

**UNIVERSITY OF KWAZULU-NATAL**

**THE CONFLICT BETWEEN POVERTY AND NATURE  
CONSERVATION: LESSONS FROM THE DUKUDUKU ON-  
SITE RESETTLEMENT PROJECT**



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of Master of Public Administration

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Governance

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## DECLARATION

I Nomsa Dube declare that:

- (i) The work reported in this case study, except where otherwise indicated, is my original research.
- (ii) This case study has not been submitted for any degree or examination at any university.
- (iii) This case study does not contain other persons' data, pictures, graphs or other information, unless specifically acknowledged as being source from other persons.
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\_\_\_\_\_  
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\_\_\_\_\_  
**Date**

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## ACRONYMS

DRP	Dukuduku On-Site Resettlement Plan
DWA	Department of Water Affairs
EIA	Environmental Impact Assessment
LED	Local Economic Development
KZNDHS	KwaZulu-Natal Department of Human Settlement
KZDMA	KwaZulu-Natal District Management Area
MEC	Member of Executive Committee
MIG	Municipal Infrastructure Grant
PCC	Project Coordinating Committee
PGDS	Provincial Growth and Development Strategy
PMT	Project Management Team
SDI	Spatial Development Initiative
WSA	Water Services Authority
UNESCO	United Nations Educational Scientific and Cultural Organisation

## **1. Background to the study**

Poverty is measured in terms of the affordable cost of living per person per day (United Nations Development Programme ([www.gefweb.org](http://www.gefweb.org))). This approach in the determination of poverty levels finds further expression in the Millennium Development Goals Report of 2010 which states that in Sub-Saharan Africa about fifty eight percent (58%) of people were living on less than US\$1.25 per day between 1999 and 2005. According to the KwaZulu-Natal Growth and Development Strategy of 2011, poverty stricken communities are characterised by high infant mortality rate, lack of access to health and educational facilities and reliance on alternative means of survival such as subsistence farming.

Issues of clashes between poverty and the preservation of natural resources are important for policy making and implementation in South Africa today. In deep rural areas, usually nature conservation and protected spaces are the only bases for economic and social development. This generates hostility between the local communities and conservationists. The Dukuduku on-site resettlement project is a case in point. The Report of November 2011 provides compelling evidence that subsistence farming by its very nature can only be successful if the poor have access to land and other natural resources such as land and water. This requirement and reliance on natural resources sets the scene for a collision course between poverty and legislation and other policy directives that regulate the protection of natural resources. Unless something is done to make conservation attuned to socio-economic development, tensions are inevitable.

Subsistence farming entails the planting and harvesting of vegetables and leguminous plants such as beans. It also entails the harvesting of indigenous plants that grow on their own in the valleys and riverbanks. Communities help themselves to grass and other similar material which grows naturally in the Wetlands. This grass is sold and used in housing construction. This illustrates how often poor communities find themselves in direct conflict with natural assets that enjoy protection in terms of current legislation. Some natural assets such as sources of water and wetlands enjoy heritage status and national government protection (Republic of South Africa 1997).

Natural resources such as rivers, swamps and wetlands are central to the economic development strategy of the country, provinces and all municipalities (KwaZulu-Natal Growth and Development Strategy 2011, <http://agriculture.kzntl.gov.za>). One of the key objectives of the Provincial Growth and Development Strategy (PGDS) is the creation of jobs for the economic development of local communities. The KwaZulu-Natal Growth and Development Strategy of 2011 also indicate a number of specific economic development corridors in the highly environmentally sensitive areas with a view that such areas will attract domestic and foreign tourists (KZN PGDS 2011: 2).

### **1.1 Poverty and Nature Conservation Challenges in KwaZulu-Natal**

Similar to other provinces, the Province of KwaZulu-Natal enjoys its fair share of challenges where the interest of poor communities cannot be balanced against the requirements of nature conservation. The Lubombo Spatial Development Initiative (SDI) is one of the corridors where the different interests come into conflict. The entire corridor from Kosi-Bay to Durban has Wetlands and estuaries. The corridor is also characterised by extreme levels of poverty. Furthermore, the communities in these areas lack access to basic services such as water, sanitation and electricity. (This reality is further indicated below in the assessment of service delivery ([www.kznlegislature.gov.za](http://www.kznlegislature.gov.za))).

### **1.2 Poverty and Lack of Access to Basic Services**

The Lubombo SDI indicates that municipalities that are endowed with natural resources are unfortunately the same municipalities with poor access to basic services such as water, electricity and sanitation. Municipalities in these areas enjoy the Water Service Authority (WSA) status but they still have the highest service delivery backlogs compared to other municipalities (Muller and Haynes 1998:4).

The relationship between service delivery and poverty is that poor communities have to augment the absent services. A good example is in the area of energy where communities without access to electricity rely on wood. The absence of sanitation facilities compels these communities to plunder the neighbouring forests. Given the above relationship between basic services backlog and the rate at which poor



communities plunder natural resources, the tables below illustrates the levels of service delivery backlogs which might compel communities to resort to actions that destroy natural resources.

Table 1: Water and Sanitation Backlogs per WSA in KwaZulu-Natal

WSA Name	Total Households	Total People	Water Backlog		Sanitation backlog	
			households		households	
Ugu	174,773	779,243	58,315	33%	22,250	13%
Umgungundlovu	98,802	409,237	11,980	12%	27,973	28%
Msunduzi LM	150,171	606,888	17,393	12%	43,887	29%
Uthukela	158,803	737,494	45,649	29%	37,939	24%
Umzinyathi	108,294	526,197	35,841	33%	17,039	16%
Amajuba	29,512	149,211	13,612	46%	14,487	49%
Newcastle LM	83,446	371,958	13,588	16%	6,097	7%
Zululand	164,969	872,563	21,607	13%	21,092	13%
Umkhanyakude	118,947	640,803	43,611	37%	41,037	35%
Uthungulu	120,031	655,012	29,515	25%	49,422	41%
Umhlathuze LM	82,972	340,928	0	0%	21,113	25%
ILembe	138,366	614,008	31,016	22%	35,885	26%
Sisonke	119,157	501,343	29,637	25%	31,660	27%
Ethekwini	920,179	3,442,070	41,985	5%	156,292	17%
<b>Total</b>	<b>2,468,422</b>	<b>10,646,955</b>	<b>393,749</b>	<b>16%</b>	<b>526,173</b>	<b>21%</b>

Source: KwaZulu-Natal Water & Energy Summit Report (2010:5)

Umkhanyakude District Municipality is the Water Services Authority that is responsible for the Mtubatuba Municipality including the Dukuduku area. The table above indicates that the municipal areas that are rural in nature have the

highest number of households that do not have access to water and sanitation. For example, Amajuba District Municipality has a backlog of 49% followed by Uthungulu at 41%. In comparison; the Newcastle Municipality which is basically a town has a 7% backlog (KwaZulu-Natal 2010:6). The table that follows presents the electricity backlogs per Water Service Authority.

Table 2: Electricity Backlogs per WSA in KwaZulu-Natal

District	Total households	Total people	Electricity Backlog			
			Households			Total
			Eskom	Municipal		
Ugu	174,773	779,243	30,536	12,015	42,551	24.3%
Umgungundlovu	248,973	1,016,125	16,398	6,452	22,850	9.2%
Uthukela	158,803	737,494	31,849	12,531	44,380	27.9%
Umzinyathi	108,294	526,197	49,845	19,612	69,457	64.1%
Amajuba	112,958	521,169	12,431	4,891	17,322	15.3%
Zululand	164,969	872,563	47,707	18,771	66,478	40.3%
Umkhanyakude	118,947	640,803	77,379	30,446	107,825	90.6%
Uthungulu	203,003	995,940	58,191	22,896	81,087	39.9%
Ilembe	138,366	614,008	40,155	15,800	55,955	40.4%
Sisonke	119,157	501,343	41,649	16,387	58,036	48.7%
Ethekwini	920,179	3,442,070	20,214	7,953	28,167	3.1%
<b>TOTAL</b>	<b>2,468,422</b>	<b>10,646,955</b>	<b>426,354</b>	<b>167,755</b>	<b>594,109</b>	<b>26.6%</b>

Source: KZN Water & Energy Summit Report (2010:7)

Similar to water and sanitation, energy backlogs indicate a marked increase in the number of households without access to electricity in the rural municipalities.

