



Handbook on Categorisation of SADC Transfrontier Conservation Areas



**SADC TFCA Listing Processes
July 2023**





Southern African Development Community Secretariat (SADC)
Plot 54385 CBD Square
Private/Bag 0095
Gaborone, Botswana
Tel: +267 395 1863
Email: registry@sadc.int
Website: www.sadc.int

©SADC, July 2023. Information in this publication may be reproduced, used, and shared with full acknowledgement of the publisher, the SADC Secretariat.

About SADC

The SADC is an organisation founded and maintained by countries in southern Africa that promotes the socio-economic, political and security cooperation among its Member States and foster regional integration to achieve peace, stability, and wealth. The Member States are Angola, Botswana, Comoros, the Democratic Republic of Congo, Eswatini, Lesotho, Madagascar, Malawi, Mauritius, Mozambique, Namibia, Seychelles, South Africa, United Republic of Tanzania, Zambia, and Zimbabwe.



Acknowledgements

The Project Team wants to express sincere appreciation to the SADC Ministers responsible for the Environment, Natural Resources and Tourism that approved the 2023 – 2033 SADC TFCA Programme during their meeting held on 12 June 2023.

This Handbook was prepared based on literature review and vast stakeholder engagement during the developmental stages of the revised SADC TFCA Programme with SADC Member States and relevant stakeholders. The SADC Secretariat wishes to sincerely thank all stakeholders for their guidance, valuable inputs, and support.

The SADC Secretariat also wishes to thank the German Development Cooperation through the Deutsche Gesellschaft für Internationale Zusammenarbeit (GIZ) GmbH that availed the requisite financial and technical resources to develop this Handbook.



Table of Contents

1	Introduction and Background.....	7
1.1	Purpose of this Handbook	7
1.2	Audience for this Handbook	7
1.3	Structure of this Handbook.....	7
2	Contextual Framework to Listing of TFCAs.....	10
2.1	Global Categories	10
2.2	SADC TFCA Programme	10
2.2.1	Text Box: SADC TFCA Categories	11
2.2.2	Text Box: Guideline for the Development and Establishment of TFCAs	11
3	SADC TFCA Categorisation and Listing Processes	14
3.1	Category C TFCAs.....	14
3.1.1	Process to identify and plan for the Listing of TFCA Category C	14
3.1.1.1	Step 1: Identifying and Mapping Key Stakeholders and Role Players.....	15
3.1.1.2	Step 2: Assessing the Enabling Environment.....	15
3.1.1.3	Step 3: Assessing TFCA Feasibility.....	17
3.1.1.4	Step 4: Designing the Implementation Process.....	17
3.2	Category B and A TFCAs	18
3.2.1	Process to plan and develop Category B and A TFCAs.....	18
3.2.1.1	Step 1: Securing buy-in from stakeholders and building legitimacy.....	19
3.2.1.2	Step 2: Selecting an appropriate governance model	20
3.2.1.3	Step 3: Defining the geographical extent	20
3.2.1.4	Step 4: Developing the Framework for Joint Management	21
3.2.1.5	Step 5: Refining the Joint Management Framework.....	21
3.2.1.6	Step 6: Planning for Financial Sustainability	22
3.3	TFCA Listing Process.....	22
3.4	Case Studies	23
3.4.1	Kgalagadi Transfrontier Park (Category A).....	23
3.4.2	Lubombo Transfrontier Conservation Area (Category A)	24
3.4.3	Maloti-Drakensberg Transfrontier Conservation and Development Area	25
3.4.4	Great Limpopo Transfrontier Conservation Area (Category A)	26
3.4.5	Kavango Zambezi Transfrontier Conservation Area (Category A).....	28
3.4.6	Lower Zambezi – Mana Pools Transfrontier Conservation Area (Category B).....	29
	Annexures	30
	Annexure A: Template letter to SADC Secretariat advising of Category C listing	30
	Annexure B: Characteristics of a Functional TFCA	31

Abbreviations

FANR	Food, Agriculture and Natural Resources
GEF	Global Environment Facility
GKG TFCA	Gaza-Kruger-Gonarezhou Transfrontier Conservation Area
GIS	Geographic Information System
GIZ	Gesellschaft für Internationale Zusammenarbeit
GLC	Greater Lubombo's Conservancy
GLTP	Great Limpopo Transfrontier Park
GLTFCA	Great Limpopo Transfrontier Conservation Area
ICP	International Cooperating Partners
IUCN	International Union for Conservation of Nature
JMB	Joint Management Board
JMC	Joint Management Committee
KAZA TFCA	Kavango Zambezi Transfrontier Conservation Area
KNP	Kruger National Park
KPA	Key Performance Areas
KTP	Kgalagadi Transfrontier Park
MDTFCA	Maloti-Drakensberg Transfrontier Conservation Area
METT	Management Effectiveness Tracking Tool
MOU	Memorandum of Understanding
NGO	Non-government Organisations
PAT	Performance Assessment Tool
SADC	Southern African Development Community
SANParks	South African National Parks
TFCA	Transfrontier Conservation Area
TFP	Transfrontier Park
TMC	Transfrontier Management Committee
TOC	Theory of Change



Section 1

Introduction and Background



1 Introduction and Background

Ecosystems globally are divided by political boundaries that are subjected to many different policy, legal and institutional structures, complemented by management and governance systems which are impacted by diverse social, cultural, and economic contexts. Given this, transboundary conservation emerged as a practical solution to overcome complex relationships and differences as well as to encourage cooperation across international boundaries to achieve shared conservation goals¹.

Therefore, Transfrontier Conservation and the establishment and development of Transfrontier Conservation Areas (TFCAs) are strategically poised as a mechanism to execute various SADC Protocols that relate to the conservation and sustainable utilisation of natural resources.

1.1 Purpose of this Handbook

The purpose of this user-friendly handbook details stepwise processes on how to be listed as a Category C TFCA, how to progress towards a Category A TFCA, and to provide typical key success factors for Category A TFCAs.

It therefore creates direction for TFCA practitioners and related stakeholders from the identification of a potential TFCA to expansion in size and scale of the current TFCA estate, to develop the TFCA from a concept into a feasible opportunity and to provide some case studies that inspired the institution and success of some TFCAs.

1.2 Audience for this Handbook

This handbook is intended for use by any practitioner, stakeholder or proponent from Member States, non-government organisations (NGOs), international cooperating partners (ICPs), academia, communities or individuals that are active in SADC TFCA landscapes to provide access to valuable and practically inclined information on the categorisation of TFCAs, specifically *what to do when* during any of the following stages of TFCA development:

- Initiation stage.
- Establishment stage.
- Development stage and towards Implementation.

1.3 Structure of this Handbook

This handbook consists of three core sections, namely:

- i. Section 1 provides background information about the purpose and the intended audience(s) that will use this handbook;
- ii. Section 2 details brief information related to the contextual framework related to listing of TFCAs, whilst providing a snapshot of the global categories and an overview of the revised 2023 – 2033 SADC TFCA Programme; and

¹ SADC Transfrontier Conservation Guidelines: The establishment and development of TFCA initiatives between SADC Member States. Kevan Zunkel. 2014

- iii. Section 3 entails the essence of this handbook whereby the categorisation and listing processes are defined, process steps detailed as well as case studies provided that display what a *successful* TFCA resembles.



Section 2

Conceptual Framework to List TFCAs



2 Contextual Framework to Listing of TFCAs

2.1 Global Categories

The International Union for Conservation of Nature (IUCN) World Commission on Protected Areas proposed the following classification of transboundary conservation areas²:

- **Type 1: Transboundary Protected Area** is a clearly defined geographical space that includes protected areas that are ecologically connected across one or more international boundaries and involve some form of cooperation.
- **Type 2: Transboundary Conservation Landscape(s) and / or Seascape(s)** are ecologically connected areas that include both protected areas and multiple resource use areas across one or more international boundaries and involve some form of cooperation.
- **Type 3: Transboundary Conservation Migration Areas** are wildlife habitats in two or more countries that are necessary to sustain populations of migratory species and involve some form of cooperation.
- **Special designation – Park for Peace** is a special designation that may be applied to any of the three types of Transboundary Conservation Areas mentioned above, and is dedicated to the promotion, celebration and / or commemoration of peace and cooperation.

2.2 SADC TFCA Programme

The key objectives of SADC³ are to achieve development, peace and security, economic growth, to alleviate poverty, to enhance the standard and quality of life of the people of southern Africa, as well as to support the socially disadvantaged through regional integration which is built on democratic principles as well as equitable and sustainable development. To this effect, the SADC Secretariat is accountable for the SADC TFCA Programme whilst the SADC Directorate of Food, Agriculture and Natural Resources (FANR) is responsible for managing the TFCA programme.

The three pillars of SADC TFCAs are therefore constructed based on the following premise:

- i. To foster regional integration between two or more states to manage shared natural resources, to achieve progress towards legal harmonisation and to actively cooperate in resolving matters related to transfrontier conservation in the region;
- ii. Transboundary management of shared natural and cultural resources; and
- iii. Socio-economic development based on the sustainable use on natural resources by communities living in and alongside TFCAs⁴.

