlindeli Gcumisa	D/Director Conservation Partnerships and Projects Branch	EKZNW	Executive
2	Mhelengi Gumende	Community Based Ecotourism Manager	EKZNW	Executive
3	Aubrey Nshuntsha	Coordinator- Conservation Partnerships and Projects Branch	UDP	Regional/Reserve management
4	Dennis Mkhobeni	Community Conservation Officer	UDP	Regional/ Reserve Management
5	Timothy Mthombeni	Chairman	Local Board	Community
6	Jeffrey Nhlabathi	Vice Chairman	Local Board	Community

3. RESULTS

3.1 Introduction

The research findings presented in this section are largely based on data collected from a survey conducted within a period of three weeks during the Months of May/June 2003. The findings are based on the responses from the role players interviewed (Table I), and supplemented by information gathered from review of documents.

This section although further itemized into seven components, sets out to present the study findings in three broader areas as directed by the objectives of the study. Thus, the legal and policy framework in which the Local Board operates, the establishment process and the statutory functions of the Local Board and the perceptions of the role players about the Local Board. The rationale for considering each of these is given alongside each of the components of the results.

3.2 Legislation

The establishment of Local Boards in KZN is mandatory. The mandate for the provincial Minister to establish a Local Board is drawn from the provisions of the provincial legislature. The South African Constitution provides for establishment of three levels of Government to serve the national, provincial and local interests. In terms of legislation each sphere has defined powers, authority and functions executed within the principles of co-operative governance. As part of transformation after the 1994 democratic elections in South Africa, KZN legislature enacted the Nature Conservation Management

Act. Under this Act the establishment of KwaZulu-Natal Nature Conservation Board and KwaZulu-Natal Nature Conservation Service are mandated. The Act also provides for the Provincial Minister in consultation with KZN Nature Conservation Board to establish Local Boards for protected area or areas. The entrenchment of community structures into legal framework reflects on the political will for the participatory policies in nature conservation.

3.3 The links between Local Boards, EKZNW and KZNNC Board

This section reflects on the links between the three nature conservation statutory bodies established by KwaZulu-Natal Nature Conservation Management Act No 9 of 1997 and how they relate to each other. The basic understanding is that these statutory institutions have mutually dependent roles. By establishing and examining the vertical and horizontal integration (Figure 1), it enhances the understanding of how such institutional arrangements influence the implementation and effectiveness of the Local Board.

The EKZNW is the successor to the Natal Parks Board and the KwaZulu-Natal Department of Nature Conservation as the province's nature conservation management authority. THE KZNNC Board is a separate legal entity with the mandate to oversee and monitor the functions of the EKZNW. It reports directly to the KZN Minister of Agriculture and Environmental Affairs by means of an annual report and audited financial statements.

The Local Boards are appointed by the Minister and they report to the KZNNC Board, who report annually to the Minister on their activities.

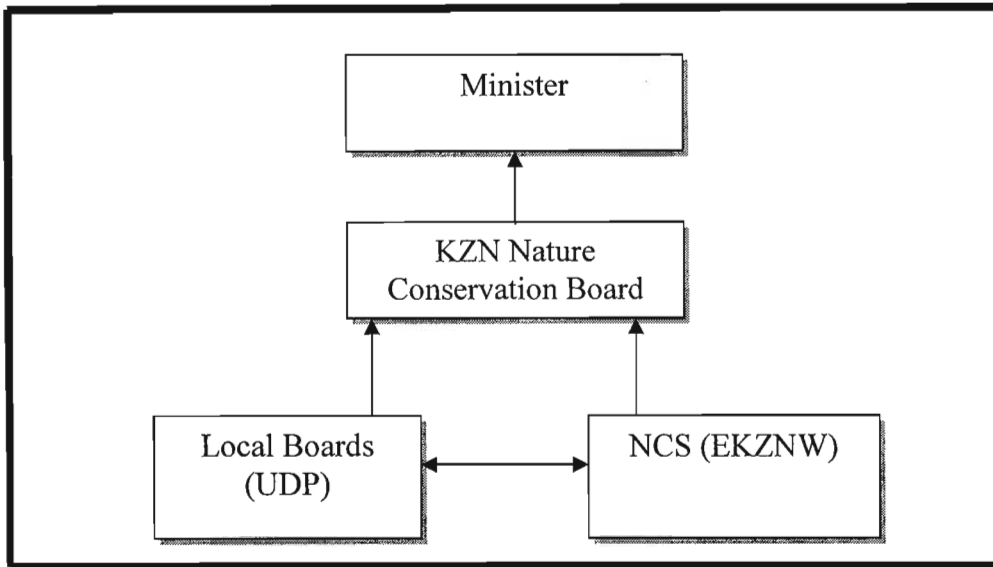


Figure 1: The Links between Local Boards, KZNNC Board and EKZNW

EKZNW is accountable to KZN Nature Conservation Board and serves as the implementing agency of the KZN Nature Conservation Board’s policies. As a professional statutory body, it renders professional, scientific, operational, administrative, secretarial, and infrastructural support services to both the KZN Nature Conservation Board and the Local Boards. The Chief Executive Officer of EKZNW is an *ex-officio* member of the KZN Nature Conservation Board as well as the Accounting Officer for the KZN Nature Conservation Board, EKZNW and the Local Boards. Similarly, the *ex-officio* appointed by KZN Nature Conservation Board from EKZNW sits on the Local Board and performs the role of Local Board’s secretary.

The Local Board is an independent statutory legal entity but operates within the policy framework of the KZN Nature Conservation Board. The technical, financial and professional services of the Local Board are rendered by EKZNW as an implementing agency of the policies of the KZN Nature Conservation

Board. As mandated by law, the Local Board circulates minutes of its meetings and annual reports to KZN Nature Conservation Board through EKZNW. These actions suggest that the implementation and effective performance of the Local Board is contingent on institutional arrangements and coordination. The study sought to examine the policy framework (KZN Nature Conservation Board) and policy implementation (EKZNW) to establish the environment in which the Local Board operates.

3.4 Policy framework

The understanding gained from the examination of the links between KwaZulu-Natal Nature Conservation Board and the Local Boards is that a Local Board operates within the policies of the KwaZulu-Natal Nature Conservation Board. Therefore, the implementation of the Local Board hinges on the policy of the KwaZulu-Natal Nature Conservation Board.

The KZN Nature Conservation Board's policy is to foster nature conservation within the framework of co-management and developing processes for engagement with communities. In this regard and in a policy statement (1999), on Local boards, the KZN Nature Conservation Board undertakes to support the functioning of a Local Board by:

- I. Endorsing the Local Board as an invaluable component for ensuring support and participation of local communities in the management of protected areas.
- II. Assisting in the delivery of objectives and functions of the Local Board.

- III. Giving due consideration to any recommendations by a Local Board to the KZN Nature Conservation Board and providing a prompt response.
- IV. Maintaining communication with the Local Boards through any appropriate means.

Further understanding gained from the links between the statutory bodies is that EKZWN is the implementing agency of the Kwa-Zulu Natal Nature Conservation Board's policies. This implies that the mandate for EKZWN is to translate the policies of the KwaZulu-Natal Nature Conservation Board into strategies and actions.

In this regard the mission statement for EKZWN identifies the core function and management strategy congruent with the policy of the KwaZulu-Natal Nature Conservation Board (EKZWN 2003). The mission of EKZWN is to ensure sustainable biodiversity conservation and ecotourism management in partnerships with people. As outlined in the three year (2002-2005) Corporate Strategic Business Plan for EKZWN, the institution identifies and recognizes neighbouring communities to protected areas as stakeholders, and acknowledges its responsibility as being that of ensuring functional Local Boards, functional community programmes, integration of communities into conservation programmes as well as involving communities in tourism ventures inside the protected areas (EKZWN 2003). In this context EKZWN undertakes to clarify nature conservation within the framework of developing partnerships with diverse communities and maintain community conservation services as part of its integrated function.

In order to achieve this vision and as part of the continuing transformation process, Conservation Partnerships and Projects Branch (CPPB) was established within EKZNW. Its vision is to develop within EKZNW a capable and experienced staff to establish and maintain partnerships with a wide range of stakeholders for the benefit of biodiversity. The primary functions, as outlined in the Corporate Strategic Business Plan, of this branch of EKZNW are to:

- *provide support and supervision of a wide range of programmes and activities including the implementation of the Local Boards, Community Levy funding, environmental education programmes, land claim settlement programmes, and integration of biodiversity information in land use decision-making throughout KZN;*
- *provide guidance and support to community conservation and socio-economic development programmes in communities adjacent to protected areas;*
- *provide an efficient nature conservation permitting system, an effective and regulatory services to the hunting industry in KZN ;*
- *manage a voluntary Honorary officers system to effect greater efficiency and effectiveness in terms of conservation and ecotourism.*

(EKZNW 2003)

According to the EKZNW Corporate Strategic Business Plan for the period 2002-2005, these tasks form part of the key activities in the work plans for the Conservation Partnerships and Projects Branch. The policy framework and management strategies revealed here are perhaps indicative of the support in

principle that prevails for the implementation of community related perspectives including the Local Board. Similarly, EKZNW has a pivotal role in the establishment process of a Local Board.

3.5 Local Board formation

The Local Board is established through the process of nominations and appointments. Nominations are invited from residents of neighbouring communities to protected areas through a public process facilitated by EKZNW. In consultation with the KZN Nature Conservation Board, the Minister of Agriculture and Environmental Affairs appoints the Local Board members. The KwaZulu-Natal Nature Conservation Management Act provides for one employee of EKZNW to be nominated by KwaZulu-Natal Nature Conservation Board to serve on the Local Board as an *ex-officio* member.

The Nominations are drawn from a wide range of institutions represented in the areas adjacent to the protected area(s). However, in making appointments the Minister is required to consider the need to ensure a balance between tribal authorities, regional councils and other municipalities, community based organizations, the business sector, environmental groups, farming associations and other interested parties. The appointments are based on demonstrated interest by nominated persons and are for a period of three years but eligible for re-appointment. While acknowledging the difficulty in determining demonstrated interest in conservation, it is also perceived that further direction on criteria is required particularly on the minimum level of illiteracy of nominees.

3.6 The objectives and functions of the Local Board

The KwaZulu-Natal Nature Conservation Management Act outlines the purpose for the establishment of the Local Boards. The Act also identifies some key obligatory functions of the Local Board. The key objective for the establishment of the Local Board is to promote and facilitate local decision-making in the management of nature conservation and heritage resources. These decisions are with regard to management of protected areas as well as promoting integration of activities in and the surrounding areas of the park. A Local Board has an obligation to compile and ensure the implementation of management plans of the protected areas falling within its jurisdiction in consultation with EKZNW. According to the KwaZulu-Natal Nature Conservation Management Act, the management plans established or amended must as far as is practical:

- *Provide a mechanism through which other bodies, groups and persons with interest in conservation or promotion of ecotourism can submit representations;*
- *Determine local policies within the framework of the KZN Nature Conservation Board's policies on resource management and protection, development of ecotourism, and coordination with other stakeholders;*
- *Promote education programmes related to nature conservation;*
- *Promote developmental needs of the people living in or adjacent to the protected area.*

(KwaZulu-Natal Nature Conservation Management Act , No 9, 1997)

Whilst the Act identifies some key objectives of the Local Board, some of the objectives are implied in the recognition of the Local Board as a decision-making body. In the same vein the Local Board inherited the implementation of Community Levy appropriated from tourism fees from the Park. Latterly, the role and functions of the Local Board have come to be discussed in the context of the jurisdiction of the Local Board in relation to the Municipalities.