Umkhanyakude District, for example, has a energy backlog of 90% followed by Umzinyathi at 64%. These rural municipalities enjoy an abundance of forests and other natural resources. In areas without access to electricity, wood tends to be the main source of energy (KwaZulu-Natal 2010:8).

### 1.3 Changes in Poverty Levels Against the Rate of Service Delivery

The KwaZulu-Natal Government is committed to aggressively addressing any service delivery backlogs. It is anticipated that there will be a relationship between the reduction of backlogs and the alleviation of poverty. The amount of infrastructure investments needed to address service delivery backlogs will hopefully result in massive job creation and consequently, poverty will be greatly alleviated. The following table illustrates the rate at which service delivery is addressed. The table also give estimated costs of providing the needed services (KZN PGDS 2011:3).

Table 3 below highlights that service delivery backlogs are a moving target. The increase in population densities results in an increase in backlogs that is not commensurate with the continued provision of services. Furthermore, factors such as the maintenance of the ageing service infrastructure impacts negatively on the backlogs situation. Maintenance activities are part of service delivery in terms of financial planning. When service delivery is tracked, maintenance activities are also included but such activities do not introduce new infrastructure.

Table 3: Service Delivery Tracking

<b>WATER</b>	<b>Baseline 2005/2006</b>	<b>Served 2006/2007</b>	<b>Backlog as at 2007/2008</b>	<b>Served 2007/2008</b>	<b>Backlog as at March 2008</b>	<b>Served 2008/2009</b>	<b>Backlog as at March 2009</b>
Backlog	707,175		531,214		434,647		395,807
Served per year		175,961		96,567		38,840	
<b>Total served</b>	<b>1,526,950</b>		<b>1,702,911</b>		<b>1,799,478</b>		<b>1,838,318</b>
<b>SANITATION</b>	<b>Baseline 2005/2006</b>	<b>Served 2006/2007</b>	<b>Backlog as at 2007/2008</b>	<b>Served 2007/2008</b>	<b>Backlog as at March 2008</b>	<b>Served 2008/2009</b>	<b>Backlog as at March 2009</b>
Backlog	1,078,831		1,053,389		1,021,776		983,721
Served per year		25,442		31,613		38,055	
<b>Total served</b>	<b>1,155,294</b>		<b>1,180,736</b>		<b>1,212,349</b>		<b>1,250,404</b>

ELECTRICITY	Baseline 2005/2006	Served 2006/2007	Backlog as at 2007/2008	Served 2007/2008	Backlog as at March 2008	Served 2008/2009	Backlog as at March 2009
Backlog	773,644		736,875		715,107		693,997
Served per year		36,769		21,768		21,110	
<b>Total served</b>	<b>1,460,481</b>		<b>1,497,250</b>		<b>1,519,018</b>		<b>1,540,128</b>

Source: KZN Water & Sanitation Summit Report (2010: 9)

The next table on Department of Water Affairs and Eskom-2010 pricing below, indicates that about R36 billion will be required to address water, sanitation and energy backlogs in the province. The total provincial budget which accommodates all departments is R83 billion for 2012/13 (KwaZulu-Natal 2012/13 Budget). This means that additional funding will be required for the service delivery backlogs over a period of time. The implication is that the backlog challenges are not likely to be addressed within a short period of time.

Table 4: The Costs of Eliminating Backlogs

<b>PROVINCIAL</b>			
Sector	Backlog (households)	Unit cost per Household	Total cost
Water (distribution)	393,749	17,575	6,920,138,675
Water (bulk)		38263	15,066,017,987
Sanitation	526,173	9,313	4,900,249,149
Electricity -bulk			
Electricity-distribution	594,109	15,000	8,911,635,000
<b>Total cost</b>			<b>35,798,040,811</b>

Source: Water and Energy Summit Report (2010: 10)

#### **1.4 The Reality of the Conflict between Poverty and Nature Conservation**

Given the figures provided in table 4 above, it will take some time before the basic service delivery backlogs are totally addressed. This means that there will be communities that rely on natural resources to supplement conventional water,

sanitation and energy services. For as long as this situation prevails, the conflict between poverty and nature conservation will persist.

### **1.5 Specific Instances where the Conflict is Experienced**

The case study reveals that there can be many areas in the Lubombo SDI and elsewhere where this conflict manifests itself. However, the area and community of Dukuduku has been selected because of the many elements associated with both sides of the conflict. The two sides are the conservation and the poverty side on which desperately poor communities find themselves at loggerheads with nature conservation requirements (Muller and Haynes 1998:8).

## **2. The Case of the Dukuduku On-Site Resettlement Project**

The Dukuduku On-Site Resettlement Project Report of November 2011 outlines clearly the conflict situation that exists between the community and nature conservation agencies. The service delivery backlogs as indicated in the tables 1,2,3 and 4 above show a relationship between lack of access to basic services and the tendency to utilise natural resources as alternatives. This utilisation of natural resources is at the core of the conflict.

### **2.1. Geographic Location of Dukuduku**

The Dukuduku State Forest is more than 13,200 hectares, and it is located in northern KwaZulu-Natal, between the towns of Mtubatuba and St Lucia. A portion of Dukuduku State Forest comprising un-surveyed 10,125 ha, including the Umfolozi Swamp State Forest forms part of the proclaimed Greater St Lucia Wetland Park (Wetland Park) (Carrasco, Perissinotto 2012:2); although this portion is not part of the area that has been listed as a World Heritage Site by United Nations Educational Scientific and Cultural Organisation (UNESCO) (KZNLGTA 2008d:5).

In terms of municipal boundaries, the Dukuduku State Forest currently still falls partly within the District Management Area (KZDMA27) and partly within the Mtubatuba Local Municipality (KZ275). However, since the Municipal Demarcation Board has already resolved to abolish all DMAs, the full area of the Dukuduku forest will now fall within the area of jurisdiction of the Mtubatuba Local Municipality and uMkhanyakude District Municipality (DC27) ([www.info.gov.za](http://www.info.gov.za)). The following map

shows the location of the Dukuduku resettlement project.

