

**Partnerships to manage conservation areas through tourism:
some best practice models between government, indigenous
communities and the private sector in Canada and South Africa.**

Kate Hassall

***"Ultimately conservation is about people. If you don't have sustainable
development around these (wildlife) parks, then people will have no interest
in them, and the parks will not survive."***

Nelson Mandela, former President, South Africa

May 2006



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Kate Hassall
8 May 2006

Kate Hassall has been Policy Advisor to the Director of National Parks at the Department of Conservation and Land Management (CALM) since 2003, and previous to this has worked in a number of positions within CALM's Parks & Visitor Services.

Since working for CALM over the past ten years, Kate has gained an appreciation and knowledge of the potential to combine tourism and indigenous interests in partnership arrangements in parks to achieve nature conservation outcomes. These partnerships provide a range of cultural, social and economic benefits for indigenous communities and also offer visitors a unique and authentic ecotourism experience in these natural areas.

In 2005, Kate was awarded an Australian Churchill Fellowship to further her knowledge and practical experience of such partnership arrangements, when she assessed some best practice models operating in Canada and South Africa. The findings of the research trip are documented in this report.

Kate has a Bachelors degree in Environmental Management from Murdoch University in Perth and a Bachelors degree in Leisure Studies (National Park Management and Ecotourism) from the University of Technology, Sydney.

The Winston Churchill Memorial Trust of Australia was established in 1965 as a legacy to the memory of Sir Winston Churchill, by awarding overseas fellowships for Australian citizens. The Trust recognises achievement and demonstrated ability for future achievement in a particular field, by providing financial support to investigate a project or issue overseas that will benefit the Australian community.

The Department of Conservation and Land Management is the State Government agency responsible for the management of Western Australia's terrestrial and marine conservation areas (such as national parks, nature reserves and marine parks) that cover more than 25 million hectares of the state. These natural areas also provide considerable nature-based tourism opportunities, attractions and pursuits. CALM engages with the community and diverse interests across Western Australia in the management of these areas, including a focus on joint management arrangements with indigenous communities.



From left to right, CALM's Director of National Parks, Jim Sharp, 2005 Churchill Fellow Kate Hassall, Churchill Trust Selection Committee representative Neville Marchant and CALM's Executive Director, Keiran McNamara.

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-

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 - Trevor Sandwith, Head of Cape Action For People and the Environment (CAPE), Deputy Chair of IUCN's World Commission on Protected Areas and Leader of Transboundary Conservation Task Force, for meeting (just three days before Christmas) to discuss the merits of CAPE, and for valuable international contacts relevant to the Fellowship.
 - Matt Hayward, previous Post-doctoral research fellow in the Terrestrial Ecology Research Unit at Nelson Mandela Metropolitan University for some valuable contacts in South Africa.
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-

Executive Summary

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Study: Assess models for managing conservation areas through tourism that involve partnerships between indigenous community groups, conservation agencies and private ecotourism enterprises in Canada and South Africa.

This report details the knowledge, inspiration and practical experience gained from a Churchill Fellowship study tour to Canada and South Africa between September and December 2005. The purpose of the trip was to see some successful partnership models for managing national parks and other high value conservation areas where indigenous and local communities are engaged in the management of these areas through quality ecotourism experiences that also bring conservation outcomes.

Various partnership arrangements bringing a range of benefits at some cultural and nature-based tourism operations in Canada include:

- Head-Smashed-In Buffalo Jump in southern Alberta.
- Pacific Rim National Park Reserve in British Columbia.
- Writing On Stone Provincial Park in southern Alberta.
- potential at Blackfoot Crossing Historical Park Interpretive Centre (yet to be opened) in Siksika Nation Reserve, southern Alberta for economic, social and cultural outcomes for the community members.

Some successful partnership models seen in South Africa included:

- Conservation Corporation Africa's (CC Africa) tourism operation at Phinda Private Game Reserve, where considerable benefits are being derived by adjacent local communities from the Africa Foundation (a non-profit community empowerment organisation founded by CC Africa) as well as employment outcomes for local people on the reserve.
 - South Africa National Parks and the Mayibuye Ndlovu Development Trust, where the trust is responsible for managing the benefits derived from some of the development projects and commercial tourism ventures in Addo Elephant National Park to improve the quality of life of the neighbouring communities represented on the Trust.
 - Pafuri Camp in the Makuleke concession area of northern Kruger National Park, which is owned by the local community but remains within the boundary of the park and leased to ecotourism enterprise, Wilderness Safaris.
-

Partnerships that bring conservation outcomes and meet indigenous aspirations are emerging in Australia but remain rare. There is a need for wider engagement of the three potential parties; conservation managers, commercial tour operators and indigenous people through all various levels of organisation. The principles that have been observed within the international partnership models are believed to be transferable to Australia, and indeed the Western Australian context.

Generally it was found that each group brings the following particular strengths to the partnership arrangement:

- the government generally provides a land asset of significant natural or cultural value and staff with a broad training and skills set;
- the private sector offers the capital, brand, tourism expertise and market share; and
- the local indigenous communities are able to impart traditional knowledge and cultural experience.

The key principles observed amongst the international case studies that contribute to their success are as follows:

- the partnership model is strengthened where there is involvement by an established private ecotourism business with integrated operations across a range of sites.
- success of the partnership model is not dependant on freehold land tenure for the tourism development.
- the ecotourism enterprise is reliant upon the long term protection of the high value conservation areas in which they operate.
- community benefit must be part of the ecotourism business ethos.
- there is a growing demand from the international market for unique high quality experiences in natural settings.
- external funding sources can bring a bigger pool of funds to the tourism enterprise.
- a liaison and communication role provides the necessary link between the community and the park agency and/or tourism enterprise at a local level.
- a 'local champion' within the community can drive the community development or tourism project.
- an established representative community body such as a trust which has the responsibility for managing the benefits of the commercial tourism venture.
- partnerships with research institutions such as universities to increase knowledge and understanding of the perceptions of local indigenous communities regarding ecotourism operations in the neighbouring conservation areas .
- recognition of the commitment, resources and certain level of cultural knowledge required to build relationships with indigenous people to achieve lasting partnership arrangements.

The types and levels of engagement from these international partnership arrangements are diverse, rather than the 'one model fits all' approach. The case studies show that whilst there are challenges, it is possible to achieve a sustainable partnership with real benefits for the parties involved.

The relative isolation of Western Australia and to a lesser extent, Australia does not encourage exposure to the range of partnership models operating in similar settings in South Africa and northern America. This Churchill Fellowship allows knowledge and benefit from the experience of successful partnerships operating in conservation areas in other parts of the world between park managers, commercial tourism operators and indigenous people.

This report will be distributed widely, including to the Department of Conservation and Land Management (CALM), Tourism Western Australia, the Western Australian Government - Office of the Minister for the Environment, key tour operators in Western Australia and the Heads of Park Agencies Forum (representing all national park jurisdictions across Australia and New Zealand).

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PART ONE: Setting The Scene

I Introduction and Objectives

This report details the knowledge, inspiration and practical experience gained from a 2005 Churchill Fellowship study tour to Canada and South Africa. The purpose of the trip was to see some successful models for managing national parks and other conservation areas that involve partnerships between indigenous community groups, conservation agencies and private ecotourism enterprises. The project focused specifically on partnerships where indigenous and local communities are engaged in the management of high value conservation areas through quality ecotourism experiences that also bring conservation outcomes for these areas.

This report does not attempt to list all partnership models between these groups, but offers some representative case studies that are bringing a range of benefits to all parties involved. These benefits include:

- **for government conservation agencies**, the opportunity to enhance private sector investment in parks through tourism ventures, so as to protect their conservation values and increase the broader communities' appreciation and support for the conservation of these areas.
- **for tourism operators**, the ability to offer authentic indigenous cultural experiences for visitors, and the ability to access special natural and cultural features and wildlife which are predominantly found in conservation areas.
- **for local indigenous communities**, a stronger association with their traditional lands to sustain indigenous culture and the associated social and community development outcomes, and on a more tangible level, some economic and employment opportunities.

These international case studies are considered to be examples of 'best-practice', providing valuable knowledge for Australia's conservation agencies to broaden partnership opportunities with the indigenous community and the private sector.

The duration of the study tour was seven weeks, between September and December 2005.

Specific objectives of the study tour were to:

- consult with leaders from national and state (provincial) conservation and protected area management agencies, commercial ecotourism enterprises and members of indigenous and local communities to learn about their successful partnership arrangements for managing conservation areas through ecotourism operations.
- undertake field visits and guided tours of some high quality lodges, camps, visitor interpretive centres and other tourism experiences in conservation areas involving local indigenous communities.
- offer recommendations to apply the knowledge obtained from these sustainable partnerships to improve meaningful outcomes for indigenous people across Western Australia's conservation areas whilst encouraging support for their protection.

II Program

The following table lists all the people and places visited or contacted during the study tour to Canada, South Africa and Swaziland between September and December 2005.

CANADA	
26 Sept	BRITISH COLUMBIA
Teleconference and email	<ul style="list-style-type: none"> ▪ Rick Steinson, Economic Development Officer Tseycum First Nation, Victoria.
Teleconference and email	<ul style="list-style-type: none"> ▪ Nadine Crookes, First Nation Program Manager Pacific Rim National Park Reserve, Parks Canada, Victoria Island.
Visit	<ul style="list-style-type: none"> ▪ Grouse Mountain. ▪ Stanley Park, Vancouver Parks & Recreation.
27 Sept – 6 Oct	ALBERTA
Presentation	<ul style="list-style-type: none"> ▪ <i>'Creating a World Class Parks System Across Australia: the Management Challenge'</i> Alberta Parks and Protected Areas Head Office, Edmonton.
Meeting	<ul style="list-style-type: none"> ▪ June Markwart, Director, Visitor Services ▪ Ian Waugh, Head, Education & Interpretation Alberta Parks and Protected Areas Head Office, Edmonton.
Meeting	<ul style="list-style-type: none"> ▪ Kevin Crockett, Director, Product and Destination Development ▪ Darina Falsnes, Aboriginal Tourism Development Coordinator Tourism Development, Ministry of Economic Development, Edmonton.
Meeting	<ul style="list-style-type: none"> ▪ Jack Ives, Manager ▪ Jennifer McKillop, Aboriginal Liaison Officer Heritage Resource Management, Alberta Community Development, Edmonton.
Meeting and guided tour	<ul style="list-style-type: none"> ▪ Jack Brinks, Curator of Archaeology ▪ Susan Berry, Curator of Ethnology Syncrude Gallery of Aboriginal Culture, Royal Alberta Museum, Edmonton.
Meeting and guided tour	<ul style="list-style-type: none"> ▪ Terry Malone, Manager ▪ Lorraine Goodstriker, Head Of Interpretation Head-Smashed-In-Buffalo Jump Interpretive Centre.
Meeting and field visit	<ul style="list-style-type: none"> ▪ Fred Hammer, Visitor Services Supervisor ▪ Phil Hofer, Conservation Officer Dinosaur Provincial Park and UNESCO World Heritage Site, Alberta Parks and Protected Areas.
Visit	<ul style="list-style-type: none"> ▪ Sundial Medicine Wheel. ▪ Siksika Nation Reserve, and the Blackfoot Crossing Historical Park Interpretive Centre (under development).

CANADA	
27 Sept – 6 Oct	ALBERTA (cont'd)
Meeting and field visit	<ul style="list-style-type: none"> ▪ Julie MacDougall, Site Manager ▪ Bonnie Moffet, Interpretive Services Supervisor ▪ Rose Jones, South-East Region Planner Writing-On-Stone Provincial Park, Alberta Parks and Protected Areas.
Meeting	<ul style="list-style-type: none"> ▪ Duane West, Northern Parks Advisor (Cooperative Management) Parks Canada, Calgary.
Meeting and field visit	<ul style="list-style-type: none"> ▪ Mike Murtha, Senior Park Planner Banff National Park, Parks Canada, Banff.
Meeting and field visit	<ul style="list-style-type: none"> ▪ Ken Walker, Special Projects Officer – Cultural Heritage Jasper National Park, Parks Canada, Jasper.
7 – 21 Oct	OTTAWA and QUEBEC
Meeting and field visit	<ul style="list-style-type: none"> ▪ John Winters, Park Superintendent Algonquin Provincial Park, Ontario Parks.
Visit	<ul style="list-style-type: none"> ▪ Gatineau Park, National Capital Commission, Gatineau.
Meeting	<ul style="list-style-type: none"> ▪ Thérèse Lajeunesse, Director ▪ Nathalie Gagnon, Senior Advisor ▪ Reg Sylliboy, Administrative Officer Aboriginal Affairs Secretariat, Parks Canada Head Office, Gatineau.
Meeting	<ul style="list-style-type: none"> ▪ Nancy Wawia Robb Aboriginal Heritage Presentation and Public Education Branch, Parks Canada Head Office, Gatineau.
Meeting	<ul style="list-style-type: none"> ▪ Barry Parker, National Tourism Advisor Economic Development Programs, Indian and Northern Affairs Canada.
Field visits	Join the Aboriginal Cultures and Tourism Working Group to visit Aboriginal Cultural Tourism Initiatives at: <ul style="list-style-type: none"> ▪ First Peoples Hall, Canadian Museum of Civilisation, Ottawa. ▪ Aboriginal Experiences (tourism attraction), Turtle Island, Ottawa. ▪ Maniwaki First Nation and tour of Mawandoseg (community based cultural attraction), Quebec.
Follow-up email communication	<ul style="list-style-type: none"> ▪ Linnea Battel, Member, Aboriginal Cultural and Tourism Working Group. ▪ Jacinte Letellier, Coordinator, Heritage and Tourism Initiative, Tourism Policy Directorate, Canadian Heritage
Meeting	<ul style="list-style-type: none"> ▪ Paul Eagles Professor, Department of Recreation and Leisure Studies, University of Waterloo, Ontario. Chair, Tourism & Protected Areas Taskforce, IUCN's World Commission on Protected Areas.
Guest lectures	<ul style="list-style-type: none"> ▪ Park Management Undergraduate Class ▪ Policy and Planning of Nature-based Tourism Graduate Class Department of Recreation and Leisure Studies, University of Waterloo.

SOUTH AFRICA	
20 - 21 Nov	GAUTENG
Meeting	<ul style="list-style-type: none"> ▪ Glenn Phillips, Director, Tourism ▪ Giju Varghese, Head, Business Development South African National Parks Head Office, Pretoria.
22 – 27 Nov	MPUMALANGA and LIMPOPO
Meeting	<ul style="list-style-type: none"> ▪ Helen Mmethi, Head, People and Conservation Kruger National Park, South African National Parks.
Teleconference and email	<ul style="list-style-type: none"> ▪ Lamson Maluleke, Makuleke Joint Management Board Kruger National Park, South African National Parks.
Field visits	<ul style="list-style-type: none"> ▪ Skukuza, Lower Sabie and Berg-en-dal camps, Kruger National Park.
Visit and meeting	<ul style="list-style-type: none"> ▪ Jane Baker & Jonathan Braack, Managers Ngala Private Game Reserve, Kruger National Park, Conservation Corporation Africa
Meeting	<ul style="list-style-type: none"> ▪ Les Carlisle, Conservation Manager Conservation Corporation Africa.
Teleconference	<ul style="list-style-type: none"> ▪ Dave Varty, Co-founder Conservation Corporation Africa.
SWAZILAND	
28 -29 Nov	EZULWINI VALLEY
Meeting	<ul style="list-style-type: none"> ▪ Darron Raw, Director Swazi Trails (culture, wildlife & adventure tours) and Raw Africa Destination Management.
Field visit	<ul style="list-style-type: none"> ▪ Mantenga Nature Reserve, Swaziland National Trust Commission.
Teleconference and email	<ul style="list-style-type: none"> ▪ Mike Haynes, Consultant EU Private Sector Support Programme, Swaziland National Parks.
Teleconference and email	<ul style="list-style-type: none"> ▪ Ann Reilly, Director, Tourism Big Game Parks of Swaziland.
SOUTH AFRICA	
29 Nov – 4 Dec	KWAZULU NATAL
Visit and meeting	<ul style="list-style-type: none"> ▪ Kevin Pretorius, Head of Conservation Phinda Private Game Reserve, Conservation Corporation Africa.
Visit and meeting	<ul style="list-style-type: none"> ▪ James Currie, General Manager ▪ Bheki Ntuli, KwaZulu Natal Coordinator Africa Foundation, Phinda Private Game Reserve and neighbouring communities.
Visit	<ul style="list-style-type: none"> ▪ Greater St Lucia Wetland Park, KZN Wildlife. ▪ Hluhluwe-Imfolozi National Park, South African National Parks.

SOUTH AFRICA	
5 - 8 Dec	EASTERN CAPE
Meeting	<ul style="list-style-type: none"> ▪ Jill Gordon, Parks Planning & Development Coordinator South African National Parks, Port Elizabeth.
Teleconference	<ul style="list-style-type: none"> ▪ Graham Kerley, Director, Terrestrial Ecology Research Unit Department of Zoology, Nelson Mandela Metropolitan University, Port Elizabeth.
Meeting and field visit	<ul style="list-style-type: none"> ▪ Megan Bradfield, Social Ecologist ▪ Temba Simon Mangcaka, Community Liaison Officer People and Conservation, Addo Elephant National Park, South African National Parks.
Meeting	<ul style="list-style-type: none"> ▪ John O'Brien, Senior Ecologist Shamwari Private Game Reserve.
Meeting and guided tour	<ul style="list-style-type: none"> ▪ Herman Muller, General Manager Bushman Sands Hotel, Golf Course and Game Reserve, Alicedale.
Visit	<ul style="list-style-type: none"> ▪ Tsitsikamma National Park, South African National Parks.
9 - 12 Dec	WESTERN CAPE
Meeting	<ul style="list-style-type: none"> ▪ Trevor Sandwith Head, Cape Action For People and the Environment (CAPE). Deputy Chair, IUCN's World Commission on Protected Areas and Leader of Transboundary Conservation Task Force.

III Background

This section provides an overview of the management of national parks and other protected areas on a global scale and the role of indigenous and local communities within these areas, as well as the status of international tourism. It also outlines these aspects in relation to Canada and South Africa.

International

The concept of a protected area has a long history, with a notion of protecting special places for their natural resources and more recently acknowledged also as places for peoples' benefit and enjoyment.

As the world's largest and most important conservation network, the World Conservation Union (IUCN) has a mission to:

'influence, encourage and assist societies throughout the world to conserve the integrity and diversity of nature and to ensure that any use of natural resources is equitable and ecologically sustainable.'

(IUCN, 2006)

The IUCN defines a protected area as *'an area of land and/or sea especially dedicated to the protection and maintenance of biological diversity, and of natural and associated cultural resources, and managed through legal or other effective means'*.

The six IUCN categories of protected areas and their management objectives are:

Category 1a	<i>Strict Nature Reserve</i> : protected area managed mainly for science.
Category 1b	<i>Wilderness Area</i> : protected area managed mainly for wilderness protection.
Category II	<i>National Park</i> : protected area managed mainly for ecosystem protection and recreation.
Category III	<i>Natural Monument</i> : protected area managed mainly for conservation of specific natural features.
Category IV	<i>Habitat/Species Management Area</i> : protected area managed mainly for conservation through management intervention.
Category V	<i>Protected Landscape/Seascape</i> : protected area managed mainly for landscape/seascape conservation and recreation.
Category VI	<i>Managed Resource Protected Area</i> : protected area managed mainly for the sustainable use of natural ecosystems.