3.7 Perceptions about the Local Board

The preceding research findings have established the fundamental issues of legal mandate, policy framework, Local Board formation, and functions. This section seeks to establish the understanding and perceptions that exists of the legal framework (KZN Nature Conservation Act) and institutional arrangements (policy and operational guidelines) about the Local Board. The understanding is that by dwelling on the perceptions of the people who are in 'frontier' of implementation of the Local Board, it is possible to gain an understanding of how well the Local Board is being implemented. The perceptions presented below are based on the responses to an enquiry by respondents as shown in (Figure 1).

It is important to appreciate the Local Board formation processes. The common tendency by society is to develop resentment towards a government body if it is formed through an unacceptable process. Responses to the enquiries in this regard indicate an appreciation of the criteria and the process for the establishment of the Local Board. However, there are some observations made particularly, by role players at EKZNW executive and reserve management

level, about illiteracy levels of the Local Board members that could limit their effectiveness. The observation by the EKZNW management, while the Local Board may not view it as important, reflects on differences in perceptions among role players about the anticipated capacities of a Local Board.

The establishment of the Local Board is mandatory and it has statutory functions. Implementation of the functions is largely dependent on the understanding of the mandate. Responses to the enquiries about the functions of the Local Board reveal consensus in some areas and differences in others. By and large, it is acknowledged by all role players that the Local Board is a decision making body. The functions are viewed in a multi-faceted approach although the emphasis seems to be on the role of the Local Board in the preparation and implementation of management plans for protected areas. In addition the Local Boards were given the task of administering the community levy for the neighboring communities. This was not part of their original mandate.

While the roles of the Local Board are viewed in a multi-faceted approach, all role players acknowledge that the Local Board lacks sound financial base. The Local Board is totally dependent on the funding from EKZNW. This funding, as echoed by all role players, is insufficient. It is further acknowledged that the Local Board does not run its own budget due to financial constraints. This constraint hinges on the capacity of the Local Board to implement statutory functions.

EKZNW administers an institutional arrangement in which a percent of tourism revenue from protected areas accrue to the surrounding communities as Community Levy. This provision in KZN has been in existence for more than a decade and even before the establishment of the Local Board. However, with the establishment of the Local Board it would be inferred that its implementation became part of the Local Board's responsibility as far as decision-making is concerned. Enquiries in this regard reveal that the Local Board is part of the process but not necessarily the final authority. The Local Board assists communities in identifying and prioritizing projects potentially to be implemented from Community Levy funding. A community Levy committee is established that approves funding requests from the communities. While the Local Board may be a signatory to the process, it holds no mandate on final decision. This finding not only confirms the participation of the Local Board in the execution of development projects but also of its limited mandate.

Contemporary management of protected areas emphasizes on the drawing of management plans to guide decisions. The statutory obligation for the Local Board to participate in the formulation of such management instruments is acknowledged by all respondents. However, no concrete understanding, especially at the Local Board level, exists how this will be implemented. This probably confirms why no management plans have been reviewed or compiled in which the Local Board has participated since it was established in UDP. However, the EKZNW staff, together with the Local Board members is currently preparing a management plan for the park.

It was necessary to establish guidelines for the operations of the Local Board on the basis of the difficulties expressed by the Local Board in interpreting the law. Enquires in this regard indicate that guidelines exist, and also confirms that they have only been made available this year since the establishment of the Local Board. This is an indication that the Local Board possibly operated without in depth mandate of its role. Perceptions on the mandate in respect of who is supposed to formulate the guidelines reveal unclear scenario. Whilst the executive and reserve management level acknowledge that it was done by Nature Conservation Service (EKZNW), the Local Board postulates that it was done by a committee on which the Local Boards are represented.

The Local Boards in KZN were established prior to the recent set-up of the municipalities. This study investigated perceptions about how the roles of the Local Boards are compromised with those of municipalities and the requirement of the Integrated Management Plans (IDP). All levels of the role players acknowledge conflictual interface between the Local Board and the Municipalities, especially that Municipalities are established by national legislation.

4. DISCUSSION

4.1 Introduction

The dominant undertaking and understanding of conservation issues in South Africa has been an authoritarian conservation perspective, where the focus has been on conservation of species and wilderness areas mainly by state agencies with the exclusion of the majority of South Africans (Ngobese & Cock 1997). However, during the last decade a more holistic approach has emerged in which conservation is viewed in a broader context. The focus has shifted a way from conservation in a narrow sense, to addressing the livelihoods of local people adjacent to protected areas, and to establish mechanisms in which they can participate in decision-making and benefit from tourism (Carruthers 1997; Ngobese & Cock 1997).

One of the legacies of apartheid system in South Africa has been underdevelopment of grassroots institutions (Ngobese & Cock 1997). In this regard, the success of the Local Board concept is manifested in the legally constituted local structures and statutory recognition of these structures in the formulation and implementation of management instruments, such as management plans for protected areas.

The results have drawn attention to three issues that are fundamental to understanding how well the Local Board is implemented. These issues perhaps do not seem to have been acknowledged and appreciated until this research. The three issues are the nature of legal and policy framework under which the

Local Board operates, and secondly, the process for the establishment of a Local Board and the mandate of the Local Board. The third issue is to do with people's perceptions about the Local Board and their implication on the extent to which the Local Board is implemented

4.2 Legal and policy framework

Assessment of community conservation initiatives in Africa (Wells & Brandon 1992; IIED 1994) has generally revealed lack of political will and unsupportive policies. Many community conservation initiatives although supported by the highest authorities lacked legal backing (Wells & Brandon 1992). They have been built on local arrangements that have not withstood the political upheavals that have characterized many African countries.

The results in this dissertation reveal that the Local board is established on the basis of the legal obligation. This reinforces the perception that the success of the Local Board concept is manifested initially in the legally constituted community structures. Local Boards are established by the highest law making body in the province and this is indicative of the political will to reverse exclusionary management practices, which characterized management of protected areas not only in South Africa but also in many parts of Africa. The results further indicate that the Local Board operates on a supportive policy and, in principle, on receptive management strategies.

4.3 Establishment process and functions of the Local Board

'Community' has received different interpretation by different people (Little 1994; Hulme & Murphree 2001). What constitutes community has been a controversy especially in the evolution of protected areas. Communities are diverse and finding the focus group can be frustrating and complex process. The sectoral approach in the composition of Local Board aims to achieve a broader representation. But this is governed by limited membership. The criteria and qualifications for appointment to a Local Board emphasizes on demonstrated interest in conservation, which cannot easily be established, and no other further guidance is provided. This needs to be understood in the context that this was the first Local Board to be established since the approach was conceptualized and the process may need to be revisited based on the experiences gained.

The success of a programme is largely manifested in the achievement of the objectives. According to the KZN Nature Conservation Management Act, a Local Board is established to promote local decision-making with regard to management of nature conservation and heritage resources, and to promote integration of activities of the park with those of the surrounding areas. This was to be achieved through the statutory recognition of the Local Board in the process of compiling and monitoring of the implementation of management plans for the UDP. The findings of this study indicate that the Local Board is not fully functional at this stage because of a lack of understanding of the role of the Local Board by members. This may suggest the complexity of the mechanism and the need for capacity building.

The functions of the Local Board are appreciated in a multi-faceted approach. As a result of this the role of Local Board was initially unclear even in the execution of community levy, especially in the face of newly reviewed set up of municipalities. In recent developments there has been consensus on the need for consultation between the Local Board and Municipality authorities particularly on project management funded from Community Levy. With the expansion of the area of coverage of the Local Board to include the entire UDP, EKZNW has identified the need, and as provided for by KZN Nature Conservation Management Act, to have all municipalities represented on the Local Board for UDP. However, there are concerns expressed about the effects of politics as well as the consequences of ignoring local councils as manifested in the community conservation programmes in Namibia and CAMPFIRE in Zimbabwe (Jones & Murphree 2001; Murombedzi 2001). This suggests that the roles of the Local Board and those of the Municipalities need to be revisited with caution.

4.4 Perceptions of role players about the Local Board

Literature on policy implementation suggests that it is seldom implemented as advocated by policy-makers and instead gets re-written in the process of implementation (Lockett, *et al* 2003, Parks, Vol 13:1, pp6-15). Hulme and Murphree (2001) observe that agencies and officials that implement policy have discretion in the interpretation of policy such that the link between policies and actions can take much different form. In this context people's perceptions enhance the understanding of the realities, especially if explored with recognition and understanding of their varying backgrounds. During the

research, these findings seemed to apply to the EKZNW implementation of the Local Boards.

4.4.1 Executive

The executive, which in this study represents the position of EKZNW, has an in depth understanding of the legislative provisions and mandate of the Local Board. This needs to be appreciated in the context that the institution is part to both policy formulation as well as policy implementation process. This level of the role players acknowledges that the establishment process for the Local Board needs to be revisited on the understanding of its anticipated capacities. This level of management also acknowledges the provision of operational guidelines and points out that they were made available long after the establishment of the Local Board. The institution also notes the complexities surrounding the functioning of the Local Board within the set-up and responsibilities of the municipalities. In this vein it recommends that in the set up of the Local Board to embrace the entire UDP, there is need to ensure all municipalities are represented. However, whether representation will be at local or district municipality level has not been conceived. This will require careful consideration as it will affect the composition of the Board and will give the municipalities more influence.

4.4.2 Reserve management

The reserve management level in the set up at EKZNW forms the immediate contact with the communities including day-to-day functioning of the Local Board. Their perceptions represent experiential knowledge of the functioning of

the Local Board. This level of role players, as part of EKZNW, has clear understanding of the legislation possibly for the same reasons as those obtaining for the executive. The reserve management level acknowledges of the limited capacities in the Local Board members suggesting that further direction is required on the criteria. This level also expresses knowledge of the mandate of the Local Board in as far as management plans are concerned but does not perceive the way forward. This further confirms why this statutory function has not been implemented. The reserve management level has observed operational complexities in the role of the Local Board and that of municipalities.

4.4.3 Local Board

Local Board members can only appreciate their role if they have an in depth understanding of their mandate. This is a determinant to the implementation of the Local Board. The establishment of the Local Board is appreciated in the context of legally constituted community structures. But in depth understanding of their mandate is lacking and this confirms why the timely provisions of guidelines was necessary. While their roles are appreciated in a multi-faceted approach, they have pointed out the need to clarify the interface between the Local Board and the Municipalities, and expressed reservations about potential political interventions. The Local Board also expresses operational difficulties associated with lack of firm financial base.

5. CONCLUSION AND RECOMMENDATIONS

5. 1 Conclusion

The research set out to gain an insight of how the Local Board is being implemented. By establishing the fundamental issues and the perceptions of the role players about these issues, the research developed an insight into the successes and complexities surrounding the implementation and effective performance of the Local Board. The research concludes that while the Local Board's success is manifested in the legally constituted community structures, the mechanisms for implementation are complex and not fully perceived, especially at the level of Local Board members.

The research has established that the obligatory functions far exceed the current capacity of the Local Board. As a result some statutory functions such as those related to review of management plans have kept being shelved. While the mandate for the Local Board may be explicit, they were perceived without knowledge of the impending review of the municipality set-up and this impaired the viability of the Local Board.

The role of the new municipalities must be clarified as they are responsible for development within their areas of jurisdiction and will impact on the protected area. The inclusion of municipal representatives will alter the balance in the Board's composition but they are an important constituency within the region.