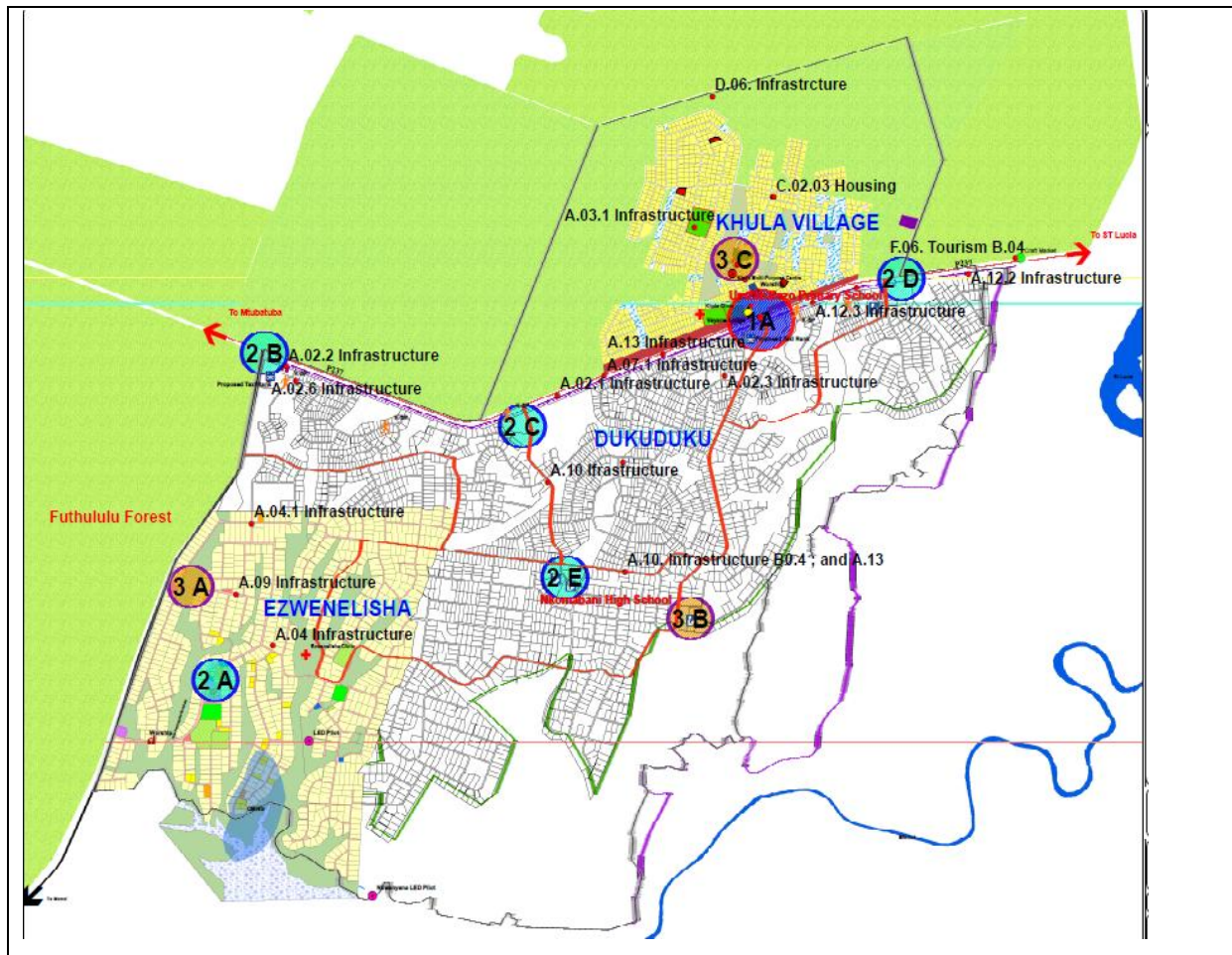


Figure 1: Map of Dukuduku area (KZN Planning Commission 2013).

## 2.2. The Purpose of the case study

This case study is meant to:

- Provide the historical background of Dukuduku indicating elements of poverty and socio-economic activities of local communities;
- Outline the value of natural resources in and around the Dukuduku forest and highlight the recognition of the area as a World Heritage Site by UNESCO;



- Articulate threats to the natural environment and the potential loss of the World Heritage Status as a result of the depletion of natural resources by poor communities (<http://eprints.ru.ac.za>);
- Analyse reasons for the lack of confidence in tourism-based development strategies and inability of poor communities to participate meaningfully in such strategies;
- Evaluate government responses to the challenge (the clash between poverty and nature conservation);
- Critically evaluate government and community performance and identify lessons for engagement; and
- Recommend how tensions between poverty and nature conservation can be managed in the future.

### **2.3. Historical Background of the Dukuduku Community**

Portion of the Dukuduku on-site resettlement project lies within and adjacent to the Isimangaliso Wetland Park, a World Heritage Site and one of South Africa's prime eco-tourist destinations. When the National Environmental Management Act of 1998 was promulgated, it banned, among other things, the use of vehicles within the coastal zone. The concerns of the St Lucia community arose from the impact which such banning would have on the economic future and stability of the town. People have settled informally and illegally with the Dukuduku forest.

### **2.4. Methodology**

The methods that were used to gather primary data from the local residents were interviews and small group discussions. Structured interview questions were designed and used during both the interviews and small group discussion sessions. Participant observations were also employed to gain more insight into people's attitudes about the project. Secondary data on the project were obtained from official documents and reports of the Mtubatuba municipality, the Isimangaliso Wetlands Park and the former department of Local Government and Traditional Affairs. The

subjects were community members selected randomly from the local communities viz, Khula village, Ezwenelisha and Dukuduku.

## **2.5 The illegal settling of poor communities in Dukuduku**

Since the early 1990s, situations emanating from pressure on the land in the Mtubatuba and St Lucia area led to a major influx of illegal immigrants into the Dukuduku forest area. Up to 3,000 families have set up homes there for at least the past four years with some of these families having been there for up to 12 years (Nustad 2011:89). There have been several attempts over the last twelve years by Government to relocate people living in the Dukuduku forest. Land for relocation purposes was first designated for Khula Village in 1994. This had only partial results with some people moving to Khula Village and others refusing to move. Subsequently the eZwenelisha (Spurwing and Papanicolaou farms) housing project was initiated following the Dukuduku Declaration signed in 1998. However, the majority of Dukuduku inhabitants have not moved (DLGTA 2008d: 6).

Various reasons have been cited for the failure of past relocation initiatives. In particular, the failure has been attributable to the approach in community consultation as well as high polarization of stakeholder interests in the process. Furthermore, the unresolved land claim, the economic opportunities that the forest offers, such as the proximity to St Lucia as a place of employment, lack of formal low-cost housing in the area, advantageous location in relation to markets for fresh produce and craft products, ancestral ties to the land, intimidation by and interference from dominant individuals or groups, the presence of an unknown number of illegal immigrants who are less able to benefit from government programmes, misinformation and lack of communication, including perception that the forest is already degraded and with continued resistance will eventually make way for full settlement (DLGTA 2008d:7).

Over time, the number of occupants in the Dukuduku forest has continued to increase seemingly unabated. The influx of people and associated agricultural activities has resulted in the indigenous forest being cut down and severely degraded (Nustad 2011: 90). Significant settlement has taken place within what used



to be an indigenous forest area, to the extent that over 3 000 families have settled permanently in the area, occupying a variety of structures (ranging from brick-houses to makeshift shelters) and conducting among others subsistence farming (cultivation and cattle grazing).

## **2.6 Government Interventions**

The Dukuduku area is owned by the State. It is within the Lubombo SDI and is; therefore; of strategic economic relevance. For these and other reasons government has intervened in the area. Some government interventions are noted and highlighted in the case study and discussed hereunder.

### **2.6.1 The generation of different development scenarios to resolve the problem**

The Dukuduku Cabinet Briefing Document of 2008 provides an insight into the government interventions. It recommended that Minister Sonjica who was the then Minister of the Department of Water Affairs and Forestry, Minister of Environmental Affairs and Tourism, MEC van Schalkwyk, Minister of Local Government, Housing and Traditional Affairs MEC Mabuyakhulu, KwaZulu-Natal and Chairman of the Lubombo and iSimangaliso Wetland Park KZN Cabinet Oversight Committee and Mr Msimang (Chairman of the iSimangaliso Wetland Park Authority) agreed on 14 December 2006 to appoint a Task Team chaired by the iSimangaliso Wetland Park Authority and comprised officials from their respective departments ([www.pmg.org.za](http://www.pmg.org.za)). The terms of reference of the Task Team were to review the State's position in respect of Dukuduku and set out options to Government, including the associated implications and actions to inform its decision in resolving the Dukuduku situation (<http://etd.uwc.ac.za>).