An overview of the revised Programme, its vision, goals, cross-cutting issues, and guiding principles are graphically depicted overleaf.

² <https://portals.iucn.org/library/sites/library/files/documents/PAG-023.pdf>

³ www.sadc.int

⁴ Monitoring and Evaluation of TFCAs: Situational Analysis Report (SADC), Gaborone, Botswana, 2020

2023 - 2033 SADC TFCA Programme

Vision Statement: *A world-class network of sustainably managed transboundary landscapes and seascapes across and for the benefit of the people of SADC and the world.*



2.2.1 Text Box: SADC TFCA Categories

In the SADC context [historically] the status of TFCAs was categorised based on the extent to which international agreements have been signed. The categories were revised and is now defined as:

- **Category A – Formalised:** These are TFCAs with a legal mandate with clearly defined boundaries and established through a **binding Agreement** for the development of the TFCA by Member States.
- **Category B – Proposed:** TFCAs with a signed **MOU** and with a description of the proposed location. The MOUs provide for an **interim** arrangement that facilitates negotiations towards the signing of a binding Agreement to formally establish the respective TFCA.
- **Category C – Conceptual:** These are TFCAs where Member States have an official **intent** to establish a TFCA, but no binding Agreement or interim MOU is in place.

The categorisation is important because it:

- Assigns a specific status to different TFCAs; and
- Implies a certain level of achievement in its formalisation. There are various direct and indirect implications, for example categorisation such as international or regional recognition as well as funding opportunities and allocation.

2.2.2 Text Box: Guideline for the Development and Establishment of TFCAs

The Guideline for the Establishment and Development of TFCAs⁵ in SADC presents various overarching principles which the initiation, establishment and development of SADC TFCAs may be measured against. These are:

⁵ SADC Transfrontier Conservation Guidelines: The establishment and development of TFCA initiatives between SADC Member States. Kevan Zunkel. 2014

1. The **principles of sustainability** must demonstrate ecological sustainability and the persistence of biodiversity features related to the ecosystems being conserved, delivering tangible benefits to affected communities and having broad socio-economic relevance in terms of the ecosystem goods and services that are produced, delivered, and being managed efficiently whilst optimising its economic relevance and income generating opportunities.
2. Objective **feasibility assessments** must test the viability of potential TFCAs in order to ensure that where initiatives are found to be potentially viable, that their establishment process should contribute to the development of a robust business case.
3. TFCA engagement processes must strive to be **fully inclusive of all relevant stakeholders** and should foster strong and trusting relationships through the facilitation of open, transparent, and full disclosure processes, taking cognisance of the challenges of communicating across differences in languages, cultures, perceptions, historical backgrounds, and political regimes.
4. **Sovereignty, land rights and access to resources** both natural and cultural, must be respected at all times.
5. An assessment of the **legal and policy framework** within which the potential TFCA will need to fit into is required – with particular reference to where there may be conflicting laws and policies between participating countries, and where harmonisation of laws is required as well as the domestication of TFCAs into national legal and policy frameworks.
6. The final development outcomes should include a shared vision and list of prioritised **joint management planning objectives**.
7. TFCAs offer attractive opportunities for donor **funding**, however this is not sustainable, and every effort is required to work towards **income generating initiatives**.
8. **Financial planning and management** must aim for optimum **operational efficiencies** in order to boost investor confidence.
9. **Monitoring and evaluation** are essential in respect of TFCA management and implementation and needs to derive from and be integrated into the joint management plan and related processes.



Section 3

SADC TFCA Categorisation and Listing Process



3 SADC TFCA Categorisation and Listing Processes

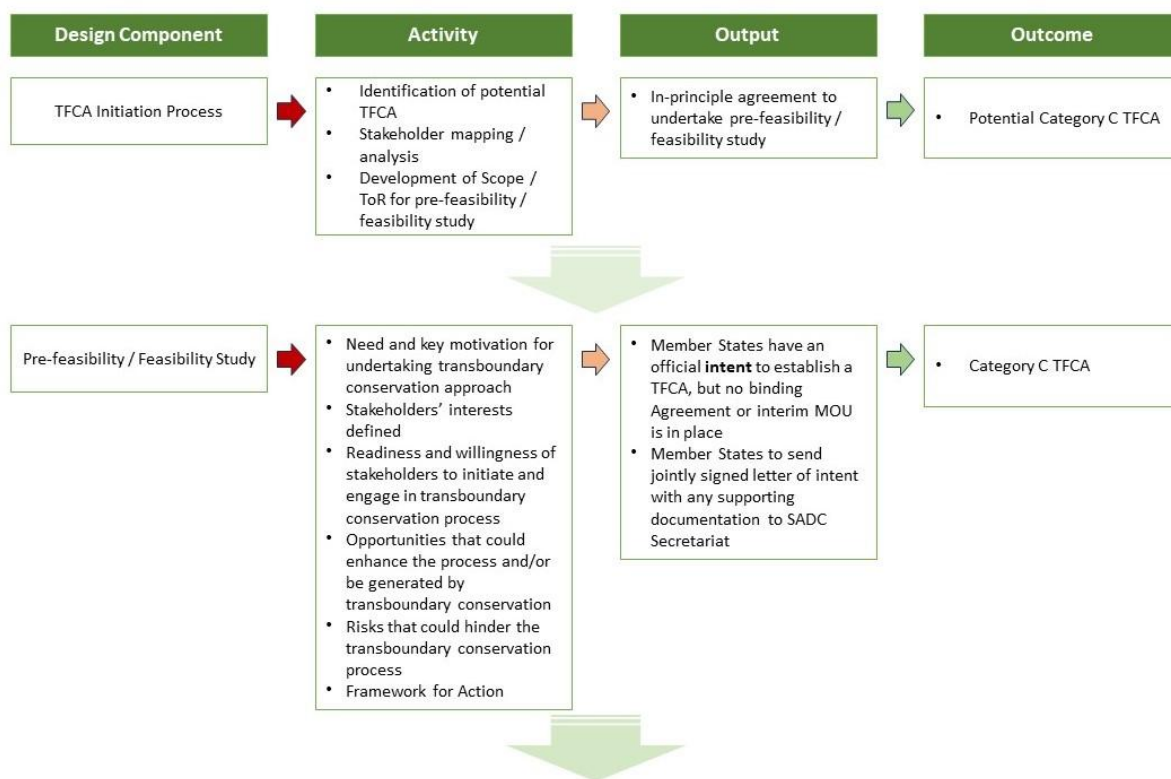
3.1 Category C TFCAs

3.1.1 Process to identify and plan for the Listing of TFCA Category C

The planning, design, implementation, and management of TFCAs involve aspects of complex and interactive processes from a diverse range of stakeholders. Processes necessary for the initiation of the planning and design of a TFCA refer specifically to pre- and feasibility assessments, and what is required to design an implementation process if the proposed TFCA seems to be a feasible opportunity. Based on the SADC Guidelines for the establishment and development of TFCA initiatives between SADC Member States (2015), the TFCA Initiation Process consists of the following key steps⁶:

- **Step 1:** Identifying and mapping key stakeholders and role players.
- **Step 2:** Assessing the enabling environment, including commissioning of a pre-feasibility assessment.
- **Step 3:** Assessing the feasibility of the TFCA.
- **Step 4:** Designing the implementation process.

The steps highlighted above would lead to an agreement by Member States and key stakeholders to officially pursue the formalisation, planning, and development of the TFCA through the signing of a binding Agreement or interim MOU. The process portrayed below details the steps to be followed to formalise TFCAs and its respective categories.



⁶ SADC Transfrontier Conservation Guidelines: The establishment and development of TFCA initiatives between SADC Member States. Kevan Zunkel. 2014

3.1.1.1 Step 1: Identifying and Mapping Key Stakeholders and Role Players

As part of the TFCA initiation process, it is prudent to identify the relevant role players and stakeholders, including but not limited to the following⁷:

- SADC Directorate for FANR
- National conservation agencies
- Other relevant national government agencies
- Indigenous People and Local Communities
- Private landowners
- NGOs and donors.

3.1.1.2 Step 2: Assessing the Enabling Environment

To assess the potential of a TFCA, proponents need an understanding of what is required to create an enabling environment for a new TFCA initiative. This is often guided by the key finding of a pre-feasibility assessment or a scoping exercise.

Key considerations to assess the enabling environment include the following⁸:

- A pre-feasibility or scoping study is necessary to test the extent to which the receiving environment may be receptive of a TFCA initiative and capable of driving it forward.
- Key elements to guide the TFCA pre-feasibility process and to ensure that it is implemented as objective as possible, include the following:
 - The catalyst: What is it that is significant enough to pull people out of their comfort zones, institutional silos, and / or the safety of sovereignty?
 - Leadership: What type of leadership is required to initiate, drive, and sustain a TFCA initiative?
 - Representation: Who are the stakeholders and how do we ensure that all stakeholders associated with the desired outcome are able to be represented in the process?
 - Regional fit: How do we define the region large enough to capture the problem, and small enough to get traction among people whose interests are with stakeholders?
 - Governance: How do we define the degree of decision-making authority, and mechanisms for funding and dispute resolution that exist within and associated with the area of interest, and how do we assemble these resources and organise them in a way that will ensure collaborative effort is achieved?
- Assessment of the legal and policy context within which the potential TFCA will need to fit in, is required.
- A thorough stakeholder analysis is required to provide a credible platform from which to launch further work towards assessing TFCA feasibility.