(IUCN, 1994)

The first national park to be designated was Yellowstone in the USA in 1872 as 'a public park or pleasuring ground for the benefit and enjoyment of the people'. This was followed by the establishment of protected areas in other federated countries during the late 1880's such as Australia (Royal National Park), Canada (Banff National Park) and South Africa (several forest reserves). (Eagles, McCool and Haynes, 2002) There has since been a huge growth in protected areas across the world. In 1989, protected areas accounted for 6% of the earth's land surface and by 2003, 100 000 protected areas occupied almost 12% of the land surface of the earth. (Worboys, Lockwood and De Lacy, 2005). In addition, nearly every country has protected area legislation and designated sites for protection. (Eagles, McCool and Haynes, 2002)

As the network of protected areas has grown over time, the purpose for their establishment has evolved according to the management priorities appropriate to different parts of the world. Whilst the perception of a protected area has evolved with the growth in protected areas, the systematic approach of the IUCN classification system still has relevant application for defining protected area categories and identifying the primary management objectives for these categories. This international system recognises the core role of all protected area categories to protect and maintain biodiversity, along with other important management objectives such as recreation and tourism and the protection of cultural and historic values that are likely to occur in most categories. (Eagles, McCool and Haynes, 2002)

Tourism at an international level recorded an all-time record in 2004, with travel by international tourists reaching 763 million people equating to a record value of US\$623 billion. (WTO, 2005)

The growth of tourism in protected areas is resulting in a significant contribution to local, regional and national economies. *'It is probable that in the coming decades a developing understanding of the economic impact of park tourism will lead to a more systematic treatment of park tourism. The time may come when a park system is understood within a framework of a park tourism system as well as an ecological system.'* (Eagles, McCool and Haynes, 2002, 9)

The principles of sustainable tourism development provided by the World Tourism Organisation (2004) are as follows:

- make optimal use of environmental resources in the development of tourism, maintaining essential ecological processes and helping to conserve natural heritage and biodiversity.
- respect the socio-cultural authenticity of host communities, conserve their built and living cultural heritage and traditional values, and contribute to inter-cultural understanding and tolerance.
- ensure viable, long term economic operations, providing socio-economic benefits to all stakeholders that are fairly distributed, including stable employment and income-earning opportunities and social services to host communities, and contribute to poverty alleviation.
- informed participation of all relevant stakeholders to ensure wide participation and consensus building.
- maintain a high level of tourist satisfaction and ensure a meaningful experience for visitors, raising their awareness about sustainability issues and promoting sustainable tourism practices amongst them.

In recent years, the purpose of protected areas has focused greater attention on the role of indigenous and local communities in respect to management decisions affecting them. The IUCN World Commission on Protected Areas (WCPA) is one of six Commissions responsible for achieving the mission of the Union. One of the priorities of the 'WCPA Strategic Plan' (2005–2012) addresses the role of indigenous and local people in protected areas and the equitable sharing of benefits.

'Protected areas (also) play a critical role in sustaining the natural resource base and thus in supporting the livelihoods of local people, some industries and entire communities. Importantly, they protect vital ecosystem services, including clean water, and are essential for poverty alleviation and for sustainable development. However, in many parts of the world protected areas are viewed as a barrier to the activities and aspirations of local communities. Many poor people also live in and around protected areas, which serve as a vital source of food and fiber. In many cases local communities have been excluded from decision making regarding protected areas, or worse, forcibly removed. As a result such areas are rarely designed with an objective of contributing to sustainable development or to the livelihoods of local communities and economic development. These issues need to be addressed in relation to the future of the world's protected areas, and particularly marine protected areas.'

(WCPA, 2005)

The Vth IUCN World Parks Congress held in Durban, South Africa in September 2003 determined one of the seven key messages from the congress to be '*local communities and indigenous people have to be better involved in protected areas*'. The congress agreed on new commitments and policy guidance for protected areas, which included the following recommendations under the topic '*Indigenous People and Protected Areas*':

'Indigenous peoples, their lands, waters and other resources have made a substantial contribution to the conservation of global ecosystems. For this trend to continue, where appropriate, protected areas, future and present, should take into account the principle of collaborative management attending to the interests and needs of indigenous peoples.'

'It is widely acknowledged that successful implementation of conservation programmes can only be guaranteed on a long term basis when there is consent for and approval by indigenous peoples among others, because their cultures, knowledge and territories contribute to the building of comprehensive protected areas. There is often commonality of objectives between protected areas and the need of indigenous peoples to protect their lands, territories and resources from external threats.'

'Ensure the establishment of protected areas is based on the free, prior informed consent of indigenous peoples, and of prior social, economic, cultural and environmental impact assessment, undertaken with the full participation of indigenous peoples.'

'Recognise the value and importance of protected areas designated by indigenous peoples as a sound basis for securing and extending the protected areas network.'

'Require protected area managers to actively support indigenous peoples' initiatives aimed at the revitalization and application, where appropriate, of traditional knowledge and practices in land, water, and resource management within protected areas.'

'Integrate indigenous knowledge and education systems in interpretation of and education about natural, cultural and spiritual values of protected areas.'

'Ensure that protected areas are geared towards poverty alleviation and improve the living standards of the communities around and within the parks through effective and agreeable benefit sharing mechanisms.'

(WCPA, 2003)

Canada

Population

In 2003, Canada had an estimated population of approximately 31.6 million people (Statistics Canada, 2005), of which 3% are of Aboriginal descent. The Canadian Constitution recognises three groups of Aboriginal people – Indians, Métis and Inuit. The proportion of each of these groups within Canada's Aboriginal population is 62% Indian, 30% Métis and 5% Inuit. (Statistics Canada, 2001)

Government Protected Area Management Agencies

Parks Canada is the federal government agency responsible for protecting Canada's natural and cultural heritage. In 2000, the *Canada National Parks Act* was enacted and established ecological integrity as the first priority of the agency.

Parks Canada's Mandate:

'On behalf of the people of Canada, we protect and present nationally significant examples of Canada's natural and cultural heritage and foster public understanding, appreciation and enjoyment in ways that ensure their ecological and commemorative integrity for present and future generations.'

(Parks Canada, 2005)

Parks Canada manages three major programs:

- system of national parks of Canada – constituting 41 national parks.
- system of national historic sites of Canada – including 904 sites designated as being of national historical significance of which 149 are directly administered by Parks Canada.
- system of national marine conservation areas of Canada – which includes two sites.

These national heritage areas are visited by 26 million people each year. The agency has an annual budget of approximately \$500 million and employs 4 000 full-time staff to carry out its responsibilities. (Parks Canada, 2005)

The restructuring of the agency involved the introduction of new initiatives including the establishment of the Aboriginal Affairs Secretariat in 1999. The Secretariat provides national leadership and support within Parks Canada to facilitate the strengthening of relationships with Aboriginal people, and has the following three priorities for 2005-2006:

- consultation and engagement
- Aboriginal economic development and tourism
- traditional ecological knowledge

Parks Canada are now negotiating 'co-operative management arrangements' for all new national parks and national park reserves which are mostly being created in the northern parts of the country, where Boards of Management are being established (with at least 50% Aboriginal representation), and tourism concessions and community development projects involving Aboriginal people are being trialled. See Part Two of the report for further information regarding these community development projects.

Separate to these trial projects, Parks Canada and the Council of the Haida Nation have established a management agreement to make consensus-based decisions on the planning, management and operations of the Gwai Haanas National Park Reserve, located within the Queen Charlotte Islands off the coast of British Columbia.

There are also Provincial Government agencies responsible for the establishment and management of provincial parks and other protected areas within each province such as Alberta Parks and Protected Areas and Ontario Parks. Partnership models from these two agencies are provided in Part Two of this report.

Tourism

Tourism is one of the country's biggest industries, given the following statistics:

- comprises over 100 000 tourism related businesses.
- employs over 550 000 people in the tourism sector.
- tourism revenue of \$50.1 billion during 1999, representing 2.5% of Canada's GDP.
- \$15.3 billion in export dollars.

In comparison, the following statistics relate specifically to Canada's Aboriginal tourism industry:

- comprises between 1 500 – 2 000 registered tourism related businesses (although it is suggested that this figure would be higher if all non-registered Aboriginal tourism operations were included). (*pers.comm.* Parker, 2005)
- employs 16 000 Aboriginal people, with half this figure being part-time or seasonal employment.
- tourism revenue of \$270 million during 1999.

(Parks Canada, 2001)

The Department of Canadian Heritage and Parks Canada both have a mandate to work in cooperation with Aboriginal people '*to strengthen their role in social, cultural and economic aspects of Canadian society*'. (Parks Canada, 2001) Canadian Heritage has facilitated the creation of the Aboriginal Cultures and Tourism Working Group, to implement the Federal-Provincial-Territorial Culture/Heritage and Tourism Initiative. An Advisory Circle has been set up to assist the working group, which is represented by a cross-section of managers from Aboriginal cultural sites across Canada, including participants from private enterprise, non-profit community centres and government-managed sites. Consultation with the participants of the Advisory Circle, together with the work of the working group will be used to guide federal, provincial and territorial policy in relation to the promotion of Aboriginal tourism within Canada's broader tourism industry to increase cross-cultural tourism between Aboriginal and non-Aboriginal Canadians. (*pers.comm.* Letellier, 2006)

'Around the world, there's a huge interest in indigenous culture and traditions – it's an international phenomenon. Developing Aboriginal tourism gives us money, but also pride and respect.'

Linnea Battel, Aboriginal Tourism British Columbia board member and Director of Xa:Ytem, an ancient longhouse site and interpretive centre in Mission, British Columbia.

South Africa

Population

South Africa recorded a population of 44.8 million people in 2001, which was estimated to have risen to 46.9 million by 2005. Of the total population, 80% are Black African, 9.5% White, 9% Coloured and 2.5% Indian or Asian descent. (Statistics South Africa, 2001)

Government Protected Area Management Agencies

South Africa National Parks (SANParks) is the lead national government conservation agency, managing 21 national parks that cover 3.7 million hectares (3%) of South Africa.

The vision, mission and transformation mission of SANParks:

'National parks will be the pride and joy of all South Africans and of the world.'

'To develop and manage a system of national parks that represents the biodiversity, landscapes, and associated heritage assets of South Africa for the sustainable use and benefit of all.'

'To ensure effective transformation both within SANParks and the broader society and economy through the implementation of broad-based black economic empowerment (BEE) as espoused by the sector BEE scorecard.'

(SANParks, 2005c)

The agency employs 2 800 staff within Head Office, regional offices and across the national parks. In 2003, SANParks established the Department of People and Conservation within the agency with the following priorities:

- community relations (also known as constituency building)
- economic empowerment
- environmental education
- cultural heritage

(pers.comm. Mmethi, 2005)

With less than 20% of revenue provided by government funding, SANParks relies on other fund sources such as the tourism operations managed by the agency, public private partnerships (concessions), donor and sponsorship funding. Prior to 2001, all tourism facilities and services within national parks were managed by the agency, and it has only been within the last five years that partnerships with concessionaires such as private tourism enterprises have started to be established. There are currently 11 lodges along with a number of shops and restaurants within South Africa's national parks that have been outsourced to private operators. (Phillips, 2005)

SANParks has a mandate to expand South Africa's protected areas from the current 6% to 8% of the country's land surface, as well as achieve 20% of the coastline under conservation by 2010. The national government and private investors have contributed significant funding to the land acquisition and expansion process, which aims to achieve both conservation biodiversity and socio-economic outcomes. SANParks expanded South Africa's national parks by 500 000 hectares between 1998 and 2004, which included land additions to Addo Elephant National Park. (Knight, 2004)

The Greater Addo Elephant National Park project

The planning for the expansion of Addo Elephant National Park was initiated in 2000 with the Greater Addo Elephant National Park (gAENP) project. This was funded by the Global Environment Facility (GEF), administered through the World Bank. A Strategic Environmental Assessment was undertaken to assess the impact of the gAENP in terms of land purchase, resettlement, cultural heritage and the creation of job opportunities in the region. Findings of the assessment included:

- eco-tourism could create four times as many jobs as currently in agriculture.
- the gAENP could generate as many as 1 500 additional contractual jobs.
- the park plays a major role in the region's economic development.
- the development of a Resettlement Action Plan and Policy Framework which has resulted in many displaced farm workers being made permanent SANParks employees or employed on a contractual basis through Poverty Relief and Working for Water projects. SANParks, in consultation with the Department of Land Affairs and Housing, also makes alternative accommodation available for all workers to be resettled.
- over R70 million spent over the past three years on the Poverty Relief and Working for Water programs, providing 850 contractual jobs. Current projects include fencing, building new roads and campsites, and the removal of alien vegetation.
- opportunities for partnerships to be forged and jobs created through tourism development in the park through the concession sites.

(SANParks, 2005a)

Tourism

Tourism is the fourth largest export industry and a growing market in South Africa given the following statistics:

- World Travel and Tourism Council predictions indicate tourism industry growth from R68.9 billion in 1998 to R270 billion by 2010.
- increase in total export earnings, up from 5.2% in 1988 to 13% in 1999.
- R24 billion generated from domestic and international tourism spend in South Africa.

(Spenceley, 2003)

The '*Tourism BEE Charter*' (2004) provides a framework driven by the Department of Environmental Affairs and Tourism to implement the principles of the BEE within South Africa's tourism sector. The charter applies to all private tourism related enterprises which are required to meet certain targets on the BEE Tourism Scorecard by a five and ten year timeframe (at 2009 and 2014). The scorecard is designed to measure the following three core elements of BEE:

- direct empowerment through ownership and control of enterprises and assets.
- human resource development (employment equity and skills development).
- indirect empowerment through preferential procurement and enterprise development.

PART TWO: Assessment of best practice models for managing conservation areas through tourism involving partnerships between indigenous communities, government and the private sector

IV CANADA

Parks

i Pacific Rim National Park Reserve – Parks Canada and Nuu-chah-nulth First Nations, British Columbia

Proactive national park managers are working in partnership with the traditional people on state-owned conservation land to foster a shared sense of responsibility and promote visitor and park experiences through jointly developed tourism strategies.

Description

The Pacific Rim National Park Reserve is located on the west coast of Vancouver Island. It was formally designated in 1970 and is part of the traditional territory of the Nuu-chah-nulth First Nations who have an unbroken lineage and strong cultural roots in this area. The park includes over 20 kilometres of beaches in Wickaninnish and Florencia Bays, the 75 kilometre West Coast Trail, and the Broken Group Islands in Barkley Sound just off the coast.

The park is managed by the Federal Government conservation agency Parks Canada, who recognise the need to develop and maintain genuine partnerships with Aboriginal people for the protection of ecological integrity as well as aboriginal cultural heritage across Canada's national parks. Park managers at Pacific Rim have developed a policy to establish a clear understanding of the Nuu-chah-nulth First Nations culture and connection to their traditional lands, consistent with Parks Canada's management and operational policies related to First Nations people.

Vision and policies regarding the involvement of the Nuu-chah-nulth First Nations at Pacific Rim National Park Reserve.

The Nuu-chah-nulth principles of lisaak (respect) and Hishuk ish ts'awalk (everything is one) are integral to the management and operations of the park.

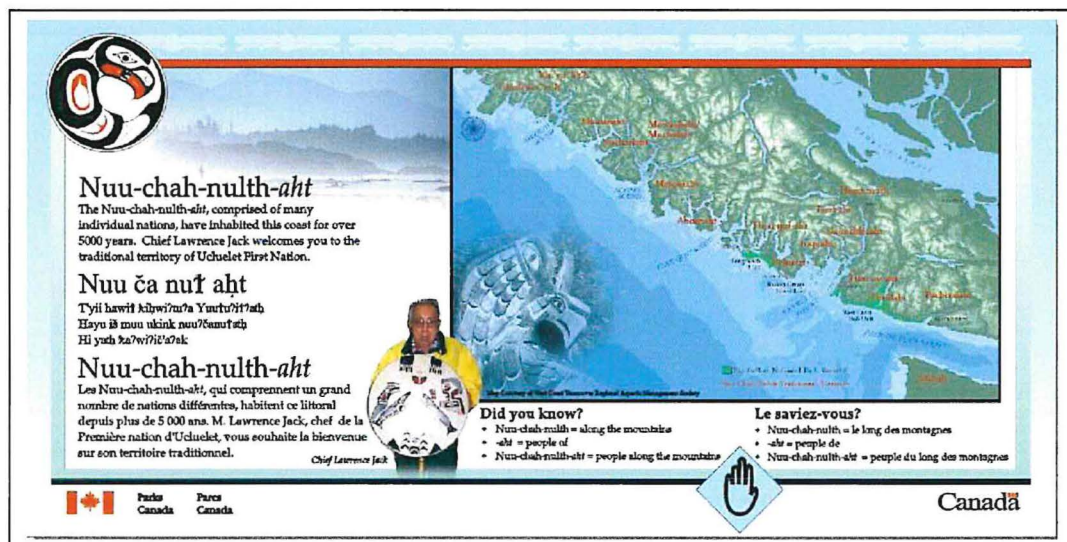
- First Nations people are visible and representative of the regional population in all aspects of park management and operations.
- Pacific Rim staff understand and support the park's First Nations programs.
- First Nations cultural interpretation is a highlight and an integral part of the park's heritage presentation program.
- Park management is inclusive to Nuu-chah-nulth traditional ecological knowledge.
- The park and First Nations communities work collaboratively on creating a mutually respectful relationship through frequent dialogue and communications.
- First Nations understand and support the Parks Canada mandate.

(Parks Canada, nd)

The park is visited by more than 800 000 people each year. The West Coast Trail is a popular hiking route for day walkers as well as self-sufficient backpackers, taking 5-7 days to walk its entirety. Parks Canada limit usage of the Trail to 8 000 people each year to help maintain its natural values and enjoyment for visitors.

Over the last ten years, Parks Canada have held a contract with the Quu'as West Coast Trail Society at a cost of \$285 000 per annum for some management responsibilities along the trail such as clearing, brushing, maintenance and interpretation. (*pers.comm.* Crookes 2006)

A new 2.5 kilometre walk trail has been established by Parks Canada staff at Pacific Rim in conjunction with the Nuu-chah-nulth Central Region Language Group. The Nuu-chah-nulth Interpretive Trail has been specifically designed to explain Nuu-chah-nulth cultural heritage, and the process for its development was done in consultation with these First Nations people. The trail consists of a series of 12 tri-lingual interpretive signs (written in English, Nuu-chah-nulth and French). The interpretation depicts cultural information through photographs, maps and stories that have been provided by Nuu-chah-nulth elders, and is complimented by a self-guided information brochure.



One of the interpretive signs on the Nuu-chah-nulth Interpretive Trail, Pacific Rim National Park Reserve. (photo courtesy of Parks Canada)

'Celebration – Aboriginal Days' is a five day event held in the park each year to coincide with Canada's Aboriginal Day on 21 June. The celebrations are coordinated by park staff in conjunction with First Nations people, and include storytelling, artists, guided walks and traditional food. The two local schools are invited to join in the activities, and a poster contest is run based on the theme for the celebration.

Website: www.pc.gc.ca (Parks Canada)

Benefits and Opportunities

There are currently 90 staff employed by Parks Canada at the park, and prior to 1997 did not include any Aboriginal Canadians. A target has been set to reach 20% Aboriginal employment across a range of management, planning and operational positions within a ten year period. By 2003 this goal was almost reached, with 18% of park staff being of Aboriginal descent.

As a sign of appreciation and support for the creation of the Nuu-chah-nulth Interpretive Trail, a five metre totem pole has been erected by the Nuu-chah-nulth First Nations on the trail. Totem poles are culturally significant art forms to coastal First Nation people across British Columbia and southern Alaska, and were historically carved and raised as the emblem of a family or clan.

The contract between Parks Canada and the Quu'as West Coast Trail Society is providing employment and financial benefits to the Huu-ay-aht, Ditidaht and Pacheedaht First Nations people who live in the area. The Society are also discussing further potential opportunities along the Trail, such as establishing First Nation cultural interpretive tours. (*pers.comm.* Crookes 2006)

ii Gulf Islands National Park Reserve – Parks Canada and Tseycum First Nation, British Columbia

This case study highlights the opportunities and challenges faced by First Nations people during the initial stages of establishing a commercial cultural tourism venture on state-owned conservation land.

Description

The Gulf Islands are found in the Strait of Georgia, between Vancouver Island and mainland Canada on the southwest coast of British Columbia. In recent years, the region has become popular as a retirement and holiday destination, with a number of residential and resort developments being built on the islands.

The Gulf Islands National Park Reserve was established in 2003 to protect lands spread across 15 islands and several surrounding marine areas in the region. The park consists of coastal douglas-fir forest and diverse marine life including porpoises, seals, sea lions and sea birds. Popular visitor activities include water pursuits such as boating, diving and kayaking as well as land-based activities like hiking, cycling and back-country camping.

The Tseycum First Nation is one of the Aboriginal groups who have a traditional and ongoing connection to these islands. A cooperative working arrangement is being established between the Tseycum First Nation and Parks Canada to develop Aboriginal commercial tourism opportunities on the islands, including a boat tour with cultural interpretation.