The Task Team concluded that more than 5000 of the 8000 hectares originally designated as State Forest land for the purposes of protecting the indigenous forests has as a result of these settlements; been effectively destroyed. The Task Team further estimated that the forest will take almost 80 years to recover at the expense of approximately R 70 million in the first 10 years. It identified reasons for the failure of past relocation initiatives as related to the relative lack of cohesion within the community, ancestral ties to the land, unresolved land claims and the proximity to St

Lucia Town and tourism establishments. The lack of formal low-cost housing in the area had exacerbated this and the illegal status of inhabitants provides protection for people who are partaking in criminal activities, as well as an unknown number of illegal immigrants (DLGTA 2008b:1).

It follows then, that the continued “illegal” status of residents in Dukuduku has the effect that Government is not able to provide appropriate facilities and services, ensure adequate local governance, and implement effective conservation management for the remaining indigenous forest area. It also makes law enforcement more difficult as the circumstances resulted in the establishment of criminal elements that operate in the area. If the Dukuduku situation remains unresolved, there would be negative implications to the World Heritage status of the Wetland Park and the growing regional tourism industry, political stability in the area, people’s livelihoods and will have a negative impact on the Province and Country as a whole ([www.permaculture2012.co.za](http://www.permaculture2012.co.za)). Given the above, it was recommended that the most effective solution would be to address a few selected issues and concerns. These included the formalisation of the Dukuduku settlement unchanged with limited on-site relocation of households and fields from the sensitive Umfolozi Floodplain and St Lucia estuary; improved protection of Futululu State Forest, being the last remaining patch of coastal lowland forest; and the maintenance of a green belt between the proposed settlement and access road to the World Heritage Site area ([www.permaculture2012.co.za](http://www.permaculture2012.co.za), [www.info.gov.za](http://www.info.gov.za), Nustad 2011:3).

### **2.6.2 Formalisation of recommendations into government policy**

Following deliberations of the task team as mandated by Cabinet, it was resolved that the Cabinet should support the formalisation of the existing human settlement at Dukuduku unchanged with limited relocation of households from the sensitive Umfolozi Floodplain and St Lucia estuary. The Futululu section of the Dukuduku State Forest would have to be protected and a green belt between the proposed settlement and road to the iSimangaliso Wetland Park would need to be maintained ([www.info.gov.za](http://www.info.gov.za)). It was further resolved that the Cabinet should direct the Minister of Water Affairs and Forestry and the Minister of Environmental Affairs and Tourism to undertake, as a matter of priority, the necessary steps within their respective mandates to make available the affected land for the project and to secure the

integrity of the iSimangaliso Wetland Park and World Heritage Site, as well as the remaining natural State forests ([www.info.gov.za](http://www.info.gov.za), DLGTA 2008b:3).

The Cabinet would also direct all relevant departments to commit the necessary budgets in order to implement the formalisation process, including the commitment of staff and other resources necessary in his regard with effect from the beginning of the 2008/09 financial year ([www.info.gov.za](http://www.info.gov.za)). Cabinet also requested the Department of Water Affairs and Forestry and Provincial Government of KwaZulu-Natal to guide the project as a matter of priority by making available the required resources including funding and personnel to expedite the implementation of the project with effect from the beginning of the 2008/09 financial year; cabinet further requested that the KwaZulu-Natal Provincial Government's Member of Executive Committee (MEC) Oversight Committee for the Lubombo SDI and iSimangaliso Wetland Park convene and establish as a matter of priority a Project Steering Committee comprising of affected national, provincial and local government departments and agencies with the aim of expediting the finalisation of a detailed implementation plan for the project; and finally, requested the Minister of Water Affairs and Forestry and the Minister of Environmental Affairs and Tourism in conjunction with the responsible Provincial MEC, to report back to Cabinet on progress on implementation by the end of the 2008/09 financial year (<http://agriculture.kzntl.gov.za>, <http://www.deneysreitz.co.za>, DLGTA 2008c:1-2).

### **2.6.3 National Cabinet Perspective**

In respect of the implementation of these recommendations, National Cabinet resolved that the project area be developed in an integrated community development and nature conservation manner. It also resolved that given the developmental focus of the formalisation of the settlement in Dukuduku, the entire initiative should be coordinated and driven by the MEC Oversight Committee established by the KwaZulu-Natal Executive Council for the development of the Lubombo SDI and iSimangaliso Wetland Park, with the full collaboration of the Department of Environmental Affairs and Tourism and the Department of Water Affairs and Forestry, both working together according to their functions ([www.barloworld.com](http://www.barloworld.com)).

It was also resolved that both the Department of Water Affairs and Forestry, as well as the KwaZulu-Natal Department of Local Government and Traditional Affairs should lead the development and implementation of the Dukuduku resettlement project in accordance with the estimated budget; the project be aligned with the 2008/09 Medium Term Expenditure Framework (MTEF) cycle and that funding be directed accordingly within the budgets of the affected line departments to ensure that implementation commences at the beginning of the 2008/09 financial year ([www.pmg.org.za](http://www.pmg.org.za)). Project planning should take place during the remainder of the 2007/08 financial year under the guidance of the lead departments; and lastly, that an announcement of these decisions will be made jointly by the Minister of Water Affairs and Forestry, the Minister of Environmental Affairs and Tourism, and the KwaZulu-Natal MEC for Local Government, Housing and Traditional Affairs at a community meeting in the area to ensure government decision is effectively communicated ([www.pmg.org.za](http://www.pmg.org.za)).

#### **2.6.4 Outline of the Dukuduku Resettlement Plan**

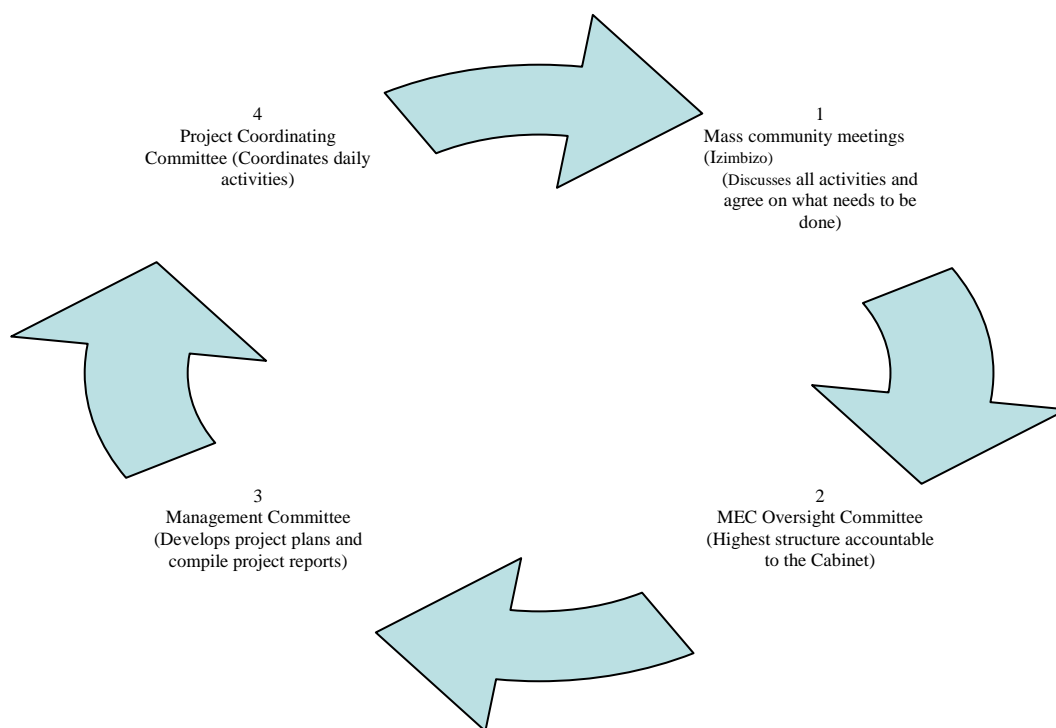
The Dukuduku Inception Report of 2008 outlines the principles that were adopted by Cabinet to guide the planning process in preparing the Dukuduku Onsite Resettlement Plan. The principles include seeking a sustainable balance between human settlement and environmental and tourism development interests; holistic Local Economic Development and optimisation of entrepreneurial opportunities prioritising tourism and other key sectors; supporting community to securing livelihoods; ensuring the conservation and protection of iSimangaliso's natural assets and world heritage values - namely, ecosystems, bio-diversity and sense of place - for this and future generations; development of Dukuduku, Khula and Zwenelisha as a holistic package resulting in secure tenure for communities and iSimangaliso; participation and consultation of relevant and affected stakeholders in the planning and implementation process; and undertaking environmental and development awareness and education programmes. Attention is drawn to adherence to the Rule of Law ([www.permaculture2012.co.za](http://www.permaculture2012.co.za), DLGTA 2008d:10).