Finally the legally constituted Local Board is a positive new process in the inclusion of local communities and stakeholders in the management of protected areas. The implementation of the Local Board has met with difficulties due to the lack of understanding by members of their role and the capacity of EKZMW staff. However, both the Local Board members and EKZMW staff are working to resolve these difficulties.

The Local Board is established to operate on a complementary funding and lacks financial base, and this has implication on its effectiveness. In view of these findings the following recommendations are relevant.

5.2 Recommendations

- There is need for internship for each Local Board inaugurated in order to enhance the understanding of its mandate. This can be done by means of a series of workshops at which operational guidelines could also be interpreted. In this regard the need for an operational budget for the Local Board becomes indispensable.
- The role of the Local Board and that of the Municipality needs to be clarified by competent authority. This requires for calling for an “indaba” at which the matter can be discussed. All the municipalities that fall within the jurisdiction of UDP should be represented on the Local Board and the level of representation (either local or District) should be decided at the “indaba”.
- Mechanism for establishing reliable sources of financial base for the Local Board should be explored. This study recommends that this

operational funding be appropriated from Community Levy on the understanding that this is a community related function.

- More research should be encouraged as part of the monitoring system for the implementation of the Local Board and the changing perceptions about it.

ACKNOWLEDGEMENTS

I would like to thank the Centre for Environment and Development (CEAD) and SAPPI who made it possible through funding and support to carry out this research. I am grateful to Professor Rob Fincham and Drummond Densham for their direction and supervision. I would like to also thank the staff at UDP regional office for their cooperation and assistance in facilitating the interviews and providing useful documents.

REFERENCES

ANDERSON, D. and GROVE, R. 1987. Conservation in Africa: People, Policies and Practice. Cambridge University Press, Cambridge.

CARRUTHERS, J. 1997. 'National hood and National Parks; Comparative examples from imperial experience'. In Griffins, T. and Robbin, L. (eds). Ecology and Empire: environmental history of settler societies. University Of Natal, Pietermaritzburg.

JONES, B. and MUPHREE, M. 2001. Chapter 4: The evolution of policy on Community Conservation in Namibia and Zimbabwe. In: Hulme, D. and Murphree, M. (eds). African Wildlife and Livelihoods: The Promise and Performance of Community Conservation. James Currey Ltd, Oxford.

EZEMVELO KWAZULU-NATAL WILDLIFE. 2003. Corporate Strategic Business Plan 2002 to 2005: EKZNW, Internal Report, 13 February 2003, Pietermaritzburg.

HULME, D. and MURPHREE, M. 2001. Chapter 1: Community Conservation in Africa. In: Hulme, D. and Murphree, M. (eds). African Wildlife and Livelihoods: The Promise and Performance of Community Conservation. James Currey Ltd, Oxford.

HUNTER, D., SALZAM, J. and ZAELKW, D. 1998. International Environmental Law and Policy. Foundation Press, New York.

JONKER, A. 2001. Chapter 4. Governance and State Structures. In: Van Niekerk, D., Van der Walt, G. and Jonker, A. (eds). Governance, Politics and Policy in South Africa. Oxford University Press, London.

LITTLE, P. D. 1994. Chapter 15: The link between local participation and improved conservation: A review of issues and experiences. In: Western, D., Michael, R. M. and Strum, S. C. (eds). Natural Connections. Perspectives in Community Based Conservation. Island Press, Washington, D.C.

MUROMBEDZI, J. 2001. Chapter 16: Communities, Rights, Costs and Benefits. In Hulme, D. and Murphree, M. (eds). African Wildlife and Livelihoods: The Promise and Performance of Community Conservation. James Currey Ltd, Oxford.

NGOBESE, P. and COCK, J. 1997. Chapter 11: Development and Environment. In: Fitzgerald, P., Mc Lennan, A. and Munslow, B. (2nd eds). Managing Sustainable Development in South Africa. Oxford University Press, Oxford.

REGIONAL LEGSLATION SERVICE–KWAZULU-NATAL. 1997. KwaZulu-Natal Nature Conservation Management Act No. of 1997. Regional Legislation Service KZN. Pietermaritzburg.

WELLS, M and K, BRANDON. 1992. People and Parks. Linking Protected Area Management with Local Communities. World Bank, Washington, D.C.

WEST, P. C. and BRECHIN, S. R. 1991. Resident People and National Parks.
University of Arizona Press, Tucson.

APPENDIX B: INTERVIEW DETAILS

Interviewee: One (I1)

Interviewer: Rodgers Nkhoma ('RN')

Date: 09 June 2003

RN

I am Rodgers Nkhoma a student at center for Environment and Development (CEAD), at University of Natal. As it was mentioned to you. I am conducting study to review initially the policy framework for community conservation for EKZN Wildlife and how the Local Board for UDP Functions. The purpose for this interview is to solicit for information pertaining to the study. As you are part of these institutions I would like to draw on your experiences, knowledge and opinion. Nothing you will say will be identified with you personally and the use of the tape recorder is meant to ensure that I do not miss any details of interview. The interview comprises of six sections; the Board formation and composition, the functioning of the local Board, management plans and the role of the Board, community levy and other community benefits, how the activities of the park are integrated into those of the surrounding areas, and general comments, opinion and observations about the local board concept.

The first part of this interview is about the board formation and composition. The purpose of this part is to establish from your experience the processes, requirements and eligibility for appointment to the board

What are the procedures, requirements and qualifications for appointment to the local board?

I1

Well, there are a number of requirements for appointment as a member of a Local Board. The main one is obviously commitment by an individual. A person who must have demonstrated interest in conservation in particular area and that is critical. Because otherwise the Local Board might be full of people who have no interest in conserving of biodiversity.

RN

What are your observations and views about that procedure and qualifications for appointment to the Local Board?

I1

Well I think the demonstration of interest is critical, is important as part of the procedure, otherwise how do we know if the person is suitable for appointment as a member, unless a person has demonstrated interest in biodiversity conservation. Obviously demonstration of interest goes a long way, because some people may argue and say a poacher is an interested person as well, because he is interested in what happens inside in a negative sense and such a person if used positively could be an asset to conservation not to be ignored although cannot be appointed in the context of being a poacher but as a person who has demonstrated interest in what is happening, members of public could consider him. So as far as I am concerned, I think if

you wanted an open personal opinion, I think the procedure is right but obviously there could be more criteria included if the Minister wishes to do so.

RN

With reference to UDP, what are your observations and views about the current board composition?

I1

Well actually it is not for me to pass judgment here because they are the people's choice. Whether I have any opinion for or against some of them is irrelevant. People have chosen them and having being chosen by the people, they remain members of the Board even if members of the main Board of the institution cannot say this is unsuitable when the people nominated the person and the name went to Minister and our Minister felt that that is suitable, meets the criteria, the person must be accepted as a member of the Local Board for UDP.

RN

With reference to the functions of the Local Board, what is the role of the Local Board?

I1

Well the Local Board has many functions but the basic ones are; the first one being decision-making on matters related to the management of the protected areas for which the Board was appointed, thus the main function. The second function obviously being integration of activities of what happens inside the protected area and outside the protected area because protected areas tend to be islands and they tend to be in mist of rural communities that are poverty stricken and a lot of development activities take place within the fences and nothing happens outside, and people are poor outside. There is no economic development, there is no ecotourism development. So Local Board are expected to bridge that gap to make sure that some activities that take place inside take place outside as well. Another third function is that Local Boards must provide opportunity to any interested parties to provide services to the Local Board, could be NGO's. could be individuals, they may be interested to provide facilities meant for education, biodiversity education, ecotourism activities, research, could be anything else but it is the board that identify those needs and provide opportunities to those that are interested to become partners.

RN

Are there any specific guidelines for the operations of the Local Board?

I1

Yes definitely there are but not since inception of the Local Boards. Since inception they were no guidelines, the act was the main guideline. The Act was the policy and guidelines and actually Local Board themselves during capacity building, expressed need of something much clearer than the Act because the Act being legal document is difficult to understand. As a result of that we had to develop some operations guidelines for Local Boards that we

developed and communicated to the Local Board, they made comments, replaced some of the sections if they so wished and then they became the operational guidelines for the Local Boards.

RN

I do not know if I got you right who draws or is suppose to draw the guidelines for the operation of the Local Boards?

I1

Well we are supposed to draw the guidelines because they say we are capacitors. So we could not say no to people who say they do not know what they should be doing because the Act is difficult to interpret, we could not say interpret the Act and produce guidelines. They said help us understand the Act, we said what you need are guidelines, they said help us by drawing guidelines. But before you implement them give them to us to examine them and see if they meet our needs.

RN

To who does the Local Board report or is accountable?

I1

Is accountable to the main board. But obviously operationally it might sound something different because there is an ex-official member who represents our organization and it should be born in mind that our Board and the organization are two different things. Thus why when the main Board was established it was established by chapter 3 of management Act of 1997 and chapter 4 established Nature Conservation Service (EKZNW), and then chapter 5 established the Local Boards so the interaction between EKZNW as an organization and the Local Boards may to some people sound as if the Local Board are accountable to EKZNW because on daily basis they interact with the institution but in fact for submission of the report, if they wished to discuss certain matters with the main Board they are allowed to do so.

RN

What type of process or procedure is in place to ensure that Local Board are part of decision making pertaining to management of and use of natural resources for instance in UDP?

I1

Well the main participatory activities are part of the process in which they are involved in development of management plans for UDP particularly the central UDP where is the Local Board right now. One of the functions as laid down in the Act is that they develop management plans for those areas for which they were appointed for in consultation with EKZNW those management plans must be developed in accordance with rules and policies of the organization. Now the process of participation here is that they are taken through the existing plans if they are any existing ones and they decide to whether they want to throw them a way and develop new one or whether they want to modify them, which the latter is always the case because of inexperience/ limited capacity and capacitation is an important aspect so they

do not simply agree to what is said by the institution without deciding themselves whether this is what they want how the park to be run.

RN

As coming to the aspect of decision-making, how does that process ensure that their input is not sidelined?

I1

Well I do not think that their input could be sidelined at all because when decisions are taken, they are taken at meetings and minutes of the meetings are written down to save as record of what had transpired at the meeting and meetings obviously are chaired by the chairman of the Local Board who is a Local Board member, the secretariat is provided by the organization. So if they want to dispute anything, they are at liberty to do so and from experience with these Boards if I could be specific by referring to UDP Local Board, when they disagree with us they are free to disagree. They realize they are a legal entity that must decide on future of conservation but obviously as the Act says they must do so in consultation with us. They must not take decisions unilaterally. There are cases where and when they say no they say no to what we said and we respect that.

RN

How does the Local Board implementation blend with national provincial and legislation such as the case is with municipalities since UDP extends into wider area?

I1

Well at the moment the Local Board that you are studying does not extend through too many municipalities as yet because it was established for Central UDP. The plan now is to expand that Local Board to cover the entire UDP range and for that reason it is going to include many municipalities as possible, and municipalities have asked to be represented in the Local board and in terms of the Act as well they are suppose to be represented. I am aware you may ask a follow up question of the fact that by bringing in Politicians in the conservation structure comes with its own complications because party politics may emerge within the Local Board itself but I cannot say much about that because we have not experienced it as yet. Although in terms of the Act the requirement for membership into the board itself is formally constituted organization or institutions, tribal authorities, formal agriculture, regional tourism, business sector which is very broad, regional and town councils so there is it is local authorities could be there as well, environmental groups and interest groups that is a very broad as well because they are traditional healers there. They are all kinds of other structures and organizations. Yes it might be a district level I mean municipalities are represented rather than at local level but it is up them to decide how they want to be represented

RN

One of the functions of the Local Board as outlined in the management Act is to participate in the compiling and monitoring of the management plans, how is this objective being pursued and achieved?