⁷ SADC Transfrontier Conservation Guidelines: The establishment and development of TFCA initiatives between SADC Member States. Kevan Zunkel. 2014

⁸ Ditto

Pre-feasibility and Feasibility Studies

- Pre-feasibility and feasibility studies are undertaken as part of the initial design phase of a TFCA to objectively determine the strengths and weaknesses of the proposed initiative. These studies can help to identify and assess the opportunities and risks present, key issues that need to be addressed, the resources required, and the prospects for success.
- Typically, undertaking a pre-feasibility will be the first step in the process. This is a high-level screening or scoping process aimed at identifying preliminary issues, risks, challenges, and opportunities. It also helps to develop and screen the number of options and / or alternatives that are identified to be subjected to a more detailed feasibility study.
- A feasibility study usually consists of the following components:

Defining the Project

- Size, location, and other relevant details for each project site.
- Institutional assessment.
- Understanding the relevant legal and policy environment.
- Strategic objectives and individual institutions' scope and deliverables.
- Preliminary assessment of any areas where capacity building may be required.
- Identification and mapping of key stakeholders.

Technical Assessment

- Understanding the tourism and conservation plans for the potential projects, including conservation management, funding, use rights, infrastructure, community role, resettlement, etc.

Financial Assessment

- Understanding budgets available for conservation, tourism infrastructure development, community development, resettlement, etc.
- Capital expenditure estimates: develop a preliminary overview of the financial impact(s) of the potential project(s).
- A preliminary assessment of any plans or studies which define the cost of other infrastructure necessary to ensure the success of the project for example roads, water, power etc.
- Payment mechanisms: develop a preliminary view of possible payment mechanisms for potential projects and initiatives.
- Risk: a preliminary assessment of total project risks and potential for allocation of risks to private operators, government and other stakeholders.

Legal Assessment

- High-level understanding of the procurement legislation and regulations.
- High-level understanding of the legislation and regulations for the tourism / conservation sector.
- High-level understanding of environmental legislation and regulations.

- Preliminary understanding of site issues [if relevant]: ownership, land use rights, zoning rights, resettlement, and potential environmental issues.
- High-level understanding of the practice, legislation and regulation of labour issues generally and in the tourism sector specifically.
- High-level understanding of local economic empowerment policies or legislation.

Market Assessment

- Availability of local, regional and international sponsors and an assessment of potential interest.
- Opportunities for local economic empowerment.

3.1.1.3 Step 3: Assessing TFCA Feasibility

The feasibility or scoping study will provide guidance on the recommended approaches and prevailing dynamics associated with the area in question and the potential suitability of a TFCA approach. To assess the feasibility of a potential TFCA, the following should be considered⁹:

- Based on the findings of the pre-feasibility assessment or scoping study, a feasibility assessment process must be designed and undertaken.
- To test feasibility of the proposed TFCA, the IUCN diagnostic tool could be applied either directly for a feasibility assessment, or to be used as a guideline in the formulation of a terms of reference for an external service provider to execute the process¹⁰.
- The full value of the potential TFCA must be assessed of its potential to provide a range of ecosystem goods and services. The assessment must include a mapping exercise where the linkages between the production and consumption of ecosystem goods and services are identified.

3.1.1.4 Step 4: Designing the Implementation Process

If the pre-feasibility, scoping, and feasibility processes indicate that pursuing a TFCA approach is appropriate and applicable, the outcomes of these processes and the insights gained should be applied to design and plan for implementation. Key points for considerations include¹¹:

- It is essential that proponents objectively reflect on the outcomes of the pre-feasibility, scoping and feasibility assessments and allow these to guide them further, prior to spending more time and resources on the process. If these assessments clearly show that it is not feasible to take the potential TFCA forward, the initiative must be 'parked' until circumstances become more conducive. However, if they show that it is feasible, then the findings from these processes should be used to inform the design of an implementation process, including an implementation framework.

⁹ SADC Transfrontier Conservation Guidelines: The establishment and development of TFCA initiatives between SADC Member States. Kevan Zunkel. 2014

¹⁰ <http://www.tbpa.net/page.php?ndx=22>

¹¹ Ditto.

- Often circumstances and on-the-ground realities may require a flexible approach to the further planning and design of the proposed TFCA.

3.2 Category B and A TFCAs

3.2.1 Process to plan and develop Category B and A TFCAs

The process to facilitate the formalisation, development, and management of TFCAs include obtaining buy-in from stakeholders, designing and operationalising the appropriate governance model, confirming the delineation of the initiative, working towards a shared vision and a joint management and / or integrated development plan, planning for financial sustainability, and lastly monitoring and evaluation to inform adaptive management and improved reporting¹².

Based on the SADC Guidelines for the establishment and development of TFCA initiatives between SADC Member States (2015), TFCA Establishment and Development include the following key steps:

- **Step 1:** Securing buy-in from stakeholders and building legitimacy through the following:
 - At the political level.
 - With peers and related organs of state.
 - With interested and affected communities.
- **Step 2:** Select an appropriate governance model, including:
 - Governance instruments, such as development and signing of MOUs and Agreements.
 - Governance mechanisms, and establishment of relevant institutional arrangements.
- **Step 3:** Defining the geographical extent in an open and transparent manner with all relevant stakeholders.
- **Step 4:** Developing the framework for joint management such as a joint management / integrated planning.
- **Step 5:** Refining the joint management framework through implementation, including working towards the more refined management actions that would be undertaken in a collaborative manner.
- **Step 6:** Planning for financial sustainability through the development of a sustainable financing / resourcing strategy.

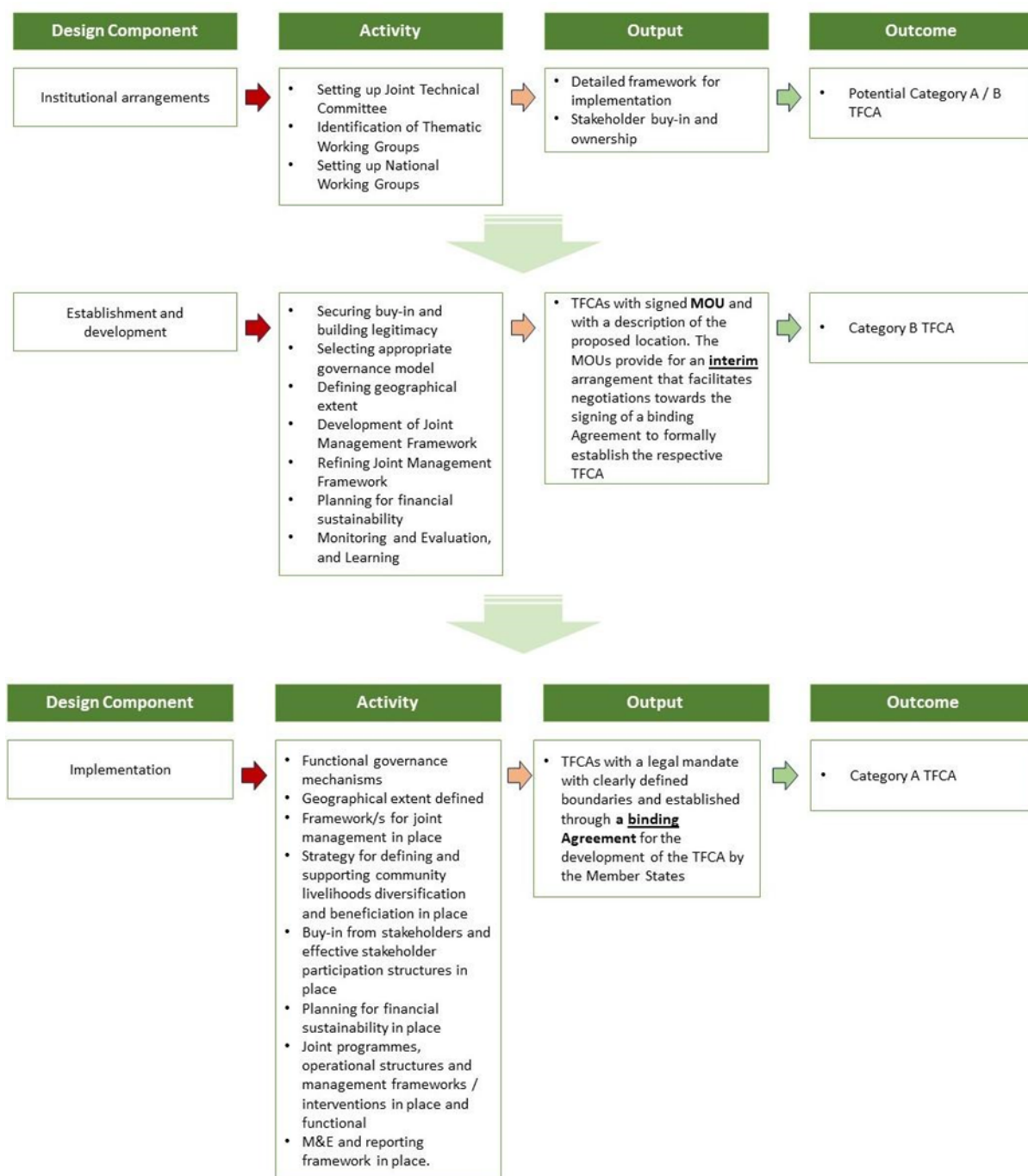
The evaluation of management effectiveness is recognised as a critical step for measuring the success of protected area management. Protected Areas receiving funding from the World Bank or from the Global Environment Facility and are tasked to complete a performance assessment (using Management Effectiveness Tracking Tool (METT)) as part of the assessment of project activities. Similarly, Protected Areas which are also designated under international conventions such as the World Heritage Convention and Ramsar Convention are also being asked to undertake convention specific reporting¹³. TFCAs, with collaborative, participatory, and equitable governance, are said to yield significant conservation and socio-economic benefits far beyond their boundaries, and contribute to poverty reduction, sustainable development, and regional integration. To ensure these benefits are realised, and that all other aspects of transfrontier conservation management are implemented effectively, monitoring and evaluation is essential¹⁴. Monitoring and evaluation of TFCAs

¹² Ditto.