Website: www.pc.gc.ca (Parks Canada)

Benefits and Opportunities

The Economic Development Office for the Tseycum First Nation has developed a business plan for the tourism operation in the park. It is intended for the guided boat tours to be fully operational prior to 2010, to take advantage of the significant increase in international visitors to Vancouver during the Winter Olympics.

Poets Cove Resort & Spa, an exclusive high cost resort has recently opened on Pender Island within the Gulf Islands region. Opportunities exist for the cultural boat tour operation to compliment tourism facilities and services at Poets Cove, given the existing tourism market and the significance of the area to First Nation people.

A website is currently being developed for the cultural tourism operation to promote and market the business. (*pers.comm.* Steinson 2005)

Challenges and Constraints

The Tseycum First Nation cultural tourism venture is still in its early stages of development, and requires the necessary resources and support to establish the new business. The Tseycum First Nation have employed a manager for the operation, which is intended to commence by mid 2006 with a long term goal for the tours to run year-round. (*pers.comm.* Steinson 2005)

iii Northern National Parks Community Development Projects

The Government of Canada is looking to the tourism sector as a means of progressing economic development for the local communities surrounding new national parks being established in the northern part of the country. The majority of these neighbouring communities are Aboriginal Canadians.

Description

Parks Canada is facilitating a range of community development pilot projects with the aim of establishing tourism enterprises and progressing local economic development in and around some of the agency's new national parks.

This process has been instigated by the legal obligations defined in park establishment agreements for these new parks to provide economic opportunities for Aboriginal people (Parks Canada, 2004a), and also contribute to the commitment by the Government and Parks Canada to work closely with Aboriginal people in the management of these parks (Parks Canada, 2005).

These pilot projects have been proposed by Parks Canada staff who are based in and around the northern national parks, and the process is being guided by a community development consultant. Two of these pilot projects are:

Nahanni National Park Reserve – Parks Canada with Dene Cultural Tours, Northwest Territories

Nahanni National Park Reserve is a world heritage site covering more than 4 700 square kilometres in the southwest of the Northwest Territories. The park is renowned for its natural heritage such as canyons, gorges, alpine tundra and northern wilderness rivers including the South Nahanni River which has received Canadian Heritage River status. The majority of visitors access the park by chartered floatplane for day use, hiking and river travel or with a commercial tour guide along the South Nahanni River.

Nahanni Butte is a Dene community of approximately 80 people located at the mouth of the South Nahanni River, a few kilometres downstream from the park. The majority of overnight visitors to the park travel by river and pass this community.

Nahanni Butte is located in the Deh Cho territory, which is an unsettled claim area under negotiation with the Government. Local people have expectations regarding community and economic development from the neighbouring park, including business and employment opportunities through the Deh Cho negotiation process.

The Nahanni Butte band office and Tthenaago Development Corporation, which is run by the band, are both located in Nahanni Butte. The band and Tthenaago hold a 51% interest in a canoe guide company known as Nah?ą Dehé Cultural Tours however it has never operated as such. The remaining 49% of the company is owned by another commercial tourism operator, Nahanni River Adventures.

In recent years, a cultural heritage program was operated by Nah?ą Dehé Cultural Tours within the community, intercepting river users travelling with one of the three licensed tour companies into the park. The one hour cultural program included a riverside welcome, a guided tour of the community, a visit to the local craft store and storytelling at the town fire circle. The program was well received by participants but was not financially sustainable and ceased operation.

A Nah?ą Dehé Consensus Team has since been developed to address issues relevant to the Deh Cho land claim negotiation process. This includes discussion on economic and employment opportunities for the Nahanni Butte community.



Nahanni Butte community member, Betty Hardisty with local wares.
(photo courtesy of Parks Canada)

The re-establishment of the cultural heritage program run by Nah?ą Dehé Cultural Tours is one of the community development pilot projects proposed by Parks Canada to progress local economic development opportunities. Parks Canada have identified a number of external partners who can assist the agency with financial and in-kind support over a three year period to establish a viable business entity for this cultural heritage program within the community adjacent to the park. (Parks Canada, 2004b)

Website: www.pc.gc.ca (Parks Canada)

Kluane National Park – Parks Canada and First Nation Interpretation, Yukon

Kluane National Park covers almost 22 000 square kilometres of the Yukon's southwest corner, and has combined with adjoining national and provincial parks to achieve world heritage status, constituting the largest international protected area in the world. The park contains considerable mountain ranges (including Canada's highest peak, Mount Logan), icefields and valleys, offering a range of adventure activities for visitors. The most popular recreational activities are hiking, wildlife viewing, a stop at the visitor centres, fishing and photography undertaken by the 3 000 day use visitors which the park receives each year. (Parks Canada, 2004a)

Through the community development projects process, Parks Canada have identified opportunities for First Nation interpreters to guide hikes in the park, and for the Champagne and Aishihik First Nation to establish a retail outlet at the park's visitor centre.

During 2005, Parks Canada employed two First Nation interpreters to deliver guided hikes for passengers from the Holland America cruises in the park. (Parks Canada, 2004b) Parks Canada have also been approached by the Holland America cruise tour operator to fund First Nation interpreters to provide cultural heritage interpretation to their clients whilst on the cruise within the park. This is currently being trialled by Parks Canada. (*pers.comm.* West 2005)

Parks Canada are committed to redeveloping the park's main visitor centre, being the focal point for visitor contact and delivery of key park messages to people entering the park. As part of the redevelopment, the Champagne and Aishihik First Nation plan to invest in building a retail outlet within the centre to showcase First Nation arts and crafts, and inform visitors about the cultural interpretive experiences available in the park. (Parks Canada, 2004a)

Website: www.pc.gc.ca (Parks Canada)

Benefits and Opportunities

Parks Canada is establishing pilot projects in and around national parks to facilitate community development through capacity building, and economic opportunities for Aboriginal communities through tourism ventures.

In collaboration with Parks Canada, community cultural tours such as Nah?á Dehé Cultural Tours operating adjacent to national parks can complement existing cultural heritage interpretation in parks. Visitors can gain an understanding and appreciation of Aboriginal culture and history and the parks' significance to local communities.

It has been reported that 85% of the 2 000 passengers onboard the Holland America cruises during 2005 were very satisfied with the cultural heritage interpretation provided by the First Nation interpreters during guided hikes in Kluane National Park. As a result of this success, Parks Canada have employed additional First Nation people to continue the cultural heritage interpretation offered to these visitors to the park. (Parks Canada, 2004b)

Challenges and Constraints

Parks Canada have committed to facilitating these community development projects and providing in-kind support such as professional expertise and experience, but are relying upon external partners for financial contributions to establish and develop these ventures.

Some of the reasons the cultural heritage program that previously operated in the local community adjacent to Nahanni National Park Reserve did not remain financially sustainable included:

- the level of training for the guides;
- the frequency of the program; and
- awareness and promotion of the program to other guiding companies and independent river users. (Parks Canada, 2004b)

These issues will need to be addressed in the early stages of re-establishing this tourism venture.

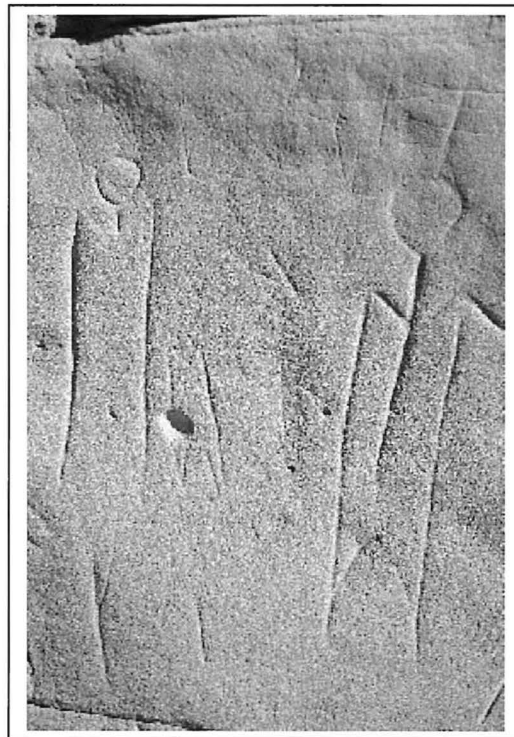
iv Writing-On-Stone Provincial Park or Áísínai' pi (where the drawings are) - Alberta Parks and the Blackfoot Nation, Alberta

The case study of Writing-On-Stone Provincial Park serves to illustrate the benefits and challenges to involve First Nations people in the management of a relatively remote and culturally significant site on state-owned land.

Description

Writing-On-Stone Provincial Park is approximately 350 kilometres south of Calgary in southern Alberta, close to the Alberta-Montana border. The park was created in 1957 and as a national historic site, protects the largest concentration of Aboriginal rock art in North America. Writing-On-Stone has been acknowledged as a site rich with Alberta's Aboriginal history, being next on Canada's list to become a world heritage site. Management of the park is the responsibility of the provincial government agency, Alberta Parks and Protected Areas.

Aside from more than 1 700 hectares of native prairie, the park contains part of the Milk River valley which is surrounded by steep sandstone cliffs. Traditional Blackfoot and other First Nations people are known to have camped in the valley and created both petroglyphs (rock carvings) and pictographs (rock paintings) on these sandstone walls, and established numerous other archaeological sites in the area.



Petroglyphs (rock carvings) at Writing-On-Stone Provincial Park Provincial Park.
(photo courtesy of Travis Sjovold)

Writing-On-Stone still holds significant spiritual and cultural meaning for the people of the Blackfoot Nation, who continue their traditions of ceremony and art within the park.

The park attracts 60 000 visitors each year for a range of pursuits such as camping, sightseeing, backcountry hiking and to see the rock art sites. Aboriginal interpreters provide guided hikes in the park to view the rock art and help to ensure the sites remain protected. (Alberta Parks and Protected Areas, 2004)

These interpretive hikes will soon be complimented by a new \$4 million interpretive visitor centre being constructed in the park. The centre is being funded from the Alberta Government's Centennial Legacies Program and the Alberta Parks and Protected Areas capital budget. (*pers.comm.* MacDougall 2005)

Website: www.cd.gov.ab.ca (Alberta Community Development – Alberta Parks and Protected Areas)

Benefits and Opportunities

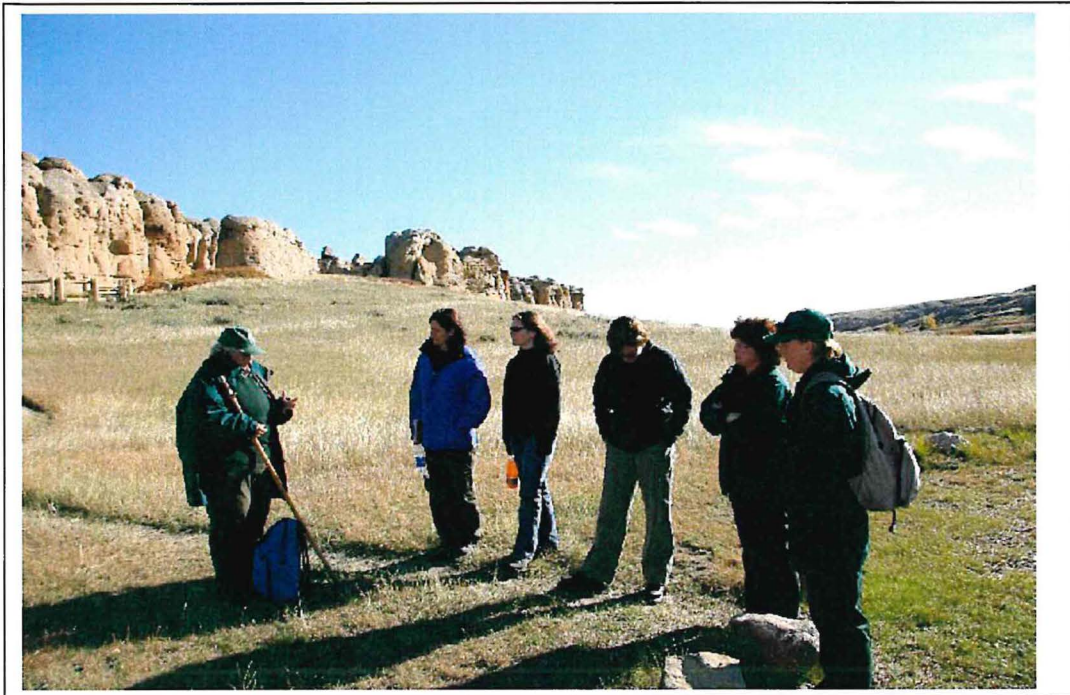
Writing-On-Stone is considered to represent a successful partnership between the Government of Alberta through Alberta Parks, and the Blood Tribe of the Blackfoot Nation particularly in relation to employment opportunities and involvement in interpretation in the park.

Since 2003, there has been five seasonal Blackfoot staff employed to guide hikes and explain the meaning and significance of the rock art to park visitors. The recruitment process for these staff has been tailored specifically to attract applicants from a nearby Blood Reserve. Posters advertising the positions were placed in the reserve, and traditional elders from the reserve were involved in the interview process along with staff from the nearby Head-Smashed-In Buffalo Jump Interpretive Centre.

This contributes to an ongoing connection for these Blackfoot interpreters with their sacred lands at Writing-On-Stone, whilst providing financial support on a seasonal basis. These guides have proved to be natural storytellers and interpreters, and their knowledge of spirituality and Blackfoot culture has resulted in an authentic and rewarding cultural experience for visitors.

The cultural heritage of First Nation staff employed by Alberta Parks has been acknowledged, whereby a modified staff uniform to include ribbons on the shirt sleeve for these staff has been implemented across the park agency.

Other potential benefits for the Blood Tribe of the Blackfoot Nation could materialise following the opening of the new visitor centre. The planning for the centre included consultation with the Mookaakin Cultural and Heritage Society, a non-profit organisation responsible for public education about the Blackfoot society. Alberta Parks receive advice from the Mookaakin Society regarding a range of First Nation issues and priorities, and consultation such as this strengthens the relationship between the park agency and neighbouring Blackfoot people. (*pers.comm.* Moffet 2005)



Interpretive Services Supervisor, Bonnie Moffet explaining the cultural significance and history of Writing-On-Stone Provincial Park. (photo courtesy of Travis Sjovold)

Challenges and Constraints

An ecotourism assessment recently completed for southern Alberta recognised the potential for the region's Aboriginal cultural resources such as Writing-On-Stone to become successful tourism ventures to showcase Aboriginal history and culture, but this has yet to be fully realised. (Malone Given Parsons, 2004)

Writing-On-Stone is considered to be the 'flagship' site for Alberta Parks to progress cultural tourism initiatives. This park also has the most substantial ongoing employment opportunities for First Nation people within the Alberta provincial parks system, with only a couple of permanent First Nation staff employed at a few other parks. There is a need to grow the commitment for cultural tourism and employment opportunities for Aboriginal people across the agency, which requires an established support network, training and resources to achieve sustainable benefits.

Some of the specific challenges being faced by the interpretive guides at Writing-On-Stone include the following:

- employment is provided on a casual basis to correspond with periods of high visitation to the park, so other employment opportunities need to be found to cover the off-season.
- the park is a considerable distance from the Blood Reserve (approximately a two hour drive), resulting in transportation and associated travel costs for the guides.
- pressure is placed on other family members within the reserve when guides live in the park during periods of employment to save on daily travel costs and time.

(pers.comm. MacDougall & Moffet 2005)

Some of the challenges being experienced by park managers in the employment of First Nation guides at Writing-On-Stone include the following:

- the guides do not possess education qualifications or the knowledge to deliver other interpretation programs such as the natural history of the park.
- the guides lack essential park management skills such as the use of technology.
- given the sacred and spiritual nature of the area for Blackfoot people, some of the guides do not feel comfortable living in the park.
- employment of the guides must be perceived to be beneficial to the Blood Reserve members to prevent the potential segregation of the guides from the community.
- a mutual determination between Alberta Parks and First Nation communities regarding adequate funding for gifts and honorariums for First Nation consultation in planning and programming.

(Alberta Parks and Protected Areas, nd)

v Algonquin Provincial Park – Ontario Parks and Algonquin First Nations, Ontario

This case study highlights the challenges to instigate cultural tourism related opportunities within a protected area managed by the provincial government, where wildlife harvesting has been the primary historical and ongoing use by Aboriginal people.

Description

Algonquin was the first provincial park in Ontario, established in 1893 for a range of land uses including forestry, wildlife conservation, water supply maintenance and recreation. The park has now been expanded to twice its initial size, covering more than 7 700 square kilometres of forests, lakes and rivers in south-central Ontario.

The provincial government park agency, Ontario Parks is responsible for managing the park and its various land use purposes, whilst also protecting the park's significant natural, cultural and heritage values.

The park was part of the traditional hunting territories of the Algonquin First Nations, who still maintain wildlife harvesting rights in the park. Limits are set on the time of year harvesting is permitted, locations where harvesting can occur and the number of animals which can be harvested.

There is a First Nation Reserve to the east of the park, and also a number of Aboriginal people living in rural areas and town communities around the park that are outside of the reserve. (*pers.comm.* Winters 2005) The park is also under a comprehensive land claim that covers a vast area of eastern Ontario.

As Ontario's most well known park, more than one million people visit Algonquin each year, most between June and October to participate in hiking, picnicking, cycling, camping and wildlife viewing. Some of the wildlife that inhabit the park include moose, white-tailed deer, beaver and wolves. Water-based activities such as canoeing, kayaking, swimming and boating are also popular with visitors, as more than 10% of the park is comprised of a network of rivers and lakes. During the winter months, visitors enjoy cross-country skiing, dog-sledding, snowshoeing and winter camping. (Ontario Parks, 1998)

The Friends of Algonquin Park is a non-profit, charitable organisation that operates under an agreement with Ontario Parks to develop the natural heritage education and interpretation programs in the park. Resources to fund these programs are generated from a range of saleable park-related publications that are produced by the organisation. The proceeds have also assisted to develop the park's visitor centre and Logging Museum, and also help maintain and staff these buildings throughout the year. There are currently more the 3 000 members of The Friends of Algonquin Park. (The Friends of Algonquin Park, nd)

In June 2005, the park opened the Algonquin Art Centre, showcasing original artwork that depicts Algonquin and other parks in Ontario and Canada.

Websites: www.ontarioparks.com (Ontario Parks)
 www.algonquinpark.on.ca (The Friends of Algonquin Park)

Benefits and Opportunities

The Algonquin Visitor Centre displays the human and natural history of Algonquin with sophisticated exhibits and interactive displays. The centre has a modest exhibit showing and describing traditional Aboriginal presence and culture in the area.

One of the Algonquin communities living closest to the park's boundary has been approached by park management to establish a visitor interpretive centre specific to Algonquin culture. It was suggested that this new centre could compliment the current visitor centre, which is primarily focused on white Canadian history and wildlife in the area. Park staff could also offer valuable knowledge to develop the centre, such as interpretive planning and design.

Due to the popularity of Algonquin for a range of outdoor pursuits, there is a well serviced outfitters business in the local town closest to the park. This recreation service provider rents out a range of outdoor equipment such as canoes, kayaks, boats and camping gear, and offers to deliver equipment to visitors in the park. This is a successful Aboriginal owned business and shows an example of the opportunities which exist for Aboriginal communities neighbouring parks to develop tourism related businesses to service the needs of park visitors.

Algonquin has a strong natural heritage interpretation program for school, youth and adult groups, with more than 60 programs available. There are no programs specific to Aboriginal culture and the association of the Algonquin people to the area. An application for grant funding could provide the necessary resources to undertake Aboriginal cultural heritage programs in the park. (*pers.comm.* Winters 2005)

Challenges and Constraints

Due to the spread of Algonquin First Nations and other Aboriginal people living on reserves and within rural and town communities surrounding the park, it has been difficult to establish consultation processes for management issues relating to the park.

Unlike Canada's national parks system where wildlife hunting is not permitted, Algonquin permits restricted harvesting such as moose hunting and fishing for native brook trout and lake trout by Aboriginal Canadians. Activities such as fishing and wildlife viewing have significant recreational value to non-Aboriginal people that has created a certain level of resentment about these 'special rights' given to Aboriginal people. Additionally, Algonquin people have focused their attention on wildlife harvesting opportunities available in the park, and have not expressed an interest in becoming involved in potential tourism related ventures. (*pers.comm.* Winters 2005)

Some Algonquins have expressed concern regarding certain management aspects of the park given their historical connection with the area, such as vehicle access to areas that were traditionally protected and not open to the general public, levels of commercial forestry permitted in the park and established recreation buildings and infrastructure.