I1

Well as I have already indicated the participation of the Local Boards as outlined in the management Act is to decide whether a new management plan is required from the scratch in which case in consultation with the organization they must develop that management plan or they decide to adopt an existing management plan. Obviously in terms of Protected Areas Bill which will be an Act before the end of this year it is imperative that every protected area has a management plan. How they develop it is a decision they need to make between themselves and the organization and the implementation actually is not their responsibility. Their responsibility is to see to it that it is implemented in other words as a decision making body they are not necessarily expected to physically implement the plans but to ensure that it is implemented and implemented in accordance with their decision.

RN

With regard to the delivery of community levy and other community benefits, what is the role of the Local Board?

I1

The Local board in terms of the Act as well is expected to assist their communities identify projects that need to be funded through the community levy one. Two they are expected to assist the communities to prioritize those projects and once that has been done is to see that the projects that have been funded are implemented and therefore benefits to their communities.

RN

What constitutes community in the mandate of the Local Board and how are the beneficiaries of community levy determined?

I1

Well let us accept the fact that in every community you find all these sectors represented. For instance in the context of UDP, you will find that there are tribal authorities bordering protected areas, there farmers bordering protected areas, there is regional tourism in the area as well, there is business sector in the area of whatever nature, there are regional or town councils that are politically in charge of that area including local authorities, environmental groups such as WESSA, there are various special interest groups in that particular area. For instance take an example of five iNkosi who are close that particular Local Board, in each iNkosi's area there are representations nearby either in the tribal areas or surrounding the tribal areas and for that reason those are suppose to be represented in the Local Board in terms of the Act, they must have nominated individuals from each sector and significance of that obviously is the fact that various sectors of the community must be represented. So in our context community does not necessarily refer to rural black communities that are living adjacent to the protected areas. They are

part of the community could be a town if the town is close. Community in the case of UDP for instance the nearest town is Bergville; they could be someone from Bergville as part of the Local Board if the community decided to nominate a businessman from that sector.

RN

What other provisions have been made to facilitate the use and access to nature resources in the park?

I1

Well even prior to the establishment of the Local Boards, there were arrangements that communities should access some other benefits within protected areas. When there is extra natural resources that could be harvested, local people are given first preference. It could be firewood, it could be Sedges for making crafts, it could be plants for traditional medicines. In other words such resources cannot be accessed by people that are far away from protected areas without giving preference to the local people. Obviously job opportunities as well. As much as possible provision is made that local people get jobs in protected areas if they become available before anybody who comes from far could be considered. Over and above the Local Board, there is a feeling that that provides something to the local people although it might be born in the mind as well that in some cases communities do not see all these things like we have mentioned as an important benefit because they claim correctly so in most cases that it is their areas in anyway how can any one say they are benefiting by accessing what is rightfully belonging to them. Hence the submission of Land claims.

RN

One of the objectives for establishing Local Boards as outlined in the Management Act is to promote integration of activities of the protected areas with those of the surrounding areas. How is this objective being pursued and achieved?

I1

There is not sufficient progress as yet made by the Local Board taking UDP for example. What is suppose to be happening which in some cases is already happening perhaps not as much as in UDP as I have already said is that instead of local people from an ecotourism point of view producing their own goods selling them outside there, while the market exists even inside the protected areas like Hluhluwe-Umfolozi for instance, the centre was built inside the park so that those who want to sell their product they must develop them outside and bring them inside where there is market. So if the market is good inside with our products it must be as good and the community will sell their products. Another part of integration is happening including in UDP is providing education facilities and opportunities to the communities that while learning takes place outside, learning must be allowed to take place inside by local people using the facilities inside the protected areas which during the terrible apartheid years in this country was very difficulty to achieve. So these things are happening so as I have said not enough is happening yet, because Local Board are trying to identify what else could be integrated with what is

happening inside and what is happening outside, and another thing that is important that I must not forget is poverty alleviation problem. When national government has made available funding for eradication of alien species for instance in the park which is employment for the local people no matter how short term they may be instead of taking people from outside the park to eradicate these alien species local people are brought in to remove the invading plants so that they can benefit from the funding from central government and that money can help alleviate poverty outside protected areas.

RN

What is the role of the Local Board in the transfrontier arrangements for UDP?

I1

Well at the moment from what I understand there is almost no contribution that they are making but the intention is that being that the transfrontier park is part of the UDP which is the area they are in charge of, they must participate, the manner in which they are going to participate has not been decided yet but consultation with them through the social ecologists for Maluti transfrontier will continue.

RN

How has the Local Board been accepted by the rural communities, local government and other stakeholders?

I1

Yah during the first year they were a few suspicions particularly although the appointment of the Local Boards went through a lengthy process of communication with communities informing them. They were pockets of communities that did not participate in the nominations and those were very skeptical about it. What are these Local Boards about particularly the poachers and those that were doing illegal things in the park, they were concerned about them because they saw them as watchmen for the organization but eventually they were received. Well with regards to other stakeholders such as farmers and local establishment, I think they were very well received, there was obviously specifically with regard to UDP where some members of legally constituted organizations felt that members of the Local Board are staunches or sell out and therefore could not be trusted. Eventually through delivery of some sort although limited people began to say these people mean good and any way they were convinced that they were not there for themselves. They were nominated by the people. Well with regard to UDP, this did not happen, what I am going to say but in other Boards it would have raised eyebrows among communities because some members of the Local board initially thought first preference should go to them before they go to the communities. They thought that by being members of the Board means that you are a better privileged person. We hand to help Board members to unland that, that you cannot benefit while your constituency is not benefiting which they understood. Municipalities which is a new thing we need to bear in mind that what came first is the Local Board and municipalities came later. Local Boards were established on the basis of

provincial Act while municipalities were established on the basis of national Act. So obviously municipalities thought they were superior to Local Boards, they can dictate to Local Boards and that nearly lead to some friction and until such a time that plan was laid out which enabled the municipalities particularly the district municipalities to be present if they so wished at meetings of the Local Boards. Then they began to work together well and members of the Local Board themselves to a certain extent a little bit concerned about involvement of Municipalities in the affected areas of the Local Boards which was legally appointed. But eventually they both found each other and they realized that for the interest of the community they need to work together particularly because if people bring community levy issue as well, when we do projects, we fund projects in communities we consult the both the Board and municipalities. Obviously Local Boards as I have said have to identify with the people, prioritize with people. But before our committee puts funding for the projects we need to community with municipality to find out if that whether in terms of IDP of the area, they are not going to undertake the same projects. Even if we need to work together with municipalities we work together for the benefit of the communities and then people realize that municipalities are not necessarily a threat to the Local Boards.

RN

What do you think are the successes and obstacles to the Local Board concept?

I1

I am very optimistic. I am seeing more successes particularly in the next lot of Local Boards, when we will have all gained experience in the hope that some current Board members will be re-appointed for the second term. I mean a lot of resources have been spent on them capacitating them. Now if I could emphasize on the positive side my view is that Local Boards will provide a major service to the community which were historically not allowed to participate in the decision making regarding how their nature, their biodiversity is being managed. Well obstacles there great obstacles some obstacle is that education for instance is not requirement for appointment to a Local Board. If people want Mr. X, Mr. X must be appointed whether he is illiterate. I do not say illiteracy is a stubborn block but it can be a stubborn block as illiteracy in Isizulu for instance the case with this province. A person cannot speak sizulu becomes an obstacle in the Board because if majority of members are Africans and Zulu, they may want to run business in Zulu, that person is being disadvantaged and disadvantages the whole process, as it does when business is being conducted in the medium of English and for those who cannot speak English are being disadvantaged. If I were the designer of chapter five of the Act, I would have amended it and say and put it as a qualification as requirement that whoever wants to be nominated as a member of the Local Board must in addition to his or her ability to speak foreign language be able to communicate in Sizulu because that is the language for majority of the beneficiaries of the protected areas. So those some are of the obstacles. The other is obviously funding. Funding is always a problem even if you want to do enough capacity building, even Local

Boards themselves want to do their own capacity building without us, funding is difficult to find and there are instances where Local Boards want to have their own budgets, which they want to manage, at the moment we budget for the running of the Local Boards. A healthier situation would be for Local Boards to manage their own budget. But because funding is such a difficult thing even the organization, at the moment it is impossible for them to have their own funding. So it is an obstacle if they cannot run smoothly because funding is difficult.

RN

You may have covered this last part of my interview, but what I was coming to is that what do you think needs to be for smooth operation of the Local board?

I1

Well I will repeat some of the things I have said but say them differently. One thing obviously is that when we establish new Boards either replacement of the existing ones or new ones which we are about to establish, we need to plan very very careful and ensure that no community is left out in the communication process so that they can nominate their people there must not be any one left in the process. Secondly, enough budgeting must be enough funding for them to operate. Thirdly the selection process, because the communities nominate and the Minister appoints, the Minister must make sure that he appoints people that are very committed to conservation and committed to providing a service to their own people. If that is not being taken care of Local Board concept cannot really be as successful as it was meant to be.

Interviewee: Two (I2)
Interviewer: Rodgers Nkhoma (RN)
Date: 02 June 2003
Venue: Queen Elizabeth Park

RN

I am Rodgers Nkhoma a student at center for Environment and Development (CEAD), at University of Natal. As it was mentioned to you. I am conducting study to review initially the policy framework for community conservation for EKZN Wildlife and how the Local Board for UDP Functions. The purpose for this interview is to solicit for information pertaining to the study. As you are part of these institutions I would like to draw on your experiences, knowledge and opinion. Nothing you will say will be identified with you personally and the use of the tape recorder is meant to ensure that I do not miss any details of interview. The interview comprises of six sections; the Board formation and composition, the functioning of the local Board, management plans and the role of the Board, community levy and other community benefits, how the activities of the park are integrated into those of the surrounding areas, and general comments, opinion and observations about the local board concept.

The first part of this interview is about the board formation and composition. The purpose of this part is to establish from your experience the processes, requirements and eligibility for appointment to the board,

What are the procedures, requirements and qualifications for appointment to the local board?

I2

Based on my knowledge, ah, the formation of the local board itself looks at people from different backgrounds. The tradition leaders, communities in terms of community based organization, Non-governmental organizations, people dealing in business, tourism. They look at wide spread of people who have expertise in conservation and also people who are going to be available in terms of assisting the park; in terms of management, liaising with communities surrounding the park and the way it is done is through advertisement. Where it is actually advertised and community conservation officers and community conservation assistants have been going to the communities to sort of say that there has been an advertisement in the newspaper especially to illiterate communities to let them know that they are to nominate people to represent them on Local Board. Yah that is basically that and yah I think that ah..different organizations also nominate people to sort of represent them on Local Board level.

RN

What are your observations and views about that procedure?

I2

I think that ah..it has not been well dealt with in the sense that ah.. sometimes you find Local Board members who are actually 50kms away from Protected areas which then causes problems in terms of like in the Zululand

area where you find that you have problem animals they sort of get out and start destroying our neighbours crops and those people have to report those cases to Local Board members who is not a local person. They have to catch 3 or 4 taxis to that Local Board member. So one needs to sort of say that if we are selecting Local Board members they should be within 50 kms radius I am just making an example along the park so that they can easily be reachable because people that are closer to the park are the ones that have huge problems of problem animals. So you find that for UDP it is a different story altogether because their Local Board ah.. is looking at the whole park, it is not just different reserves but the whole park, so you might find that there it might work because you do not have problem animals in that area.