¹³ <https://www.conservationgateway.org/externallinks/pages/mett-management-effective.aspx>

¹⁴ K. Zunckel (2014). SADC TFCA Guidelines: The establishment and development of TFCA initiatives between SADC Member States

are achieved through designing and implementing a monitoring and evaluation framework to track the effectiveness of the implementation of the joint frameworks and plans.



3.2.1.1 Step 1: Securing buy-in from stakeholders and building legitimacy

Securing buy-in from key stakeholders is a fundamental part of the TFCA development and implementation process. Apart from building legitimacy, it is also critical for all key interested and affected parties to be included in the process of designing and implementing TFCA programmes, strategies, and initiatives. Key considerations include the following¹⁵:

¹⁵ Ditto.

- Stakeholder engagement processes must be carefully designed and sufficiently resourced to ensure that buy-in to and legitimacy for the TFCA initiative is secured.
- Different engagement strategies are required for the various stakeholder groupings, including defining the role they can play, the influence they can bring to the process and their potential contribution and benefits.
- Primary stakeholder groupings include those at a political, institutional and community level, which are all essential to the success of the initiative. Other affected groupings include NGOs, donor agencies, private sector, and academia.
- Stakeholder engagement processes must be underpinned by the principles of honesty, transparency, and objectivity.

3.2.1.2 Step 2: Selecting an appropriate governance model

Transboundary conservation governance is defined as the interactions between structures, processes and traditions that influence and determine how power, authority and responsibility are exercised and how decisions are taken. The establishment of effective governance instruments and mechanisms are essential components to ensure functional and sustainable TFCAs. Key factors to consider include the following¹⁶:

- Ensure strong collaboration between all relevant stakeholders in all aspects of planning and implementation at all scales.
- Provide effective vertical and horizontal feedback mechanisms necessary for the flow of information between the various stakeholders.
- Allow for adaptability and flexibility to respond to new information, threats and / or opportunities, as well as change.
- Measure, track performance and put strategies in place to ensure continuous progress.
- Measure, monitor and ensure tangible benefit flow(s) to beneficiaries in a transparent and equitable manner.
- Maintain open channels of communication to ensure stakeholder buy-in and legitimacy.
- Secure financial and human resources necessary to ensure that the TFCA is able to function optimally.

3.2.1.3 Step 3: Defining the geographical extent

The process to identify the geographic reach of TFCA initiatives needs to be consultative, flexible, adaptive, and iterative. This is based on the recognition that delineation and mapping processes need to inform each other and agreed to by the participating countries and stakeholders. Key factors to consider include the following¹⁷:

- The process of defining the geographic extent of a TFCA and mapping the associated detailed spatial information within and adjacent to it must be seen as an ongoing and evolutionary process.
- Caution must be applied in the presentation of maps to stakeholders, particularly in the early stages of TFCA processes. TFCA practitioners also need to acknowledge that it may be

¹⁶ K. Zunckel (2014). SADC TFCA Guidelines: The establishment and development of TFCA initiatives between SADC Member States.

¹⁷ Ditto.

necessary to adjust boundaries and spatial information as the TFCA development and implementation processes evolve.

- Techniques used to develop the TFCA maps must be aligned to the financial and human resources available. Where possible, systematic conservation planning processes must be applied using geographic information system (GIS) or other spatial planning tools.

3.2.1.4 Step 4: Developing the Framework for Joint Management

Formulating a shared vision, mission, and objective through the development of a joint management framework for the joint planning and establishment of a TFCA initiative is crucial to define the strategic direction of the TFCA. Key factors to consider, include the following¹⁸:

- The process followed to develop a framework for a joint management plan or integrated development plan must be stakeholder driven and as inclusive as possible.
- Stakeholders invited to participate in the process must be given every opportunity to be fully prepared. In certain cases, a series of preparatory meetings and workshops may be required to provide for a better understanding and build the capacity of stakeholders to effectively participate in the process.
- It is often preferable to obtain the services of an external and objective facilitator to drive the process and to provide stakeholders with the assurance that their inputs will be taken seriously and integrated into the final outcomes.
- The process must be transparent and rich in information so that all stakeholders are given an opportunity to provide inputs into the process wherever necessary.
- Components of sustainability must underpin the categorisation of information being gathered and to assist with its analysis, synthesis, and packaging.
- The process is an important starting point to build trust between the stakeholders, which is an important requirement for a successful TFCA.

3.2.1.5 Step 5: Refining the Joint Management Framework

The framework for joint management provides the basis for the development of frameworks, plans and strategies that will inform planning at a finer scale and for shorter-term implementation, often on a thematic and / or joint operational level. Key factors to consider include the following¹⁹:

- Thematic and / or thematic planning teams, which are mutually acceptable to all the stakeholders, must be selected to take these processes forward.
- The joint management objectives serve as the basis from which the more refined joint operational planning is achieved.
- Refinement of the objectives further develops the hierarchy of management statements by cascading them down into more specific and shorter-term statements that include Specific, Measurable, Achievable, Relevant, and Time-Bound (alternatively known as SMART) operational goals and actions.
- It is important to demonstrate the ability to achieve the set objectives, and identify gaps and resources needed for effective implementation.

¹⁸ Ditto.

¹⁹ Ditto.

- The refined plans and frameworks provide the basis from which implementation and performance can be tracked, monitored, and evaluated.
- Joint plans and frameworks should be subjected to frequent revision and updating with a minimum frequency of five years with the optimal frequency being annual.

3.2.1.6 Step 6: Planning for Financial Sustainability

TFCAs are well positioned to yield multiple agricultural, livelihood, conservation, and climate related benefits at a landscape level to achieve inclusive green growth. However, the lack of sustainable funding for the establishment, development and management activities remains a critical challenge for TFCAs. Member States and ICPs are key funders of programmes in TFCA landscapes. A variety of innovative financial mechanisms are emerging that are particularly relevant in the context of integrated landscape and seascape management approaches that form the heartbeat of TFCAs. Planning for financial sustainability is therefore a critical component for the effective development and establishment of TFCAs. Key factors to consider include the following²⁰:

- TFCAs are attractive options for donor funding, but this is not sustainable, and every effort is required to work towards funding streams that are innovative and sustainable.
- Financial planning and management must aim for optimum operational efficiencies to provide 'investor' confidence.
- Careful assessment of a TFCAs full value within the broader biodiversity, ecosystems and socio-economic landscape or seascape must be carried out to identify every opportunity for income generation and financial support.
- TFCA practitioners must link in to the local, regional, and global networks where financing tools can be accessed, requests for specific solutions posted and lessons learned shared.

3.3 TFCA Listing Process

The SADC Secretariat has an important Secretariat role to keep track of the progress of TFCA establishment. As part of the listing process, the SADC Secretariat will therefore request an update from Member States at least every two (2) years before the Joint Ministerial meeting for Environment, Natural Resources and Tourism request the submission of any new TFCA Agreements, interim MOUs, or Letters of Intent. Member States are required to observe the following:

Category A and B:

- Member States to submit any new Agreement or Interim MOU to SADC Secretariat, either on own initiative or following an information request from SADC Secretariat.

Category C:

- Member States to send jointly signed Letter of Intent with any supporting documentation (e.g., Concept Note, TFCA Diagnostic Tool, Implementation Plan etc.) either on own initiative or following the information request from the SADC Secretariat.

²⁰ Ditto.

Following the submissions by Member States, the list of SADC TFCAs will be updated by the SADC Secretariat before every Joint Ministerial Meeting for the Environment, Natural Resources and Tourism.

3.4 Case Studies

3.4.1 Kgalagadi Transfrontier Park (Category A)²¹

Kgalagadi Transfrontier Park (KTP) is widely considered to be Africa's first Transfrontier Park²².