The principles provide a guide on what the government expected from the community. On the other hand, they emphasised government commitment to supporting the community. In exchange for their positive role in nature conservation,

the community would receive benefits in the form of accelerated service delivery. Furthermore, any development including local economic development would be undertaken in a manner that provides opportunities to the local people.

The reference to the Rule of Law in the list of principles indicates that the government was concerned with stakeholder relations. The government realised that this is State land that does not fall under the jurisdiction of the local municipality. The area falls under the jurisdiction of iSimangaliso Wetland Park Authority as a conservation area. It was crucial to establish a new and relevant institutional framework to ensure smooth stakeholder relations during the implementation of the project. The detailed institutional framework is provided in Figure 2.

Figure 2: Institutional Framework



Source: Dukuduku Cabinet Briefing Document, (2008:13)

Following on, the government created committees and task teams to take the implementation forward. The table that follows (Table 5) presents the MEC Oversight

Committee which is the highest structure accountable directly to Cabinet on the implementation of Cabinet resolutions with regard to the Dukuduku project. The MEC Oversight Committee relies on the Management Committee for the development of a project plan and the compilation of progress reports. The Management Committee relies on the Project Coordinating Committee for the coordination of daily activities. All activities are discussed and agreed upon at mass community meetings.

Table 5: MEC Oversight Committee

Interaction Required	Frequency	Attendance	Terms of Reference	Meeting Agenda
MEC Oversight Committee	Ad hoc or Bi-annual	<p>KZN Provincial Government:</p> <ul style="list-style-type: none"> <li>• MEC Local Government Housing Traditional Affairs (Convener);</li> <li>• MEC Finance and Economic Development;</li> <li>• MEC Agriculture and Environment Affairs;</li> <li>• MEC Arts Culture and Tourism; and</li> <li>• MEC Transport, Community Safety and Liaison</li> </ul> <p>National Government:</p> <ul style="list-style-type: none"> <li>o Minister of Water Affairs and Forestry</li> <li>o Minister of Environmental Affairs and Tourism</li> <li>o Minister of Land Affairs</li> <li>o Land Claims Commission</li> <li>o Minister of Minerals and Energy</li> </ul>	<ul style="list-style-type: none"> <li>• Review overall project progress</li> <li>• Endorse project policy</li> <li>• Budget allocations</li> <li>• Ensure Departmental commitments</li> <li>• Ensure stakeholder consultation</li> <li>• Resolve political risk</li> </ul>	<ul style="list-style-type: none"> <li>• Project progress</li> <li>• Project policy issues</li> <li>• Budget commitments</li> <li>• Stakeholder commitments</li> <li>• Stakeholder consultation</li> <li>• Political issues</li> </ul>

Source: [www.permaculture2012.co.za](http://www.permaculture2012.co.za), Dukuduku Cabinet Briefing Document (2008b:13).

The table that follows (Table 6), presents the Management Committee, the Project Co-ordinating Committee and Izimbizo as some of the structures that were set up to take the implementation of the Dukuduku Resettlement Project forward.

Table 6: Management Committee, the Project Coordinating Committee and Izimbizo

Interaction Required	Frequency	Attendance	Terms of Reference	Meeting Agenda
MANCO	Fortnightly	<ul style="list-style-type: none"> <li>• Ministry of Local Government, Housing and Traditional Affairs</li> <li>• Department of Local Government and Traditional Affairs</li> <li>• iSimangaliso Wetland Park Authority</li> <li>• The Project Manager</li> <li>• DWAF</li> </ul>	<ul style="list-style-type: none"> <li>• Review interim project progress</li> <li>• Provide strategic direction</li> <li>• Advise on policy issues</li> <li>• Budget alignments</li> <li>• Stakeholder mobilisation &amp; co-ordination</li> <li>• Dealing with ad hoc special issues</li> </ul>	<ul style="list-style-type: none"> <li>• Project progress</li> <li>• Project strategy</li> <li>• Project policy issues</li> <li>• Budget recommendations</li> <li>• Stakeholder commitments</li> <li>• Stakeholder co-ordination</li> <li>• Financial administration</li> <li>• Special issues</li> </ul>
Project Coordinating Committee (PCC)	Monthly	<p><b>Has representation from Authorities and funders involved on the project</b></p> <ul style="list-style-type: none"> <li>• Ministry of Local Government, Housing and Traditional Affairs</li> <li>• Department of Local Government and Traditional Affairs</li> <li>• iSimangaliso Wetland Park Authority</li> <li>• The Project Managers and Secretariat</li> </ul> <p><b>Provincial Government</b></p> <ul style="list-style-type: none"> <li>• Finance and Economic Development;</li> <li>• DAEA;</li> <li>• Arts Culture and Tourism; and</li> <li>• Transport, Community Safety and Liaison</li> <li>• LGTA (Convenor) <ul style="list-style-type: none"> <li>o Transport</li> <li>o Housing</li> <li>o Health</li> <li>o Education</li> <li>o Economic Development</li> <li>o Agriculture &amp; Environment Affairs</li> <li>o Community Safety and Liaison</li> </ul> </li> </ul>	<ul style="list-style-type: none"> <li>• Review interim project progress</li> <li>• Provide strategic direction</li> <li>• Advise on policy issues</li> <li>• Budget alignments</li> <li>• Stakeholder mobilisation &amp; co-ordination</li> <li>• Dealing with ad hoc special issues</li> </ul>	<ul style="list-style-type: none"> <li>• Project progress</li> <li>• Project planning</li> <li>• Project strategy</li> <li>• Project policy issues</li> <li>• Budget recommendations</li> <li>• Stakeholder commitments</li> <li>• Stakeholder consultation</li> <li>• Special issues</li> </ul>

Interaction Required	Frequency	Attendance	Terms of Reference	Meeting Agenda
Broad Local Stakeholder Forum (Imbizo)	Ad hoc or Bi-annual	<ul style="list-style-type: none"> <li>a) Mtubatuba Local Municipality</li> <li>b) Mkhanyakude District Municipality</li> <li>c) Mpukunyoni TC</li> <li>d) iSimangaliso Wetland Authority</li> <li>e) State owned enterprises: including <ul style="list-style-type: none"> <li>o Eskom</li> <li>o Telkom</li> </ul> </li> <li>f) Residence of Khula Village</li> <li>g) Members of eZwenelisha</li> <li>h) Members of Dukuduku</li> <li>i) Residents of Greater Mpukunyoni Area.</li> <li>j) Residents of Mtubatuba Local Municipality</li> <li>k) Residents of Umkanyakude District Municipality area.</li> <li>l) Provincial Departments of: <ul style="list-style-type: none"> <li>o Water Affairs and Forestry</li> <li>o Environmental Affairs and Tourism</li> <li>o Land Affairs</li> <li>o Land Claims Commission</li> <li>o Minerals and Energy</li> </ul> </li> </ul> <p>NGO's and CBO's</p>	<ul style="list-style-type: none"> <li>• Mobilize &amp; organise community groupings</li> <li>• Disseminate project plans and project progress to community groupings</li> <li>• Address project policy</li> <li>• Co-ordinate community involvement in the project</li> <li>• Facilitate engagement with specialist NGOs and CBOs</li> </ul>	<ul style="list-style-type: none"> <li>• Project progress</li> <li>• Project planning</li> <li>• Project policy issues</li> <li>• Community consultation</li> <li>• Community co-ordination</li> <li>• Special issues</li> </ul>

