Guidelines
for Community Engagement in
Southern African Development Community
Transfrontier Conservation Areas

FINAL DRAFT

Prepared for the SADC Transboundary Use and Protection of Natural Resources Project

SADC Secretariat

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Acknowledgements

List of abbreviations and acronyms used

CBA	Community-based Adaptation
CBD	Convention on Biological Diversity
CBNRM	Community-based Natural Resource Management
CCA	Community Conserved Area
GIZ	Deutsche Gesellschaft für Internationale Zusammenarbeit
COMACO	Community Markets for Conservation
COP	Conference of the Parties
EBA	Ecosystem Based Adaptation
FFI	Fauna and Flora International
GLTFCA	Great Limpopo Transfrontier Conservation Area
GLTP	Great Limpopo Transfrontier Park
HWC	Human Wildlife Conflict
IIED	International Institute for Environment and Development
IUCN	International Union for the Conservation of Nature
JMB	Joint Management Board
JPMC	Joint Park Management Committee
KAZA	Kavango-Zambezi
KNP	Kruger National Park
KPA	Key Performance Area
M&E	Monitoring and Evaluation
MOMS	Management Oriented Monitoring System
MOU	Memorandum of Understanding
NACSO	Namibian Association of CBNRM Support Organisations
NGO	Non-governmental Organisation
NP	National Park
NRM	Natural Resource Management
PA	Protected Area
PPF	Peace Parks Foundation
SADC	Southern Africa Development Community
TFCA	Transfrontier Conservation Area
TUPNR	Transboundary Use and Protection of Natural Resources in the SADC Region
TFP	Transfrontier Park
WDA	Wildlife Dispersal Area

Contents

Executive Summary

Background

The SADC Protocol on Wildlife Conservation and Law Enforcement of 1999 sets out the overall objectives and strategies for a common approach to wildlife conservation within SADC. The main Objective of the Protocol (Article 4.1) is as follows:

> to establish within the Region and within the framework of the respective national laws of each State Party, common approaches to the conservation and sustainable use of wildlife resources and to assist with the effective enforcement of laws governing those resources.

Both in its specific objectives and in its approach to wildlife management and conservation programmes, the Protocol recognises the importance of TFCAs as well as community engagement in conservation. Among the specific objectives of the Protocol (Article 4.2) are to:

> f) promote the conservation of shared wildlife resources through the establishment of transfrontier conservation areas; and

> g) facilitate community-based natural resources management practices for management of wildlife resources.

Further, the SADC Programme for Transfrontier Conservation Areas strongly emphasises the need for community engagement in TFCAs. Under Component 5: Enhancement of local livelihoods:

> Member States acknowledge that the primary beneficiaries of TFCAs should be the rural communities who have intrinsic right to be involved in the decision making processes. Therefore, TFCA activity plans should be developed through a participatory process and should clearly demonstrate the benefit flow to these communities; aligned with regional poverty alleviation strategies.

The statement that rural communities have an "intrinsic right" to be involved in "decision-making processes" provides a very clear policy approach for community engagement in TFCAs. It means that TFCA planners and implementers need to ensure that communities within TFCAs are meaningfully involved in taking decisions at the various stages of TFCA development and implementation.

In order to put this policy approach into practice the SADC TFCA Network Steering Committee decided in February 2017 that a Guideline for Community Engagement in TFCAs should be developed, which especially addresses community engagement in the governance, planning, decision-making and implementation of TFCAs. The Committee further stated that community engagement in a variety of issues such as law enforcement, management of natural and cultural resources, tourism and benefits should be covered in the Guideline.

Process for developing the Guideline

This Guideline was preceded by a Situation Analysis of the status of community engagement in SADC TFCAs (Jones, 2018). The Situation Analysis reviewed relevant SADC and Member State policy and legal frameworks for community engagement in conservation, the relationships between communities and SADC TFCAs, identified existing best practices and lessons learnt in community

engagement in conservation, and then made recommendations for key issues to be covered in this Guideline.

A workshop was held in Johannesburg, South Africa, in February 2018, for key experts to develop a vision and main principles for community engagement in SADC TFCAs, consider how communities can be engaged in different elements of TFCAs, and identify what mechanisms have worked in practice.

Field visits to the Lubombo and the Malawi Zambia TFCAs were conducted to explore some emerging best practices in community engagement. A first draft of the Guidelines was reviewed by personnel of the TUPNR Programme whose comments were addressed in a second draft which was circulated for wider comment.

A workshop for experts and SADC member countries to validate the draft Guideline was held in Johannesburg, South Africa on July 3rd, 2018. The Guideline was then revised based on the comments received.

This Guideline is therefore based on the findings of the Situation Analysis, examples of best practice from the field as well as inputs from experts and SADC country representatives.

The aim of this Guideline

This document aims to provide practical guidelines with step-by step actions for how to engage local communities in the planning, establishment and operation of TFCAs. The publication provides information on principles and best practices, with case studies as examples and links to implementation tools. Not all the guidelines will be relevant to the different social, political and economic contexts within SADC TFCAs. However, the vision and principles set out in this document will be valid for community engagement in all TFCAs within the SADC region. This document also aims to provide a set of standard approaches that can be used in all SADC TFCAs.

Intended audience

This Guideline is mainly aimed at practitioners involved in the planning, establishment and operation of TFCAS in the SADC region, particularly protected area managers, NGO personnel and those working in the private sector. It will also be useful for local communities although it is not specifically aimed at this group. It is not expected that TFCA and park managers will themselves carry out detailed community engagement but will employ community engagement officers to do this, who should be aware of the methods to be used and the practicalities on the ground. However middle managers and above should be aware of the stages and levels at which communities should be engaged in TFCA establishment and implementation.

Structure of the Guideline

The Guideline first provides background information on SADC TFCAs, and then discusses important aspects of community engagement in conservation. It provides a draft vision and principles for community engagement in SADC TFCAs, and then provides recommended actions for community engagement in initiating, establishing and implementing TFCAs. A final section emphasises the need

to review and improve community engagement actions in existing TFCAs where community engagement might not already be well developed.

1. SADC TFCAs

A TFCA is defined in the SADC Protocol on Wildlife Conservation and Law Enforcement (1999) as a component of a large ecological region that straddles the boundaries of two or more countries encompassing one or more protected areas (PAs) as well as multiple resource use areas. SADC TFCAs are founded with the aim of collaboratively managing shared natural and cultural resources across international boundaries for improved biodiversity conservation and socio-economic development.

However, SADC TFCAs differ substantially in spatial parameters and the mix of land use categories (SADC Secretariat 2013). Within SADC there are two main types of transboundary initiative:

> Transfrontier Park (TFP): Comprising two or more neighbouring state-run PAs. These TFPs may or may not have communities resident within their component parts but usually have rural communities as neighbours.

> Transfrontier Conservation Area (TFCA): Comprising two or more state-run PAs as well as intervening land units, often including communal land and community managed conservation areas, which conform more closely to the definition in the SADC Wildlife Protocol.

In practice these categorisations are loosely applied. For example, the Great Limpopo TFP includes three State-run PAs, two of which are contiguous and which are linked to a third state-run PA by some community land. It also includes a small Sanctuary Area and a Safari Hunting area, so contains elements of a broader TFCA. There are plans to develop the TFP more fully into a TFCA by adding more neighbouring non-PA land and to create links to additional PAs.

The /Ai /Ais-Richtersveld TFP between Namibia and South Africa is an example of collaboration between two neighbouring protected areas across international boundaries. Interestingly though, the South African component, the Richtersveld National Park, is community-owned but managed by the South African national parks authority, SANParks, through a contract with the community.

The Kavango Zambezi (KAZA) TFCA is a good example of a TFCA as envisaged by the SADC Wildlife Protocol, as it comprises several state-run national parks interspersed by communal land, safari areas and community conserved areas.

Within SADC the term 'TFCA' is used generally to refer both to TFCAs with multiple land units as well as TFPs. This Guideline uses the term 'TFCA' to cover all forms of transboundary conservation area within SADC and refers to TFPs specifically where this is relevant.

There are currently 18 TFCAs within SADC (see Figure 1 below), falling into three main categories in terms of status (SADC Secretariat 2013):

> Category A – Established TFCAs: Established through a Treaty or any other form of agreement recognized by the participating countries.

Category B – Emerging TFCAs: These are TFCAs with a signed Memorandum of Understanding (MOU). The MOUs serve as instruments that facilitate negotiations of Treaties to formally establish the TFCAs.

Category C –Conceptual TFCAs: Without an official mandate from the participating countries but proposed by some SADC Member States as potential TFCAs.

Within these different contexts communities have a number of different relationships to the TFCAs. In some cases communities are neighbours to TFPs and in others they are natural resource users on land between State-run PAs. In some countries there are legally established community organisations managing Community Conserved Areas, such as Community Trusts in Botswana, Conservancies in Namibia, and Wildlife Management Associations in Tanzania. In three South African cases communities are owners of land within national parks that are part of TFCAs. There are communities resident in some protected areas such as Namibia's Bwabwata National Park in the KAZA TFCA and in Mozambique's Niassa National Reserve in the Niassa-Selous TFCA. In many cases throughout SADC, a crucial relationship between communities and State-run parks in TFCAs is that the communities were the former owners of the land and in several cases were removed from the land so that protected areas could be established.