- A verbal agreement was reached in 1948 which formed the basis of the management of the Gemsbok National Park in Botswana and the Kalahari Gemsbok National Park in South Africa as a single ecological unit.
- Plans to formalise the joint development and management of the two contiguous parks were proposed in 1989, following a fact-finding study on tourism developments in southern Africa. The study was commissioned by the Permanent Secretary of the Ministry of Commerce and Industry of Botswana, and, as a result, in May 1991 the Department of Wildlife and National Parks of Botswana received a mandate to consult



further on the matter with South African National Parks (SANParks). Initial meetings between the two conservation agencies led to the establishment of a joint transfrontier management committee (TMC).

- The TMC has been responsible for the coordination of the management of the two parks and has worked towards the formal establishment of a transfrontier park. A management plan for the area has been drafted by the TMC, and the policies and actions necessary to maintain the cohesiveness and unity of the park have been agreed on. It provides the policies for joint management of the area as a single ecological unit and the basis for the promotion of tourism. This plan is now being implemented and will be regularly revised and updated.

²¹ Bilateral Agreement between the Government of the Republic of Botswana and the Government of the Republic of South Africa on the Recognition of the Kgalagadi Transfrontier Park (1999)

²² https://www.dffe.gov.za/legislation/international_agreements/bilateral_agreement_kgalagadi_transfrontierpark

- In June 1992 a joint management committee comprising representatives from the conservation authorities of South Africa (SANParks) and Botswana (Department of Wildlife and National Parks) was established to work on formalising a bilateral agreement to formally establish the Kgalagadi Transfrontier Park.
- A bilateral agreement between the Government of the Republic of Botswana and the Government of the Republic of South Africa on the recognition of the Kgalagadi Transfrontier Park was signed in 1999. The bilateral agreement in 1999 formalised previous arrangements to ensure that no barrier to wildlife movement exists along the international boundary that separates the two components.
- KTP was officially opened by the presidents of the two countries in 2000.

3.4.2 Lubombo Transfrontier Conservation Area (Category A)²³

Lubombo Transfrontier Conservation Area²⁴

- A General Transfrontier Conservation and Resource Area Protocol was signed between the Governments of the Kingdom of Swaziland (now Eswatini), the Government of the Republic of Mozambique and the Government of the Republic of South Africa in 2000. The Protocol signed by the Ministers included an extensive list of objectives as well as clear undertakings by the parties, to establish a TFCA Conservation and Resource Area Commission.
- The Lubombo TFCA initially contained four distinct TFCAs: (i) Lubombo Conservancy-Goba TFCAs (Mozambique and Eswatini); (ii) Ponta do Ouro-Kosi Bay TFCAs (Mozambique and South Africa); (iii) Nsubane-Pongola TFCAs (Eswatini and South Africa); and (iv) Usuthu-Tembe-Futi TFCAs (Mozambique and South Africa).



²³ General Trans-frontier Conservation and Resource Area Protocol between the Government of the Kingdom of Swaziland and the Government of the Republic of Mozambique and the Government of the Republic of South Africa (2000)

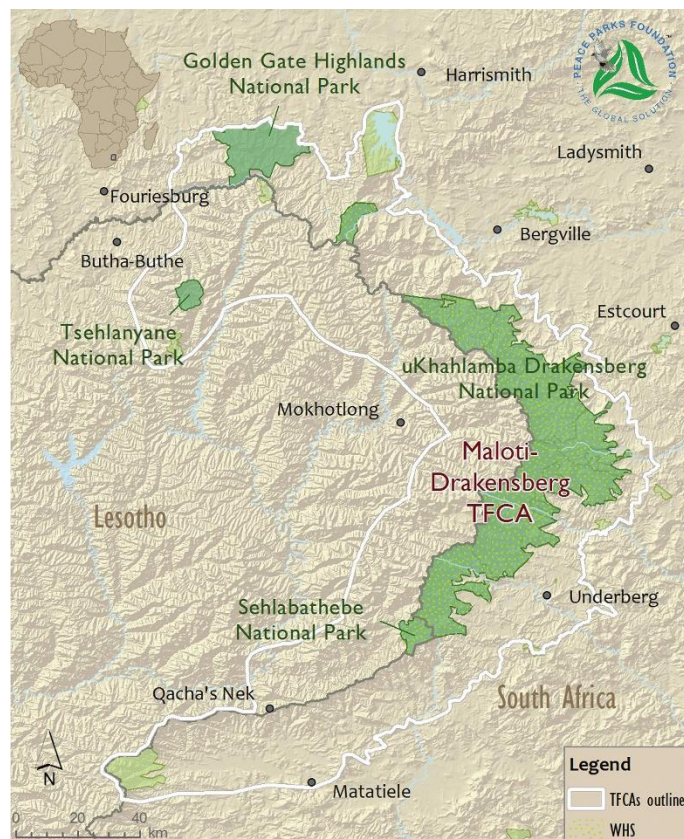
²⁴ https://www.dffe.gov.za/legislation/international_agreements/agreement_lubombo_transfrontier_conservationareas

- Inclusion of a fifth component, the Songimvelo-Malolotja TFCA (Eswatini and South Africa) and the incorporation of Eswatini into the Usuthu-Tembe-Futi TFCA were formally approved at a Trilateral Ministerial Meeting in 2004.
- In March 2014, the Lubombo Trilateral Commission decided to merge the Lubombo Conservancy-Goba TFCA with the Usuthu-Tembe-Futi TFCA, linking the Lebombo Mountain Ecosystem with the coastal plains. The merged TFCA was named Lubombo Conservancy-Goba and Usuthu-Tembe-Futi.

3.4.3 Maloti-Drakensberg Transfrontier Conservation and Development Area²⁵

Maloti-Drakensberg Transfrontier Conservation and Development Area (MDTFCA)²⁶

- A MOU was signed between the Government of the Republic of South Africa and the Government of the Kingdom of Lesotho in respect of the Maloti-Drakensberg Transfrontier Conservation and Development Area in 2008. Two Annexures to the MOU contained a broad description of the Maloti-Drakensberg Transfrontier Conservation Area and a map of the MDTFCA.
- The MOU outlined the Objectives, Competent Authorities, Institutional and Implementation Framework of the MDTFCA.
- The MOU was preceded by an earlier MOU which sought to strengthen cooperation between the two countries and was supported through financial assistance from the World Bank through a grant from the Global Environmental Facility Trust Fund. Through this support a 20 Year Conservation and Development Strategy and a Five-Year Action Plan was developed to guide the long-term cooperative efforts and sustainable management of the MDTFCA.



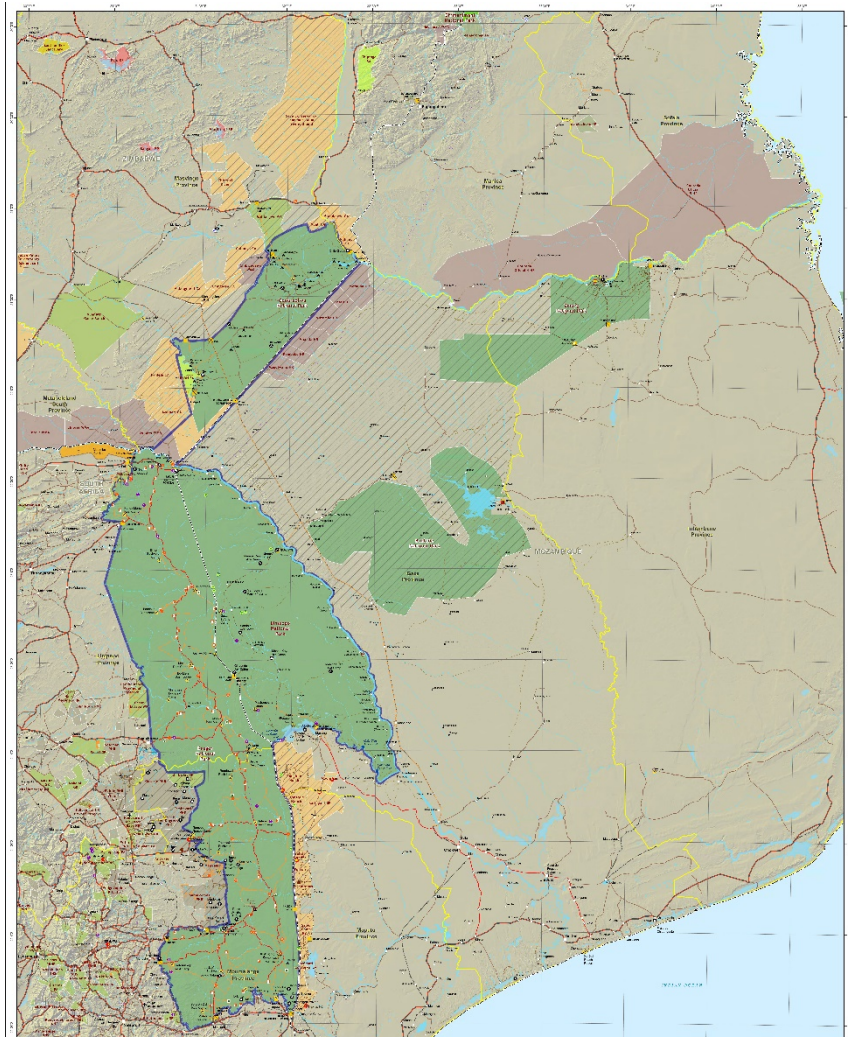
²⁵ Memorandum of Understanding between the Government of the Republic of South Africa and the Government of the Kingdom of Lesotho in respect of the Maloti-Drakensberg Transfrontier Conservation and Development Area (2008)