Other Partnership Models

vi Head-Smashed-In Buffalo Jump Interpretive Centre, Alberta

This case study highlights the importance of direct and meaningful involvement by the traditional people in the establishment and management of a government-funded iconic cultural tourism attraction at a significant cultural site.

Description

Head-Smashed-In Buffalo Jump (HSIBJ) is located in southwest Alberta, 18 kilometres from Fort Macleod and approximately 70 kilometres east of the Rocky Mountains.

The site has been used by Aboriginal people for more than 6 700 years, making it among the oldest, largest and best preserved buffalo jump sites on the western plains. It received world heritage status in 1981 due to its cultural and ceremonial values for Blackfoot tribes. The 800 hectare area is also a national historic site, most of which is held in trust and managed by the Government of Alberta.

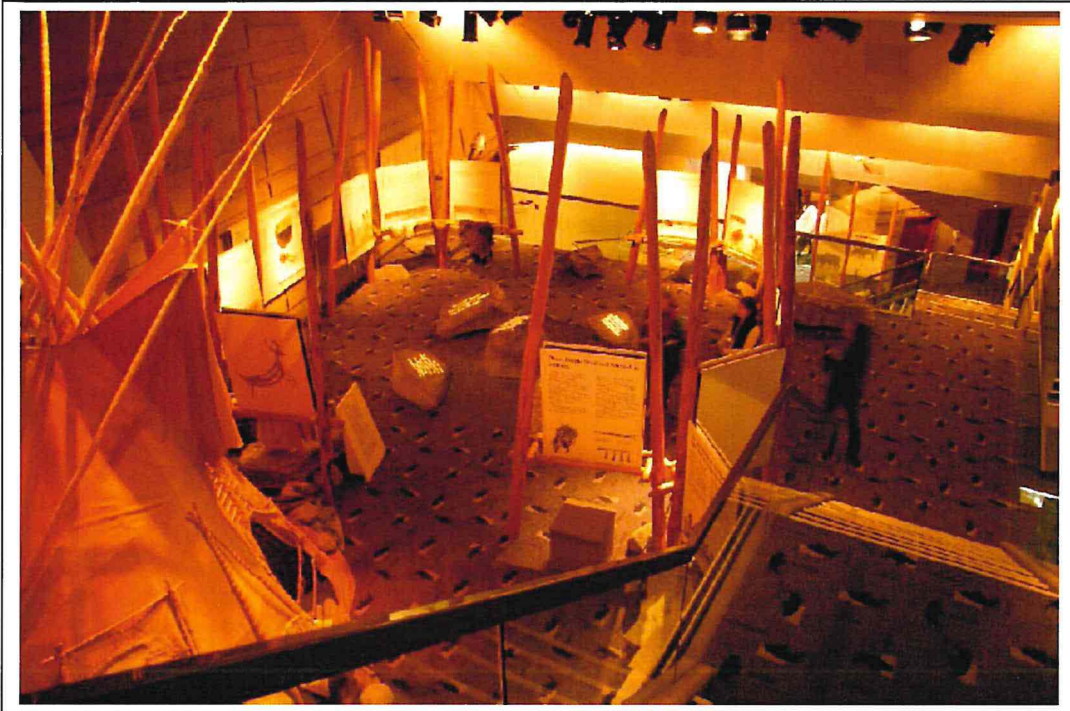
A variety of cultural remains associated with communal buffalo hunting can be found at the site. These include stone cairns organised in drive lanes to direct bison from the grazing area towards the cliff edge, and cultural deposits of bison bones and stone tools at the base of the cliff which was the butchering and processing area. It has been suggested more than 100 000 bison were killed at this site. (Brink, 1992)

Following world heritage listing, the Alberta Government funded a \$10 million interpretive centre to interpret the history of HSIBJ. The state-of-the-art interpretive centre opened in 1987, which was designed for visitors to travel from the past to the present through the building between five levels to experience the buffalo hunting culture of the Plains people. The centre is complimented by a short walk along the cliff face to view the site of the original buffalo jump.

All information presented in the exhibits including text, display concepts and artefact content was developed during a consultation process between Blackfoot Nation elders, archaeologists, anthropologists, planners, designers and other experts. (Brink, 1992)

HSIBJ employs nine permanent staff, which includes two interns (students) who have the option to continue working at the site once their studies are completed. Six of the nine staff are Blackfoot Nation people, and undertake guided tours of the interpretive centre as well as lead events and activities held at the site such as Blackfoot storytelling, drumming, singing and dancing. (*pers.comm.* Malone 2005)

HSIBJ currently receives approximately 75 000 visitors each year, mostly between May and September. HSIBJ has developed a range of education programs at the site for children to learn about Blackfoot culture which compliment the government education curriculum.



Inside the Head-Smashed-In Buffalo Jump Interpretive Centre. (photo courtesy of Travis Sjovold)

The origins of the name Head-Smashed-In Buffalo Jump (quoted from Lorraine Goodstriker, Head of Interpretation).

'Legend has it that Head-Smashed-In got it's name through the young boy that was standing beneath the cliff and getting his head smashed in by the Buffalo piling up and getting crushed by the weight of these magnificent Buffalo. The young boy was supposedly very curious to see what the Buffalo looked like as they plunged off of the cliff to their death, so unaware what was going to happen he stood beneath the cliff. When he heard the thunder of the Buffalo he thought he would be safe by bracing himself against the cliff, unfortunately this was not a wise decision. The young boy had to pay the consequences of making the wrong decision by jumping against the cliff and curiosity getting the best of him.'

The true story of the name Head-Smashed-In takes place north of our Site around the Cayley area. In the past, Plains Crees and the Blackfoot did not get along, they were enemies. With the Northern Crees we could get along with them because we would sometimes make trades with them. At this time, a Blackfoot warrior had met this plains Cree around the Cayley area north of us, it was at this creek called Mud Creek. As soon as the two met they began fighting it out and one had to die. In the olden days there were some people who had spiritual powers to transform themselves into whatever they wanted to become, so the Cree unaware of the Blackfoot warriors gift, the Cree hit the Blackfoot backwards into the water, the Blackfoot warrior transformed himself into a Beaver. He swam around the Cree and came out from behind the Cree and transformed himself back to a human, he slowly pick up a rock, while the Cree was still waiting for the Blackfoot to surface, the Blackfoot warrior hit him in the back of his head and smashed it in, hence the Cree warrior was killed.

To our people, Head-Smashed-In Buffalo Jump was only known to us a Piskaan (Buffalo Jump).'

Website: www.head-smashed-in.com

Benefits and Opportunities

The consultation process to develop the centre included involvement by Blackfoot elders. Whilst it is recognised that HSIBJ is a government managed and operated site, this level of meaningful engagement with the Blackfoot Nation at the early stages of the centre's development should prove invaluable in further strengthening the relationship with the wider Blackfoot community over time.

The recruitment process used at HSIBJ includes criteria to specifically target Blackfoot Nation people to become employed as guides at the site. Two elders from the Blackfoot tribe have previously 'observed' on the recruitment interview panel as non-voting members. While not part of government recruitment guidelines, their role as observers on the panel proved to be a positive means of relationship building with the tribe through the elders. (*pers.comm.* Malone 2005)

'Experience suggests that a typical visitor to HSIBJ will be more interested in the unfamiliar and seemingly exotic story, as shaped through the cultural filters of native people, than in the already familiar cultural sieves of his or her own background.'

Jack Brink, Curator of Archaeology at the Royal Alberta Museum involved in the development of Head-Smashed-In Buffalo Jump Interpretive Centre. (Brink, 1992, 39)

Other initiatives involving Aboriginal people at HSIBJ include an annual christmas dinner organised on-site specifically for the elders, and an event called 'Sunday At The Jump' which is targeted towards the local community.

The Head of Interpretation (and second in charge) at HSIBJ is a member of the Blood Tribe, who has conducted Vision Quests for women once each year for the past twenty years. The Vision Quest involves a period of fasting for four days in a secluded place away from the centre. *'Usually in about the second or third day of the Vision Quest, you are no longer considered a human on earth, you are in a spirit world where you can communicate with anything. This is very rewarding for me, not because I want to gain spiritual powers but for the betterment of mankind and to be able to have understanding, compassion, unity of all mankind and just to get along with people and the people I work with as well as the wellness of my Family.'* (*pers.comm.* Goodstriker 2005)

The upcoming revitalisation program at the site will include an upgrade to the exhibits, as well as further development and marketing of the Blackfoot Tipi Camp. The camp is located below the interpretive centre in the Old Man River Valley, and allows visitors to stay overnight in tipis while learning about Aboriginal culture from the Blackfoot guide. The revitalisation program has the potential to increase employment opportunities for Blackfoot people at the tipi camp, and may also instigate other management models for increased involvement of Blackfoot people in this cultural tourism venture at the site. (*pers.comm.* Malone 2005)

Constraints and Challenges

Site management reported that the painted buffalo skull used as the brand at HSIBJ is sacred and unique to one Blackfoot tribe, and will not be touched or interpreted by other Blackfoot tribes. This illustrates the need for managers to be aware of potential cultural differences between various Aboriginal groups and make management decisions to respect these differences.

HSIBJ is a government funded and managed initiative, with a non-Aboriginal manager. Whilst the site must operate within the confines of government policy and protocol, the site manager needs to think and act creatively to allow for meaningful involvement of Blackfoot Nation people at the site. (*pers.comm.* Malone 2005)

vii Syncrude Gallery of Aboriginal Culture at Royal Alberta Museum, Alberta

This case study gives an example of a high quality education and cultural resource that is regionally based, illustrating past and present Aboriginal culture in the region to a broad audience including local rural communities, school groups and international visitors.

Description

The Syncrude Gallery of Aboriginal Culture is housed within the Royal Alberta Museum in Edmonton, and attracts over 250 000 visitors each year. The gallery was built in 1997 at a cost of \$2.5 million, of which \$1 million was contributed by Canadian oil company, Syncrude. The exhibition spans 11 000 years and 500 generations to describe the First People's history in north America.



One of the exhibits in the Syncrude Gallery of Aboriginal Culture. This scene depicts a Blackfoot weasel tail suit transfer ceremony held at Sundance Flats in southern Alberta, marking the young boy's initiation into Blackfoot ceremonial life.

The development of the gallery's exhibits involved consultation with elders from 22 First Nation and Métis communities in southern Alberta. A number of voice recordings and photos were collected from Aboriginal residents throughout the province. The gallery is highly regarded due to the combination of contemporary exhibits along with the historical displays and information. (*pers. comm.* Berry 2005)

The publication '*Aboriginal Cultures in Alberta, Five Hundred Generations*' (2004) also sponsored by Syncrude, compliments the visitor experience to the gallery.

Website: www.royalalbertamuseum.ca (Royal Alberta Museum)

Benefits and Opportunities

The exhibits provide a major educational and cultural resource regarding First People's history for both Aboriginal and non-Aboriginal people. The museum's education program attracts 60 000 school children each year, and introduces students to selected First Nations children and their families through the use of stories, games and other activities. These programs are linked to the Alberta education curriculum through the Social Studies unit.

Every school and library in Alberta has received a copy of the gallery's companion book, '*Aboriginal Cultures in Alberta, Five Hundred Generations*' (2004) to promote an awareness and understanding of Canada's Aboriginal culture outside the museum.

The value of the museum to both Canadians and international visitors has been acknowledged with the provincial and federal government allocating \$180 million during 2005 to expand and update the museum. These funds will be spent over the next five years and will include an upgrade to the Syncrude Gallery of Aboriginal Culture.

viii Blackfoot Crossing Historical Park Interpretive Centre in Siksika Nation Reserve, Alberta

In contrast to the other case studies from Canada, this model shows an example of the establishment of a cultural tourism attraction on communal land, with direct benefits to the traditional Aboriginal people.

Description

The Siksika Nation Reserve is located one hour east of Calgary in southern Alberta, and is part of the Blackfoot Confederacy. The reserve has a population of 6 000 members who are governed by a chief and councillors.

Blackfoot Crossing is a designated national historic site within the reserve, and has also been recommended for world heritage listing, given it was the location of the signing of Treaty 7 between the Canadian Government and First Nation representatives in 1877.

The Blackfoot Nation have a vision of 'building a unique world-class tourist attraction designed to engage visitors in authentic cultural experiences with the Blackfoot people', known as the Blackfoot Crossing Historical Park. (Siksika Nation, 2005)

The attraction has received funding of approximately \$28 million, primarily sourced from the Siksika Band along with some federal and provincial government contributions, and is planned to open during 2006.

The central concept of the site is that of a meeting place, where Blackfoot interpreters will communicate the culture of the northern plains indian through storytelling, music, dance, tribal art, archaeological sites and language.

Website: siksikanation.com (Siksika Nation Blackfoot Crossing Historical Park)

Benefits and Opportunities

As owner and manager of the site, the Siksika Nation members will generate direct financial, social and cultural benefits from this tourist attraction on the reserve.

'The story of the Blackfoot people's lives, their culture and their history has yet to be told in their terms and on their traditional lands that once spanned 70 000 square miles, from British Columbia to Saskatchewan. The Blackfoot Crossing Historical Park is an opportunity to present their story and expand Canadian history by 10 000 years.'

(Siksika Nation, 2005)

V SOUTH AFRICA

Parks

i Addo Elephant National Park, Eastern Cape

National park managers responsible for building relationships with neighbouring local communities are driving some encouraging initiatives that are involving these communities in park management and also providing economic, social and cultural outcomes.

Description

The Addo Elephant National Park (AENP) was proclaimed in 1931, with only 11 elephants in the park at the time of proclamation due to the ivory hunting trade and pressure from the growing agricultural industry to eliminate elephants.

Early records show that Khoisan and Nomadic Xhosa people inhabited the area many years prior to the establishment of the park when wildlife in the area was plentiful.

Elephant numbers have grown over time, with more than 400 elephant now protected in the park and a range of animals introduced back into the area including eland, Burchell's zebra, warthog, black rhino, hippo, Cape mountain zebra, lion and spotted hyena.

The expansion of AENP into a 'Greater Addo' was first initiated in 1994, with further expansions made possible with funding by the Global Environment Facility (GEF), South African National Parks (SANParks) and private donor agencies leading to its present size of over 164 000 hectares. The end result of this expansion initiative will make Addo the third largest park in South Africa (at 236 000 hectares plus an additional 120 000 hectare marine protected area) after Kruger and Kgalagadi, and the only park in the world with the 'Big Seven' (which includes whales and great white sharks).

The park currently attracts 130 000 visitors a year, with the majority visiting the main game viewing area (which includes a flood lit waterhole for night viewing) or joining a guided game drive with one of the park rangers. The park also has a 36 kilometre hiking trail with huts for overnight stays in the coastal area, various shorter walking trails, a network of horse trails, 4wd trails and a range of accommodation including park managed camp sites and private sector owned and operated lodges. (SANParks, 2005a)

There are 130 permanent staff employed in the park, not including contract staff and concession holders. The park stimulates the growth of tourism and employment in the region, with tourist-related industries such as private lodges and bed & breakfast accommodation surrounding the park.

The People and Conservation Branch of SANParks is responsible for '*creating mutually beneficial relationships between the park and the people who are stakeholders in the park, including local communities, schools, local government and business, visitors and the media*'. (SANParks, nd, a) Staff have developed and facilitate a range of initiatives in the park to improve relations with adjacent stakeholders, including local community groups.

Websites: www.addoelephantpark.com (Addo Elephant National Park)
 www.sanparks.org/parks/addo (South African National Parks – Addo Elephant National Park)

South African National Parks and Mayibuye Ndlovu Development Trust

The Mayibuye Ndlovu (meaning 'let the elephant return' in Xhosa) Community Forum was established in 1993 to resolve issues between the park and the adjacent Nomathamsanqa community. More recently, it has been recognised that there are concession and ecotourism development opportunities in and around the park, along with associated opportunities to supply goods and services to these businesses. This has resulted in the expansion of the community forum to become more representative of all the local communities and the formation of the Mayibuye Ndlovu Development Trust. This Trust is represented by the park, local government, the Sunday River Valley Tourism Forum and eight surrounding local communities. (SANParks, 2005a)

The main objectives of the Trust are to:

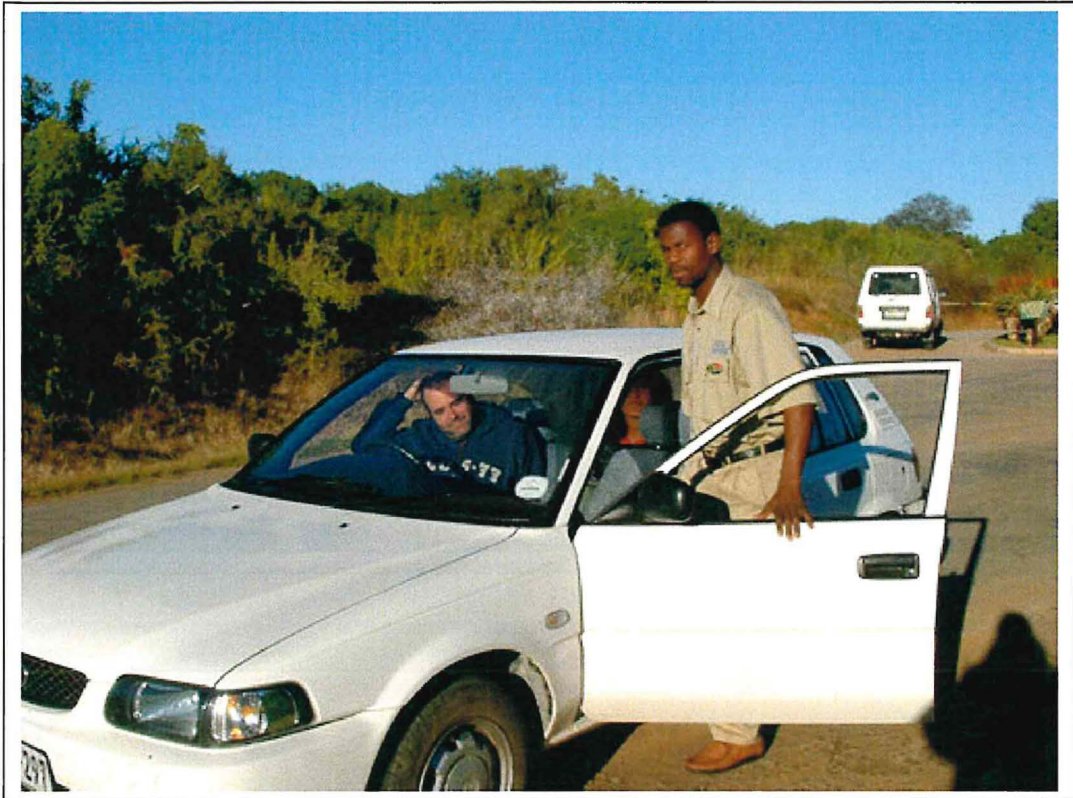
- manage and administer the benefits derived from development projects and commercial ventures;
- pursue and secure funding and support for identified priority projects;
- improve the quality of life of all communities represented on the Trust through the effective management of projects, ventures and benefits;
- take action to address poverty, unemployment, socio-economic needs and historical disadvantages amongst the communities represented on the Trust, with a priority placed on areas in greatest need; and
- be conscious of the need to protect and conserve the AENP, with all activities to be carried out in a manner which shall have due and proper regard for the environment and in accordance with sustainable environmental management principles.

(SANParks, nd, b)

South African National Parks and Eyethu Hop-on Guides

This is an innovative program whereby trained guides from the local communities operate their own business within the park, providing guiding services for visitors in their own vehicles. The program has been developed by the People & Conservation staff at AENP, with assistance from the Mayibuye Ndlovu Development Trust, Eastern Cape Tourism Board, South African Tourism Association and Tourism Enterprise Program. (SANParks, 2005a)

Potential guides are sourced from the nearby communities, and trained by SANParks on a range of information and issues specific to the park, including field guiding and first aid. There have been eight people from the local communities trained as Eyethu Hop-on Guides since the business began operating in the park, with three guides currently providing this service and a further two guides in training. Visitors are informed about the guides via the park's website and also upon arrival at the park entry gate. The guides can join visitors in their vehicles to offer information during the tour of the park.