Figure 1. Map of SADC TFCAs (Source: Peace Parks Foundation)
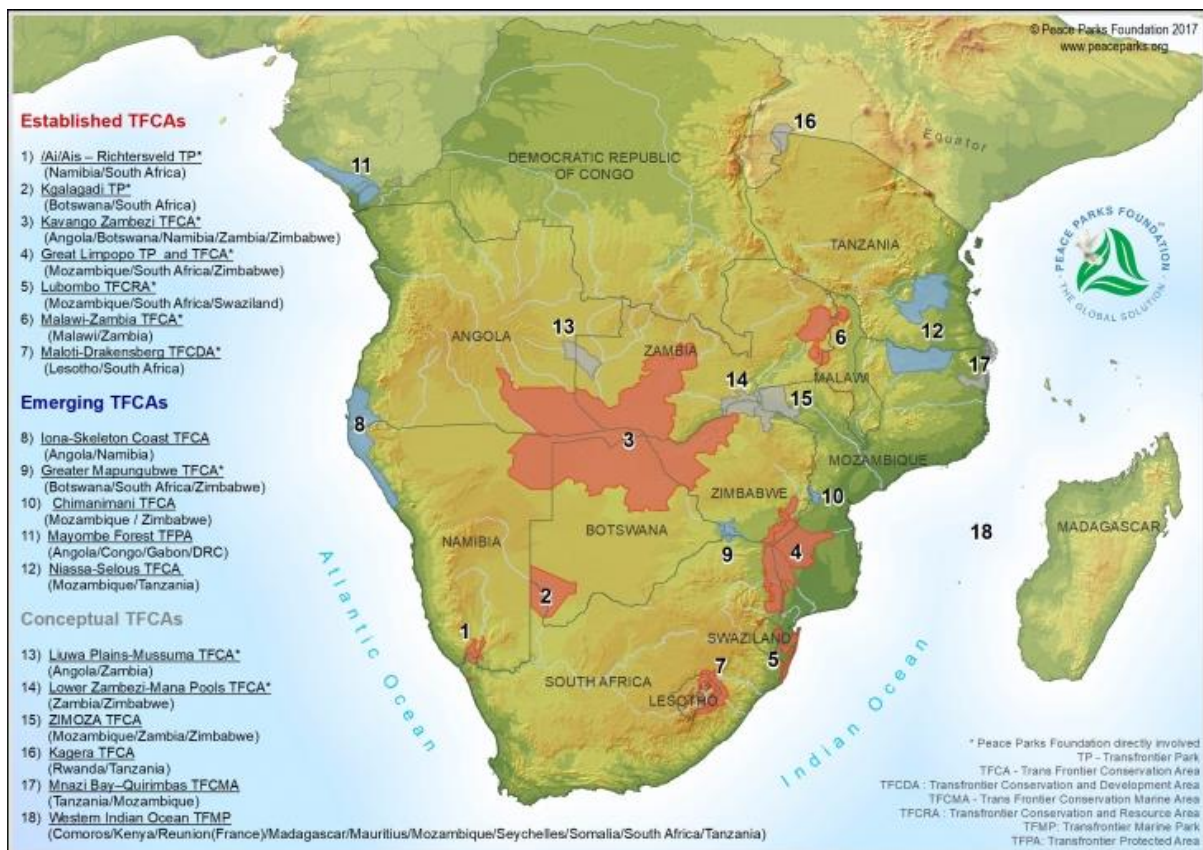
2. Community engagement in conservation

2.1 Communities in the TFCA context

The concept 'community' can be used in different ways and at different levels within SADC TFCAs. In general for TFPs, the community encompasses any groups of people resident in protected areas who are non-staff members, and groups of people directly affected by the TFP because they are geographically located adjacent or close to the area in question, or are linked through the flow of one or more ecosystem services.

In multi-land unit TFCAs, in general, the community consists of those people with actual or claimed rights to reside and use resources in the areas between the protected areas that form part of the TFCA, or groups of people that are resident in the PAs and are non-staff members.

Within these broad categories, there will clearly be sub-groups of 'local communities' made up of different ethnic or tribal groups with long-term historical associations with the land and its resources, and sharing a common culture and set of norms. Such communities are often under the jurisdiction of their own traditional authorities, but will also be under the jurisdiction of decentralised forms of government such as provincial or district authorities. Such communities may also be organised under some form of community-based natural resource management (CBNRM) institution such as a Community Trust, Conservancy or Wildlife Management Association. There may also be local or district level farmers' associations. Thus there can be multiple layers of leadership and authority relevant to any particular local community, which need to be taken into account when considering community involvement in TFCA processes.

Further, within communities it is clear that there will be different groups such as rich, poor, old young, male, female, disabled, livestock farmers, crop farmers etc., - all with different and sometimes competing aspirations, interests, and expectations of what a TFCA might or should deliver to them (either positively or negatively). Those planning and implementing TFCAs need to avoid falling into the trap of involving only the most powerful and articulate groups within a community and by default excluding others. There can also be communities of place that reside on a particular area of land, but which do not always include the whole community of land and resource users. For example, in the dryer countries of SADC, seasonal use of land for livestock grazing might take place or livestock might be owned by people living in faraway towns. When implementing community engagement in TFCAs, non-residents with actual or perceived rights to land and resources may also need to be included to avoid future potential conflict.

There may also be 'communities' of private individual or corporate land holders in some SADC TFCAs that also need to be engaged. Some TFCAs might also include (peri) urban areas where town councils are the representative body, and even District administrative centres.

Cohesive communities with common culture and norms, a strong community good governance system, and long associations with the land and its resources, are likely to be easier to work with than communities characterised by internal feuds for power, or comprising displaced people and refugees from different places, who have no history of cooperation with each other. This should not deter practitioners from working with groups that have no common background, but it requires

them to be cognisant of the divisions, their causes and the current social dynamics. It could be that commonly perceived benefits from TFCAs promote cooperation around key activities.

Some conservation publications and agreements make a distinction between "Indigenous People" and "Local Communities". Although most African peoples would consider themselves 'indigenous', internationally indigenous communities, peoples and nations are defined as "those which, having a historical continuity with pre-invasion and pre-colonial societies that developed on their territories, consider themselves distinct from other sectors of the societies now prevailing on those territories, or parts of them" (https://www.un.org/development/desa/indigenouspeoples/about-us.html). In southern Africa groups such as the San fall into this category of indigenous people. TFCA practitioners should be aware of international agreements and guidelines regarding indigenous peoples, particularly as they relate to conservation activities (see Section 2.4 below).

2.2 Involvement, participation and engagement

It is generally recognised that there is a need for 'involvement' or 'participation' of communities in conservation. Reasons for the participation of communities include the following:

a) Social Justice. There is a moral obligation to collaborate based on issues of social justice (e.g. where a community has been removed from the land, or excluded from access to natural resources, or lives within a protected area);

b) Good practice. Lessons from the development world indicate the need for participation by communities in projects that affect them;

c) Shared Resources. Protected areas often share resources with other rights holders (e.g. wildlife moving between the PA and neighbouring land or across international boundaries; shared rivers; etc.);

d) Positive and negative impacts. Residents or neighbours can negatively or positively impact PAs, and PAs can negatively or positively impact neighbouring communities;

e) Sustainable economic development. To promote local economic development based on the sustainable use of natural resources.

However, forms of community involvement or participation in conservation initiatives such as TFCAs vary considerably and can range from passive involvement to participation in planning and decision-making (Table 1.).

Table 1. Typology of community participation in conservation initiatives (adapted from Pimbert and Pretty, 1994/IIED 1994)

Typology	Characteristics of each type
1. Passive participation	People participate by being told what is going to happen or what has already been decided.
2. Participation in giving information	People provide information to external planners and researchers without influencing the outcomes.
3. Participation by consultation	People are consulted and external planners listen to their views and may or may not modify their plans as a result of the consultation.
4. Functional participation	People participate by forming groups/committees/forums to help meet pre-determined objectives or to provide external planners and implementers with structures to work through.
5. Active participation in planning and decision-making	People are involved in the planning: Agreeing on a common vision and objectives and setting management priorities. People are involved in decision-making as equal partners with other agencies involved.

Much of the community involvement within SADC TFCAs in the past ranged between types 1-4 in Table 1. This Guideline points to actions that would lead to community involvement as described in Type 5.

In order to address the limitations of terminology such as community 'involvement' or 'participation', this Guideline refers to the concept of 'Community Engagement'. Definitions of 'community engagement' emphasise the process of working collaboratively with community groups, through Typology 5 in Table 1 above, to address issues that impact the well-being of those groups (e.g. http://lexicon.ft.com/Term?term=community-engagement and https://www.atsdr.cdc.gov/communityengagement/pdf/PCE_Report_508_FINAL.pdf). Community engagement is not simply about practitioners reaching out to communities, it is about communities engaging actively in the planning for and management of natural resources.

Participants in the February 2018 expert workshop on community engagement in TFCAs noted the following:

Community engagement is not an ad hoc measure serving policy, planning and decision-making, nor is it a one-way communication channel.

Community engagement is a practice that through iteration creates a mentality of engagement, and a two-way communication channel that benefits the management of the TFCAs, its natural resources and its human resources.

As indicated above, the SADC TFCA Programme acknowledges that rural communities have an "intrinsic right" to be involved in decision-making in TFCAs. The need for community involvement in decision-making is also recognised in the SADC Transfrontier Conservation Guidelines on "The Establishment and Development of TFCA initiatives between SADC Member States". These

guidelines[1] indicate that "communities need to be involved in TFCA processes as equal partners and not just passive beneficiaries". These statements underline the need for community engagement that is a two-way process going beyond simply informing communities, obtaining information from them, consulting them or setting up community forums that have no power or authority. Planners and practitioners need to apply the appropriate mechanisms and institutional arrangements that enable meaningful community engagement.

In this context, community engagement in SADC TFCAs will be multi-faceted and will take different forms at different stages of the process of establishing and implementing TFCAs. It will include:

- ✓ Two-way communication between practitioners and communities;
- ✓ Community participation as equal partners in decision-making;
- ✓ Communities managing natural resources sustainably;
- ✓ Support to sustainable and integrated land management by communities (crops, horticulture and livestock);
- ✓ Collaborative management between communities, government conservation authorities and other stakeholders;
- ✓ Communities involved in tourism and other livelihood activities associated with conservation and tourism.

In summary community engagement is not only about how practitioners approach and interact with communities, but is also about how communities can *positively contribute* to successful TFCA development, implementation and management.

2.3 Communities as rights holders and resource managers

Most TFCA initiatives emphasise the need to involve "stakeholders". However the IUCN guidelines for Transboundary Conservation (Vasilijević *et al* 2015) draw a very clear distinction between stakeholders and rights holders. Stakeholders possess direct or indirect **interests** in land, water and natural resources in a TFCA, and '**rights** holders' are people with legal or customary rights to land, water and natural resources. Using this distinction, communities in SADC TFCAs are far more than 'stakeholders' on a similar level to NGOs or other external actors - they are 'rights holders' and their level of involvement needs to reflect this.

In addition, in several SADC countries communities have various levels of devolved user rights over wildlife and other resources (see Section 2.2 above) and have established formal community conserved areas (CCAs) established under legislation, such as conservancies in Namibia, Community Trust Areas in Botswana, Wildlife Management areas in Tanzania, etc. There are also informally conserved sacred sites and areas that effectively maintain natural habitat and local biodiversity, and which are held under customary tenure. These formal and informal CCAs have huge potential as

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[1] Zunckel, K. 2014. Southern African Development Community Transfrontier Conservation Guidelines: The establishment and development of TFCA initiatives between SADC Member States. SADC Secretariat. Gaborone, Botswana.

foundations for community engagement in TFCAs if they gain sufficient recognition from planners and government authorities as equal partners in management activities.

Successful collaborative management between state authorities and other landholders in TFCAs requires a change in perception of the role and status of local communities. Communities need to be recognised as rights holders and as such, equal partners with governments much as what is already recognised for big private landowners and other private sector entities. This way of viewing communities changes their role from being passive beneficiaries of possible trickle down benefits from tourism development, to active managers of land and resources who participate in planning and decision making in a co-management system with governments.

