



Agulhas National Park

Management Plan

For the period
2013 - 2023





Section 1: Authorisation

This management plan is hereby internally accepted and authorised as required for managing the Agulhas National Park in terms of Sections 39 and 41 of the National Environmental Management: Protected Areas Act (Act 57 of 2003).



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Date: 10 June 2013

Approved by the Minister of Water and Environment Affairs



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Glossary

Alpha diversity	The biodiversity within a particular area, community or ecosystem
Beta diversity	The change in biodiversity between sites, areas or habitats
Balanced scorecard	The performance management tool used by SANParks to ensure feedback and effective implementation of various management objectives
Bioregion	A region defined through physical and environmental features, including watershed boundaries and soil and terrain characteristics. Bioregionalism stresses that the determination of a bioregion is also a cultural phenomenon, and emphasises local populations, knowledge, and solutions
Cultural heritage	The physical objects and intangible attributes of a group or society that are inherited from past generations, maintained in the present and bestowed for the benefit of future generations. Cultural heritage includes tangible culture (such as buildings, monuments, landscapes, artefacts, rock art, stone tools, residential areas and stone walls), intangible culture (such as folklore, traditions, language, music, sacred sites, and knowledge), and natural heritage (including culturally-significant landscapes, paleontological sites and biodiversity).
Desired state	The overall conditions of the park (across the full V-STEEP range) that stakeholders desire
Endemism	Unique or confined to a specific place or area
Fauna	The animal life of a particular region or time.
Geology	The scientific study of the origin of the earth along with its rocks, minerals, land forms, and life forms, and of the processes that have affected them over the course of the earth's history.
Objectives hierarchy	The objectives for a park, with the most important, high level objectives at the top, cascading down to objectives at finer levels of detail, and eventually to operational actions at the lowest level
Mission	An articulation of the Vision that describes why the park exists and its overall philosophy on how to achieve its desired state
Monitoring	The collection and analysis of repeated observations or measurements to evaluate changes in condition and progress toward meeting a conservation or management objective.
National park	Place with one or several ecosystems not materially altered by human exploitation and occupation, where plant and animal species, geomorphological sites and habitats are of special scientific, educative and recreative interest or which contain a natural landscape of great beauty. Visitors are allowed to enter, under certain conditions, for inspirational, educative, cultural, and recreative purposes.
Stakeholder	A person, an organ of state or a community contemplated in section 82(1)(a); or an indigenous community contemplated in section 82(1)(b) of NEM:BA
Vision	A word "picture" of the future, or what the stakeholders see as the future for the park
Vital attributes	Unique or special characteristics of the park, the determinants of which management should strive to protect, and the threats towards which management should strive to minimise
V-STEEP	The values (social, technological, economic, ecological and political), used to understand, with stakeholders, the social, economic and ecological context of the system to be managed, and the principles/values that guide management. These are used to develop a broadly acceptable vision of the future
the Act	National Environmental Management: Protected Areas Act (Act 57 of 2003)
the guidelines	DEAs Guidelines for the development of a management plan for a protected area in terms of NEM:PAA (Cowan & Mpongoma 2010)

Acronyms and abbreviations

1	ANP	Agulhas National Park
2	BMP	Biodiversity monitoring programme
3	BMS	Biodiversity monitoring system
4	BSC	Balanced scorecard
5	CARA	Conservation of Agricultural Resources Act
6	CAPE	Cape Action Plan for People and Environment
7	CDF	Conservation development framework
8	CPF	Coordinated policy framework
9	CSD	Conservation services division
10	DEA	Department of Environment Affairs
11	EE	Environmental education
12	EIA	Environmental impact assessment
13	EMP	Environmental management plan
14	EMS	Environmental management system
15	EPWP	Expanded public works programme
16	GEF	Global environmental facility
17	GG	Republic of South Africa Government Gazette
18	GN	Government notice
19	HIA	Heritage impact assessment
20	IDP	Integrated development plan
21	ISCU	Invasive species control unit
22	MPA	Marine protected area
23	NBSAP	South Africa's national biodiversity strategy and action plan
24	NEM	National Environmental Management Act (Act 107 of 1998)
25	NEM:BA	National Environmental Management: Biodiversity Act (Act 10 of 2004)
26	NEM:ICMA	National Environmental Management: Integrated Coastal Management Act (Act 24 of 2008)
27	NEM:PAA	National Environmental Management: Protected Areas Act (Act 57 of 2003)
28	SANBI	National Biodiversity Institute
29	SANParks	South African National Parks
30	SAPS	South African Police Service
31	SDF	Spatial development framework
32	SMME	Small, medium and micro enterprises
33	SDF	Spatial development framework
34	SR	Section ranger
35	SOP	Standard operating procedure
36	SSC	Species of special concern
37	TPC	Threshold of potential concern
38	WfC	Working for the coast
39	WfW	Working for water
40	WfWet	Working for wetlands
41	WWF-SA	Worldwide Fund for Nature South Africa