Eyethu Hop-on Guides providing a guiding service to visitors in Addo Elephant National Park. (photo courtesy of South African National Parks)

Benefits and Opportunities

Some benefits received by the Nomathamsanq community when the Mayibuye Ndlovu Community Forum was first established in the early 1990's included:

- building material, craft material and firewood from exotic trees and other plant species in the park.
- proceeds for community needs from venison sold to tourists from game culling activities within the park.
- support by SANParks for the community to sell their craft at the park entrance gate. (SANParks, nd, b)

The composition and purpose of the more recently establishment Mayibuye Ndlovu Development Trust is perfectly suited to receive black economic empowerment uptakes, for the coordination and implementation of economic development opportunities for their represented communities surrounding the park.

In addition, an agreement has already been reached between the Trust and SANParks for a proportion of the gross revenue (between 6-12%) from the camp closest to the southern entrance gate to be directed to the Trust. The percentage of the turnover is based upon the occupancy rate at this site. (*pers.comm.* Bradfield & Mangcaka 2005)

There are currently four concession sites managed by private tourism enterprises in the park, which provide upmarket lodge and safari camp accommodation for visitors. The Trust is intending to build and operate an additional accommodation site within the park, with a concession to be granted to the Trust by SANParks for this development. (*pers.comm.* Bradfield & Mangcaka 2005)

The Eyethu Hop-on Guides business is run separately to the park administration, with charges paid directly to the guides when visitors choose to use their services in the park. This enables direct income generation for the guides. SANParks provides office space for this business within the park, and housing for the guides whilst at work.

Along with the Eastern Cape Tourism Board and the Tourism Enterprise Program, the park has jointly funded the guides to attend an intensive field guide course, as well as South Africa's Tourism Indabas to market their business. The skills and knowledge learnt during the ongoing training sessions for these guides allows the opportunity for guides to become employed by SANParks or gain other tourism or interpretation related positions. One of the previous Eyethu guides is now employed as a Ranger at AENP whilst others have secured employment with private lodges.

The Hop-on Guides currently travel with visitors on two-wheel drive routes and game drives in the park. SANParks are investigating the potential for guides to travel with visitors on the park's various 4wd trails. It is suggested that this would be popular with some international visitors who do not feel confident travelling on these routes without a guide, but want a 4wd experience. There is also the possibility of providing this guiding service on the various walking trails in the park. (*pers.comm.* Bradfield & Mangcaka 2005)

The AENP also promotes the use of Hop-on Guides by requiring all school groups that are given free entry to the park for educational purposes hire a guide during their visit. In turn, the guides offer a reduced rate to these school groups in the interests of environmental education and due to the fact that the majority of school groups are from disadvantaged backgrounds. (*pers.comm.* Bradfield & Mangcaka 2005)

This initiative is now being trialled in other national parks in South Africa.

Constraints and Challenges

The Mayibuye Ndlovu Development Trust is only in its infancy, with regular meetings to commence when the Program Coordinator position has been filled during 2006. Two representatives (a principle and an alternate delegate) must be democratically elected from each of the eight designated local communities on the Trust. These democratically elected members must be committed to their membership responsibilities (such as attending meetings), and also represent their community's best interests as a member on the Trust (such as managing the benefits derived from community development projects).

The Trust is now fully represented by all eight communities, however further communities may need to be represented on the Trust as the boundaries of the park expand over time. (SANParks, nd, b)

Another potential challenge when the Trust becomes fully operational may be the consensus of the members to determine priorities for the allocation of funds, especially given there are eight separate communities represented on the Trust.

The Eyethu Hop-On Guides business offers training and skills development for local community members in interpretive guiding as well as some financial gains, however the business may not provide full-time employment opportunities to guides, given:

- the seasonality of visitor numbers to the park; and
- the service is more likely to be used by international visitors than South African people, and these visitors need to be travelling independently rather than part of an organised tour.

There is also the commitment required by SANParks to regularly review and maintain training needs to ensure messages from the guides are consistent with park management policies and practices, and fill training gaps when guides leave the business for other job opportunities.

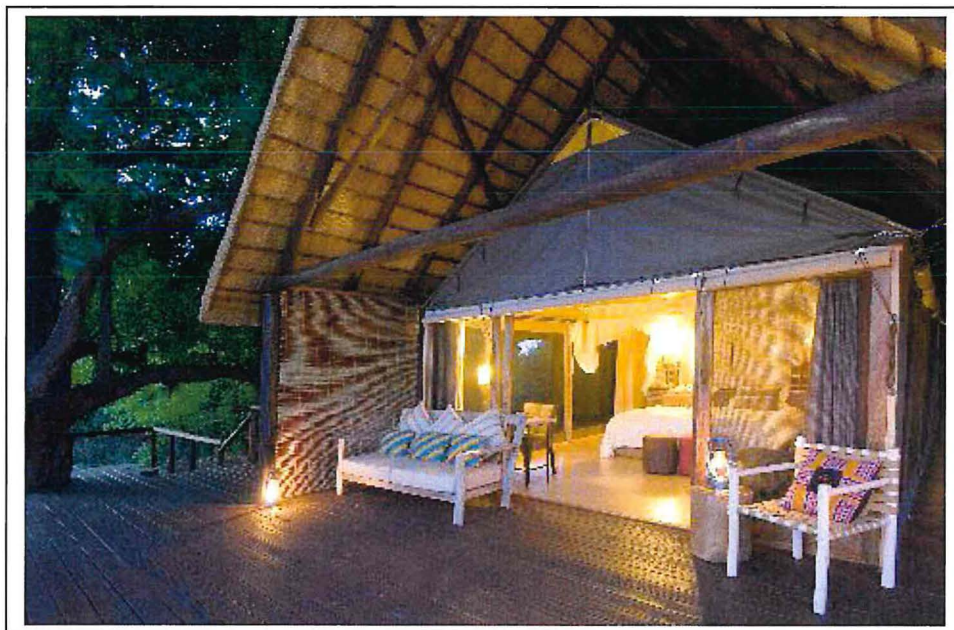
ii Pafuri Camp, Makuleke Region of Kruger National Park - Makuleke community, Wilderness Safaris, South African National Parks, Mpumalanga

This is a unique three way partnership whereby community-based land has been retained within a formal government protected area, and leased to an established private ecotourism enterprise by way of concession.

Description

The Pafuri Camp is located within the 24 000 hectare Makuleke concession area in the northern most sector of Kruger National Park. The concession area was formed following the successful land claim by the 11 000-strong Makuleke community in 1998, when ownership and title of this land was returned to the Makuleke people as restitution of their land after their forced removal from the park in 1969. This was one of the first communities to win back land in a formally protected park or reserve. The community decided to retain the conservation and protection status of the land as part of the Kruger National Park, and also earn benefits from a leasing arrangement for tourism purposes. (*pers.comm.* Maluleke 2006)

A concession agreement was reached between the Makulekes and established ecotourism enterprise, Wilderness Safaris to develop high-end safari style tented accommodation at Pafuri. The Pafuri camp opened in 2005, with the Makuleke community providing a 45 year lease term to Wilderness Safaris for the tourism operation. (*pers.comm.* Maluleke, 2006) During this time, the private tourism operator will provide the necessary skills and knowledge transfer to staff employed at the camp from the community. It is intended that the concession area will be handed back after the expiry of the lease term and the safari camp managed independently by the Makulekes. This is termed the BOT philosophy – ‘build, operate and transfer’ from private operator to local community. (*pers.comm.* Mmethi 2005)



A bedroom in Pafuri Camp, Makuleke Region of Kruger National Park.

Income from the concession and approved hunting is directed to a trust run by community representatives and South Africa's Department of Land Affairs. The trust is responsible for allocating funds according to community development project priorities.

A Joint Management Board has been established to manage the area, which is represented by equal numbers from the community and SANParks. The Board discusses all aspects of commercial projects proposed within the concession area, with an EIA being required for all commercial developments.

As one of the wildest and most remote parts of Kruger National Park, the area contains up to two-thirds of the park's biodiversity and also has a range of cultural and heritage assets given the significant palaeo-anthropological history of the area. (Spenceley, 2003) The Makuleke concession area shares its borders with Mozambique and Zimbabwe, and forms part of the Great Limpopo Transfrontier Park which also includes South Africa's Kruger National Park, Mozambique's Limpopo National Park and Zimbabwe's Gonarezhou National Park.

Visitors can access Pafuri by vehicle or plane from the southern part of Kruger National Park, and partake in one of the camp's guided game drives, walking safaris, mountain biking or paleo-anthropological activities. Evidence of early human ancestors stretching back two million years has been found in the area, such as rock engravings, artefacts and hand tools. There is no self driving permitted whilst staying in the concession area, except on the main access road into and through the area.

Website: www.wilderness-safaris.com (Wilderness Safaris)

Benefits and Opportunities

Wilderness Safaris policy on partnerships with neighbouring communities.

'One of our core beliefs is that rural villages and communities who live in, or border on, wildlife areas have key conservation roles and undeniable rights. It is therefore vital that they are brought into mainstream conservation and tourism, to ensure the sustainable future of their communities and the region's fauna and flora.'

"Wherever possible, we have involved the neighbouring communities in wealth generation through tourism, ownership, skills development, in training processes and the decision-making processes."

If they are included in the revenue streams flowing from wildlife and tourism, there is no better incentive for rural people to nurture the land and to become the park's best custodians.'

(Wilderness Safaris, nd)

Construction work to build Pafuri Camp provided the community with a number of temporary jobs along with skills development. Since the opening of the camp, permanent positions have been generated, with 85% of the staff at the camp from the community. Staff have received training from Wilderness Safaris to lead safari game drives and work in the tented safari camp across a range of management levels such as bartenders, housekeepers, waiters, cooks and managerial positions.

The trust allocates the funds generated from the Makuleke concession to a range of community development projects, with the aim of one development project to be funded each year. Completed projects include the electrification of the Makuleke township, a new school at a cost of R500 000 (with assistance from the Department of Education) and the installation of computers at schools in five villages. (*pers.comm.* Mmethi 2005)

With the assistance of the Endangered Wildlife Trust, the Makuleke community have sent some of their young people to higher education institutions to study conservation. One of the significant conservation benefits being seen is the noticeable reduction of game poaching in this section of the park. The Ntomeni Ranger Services' anti-poaching unit, which receives financial assistance from Wilderness Safaris, is responsible for collecting snares and arresting poachers.

Wilderness Safaris has contributed to the area's wildlife conservation, sponsoring the relocation of white rhino from the southern part of Kruger National Park to the Pafuri region. White rhino were extinct in the park previous to 1961, when the first relocations took place in the central and southern portions of the park. These early relocations have been successful, now with more than 5 000 white rhinos in the park. The more recent relocation to the northern part of the park during 2005 has created another breeding nucleus, and offers new viewing opportunities of the high profile mammal species for guests at the Pafuri Camp. (SANParks, 2005b)

A SANParks officer has been employed in a coordination role between the government agency and the Makuleke community to oversee the partnership arrangements.

iii Greater St Lucia Wetland Park – Greater St Lucia Wetland Park Authority, Mr Price Home and local communities, KwaZulu Natal

The Greater St Lucia Wetland Park is a world heritage site, and an amalgam of land-tenure types managed by a centralised authority. Its purpose is to balance the conservation of the park in partnership with the provincial government conservation agency, and optimise socio-economic development for local communities surrounding the park.

Description

The Greater St Lucia Wetland Park is located on the northeastern coast of KwaZulu Natal, 240 kilometres north of Durban and stretches over 280 kilometres to the Mozambique border. This world heritage site is the largest estuarine system in Africa, comprising almost 240 000 hectares of unspoiled natural assets such as wetlands, lakes, bushveld, beaches, mountains and plains as well as abundant wildlife and marine life.

The park consists of a number of conservation areas that have been established over the past 100 years, with St Lucia Game Reserve being one of the oldest protected areas in Africa, established in 1895. The statutory body established to consolidate all these conservation areas under a single designation is known as the Greater St Lucia Wetland Park Authority (GSTWPA), which has assigned management of the area to the provincial conservation agency, Ezemvelo KwaZulu-Natal Wildlife. A core objective of the Greater St Lucia Wetland Park is the alleviation of poverty and the empowerment of historically disadvantaged communities in this very rural and underdeveloped area of the country. (Spenceley, 2003)

There are several large Zulu tribal communities neighbouring the park, and a neighbour-relations policy has been developed which supports the sustainable harvesting of natural products from the park such as natural grasses to foster good relations with these communities.

The Wetland Park Craft Program was initiated in 2001, involving a three way partnership between the GSLWPA, homewares retail chain Mr Price Home, and around 200 local crafters working in 18 collectives. Mr Price Home contracts the crafters to produce wares for its new Rooted line of indigenous products. Funding for the program was received from external agencies such as the National Department of Arts and Culture and CREATE SA, a national skills fund that promotes workplace-based leadership and skills programs.

'The limited collection takes goods the women have been producing for years using locally harvested plants, and adds a little flair to create modern versions of houseware that will appeal to the wider audience'. (Gallagher, 2005)



Products from the Rooted range. (photo courtesy of St Lucia Wetland News, www.zulani.co.za)

The craftspeople must grow, collect, dry and dye indigenous plants such as isikhonkho, sisal and ilala palm which are transformed into colourful homewares such as bowls and placemats. The goods are created with the assistance of product developers, who are university-graduate designers employed by the Wetland Park Authority to work with the craft groups. With a knowledge of market demand and design trends, the developers assist the crafters to produce products that will sell in higher paying markets. The developers learn the techniques of the craftspeople and their culture by spending time in the collective villages with the women.



Product developers working with the local crafters. (photo courtesy of St Lucia Wetland News, www.zulani.co.za)

Wetland craft products have been featured in glossy design magazines and a furniture designer and fashion designer have produced their own lines of house goods and furniture for the Rooted range.

Benefits and Opportunities

'Partnership with Mr Price Home offers a hugely exciting opportunity for crafters to connect directly with an expanding domestic market, without sacrificing quality or compromising on the price they receive for their products. As part of the national development strategy, crafters now have a material incentive to stay home, rooted in community, using the work of their hands to generate income for rural renewal.....a journey from park to home.'

Information on a display panel about the Wetland Park Craft Program at the Siyabonga Centre in St Lucia.

The craft program provides an important source of income for skilled but formally unemployed people in the communities surrounding the Greater St Lucia Wetland Park. Mr Price Home has shown support for South African designers and producers, negotiating a fair price for the crafters' products. Crafters sell their products directly to Mr Price Home. A long standing supplier to the retail chain, SJ Wholesalers is responsible for quality control, paying crafters and the package and delivery of products. This cost of this service is carried by Mr Price Home.

The training, mentoring and skills transfer to the craft groups from product developers aims to ensure the program is managed as a commercial entity, and also provides valuable skills and work experience for crafters to seek further employment opportunities.

There is the potential to significantly increase the number of crafters involved in the program as the number of outlets selling the products increase over time.

Constraints and Challenges

Most of the younger women in the collective do not stay committed to the project, as they find the turnaround time between harvesting the plants and finding a buyer for them is too slow.

Many of the craftspeople have limited education and work experience, which is one of the challenges in this business partnership. They need to manage the challenges of producing large orders, meeting deadlines, and producing consistently high quality products.

For many of the women, the craft group is not their only commitment, with other jobs often related to their family lives.

The training program has illustrated the importance and difficulties of training in a coordinated and directed way that deals with actual levels of literacy, and managing expectations of the rural poor. (Spenceley, 2003)

Private Reserves

iv Phinda Private Game Reserve – Conservation Corporation Africa¹, Africa Foundation² and surrounding local communities, KwaZulu Natal

The Africa Foundation provides an example of a significant and tangible community benefit system being managed by an independent, non-profit organisation that evolved from a community development arm of a private sector ecotourism enterprise.

Description

Africa Foundation's mission:

'Our mission is to facilitate the empowerment and development of people living in or adjacent to protected areas in Africa, by forging unique partnerships between conservation initiatives and communities.'

Phinda Private Game Reserve is privately owned by the established ecotourism enterprise, Conservation Corporation Africa (CC Africa), and comprises 18 000 hectares of conservation land bordering the Greater St Lucia Wetland Park in northeast KwaZulu Natal. The private reserve has been coveted by conservation bodies for incorporation within the Greater St Lucia Wetland Park.

CC Africa was established in 1991 with the purchase of Phinda and development of the first luxury safari lodge built on this reserve. See Appendix I for further information about CC Africa. The conversion of Phinda into a private game reserve included the consolidation of farmland between the Mkuze Game Reserve and Sodwana State Forest Reserve. This was followed by a significant wildlife reintroduction program to return wildlife species such as elephant, lion and black rhino that previously inhabited the area.

Phinda received South Africa's Imvelo Responsible Tourism Award for 2002, acknowledging its commitment to responsible tourism with economic, social and environmental achievements. The reserve has six different lodges containing between 4-20 suites. Guest areas at each of the lodges include swimming pools, viewing decks and dining areas. Safaris such as the twice-daily game drives, boat cruises, canoe trips and bush walks are included within the accommodation package. A range of specialist activities within the Greater St Lucia Wetland Park such as night turtle drives, horse riding, scuba diving and deep-sea fishing are offered to guests at an additional cost. (CC Africa, nd, a)

CC Africa's management philosophy recognises that economic development in the conservation areas in which they operate is fundamental to the maintenance of biodiversity, and that much of Africa's wildlife heritage and land is influenced (or owned) by local communities. At the time of Phinda's inception, CC Africa founded a non-profit organisation arm (initially called the Rural Investment Fund) as a catalyst to facilitate international financial support for responsible,

¹ see Appendix I for further information about Conservation Corporation Africa.

² see Appendix II for further information about the Africa Foundation.

consultative community projects in the rural communities surrounding CC Africa lodges. Now known as the Africa Foundation, the organisation forms partnerships and builds relationships between the communities, CC Africa and donors to carry out community development priorities. Funding is obtained from donations sourced from corporations, philanthropists, trusts and CC Africa lodge guests, and is directed to three core areas within these neighbouring communities; education, health care and income generating activities. (*pers.comm.* Currie 2005) See Appendix II for further information regarding the Africa Foundation.

The four communities surrounding Phinda (Mduku, Mngqobokazi, Nibela and KwaJobe) are considered some of the poorest parts of Maputaland, and the largest of these communities has a population size of 20 000 people (KwaJobe). The Africa Foundation has funded and established a range of community development projects within these four communities. (*pers.comm.* Ntuli 2005) See Appendix III for the list of community development achievements in the Phinda region over the past 14 years and current projects within these communities.



Visiting the Macebo crèche in the Phinda region built in 1999 with funding from the Africa Foundation for a cost of R50,000. The creche is currently attended by 70 children. (photo courtesy of Darren Humphrys)

Phinda works in partnership with provincial conservation agency KZN Wildlife and the conservation non-government organisation, Wildlands Conservation Trust regarding mutual issues and benefits. During 2004, black rhino were taken from KZN Wildlife reserves and released within Phinda as part of the WWF's Black Rhino Range Expansion Project. It is hoped that the fences will be dropped between Phinda and the neighbouring Mhuze Game Reserve managed by KZN Wildlife, for the purposes of the expansion project and will also allow larger potential ranges for other wildlife species. (*pers.comm.* Pretorius 2005)

Given the range of successful partnerships with various government and private sector organisation, Phinda is considered CC Africa's flagship property regarding conservation management and community empowerment through responsible, sustainable ecotourism.

Websites: www.africafoundation.org (Africa Foundation)
 www.ccafrica.com (CC Africa)
 www.safariasap.com (CC Africa safari offers site)

Benefits and Opportunities

'On the one hand we were devastated to see the deprivation that still exists in many rural communities ten years into South Africa's democracy, on the other, we were delighted to see that something is being done about it, through the Africa Foundation. We were very impressed with what the Foundation has achieved and would be honoured to become patrons of the organisation'.

Archbishop Emeritus Desmond and Mrs Leah Tutu when accepting the request to become Patrons of the Africa Foundation. (Africa Foundation, n.d.)

The Africa Foundation has selected well known identities within the African community to be the patrons of the organisation. The patrons are considered role models in relation to local community empowerment and can generate awareness and influence potential donors and the wider community about the Foundation.

Phinda currently employs 300 people from the surrounding communities. The average number of family dependants from one salary is 10 people, which equates to 3 000 local people benefiting from the reserve.