RN

What are your experiences and observations about the current board composition for UDP?

I2

Well may be for UDP Local Board I have not heard of any grievances with them. I have not had any meeting with them and I do not know who is what.

RN

With reference to the functions of the Local Board, what is the role of the Local Board?

I2

Ah. the key role as far as I understand it is to ensure that ah.. that there is that relationship between our organization and neighbouring communities and they are there as the key liaison sort of structures between our ourselves and the communities then we have staff that are appointed to work with the communities but it is also to ensure that management of the activities within the particular reserve or park is bound to the people because they have to sit together with management of the park to look at management plans, to look at may be not necessarily policies but to sort of inform some of the decisions that are not community related to say these are things that can be done or cannot be done and then through that you find that Local Board members play a duty in terms of also dealing with community levy projects because you sort of the community apply for funding and to sort of find that they do not know how to prioritize and with the help of the Local Board members they sort of assist the community in prioritizing their projects. Whether that happens or not is another issue. But generally according to my knowledge, they act as liaison or contact to sort of ensure that conservation and management in the park is actually done in the correct manner.

RN

Are there any specific guidelines outlined for the operations of the Local Boards?

I2

Yah there are guidelines that have been introduced.

RN

Who draws or is suppose to draw these guidelines?

I2

Ah..we got Directorate called Conservation Partnerships and Projects and they are directly involved in the process and we have got people at that level from the Director and regional representatives and they then meet may be with the Local Board members and work out how to move forward but I think that ah.. the guidelines are probably taken from the act because according to the Conservation Management Act it states that our protected areas need to have Local Boards set up in those areas but in terms of guidelines we do that and I think conservation partnership takes care of that.

RN

To who does the Local Board report or is accountable?

I2

Ah.they have to produce annual reports and there are meetings that they have I think quarterly if I am not mistaken and have to be taken to the main board of EKZN Wildlife so they are sort of ah..they report to the main board.

RN

What type of process or procedure do you think is in place that ensures that the Local board is part of the decision-making pertaining to the park management and use of nature resources?

I2

Well there are meetings that take place and they discuss different issues with park management and ah.. I think that in those meetings thus when they make their important inputs and debate issues so that they can make an informed decision and ah.. I think that those meetings then ensure that the things that have been discussed are the carried out because ah ..after those meetings they come for third or fourth meetings they will be able to sort of notify that this happened and where is the management with the implementation and what is happening at that level. So I think that ah.. in one way or another ah.. they take part in management though you sort of find that because of lack of funding at certain instances they could not manage what they plan to do.

RN

Despite those meetings how does this process ensure that the decisions that are made with Board are not sidelined?

I2

I think they are opportunities like that although I am not quite sure because I do not have direct dealings with the Local Boards so I would not really know although I have attended a few meetings of Local Board at Hluhluwe-Umfolozi park just because there is a particular project that I am involved in there and I had to go and address the Local Board members. But generally I would not know.

RN

How does the Local Board implementation blend with say the national, provincial legislation such as the case of municipalities noting that UDP extends into wider area?

I2

I think that I mean because of the act they are operating under. They are mainly looking at protected areas as well as the communities; in terms of following the provincial as well as national structures, I think that at Local Board level that does not happen. They are Local Board members for that particular park or designated area and what they are responsible for is in that particular area and the surrounding communities. And I think that what ever they do have to be line with the national policy and there is nothing above the EKZN Wildlife Board because we do not have national board in terms of nature conservation so there would be no that link. I do not know if I understood your question correctly.

RN

With reference to management plans and the role of the Local Board, one of the functions of the Local Board as outlined in the Act is to participate in the compiling and monitoring of plans for each of the protected areas, How does the Local Board participate in compiling and monitoring of the management plans?

I2

I do not know. I think that question is more relevant to the ex-official or to the conservation managers that are there in the park because I do not deal with issue.

RN

With regard to the delivery of community levy and other community benefits, what is the role of a Local Board in the implementation of and delivery of community levy?

I2

As I said earlier the Local Board members they assist communities to prioritize projects and assist them in ensuring that those projects are relevant to that particular community. I mean it is not just one or two people that gonna benefit, it is the community at large. And they give it their blessing before it comes to the community levy committee that will be deciding because what happens is that they are trying to run a way from a case where you find that there is one tribe authority may be with six or seven wards and then in every ward there are 3 or 4 projects coming up and you end up having 20 projects coming from one tribal authority. So rather the Local Board member assist in prioritizing their projects because I mean it happens as to how much is available from the kit so they know there is so much say 100 000 or 200 000 for that particular area so that they can prioritize rather than us telling them that you can only get 20 00 or 10 000 because they can be very much useless in terms of projects. What I mean is that there could be bigger projects that can benefit quite a number of people.

RN

What constitutes the community under the mandate of the Local Board and how is the beneficiaries of community levy determined given the fact that the approach that has been used in the establishing Local Boards is sectoral?

I2

Ah we have community conservation officers who work directly with the communities and with regard to the communities in this instance, we have got two communities; geographical communities and functional communities. But our approach is not dealing with functional communities. We are dealing with geographical communities – communities within the boundaries of protected areas. So we sort of find that communities beneficiaries are looked at from that point of view.

RN

What provisions have been established to facilitate access and use of natural resources in the park since the inception of the Local Board concept?

I2

Things like grass harvesting and other things have been going on for quite sometime and also people especially in the Zululand region we have also some Muti users, the herbalist they are allowed to come in and harvest but they are restrictions because they may raid the whole park. They are sort of told you can use this and that .So it is well monitored and there is that cooperation.

RN

One of the objectives for establishing the Local Board as outlined in the Act is to promote integration of the activities of the park with those of the surrounding areas. How is this objective being pursued and achieved?

I2

Ah I am not quite sure but in one of the meetings that I attended sort of heard that the Local Board members were saying that when they are jobs that are at the park, like clearing Alien species, they need to be involved, they need to be informed so that can inform people rather than just seeing people who are dealing with Alien Species in the park and no one knows from the Local Board side. So I think that there is like cooperation and also I think they are involved in terms of dealing with different projects inside the park like the coming World Parks Congress Local Board members are involved in their communities because they are looking at different themes and streams where the project that you fund them or the project that the community are involved in those areas are going to be looking and Board members are going to be looking at that.

RN

What could be the role of the Board in the transfrontier arrangements for UDP?

I2

I think that they can actually play quite an important role in ensuring that there is cooperation from community in dealing with development and also looking at the whole integration of conservation as well as development. Because in that area UDP transfrontier there is a lot of drug trafficking and there is a lot of dagga trafficking people dealing with a lot of that and you find Basutus come through South Africa and others would steal cattle and go back. I think that Local Board members can play very important role In dealing with that in the transfrontier implementation of that park.

RN

How has the Local Board been accepted or received by rural communities, local government and the other stakeholders?

I2

It is very difficult to say because I do not deal directly so I would not know.

RN

What do you think are the successes and obstacles to the smooth and effective operations of the Local Board?

I2

I think that I mean from one or two meetings that I have attended in Zululand is the illiteracy problem. I mean some of the Local Board members are illiterate and sort of find that for instance it took us the whole day for a meeting that could have taken two hours because we ended up having two meetings . One in Zulu version with interpretations. And also lack of understanding in terms of conservation and things that need to be done. So you find that there is still a lot that needs to be done, in terms of capacity building and the Local Board members can be at the level where they can confidently make decisions. Because at the moment they are making decisions but their decisions are not informed because they do not know what they are suppose to say and also what I realized in those meetings that I attended some of the Local Board members do not even know why they are there, they do not know what their role and responsibility. So they just keep quiet until the end of the meeting.

RN

What do you think needs to be done?

I2

I think what the Act has done in terms of selecting Local Board members, they said that may be the civil servant should not be part of the Local Board and I think that this is very bad because you find that in most cases, in most rural communities civil servants in form of police, teachers, Nurses, Social workers, they are active in development of their communities, yet they are not allowed to take part in this. Also you sort of say that government of capacitating other people who have not exposed but then I think that if that is the case then they should be quite a number of ventures in terms of building capacities, taking them and exposing them to nature conservation and management so that they

can understand the broader or have a broader understanding of what are we doing and what are there for; what sort of decision can they can advice on. Because you sort of find that sometimes they want to make decision on policy issues. You sort of ask yourself as are they allowed to because that may be policy coming from national government that we have to implement. May they just need to deal with park management. So I think sort of find that Local boards members themselves are not quite clear what is it that they be involved in and at what level.

Interviewee: Three (I3)
Interviewer: Rodgers Nkhoma ('RN')
Date: 23 May 2003
Venue: Micmar Regional office

RN

I am Rodgers Nkhoma a student at center for Environment and Development (CEAD), at University of Natal. As it was mentioned to you, I am conducting study to review initially the policy framework for community conservation for EKZN Wildlife and how the Local Board for UDP Functions. The purpose for this interview is to solicit for information pertaining to the study. As you are part of these institutions I would like to draw on your experiences, knowledge and opinion. Nothing you will say will be identified with you personally and the use of the tape recorder is meant to ensure that I do not miss any details of interview. The interview comprises of six sections; the Board formation and composition, the functioning of the local Board, management plans and the role of the Board, community levy and other community benefits, how the activities of the park are integrated into those of the surrounding areas, and general comments, opinion and observations about the local board concept.

The first part of this interview is about the board formation and composition. The purpose of this part is to establish from your experience the processes, requirements and eligibility for appointment to the board

What are the procedures, requirements and qualifications for appointment to the local board?

I3

You are asking about processes and procedure for the appointment of the local board..okay again there in the KwaZulu-Natal Nature conservation management act, it is there in KZN Nature Conservation Management Act. The first part is communication okay whereby ..ah we communication with the people the purposes of the local board as per requirement of the Act, then seek... (interrupted by member of staff) sorry about that ah we seek and then to submit nomination okay for them to nominate relevant people, .people who have got interest in conservation and those people must be drawn from ah formally constituted bodies okay. So they will be number of this tourism, farming community, traditional leaders, municipalities you name them... Okay. Now once that ah has happened we then submit that to the Minister who then is going to be taking decisions who represents in those communities in those particular Local Board. Ah.. I have not mentioned the issues of nomination forms because we communicate to them we also give them nomination forms so that when they communicate back to us those individuals that they have nominated are there, okay how they have conducted, their CVs and staff like that .So that we have their record of who these people are what are their capabilities, their experiences, their interest in conservation all that. So our role is to facilitate and submit whatever to the Minister who can take final decision.

RN

What have being your observations and views about these procedures?

I3

Ah ..this is first establishment of the local board format in this Natal okay I did not participate in that process but the new process is going to take place now. Obviously as a new concept there were a number of things that perhaps could not have been undertaken in the manner in which they were undertaken in the conservation. It is not for us really but the Minister who is going to take final decision but of course we need to advise.

RN

What are your experiences and observations about the current board composition for UDP?

I3

The current composition may ...ah just because of the nature of neighbouring communities and if I mean communities I mean ah broadly those people characteristics of those people that are found immediately ah adjacent to protected areas that is going to be the central UDP, okay ah there it is mainly traditional communities very far or very few ah ..ecotourism, agriculture establishment as a result it is not very strong in the issue of local economic development staff like that but very strong on say for example the rights of the local communities to ah to ah benefit from resources that are found within the protected areas . Issues of grazing and staff like that by these communities because those are issues that affect them most in relation to the protected areas.