2.4 Displacement of communities in the establishment of conservation areas

Historically in southern Africa there are examples of communities being removed from their land in order to establish conservation areas, or other forms of land use by government. Often, this has occurred without the consent of the communities concerned. There are now international guidelines for addressing situations where communities need to be displaced because there is an overriding need for a specific development to take place or for a conservation area to be established.

For example, Article 10 of the United Nations Declaration on the Rights of Indigenous Peoples states that:

> indigenous peoples shall not be forcibly removed from their lands or territories. No relocations shall take place without the free, prior and informed consent of the indigenous peoples concerned and after agreement on just and fair compensation and, where possible, with the option of return (http://www.un.org/esa/socdev/unpfii/documents/DRIPS_en.pdf).

The World Bank "Operational Manual OP 4.12, Involuntary Resettlement", which was revised in 2013 (https://policies.worldbank.org/sites/ppf3/PPFDocuments/090224b0822f89db.pdf) provides guidelines which also apply to the involuntary restriction of access to legally designated parks and protected areas resulting in adverse impacts on the livelihoods of displaced persons. According to the guidelines if resettlement cannot be avoided, those being resettled should 1) be fully consulted about their relocation, 2) compensated for any costs as a result of resettlement and 3) be resettled in a manner that leaves them no worse off than in their previous location. Further, the manual states:

> In projects involving involuntary restriction of access to legally designated parks and protected areas, the nature of restrictions, as well as the type of measures necessary to mitigate adverse impacts, should be determined with the participation of the displaced persons during the design and implementation of the project.

The Convention on Biological Diversity (CBD) provides considerable guidance on dealing with the participation of indigenous peoples and local communities and the need for prior informed consent with respect to the establishment and management of protected areas and the implementation of conservation activities (https://www.cbd.int/doc/legal/cbd-en.pdf). Article 32 states that:

indigenous peoples have the right to determine and develop priorities and strategies for the development or use of their lands or territories and other resources, and that States must obtain the *free and informed consent* of Indigenous Peoples prior to the approval of any project affecting their lands or territories and other resources.

One of the provisions of *Decision 28 of COP 7* of the CBD regarding the Programme of Work on Protected Areas is as follows (https://www.cbd.int/decision/cop/default.shtml?id=7765):

2.2.5 Ensure that any resettlement of indigenous peoples and local communities as a consequence of the establishment or management of protected areas will only take place with their *prior informed consent* that may be given according to national legislation and applicable international obligations.

Further guidance on the importance of applying the principle of free prior and informed consent can be found at the following:

http://www.fauna-flora.org/wp-content/uploads/Free-Prior-and-Informed-Consent1.pdf

http://www.forestpeoples.org/en/guiding-principles/342

Further guidelines regarding the resettlement and displacement of communities and restrictions on access to resources for conservation purposes can be found at:

http://www.fauna-flora.org/wp-content/uploads/Displacement-and-restrictions-on-access-to-resources.pdf

2.5 Governance and Management

The updated IUCN guidelines for transboundary conservation[2] emphasise the importance of appropriate forms of governance for TFCAs noting that the preferred model of governance should reflect the particular circumstances of the area concerned, such as the type and number of stakeholders involved, particular conservation issues, number of countries involved, etc. The updated IUCN guidelines draw a distinction between governance and management. Governance is about **who takes decision and how; who should be held accountable, and who holds power, authority, and responsibility**. Management by contrast concerns what is done in pursuit of given objectives; **the means and actions to achieve objectives and how effectiveness is generated and ensured.**

This document provides guidelines for how communities can be engaged in both TFCA governance and management.

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[2] See Vasilijević *et al* 2015.

3. Vision and principles for community engagement in SADC TFCAs

The following Vision and Principles for community engagement by practitioners planning and implementing SADC TFCAs were developed by participants in the expert workshop held in February 2018 in Johannesburg, South Africa:

Vision:

> **Communities with recognised rights over land and natural resources contributing to and benefitting from TFCA development as equal partners.**

Principles

1. **Co-existence of People and Landscapes:** The management of shared natural resources for human sustainable development and biodiversity conservation across the whole TFCA landscape;

2. **Equitable and Inclusive Governance:** Everyone affected by the decision should participate in the decision-making process, and local communities should be involved in the decision making processes in all stages of a TFCA establishment and implementation, from the very initial conceptual phase;

3. **Subsidiarity:** Decisions should be taken at the lowest appropriate level;

4. **Co-creation of knowledge and systems:** To generate shared knowledge for governance, and adaptive management in TFCAs, based on equitable partnerships with communities;

5. **Complementarity:** All parties involved in the management of TFCAs have to be treated with respect, particularly acknowledging local institutional arrangements and local cultural norms and history;

6. **Sustainable Use of shared Natural and Cultural Resources**: Promote a nature-based economy using natural and cultural heritage to contribute to sustainable regional economic development;

7. **Transparency in all processes:** Ensure transparency regarding costs, benefits and risks, and do not raise unrealistic expectations;

8. **Community engagement should receive appropriate investment:** Appropriate financial planning for community engagement needs to be done by involved governments and NGOs to ensure the level of support and investment can enable achieving the vision;

9. **Inter-sectoral collaboration:** Community engagement should be ensured within all relevant sectors in the TFCA as part of integrated management of natural resources.

4. Community engagement in the planning, establishment and development of new TFCAs

The sections below follow the steps in establishing TFCAs set out in the SADC Transfrontier Conservation Guidelines on "The Establishment and Development of TFCA initiatives between SADC Member States"[3]. A brief summary of each step provided in the guidelines is given, together with recommended actions for community engagement during that step in the process.

4.1 The Initiation of Transfrontier Conservation Areas

Step 1: Identifying participants

The first step in establishing a TFCA is deciding who should be involved in the process. The SADC TFCA Guidelines include local communities in the list of those individuals or groups that should be involved in the process. The Guidelines emphasise that communities should be treated as equal partners, not just passive beneficiaries.

Community engagement actions:

Ensure the following when identifying communities that should participate:

➢ Where appropriate, **enable communities to identify themselves** and decide which groups they are made up of and how they wish to include these groups in the process;
➢ Also **ensure that marginalised and minority groups** such as the San **are included** and identify and include different factions within one tribal or ethnic group where these exist (note that while communities should identify themselves, dominant groups may exclude more marginalised groups and it may be necessary to ensure these other groups are included).
➢ **Include leadership of community institutions** managing community conserved areas (e.g. Community Trusts, Conservancies, Wildlife Management Associations, Community Forest Committees, Fish Management Committees[4]).
➢ Identify and **include community leaders and organisations from the non-conservation sectors** such as traditional authorities ad farmers' associations.
➢ Identify community members who can bring **a balance between competence and leadership** skills.

Community engagement tools:

The Fauna and Flora International (FFI) website has a package of tools for participatory approaches including stakeholder analysis and stakeholder mapping: https://www.fauna-

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[3] Zunckel, K. 2014. Southern African Development Community Transfrontier Conservation Guidelines: The establishment and development of TFCA initiatives between SADC Member States. SADC Secretariat. Gaborone, Botswana. Referred to in this document as the SADC TFCA Guidelines
[4] It is important to include all natural resource sectors, not just wildlife, particularly in large multi land unit TFCAs

flora.org/approaches/livelihoods-governance#learning (see web page to download tools for participatory approaches).

Step 2: Assessing the enabling environment/Pre-feasibility Assessment

The purpose of this step is to conduct a pre-feasibility assessment, or a scoping exercise, to test whether appropriate conditions for establishing a TFCA exist. As the initiation process is mainly driven by NGOs and governments, local communities have not normally been directly involved in this process in the past. However, if Principle 2. Inclusive Decision-making (see Section 3 above) is to be properly applied, then communities should also be involved in these very early steps in conceptualising the TFCA.

Community engagement actions:

➢ **Involve community leaders** drawn from those identified in Step 1 above. At this stage it is not necessary for leaders to be chosen as representatives of their communities. Community participants should be chosen for their ability to contribute to the discussion regarding the enabling environment, particularly regarding community issues.

➢ **Ensure that community issues are properly identified and discussed** during this step in the process, e.g. likely community interest in/support for a TFCA, historical relationships between communities and protected areas/conservation authorities, past displacement of communities from PAs, existence of community institutions that can be involved in collaborative governance of the TFCA, etc.

Step 3: Assessing TFCA feasibility

Using information gathered in Step 2, a more detailed TFCA Feasibility assessment should be carried out to consider the following:

a) The need for a TFCA;
b) The readiness of parties to undertake the effort;
c) Opportunities that could be generated, including those opportunities that could accelerate the process;
d) Geographic reach;
e) Regional stability and complexity; and
f) Capacity required for establishment and implementation.
g) Risks that might hold back the process
h) Extent to which the target area does and can contribute to the socio-economic resilience of the broader landscape in which it is located.

Community engagement actions:

A similar approach should be taken as in Step 2 above:

➢ **Involve community leaders** drawn from those identified in Step 1 above. Choose community participants for their ability to contribute to the process and/or to lead their community in the process.

> **Ensure that community issues are properly identified and discussed** for each component of the assessment.

Step 4: Designing the implementation process

This step aims at designing an implementation process that includes the following:

a) Determine who should convene and lead the effort
b) Mobilize and engage the right people:
   - those people and groups who are interested in and directly affected by the issue;
   - those needed to implement any potential recommendation (that is, those with authority); and
   - those who might undermine the process or the outcome if not included.

   This works towards building a "constituency for change" in which the stakeholders become actively involved in the process from as early as possible.

c) Define the region
d) Specify desired outcomes
e) Establish a core organising group

Community engagement actions:

The community leaders involved in steps 1-3 above should continue to be involved in this stage of the process providing advice regarding components a)-e). Specific actions should include the following:

> **Involve the community leaders in the discussions** around who should lead the effort;
> **Identify the community groups and additional community leaders who should be involved in the establishment and development** of the TFCA (see Section 4.2 below).
> **Take community perspectives into account when defining the region**, e.g. identify where there are community cross border links and interactions, ensure the boundaries do not artificially split communities causing conflict between those included and those left out.
> **Involve community leaders in the specification of desired outcomes** and ensure socio-economic outcomes are also included.
> **Identify community participants to be part of the core organising group** - at least one from each participating country. These participants could be the leaders already identified or others who can make good contributions.

Again at this stage, it is probably better for these community participants to be appointed for their 'ability to contribute' rather than as 'representatives'. Community representatives to be involved in further decision-making should be identified later in the process (see Section 4.2. below).

4.2 The establishment and development of TFCAs

Participating governments will be key to ensuring an enabling environment for community engagement and TFCA institutional frameworks should ensure community representation from each country in the establishment and development of TFCAs.

Step 1: Securing buy-in and building legitimacy

According to the SADC TFCA Guidelines this step is aimed at making sure that interested and affected parties are included in the process of designing the conservation strategies, and even participating in their implementation. For conservation to succeed it needs to make sense socially, economically and politically.