²⁶ https://www.dffe.gov.za/legislation/international_agreements/maloti_drakensberg_tfca

3.4.4 Great Limpopo Transfrontier Conservation Area (Category A)²⁷

Great Limpopo Transfrontier Conservation Area

- Discussions around the possible creation of the Gaza-Kruger-Gonarezhou Transfrontier Conservation Area (GKG TFCA) began in 1990.
- In 1991 the Mozambican Government used Global Environment Facility (GEF) funds to undertake a feasibility study towards the implementation of a TFCA pilot project. The 1992 Peace Accord in Mozambique and the South African democratic elections of 1994 paved the way for the political processes to proceed toward realising this idea.
- Feasibility studies initiated by the World Bank culminated in a pilot project that was launched with GEF funding in 1996. This process led to the signing of a Trilateral Agreement in Skukuza, South Africa on 10 November 2000. The Skukuza Agreement signalled the three nations' intent to establish and develop a transfrontier park and surrounding conservation area that, at that time, was still called GKG TFCA.
- A Treaty between the Government of the Republic of Mozambique, the Government of the Republic of South Africa, and the Government of the Republic of Zimbabwe on the establishment of the Great Limpopo Transfrontier Park was signed in 2002. The geographical delimitation was clearly outlined for the three countries.
- The Great Limpopo Transfrontier Park (GLTP) Treaty makes provision for a phased approach to the development on TFCA. The first phase is the establishment of the core area of the GLTP,



²⁷ Treaty between the Government of the Republic of Mozambique the Government of the Republic of South Africa and the Government of the Republic of Zimbabwe on the establishment of the Great Limpopo Transfrontier Park

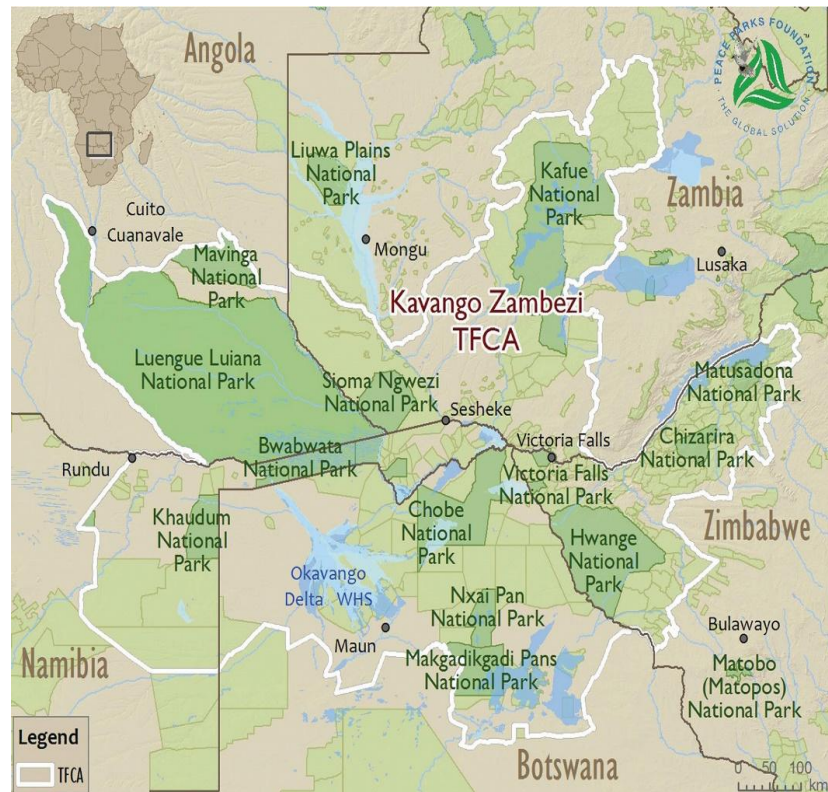
and the second phase for the establishment of a much broader conservation area – the Great Limpopo Transfrontier Conservation Area (GLTFCA). In terms of the Treaty the GLTFCA aimed to consist of ‘the area adjacent to the Transfrontier Park, comprising compatible conservation areas but not lending itself to formal integration with the Transfrontier Park and shall be managed as a Transfrontier Conservation Area’.

- The Treaty also stated that areas forming part of the TFCA shall include various privately-owned, state-owned, and community-owned conservation areas directly bordering the Transfrontier Park which shall be identified in future. Mozambique initiated the process of the development of the GLTFCA by the formal inclusion of the 240,000 hectares (ha) of the Greater Lubombo’s Conservancy (GLC). South Africa followed with signing of the GLTFCA Cooperative Agreement between SANParks / Kruger National Park (KNP) and adjacent state, privately and community owned conservation areas which resulted in the inclusion of the 366,000 ha Greater Kruger area.
- The Joint Management Board (JMB) has now initiated the process to investigate the feasibility of the development of corridors and wildlife disbursement areas, mainly focusing on areas between protected areas (Limpopo, Banhine and Zinave National Parks) within the GLTFCA in Mozambique, and Gonarezhou National Park in Zimbabwe.
- A GLTFCA Corridors Task Team has been constituted under the JMB to discuss the potential development of linkages between Limpopo, Banhine, Zinave and Gonarezhou National Parks. The purpose of this task team would be the following: (i) Provide for a platform to align and discuss the methodology and approach to the identification, planning and development of wildlife corridors in the GLTFCA; (ii) Align activities and provide ongoing support to the planning and development of wildlife corridors in the GLTFCA; (iii) Share in-country experiences especially related to the work done on corridors to date in Mozambique and Zimbabwe; (iv) Mobilise resources to support the planning and development of wildlife corridors in the GLTFCA; and (v) Gauge on an ongoing basis progress made with the planning and development of wildlife corridors in the GLTFCA.

3.4.5 Kavango Zambezi Transfrontier Conservation Area (Category A)²⁸

Kavango Zambezi Transfrontier Conservation Area (Category A)²⁹

Covering nearly 520,000 km², the Kavango Zambezi Transfrontier Conservation Area (KAZA TFCA) is the largest transfrontier conservation area in the world³⁰. The KAZA TFCA comprises more than 20 National Parks, 85 Forest Reserves, 22 Conservancies, 11 Sanctuaries, 103 Wildlife Management Areas and 11 Game Management Areas. This gives a total of 371,394 km² under some form of wildlife management, leaving 148,520 km² for agricultural use including rangelands.



Key stages in the development of the KAZA TFCA follows:

- Establishment of the KAZA TFCA dates to 29 May 2003 when the Tourism Ministers from Angola, Botswana, Namibia, Zambia, and Zimbabwe held a meeting in Luanda, Angola and agreed in principle to establish a major new TFCA in the Okavango and Upper Zambezi River Basins. The emphasis was to be on conservation and tourism development.
- In July 2003, in Katima Mulilo, Namibia, the Ministers defined key elements of the KAZA TFCA programme.
- A Pre-Feasibility Study was commissioned to formulate an Agenda of Action for taking the KAZA TFCA development process forward. The Study lasted from October 2005 to August 2006 and was undertaken by the Transfrontier Conservation Consortium, with financial and technical support from the Peace Parks Foundation.
- Upon review of the study and resolutions arising from the deliberations that started in 2003, the five partner countries signed a MOU on 7 December 2006. This created the necessary platform for formal negotiations to establish the KAZA TFCA.

²⁸ Memorandum of Understanding made and entered by and between the Governments of The Republic of Angola, The Republic of Botswana, The Republic of Namibia, The Republic of Zambia, and The Republic of Zimbabwe concerning the Establishment of the Kavango-Zambezi Transfrontier Conservation Area (2006)

²⁹ Treaty between The Government of the Republic of Angola, The Government of the Republic of Botswana, The Government of the Republic of Namibia, The Government of the Republic of Zambia, and The Government of the Republic of Zimbabwe on the establishment of the Kavango-Zambezi Transfrontier Conservation Area (2011)

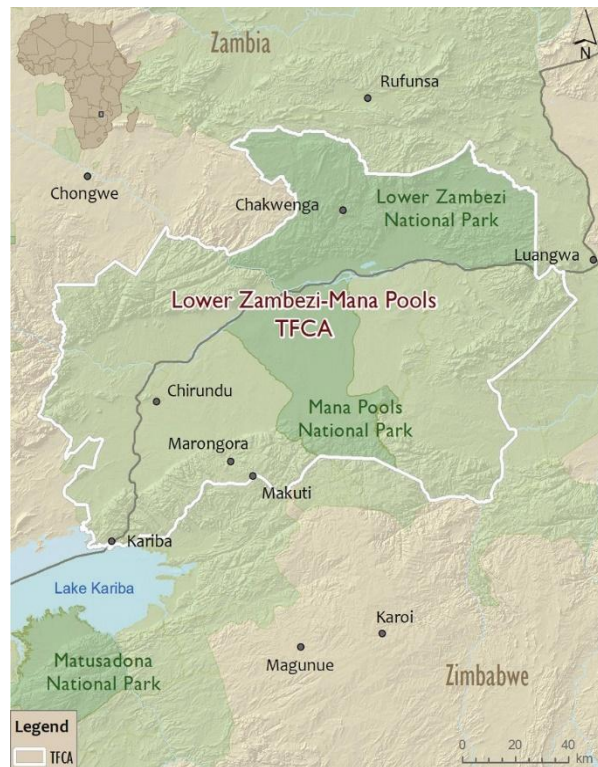
³⁰ Kavango Zambezi Transfrontier Conservation Area Master Integrated Development Plan (2016)