Source: [www.permaculture2012.co.za](http://www.permaculture2012.co.za), Dukuduku Cabinet Briefing Document (2008b:14)

### 2.6.5 Milestones in the implementation process

The main elements of the Dukuduku Onsite Resettlement Plan include, agreement with the community on a sustainable settlement plan and the nature of the desired settlement and the design of an appropriate layout; phasing of development priorities with clarity on short term deliverables; provision of housing, as well as related infrastructure and social services; developing and enhancing the “green entrance corridor” and sense of place by creating opportunities for entrepreneurial development focused on tourism as a lead sector in this area with development controls; convincing communities in regard to limited on-site relocations of homesteads and to refrain from farming activities within environmentally sensitive



areas of the Wetland Park; undertaking of environmental and development awareness and education programmes; and conclusion of social compact agreement to guide all of the processes outlined above (DLGTA 2008b:17).

### **2.6.6 Specific deliverables expected from the process**

The following deliverables were anticipated on the Dukuduku Onsite Resettlement Plan:

- Housing subsidies, calculated for a potential 3,500 sites to be developed (3 500 subsidies X R 63 000 = R 220 500 000);
- Compensation for possible losses of livelihoods resulting from the on-site resettlement, on the assumption that approximately 10% of the current households and fields could be affected (R 5 000 per relocation of ± 350 households = R 2 625 000);
- The rehabilitation of critical environmental areas where houses and fields are relocated (R 22 000 000);
- Upgrading of bulk water provision (R 45 000 000);
- Upgrading of electricity supply and reticulation (Bulk supply R 35 000 000 and reticulation of 3 500 sites R 26 250 000);
- 10 Mixed schools combined for Dukuduku, Khula and Zwenelisha (10 X R 5 mil/school = R 50 000 000, excl. operational costs);
- Clinics-5 X clinics combined for Dukuduku, Khula and Zwenelisha (5 X R 2,5 mil/clinic = R 12 500 000, excluding operational costs); and
- Trading facilities for local entrepreneurs and development of access of corridor (R 20 000).

The allocated funds confirm a primary focus on water, sanitation and energy infrastructure provision. Further funding commitments by the Departments of Human Settlements, Transport, Economic Development and Education indicate government intention to maintain sustainability in the eradication of poverty and the development of people in general (DLGTA 2008c:12-13).

## **2.7 Challenges related to land issues**

The community raised the following land issues:

- There are land claims to be resolved at the first instance;
- The land must be packaged for development including the wetland park;
- There must be appropriate land holding arrangements for the poor;
- Stakeholders and beneficiaries that are affected must be compensated;
- There must be a delineation of boundaries;
- There must be a formalization of land and development approaches and any other land related issue;
- There must be appropriate approaches to LED;
- Alignment of LED with planning in order to benefit all;
- Community facilities backlogs must be addressed; and
- State of existing facilities requires government attention (DLGTA 2008c:15).

From the above list, it is evident that land issues had to be resolved ahead of the implementation process since all other development processes relied on the availability of land. The packaging of land for development required an understanding of legislation applicable to the processing and granting of development rights.

## **3 Analysis of Challenges**

The success of the project was dependent on the accurate analysis of challenges and the formulation of adequate responses. The analysis of the different challenges is discussed in the next section that follows.

### **3.1 Institutional Challenges**

The first challenge identified related to institutional arrangements. Different Local Municipalities had administrative and political areas that needed to be addressed. These are discussed hereunder.

#### **3.1.1 The Mtubatuba Local Municipality**

The Mtubatuba Local Municipality reached a level of both political and administrative dis-functionality. The following reasons were advanced:

- The office of the Municipal Manager (MM) was vacant (Acting MM operated from the IDP Managers office);
- A Mayor was announced before any by-election was held;
- The announced Mayor was withdrawn within a week and no reasons were given; and
- Letters from CoGTA (Mr. Bhengu and Mr. Shabalala) requesting the securing of space respectively remained unanswered after 120 days of confirmed receipts with follow-up meetings with the Acting Municipal Manager (DLGTA 2008c:17).

The project management team recorded other evidence of administrative breakdown particularly around the handling of the IDP and ward-level activities. To this end, a letter was written to Mr. L. Pienaar (CoGTA) requesting urgent provincial government intervention. The Acting Municipal Manager and his officials did not co-operate with the project management team on matters of planning and space utilisation. The project management team and the Trust were denied permission to move into the vacant Transnet Community Centre (DLGTA 2008c:17).

#### **3.1.2 Mpukunyoni Traditional Council**

The Mpukunyoni Traditional Council was identified as a critical stakeholder in the project. The project area does not fall under the Ingonyama Trust Board. This is a state land owned by various government departments. However, residents acknowledge and pay allegiance to Mpukunyoni Traditional Council. According to the Dukuduku On-Site Resettlement Project Report 2011, a few Izinduna in the Dukuduku forest area were found on the wrong side of the law. For example, they had sold pieces of land to people illegally. This fact was reported to the Mpukunyoni

TC and the TC was unable to take any action against its own Izinduna (DLGTA 2008c: 18).

### **3.1.3 Community Interaction**

There was confusion among land claimants who teamed up with the informal Royal Thembu-land Organisation. This is a political organisation, which wants to achieve the following:

- To consolidate all land claims and claim it on behalf of aba-Thembu;
- To claim the Thembu Kingship in terms of Act 41 of 2003 (Traditional Leadership and Governance Framework Act); and
- To raise profile in the northern area of KZN through marches and other public action.

After the geotechnical investigation team (for the Dukuduku bulk water reservoir) were chased off site by Councillor Maphanga and community members, the technical project team attempted to carry out the survey of the boundary of the site. Unfortunately this survey work was stopped because of community resistance. Further affidavits were obtained from the technical people involved. Actions taken failed to prevent this unacceptable illegal action by the local Councillor, and other leaders operating within the area (DLGTA: 2008c:18).

## **4. Key Issues Emanating from Challenges**

In order to amend the project plan accordingly and ensure that all issues are addressed, the following issues were identified for possible consideration by government and all stakeholders:

### **4.1 Land Issue**

One of the main issues identified as a challenge in the implementation of the Dukuduku On-Site Resettlement Project is that of land. General land issues to be addressed include the following:

#### **4.1.1 Land Invasions**

Land continues to be invaded even though a local Trust on which all local stakeholders are represented has been established. The community has not accepted the project boundary (demarcated line separating social services from conservation areas). The project line demarcation was discussed with the Trust with a view of enabling the surveyors to finalise their work. Local leaders commenced with community consultative meetings on 28 November 2011 but there was no cooperation from some members of the community. This resulted in the surveyor who attended the meeting being harassed by the community (DLGTA 2008c: 19).