The Guidelines note that a thorough community engagement process will be costly and time consuming. Any limitations in available financial resources will lead to this process being compromised. Such compromise will detract from the legitimacy of the process and the initiative as a whole, *and therefore every effort must be made to ensure that it is well supported and thoroughly implemented*. This point made by the SADC TFCA Guidelines cannot be emphasised enough.

Community engagement actions:

➢ **Community engagement** in all its forms and at all appropriate levels **must be planned for and budgeted for as a core activity** in the establishment and implementation of TFCAs.
➢ **Appropriate mechanisms for enabling community engagement** must be put in place such as appointing personnel with appropriate training and expertise.

Before further steps are taken in the development of a TFCA, all affected parties need to be informed of the plans and conceptual approaches that emerge from the pre-feasibility and feasibility stages (Section 4.1 above). In the past, lines have been drawn on maps by city-based planners delimiting TFCAs, and even after the establishment of the TFCA, local communities had no idea that they were part of such a conservation area. This situation needs to be avoided in order to gain legitimacy for the establishment of the TFCA among local communities.

Community engagement actions (partly adapted from the SADC TFCA Guidelines, 2014):

➢ **Develop a strategy for engaging with communities at local level** to introduce and discuss the idea for developing a TFCA.
➢ **Ensure that this is a two-way process**, i.e. practitioners do not engage with communities in order to tell them about the TFCA initiative, but rather to share the concept with them and to very carefully listen to their responses. At times the responses may not be what the practitioners want to hear, but all viewpoints must be acknowledged, respected and carefully responded to. The language used must also be free of jargon and cognisant of the remoteness of the communities.
➢ **Ensure that there are adequate financial resources** to implement the strategy thoroughly;
➢ Identify engagement techniques that are appropriate to the context of the various community groupings;

- ➢ **Develop communication material that uses appropriate language**, both in terms of direct communication, and also in terms of the terminology and concepts that are used (keep it simple);
- ➢ **Engage directly with communities at village level**, not only with community leaders;
- ➢ **Identify and use appropriate entry points such as existing community NRM institutions** (conservancies, wildlife management area committees, community trusts, community forestry committees, community fisheries committees, etc.).
- ➢ **Ensure that all practitioners who are going to implement the engagement strategy are appropriately skilled** to be objective, open, transparent and honest, and are willing and able to listen;
- ➢ **Begin the process of identifying how communities may be represented in ongoing TFCA processes and implementation**, particularly in terms of participation in governance processes (see Step 2 below). Assess how existing mechanisms for communication and representation can be used.
- ➢ **Assess the extent to which community institutions might need to be established/strengthened** in order to play a meaningful role in the TFCA implementation and management.
- ➢ Building on previous assessments (Step 4, Section 4.1 above), **further identify the extent of existing cross border community interactions** (local trade, family interactions, community-community forums, etc.) and how the TFCA can facilitate these (e.g. relaxation of border rules for such interactions).

These actions are crucial to the process of building long-term meaningful and trusting relationships. They should be viewed as a foundation for further community engagement in the later steps in establishing a TFCA.

The SADC TFCA Guidelines note that in carrying out this engagement process TFCA practitioners and proponents must hold strongly to the principles of *honesty, transparency and objectivity*; at all times demonstrating *a willingness to listen and to acknowledge the value of inputs received* as these come in the form of fears, perceptions, expectations, and even aggression.

Participants at the Expert Workshop to develop a vision and main principles for community engagement in SADC TFCAs, in Johannesburg, South Africa, February 1-2, 2018, emphasised that there needs to be continuous communication and engagement to develop trust and understanding between practitioners and partners.

Community engagement tools:

There are tools for holding community meetings and suggested methods for communicating with communities in the document: "Beyond fences: Seeking social sustainability in conservation. Vol.2: A resource book", published by IUCN. This document is accessible at https://www.iucn.org/content/beyond-fences-seeking-social-sustainability-conservation-vol2-resource-book.

Another useful tool is the FFI "Guide to using participatory approaches", which can be found at https://www.fauna-flora.org/approaches/livelihoods-governance#learning (see web page to download specific tools for participatory approaches).

Step 2: Selecting an appropriate governance model

As indicated in Section 2.5 above, governance is about who takes decisions and how. According to the IUCN Transboundary Conservation Best Practice Guidelines, "Transboundary conservation governance is defined as the interactions among structures, processes and traditions that determine how power, authority and responsibility are exercised and how decisions are taken"[5]. Selecting an appropriate governance model is therefore an important step in the establishment of TFCAs. It will determine where the power and authority lie for decision-making and implementation. If communities are not specifically included in the governance model, it will be extremely difficult to achieve the stated SADC objective of recognising the "intrinsic right" of communities to be involved in decision-making in TFCAs and for communities to be involved as "equal partners".

Community engagement actions:

➢ **Entrench the principle of community engagement and benefit from TFCAs in the founding documents, particularly the inter-government treaties** (e.g. the Kavango Zambezi [KAZA] TFCA MOU includes the following as an objective of the TFCA: *Develop mechanisms and strategies for local communities to participate meaningfully in, and tangibly benefit from the TFCA*; and the KAZA Treaty includes the following as an obligation of the Member States: *Ensure stakeholder engagement at the national and local level with the involvement of governmental authorities, communities, Non-Governmental Organizations and Private Sector)*.

The SADC TFCA Guidelines note that, typically, within SADC TFCAs the governance mechanisms selected include the following:

a. High level multi-national political structure - usually a Ministerial Committee;

b. High-level multi-national technical structure - a Joint Management Board or Committee; and,

c. Several discipline-specific or sectoral multi-national structures - Management Committees or Task Groups.

These structures do not easily enable community involvement in decision-making. In establishing new TFCAs within SADC, innovative means are therefore needed to enable communities to participate in decision-making.

Figure 2 below was developed by participants at the Expert Workshop to develop a vision and main principles for community engagement in SADC TFCAs, held in Johannesburg, South Africa, February 1-2, 2018. It indicates the different levels of governance within SADC TFCAs and the levels at which communities can best be engaged. The participants at the workshop found that it is more appropriate for communities to be engaged at the operational level but mechanisms need to be found for the community voice to be heard at higher levels.

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[5] (Vasilijević et al 2015).

The Flow of Information directional arrow in Figure 2 indicates how community perspectives can be communicated through to the policy and political levels which tend to be almost exclusively composed of government with some influence from powerful NGOs who provide advisors and secretariats. Clearly there also needs to be a flow of information back downwards.

Figure 2. Community engagement at different governance levels in SADC TFCAs (Source: Expert workshop, Johannesburg, South Africa, February 1-2, 2018).
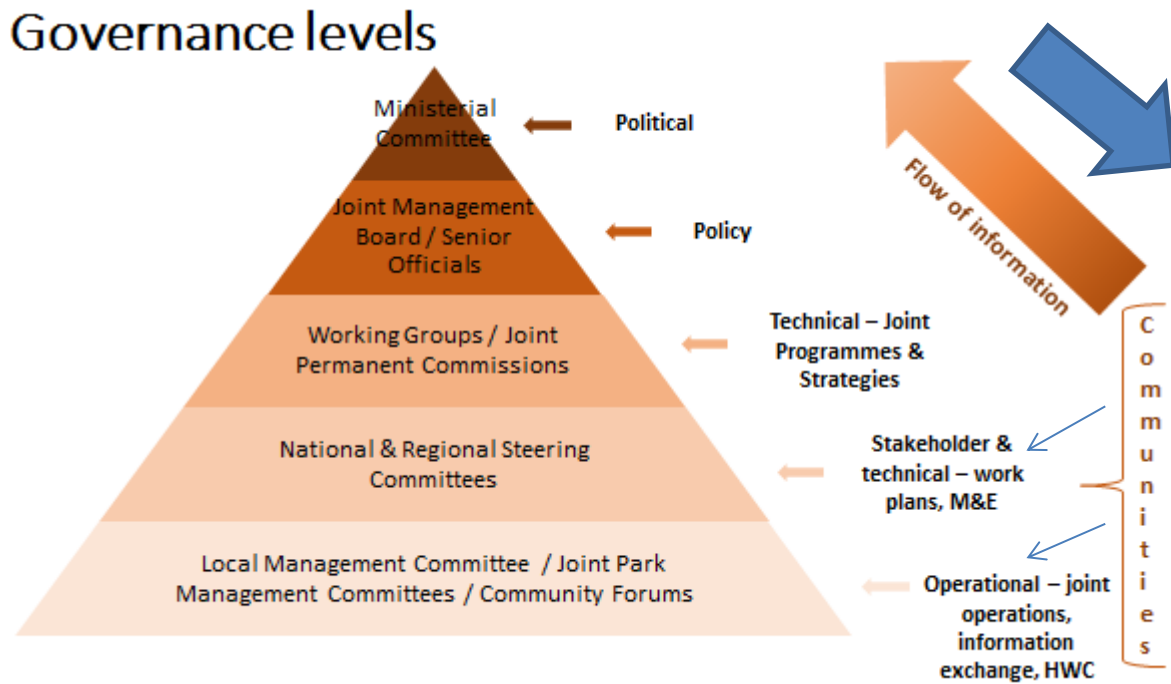
The SADC TFCA Guidelines note that best practice suggests there is no single governance model that will fit all situations, and the best model will be that which is allowed to evolve within the prevailing socio-political context of each TFCA. The process of developing a governance model should be approached with a certain degree of flexibility so that the model is appropriate to the specific circumstances of each TFCA. What works for one TFCA may not work for others. However, when a new TFCA is being established, **a guiding principle should be that the governance model is specifically designed to enable community engagement at appropriate governance levels.**

Implementing this principle requires recognition that the bottom of the pyramid in Figure 2 is actually the foundation of the TFCA governance structure. The political and management institutions are supporting structures to enable communities to become empowered and government officials and NGOs will have a role in supporting communities to become fully engaged in TFCA development.

Box 1 below provides some examples of different forums existing in SADC TFCAs being used as mechanisms to enable community engagement in appropriate levels of governance within SADC TFCAs.

Box 1. Examples of mechanisms to enable community engagement in appropriate levels of governance within SADC TFCAs.

- Traditional Authorities Forum - platform for Chiefs to voice their issues & exchange ideas
- Zimbabwe South East Lowveld GLTFCA Forum – very inclusive / representative of key stakeholders in area.
- Namibian National Steering Committee for KAZA & ARTP – ToR finalized and approved by stakeholders & budgeted for to ensure community participation.
- Joint Coordinating Committee for Malawi/Zambia TFCA – involves district authorities & local communities & community participation budgeted for.
- Joint Permanent Commission on Security Namibia/Botswana (communities contribute to contents of these meetings).
- Joint Park Management Committees – communities should be represented where they are resident in parks.
- TFCA Working Groups – communities should also be involved in task-specific working groups such as for tourism development or individual species conservation.