- In June 2008 a document outlining the organisational and operational arrangements for the development of the KAZA TFCA was adopted by the KAZA TFCA Ministers and a three-year strategic planning process begun. A series of planning sessions, participatory and technical meetings culminated in the production of the first draft Strategic Plan. Following review by the Committee of Senior Officials and the Committee of Ministers, a third draft of the Strategic Plan was produced in October 2010.
- To benchmark the KAZA TFCA against other TFCAs in SADC, the Strategic Plan was audited using a Performance Auditing Management System.
- The Committee of Ministers adopted and ratified the final Strategic Plan in February 2011 in Katima Mulilo, Namibia.
- The Organisational and Operational Structure Document for the KAZA TFCA and the Strategic Plan formed the basis for drafting the KAZA TFCA Treaty, which was signed by the Presidents of the five partner countries on 18 August 2011 in Luanda, Angola, alongside the SADC Heads of State Summit.

3.4.6 Lower Zambezi – Mana Pools Transfrontier Conservation Area (Category B)³¹

Lower Zambezi – Mana Pools Transfrontier Conservation Area (Category B)

- The Government of the Republic of Zambia and the Government of the Republic of Zimbabwe signed a MOU for the development of the Lower Zambezi-Mana Pools Transfrontier Area in 2023.
- The signing of the MOU created a platform for collaboration and secured partnerships to support the further conservation and development of the TFCA.
- The agreement builds upon the already existing cooperation between the two governments, NGOs as well as local communities and will ensure that all the stakeholders are strategically positioned for equitable sharing of timely benefits.



³¹ <https://www.undp.org/zimbabwe/announcements/zimbabwe-and-zambia-sign-historic-collaborative-agreement-conserve-mana-pools-and-surrounding-areas>

Annexures

Annexure A: Template letter to SADC Secretariat advising of Category C listing

Ref: [add reference number]

Date: [add date]

The Executive Secretary
SADC Secretariat
Private Bag 0095
Gaborone
Botswana

Email to: registry@sadc.int

Email cc'd to: [add email addresses]

SUBJECT: NOTIFICATION OF INTENT TO ESTABLISH A TRANSFRONTIER CONSERVATION AREA

Reference is made to the above subject matter.

The SADC TFCA Programme (2023–2033) was approved by the Ministers responsible for the Environment, Natural Resources and Tourism at their meeting held on 22 June 2023. The Programme makes provision for three categories of Transfrontier Conservation Areas (TFCA). Category C TFCAs are defined as conceptual TFCAs, where Member States have an official intent to establish a TFCA, but no binding Agreement or interim Memorandum of Understanding is yet in place. The SADC Secretariat is recognised as having an important Secretariat role to oversee the progress of TFCA establishment.

The Government of [insert name] is hereby notifying the SADC Secretariat of its intent to establish the [enter name] TFCA, following initial engagements with the Government of [insert name] and the Government of [insert name, if a third or more Member State is party to the new TFCA establishment initiative].

Please find herewith supporting documentation to this effect [supporting documentation could be a Concept Note, International Union for Conservation of Nature (IUCN) Diagnostic Tool for Transboundary Conservation Planners, Implementation Plan etc.].

Yours sincerely

Signatory

Annexure B: Characteristics of a Functional TFCA

Background and Introduction

TFCAs constitute some of the most exciting, exhilarating, and ambitious conservation projects in the world today. These projects aim to establish large conservation and wildlife areas not only through the integration of vast landscapes and re-connecting ecological systems, but also through development of cross-border tourism linkages, ensuring sustainable benefits to local communities through socio-economic upliftment, and the promotion of peace and stability in the region. The establishment of TFCAs is an exemplary process of partnerships between governments, NGOs, communities, and the private sector. While the main players are the relevant governments and implementing agencies, donors and NGOs also greatly contribute towards creating TFCAs.

Key Objectives for the Establishment of TFCAs

In terms of the IUCN Best Practice Guidelines³² on Transboundary Protected Areas for Peace and Cooperation, there are a range of objectives for countries to embark on a transboundary conservation initiative. These usually include the following:

- Supporting long term cooperative conservation of biodiversity, ecosystem services, natural and cultural values across boundaries;
- Promoting landscape-level ecosystem management through integrated bio-regional land use planning and management;
- Building trust, understanding, reconciliation and cooperation between and among countries, communities, agencies and other stakeholders;
- Sharing biodiversity and cultural resource management skills and experience, including cooperative research and information management;
- Promoting more efficient and effective cooperative management programmes; and
- Enhancing the benefits of conservation and promoting benefit sharing across boundaries among stakeholders.

In so doing, transboundary initiatives have the potential to realise a wide spectrum of benefits including, but not limited to, the following:

- Promoting international cooperation at different levels and in different fora;
- Enhancing environmental protection across ecosystems and international boundaries;
- Facilitating more effective research;
- Bringing economic benefits to local and national economies; and
- Ensuring better cross border control of matters such as fire, pests, poaching, marine pollution and smuggling.

In the SADC context, TFCAs are usually underpinned by the following objectives which are outlined in various International Agreements and / or Treaties between the countries involved in the project:

- Fostering transnational collaboration and cooperation among the Parties which in turn facilitates effective ecosystem management in the TFCA area;

³² Sandwith, T., Shine, C., Hamilton, L., and Sheppard, D. (2001). Transboundary Protected Areas for Peace and Cooperation. IUCN.

- Promoting alliances in the management of biological natural resources by encouraging social, economic, and other partnerships among stakeholders, including the private sector, local communities and non-governmental organisations;
- Enhancing ecosystem integrity and natural ecological processes by harmonising environmental management procedures across international boundaries and striving to remove artificial barriers impeding the natural movement of wildlife;
- The establishment and maintenance of a sustainable sub-regional economic base through appropriate development frameworks, strategies, and work plans;
- Fostering regional socio-economic development by the creation of transborder ecotourism; and
- The exchange of technical, scientific, and legal information for the joint management of the ecosystem.

In achieving the above, several key role players are involved including national government departments, conservation agencies and inter-conservation agency departments, NGOs, the private sector, donors, and funders etc.

The Theory of Change: From Design to Impact

Various factors directly and / or indirectly determine the actual functionality of a TFCA, notwithstanding the International Agreement or Treaty that has been signed to establish a particular TFCA. There are significant implementation complexities that need to be considered in the context of TFCAs. Factors such as the lack of enforcement mechanisms, weak provision for implementation and poorly defined objectives have been identified³³.

For TFCA practitioners, it is important to consider the elements of the Theory of Change (ToC) to be able to critically and collectively reflect on the functionality of the processes and programmes of each TFCA. This includes identifying certain key assumptions and risks to the intervention delivering intended outcomes and / or functioning as intended.

The planning, budgeting, implementing, and monitoring aspects of TFCA management are captured in four components of the ToC, these being the design, inputs, activities, and output components respectively. At a higher level, the outcomes and impact components of the ToC are focused on management processes towards achieving the intended results.

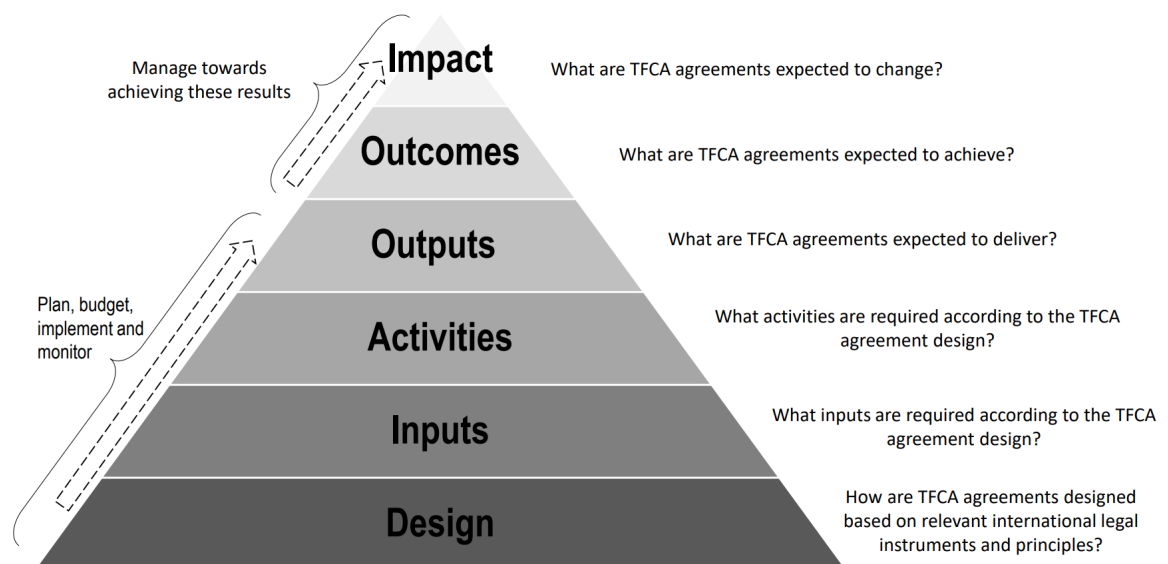
The following considerations are useful to be made when deliberating on the various components of the ToC, namely:

- ***Design component:*** How are TFCA agreements designed based on relevant international legal instruments and principles? It is important to consider legal instruments and principles within which TFCAs are embedded. Various SADC Protocols, Programmes, Strategies and Guidelines have relevance.
- ***Input component:*** What inputs are required according to the TFCA agreement design, to achieve prescribed outputs, outcomes and impacts? Inputs could include the conservation value of adjoining land (biodiversity, species, landscapes, heritage, wilderness, etc); regional enforcement mechanisms; infrastructure to provide TFCA access and services; skills and

³³ Lubbe, N. 2023. A critical evaluation of international agreements towards a revised categorisation for Transfrontier Conservation Areas

competencies of conservation authorities and scientific services as well as a budget for implementation and management of the TFCA.

- **Activities component:** What activities are required according to the TFCA agreement design, to achieve the prescribed outputs, outcomes and impacts?
- **Output component:** What are TFCA agreements expected to deliver?
- **Outcome component:** What are TFCA agreements expected to achieve? Intermediate outcomes include Ecological; Socio-Economic; Cultural; Political and Security; Conservation; Management; Legal Policy; Framework Harmonisation etc. Outcomes should also be aligned to SADC Objectives of Development; Peace and Security and Economic Growth.
- **Impact component:** What are TFCA agreements expected to change? Three broad impact categories have been identified: (i) Environmental Conservation which refers to ecosystem conservation and sustainable use; (ii) Regional Integration which refers to the process, first, bringing together two or more states to manage shared natural resources and, secondly, progress towards legal harmonisation and active cooperation in resolving other matters related to TBC; (iii) Socio-economic development which refers to the process of using TBC to provide opportunities for socio-economic development primarily to the areas and populations affected by the establishment of TFCAs.



Governance Arrangements

Once agreement by the respective countries involved in the establishment of the proposed transfrontier conservation areas is reached, the next step will be to sign the International Agreement or MOU for the establishment of the identified TFPs / TFCAs. The International Agreement or MOU is a statement of intent by all parties involved in the process to be a partner in the establishment of the area. In terms of this agreement each party has a period of two to three years to act as coordinating party in the process, taking the responsibility of maintaining momentum in the planning and development process.

After the signing of the International Agreement or MOU, appropriate institutions should be created to facilitate the planning and development process. These institutions generally consisted of the following:

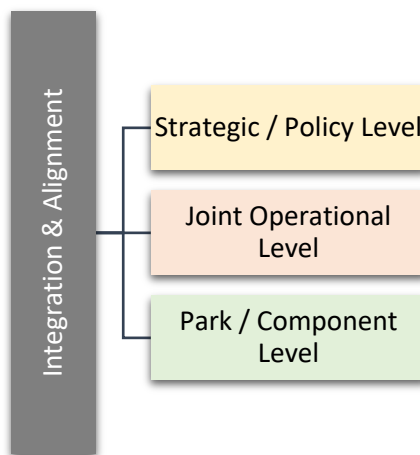
- A **Ministerial Committee** which is ultimately the top decision-making authority in the planning and development process. The Minister(s) of Environment and / or Tourism of each of the countries involved sits on the Ministerial Committee.
- A **Technical / Joint Management Committee**, which advises the Ministerial Committee on issues relating to the planning and development of TFCA. Members on the Technical / Joint Management Committee are either high ranking government officials, technical experts, or both.
- **Various Working Groups** advise the Technical Committee on issues relating to the planning and development of the TFPs / TFCA. The Working Groups comprise of technical experts of the countries involved and would typically be dealing with issues such as safety and security, joint management of the area, tourism development, community issues, harmonisation of legislation, and funding requirements.
- **Joint Operational Structures** which facilitate the implementation of the TFCA on a landscape or nodal level.

Once the planning and development process for the respective TFP / TFCA reached a satisfactory level, the next step would be to develop and sign an International Treaty. The Treaty formalises the international agreement between the parties, and once signed by all the countries involved, it formally proclaims the area and provides guidelines for implementation.

Implementation Arrangements

TFCA implementation occurs at different scales, which include supporting horizontal transboundary initiatives that occur between countries, different nodes, different institutions, different ward, or district boundaries as well as vertical transboundary initiatives between different tiers of government. Integration and alignment between these different levels are critical to support the establishment and implementation of functional TFCA.

There are three tiers of key stakeholders involved in supporting integration and alignment, namely:



Function	Institutions	Responsibility
Accountability and Support	TFCA Joint Management Structures, together with its implementing agencies, are accountable for	<ul style="list-style-type: none"> • Establish the framework, plans and strategies to guide the implementation of the TFCA and monitor its implementation and impacts.

Function	Institutions	Responsibility
	developing and supporting the implementation of the initiative.	<ul style="list-style-type: none"> • Provide guidance and support to the nodes / TFCA components. • Identify, plan, and execute a range of interventions which unlock opportunities between nodes / components and at a transboundary scale.
Political Will and Coordination	National TFCA Focal Points and Implementing Agencies	<ul style="list-style-type: none"> • Establish the legal and policy framework to guide TFCA implementation on a national level. • Establish mechanisms for effective monitoring and reporting. • Identify, plan, and execute a range of mechanisms to ensure cross-sectoral integration and coordination.
Implementation (per node / TFCA component)	Protected Areas all have formal responsibilities toward achieving conservation and socio-economic objectives. They share this mandate with other stakeholders including the communities themselves as well as organisations such as local and regional government, civil society, and the private sector. Together these stakeholders will drive implementation at the nodal / component level through existing forums or otherwise identified platforms.	<ul style="list-style-type: none"> • Develop implementation / joint operational plans for each node / component through engagement with key local stakeholders. • Implement interventions and monitor and report on these.

Evaluation of Management Effectiveness

The evaluation of management effectiveness is recognised as a critical step for measuring the success of protected area management. Protected Areas receiving funding from the World Bank or from the Global Environment Facility are tasked to complete a performance assessment (using METT) as part of the assessment of project activities. Similarly, Protected Areas which are also designated under international conventions such as the World Heritage Convention and Ramsar Convention are also being asked to undertake convention specific reporting³⁴. TFCAs, with collaborative, participatory, and equitable governance, are said to yield significant conservation and socio-economic benefits far beyond their boundaries, and contribute to poverty reduction, sustainable development, and regional integration. To ensure these benefits are realised, and that all other aspects of transfrontier conservation management are implemented effectively, monitoring and evaluation is essential³⁵.

SADC TFCA Performance Assessment Tool

The TFCA Performance Assessment Tool (PAT) was developed in 2013 to gauge the level of implementation of respective TFCAs. It provides a framework for affected communities, public authorities, resource managers, development partners and other key stakeholders to assess the effective delivery of interventions aimed at attaining the objectives set for the TFCA. In this manner

³⁴ <https://www.conservationgateway.org/externallinks/pages/mett-management-effective.aspx>

³⁵ SADC (2015). SADC Guideline on the establishment and development of TFCA initiatives between SADC Member States

an accountability instrument was developed for all stakeholders to robustly assess policy outcomes and ensure optimal allocation of resources. The main objectives of the PAT are to:

- Establish the progress in the establishment and development of TFCAs;
- Establish best practices from TFCAs that have progressed;
- Share experiences with other TFCAs; and
- Identify factors that have retarded progress in establishing and developing TFCAs.

Summary of key Thematic Areas

Key thematic areas that define a functional TFCA have been identified. These are listed below along with a description of each theme.

No.	Theme	Description
1.	Institutional arrangements / governance model	Functional governance mechanisms, including establishment of relevant institutional arrangements.
2.	Geographical extent	Geographical extent defined in an open and transparent manner with all relevant stakeholders.
3.	Integrated / joint planning and management	Framework/s for joint management and integrated planning in place.
4.	Benefit flow and community beneficiation	Strategy or Programme clearly defining and supporting community livelihoods diversification and beneficiation in place.
5.	Stakeholder buy-in and participation	Buy-in from stakeholders and effective stakeholder participation structures in place.
6.	Financial sustainability	Planning for financial sustainability through the development of a sustainable financing / resourcing strategy in place.
7.	Integrated development and implementation	Joint programmes, operational structures and management frameworks / interventions in place and functional.
8.	Monitoring & Evaluation and Reporting	M&E and reporting framework to track the effectiveness of the implementation of the joint frameworks and plans in place.



implemented by:



For more information please contact:

Piet Theron Consulting
E-mail: piettheron01@gmail.com
Tel: +27 82 468 6488