RN

With reference to the functioning of the local board within the institutional framework of EKZN Wildlife, What is the role of the local board?

I3

The role of the LCB if you look at it at the principle level it is to try and democratize okay broadly popular support for conservation okay what does that mean, it means that ...the neighbours of protected areas should take part in the decision making process. So they need to have an input, how are we going to be burning, how are we going to be sharing the natural resources found in the areas, how are we going to be managing the areas and all those issues that they have to deal with. So what we have done is decided on a number of subcommittees okay that are going to be interacting with different components of the protected areas as you know the protected areas there are human resources component, protected area management, ecotourism component, conservation partnership and so on, You need to set up such specific structures that are going to allow interaction.

RN

Are there any specific guidelines for the operations of the LCB?

I3

Yes Yah they are there.

RN

Who draws or is suppose to draw those guidelines?

I3

There is local board steering committee at head office where the regions are also represented because the steering committee is trying to ensure effective facilitation of the functioning of the local board.

RN

To who does the local board report or is accountable?

I3

Through the board ...the main board of the organization to the Minister. I hope you understand what I am trying to say. It is local board and NCS board and the Minister okay so these guys are reporting to Minister but through the main board. So and it is there in the KwaZulu-Natal Nature conservation Management Act the Chairman of the local board has to submit an annual report to the Minister through the board

RN

May be we have covered the second question but what I was trying to find out again is what type of process or procedure is in place to ensure that local board are part of decision-making pertaining to park management and use of natural resources

I3

No I think I have covered that..unless there is specific area that you did not get.....

RN

In that context what I was trying to look at is how does this process ensure that consensus is achieved and that the local board is not sidelined in the design, implementation and evaluation of the programmes of the park

I3

Ah... obviously consensus is slightly different from.. ah .. in a decision-making context okay if we agree how we are going to be taking decisions here , if the local board feels that it is better that the majority rules okay as a principle obviously then I will not be able to satisfy your question because it is directly on consensus. But if the local board feels that it has been sidelined, first it is an independent board it has got an option as a recourse you know what I mean they can go to executive of the organization and that the staff here are not really responding the way they should in terms of the Act and if that is not addressed at that level then they go straight to the Board and should the board not address that concern there is still available for them a mechanism to go to the Minister directly.

RN

How does the board... local board implementation blend with national, provincial legislation such as the case is with municipalities since the UDP covers a number of municipalities?

I3

Well at the moment we only have one local board which does not cover all these areas okay the one Local Board we have only covers two municipalities. Mbazani and Mbofani so I do not think it is a major issue but next year when it is going to expand to all the other areas of UDP which means then affect probably far or more local municipalities but as we speak the Act has been amended take into cognition some of the development of that have taken place as part of the transformation , so there must be some specific Acts that are coming, issues of the municipalities like municipality systems Act, super systems Act and we do not take really recognition of in some instances it might be a situation whereby municipalities might want to overhaul some of the decision that we are making with the national legislation which establishes municipalities so it is important our legislation is in line with municipality legislation.

RN

With reference to the management plans and the role of local board, one of the functions for establishing local board as outlined in the Act is to compile and monitor implementation of management plans for each protected area. How does local board participate in the compiling and monitoring of the plans for park such as the wilderness management plan that may be currently being reviewed?

I3

Ah wilderness management plan is part of the management for UDP. As an organization because it has been a transforming organization ah we have been trying to review the manner in which management plans have been undertaken in past okay. And that process of review has meant that we stop doing management plans until management format is in place which is simplified which means local communities can participate and other stakeholders and for that reason ..ah ..the Local Boards have not really been able to participate in the review because that was a corporate thing they were doing but they are going to be participating now because what they have said is that let us have a pilot as part of the review okay. And one of those pilot is going to be the central UDP which is Giant and I think early, June there is going to be a meeting where the Local Board are also invited so there will be going to be contributing to the establishment of new format of the management plans. But hey have never participated.

RN

With regard to delivery of community levy and other community benefits, what is the role of LCB in the in the implementation of the delivery of the community levy?

I3

The way that it is done the community levy is implemented... we have to work with the municipalities to try to identify ideal project okay which is in terms of the IDP for that specific municipality Okay . The IDP is a framework of local service delivery that is in a way of prioritizing those projects that are important

for that community so the local board members, local council local chairperson someone like say Ntombifuthi (CCO) whose is responsible for conservation partnerships in that area will have to discuss the issue of the project together with the affected people.. Say for example there is a community that has been requesting for something for the past five years okay now the municipality has prioritized it this okay. So it is there it is priority we take it we can fund we work with these people including the beneficiaries themselves okay. How are we going to be taking this forward, we community direct with the municipal manager so that they can begin to cross that out or they can begin to say that funding has now been received for the specific project. I do not know if you understand what I am trying to say alright. From there we put all the project proposals which in terms of check list and perhaps I can give a copy of the format of the community levy project proposal. Well after the key requirements that you need to have is to show the minutes of the meeting of the community meeting where the project was discussed okay. You also need to have a letter of support from the local board of that relevant area that is a demonstration that they do participate.

RN

How is community defined under the mandate of the LCB for UDP and how are the beneficiaries of community levy determined given the sectoral representation of the local board and the extent of coverage of UDP?

I3

Okay if you say the community, I do not know but the community is really a group of people in a given area okay. That would be the definition the community. But you want me to define the community outside the Giant castle then I am going to tell you it is mainly the Zulu speaking and traditional or rural communities that are found there although they have influence of the municipalities it is still under the influence of traditional leadership okay ah very few economic infrastructure in the area also jobs are very low and there is no tar in that municipality and very very few commercial farms. Thus how I would describe or define that to you. I hope it is. okay the determination of beneficiaries that is if those projects that they themselves are putting forward for community levy consideration.

RN

What other provisions have been established for facilitating the community use or access to nature resources in the park or around the Park since the inception of the local board?

I3

Yah no .. that one has been on going for days back to pre-establishment of the Local Board. We have always worked with the communities and we have always given them support in terms of sustainable harvesting of resources found in the protected areas. But as we know that is very difficulty for conservation manager to know that is Rodgers he comes from immediate communities outside here. So what we have done is that we communicated with local iNkosi. For example that you get a card that is going to be showing that you from the local community okay. That card is

going to remain with the photocopy of your ID that you are going to take to the local iNkosi he will stamp it and say that Mr. so and so is a member of my community. That is the means we using to facilitate that.

RN

One of the objectives for establishing the Local Boards as outlined in the Act is to promote integration of the activities of protected areas with those of the surrounding areas. How is this being pursued and achieved?

I3

I think the exact of what we have been talking about now is one example okay. Community levy in its own right is another example because the money is delivered from the protected areas and is implemented to promote whatever development outside protected areas there is another link okay. At decision-making again participation of the outside people in terms of what is happening inside is a third example okay In terms of the IDP there are also.. the IDP and management plan because the influence of IDP is an outside link okay. Ah I think those would be the examples I have for you.

RN

What is the Board in the Transfrontier arrangement of the UDP?

I3

The Transfrontier has just started okay and we are busy now trying to develop ah a stakeholder database if you know what I mean okay different people who have got an influence in terms of what is happening in the Park okay. Traditional authorities, Municipalities are included in the local board. So these people at some stage are going to be sitting down and talking about the Park as whole as you know the main objective of the transfrontier thus why it is called that it is to promote cooperation among different role players so that they can begin to manage the UDP as a unit. They develop common objectives; common plans for the management of different resources of the Park.

RN

How has the Local Board been accepted or received by local communities, local government and other stakeholders?

I3

Local municipalities really were still very much evolving then when these Local Board were established okay. They are taking shape now they are participating okay but the local concept itself is a new concept okay. It is evolving. We have learnt a lot from the existing one and certainly have to refine. Ah I think it will take us a couple of years if not a decade before we can say that the concept of Local Board has really finally taken off.

RN

What do you think are the successes and obstacles to the smooth and effective operation s of the local board?

I3

Effective support from the organization that is what we are doing okay. Ah that in itself is going to be any cut off point where you are going to say this one here is good it is ... you are interacting with people .. ah.. with different objectives with different background and so on. The main thing is for the one.. the neighbouring communities to live in relatively peace with their protected areas okay. Their participation and for them to feel they are part of the conservation movement in the province okay. They are they are having to benefit okay in the ...how can I put it.. in whatever benefit that can be accrued from conservation. If they are able to benefit from that, Ah and for the Local Board to facilitate that. Other than that I think those are the basis.

RN

What do you think needs to be done for continued effective operation of the Local Board and to overcome the obstacles if they are any obstacles?

I3

There will be always obstacles ah but I think obstacles should not and at the stage are not bigger than the concept itself okay. The concept is much bigger than all of us because it has been developed for the good of the society and for the future of conservation. So I just think that I am going to be very broad that we just need to continue learning and improving open minded about the whole thing.

Interviewee: Four (I4)
Interviewer: Rodgers Nkhoma ('RN')
Date: 3 June 2003
Venue: Midmar region office

RN

I am Rodgers Nkhoma a student at center for Environment and Development (CEAD), at University of Natal. As it was mentioned to you, I am conducting study to review initially the policy framework for community conservation for EKZN Wildlife and how the Local Board for UDP Functions. The purpose for this interview is to solicit for information pertaining to the study. As you are part of these institutions I would like to draw on your experiences, knowledge and opinion. Nothing you will say will be identified with you personally and the use of the tape recorder is meant to ensure that I do not miss any details of interview. The interview comprises of six sections; the Board formation and composition, the functioning of the local Board, management plans and the role of the Board, community levy and other community benefits, how the activities of the park are integrated into those of the surrounding areas, and general comments, opinion and observations about the local board concept.

The first part of this interview is about the board formation and composition. The purpose of this part is to establish from your experience the processes, requirements and eligibility for appointment to the board

What are the procedures, requirements and qualifications for appointment to the local board?

I4

I must say that from my first interaction with the local board actually all the advertisement for the local board for the people who were to apply had gone out. But what I know from local board application was that it was to be someone who can identify with the community; who is a community worker; who can represent the community; and a person who can actually speak on the voice of the community and did not specify any specific qualifications one has to have but it just that the person has to represent the community. Again after they had been put in together and all the board members have to kind of represent different structures of the community including from tribal authority; traditional healers; someone from affiliated to the municipalities share their experiences and encounter, be able to make decision having been draw all angles.

RN

What are your observations and views about these procedures?

I3

I think may be this having been the first kind of ideal or concept being introduced by EKZNW may be the beginning we thought that things will go smoothly but having learnt from it that may be we need to tighten a bit up. Let me make an example we assumed that we will get people from different structures of the communities and after they will probably represent the

community at large. But soon after the local board had been appointed and inaugurated; well there was an interruption of local municipalities and they took over all the responsibilities which were normally run by some of these members of the community who had applied to be local board members; thing like sub development committees of communities. So we felt that may be now the way we went about was right at the time but now we have to change. But then again from my personal observations may be we need to start looking at people who are a little bit more literate in terms of writing and reading, and people who actually make decisions because the guys that we have focusing on UDP at the moment; the majority of them although they are may be literate but actually the kind of intentions that they have does not allow them to be able to make decisions at that level. They do not actually have much input in it and may be we need some people who are a little bit more capable.

RN

You may have touched the third question but what I was coming to is that what are your observations about the current board composition for UDP?