The staffing structure of the Africa Foundation provides the necessary resources at a local level to achieve sustainable community development outcomes. The Foundation employs a KwaZulu Natal Coordinator, who liaises with local communities in the Phinda region on a weekly basis to oversee project development and ensure funds are being efficiently and effectively managed. The Coordinator works closely with a 'local champion' identified for each of the community development projects, who drives the project.

CC Africa and the Africa Foundation work in partnership to support each other's objectives and achievements. CC Africa offer guided visits for their guests to the local communities surrounding Phinda on the Isikolethu ('our culture') Community Experience. This includes a visit to some of the community development projects established by the Africa Foundation such as the local craft market. Guests have the opportunity to purchase goods directly from the communities or can become donors to the Foundation.

A range of individual and corporate donors with strong social responsibility ethics or policies support the Foundation. Accountability of projects is managed through business plans, timelines and budgets, with donors receiving feedback reports regarding project milestones.



School principal of 20 years, Mr Hadebe had a dream and vision to provide running water at the Mngobokazi Higher Primary School in the Phinda region. After successfully receiving funds and support from the Africa Foundation, Mr Hadebe is the 'local champion' working with the Africa Foundation's KwaZulu Natal Coordinator to install a bore-hole and tank at the school. Photo shows installation taking place at the school. (photo courtesy of Darren Humphrys)

Community support for the CC Africa ecotourism safari enterprise at Phinda has been recognised by the minimal poaching done on the private reserve compared with the surrounding conservation areas. Research has shown that community support for poaching is more likely to increase in those communities where benefits from their neighbouring conservation reserve are perceived to be low. As a result, Phinda has minimal anti-poaching staff in comparison with their neighbours. (Currie, 2001)

Phinda is currently included within a larger parcel of land under land claim, with settlement expected during 2006. The local communities have already informed CC Africa that upon their successful resolution of the land claim, they intend for the established ecotourism organisation to continue managing the reserve. (*pers.comm.* Currie 2005) Research also highlights the value that the local communities place on the reserve, with the majority of responses to a community survey opposed to any suggested abolishment of Phinda on the grounds of wildlife protection and employment opportunities within the reserve. (Currie, 2001)

Constraints and Challenges

Whilst there are significant community empowerment achievements now being seen in the Phinda region due to the efforts of the Africa Foundation and CC Africa, the requirement for long-term commitment to support these community development initiatives is acknowledged by the two organisations. The Africa Foundation has also established relationships with communities adjacent to other CC Africa properties, and generally does not expect to see any benefits from partnerships for at least five years from the time of first contact. (*pers.comm.* Carlisle 2005)

It is important that the Africa Foundation does not give false expectation to communities that funding for their specific community development project will be forthcoming at the time when applications are lodged. In addition, the local community must be empowered to initiate the funding application process, in consultation with the Foundation. Examples were seen in the Phinda region where government bodies had built a town hall and local market without any form of community involvement in the decision making process. This has resulted in these buildings not been used by the community. (*pers.comm.* Currie 2005)

The ongoing operation and maintenance costs of the community development projects that have been funded by the Foundation for the initial establishment phase needs to be determined at the outset. The Foundation committed funding to build a health clinic within the Phinda region to service a community of 10 000 people. The 24-hour clinic was opened in 1995, and can have up to 3 500 patients per month. The Health Department is providing funds to staff the clinic, however the Department of Public Works have not agreed to cover the maintenance costs of the building. These costs are being met by the Foundation while this issue is being resolved, to ensure the clinic continues to operate. (*pers.comm.* Currie 2005)

Whilst the Africa Foundation and CC Africa are supporting the successful implementation of essential community development projects and conservation education initiatives in Phinda's neighbouring rural communities, research suggests that this alone may not create mutually beneficial relationships. These local communities feel they should have greater decision-making involvement in relation to the management of the reserve and the associated conservation process. This has been acknowledged by CC Africa, but it is also recognised that the political instability that exists in one of the neighbouring communities is a restricting factor to increase community involvement in their decision-making processes. (Currie, 2001)

v Ngala Private Game Reserve - Conservation Corporation Africa³, South Africa National Parks Trust and World Wildlife Fund-South Africa, Limpopo

Ngala is a three-way partnership between government, a non-government organisation and an established ecotourism enterprise. This partnership was established in 1992, with Ngala being the first private game reserve to be included within the Kruger National Park.

Description

Ngala Private Game Reserve is a 14 700 hectare private concession operated by ecotourism organisation, Conservation Corporation Africa (CC Africa) in the Orpen region of the Kruger National Park.

The Ngala property was previously owned by a private landholder, before being donated to the World Wildlife Fund – South Africa (WWF-SA). The South Africa National Parks Trust functions as administrator of Ngala and owns a small portion (897 hectares) of the land. An agreement was reached in 1992 between CC Africa, the WWF-SA and South African National Parks whereby CC Africa were given exclusive tourism operating rights over the Ngala land, whilst the reserve maintains national park status. CC Africa renovated the existing Ngala Game Lodge and developed the Ngala Tented Safari Camp within the concession area.

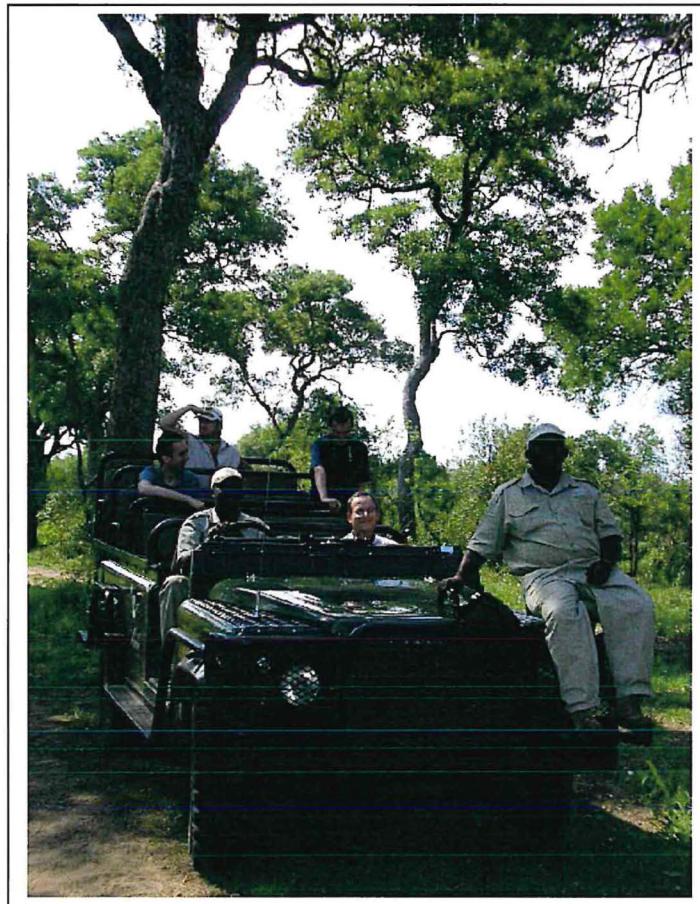


Ngala Private Game Reserve sitting area and bar.

³ see Appendix I for further information about Conservation Corporation Africa

CC Africa's tourism operations at Ngala are part of the Small Luxury Hotels of the World. Ngala Game Lodge has 20 double thatched chalets with en-suite bathrooms and private verandahs, whilst the guest areas include a swimming pool and sundeck overlooking the waterhole, gift gallery, boma and courtyard, dining, bar and sitting areas and conference room. The Ngala Tented Safari Camp offers six elevated safari tents, each with an outdoor shower, bath and wooden deck overlooking the Timbavati River. (CC Africa, nd, b)

Morning and evening safari game drives, interpretive bush walks, stargazing and bush sundowners are included within the accommodation package, with specialist safaris offered to guests for an additional cost.



Morning safari game drive at Ngala Private Game Reserve with Shangaan ranger and tracker.

There are 95 staff managing the ecotourism operations at Ngala Game Lodge, 27 staff at the Ngala Tented Safari Camp and 7 staff at the Walking Safaris Camp, equating to 3 staff for each guest.

Websites: www.ccafrica.com (CC Africa)
 www.safariasap.com (CC Africa safari offers site)

Benefits and Opportunities

An annual concession fee, traversing fees and a proportion of Ngala's profits are paid to the South African National Parks Trust having ownership of this land, for use in expanding or adding to conservation areas.

Ngala has established a pre-school to enable early schooling opportunities for children of the staff employed on the reserve.



Pre-school at Ngala Private Game Reserve for children of the staff, established by CC Africa.

Ngala staff and their families can also partake in the Positive Health program which strives to increase health and wellbeing to prevent illness. Whilst the program aims to empower those living with HIV and extend their length of healthy living in the period after HIV infection until the commencement of AIDS, the program is also targeted towards all people wishing to improve their immune functioning and learn about methods of disease prevention. A Positive Health Coordinator is employed by CC Africa to facilitate the program for staff and communities. (Empowerment Concepts, n.d.)

The non-profit, community empowerment organisation founded by CC Africa known as the Africa Foundation has initiated a range of community development projects in the neighbouring Welverdiend community, in partnership with Ngala and the community. This has included, but not limited to, funds and support for:

- education bursaries, where supported students are required to return to their community for up to two years after their training for the benefit of the community.
- infrastructure improvements at two schools in Welverdiend, including a new media centre and computer centre.

- a HIV/AIDS awareness project where a young group from Welverdiend wrote, produced and publicly performed a play that reflected local HIV/AIDS issues.
 - a visit to the local orphanage by Ngala and Africa Foundation staff on World Aids Day to provide gifts and food.
- (Spenceley, 2003) (*pers.comm.* Baker 2005)

The Africa Foundation employs a coordinator for the CC Africa properties in the Mpumalanga and Limpopo Provinces which includes Ngala, to liaise with the neighbouring local communities to achieve these types of community empowerment outcomes.

See Appendix II for further information about the Africa Foundation.

Constraints and Challenges

The conservation partnership agreement signed in 1992 has formalised the funding arrangement between CC Africa and the South African National Parks Trust, but there is to be further implementation of the partnership arrangement. This includes the establishment of regular meetings between the three partners. (*pers.comm.* Braack 2005)

Ngala is located 190 kilometres (almost three hours drive) from the nearest major town centre of Nelspruit, and the staff generally work for six weeks, followed by a two week break. The relatively remote location of Ngala and the work roster creates some challenges to maintain staff, especially those with families or partners who live outside the reserve.

The school facility near Ngala Game Lodge has been established for the children of Ngala staff, however it is only suitable for pre-school aged children. However, secondary schools in surrounding local communities have been targeted by the Africa Foundation as part of their community development programs.

Other Partnership Models

vi Working Group of Private Game Reserves, Eastern Cape

This interesting case study shows the collaboration of a group of private ecotourism enterprises managing conservation areas who recognise their combined contribution to land rehabilitation for biodiversity conservation, as well as wealth generation and social upliftment for neighbouring local communities.

Description

A group of seven private game reserves (PGRs) in South Africa's Eastern Cape province have formed an informal group for their mutual benefit in areas such as marketing and research. (*pers.comm.* O'Brien, 2006)

During 2004, research was undertaken to assess the socio-economic impact of ecotourism on these PGRs to the region's economy. The research was commissioned by The Wilderness Foundation and conducted by the Terrestrial Ecology Research Unit at the Nelson Mandela Metropolitan University. (Sims-Castley, Kerley and Geach, 2004)

These reserves are purely wildlife viewing ecotourism-based businesses, and do not offer other tourism-related activities such as wildlife hunting and game sales. Previous farming practices on these PGRs included beef, dairy, sheep, angora goats and ostrich.

The PGRs range in size from 1 600 hectares to 27 000 hectares and have been operating as ecotourism enterprises between two and thirteen years. The smaller PGRs of the group provide a safari-type experience with a strong emphasis on hospitality services, whilst the larger PGRs are able to offer more of a true wilderness experience for their guests. The PGRs generally target high-income international markets, charging between R1 200 and R3 750 per person per night to stay in a range of luxury accommodation such as lodges, guesthouses, chalets and suites.

Ownership of the PGRs is mainly in the form of registered companies with multiple shareholders. Some individual landholders have formed cooperative partnerships with their neighbours, and one landholder is a local community whose land comprises 54% of the total reserve, making them the majority shareholder.

The research reported that whilst revenue generation was the principal driver to initiate these ecotourism ventures, all PGRs indicated the desire to contribute towards conserving the biodiversity of these areas. *'Ecotourism, as opposed to agriculture, was seen as an activity more likely to achieve economical and ecological sustainability in the long run, with greater benefits for the local communities in terms of employment, empowerment and general upliftment.'* (Sims-Castley, Kerley and Geach, 2004)

Shamwari is one of the PGRs in the informal working group arrangement. Situated halfway between Port Elizabeth and Grahamstown, Shamwari was founded in 1992 and has integrated 14 separate farms covering an area of 20 000 hectares. Following road closure and fence removal, the reserve has been rehabilitated and more than 5 000 head of game re-introduced or bred on the property.

Shamwari commenced its ecotourism operation with seven staff and now employs approximately 300 people, of which 250 (85%) come from the neighbouring rural community of Patterson. (*pers.comm.* O'Brien 2005)

Website: www.shamwari.com (Shamwari Private Game Reserve)

Benefits and Opportunities

The socio-economic assessment of the seven PGRs found that these ecotourism enterprises have the following benefits:

- the business transition from farming to ecotourism has increased employment by a rate of 3.5. The 175 farm workers have been replaced by 623 staff to operate the ecotourism businesses on these reserves.
- the associated average annual salary for these staff has increased by a rate of 5.7, from R5500 to R31000. Other related benefits for staff that were previously not provided include accommodation with amenities, food and skills development.
- most PGRs have policies in place to employ previous farm workers and recruit staff from the local communities neighbouring the reserves, with a long term objective to implement skills development and employment equity plans.
- the rehabilitation of previous farming land such as fence removal, burial of power lines, weed eradication and soil erosion restoration, at a cost of R400 000 (on average).
- re-introduction of wildlife species due to previous habitat transformation.

(Sims-Castley, Kerley and Geach, 2004)

It is suggested that this same survey should be repeated biannually with these PGRs to obtain trend information on the growth of this industry.

Shamwari is the main employer of the small rural community of Patterson which neighbours the reserve. The organisation also has a strong skills development program for employers. During 2004, training grants totally R400 000 were provided for 20 staff to undertake courses such as food and beverage services, cooking, hospitality and conservation management. (Shamwari, nd)

Constraints and Challenges

Whilst human resource policies have been enacted to employ previous farm workers and people from neighbouring communities, substantial in-house training is required. 'Training may take as long as 18 months to 5 years. Skills required on the PGRs include an ability to speak English, numeracy, literacy, hospitality skills, game ranging, security, anti-poaching, chef skills and public

relations.’ The survey of the seven PGRs also found other problems relating to recruitment from the local communities, such as alcohol abuse and unreliability in arriving at work. (Sims-Castley, Kerley and Geach, 2004)

The seven PGRs expressed concern about the political climate and stability of South Africa in the research survey given their reliance on the international market, and the volatility of the tourism industry to global and local events. The PGRs recognised the importance of maintaining good relations amongst themselves and with others in the same business, given the relatively complex structure of managing conservation areas across the country, and to minimise the potential for in-house market competition.

The PGRs also suggested that government could provide some support to these private enterprises in the education of local communities about the purpose of these conservation areas and their potential benefits to these people.

The research found wildlife viewing opportunities to be one of the three main reasons people visit the PGRs, as well as to enjoy the scenery and the high quality accommodation and services. (Sims-Castley, Kerley and Geach, 2004) There has been criticism from some conservation groups regarding Shamwari’s decision to include extra-limital species (animals which would not normally inhabit the area) on the reserve for these tourism’s benefits, due to their potential impact of the ecosystem.

vii Bushman Sands Hotel and Game Reserve – Mantis Group, Eastern Cape Government and the Alicedale community, Eastern Cape

Described as 'a forerunner of sustainable ecological and community tourism development', this model is a partnership between government, the private sector and a rural community that aims to achieve community development and upliftment by renewing a previously destitute rural town.

Description

The rural community of Alicedale was originally established in the 1870s as a major railway junction on the transport route between Port Elizabeth and the diamond mines region in central South Africa. The township was administered by the South African Railways as an important link in the railway, located 50 kilometres from Grahamstown and 100 kilometres from Port Elizabeth in the Bushmans River Canyon. By the 1990s, these railway functions had been moved to Port Elizabeth and the town become dormant, with a high level of unemployment and crime.

The railway history of the town is preceded by rock art paintings dating back 3 000 years, which have been found at ten sites in the area. These cultural sites are evidence of the earliest inhabitants to the area, the Khoi San people otherwise known as the Bushmen. (Bushman Sands, nd)

A joint initiative to 'renew' the township of Alicedale was first discussed in 2001 between private tourism enterprise, the Mantis Group and the Eastern Cape Government. The central focus of this initiative is the development of the Bushman Sands Hotel and game reserve. This community tourism development is generating impetus for further growth which aims to uplift the previously disadvantaged local community through the transformation and renewal of Alicedale.

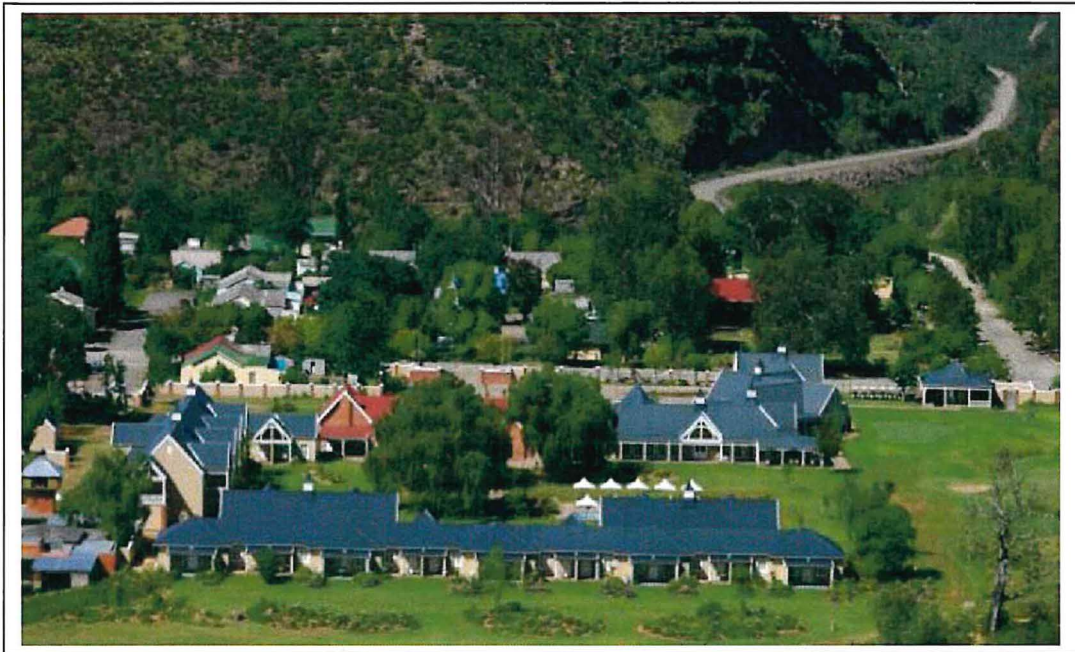
The Bushman Sands development was opened in 2004 after a 12 month construction period, and includes:

- a four star hotel, with 24 rooms, a pool, spa and beauty salon.
- reconstruction of the Alicedale railway training college into the hotel's reception area.
- renovation of the old railway town houses into the hotel's terraced junior suites.
- restoration of the old railway station building for a conference centre.
- the 3 500 hectare Bushman Sands Game Reserve, which has undergone farmland rehabilitation and a wildlife reintroduction program to allow for game viewing opportunities.
- an 18 hole golf course designed by Gary Player, with residential land sales surrounding the course.
- a 2 400 hectare dam, originally built to store water for steam locomotives now being used for boat cruises.
- development of a satellite student campus for the Educational Institute for Service Studies courses.