Step 3: Defining the geographic extent

The SADC TFCA Guidelines note that in order for transfrontier conservation initiatives to gain support from stakeholders and decision makers it is essential that they are presented with a clear indication of the spatial extent of the TFCA, i.e. what portions of each participating country are being proposed as constituent parts of the TFCA. This process should require more than simply drawing lines on maps. The SADC TFCA Guidelines emphasise the need for this process to be *consultative, flexible, adaptive and iterative;* and to recognise that the delineation and mapping processes need to inform each other, and be *agreed to by the participating countries and stakeholders*. The spatial extent of the area should be determined not only by conservation values, but also by whether stakeholders, including local communities wish to be included.

Taking such an approach is part of treating communities (and private land holders) as equal partners in the process. If a particular land unit or community does not wish to be part of the TFCA, this decision should be respected. It is quite possible that the group that originally wished to be excluded might later wish to join if it perceives there are clear benefits from participation.

Community engagement actions:

➢ Building on the engagement actions carried out in Step 1 above **determine whether communities and other stakeholders are willing to be part of the TFCA. Work with recognised community leaders and institutions.** This might take some time, but should not

be rushed. Communities will need time to discuss and debate the issue. TFCA personnel should be available to respond to questions if necessary.

Step 4: Developing the framework for joint management

This step aims at developing a shared understanding, a common vision and a framework for the joint management of the TFCA. The SADC TFCA Guidelines recommend that this should be achieved through a management planning workshop or series of workshops convened and facilitated by an external non-partisan service provider recognised as such by the stakeholders.

The outcomes of such a workshop or series of workshops are a vision statement and a prioritised list of joint management objectives, a shared understanding of the bigger picture and the building of relationships and trust that is necessary to take the process forward. The TFCA vision and objectives should clearly reflect community development needs.

The approach to this process should emphasise *negotiation between equal partners*.

Community engagement actions:

1. Preparation phase:

   ➢ **Gather relevant information** such as community historical occupation and use of land and natural resources and their impacts on the ecosystem, cultural values and resources that communities deem important.

   ➢ **Make all information available to all participants**;

   ➢ **Engage the partners in participatory action research** to develop joint understanding of the current issues and shared ownership of data, not simply external researchers lecturing communities on the environmental problems.

   ➢ **Assist local communities to organise and agree on their own interests, concerns and objectives for joint management** (ensuring broad community involvement – not just a few leaders) and appointment of representatives to convey such "internal agreement" to the negotiation forum;

   ➢ **Ensure gender equity in these meetings and in community representation** as the NRM issues and problems experienced by women may be different to those identified by men.

   ➢ **Ensure that meeting procedures are culturally acceptable**, that local community representatives are not overwhelmed in numbers by other participants, and provide interpreters.

2. Negotiation phase – developing the management framework (see the SADC TFCA Guidelines for a recommended process for this phase):

   ➢ **Ensure that all stakeholders have the opportunity to provide information as to who they are, where they are located in relation to the area in question, and what**

their perspectives are on the possible establishment of the TFCA in terms of their fears, hopes, aspirations, expectations, etc.

➢ **Ensure that all stakeholders have the opportunity to state what they see as the problems that the TFCA needs to address and the opportunities that the TFCA provides** for improving the current situation. Although there will be differences, it is likely there will be considerable overlap between the perspectives of practitioners and communities, providing a foundation for developing a common vision and objectives.

➢ **Ensure that sufficient time is made available for a proper negotiation process.** Community representatives might need to report back to their communities and obtain a mandate before proceeding.

3. Post agreement phase:

➢ **Publicise the joint management framework until it is widely known using formats and media appropriate to local communities.** Where appropriate, facilitate direct feedback to local communities by their representatives who were part of the process (transport, funding for community meetings etc.).

Community engagement tools:

There are detailed case studies and actions for helping communities to organise and prepare for negotiations in a co-management context and for levelling the playing field between community representatives and government and NGO personnel in Chapter 5 of the document: "Sharing Power: Learning by doing in co-management of natural resources throughout the world", published by the International Institute for Environment and Development (IIED) and IUCN. This document can be accessed at: https://www.iucn.org/content/sharing-power-learning-doing-co-management-natural-resources-throughout-world. Chapter 6 of the same document provides detailed guidelines for negotiating a common vision and strategy leading to reaching a co-management agreement.

Step 5: Refining the joint management framework

The SADC TFCA guidelines indicate that once the vison and objectives for the TFCA have been agreed, there needs to be a separate activity to refine the Joint Management Framework through the development of operational goals, action plans and the identification of roles and responsibilities of the partners. This is an important opportunity for the role of communities as resource managers to be recognised and formally incorporated in the implementation of the TFCA.

Community engagement actions:

1. Identification/establishment of the planning team
   ➢ **Ensure community representatives are included in the planning team.** For continuity involve those who participated in the initial development of the framework (Step 4 above).

2. The development of operational goals

> ➢ **Ensure that socio-economic goals and sustainable land management goals for community areas are included.**

3. The development of action plans
    - ➢ **Ensure the roles of communities are included**, paying attention to their role in resource management, law enforcement, research, species conservation, tourism development, etc.

Step 6: Planning for financial sustainability

The SADC TFCA Guidelines emphasise the need for Financial Sustainability to be planned for while the TFCA is being established, and in particular ensuring that the TFCA does not remain dependent on donor funding.

Community engagement actions:

> ➢ **Involve local communities in the same way as in the previous step**. It is important that community representatives involved in the process understand the funding issues in order to ensure there are no unfulfilled expectations.
> ➢ **Properly funded and staffed community engagement activities should be factored in to the budgeting** for the TFCA.
> ➢ Participants at the February 2018 expert workshop in Johannesburg emphasised the need for the TFCA and component PAs to **develop proper business plans that maximise income generation from various uses of natural and cultural resources**, not only to fund conservation activities, but to support economic growth that benefits local communities.

Step 7: Monitoring and evaluation (M&E)

The SADC TFCAs M&E Framework[6] sets out overarching strategic results for the SADC TFCA programme each with a set of indicators. The Framework envisages that each TFCA would develop its own M&E framework and would contribute data to M&E at the regional level. If communities are to be involved as equal partners in TFCA implementation, it is important that they are involved in developing and implementing the M&E system for the TFCA. This will help to ensure that issues important to them are also captured and monitored. Also, if communities are involved in the collection and provision of data, the data is shared and accepted by both practitioners and communities, helping to further develop trust and joint management.

Community engagement actions:

> ➢ In developing TFCA level M&E systems, involve local communities in the same way as in the previous steps. **Ensure that community representatives are involved in establishing the key themes to be monitored**;
> ➢ **Ensure local communities are also involved in gathering data**;

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[6] SADC 2017. Southern African Development Community Transfrontier Conservation Areas Monitoring and Evaluation Framework. SADC Secretariat. Gaborone, Botswana.

- Support communities to **develop feed-back mechanisms so data can be used in adaptive management**;
- **Ensure that communities have access to data and analyses** from monitoring of populations/ecosystems and socio-economic development the at the larger TFCA scales.

Community engagement tools:

A data gathering tool used by the KAZA TFCA monitoring system is the Management Oriented Monitoring System - MOMS - that uses data on wildlife numbers, human wildlife conflict, etc., gathered by local communities (see Box 4 below).

Visual aids such as posters that summarise data gathered and which can be disseminated at community level to keep communities informed and to help in management decisions, are useful communication tools that can be developed relatively easily.

The WWF Publication: "Community-based natural resource management manual" contains a detailed chapter on developing an M & E system and can be found at http://wwf.panda.org/wwf_news/?81100/Community-based-natural-resource-management-manual.

5. Community engagement in the implementation and operation of TFCAs

Once a TFCA has been established, there should be an ongoing process of community engagement. This process should include practitioners interacting with communities as well as communities engaging in decision-making at different levels and activities for implementing the TFCA. The following sections indicate the main areas of interaction and community involvement.

5.1 Policy

The January 2018 expert workshop emphasised the need for engaging communities in establishing regional/national policy on TFCAs. It is important that communities are engaged in policy development to ensure that the contents of the also policy speak to the needs of the communities. This should be done through initial consultation and then review processes, leading to final policy formulation. There are different levels at which policy is made. Regionally SADC has its own policies towards TFCAs which currently promote community engagement. Policy is also made at the level of TFCAs and their component parts. For example, in terms of biodiversity conservation, it might be the policy of a particular TFCA to promote the restocking of protected areas with predators or elephants, which then affects neighbouring communities through increased human wildlife conflict.

Community engagement actions:

➢ **Enable community representatives to participate in any review of SADC TFCA policies**.
➢ **Enable communities to participate in the transboundary policy arenas established in each country,** where possible through the engagement of representatives of existing community structures or through those representatives identified in the initial engagement process.

To a large extent, communities will have the opportunity to influence policy if they are engaged in governance in TFCAs as suggested in the next section.

5.2 Governance

Issues of governance will need to be addressed at different levels. At the level of overall TFCA governance and decision-making, community engagement will depend on the structures and decision-making processes decided in Step 2 in Section 4.2 above. Regardless of the governance structures and mechanisms chosen, it is likely that communities will need ongoing support in engaging in these structures and mechanisms.

Community engagement actions:

- ➢ **When necessary ensure community representatives are able to attend relevant meetings and activities** through provision of logistical support (e.g. transport, accommodation, translation etc.) or funding.
- ➢ **When necessary build the capacity of the community representatives to play a meaningful role in the decision-making structures**.
- ➢ **Ensure that a programme of providing feedback to constituencies is built into the activities of the community representatives.** It is unlikely that this can be done directly at village level so the appropriate means for providing feedback will need to be identified. This is important because it is often assumed that this type of feedback will take place, when often it does not, usually because it is not planned for and the community representatives do not have the means to do it.
- ➢ If necessary **support community representatives in providing the feedback to their respective constituencies** (e.g. provision of transport and funding if this cannot be provided locally).

It will also be necessary to strengthen and empower institutions that represent local communities so that they can participate in TFCA implementation. This will require support to local level governance where community resource management institutions are involved in the TFCA. Good governance needs to come from within the communities, with support organizations introducing communities to best practices and systems of checks and balances.

Community engagement actions:

- ➢ **Support communities to develop management and decision-making** processes and benefit sharing mechanisms appropriate to local conditions that ensure internal legitimacy, transparency, accountability, and equity. Reinforce existing good governance practice.
- ➢ **Promote broad-based participation** so that different interest groups, minorities and marginalized groups are included. Good governance will depend on as many community members as possible being involved from the start and continuing to play a role in decision-making. **Work with community members directly**, not only through the traditional leadership and village committees as a means to try to avoid elite capture. If the rest of the community does not understand how much money they are earning and how it is being managed this creates opportunities for theft by those in charge.
- ➢ **Support the community to develop and apply their own bylaws for the management and use of the target resource.** If bylaws are locally defined to reflect local conditions and agreed upon by the community, there is more chance of them being adhered to.