I4

Look for UDP, the composition I feel personally that the structure that we considered at the time of advertising the local board were okay but people that came forward, some of them I feel that may be they were not the right people. As a result we ended up with people who actually did not have an understanding of what they are suppose to be doing. Yes guidelines have been offered to certain extent but there is still that area with that understanding of what they are suppose to be doing .I think that we lack a bit. I must say that we only have one woman a member and may be from that gender aspect we need to improve to bring in a couple of women. In terms of race we a number of black people two white people which is okay. We may need to improve in there but there is not much of problem.

RN

With reference to the role of the local board; what is the function of the local board?

I4

From what I understand the role of local board is to represent the communities in the management of protected areas. And so as the communities can have a word in whatever takes places inside the protected areas. For example the putting together of the management plans; the communities can have an input through the local board as to what is going to happen here and there. And also in terms of ensuring the benefits of the people from protected areas and also working upon that there are no decisions that are taken by managers or EKZNW that would have some rejection to their existence as neighbours.

RN

Are any specific guidelines outlined for the operations of the Local board?

I4

Guidelines have been put together ; well sort of; I must say not sort of too clear duties which were published in form of brochures when we were informing the people about the local board. The guidelines have recently been put together because there was really the issue of these members to make a bit of direction as to how they should operate and the guidelines were put together recently and if I am not mistaken it was Feb this year. And there was a workshop on 15 Feb and the guidelines were put together and I believe copies are distributed to all board members if not being prepared to be signed by senior members of EKZNW so that members can take copies.

RN

Who draws or is supposed to draw these guidelines?

I4

From my understanding there supposed to be work shopped that is between reserve managers, local board and may be conservation partnership staff in touch with local boards, And after coming up with what they feel that is right for the local boards then agreed up , put down as guidelines. So that was the procedure they followed there was a workshop where a number of people from different departments in the organization and local board.

RN

To who does the local board report or is accountable?

I4

They are actually accountable to the Minister through the EKZNW board.

RN

What type of process or procedure is in place to ensure that the local board is part of decision-making pertaining to the management and use of resources?

I4

There are actually three monthly meetings of the local board which they attend whereby issues pertaining to management of protected areas and benefits to the communities are discussed and local board members are provided with management plans for all protected areas that fall within their areas of their representation .In that way after the meetings they go back to the communities and give back their reports as to what issues are discussed and decisions made and also get some response from communities for future meetings.

RN

How does this process ensure that the local board is not sidelined?

I4

There are minutes being taken of the meetings and people are being tasked to specific duties that they have carry to out and report back at the following meeting. There is no way whatever issue that has been discussed and

decision made; the information, the minutes they go as far as the EKZNW board and there is no way they can be sidelined.

RN

How does the local board implementation blend with national, provincial legislation such as the case of municipalities since UDP extends into a wider area covering a number of municipalities?

I4

I am not quite sure but I will give you a shot. From what I know there has been a proposal that because in the beginning there was a plan that UDP as big as it is should be divided into the North, Central and South and then each with board. But with the introduction of local municipalities there was a thinking that may be or decision that there should be one board representing the whole UDP. That would mean that local board would have representation from municipalities bordering the whole UDP from north to south. Also will be members from municipalities that interact with the local board and may be could attend meetings as full members or observers and or may be there would join the local board as a member who would have a word in things. Stuff like that. But the organization has realized that as we move towards that direction we are busy now processing the local board when the term of service for current board elapses then next one will actually be a broader one which will represent the entire UDP.

RN

With reference to the management plans and the role of the local board; one of the functions of the local board as outlined in the Act is to participate in the compiling and monitoring of the implementation of the management plans for each protected areas. How does the local board participate in the compiling and monitoring of the plans for the park?

I4

The local board concept is a new thing; and if I am not mistaken it is about 3 years if not less than that. At the moment it is in the process for the organization and that is the situation we all envisaged as an organization but at the moment it has not got that situation and because of the issues that I mentioned earlier on that the members of local board some of them are illiterate and the amakhosi cannot have much input in the compiling and monitoring. But that is a plan once when local board is up and functioning as specified in the Act.

RN

With regard to the delivery of community levy and other community benefits; what is the role of the local board in the implementation of delivery of community levy?

I4

That again way back up until the 15 Feb the role of the local board in connection with community levy was not clear and the local board were actually assumed to be assisting the communities in terms of delineation of

the projects and assisting the communities putting together the submissions of forms and also that had not happened because of similar reasons and with the introduction of municipalities that are responsible for development, the local board cannot carry projects outside IDP. So the whole thing had to be done through the municipalities and again there guidelines that were put together at the workshop on 15 Feb 2003 whereby they outlined everything the role of local board with regard to the community levy which actually I think will make things move.

RN

What constitutes the community under the mandate of the local board and how are beneficiaries of community levy determined given the sectoral representation of the board?

I4

As far as we are concerned, the communities that we, I mean we can have a number of communities, fishing communities. The communities that we referring to we are looking at the tribal communities mostly, rural communities mostly bordering protected areas and those are people we can even say they were somehow affected with the introduction of protected areas and those are the communities we are focusing at. Most for the board members come from those communities that are actually neighbouring protected areas. And to determine who gets the money we looked at those communities because they were the most previously communities and in terms of delivery of services and stuff like that. So this might be happening in a way to uplift the life standard of those communities and again where for them to see something positive coming out of protected areas than feeling that these areas , these people took our animals and all that.

RN

What other provisions have been established for facilitating the community use and access to natural resources in the park?

I4

Well further down other than the local board, there are in some areas liaison forums which normally sit at the meetings with the reserve managers. They actually liaise with reserve managers or affected people in terms of what resources they normally harvest inside the protected area and together they actually come up the plan of how they can collect them, what time of the year and how it can be gained. From the areas where they cannot get the resources they are actually made aware of that. But there way and means to sit down and discuss to ensure that communities benefit from local resources and you can think about jobs, They get jobs in protected areas and during fire break season most of the employees are from the communities.

RN

One of the objectives for establishing local boards as outlined in the Act is to promote integration of the activities of protected areas with those of the surrounding areas. How is this objective being pursued and achieved?

I4

One other way I can try to answer that question is that in terms of activities that happens outside protected areas, you find that just outside protected areas there are people, there is grazing of livestock and people are cultivating and stuff like that. In some other areas people have been advised as to what sort of things they can do in those areas that are neighbouring protected areas and also explaining to them that the area is a buffer zone and whatever happens inside protected areas depends on what happens outside on community areas. Some areas they went as far as establishing community conservation areas and those reserves are run by communities bordering the protected areas. In terms of cultural centers that are outside protected areas we assist communities to establish kind of projects and those people who come to protected areas can go and see cultural aspect of the communities and performance of traditional dances and all that kind stuff. I think that is that.

RN

What is the role of local board in the transfrontier arrangements of UDP?

I4

That I think I cannot answer because most of the transfrontier programmes took off when I was not involved

RN

How has the local board been accepted by rural communities, local government and other stakeholders?

I4

I can say that it actually been accepted very well by local communities because all people that are neighbouring protected areas they knew about it and actually they are the members, the actually bothered those members to give them issues whenever they are meetings and to tell them what to discuss at the meetings. Where there seem to have been hiccups is the role of local board in communities between the local board and municipalities because the local municipalities have a lot of involvement because they are people who are involve in a lot of development. I might say in that area it still needs ironed out between EKZN, local boards and municipalities. Other stakeholders they have not voiced any problem may be they still do not know much of the local board and we still need to market the local board to other stakeholder.

RN

What do you think are the success and obstacles to the smooth and effective operations of the local board?

I4

I think the success is so far on the side of the organization is to have set this local board up and running. Although there has not been much work the local board has done but the organization has managed to form this board they know next time they are to correct those mistakes and approaches, In

terms of work done, on the ground it has been a teething problem and nothing really much has been done. From the organization's point of view we have learnt.

RN

What do you think needs to be done for continued smooth and effective operation of the local board besides what you have said?

I4

I must say that what really pulled us aside like I said is that the introduction of municipalities. Secondly it was the level of education of the people who members of the local board. I think those are the only things and may be a close guidance in terms of what the local boards is to do. The guidelines were just recently put together after the local board has been inexistence for a couple of years, If that can be up running early and considered, they can minimize problems that may be encountered in the implementations.

Interviewee: Five (I5)
Interviewer: Rodgers Nkhoma ('RN')
Date: 5 June 2003
Venue: Escort

RN

I am Rodgers Nkhoma a student at center for Environment and Development (CEAD), at University of Natal. As it was mentioned to you. I am conducting study to review initially the policy framework for community conservation for EKZN Wildlife and how the Local Board for UDP Functions. The purpose for this interview is to solicit for information pertaining to the study. As you are part of these institutions I would like to draw on your experiences, knowledge and opinion. Nothing you will say will be identified with you personally and the use of the tape recorder is meant to ensure that I do not miss any details of interview. The interview comprises of six sections; the Board formation and composition, the functioning of the local Board, management plans and the role of the Board, community levy and other community benefits, how the activities of the park are integrated into those of the surrounding areas, and general comments, opinion and observations about the local board concept.

The first part of this interview is about the board formation and composition. The purpose of this part is to establish from your experience the processes, requirements and eligibility for appointment to the board

What are the procedures, requirements and qualifications for appointment to the local board?

I5

Actually I can start by saying they were no qualifications. It is the appointment by the Minister that time the Minister for EKZNW and Agriculture that time it was Mr. Singh. They were looking at the participation of each organization and the activities which that type of person exposes to be attached to the committee for participation.

RN

What are your observations and views about that arrangement for the appointment of the Local Board?

I5

Yah it is quite correct. I say it is quite correct because actually they need someone who actually has the full information on how to be effectively involved in community and community leadership. It actual helps the person to know what the community needs and be able to work with them.

RN

What are your views and observation about the current Board composition for UDP?

I5

Okay looking at the situation at present we are trying to see the main purpose to break or do aware with barriers which actually was with previous

government. So we are trying to do away and balance. So the people actually are given time to look at their areas and you find that there is much difference between town and rural areas in terms of development, in terms of resources and now the people are leveled to actually be involved in their development and the government actually assist them to actually come to terms.

RN

With reference to the functions of the Local Board, what is the role of the Local Board?

I5

The role, there is more than one role. One is actually to build the relationships between the communities and the protected areas. And actually to make a board working relationships between the tourist, community and in community residing outside the protected areas to make sure smooth way of going of protected areas and to see to it that they are invited to come to those areas. And actually it helps the community to have benefits conducted in very good manner by appointing people to sit on the Local Board to see to it benefits of the communities are directed to the people.

RN

Are there any guidelines outlined for the operations of the Local Board?

I5

Yes there is procedure, which actually is the base; responsibilities and roles of the Local Board are followed.

RN

Who draws or is suppose to draw these guidelines?

I5

There is a committee of Local board which is overlooking the operations of the Local Board, protected areas in conjunction with EKZNW and the legislature working hand in hand to ensure that there are procedures to be followed

RN

To who does the Local Board report or is accountable?

I5

They are actually accountable to the communities which they represent and they are also accountable to the government legislature

RN

What type of procedure is in place to ensure that the Local Board is part to the decision-making pertaining to the operations and use of the resources in the protected areas?

15

Recently we were engaged with EKZNW to see to it that Local Board are exposed to the information of management, in terms of human resource, field work, in terms of finances and so on. And now the Board is divided into sub committees and they are now going to be taking part in the issues of management plans.

RN

May be you have touched this other question but what I was coming to is how does this process ensure that the Board is not sidelined in the programmes of the Park.

15

Ah actually we need to put more effort on that so that actually we see to it that actually no other matters discussed outside the parameters of the Board. Every matter should be known to the Board and actually discussed, resolved and implemented in conjunction with the management.