#### **4.1.2 General observations**

It has been observed that in spite of all consultative meetings, the local leader had intensified his illegal land allocation deals. There was fresh evidence regarding illegal land deals. Apart from the local leader, there were other community leaders and individuals also carrying out illegal land deals. The current composition of the Trust was proving problematic because of the illegal activities of the Dukuduku Councillor, the illegal site allocations by the Ezwenelisha Induna, the failure by Trustees assigned by KZN Department of Human Settlements to attend meetings and in terms of the Trust policies non-attendance means the Trustee is disqualified. The Trust also failed to carry out its activities which they were intended to undertake, for example, to create a database of all public and private institutions and their projects who are involved in the area, to commence with preliminary housing process activities in Khula and Dukuduku. These activities entail the compilation of a database of people residing in the area to announce the preliminary housing activities in Khula Village once KZN Department of Human Settlement (DHS) had confirmed the timing of the award of the tender to the housing implementing agent, and to accept quick deliverables suggested by the project management team. These would also be announced to the community through the project news-letters and MEC visit (DLGTA 2008c:19).

#### **4.2 Challenges in Respect of Housing and Infrastructure**

Housing and infrastructure aroused emotions as some people in the flood plains were likely to be removed on the basis of health and safety. Furthermore, government benefits were substantial and directly linked to the families concerned.

The acceptance of the infrastructure and housing package was considered by the project team as critical to the success of the whole project.

#### **4.2.1 Ezwenelisha Housing**

This housing project is critical because it is designed to absorb and accommodate people as they move out of the environmentally sensitive areas. Owing to challenges especially in the north, the Ezwenelisha Housing Project was stopped. The Implementation Agent indicated that they had run out of sites as the impasse in the northern area was not unblocked. By the end of April 2011 three hundred and twenty two (322) houses had been built in 2007, two hundred and twenty seven were built between 2010 and 2011. By November 2011, a total of five hundred and forty nine (549) houses had been built (DLGTA 2008c: 20).

Challenges in the implementation of housing and infrastructure process were mainly around the functioning of leadership and local structures, especially blockages in the northern portion of the site due to interference and land grabs instigated by local leaders. Funding of roads in the new area of Ezwenelisha was required and sourced through Municipal Infrastructure Grant (MIG) necessitating input from the Mtubatuba Municipality which was challenging given the capacity void within the municipality.

There were approximately 50 sites in the southern portion of Ezwenelisha which were also blocked because the Induna and settlers were claiming more than 1 site for themselves. In the northern portion there were 113 sites blocked because of the demands by the local Councillor for this area to be excised from Ezwenelisha and incorporated within Dukuduku and for the Rural Housing subsidy to be used in Dukuduku, which does not align to Government's deal with the community for security of tenure through leasehold (DLGTA 2008c: 20).

Heavy rains experienced in 2011 resulted in at least three sites requiring additional drainage or facing abandonment. The implementing agent for Ezwenelisha sent a clear message to the community that said only one site was to be allocated to any one beneficiary.

#### **4.2.2 Khula Village Housing Project**

The Khula Housing Project failed to materialise because the Department of Human Settlements at the level of officials did not realise that it was bound to this project as part of a deal between government and the people. The housing project was treated as a normal project and there were delays as a result of the environment being plundered. The issue of this tender to an implementing agent was critical to other services such as water, electricity and roads and consequently to the implementation of the deal which entailed the withdrawal of the community from illegal areas.

In preparation for the award of the Housing contract, status quo planning was implemented by the Project Management Team (PMT), in order to provide the Implementing agent with base planning information to fast track the township planning and implementation process. A proposal was also made for the registering of contact details of the people living in the area in preparation for the hand over to the housing implementing agent (DLGTA 2008c:21).

#### **4.2.3 The Dukuduku Housing Project**

Similar to the Khula Village Housing Project outlined above, this project had also to wait for approval by the Department of Human Settlements which was critical. For ease of reference officials in the relevant department were reminded of the critical position of this project in the implementation of the deal. This project is at the centre of the conflict between poverty and nature conservation. The prolonged stay of people in the forest is a perpetuation of environmental degradation (DLGTA 2008c:21).

The following stages have been identified as critical in this housing project:

##### *Stage 1. Housing Definition and Planning – by Dukuduku Project Team*

- The identification of existing households and household boundaries;
- The identification of households in sensitive environmental areas who are consequently affected by limited relocation;
- The facilitation of relocations;

- Town planning of the area with the definition of activity nodes and sites for institutional/community use, infrastructure servitudes required for roads, water, electricity etc. house sites, market garden sites, open space; and
- The provision of technical assistance to the remaining households within the minimum standards agreed to and endorsed by the Project Coordinating Committee (PCC) (DLGTA 2008c:21).

Approval of funding for this stage to be carried out by the project team is still awaited from Department of Human Settlement and is critical to taking the project forward. High level intervention from CoGTA is requested in this regard.

*Stage 2. Housing and Infrastructure Development – by Implementing Agent*

- Installation of water infrastructure in phases;
- Housing and toilet construction for qualifying beneficiaries in phases;
- The installation of electricity once houses have been constructed;

Housing and infrastructure activities in Khula village included the provision of houses in the forest itself in Dukuduku which is the environmentally sensitive area. Water and other infrastructure related issues had to be taken into account and these are discussed hereunder (DLGTA 2008c: 21).

**4.2.4 Key issues related to infrastructure**

While the availability of funding is subject to the approval of the business plan on water supply for Mtubatuba and Dukuduku, the Department of Water Affairs (DWAf) should provide funding for the feasibility assessment and design to Umkhanyakude District Municipality, who in turn should appoint Mhlathuze Water as their implementing Agent. Intense interactions have been held with the design team, Mhlathuze Water, Umkhanyakude District Municipality and Department of Water Affairs (DWAf).

There is a need to have the feasibility study revised and endorsed by the project steering committee. The output of the feasibility study and planning should continue to be monitored closely and if necessary interventions through DWAf will be



undertaken to ensure that the outcome meets the bulk water supply provision to the project (DLGTA 2008c: 22).

The reticulation to the houses must be installed as part of the housing project comprising metered standpipes to each house complying with the requirements of Umkhanyakude who is the Water Services Authority for the area. Khula Village already has electricity supply with prepaid meters. ESKOM has indicated that it will only provide electrical infrastructure to Ezwenelisha and Dukuduku once there is a formal town plan so that they can rationally plan their infrastructure lines and once the houses have been built. Furthermore, owing to fire risks ESKOM will not provide power to informal dwellings but only to the finished houses. ESKOM is currently undertaking an Environmental Impact Assessment for the proposed bulk electricity supply line upgrade to St Lucia through Dukuduku which will need to be incorporated into the Dukuduku planning (DLGTA 2008c: 22).

It was estimated that the Environmental Impact Assessment would take approximately nine (9) months to be completed and the implementation thereof would take another twelve (12) months. The proposed nodal intersections along the R618 between Mtubatuba and St Lucia have been defined within the draft Corridor Plan. KwaZulu-Natal Department of Transport (DOT) has committed some funding for the construction of the main intersection between Khula and Dukuduku. However, the funding made available by the Department of Transport is significantly less than the amount required for the intersection. Motivation for further funding will be undertaken once the corridor plan has been finalised and approved. A portion of the internal roads within Ezwenelisha, have been installed by the developer, under the old housing subsidy funding regime. Additional funding will be required to complete the road network from the housing subsidy (DLGTA 2008c: 23).

The Project Management committee meeting held on 22 October 2010 requested that the project management team investigate the potential to grade the access road into Khula Village which is currently in very poor condition. The Department of Transport confirmed that some of the internal roads within Khula Village are actually district and local roads. There is a need for Technical Training, machinery & Equipment capacity funding and programme development.