- ➢ **Involve local and regional NGOs and community-based organisations** which may have established partnerships with local communities.
- ➢ **Support communities to develop transparent financial management systems** where there is collective income. Proper accounting systems should be used, community members should approve budgets, and financial managers and committees should provide regular financial statements through a transparent process. Consider the use of external experts for annual audits.
- ➢ **Provide relevant, ongoing, extensive capacity building** related to understanding TFCAs, tourism, conservation, business, financial management, marketing, etc. aimed at community committees and managers, but also at the community as a whole.

Community engagement tools:

The WWF Publication: "Community-based natural resource management manual" contains chapters that provide more details regarding several of the actions noted above including:

- Approaches to CBNRM Implementation;
- Institutional and Organisational Development for CBNRM;
- Economic Development and Financial Management.

The manual can be found at http://wwf.panda.org/wwf_news/?81100/Community-based-natural-resource-management-manual

The FFI participatory approaches toolbox includes a section on Group Governance Assessment which considers how to assess levels of good governance in community-based organisations. This can be found at   https://www.fauna-flora.org/approaches/livelihoods-governance#learning (see web page to download the specific tool).

The Namibian Association of CBNRM Support Organisations (NACSO) has developed training manuals for a variety of community engagement activities. There is one on financial management for community institutions: http://www.nacso.org.na/sites/default/files/1.08%20Financial%20Management.pdf.

5.3 Landscape management

Successful TFCA implementation will require sustainable management of the whole TFCA landscape, not just the protected areas component. This section considers how communities can be engaged in the various management activities.

5.3.1 Land use and development planning

TFCA land use and development planning tends to take place at a high level resulting in broadly defined zones and proposed development "projects". However, to a large extent, resource management decisions take place at the local village level. This means that attention also needs to be given to local level land use and development planning. Further, it is the communal land between PAs that provides the connectivity on which the landscape level ecosystem depends.

Community engagement actions:

➢ **Involve communities in the establishment of TFCA and country level Integrated Development Plans**. Communities should not just be consulted, but their representatives should be involved in the development of goals and objectives and implementation strategies for these plans.

➢ **Provide support to the development of local level land use planning/zonation** that is linked to broader TFCA management objectives such as creating wildlife dispersal areas/corridors, compatible land uses around PAs, etc.

➢ **In land use and development plans, assign clear roles to communities for implementation** of these plans, supported by NGOs and government agencies. Attention should be given to how zoning and use rules can be enforced at the local level.

Community engagement tools:

An Ethiopian Government publication: Local Level Participatory Land Use Planning Manual provides a detailed approach to involving communities in land use planning with several actions and activities useful for local level planning in TFCAs. It is available at: https://landportal.org/sites/default/files/llplup_update_f_december_05_2012_1.pdf

A GIZ publication, Land Use Planning Concept, Tools and Applications, provides a detailed consideration of Land Use Planning Issues as well as sections on Land Use Planning, Sustainable Natural Resource Management, Biodiversity Conservation and National Park and Buffer Zone Management. The document can be found at https://www.giz.de/fachexpertise/downloads/Fachexpertise/giz2012-en-land-use-planning-manual.pdf

These documents provide detailed and comprehensive approaches to land use planning useful for TFCA scale activities, although their guidelines can be adapted for the local level which can be less complex as Box 2 below indicates.

> **Box 2. Local level land use planning in TFCAs, Sobbe Conservancy, Namibia/KAZA**
>
> The Sobbe Communal Area Conservancy in Namibia's Zambezi Region forms part of a wildlife corridor linking the Mudumu NP in the south to the Sioma Ngwezi NP in Zambia to the north. This corridor is part of a Wildlife Dispersal Area (WDA) identified by KAZA for transboundary wildlife movement. However, Sobbe Conservancy has its own zonation plan as part of its internal land use planning and identified a large part of its land as a wildlife corridor before KAZA developed its WDA approach. Sobbe's own rules and actions for maintaining its corridor include the following:
>
> - No new settlement.
> - No new crop fields allowed.
> - No livestock grazing in the wildlife corridor.
> - Monitor illegal activities within the wildlife corridor.
> - Traditional leaders to give penalties to illegal settlers.
>
> The Sobbe conservancy members say they maintain the corridor because elephants have always used it, they want to avoid HWC, and they receive income from elephant trophy hunting. The traditional authority for the area is firmly behind maintaining the corridor and removes people who encroach into it. A local NGO supporting predator conservation has provided camera traps to help the conservancy monitor use of the corridor by people and wildlife. Another NGO is supporting the conservancy in applying for a lease over the corridor land in terms of Namibian land legislation which would strengthen the conservancy's ability to prevent people from settling in the corridor.
>
> This is a good example of local level land use planning and community commitment to conservation contributing to broader TFCA goals of enabling transboundary movement of wildlife

5.3.2 Cross border community interactions

Colonial borders formally divided communities across artificially created international boundaries, but informally communities rarely respect these boundaries and find ways to connect, often illegally. People interact across international boundaries on a daily basis and manage resources across these boundaries without depending on TFCA establishment and without facilitation or funding. However TFCAs can help to facilitate community cross border interactions and create an enabling environment for communities to reconnect without fear of being arrested for illegal activity.

Transboundary management regarding community cross border interactions shouldn't be "over formalised", but should also take into account that informal movements are sensitive with regards to cross border crime - and can be subject to abuse - so some degree of formalisation is necessary.

Community engagement actions:

- ➢ Focus on making cross border activities, such as local trade, family visits and attendance at cultural events easier for residents, i.e. **transboundary activities should not just be for wildlife and tourists but also for local people**.
- ➢ **Build on existing community cross border interactions** identified in assessments carried out during the initiation and development phases (Sections 5.2 and 5.2 above), and **explore opportunities for new ones.**

- ➢ **Find ways to make these interactions easier**, e.g. relaxation of cross border immigration and customs controls for local people.
- ➢ **Involve immigration and customs officials in cross border community meetings and activities** to sensitise them to community needs, gain their support and find solutions together (see Box 3 below).

There are also opportunities for more formal cross border interactions between communities, particularly where community-based resource institutions exist on either side of a border. These institutions can meet to address a variety of issues such as cross border resource management (e.g. fisheries along border rivers, share experiences in natural resource management, empower rural communities to have a voice in conservation; enhance connectivity and reduce frictions among neighbouring communities (see Figure 3 below which shows the community-to-community forums established in part of the KAZA TFCA).
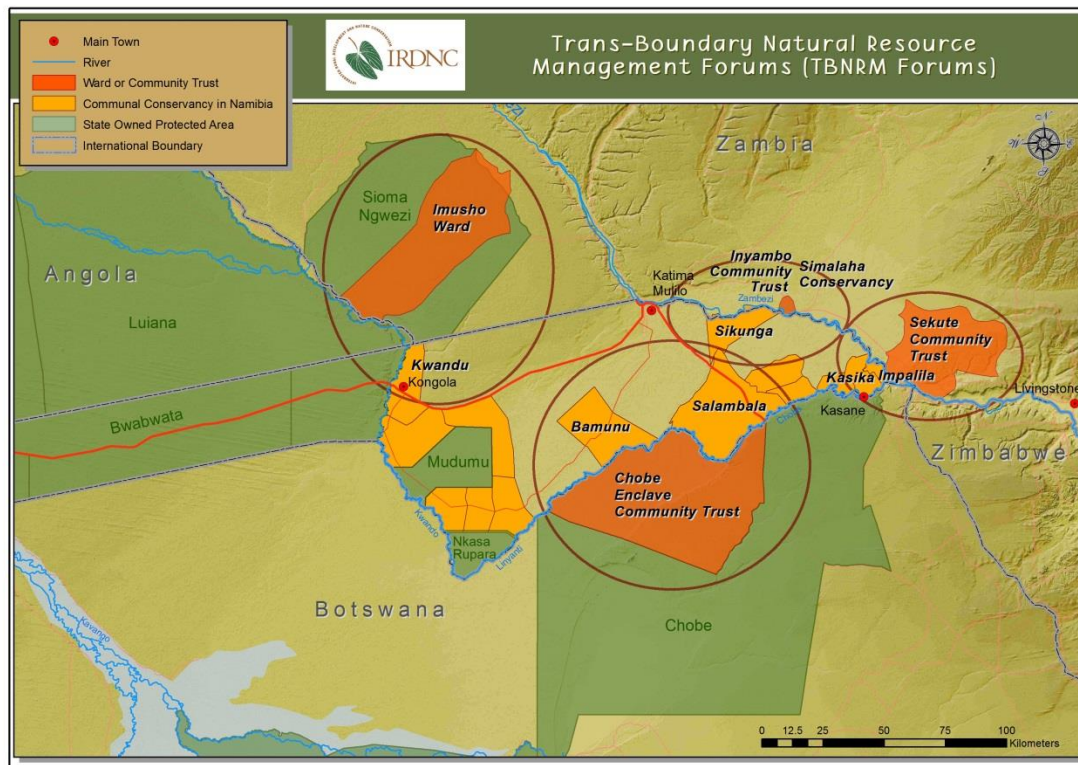
Community engagement activities:

- ➢ Where necessary **support the formal transboundary interaction between organised communities** through provision of funding and transport to facilitate holding of meetings and other events relevant to TFCA implementation.
- ➢ **Support the development of community-to-community cross border tourism** (see Box 3 below).

Box 3. Community-to-community cross border tourism in the Lubombo TFCA.

Practitioners in the Lubombo TFCA are working on the development of various cross-border tourism products. One of these involves developing a hiking trail between community nature reserves and community-run camps in Swaziland and a community conservation area in neighbouring Mozambique. This helps to re-connect communities separated by the international border, raise the profile of the community conserved areas and maintain these areas against encroachment by new settlements. It will also bring increased income to the communities involved. Practitioners involve immigration officials from the two countries in the community meetings held to discuss the development of the cross-border tourism product. This helps to sensitise the officials to the issues involved and pave the way for relaxing border controls to allow tourists and local people to move between the two countries more easily.

Figure 3. Community-community forums in KAZA

5.3.3 Management of natural resources

Communities should be involved in decision-making regarding natural resource management as well as in resource management activities. Community NRM institutions provide the main channel for such engagement where they exist. Where community-based wildlife, fishing and forestry management institutions exist they should be involved in working groups, research committees, etc., that are established to manage natural resources. Otherwise community representatives need to be identified who can engage with practitioners.