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Figures

Figure 1: Park organogram

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Table 2: Estimated annual operational costs for 2011/2012

Table 2: Estimated once off cost of the various programmes.

Table 4: Estimated replacement value of the existing infrastructure and any new infrastructure required with the estimated annual maintenance budget for the existing and new infrastructure.

Table 5: Total value based on the original purchase price of various categories of minor assets.

Table 6: Summary of the annual and once off operational costs (based on actual expenditure) that is required to fully implement the activities in the Management plan over the next six years.

Appendices

Appendix 1: Declarations

Appendix 2: Stakeholder consultation report

Appendix 3: Zoning plan

Appendix 4: Maps

Executive summary

The first management plan for the Agulhas National Park (ANP) required in terms of the National Environmental Management: Protected Areas Act (Act 57 of 2003 as amended) (NEM:PAA) was submitted to, and approved in part, by the Department of Environment Affairs (DEA) in 2008 (SANParks 2008).

This first review of the management plan builds on the foundation of the first plan and addresses its inadequacies. The layout of the plan follows the format provided in the guidelines drawn up by DEA (Cowan & Mpongoma 2010) (the guidelines) while also incorporating the adaptive planning process adopted by South African National Parks (SANParks). Local municipalities, the district municipality and other organs of state as well as other stakeholders were consulted as required (appendix 2). Relevant aspects of local authority plans were considered in the compilation of the plan.

The plan serves as a reference to the management and development of the park in its current and envisaged future form with information on the background, biophysical context, desired state, management and programmes at strategic and operational levels.

This management plan will come into effect following the approval by the Minister in terms of Sections 39 and 41 of NEM:PAA on a date specified by the Minister and is intended for a timeframe of 10 years after commencement unless it is replaced earlier by a newly approved plan. Although the programmes and costing will be reviewed as necessary, SANParks will review this plan no later than 10 years after the commencement date.

The plan follows the DEA guidelines and contains the following sections for this plan:

- **Section 1** provides for the required authorisation
- **Section 2** provides a record of the legal status of the park, descriptions of its context as well as relevant local, regional, national and international agreements
- **Section 3** sets out the framework of legislation, national policies, SANParks structures, policies, guidelines, practices regarding management
- **Section 4** describes the consultation process followed in the preparation of this plan
- **Section 5** presents the vision, purpose, values, principles and attributes considered in developing a desired state for the park and provides the high level objectives as basis for the management programmes contained in the rest of the plan
- **Section 6** outlines the zoning plan
- **Section 7** describes access to and facilities
- **Section 8** summarises the expansion and consolidation strategy
- **Section 9** sets out the concept development plan
- **Section 10** provides a strategic plan with objectives, programmes and activities with cost estimates. Monitoring and evaluation are integrated into the actions
- **Section 11** contains detailed costing of the programmes

Appendices to this plan contain further details such as proclamations, co-management areas, legislation and policies.



Section 2: Legal status

2.1 Name of the area

The Agulhas National Park was declared in 1999 (GN 1135 in GG 20476 dated 23 September 1999). A full list of declarations is included as Appendix 1.

2.2 Location

The park lies about 260 km south east of Cape Town and 37 km south south-west of Bredasdorp and covers an area of around 21,149 ha (Appendix 4 Map 1). It extends approximately 45 km along the coast from of Pearly Beach (34° 35' S, 19° 21' E) in the west to Struisbaai (34° 49' S, 20° 03' E) in the east and extends between one and 25 km inland from the coastline. The park straddles the southernmost tip of Africa with the Atlantic Ocean to the west and Indian Ocean to the east meeting at this point.