(Bushman Sands, nd)

Local heritage buildings and homes in Alicedale are also being restored as part of the redevelopment of the town. The latest initiative to be established is a centre to host art exhibitions and cultural events to showcase the cultural heritage of the area. Known as ArTrek, the centre will also allow international artists to participate in residency programs. (Muller, 2005)

Website: www.bushmansands.com (Bushman Sands)



Bushman Sands Hotel in the foreground, surrounded by the community of Alicedale.
(photo courtesy of Herman Muller)

Benefits and Opportunities

The residents of Alicedale have not previously had a formal consultative structure such as a board or trust due to the mix of different language groups in the area. Prior to the opening of the Bushman Sands development, a well known mediator with previous conflict resolution success within South Africa at both national and provincial levels was brought in to begin a constructive dialogue between the different community groups and the Bushman Sands management. A formal consultative structure is now being established to represent these different groups, focusing on the issues and benefits of the tourism resort and the transformation of Alicedale for the community as a whole. (*pers.comm.* Muller 2005)

The population of Alicedale is 3 500 people and prior to the town's rejuvenation in 2003, the unemployment rate was recorded to be 96%. The construction of Bushman Sands created 410 jobs for local people, with 126 people now permanently employed at the tourism resort, of which over 80% live in Alicedale. This employment equates to a salary contribution of R1.8 million each year into the community. (Muller, 2005) It is also estimated that each salary earner provides for up to seven dependants, which equates to nearly 900 people benefiting from the development. (Bushman Sands, nd)

It is envisaged that the latest initiative in Alicedale, ArTrek will provide jobs for an additional 50 locals and establish Alicedale as the primary art destination of the Eastern Cape. Further employment opportunities will be generated once construction and occupation of the houses on the golf estate commences. Land sales around the golf course have been positive, with a high proportion of the residential blocks already sold.

The national and provincial governments are strongly supportive of this project in Alicedale to prevent further degeneration of this rural community, and plan to showcase this model to other similar rural towns facing economic and cultural challenges.

Constraints and Challenges

Local people employed at Bushman Sands are undertaking a range of skills training programs to become chefs, gardeners, game rangers and hotel staff at the tourism resort. Staff are expected to provide a consistent high quality service to guests at this luxury resort, which can be difficult to maintain in the early stages of staff recruitment and training.

This community tourism development project aims to generate economic and employment benefits for the local people of Alicedale. Bushman Sands proposed to establish a cultural tour for guests to visit a house in the local community for morning tea. The fee paid by clients for the tour would be given directly to the community. The community members approached for this tour requested a rental fee for occupying the verandah of their house for the morning tea. (*pers.comm.* Muller 2005) This possibly shows a misunderstanding regarding the perceived benefits expected by the local people from this community tourism development project.

viii Cape Action for People and the Environment (CAPE), Western Cape

The CAPE program illustrates a unique model to facilitate partnership arrangements between authorities at a national, provincial and local level and private landowners with support from international donors to achieve conservation and socio-economic outcomes within an internationally recognised 'flora hotspot'.

Description

The CAPE program was established by the South African Government in 2000 as a region-wide conservation framework to protect the biodiversity of the Cape Floristic Region (CFR) and the adjacent marine areas. Located in the southwest corner of South Africa, the region contains the smallest and richest of the six floral kingdoms in the world. It is considered the 'hottest hot-spot' for plant diversity and endemism, with nearly 20% of all Africa's flora of which 70% do not occur naturally anywhere else. World heritage listing was granted in 2004 to a group of eight protected areas within the region covering an area of 553 000 hectares; Cape Peninsula National Park, Cederberg Wilderness Area, Groot Winterhoek Wilderness Area, Boland Mountain Complex, De Hoop Nature Reserve, Boosmansbos Wilderness Area, Swartberg Complex and Baviaanskloof Protected Area. (IUCN, 2004)

The unique Fynbos vegetation of the CFR is considered to be under threat due to competing land uses within the region such as agriculture, urban development and water resource uses as well as unsustainable harvesting, poor land-use planning and the spread of invasive weed species.

The CAPE program coordinates a range of social, financial and conservation initiatives through partnership arrangements with government authorities such as SANParks, DEAT and provincial parks, conservation and tourism agencies, as well as non-government organisations and private landowners to promote the protection of the region's biodiversity. These initiatives are supported by a number of international donors and other funding agencies including the Global Environment Fund, the Critical Ecosystem Partnership Fund (CEPF) and the Table Mountain Fund, coordinated through the CAPE Coordination Unit (CCU). The CCU was established upon the signing of a Memorandum of Understanding between national and provincial ministers and the implementing partner agencies. The Unit is responsible for ensuring sustainable funding for CAPE as well as capacity building for project development and maintaining communication with the implementing partner agencies. (CAPE, 2004)

The CAPE 2000 Strategy has identified the threats and causes of biodiversity losses in the CFR, with CAPE program initiatives being established with a 20 year timeframe to curb these losses. The implementing agencies for these initiatives contribute to achieving the strategy, conserving the CFR whilst also improving economic opportunities for local communities.

The goal of CAPE:

'By the year 2020, the natural environment of the Cape Floristic Region will be effectively conserved and restored wherever appropriate, and will deliver significant benefits to the people of the region in a way that is embraced by local communities, endorsed by government and recognised internationally'.

The six key components of the CAPE program are:

1. Develop capable institutions as implementing partner agencies of the CAPE program, to enhance cooperation and strategic planning for conservation management in the CFR.
2. Support conservation education projects which involve active participation and learning by engaging communities in local and regional environmental issues.
3. Realise the socio-economic potential of tourism within protected areas in the CFR by engaging local communities and business interests in the management of these areas.
4. Facilitate conservation stewardship activities, involving partnerships between conservation and other government agencies and private landowners.
5. Integrate biodiversity concerns into watershed management by supporting the development of catchment management agencies.
3. Coordinate, manage and monitor progress of the CAPE program through the CCU.

Website: www.capeaction.org.za (CAPE)

Benefits and Opportunities

The CAPE program would not be possible without the significant resources contributed for the conservation initiatives by the GEF, CEPF and other funding bodies. The CEPF has committed more than R3 million to support over 20 CAPE projects. In addition to funding, the CAPE program provides other forms of support to its implementing agencies such as technical assistance and resource materials.

Existing CAPE implementing agencies raise awareness and engender support for the program amongst new stakeholders and implementers. Any existing projects within the region that are consistent with the goals of CAPE can be considered as CAPE projects, even where these projects are not directly funded by CAPE. This broadens the potential for involvement by new implementing agencies to achieve common conservation objectives. (CAPE, 2004)

A current CAPE project being implemented is the establishment, planning and management for the new Baviaanskloof Mega-Reserve in South Africa's Eastern Cape Province. Implementing partner agencies for this project include the Eastern Cape Parks Board and the Wilderness Foundation.

The Baviaanskloof area includes a number of formal protected areas including South Africa's third largest protected area, the Baviaanskloof Nature Reserve. Opportunities for local and regional economic development have been identified in the area such as nature-based tourism ventures. The mega-reserve is envisaged to comprise state-owned protected areas within a network of private and communal land, reaching a size of 500 000 hectares. It is intended that the land-use activities of private landowners who volunteer to become part of the mega-reserve will be consistent with biodiversity conservation principles and practices. This CAPE project involves the formation of a Baviaanskloof Mega-reserve Project Management Unit which is required to develop stakeholder support and involvement in the establishment and management of the mega-reserve. (Boshoff, 2005)

Constraints and Challenges

An constant challenge to achieve the goal of the CAPE 2000 Strategy would be the understanding, cooperation, communication and agreement amongst the various implementing agencies and donor organisations to make the best use of resources and expertise available to the program.

One of the objectives of the CAPE program is to progress economic development for communities through responsible tourism. It is suggested that the maximum potential for economic growth within local communities exists where there is communal ownership of the land base. In respect to community empowerment, this is favourable to public or private sector ownership where a proportion of the revenue may be directed to local communities or employment opportunities may be available for local communities within these areas. South Africa's Western Cape has a limited amount of communal land in comparison to some other provinces in the country. (*pers.comm.* Sandwith 2005) This must be taken into consideration by the CAPE program to achieve beneficial socio-economic outcomes for local communities, whilst also ensuring biodiversity conservation outcomes within the CFR.

VI Conclusions and Recommendations

It is evident throughout the world that conservation areas, managed by both the public and private sectors, are becoming increasingly reliant on partnerships to achieve the support and protection of these areas from the broader community. Conservation agencies are focusing on the need to protect natural areas of high biodiversity value, whilst the tourism industry seeks access to these areas to provide nature based tourism experiences. There is also a growing international requirement to improve joint management arrangements with surrounding local indigenous communities, for them to derive cultural, social and economic outcomes from these areas.

Whilst the conservation areas and other sites visited in Canada and South Africa offer some best-practice principles to achieve these requirements, there are still a number of challenges to achieve sustainable, long term benefits for all involved parties. This section focuses on the successes and challenges of the case studies seen in these countries in their pursuit of developing sustainable partnerships, and their potential application in Western Australia.

Principles from the partnership models

A number of principles and strengths were apparent when assessing the various partnership arrangements between the groups for managing parks and other conservation areas through tourism opportunities and experiences.

Generally, each group brings the following particular strengths to the partnership arrangement:

- **the government** generally provides a land asset of significant natural or cultural value and staff with a broad training and skills set;
- **the private sector** offers the capital, brand, tourism expertise and market share; and
- **the local indigenous communities** are able to impart traditional knowledge and cultural experience.

However, there are variations to this as found in the international case studies, such as the land asset being owned by private operators and/or local community groups rather than being managed by government conservation agencies. It should also be acknowledged that there is no one specific partnership model that will achieve the best outcome for all involved parties.

The following principles were observed amongst the range of best-practice case studies:

- **Established private ecotourism business**

The partnership model is strengthened where an established private ecotourism enterprise has integrated operations across a range of sites, as seen in South Africa (CC Africa and Wilderness Safaris). This allows for consistency of the tourism product and economies of scale for aspects such as quality of service, marketing, staff training and development, market share and operational expertise.

▪ **Land ownership status not a precursor to success**

The success of the partnership model is not dependant on freehold land tenure for the tourism development. A considerable proportion of South Africa is owned or influenced by local communities or reserved for conservation, with a range of leasing and other commercial arrangements established with ecotourism operators. (CC Africa operate 37 safari camps across six African countries, of which all are managed through leasehold arrangements with government and/or communities, with the exception of one property being owned by the organisation. Wilderness Safaris have a 45 year lease term to operate luxury safari style tents on community owned land in Kruger National Park).

▪ **Protection of conservation values**

The success of ecotourism operations is reliant upon the long term protection of conservation areas. Private ecotourism enterprises in South Africa contribute significantly to conservation programs and initiatives such as land rehabilitation, wildlife reintroduction and research (Phinda Private Game Reserve, Pafuri Camp, Shamwari Private Game Reserve and Bushman Sands).

▪ **Community benefit part of business ethos**

Social, economic, commercial and community development benefits for local indigenous communities should be considered an essential component of the partnership agreement. Such partnerships are not considered to threaten the success of the business venture, but rather underpin the nature of the business. Private ecotourism operators in South Africa are integrating local indigenous communities within the business operation beyond social responsibility objectives (as shown by CC Africa as founder of non-profit community empowerment organisation, the Africa Foundation, and other high-cost ecotourism operators).

▪ **Quality visitor experience**

There is a growing demand for unique high quality experiences in natural settings, with the international market prepared to pay premium prices. The luxury eco-lodge and safari camp style tourism development is well established in South Africa, with these operators having the greatest potential for returns to local communities (Phinda Private Game Reserve, Shamwari Private Game Reserve, Ngala Private Game Reserve and Bushman Sands).

▪ **Provide support and resources**

It is essential for the tourism development to receive the commitment and adequate resourcing from all levels within government (ministerial office, conservation agency head office, on-site park managers) and/or within the tourism enterprise (head office, operations offices, at the tourism destination) to enable a consistent approach and the necessary support to establish long-term partnerships with indigenous communities.

▪ **Seek external funding sources**

Funding sources external to commercial tourism enterprises and government conservation agencies is a common way to generate necessary additional resources to establish indigenous cultural tourism ventures in conservation areas. This brings a bigger pool of funds to the enterprises. In South Africa, the Global Environment Fund (GEF) facilitated by the World Bank is providing significant funding to a range of community development projects which have a tourism focus (such as the Greater Addo Elephant National Park expansion project, which includes tourism development in the park and job creation for displaced farm workers).

- **Create liaison and communication role**

The partnership works well where a respected member of the local indigenous community is employed by the park agency or tourism enterprise to provide the link between the community group(s) and these parties at a local level. This was seen in South Africa where ecotourism enterprises are employing coordinators from the local communities adjacent to their tourism operations to facilitate the relationship between the two partners (CC Africa). Also, government parks agencies are employing community liaison officers who are responsible for 'creating mutually beneficial relationships' between the park and stakeholders such as local communities (South African National Parks).

- **Engage 'local champion' to drive partnership at the local level**

Each party involved in the partnership needs a 'local champion' who is passionate and driven to achieve outcomes for their group, whilst also supporting all other parties in the partnership. Respected community leaders in South Africa are successfully applying for funding from a community development organisation (the Africa Foundation) founded by a private ecotourism operator (CC Africa), and ensure its efficient allocation to facilities and services most needed within the communities.

Another example is in Canada (Writing-On-Stone Provincial Park), where a long-time Interpretation Officer has developed a relationship with the Blackfoot Nation at a nearby Blood Reserve, and is facilitating the seasonal employment program for First Nation interpreters within the park.

- **Establish representative community body**

Partnerships where local communities are receiving a proportion of the profits or generating their own funds from tourism enterprises established on public or private conservation areas may involve the establishment of a trust. This was seen in South Africa (Addo Elephant National Park, Kruger National Park – Makuleke concession) where a trust representing the communities neighbouring the parks are established, with responsibility for managing the benefits derived from some of the commercial tourism ventures in the park.

- **Facilitate opportunity**

Where government agencies are employing staff from local communities to provide guided tours to interpret cultural sites, the standard government recruitment guidelines have been modified to specifically attract indigenous people for these positions due to their strong cultural and spiritual ties to these sites. This was the case at some of Canada's cultural heritage sites (Writing-On-Stone Provincial Park and Head-Smashed-In Buffalo Jump).

- **Respond to cultural sensitivities**

There may be cultural sensitivities that need to be considered when establishing partnerships with Aboriginal people. This was evident in Canada (Head-Smashed-In Buffalo Jump), where one of the exhibits is considered sacred to one specific indigenous group, and will not be interpreted by staff from this tribe during guided tours at the centre. Also in Canada (Writing-On-Stone Provincial Park), it was discovered during the consultation process with indigenous elders regarding a chemical spray trial to minimise rock art erosion that the technique may prevent spirits (in the form of swallows) from continuing to make the art at this site.

- **Increase knowledge base**

Many of the tourism sites visited have established relationships with universities and other research bodies to gain intelligence regarding the impacts of their business operations on neighbouring local indigenous communities (Ngala Private Game Reserve) or local community perceptions regarding the establishment and management of these tourism ventures (Phinda Private Game Reserve).

- **Long term commitment**

Partnerships with indigenous people involves relationship building over the long term, which requires commitment, resources and a considerable level of cultural knowledge and appreciation by park managers and tourism operators. There was an acknowledgment of this level of commitment by all the successful case studies in both Canada and South Africa.

Other initiatives observed from the case studies that are contributing to social, economic and cultural outcomes for Aboriginal people in relation to the management of conservation areas are as follows:

- an initiative to increase Aboriginal employment by setting a target regarding the proportion of Aboriginal staff employed at a tourism venture or park within a certain timeframe (Pacific Rim National Park Reserve, Canada).
- employment opportunities for Aboriginal people as cultural interpretive guides (Writing-On-Stone Provincial Park and Head-Smashed-In Buffalo Jump, Canada), rangers and trackers (Ngala Private Game Reserve and Phinda Private Game Reserve, South Africa) or hospitality staff (Bushman Sands, South Africa).
- government conservation agencies supporting community development projects and businesses with a tourism focus in and around parks, by providing in-kind support such as training, expertise and access to the tourism and land asset (northern parks pilot projects being facilitated by Parks Canada, and Eyethu Hop-on Guides business being supported by South African National Parks in Addo Elephant National Park).
- business opportunities for Aboriginal communities neighbouring parks and other conservation areas, to service park visitor needs (outfitters store adjacent to Algonquin Provincial Park, Canada) or by using natural resources from these areas (natural grasses from the Greater St Lucia Wetland Park, South Africa to make homeware products).
- visitor interpretive centres and museums can provide valuable resources to learn about Aboriginal history and culture (Head-Smashed-In Buffalo Jump, Canada), as well as contemporary Aboriginal people (Synchrude Gallery of Aboriginal Culture), and raise awareness and support for the protection of this cultural heritage in natural settings (Writing-On-Stone Provincial Park).
- the development of cultural tourism experiences on communal land allows for direct financial, social and cultural outcomes for local communities living in these areas (Blackfoot Crossing Historical Park Interpretive Centre, Siksika Nation Reserve, Canada).

- establishment of a formal structure to allow involvement by Aboriginal people in the decision-making process to manage formal protected areas (Boards of Management being established for some Canadian national parks, with at least 50% Aboriginal representation).
- support programs and services provided for Aboriginal employees who come from disadvantaged communities neighbouring parks and other conservation areas (health program run for Conservation Corporation Africa staff, pre-school established for children of the staff at Ngala Private Game Reserve).

Potential application in Western Australia

It is recommended that the principles observed from the Canadian and South African case studies should be considered when developing quality nature-based tourism experiences on areas of high conservation value in Western Australia to progress opportunities for involvement by the indigenous community.

The types and levels of engagement from these international partnership arrangements are diverse, rather than the 'one model fits all' approach. These case studies show that whilst there are challenges, it is possible to achieve a sustainable partnership with real benefits for the parties involved.

The principles that have been observed within the partnership models are believed to be transferable to Australia, and indeed the Western Australian context. There are a limited number of partnerships of this type operating in Western Australia's national parks at one or a few sites, but not at the scale for example, of the CC Africa operations. There is a need for wider engagement in Western Australia of the three potential parties; conservation managers, commercial tour operators and indigenous people through all various levels of organisation.

However, there are examples of commercial tourism operations in significant conservation areas moving to incorporate indigenous participation through equity in the business, profit sharing and/or training and employment or other community development outcomes. CALM has experience working with commercial tour operators with successful outcomes, and is now assessing the level of indigenous ownership or employment and training opportunities for indigenous people as part of the 'expression of interest' process for new commercial nature-tourism operations in Western Australia's national parks and other conservation areas.

In addition, CALM and Tourism WA are both members of the Sustainable Tourism Cooperative Research Centre (STCRC) and it is important to encourage further research with institutions such as the STCRC to provide a greater understanding of the perceptions of indigenous communities regarding the establishment and management of conservation areas, and opportunities for their involvement in tourism business ventures within these areas.

The findings from this Fellowship have application to the following State Government policy commitments and other initiatives:

- In June 2005 the Government announced the 'Landbank' initiative, to identify priority sites for new tourism developments. The initiative aims to increase tourism accommodation to meet the growing demand from interstate and overseas tourists, and build the State's reputation as a world-class tourism destination. The Government intends to establish a 'landbank' of up to 60 investment-ready sites, including environmentally sensitive developments at six sites in or around national parks. It is expected that the eco-lodge style accommodation at these sites will be established by 2010.
- In July 2003 the Government released a policy discussion paper with options for joint management arrangements across both conservation lands and Aboriginal held lands. Three models of joint management are discussed in the paper:
 1. Consultative management - Current forms of protected area management with Traditional Owners having the right to practice culture and protect heritage.
 2. Cooperative management - Protected area owned by Aboriginal Body Corporate jointly managed by CALM and the Aboriginal Body Corporate (reserved land).
 3. Joint management - Owned by Aboriginal Body Corporate reporting to Traditional Owners jointly managed with CALM to achieve national park (inalienable freehold).

This allows for the *Conservation and Land Management Act 1984* to be improved to enable Aboriginal ownership and joint management opportunities to occur across national parks and other conservation lands. The State Government environment election commitments (2005) include a priority to 'continue to develop and implement joint management for conservation with indigenous people'.