Biodiversity conservation

Community engagement action:

- ➢ **Involve communities in decisions affecting the introduction of wildlife in or near their areas**, particularly potentially dangerous animals such as predators and large mammals.
- ➢ **Involve communities in the forums/groups driving the development and implementation of species conservation plans and strategies.** Identify where communities need to be informed and sensitised about species conservation issues, and how they can be actively involved.
- ➢ **Involve communities in forums/working groups established to address sectoral conservation issues** such as fisheries and forestry management.
- ➢ Support agencies may have to assist with logistical arrangements and financial contributions to facilitate community involvement.
- ➢ **Involve local communities in the monitoring of wildlife and other resources** such as ongoing data gathering and annual game counts.

Community engagement tools:

The publication Participatory Learning in Action 55: Practical tools for community conservation in southern Africa, published by the International Institute for Environment and Development contains several chapters about how to engage local communities in natural resource management. These include:

- ✓ Building capacity for local level management through participatory technology development;
- ✓ Participatory wildlife quota setting;
- ✓ The event-book system: Community-based monitoring in Namibia (see box 4 below);
- ✓ Participatory GIS and mapping in Namibia;

https://www.iied.org/pla-55-practical-tools-for-community-conservation-southern-africa

The WWF Publication: "Community-based natural resource management manual" contains a chapter covering various aspects of natural resource management by communities in southern Africa and can be found at http://wwf.panda.org/wwf_news/?81100/Community-based-natural-resource-management-manual.

Box 4 below focuses on a method for involving communities in natural resource monitoring.

Box 4. Community engagement in resource monitoring – MOMS (Adapted from Stuart-Hill *et al* 2006)

The MOMS or event book system is a grassroots natural resource monitoring programme, first developed in Namibia, in which the community dictates what needs to be monitored, collects the data itself and undertakes all the analysis. In this devolved monitoring system, scientists only facilitate the design process and act as advisers. The analytical tools facilitate information sharing amongst members. An important impact has been the empowerment that the system has given communities to communicate on an equal footing with donors, investors and government officials. The system is robust enough for scientists to also use the data. The success of the system prompted the Namibian Ministry of Environment and Tourism to use the same principles in their national parks, and it has been adopted in other SADC countries such as Mozambique (including marine parks), Zambia, and Botswana.

The event book is a personalised A5 ring file maintained by a community ranger. The file contains a set of yellow cards, one card for each monitoring theme or topic, e.g. there is a card for poaching, one for human-wildlife conflict, one for rainfall, and so on. As events occur, rangers select the appropriate card and record the event. At the end of each month a line is left empty and then data is recorded for the following month. At the end of the year, all of the old cards are removed and archived, and a fresh set of cards is inserted into the book. The community rangers collect, analyse and then report on the data for different time periods. Colour coding is used to avoid confusion between the data-flow levels (yellow being for data collection; blue for reporting within a year; and red for tracking long-term trends). The following topics are covered:

Problem animal incidents; Poaching; Predator encounters; Rare and endangered animals; Fence monitoring; Water point monitoring; Flooding and river levels; Rainfall; Wildlife sighting during fixed foot patrols; Wildlife mortalities; Trophy hunting; Wildlife harvesting; Livestock mortality; Livestock theft; Livestock condition; Fishing effort; Fish catch trend; Long-term vegetation change; Seasonal grass grazing assessment; Craft resources; Wildlife re-introduction.

In the past, law enforcement tended to be an activity carried out by conservation officers, the police and the military *against* local people. However, more recently there has been growing recognition that communities can play an active and positive role in law enforcement. For example, the SADC Law Enforcement and Anti-poaching Strategy of 2015 recognises the need for governments to devolve natural resource management authority to communities and for communities to be involved in law enforcement in various ways, including local level anti-poaching activities.

Communities should also be involved in higher level planning and decision-making regarding wildlife crime. The SADC TFCA Guidelines note that the inclusion of representatives of communities onto a TFCA Security Committee may be opposed by some stakeholders for security reasons. However, there are no objective reasons for thinking community representatives will act with any less integrity than any other member of such committees.

Community engagement actions:

➢ Use income generated from natural resources and other funding sources to **pay community rangers** (e.g. payments for ecosystem services);
➢ **Train and equip community rangers** to support enforcement related activities;
➢ **Carry out joint anti-poaching activities** between community rangers and conservation officers.
➢ **Engage communities in site-level law enforcement activities**, especially surveillance and information networks; and
➢ **Help communities become aware knowledgeable** of protected area boundaries, rules, and penalties for violations but with controlled access to natural resources.

Community engagement tools:

First Line of Defence against illegal wildlife trade (FLoD) is a methodology with a multi-stakeholder action research approach designed for use by an independent team working with communities, local stakeholders and project designers or implementers (whether these are NGOs, government, community-based organisations or donors). It provides an adaptive approach to help build community engagement in anti-illegal wildlife trade initiatives building on community-based conservation principles. The methodology is quite elaborate but should be adapted to local circumstances.

The publication, "Local communities: First Line of Defence against illegal wildlife trade (FLoD) Guidance for implementing the FLoD methodology", can be found at https://www.iucn.org/sites/dev/files/content/documents/2018/guidance_for_implementing_the_fl od_methodology.pdf.

The Uganda Poverty and Conservation Learning Group has published a Policy Brief on "Taking action against wildlife crime in Uganda: Balancing law enforcement with community engagement". Although focused on Uganda and individual protected areas, many of the recommended actions are relevant for southern African TFCAs. It can be found at: http://pubs.iied.org/pdfs/G04133.pdf.

Box 5 below illustrates the importance of discovering community attitudes towards wildlife and wildlife crime and seeking suggested solutions from the community.

> **Box 5. Communities and fighting wildlife crime in the GLTFCA**
>
> Research carried out among local communities adjacent to the Kruger NP in the GLTFCA indicated that the majority of community members were against rhino poaching. Rhinos have a spiritual and heritage significance in their lives and community members said they wanted to have the rhino conserved for future generations. More than 90% of the interviewees said they would be willing to contribute to rhino conservation, and 68% said they would be willing to inform on poachers if their identities were protected and the poachers were jailed without bail.
>
> However, the respondents said they felt the communities had often been left out of plans and decisions around fighting wildlife crime. Most conservation programmes were imposed on the community without their input and then failed because of lack of understanding of community needs and how communities can contribute to the success of conservation programmes.
>
> The people interviewed had the following suggestions: People from the communities should be appointed as community field rangers, who are trained, equipped and remunerated; learners should be made aware of the issues; all the communities in the area should be targeted by awareness raising campaigns; anti-poaching issues should be a permanent fixture on local community meeting agendas; and local residents should be given preference when it came to employment, both in anti-poaching efforts and at lodges and other tourism products. Source: https://mg.co.za/article/2013-11-01-00-think-local-to-save-rhino

Human Wildlife Conflict

Living with wildlife within a TFCA often carries a cost, particularly where PAs are unfenced and wildlife can move freely into community land. Communities suffer livestock and crop losses, damage to water installations and, in some instances, loss of human lives. The impacts of livestock losses and damage to crops on rural farmers are compounded by the effects of unemployment, lack of cash and disasters caused by natural hazards. There is therefore an urgent need to reduce the impacts of Human-Wildlife Conflict (HWC) in TFCAs. It should be recognized that such conflicts have always existed where people and wildlife live together and will continue to do so in the future. This means that it will not be possible to eradicate all conflict, but that conflict has to be managed in the most effective and efficient ways possible. It should also be recognized that people and wildlife live in an interconnected and dynamic environment, that land use patterns are changing and that wildlife distribution patterns equally are changing, as populations recover and recolonize former parts of their distribution areas.

HWC can be addressed in many different ways and there are many manuals available describing techniques for reducing conflict. Prevention methods aim at reducing the likelihood that incidents will take place, while mitigation methods aim at ameliorating the effects of damage once it has occurred. However within large landscapes such as TFCAs, policy decisions need to be taken regarding the extent to which people are expected to tolerate wildlife on their farm land. Zoning of land for specific purposes can then be done to indicate the primary purpose of specific areas of land where wildlife or specific species may or may not be tolerated. HWC management should therefore be part of landscape level planning and management.

Community engagement actions:

- ➢ **Address HWC during landscape level planning**. Address both prevention and mitigation. Budget for HWC activities.
- ➢ **Involve community representatives,** particularly from community-based NRM institutions, **in the planning process**.
- ➢ **Work with communities to develop local HWC management strategies** within the landscape level framework.
- ➢ **Assess the "social tolerance for wildlife",** i.e. the extent to which people are willing to tolerate wildlife on their land. Identify appropriate means and incentives to increase tolerance where this is important for the functioning of the landscape/TFCA ecosystem.
- ➢ **Address specific issues at scale** – if a methodology appears to be successful, roll it out in as many areas where HWC takes place as possible.

Community engagement tools:

Many guidelines and manuals that address HWC in general or various HWC management methods are available on the internet. Such guidelines that specifically address community involvement in HWC management include the following:

Human-elephant conflict mitigation: A training course for community-based approaches in Africa. Trainers' Manual (IUCN):
https://www.iucn.org/sites/dev/files/import/downloads/heccombaptmen.pdf
Participants' Manual (IUCN):
https://www.iucn.org/sites/dev/files/import/downloads/heccombappmen.pdf

Human wildlife conflict manual (WWF):
http://d2ouvy59p0dg6k.cloudfront.net/downloads/human_wildlife_conflict.pdf

Common Ground Solutions for reducing the human, economic and conservation costs of human wildlife conflict (WWF):
http://www.wwfnepal.org/media_room/publications/?133121/Common-Ground-Reducing-human-wildlife-conflict

Tourism & other livelihood activities

Tourism and other natural resource-based enterprises can provide jobs and other livelihood opportunities for people living within TFCAs. Participants at the February 2018 expert workshop in South Africa emphasised the need to maximise the economic opportunities from different uses of wildlife within TFCAs, both within and outside protected areas. Communities would benefit most from a wildlife economy if they had rights over natural resources and the ability to directly earn income from their use.

Community engagement actions:

- ➢ **Develop business plans for TFCAs and their components** that promote the development of a "natural and cultural resource economy" based on different forms of sustainable use of natural resources such as wildlife and cultural assets. Focus initial investment in activities

that can bring quick returns in order to manage expectations. Identify all assets, beyond the normal wildlife-oriented focus, and maximise the economies of scale and market linkages that are inherent benefits of TFCAs.

> **Provide the legal enabling framework for communities to earn direct income** from wildlife utilisation and tourism facilities and operations on their land;
> **Provide tourism and other natural resource use concessions within protected areas to communities;**
> **Maximise employment for local communities** within protected areas and in tourism facilities in the TFCA;
> **Support training for community members** up to management level in the tourism industry
> **Maximise opportunities for local entrepreneurs** to compete for the delivery of goods and services to protected areas and tourism facilities. Support business development rather than "community income generating projects".
> **Provide opportunities for community members to sell local crafts** to tourists both inside and outside protected areas;
> **Support development of cultural tourism** facilities and products;
> **Support incentives and harness markets that link value to management** (increased value from better management) so the community understands the commercial value of their resources and management efforts.
> **Support communities to engage with, establish, and manage partnerships with the private sector.** Strengthen the negotiation and partnership position of communities.