RN

How does the Local Board implementation blend with national, provincial legislation such as the case with municipalities?

15

The main issue here is that Local Board actually, this issue of Local Board is being conducted let us start with national level bearing in mind that we did not have it and it is the first for government of KwaZulu Natal to establish Local Boards. So this was started by government to have such structure. They started with Provincial Board and Local Boards for protected areas. There is difficult with municipalities we have to say that. Most cases you find that to change our way of working to political activities by including organizations in political parties tempers with way of operations. Municipalities we need to involve them to ensure that the smooth going Local Board because the councilors are elected by the same people. So we need to involve councils, but we need to restrict input and ensure that their activities do not overpower us. The Local Board should not be seen as rubber stamp.

RN

One of the functions as outlined in the management Act is to participate in the compiling and monitoring of the implementation of the Management plans, how does the Local Board participate in the compiling and monitoring of the management plans?

15

Well we are in an initiating stage at present and we are still looking forward to more of these activities. We also planning to look at other departments to help us be able to participate in these works.

RN

With regard to the delivery of community levy and other community benefits, what is the role of the Local Board?

I5

The role of the Board in community levy is to see to it that those funds are being disbursed and distributed to communities which actually needs it and to see to it that funds are in place in due course and that communities are processing and forwarding their applications. And actually to be known to the community that there is such funds available for them for their priorities in their communities so they must actually forward applications so that Local Board can look at it and process the application and see to it that there is funding.

RN

I have heard you mentioning the community, what are you specifically referring to within the mandate of the Local Board and how are beneficiaries of community levy determined?

I5

Well everyone is entitled to benefits as long as he is in the community and we need to ensure that areas like where chiefs have the power to look after the people are actually involved. Chiefs should have a say in the forwarding of the applications, that applicants are well known to them and that they actually agree that this application should be forwarded. Also the council needs to sign the application and approve it and application taken to the Local Board. The Local Board as we have said, are members of the community and so they are working hand in hand with communities, their role now is to bring in Community Base organizations and other bodies at community level to make sure that the activities of the protected areas are known.

RN

Apart from community levy what other provisions have been established for facilitating community use and access to nature resources in the park?

I5

Yah the communities have what we call privileges, access to the park so communities are very much aware of what the parks are doing and that actually the benefits of being able to visit the parks, free of charge; especially school kids using the parks for education and so on. So they are entitled to utilize the resources to their own benefit.

RN

One of the objectives for establishing the Local Board is to promote integration of activities of the park with those of the surrounding areas; how is this objective being pursued and achieved?

I5

One of the things that we make sure of is that of the relationship; by educating people about the Local Board and actually being able to teach people about their responsibility to assist to manage tourist on their way in. This relationship is actually being achieved by one electing these Local Board members to be part of the activities of the protected areas. And people have seen people from Local Board working with them. There is these projects being funded by protected areas to communities which they see now that there is this organization making them exposed unlike previously when they did not know about the existence of protected areas.

RN

What is the role of the Local Board in the transfrontier arrangements for UDP?

I5

Well at the present moment, our role is very limited. Why? It is because we are trying to get into terms with the process. This is more to do with provincial and main board for ours we are waiting for them to come up with the process to be followed and we do not have objectives to go ahead in the introduction of all those.

RN

How has the Local Board been accepted or received by the rural communities, local government and other stakeholders?

I5

It was the great move to the communities to have these structures in place, welcomed by all communities. Local government is more than willing to work with them and chiefs being part of it, they are working closely with amakhosi who have recommended the structures. There is very good working relationship with these structures. But I have to mention to say that local government, come in terms with their activities and minutes according to their IDP document.

RN

What do you think are the successes and obstacles so far?

I5

Okay the success of the Local Board is actually to teach the community about protected areas and the role of the community in terms of the structure of tourist, structure of activities of Local Board being involved in larger sense of protected areas.

RN

Is there anything that you think needs to be done for future with this Local Board concept?

15

Not much the procedure that was used was correct and I do not think that there is much problem with the legislation except that they should expect people who are involved in community participation. And that the Board be upgraded to the level not being executive Local Board but to be in a level to able to participate in looking at very closely at the activities of the protected areas so that we are not just staunches by this organization but be able to make sure that we are part fully to the activities of protected areas.

Interviewee: Six (I6)
Interviewer: Rodgers Nkhoma ('RN')
Date: 5 June 2003
Venue: Escort

RN

I am Rodgers Nkhoma a student at center for Environment and Development (CEAD), at University of Natal. As it was mentioned to you. I am conducting study to review initially the policy framework for community conservation for EKZN Wildlife and how the Local Board for UDP Functions. The purpose for this interview is to solicit for information pertaining to the study. As you are part of these institutions I would like to draw on your experiences, knowledge and opinion. Nothing you will say will be identified with you personally and the use of the tape recorder is meant to ensure that I do not miss any details of interview. The interview comprises of six sections; the Board formation and composition, the functioning of the local Board, management plans and the role of the Board, community levy and other community benefits, how the activities of the park are integrated into those of the surrounding areas, and general comments, opinion and observations about the local board concept.

The first part of this interview is about the board formation and composition. The purpose of this part is to establish from your experience the processes, requirements and eligibility for appointment to the board

What are the procedures, requirements and qualifications for appointment to the local board?

Generally the composition of the Local board was strictly open to anybody. Firstly the organizations that exist in our communities; the Act says that by the Minister, and there a lot of constituencies that are involved in the formation of the Board; the municipalities, NGO's, Government, communities structures like the youth organizations as well as other structures. I cannot remember what the Act says but this is that.

RN

What are your observations and views about that procedure?

I6

My views and observations, It think that it was well done in the sense that everyone there, there was no nepotism, no friendship, no other things, no biasness. So everyone was free to nominate by the community. We were nominated by the community and the Minister decided but here was no qualification and as far as the Act is concern the is no mention and I think that in my observation as far as the employment of the Local Board was concerned was free and fair.

RN

What are your experiences and observations about the current board composition for UDP?

I6

Well the thing that I have observed is that the way we work, we work in a mutual process, we work in oneness situation, the entwinedness that exist between me and my colleagues is very recommended and I am happy with it. So whatever thing everyone is regard as a member of the Board and nothing will miss any member of the Board and the ex-official that we currently interdependent is a very positive one and they take us as part of the organization. So there is nothing different that exists something that may hurt anybody. We work in a very good manner.

RN

With reference to the functions of the Local Board; what is the role of the Local Board?

I6

The role of the Local Board; one is to neutralize the discrepancies that existed between the organization and the communities. So one thing for sure is that we are there to represent the community so that everything that exists inside the protected areas,; so we know it very well, we are fully acquainted so that we take those things and proposal to the community and a feed back from the community.

RN

Are there any specific guidelines for the operations of the Local Board?

I6

There are guidelines, so perhaps those guidelines are meant to make the Local Board function very well so as to meet the basic requirements and needs of the organization as well as the provincial board so those guidelines actually depicts that the Local Board functions in a sustainable manner.

RN

Who draws or is suppose to draw the guidelines for the operations of the Local Board?

I6

I think it is both parties, the Local Board as well as the ex-official of the organization

RN

To who does the Local Board report or is accountable?

I6

The Local Board reports to the ex-official who is the person responsible for UDP area and particularly it is Aubrey whom we report everything to him

and Aubrey takes everything to the head office perhaps I do not know the hierarchy and grouping that exists between head office and provincial Board.

RN

What type of process or procedure is in place to ensure that Local Board is part of the decision making for the park?

I6

The procedure I think , as they are their so that whatever thing happening or actually whatever functions that exists in side the Protected area it is.. we actually receive some invitation to make decisions , to have hearing so that we can make decision upon because we have account to the community as what transpired inside the protected area. So we are called either the chairman or vice chairman or any member who is available to represent the Board as well as the community to take part in the decision-making.

RN

How does this process ensure that the decisions that the Local Board makes are not sidelined?

I6

I am not too sure what... would not take part in some decision. So I am not going to be straight in answering that question.

RN

How does the Local Board implementation blend with the national provincial legislation such as the case is with municipalities since UDP extend into a wider area?

I6

It is a situation were the municipalities, councilors function on their own and the Local Board on their own. However, they are areas where we have work together in as far as perhaps there are some meetings that we have to invite municipalities so that given full information a to how the Local Board works, what the role they come up as municipality and councilors. So as part of the municipalities every meeting that we called in the community area we have to via the councilor, the iNkosi and we get an allowance may be to call that particular meeting and councilors may be part of it. So there is no crush or problem between us and the municipalities and councilors.

RN

One of the functions of the Local Board as outlined in the Act is to participate in the compiling and monitoring of management plans for the protected areas; how does the Local Board participate in that?

I6

The Local Board participates in a sense that the management plan has been brought out and there are members of the Local board that were selected to be part of the management plan, that gives us a report how far

they have gone is as far as management plan is concerned. So everything is prepared in that regard

RN

With regard to community levy and other community benefits ; what is the role of the Local Board?

I6

The Local Board accepts the application forms and submits. As of now we have not received any application. As part of the procedure or criteria that has been in place as far Local Board is concerned, Local Board receives applications from communities. At this point and time we are still basically reviewing the process and the same time able to process the forms so that communities can be able to full then in a way they are expected to fill them.

RN

When you talk of communities, you are referring to which people? And how are the beneficiaries of community levy determined?

I6

I am sure the beneficiaries are the community people; the people living outside the adjacent the protected areas. So those are the communities I am talking about, people who live outside the protected areas, those are the beneficiaries

RN

What other provisions are have been made for facilitating the community use and access to nature resources inside the park?

I6

Yes they are there. They do not even go inside haphazardly in as far as those people who are...the 'Inyanga' people sometimes they need some plants for their benefit in healing people. So whatever, thing that they need to do inside the protected area they have to make some request to that protected area as to give them allowance to enter there not in a way of trespassing. So they need to ask for permission. It does not happen at any period of time. There is period when they normally enter for the resources the need.

RN

One of the objectives for establishing the Local Board is to integrate the activities of the protected areas with those of the surrounding areas; how is this objective being pursued and achieved?

I6

So as a Board we integrate with the structures outside protected areas such as organizations so that whatever is done inside protected areas is part to their information process. So they actually know what is happening inside protected areas as well the organization also has to give good information

about what is transpires. So this integration actually exists in a very positive manner and everyone is happen.

RN

What is the role of the Local Board in the transfrontier arrangement for UDP?

I6

Ah it is out of my information

RN

How has the Local Board been accepted or received by the rural communities, local government and other stakeholders?

I6

The Local Board as has been mentioned earlier on that the Local Board were not established behind backs of other people. So the Local Board was established openly in a way, so the other stakeholders were aware when the Local Board was established by the Minister, and names of members were being transmitted to government. The iNkosi was also aware and since the inception of the Local Board the iNkosi were part of it, were positive about it. By the time we were selected and minister declaring that so and so are members of the Local Board all stakeholders such municipalities, councilors and others were aware.

RN

What do you think are the successes and obstacles, and what do you think needs to be done?

I6

I think what needs to be done is to give the Local Board full support by the organization and the provincial Board even the head office in particular. We need a full support as far as financial things in the financial situation, we need may be to interact outside people in every respective manner. So I am sure we need to be given full support. And obstacles, they are obstacles in as far as timeframe that we need to engage ourselves as Local Board between us and the organization in particular. So there are certain things that do not function well. So I think that if there is a full support from head office organization in particular I am sure we can function well.