Water shortage & mechanisation are still a concern. There is a recommendation for the registration and training of co-operatives and Board members. There is also a need to support and mentor co-operatives on compliance. Pre-establishment and formalisation of co-operatives in the tourism industry should be looked into. Further feasibility investigations on the setting up of the Cooperative Bank are being conducted. There is a need for the establishment of business linkages. Cooperatives need to be formalised and assisted with facilitation of access to markets and access to means of production. Local Economic Development (LED) Projects and Interventions must be aligned with the Corridor Development Plan. Enterprises that are not in contravention of the government deal within the project area should ideally be supported. Co-ordination and monitoring of project implementation and all LED activities broadly beyond just specific projects is crucial (DLGTA 2008c: 22-23).

The key issues in respect of infrastructure and housing projects were raised with the funding departments by the project team. The sharing of these challenges and the analysis of issues was critical because all departmental funding commitments had a timeframe within which funds had to be disbursed. Failure to resolve issues could have led to re-allocations being made to the detriment of the Dukuduku project.

#### **4.2.5 The impact of challenges**

From the above issues and challenges, it becomes evident that poor communities have found some form of relief in the wetland. The wetland provides fertile ground for crops. This addresses food security at the first level. At the second level, communities are generating income through market gardening. In addition to food security and informal income generation, the community of Dukuduku benefits immensely from the illegal harvesting of forest products. Traditional mats and traditional wooden utensils are among the most sought after products in the Mtubatuba area. The promise of formal jobs in the tourism industry in the distant future does not appeal to the community at this stage

#### **4.2.6 Lessons learnt**

Through this exercise, government can learn that any conservation project must secure the buy-in and ownership by the local community. Secondly, such a project must accept that the impact of poverty is immediate. This implies that all planning

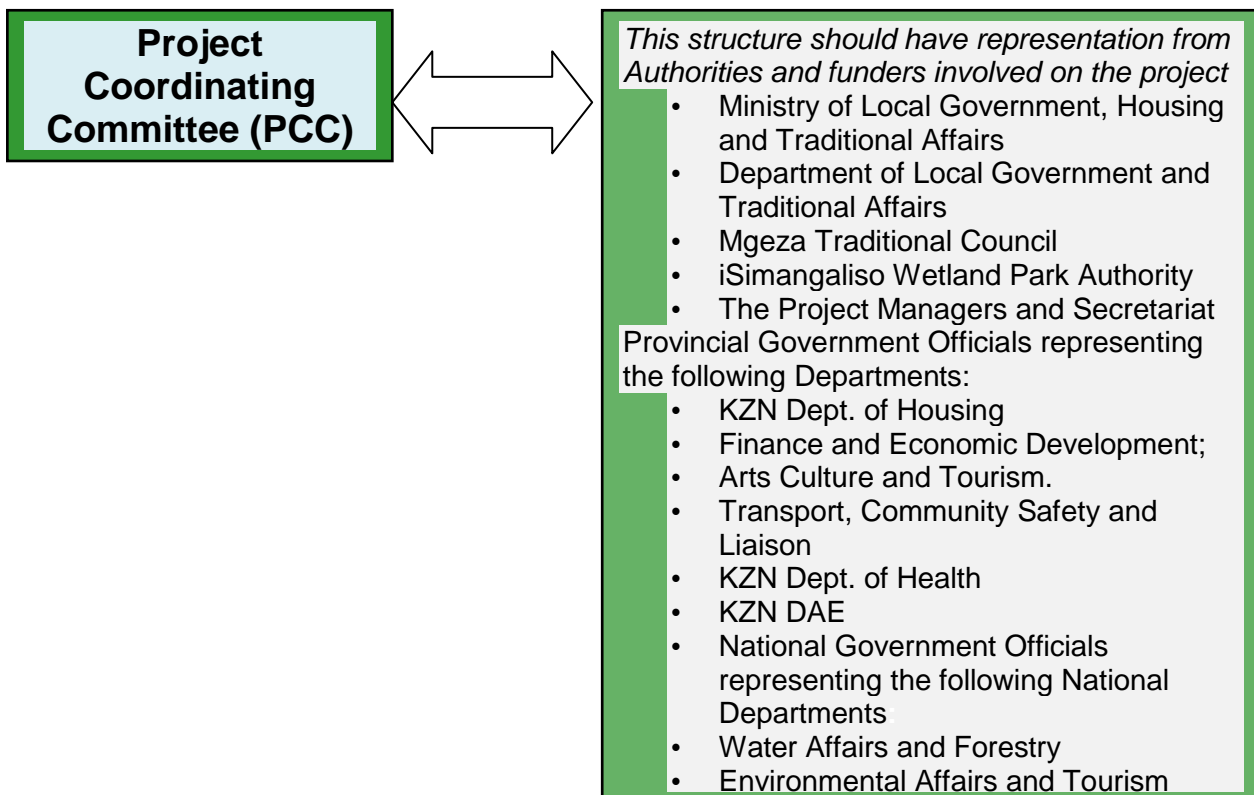
must address the urgent daily survival requirements of the communities concerned. Thirdly, communities require detailed capacity building programmes in order to participate in nature conservation projects. Such projects must clarify the specific benefits of being awarded a “world heritage status”. This clarification must be appreciated by the community as critical in the creation of jobs in the short and long terms. Finally, the task team learnt that the poor communities do not view the entire tourism industry as empowering to them.

## 5. Summary of Recommendations

This section outlines the recommendations made in respect of the institutional arrangements, the alignment of project objectives as well as general recommendations.

### 5.1 Recommended Institutional Arrangements

It is recommended that the institutional structure be updated to include the Trust. This will entrench the people’s ownership of both the land and the project. The institutional framework is recommended to be as follows;



Source: Dukuduku On-site Resettlement Plan: Executive Briefing document, 18.08,2008 (DLGTA 2008c:23)

## **5.2 Recommended Alignment of project objectives**

For the alignment to be achieved, the following project template is recommended.

There are four strategic responses that can be adopted. These are proactive response, non-co-operative community, co-operative community and reactive response.

Another recommendation is that there should be a balance between a government's proactive response and an actively cooperative community in order to achieve the following:

- Balance between Human Settlement and Conservation;
- Retention of UNESCO World Heritage Status; and
- Full spectrum of socio-economic development.

In the light of the above, the case study highlights the fact that the Dukuduku project should have been approached and led from a social transformation perspective. This implies that the planning and engineering leadership provided to the project is misplaced and inappropriate.

## **5.3 General recommendations**

The following recommendations are worth noting:

- Replacement of team leadership;
- Conducting of awareness and education on conservation matters;
- Analysis of status of compliance;
- The stopping of all illegal activities;
- Increased community involvement; and
- Formalisation of conservation areas.

## **6. Conclusion**

This section focuses on the conclusion and recommendations derived from the case study. Community life in Dukuduku is subsistent in nature. The community relies heavily on access to the land and natural resources such as wood and water for daily survival. Wood is used for energy in an area characterised by significantly high

electricity backlogs. The swamp area provides fertile grounds for vegetables and other edible plants. Families are able to feed themselves and in some case surplus harvest is sold to generate income.

On the other hand, government regards swamp areas as natural water purifiers. This is where water is cleaned and impurities are removed before it flows into the sea. Areas around swamps and rivers are considered to be dangerous and not suitable for habitation owing to flooding.

Swamps and natural forests are natural assets that attract visitors to the country. These assets are attractions that make tourism-based local economic development possible. The wetland park in Dukuduku enjoys a World Heritage Site status. According to the government, such natural assets have to be conserved and protected to promote local economic development and to improve the quality of life.

On the other hand, the community is desperate and it has to survive. The reality is that the provision of basic services is not occurring at a pace acceptable to the community. The reality of poverty compels the community to utilise the surrounding natural environment to depletion. Recommendations are urgently needed to address the conflict between poverty and nature conservation. Unfortunately, in Dukuduku, available opportunities to ferry tourists by boat are not accessible to the local community because of the substantial capital requirements. This has led to increased tensions between the community and the project, as outlined in the discussion of challenges.

## 7. BIBLIOGRAPHY

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