Community engagement tools:

The following is designed for the South African Context, but the principles and steps described are relevant for rest of the region: "Operational Guidelines for Community-based Tourism in South Africa": https://drive.google.com/file/d/0B84cIS4TjiidOHdmdkVyQXVrRG8/view

The publication "Participatory Learning in Action 55: Practical tools for community conservation in southern Africa", published by IIED contains a chapter on Community-managed tourism small enterprises: https://www.iied.org/pla-55-practical-tools-for-community-conservation-southern-africa

Box 6 below provides an example of a successful community owned and managed tourism operation in Swaziland.

As indicated above, tourism and other forms of wildlife use can contribute significantly to local economies. However, the impact of tourism on local economies should not be overestimated. Wildlife management and tourism as land uses will not lift everyone out of poverty. Other aspects of rural livelihoods also need to be explored and addressed as well. Participants at the February 2018 expert workshop in South Africa warned that livelihood activities within TFCAs should not be limited to tourism and wildlife initiatives. They emphasised the need to focus on *poverty reduction, improvement of local livelihood opportunities and the promotion of food security.* In order to achieve this, attention should also be given to improving agricultural practices in ways that increase yields and income, but which are also environmentally friendly.

> **Box 6. Shewula Mountain Camp, Swaziland, Lubombo TFCA**
>
> Shewula Mountain Camp is a community owned and managed lodge on the edge of the Lubombo Mountains in Swaziland. It has been operating since 1999. It offers 29 beds, traditional food, cultural interactions with villagers, mountain biking and nature walks, and is part of a community nature reserve. It is overseen by a board of trustees, who hire staff, and ensure it is run in the interests of the community. Surplus income after running costs is used for community benefit, villagers sell produce to the lodge, and villagers benefit from the interactions with tourists. The mountain camp has been supported by NGOs and has received donor funding, but can operate without external support. The following are important success factors:
>
> - Initiated and supported by the local Chief
> - Determination to make it work – personnel worked almost as volunteers at the start
> - NGOs provided local benefits linked to the lodge from the beginning
> - Tangible benefit to the community – jobs, social projects, support to education of local children
> - Intangible benefit to the community – great sense of pride in running own lodge visited by international tourists
> - Location – the camp is a destination in itself where tourists can spend a few days with different activities
> - Well marketed through a website, brochures, Swaziland Tourism Association, etc.
>
> The camp and community nature reserve lodge are part of cross border tourism products being developed as part of the TFCA (see Box 3 above).

Community engagement actions:

- ➢ **Actively support the development of sustainable farming practices** such as conservation agriculture and holistic range management.

- ➢ **Engage with government agencies and NGOs that can provide extension support to communities** for sustainable farming.

- ➢ **Explore other livelihood activities** such as fish ranching.

- ➢ **Support sustainable use of forestry and fisheries resources.**

Community engagement tools:

Box 7 below provides a good example of how support to agricultural based livelihood activities can also be linked to conservation.

Box 7. Support to local livelihoods, Malawi Zambia TFCA

TFCA practitioners in the Zambia component of the Malawi Zambia TFCA encountered resistance from local communities when discussing the establishment of wildlife corridors between the Kasungu NP in Malawi and the Lukusuzi NP in Zambia. The practitioners then started working with the Zambian not for profit organisation, Community Markets for Conservation (COMACO), which buys local produce at a premium price and then, manufactures various products which are then sold to supermarkets. These products include peanut butter, a soy meat substitute, rice, livestock feed, honey, fruit and vegetables. The premium price paid to farmers is dependent on farmers signing a conservation pledge to give up destructive and unsustainable practices such as charcoal burning and use environmentally friendly practices such as conservation farming. The aim is to address lack of food security and poverty, thus reducing environmental degradation as well as poaching. Several farmers interviewed during a visit to the area indicated they were former poachers and that through COMACO they were now earning more income from farming than they did from the sale of bushmeat. COMACO has also secured carbon funding for participating communities as a "conservation dividend". In addition, with the support of district and provincial government, each Chiefdom has a conservation plan with rules and regulations for land use.

The result is that communities have set aside 70 000 ha of their land for conservation of the forest which serve as the corridors the TFCA practitioners were hoping to establish in the first place. However, it was the community's own decision to set land aside once they realised the extent of degradation taking place and saw some clear benefits from conservation at household level. Some wildlife species are reported to be using these "corridors" such as sable and elephant moving from Kasungu across the community land into Lukusuzi. Essentially the entry point for wildlife conservation and connectivity in the TFCA was supporting the livelihoods of local residents.

Benefits

There must be mutual benefit between TFCAs objectives and community development needs

As indicated above, in the past, communities in TFCAs were often viewed as passive beneficiaries of trickle down economic growth through tourism development. However, communities can earn income and drive other benefits as active natural resource managers and through active participation in tourism developments.

Community engagement actions:

➢ **Ensure benefits are defined by communities themselves**, not by the people supporting them;

➢ **Ensure benefits are earned** and not provided as hand-outs;

➢ **Ensure that benefits also reach individuals and households** not just the community level. Individuals will weigh the costs and benefits of living with wildlife for themselves.

➢ **Support the development and recognition of multi-dimensional benefits** including equity and empowerment, and not just monetary benefits.

The importance of enabling communities to define benefits themselves is illustrated by the following examples[7]:

- A project introduced biogas (from composting of water hyacinth) as a method of cooking fish at the lakeside, instead of using wood fuel. The technology was rejected as the new stoves required fish to be cut into pieces, but customers preferred to receive their fried-fish whole.
- A project sunk bore holes in a village to provide drinking water. However, the women still walked to the river to collect water, because they valued the time it gave them to talk and share information.
- A project built brick shelters with tin roofs for a community of indigenous people. After a few weeks they moved back into their thatched shelters because they didn't like the noise of rain on the roof.

Community Engagement Tools:

NACSO has developed a training manual on how to assist communities to agree on benefit sharing and distribution:
http://www.nacso.org.na/sites/default/files/1.09%20Distribution%20Planning%20and%20Benefit%20Sharing.pdf.

Climate Change Adaptation

One of the main strategies suggested for coping with Climate Change is 'Adaptation'. This refers to the adjustments made in response to actual or expected changes in climate that help to reduce harmful effects and help take advantage of beneficial opportunities. Adaptation aims to decrease vulnerability and increase the resilience and capacity to cope with climate impacts. Important aspects for TFCA implementation are Community-based Adaptation (CBA) and Ecosystem-based Adaptation (EBA). CBA places the community at the centre of determining how to respond to the impacts of climate change and EBA addresses predicted negative effects on biodiversity and ecosystems.

There are clearly many overlaps between Climate Change Adaptation approaches and community-based conservation and management of landscapes within TFCAs. CBNRM can be a vehicle for community-based adaptation and many of the aims of landscape conservation can help wildlife and other biodiversity adapt to climate change through ensuring connectivity. However, addressing climate change requires more than business as usual, it requires a specific focus on the predicted likely impacts of climate change.

Community engagement actions:

➢ **Fully involve community representatives** in identifying the likely impacts of climate change and developing strategies to address them.

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[7] From the FFI training manual on Integrating Rights and Social Issues into Conservation:
http://www.cambridgeconservation.org/resource/toolkits/intrinsic-integrating-rights-and-social-issues-conservation-trainers-guide

> **Build community resilience** to predicted changes and identify how community-based conservation can support eco-system adaptation (see Box 2 above).

Community engagement tools:

The IIED document: "Building climate change adaptation on community experiences: Lessons from community-based natural resource management in southern Africa", discusses the links between CBNRM and community-based adaptation and contains a section on "Tools for integrating adaptation into CBNRM": http://pubs.iied.org/10030IIED/.

Care International has produced a toolkit for community-based adaptation available at: http://www.managingforimpact.org/sites/default/files/resource/care_cba_toolkit_0.pdf.

6. Reviewing community engagement in existing TFCAs

The previous sections considered how to ensure community engagement is integrated into all aspects of establishing and implementing TFCAs. However, several TFCAs have already been established within SADC and are being implemented with various degrees of community engagement. Each TFCA should undertake a **review process** that assesses the extent to which communities are engaged in decision-making and natural resource management in the TFCA taking into account the elements described in this guideline as well as other best practices. Community representatives should be fully involved in the process.

The review process should consider community engagement in the TFCA against the vision and principles for community engagement contained in Section 3 above. Key areas of focus should be governance/decision-making, communities as resource managers and support to food security and livelihoods. The relevant community actions set out in Section 5 above can then be applied to ensuring appropriate forms of community engagement that provide for interaction between practitioners and communities and provide for active community involvement as resource managers making a positive contribution to the implementation of the TFCA.

Box 8 below provides some examples of how such a review process has been carried out in the Great Limpopo Transfrontier Conservation Area.

Box 8. Reviewing community engagement in the GLTFCA

The Great Limpopo Transfrontier Park Treaty was signed between South Africa, Mozambique and Zimbabwe in 2002. Since then work has been continuing on the development of a broader TFCA encompassing community and private land adjacent to or linking protected areas. The approach to the development of the GLTP/TFCA has been criticised in the past for not appropriately engaging communities and for the displacement of communities from land in Mozambique. More recently the GLTP/TFCA has undergone a review process that has led to considerable improvements in community engagement.

1) Governance
   The JMB has approved an institutional reform strategy which provides for the creation of four geographically based Joint Park Management Committees covering identified development nodes. The Pafuri-Sengwe JPMC provides for representation from all key stakeholders in the 3 country node, including the Makuleke & Sengwe communities. The SA governance component for this JPMC is being established. This proposed structure will provide for representation of all 4 key communities in the SA area.

2) Food security and livelihoods
   The GLTP/TFCA partners recognised the importance of supporting community livelihoods and developed an integrated livelihoods diversification strategy. Among the aims of the strategy are the following:
   - To develop a collective vision and integrated approach to enhancing livelihood options in the project area;
   - To identify appropriate, viable and strategic livelihood initiatives that could be applied to the GLTFCA area.

   One of the means to achieve the aims is empowering communities to actively participate in resource management decisions. The strategy also emphasises that ownership of resources or the rights to their use should devolve to the lowest possible level. The strategy provides for the creation of nine development nodes to facilitate implementation regarding livelihoods and food security, protection and restoration of NRs that support livelihoods, livelihood diversification, improved governance and the development of partnerships.

   The GLTFCA Integrate Livelihoods Strategy can be found at:
   http://www.peaceparks.org/images/files/vixhcvywkwqzcxrr57c8fd4549807.pdf.

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