- CALM and the Purnululu Aboriginal Corporation have received support and funding from the Australian Government's Department of Environment and Heritage to work in partnership with the tourism industry and local Aboriginal people to implement the 'Steps to Sustainable Tourism' process. The Steps program is designed to work with both Aboriginal people and the tourism industry to gain an understanding of the role and aspirations of these two groups and to establish partnerships and opportunities. A series of workshops were held in 2004 and 2005 with commercial tour operators and indigenous stakeholders on the development of tourism and heritage in Purnululu National Park, to enable a collaborative approach for planning the future of tourism management in the area. This process is part of the Australian Government's broader aim to model a best practice approach for the long term planning of tourism involving joint management arrangements with indigenous communities at key heritage places in Australia.

In addition, a \$1.2 million environmentally sustainable wilderness camp was officially opened in Purnululu National Park in September 2005. This world-class tourism development is managed as a joint venture between the Wunan Foundation (an Aboriginal development organisation) and an established tourism enterprise, Australian Pacific Touring, establishing a three-way partnership between local Aboriginal interests, a national tourism operator and a government conservation agency.

- In June 2005, the Government presented the 'Draft Aboriginal Tourism Development Strategy for Western Australia', which has been made available for public comment. The draft strategy has been developed with a whole-of-government approach, and aims to develop indigenous tourism businesses and create employment opportunities for Aboriginal people. Upon launching the strategy, the Minister for Tourism stated that 'visitors to WA want an authentic travel experience – 'the real thing' – and indigenous tourism plays a major role in meeting that demand.'

This report will be distributed widely to relevant organisations, including the following:

- Department of Conservation and Land Management (CALM)
- Tourism Western Australia
- The Western Australian Government, Office of the Minister for the Environment
- Key tour operators in Western Australia
- Western Australia Indigenous Tourism Operators Committee (WAITOC)
- Forum Advocating Cultural and Ecotourism (FACET)
- Heads of Park Agencies Forum (representing all national park jurisdictions across Australia and New Zealand)
- Sustainable Tourism Cooperative Research Centre (STCRC)

All people and organisations met with during the study tour will receive a copy of this report and it is intended for contact to be maintained where possible, to continue information sharing and exchange of ideas relating to indigenous and local community involvement in parks and other conservation areas through tourism ventures.

Glossary of Terms

For the purpose of this report, the following definitions apply:

Aboriginal people	The original inhabitants of a particular land or region. Refers to all Aboriginal people collectively, without specific acknowledgment of separate origins or identities.
Band	A community of First Nations people for whom lands have been set apart, and for whom money is held by the Crown. A band council is the governing body for a band, consisting of a chief and councillors who are elected under the Indian Act to govern band services (such as education, water, sewerage and fire services) and facilities (such as community buildings, schools and roads).
Best-practice	Achieving a level of business or operational performance that meets world-class benchmarks.
Blackfoot	The term "Blackfoot" actually refers to three tribes -- the Blackfoot proper (Siksika), the Bloods (Kainai), and the Peigan (Pekuni). The Blackfoot proper are the northernmost of the tribes and currently occupy the Bow River east of Calgary. To the south are the Bloods, situated on the Oldman, Belly and St. Mary rivers west of Lethbridge. To the west of the Bloods are the Northern Peigan on the Oldman River. This distribution of tribes reflects the area controlled at the time of the treaties; it is thought that throughout the last few hundred years the tribes continually expanded their territory southward.
Black Economic Empowerment (BEE)	An integrated and coherent socio-economic process that directly contributes to the economic transformation of South Africa and brings about significant increases in the number of black people (including all African, Indian and Coloured South African citizens) that manage, own and control the country's economy, as well as significant decreases in income inequalities.
Buffalo Jump	Historical bison hunting sites commonly found on the plains of North America, where Plains Indian people were able to kill bison by chasing them over a precipice and subsequently carving up and processing the carcasses in the butchering camp below.
Ecotourism	Nature-based tourism that involves education and interpretation of the natural environment which is managed to be ecologically sustainable and directly involves and benefits local communities.
First Nations people	Whilst there is no legal definition for this term, it is generally used to describe 'Indians', which is considered outdated by many people. The term 'Indian' collectively describes all the Indigenous people in Canada who are not Inuit or Métis. Indian peoples are one of three peoples recognised as Aboriginal in the 1982 Constitution Act. It specifies that Aboriginal people in Canada consist of the Indian, Inuit and Métis peoples.

Ecological integrity	An ecosystem has integrity when it is deemed characteristic for its natural region, including the composition and abundance of native species and biological communities, rates of change and supporting processes. In other words, ecosystems have integrity when they have their native components (plants, animals and other organisms) and processes (such as growth and reproduction) intact.
Global Environment Fund (GEF)	An independent financial organisation established in 1991 that provides grants to developing countries for projects that benefit the global environment and promote sustainable livelihoods in local communities. GEF grants support projects related to biodiversity, climate change, international waters, land degradation, the ozone layer and persistent organic pollutants.
Medicine wheel	Archaeological sites found predominantly in Alberta, Canada built of stone which acquired their name from the shape in which the stones have been laid. From four to twenty eight spokes or lines of rock may radiate from a circle or the centre. A cairn may be located in the centre of the wheel or at the ends of spokes. The variety of forms suggest that medicine wheels served a diversity of purposes including ceremonial and domestic functions.
National Park Reserve	A specific provision under the Canada National Parks Act acknowledging that there may be outstanding rights or interests by First Nations in these parks. Pending the settlement of any such rights or interests through treaty or other negotiations, the park 'reserve' status allows the area to be managed with the protection afforded all national parks under the Act.
Nature-based tourism	A broad term that includes a range of tourism experiences including adventure tourism, ecotourism, and aspects of cultural and rural tourism. Aboriginal culture is included as a part of nature-based tourism because of its inextricable link with the natural environment.
Protected area	An area of land and/or sea especially dedicated to the protection and maintenance of biological diversity, and of natural and associated cultural resources, and managed through legal or other effective means.

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Appendix I

Conservation Corporation Africa

Conservation Corporation Africa (CC Africa) is one of Africa's leading private enterprise ecotourism organisations, committed to providing world-class holiday experiences for travellers, and ongoing investment in sustainable conservation development and community empowerment.

CC Africa's Vision

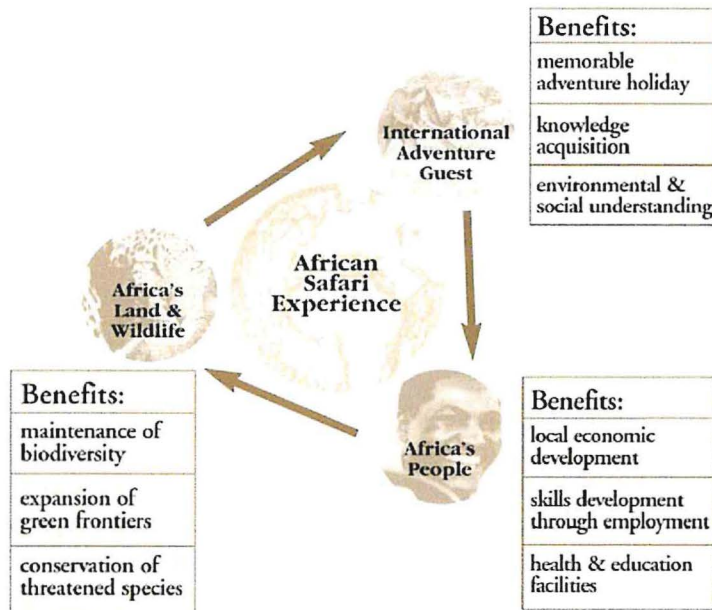
'Care of the land, care of the wildlife, care of the people.'

'CC Africa is dedicated to these three principles which encapsulate the vision we have for Africa. We believe that our continent's heritage of wild places, the wildlife living there and the neighbouring communities are amongst Africa's most precious resources. We also believe that the wisest utilisation of our wild places is through the development of sustainable ecotourism with reciprocal benefits – both for our guests and for the rural communities living in and alongside our rich wildlife heritage.'

Model for Sustainable Development

CC Africa's model for sustainable development has three fundamental components:

- Africa's land and wildlife (conservation)
- Africa's people (local communities)
- International adventure guest (world travel market)



The CC Africa model for sustainable development links the continent's wildlife, landscapes and people across six African countries with the global travel market, conserving natural ecosystems and offering wildlife experiences with world-class facilities. Every CC Africa staff member, from ranger to receptionist and from accountant to assistant chef, plays a vital role in the success of this model to achieve the vision of the organisation.

CC Africa recognises that economic development in the areas in which CC Africa operate is crucial to the maintenance of biodiversity, and that much of Africa's wildlife heritage and land is influenced or owned by local communities.

CC Africa's Conservation Strategy

CC Africa has a six point conservation strategy that underpins all operations of the organisation, and is the foundation of all conservation initiatives established and implemented.

At the lodges:

1. Environmental impact and sensitivity – to reduce the negative impacts and audit these regularly.
2. Sustainable community development – record the benefits to measure performance.
3. Environmental interpretation and awareness – provide accurate information through publications.

At home:

4. Personal commitment – education all staff to be environmentally aware.

Through the company:

5. Support for conservation organisations – make a considerable contribution to the conservation movements.
6. Biodiversity protection – explore ways of using profits generated in savanna-based safari operations to help secure threatened ecosystems elsewhere.

Background and Facts

Company Overview

- both a lodge-owning and tour-operating company, consisting of four primary divisions: CC Africa Lodges, Expeditions, Safaris & Tours, and Into Africa (a conferences and incentives division).
- owns and operates 37 safari camps across South Africa, Kenya, Tanzania, Zimbabwe, Namibia and Botswana.
- operates tours such as walking safaris, mobile expeditions and specialised tour-operating services in eight African countries.
- operates on communal land, private land and government owned land such as national parks.
- ecotourism product is primarily based on wildlife viewing experiences.
- has a network of offices and operational bases in southern and eastern Africa.
- a total staff of approximately 2 500 people, of which 1 500 staff are employed from local communities (across 9 African language groups), equating to USD 1.7 million per year in salaries directed to these communities.

- staff include 200 full-time rangers, guides and trackers who are required to attend and pass a six week training course at one of CC Africa's ranger training schools. This is followed by further training during their employment eg. an experienced astronomer is accommodated at Ngala Private Game Reserve each year to pass on knowledge and skills to CC Africa Rangers to enhance stargazing experiences for Ngala guests.
- Mnemba Island Lodge off Zanzibar is the most expensive of all their properties, at a cost of up to USD880 per person per night.
- the first steps have been taken to expand CC Africa's tourism operations outside Africa, entering into a joint venture with the Taj Hotels, Resorts and Palaces in India to develop lodges bordering five tiger reserves in India. The first of the lodges are due to open in October 2006. The Taj Hotel group will have operational responsibility for the operations, while CC Africa will add value through the use of its brand, distribution infrastructure, intellectual capital in terms of guest service, interpretive experience and community development.
- operates a loyalty club (www.bateleurclub.com) for South African citizens and residents to stay at CC Africa lodges at steeply discounted rates during certain times of the year.

Conservation

- USD2.7 million per year is paid to conservation agencies in park fees and lease arrangements.
- directly influences the conservation of 340 000 hectares of African wildlife lands, and provides USD3 million per year to a range of conservation initiatives.

Community empowerment

- CC Africa founded their community empowerment arm in 1992 (originally known as the Rural Investment Fund), which is now an independent, non-profit organisation called the Africa Foundation.
- CC Africa works in partnership with the Africa Foundation to provide resources and support to local community empowerment projects in the areas of education, health care, community equity and income generation to improve basic living conditions and facilities.
- CC Africa provides the following contributions in their partnership with the Africa Foundation:
 - funding of R1million each year;
 - employment of the staff within the organisation;
 - guided experiences for guests to CC Africa lodges and camps, to visit surrounding rural and local communities and see the achievements of the Africa Foundation; and
 - encourages guests to donate to the community empowerment projects initiated by the communities in partnership with the Foundation.

See Appendix II for further information about the Africa Foundation.



Some observations during the Churchill Fellowship study tour to some CC Africa lodges:

A consistent standard is set for the tourism and hospitality operations across all CC Africa properties. This contributes to the 'brand' that CC Africa has established for the business. A few similarities noted from the two CC Africa lodges visited were as follows:

- a friendly greeting by a member of staff upon arrival at the main reception or car parking area.
- a guided tour of the communal guest areas at the lodge and shown to your chalet, suite or safari tent (complete with a personalised welcome note).
- all facilities and services inclusive in the price quoted to stay at a CC Africa lodge or safari camp (with the exception of additional specific activities) such as meals and bar service, game drives, boat cruises, internet and laundry service.
- a variety of dining areas to change the setting and atmosphere at meal times, which can even include eating away from the lodge, out in the African bush under the stars.
- guests are woken by staff for the early morning game drive (upon request), with refreshments provided before and during the drive and breakfast served after returning to the lodge.
- CC Africa patrons are included on an email distribution list following their stay, and are advised of any CC Africa news including the regular e-zine (www.wildwatch.com) containing wildlife and related articles.

A friendly and professional service is maintained by all hospitality staff at the lodges, and CC Africa rangers and trackers give high quality interpretive safaris during game drives. The ranger and tracker who led the game drive at CC Africa's Ngala Game Lodge were local Shangaan men that had worked together at the private game reserve for the past 10 years. They had exceptional wildlife knowledge and tracking skills which was first learnt during their childhood years and had been developed during their employment at the lodge.

There is a strong culture of staff support and wellbeing within the organisation, which includes staff being made aware of support programs and services relevant to their needs. CC Africa are facilitating a *Positive Living* training program for staff and their families at Ngala Private Game Reserve. This training is complimented by the *Positive Health* book, and the program aims to increase quality of health and wellbeing through immune strengthening and disease prevention methods.

The involvement of local people in all aspects of CC Africa's operations is considered part of the way to conduct business, rather than being tokenistic or considered an obligation to social responsibility. It is CC Africa's policy, where possible, for employment to be sourced from the neighbouring communities and for procurement to be undertaken locally. Guests are encouraged to visit local communities during their stay at CC Africa properties.

Many of the properties where CC Africa operate have airstrips for direct flight access for guests from major centres. As CC Africa is both a safari lodge and tour-operating company, the organisation can arrange and manage the whole itinerary for a visitor to southern or eastern Africa.

Appendix II

The Africa Foundation

Africa Foundation mission

'To facilitate the empowerment and development of people living in or adjacent to protected areas in Africa, by forging unique partnerships between conservation initiatives and communities.'

Africa Foundation's philosophy and approach to achieve success

1. Grounded in community participation – empower communities adjacent to conservation areas by working with them to identify and address their social, economic, health and welfare development needs on an ongoing basis.
2. Driven by local champions – identify local community members who will assist and leverage the implementation of effective and sustainable projects.
3. CC Africa as a major partner – support CC Africa's success in the people, land and animals balance and provide CC Africa with effective and sustainable community development results.
4. Guests as development partners – offer CC Africa guests the opportunity to make a lasting contribution to the people of Africa's conservation areas.
5. Stable organisation – maintain a strong organisational base with the ability to evaluate, fund and monitor projects at steadily increasing levels.

General background

- founded by the private ecotourism enterprise, Conservation Corporation Africa as their community development and empowerment arm in 1992.
- originally called the Rural Investment Fund and responsible for facilitating international financial support for responsible, consultative community projects in the rural communities surrounding CC Africa lodges.
- now renamed the Africa Foundation and become a registered, independent, non-profit organisation with the purpose of building relationships and forming partnerships between the communities, CC Africa and donors to carry out community empowerment priorities.
- governed by an independent Board of Trustees, and is audited annually by the international accounting firm, KPMG.
- employs 12 staff, with senior management at Head Office (located in same building as CC Africa in Johannesburg) and coordinators at key CC Africa properties adjoining local communities.
- Africa Foundation Coordinators provide the link between the Foundation and local communities, overseeing the implementation of funds to develop the assigned community projects.
- fundraising for projects is achieved through donations sourced from corporations, philanthropists, trusts and CC Africa lodge guests.
- currently manage six major programs in addition to more than 40 smaller projects in South Africa, Botswana, Kenya, Tanzania, Zimbabwe and Namibia.

Process to undertake community development projects

- communities neighbouring CC Africa properties or lodges must initiate projects (which benefit the community) by completing an application for funding in consultation with the Foundation. The Foundation never gives false expectation that funding will be forthcoming when applications are lodged.
- funding is directed to three core areas; education, health care and income generating activities. Generally priority is given to health and education facilities and services in the poorer communities prior to funding allocation for income generation activities.
- funding allocations are determined in liaison with the chiefs or tribal leaders of the local communities.
- the Foundation generally focuses funding on 2-3 key projects (which can often require significant funds) and sees them through to completion before moving on to other priority projects, rather than spreading the funding base across a range of projects.
- Project development is driven by a 'local champion' (eg. school principal oversees the building of a new classroom block), in consultation with the Africa Foundation Coordinator for that region.

Major achievements

- Over USD 4 million (approx R24 million) has been raised and committed to consultative community development projects in six African countries.
- Built more than 100 classrooms and helped to establish 19 pre-schools.
- Trained 250 teachers and 4 500 students in environmental awareness through conservation lessons conducted by CC Africa rangers and trackers.
- Awarded university level scholarships (bursaries) to more than 150 students through the Community Leaders Education Fund (CLEF), to provide educational and professional opportunities for young rural people. The average scholarship grant per student per year ranges between \$1 500 and \$3 000.
- Built three health clinics, including a 24-hour clinic to service a community of 11 000 people. The maternity ward is linked to a neighbouring hospital through the Zululand Flying Doctors service, and the clinic has up to 3 500 patients a month.
- Implemented water harvesting programs such as guttering and rainwater tanks at schools
- Supplied over 3 300 hippo water rollers (shaped like an old-fashioned drum lawn mower) at a cost of \$80/roller to 10 communities, which have a capacity of 90 litres compared with the usual 5-litre containers carried by women and children.
- Led HIV/AIDS initiatives to spread awareness about AIDS and train community members.
- Initiated a R1.4m DevCentre project to build a Digital Eco-Village centre to link rural communities with the latest technological, educational and medical services. The centre will provide computer courses, skills training, access to the internet and digital communications technology for educational, agricultural and health care purposes.

Appendix III

Africa Foundation and Phinda Private Game Reserve

Achievements in the Phinda region

- Built 1 CLINIC at Mduku (R150 000)
- Built 70 CLASSROOMS (R4.5m)
- Built 3 LIBRARIES (R150 000)
- Flagship Project is the DEVCENTRE Project (R1.4m)
- Conducted HIV Workshops (R200 000)
- Built 19 PRE-SCHOOLS (R1.3m)
- Exposed over 4,500 pupils to conservation lessons (R300 000)
- Built 1 SCIENCE LABORATORY (R70 000)
- Implemented Edu-peg EDUCATIONAL TOOLS
- Granted R600 000 worth of university BURSARIES/SCHOLARSHIPS
- Distributed 233 Hippo WATER Rollers (R150 000)
- Built the Nibela Skills Training and Production center (R200 000)
- Provided over 150,000 books and EDUCATIONAL AIDS provided
- Built Mduku Satellite MARKET (R100 000)
- Provided thirteen years of FIELD SUPPORT (R3 m) through Isaac Tembe, AF Trustee and KZN Regional Manager
- Obtained a high level of community trust and regard
- Built a world class reputation for consultative community development projects

Current Africa Foundation Projects in the Phinda Region

- RENOVATION of classrooms and supply of TABLES and CHAIRS at Khatazile Primary School
- Career Guidance for High School Students
- Construction of ABLUTIONS at Ubuhlebuvele Primary School
- Provision of a WATER TANK and REPAIRS for Sibonokuhle Creche
- Construction of CLASSROOMS and provision of STATIONERY for Nkomo Primary School
- Construction of CLASSROOMS and ABLUTIONS, and provision of a WATER TANK at Nqobizizwe Primary School
- TRAINING of Mbhedula Market Committee members
- Implementation of COMPUTER TRAINING, IGA (Income Generating Activities)
- TRAINING and supply of TECHNOLOGY at the Mduku DevCentre (Digital Eco-village)
- Hosted HIV/AIDS AWARENESS workshops at Mduku DevCentre
- Provision of education BURSARIES to 13 students for 2005 through CLEF (Community Leaders Education Fund)
- Implementation of CONSERVATION LESSONS for 144 students in 2005
- Commitment to expansion of CAPACITY BUILDING in Phinda area. Current employment posts specific to Phinda communities include a Field Operations Manager, a Senior Programme Officer, a Development Officer and a DevCentre Site Co-Ordinator



AFRICA FOUNDATION