2.3 History of establishment

The park is a new and developing national park situated on the Agulhas plain in the Overberg region of the Western Cape Province. The geographic area of the Agulhas plain covers an area from the Klein River mouth to the Breede River of approximately 270,000 ha. The Agulhas plain is the southernmost portion of the Cape floristic region (CFR), an area of exceptional floristic diversity and endemism. The area, once covered by many different forms of fynbos, wetlands and coastal renosterveld vegetation, is now fragmented by agriculture and is also threatened by alien plant infestation and urban development (Appendix 4 Map 3).

2.4 Co-management agreements

The ANP currently has three co-management agreements with three entities comprising 10 portions of land totalling some 1,465.3873 ha contractual land agreements. An important agreement is the one between the National Ports Authority (NPA) and SANParks which marked the formal declaration of the park in 1999 (GN 1135 in GG 20476 of 23 September 1999 – Appendix 1). The basis of the agreement is that four portions of land managed by the NPA, totalling some 96 ha, could be declared as part of the park. Key elements of the agreement (Anon 2003) are:

- NPA retained its right to manage, maintain and operate the Cape Agulhas lighthouse (which was excluded from the declaration) and associated navigational infrastructure;
- SANParks would manage the rest of the property as a national park in accordance with a management plan that had to be reviewed regularly (this plan is currently in its second revision);
- SANParks would be responsible for all operating costs.

SANParks also entered into an agreement with the owners of the portion 4 of the farm Rietfontein A299, but this agreement was technically voided when the property was bought for inclusion in the park. DEA recently published its intention to include the property in the park (N. 463 of 2011 in GG 34447 of 15 July 2011), and SANParks would have to implement whatever legal mechanism is necessary for the agreement to be voided. The other two agreements are with the South African National Parks Trust (Southern Tip, 4.0548 ha) and the Worldwide Fund for Nature (WWF SA) (Rhenosterkop and Soutbosch, 391.0063 ha and 974.1223 ha respectively or 1,365.1286 ha in total).

2.5 Total area

Since its establishment in 1999, ongoing declaration of areas has seen the park expand to 20,756.77 ha, of which 19,957.60 ha is declared with the rest in the process of being declared (Appendix 1).

2.6 Highest point

The highest point in the park is 309.0 m above mean sea level on Waterford (Appendix 4 Map 2) in the western section of the park. The airspace above the park (to an altitude of 1,010.6 m / 3,512.0 feet above sea level) is regulated by the NEM:PAA.

2.7 Municipal areas in which the park falls

Judicially the park falls within the Overberg District Municipality and parts of the park fall in two local municipalities namely the Overstrand Municipality, with Hermanus as the administrative centre and the Cape Agulhas Municipality with Bredasdorp as the administrative centre.

2.8 International, national and provincial listings

An application for World Heritage listing of protected areas in the Cape Floristic Kingdom is underway. The park is listed in this application.

2.9 Biophysical and socio-economic description

A state of knowledge report (SoKR) for the ANP was last updated in 2008 (Kraaij *et al.* 2008). This contains detailed descriptions of biophysical aspects of the park as well as species lists.

2.9.1 Climate

The region has a Mediterranean climate – hot, dry summers and cold, wet winters. The mean annual air temperature averages some 15 °C, while the annual rainfall varies between 400 and 600 mm, with 60 – 75 % of the precipitation occurring between May and October. Prevailing winds are westerly in winter and in summer (Cowling & Holmes 1992a). Cape Agulhas is the windiest area along the South African coast year-round, with the least number of calm days. Sea temperature averages 21 °C in summer and 14 °C in winter. Cold water upwelling may occur in summer, causing marked declines in sea surface temperatures (MLH 1994).

2.9.2 Topography

The topography of the limestone hills rises to a maximum of 500 m above the coastal plain and has small to large vertical cliff faces and a diversity of slope and aspect combinations (Tinley 1985).

2.9.3 Geology and soils

The Agulhas coastal plain, a remnant of an ancient wave-cut platform, is covered primarily by calcareous sands of the Tertiary age. The coastal mountains are Cape Fold Belt sandstone, capped in sections by limestone (Raimondo & Barker 1988). Inland of these mountains are the undulating plains, comprised largely of Bokkeveld shale, which together with Cape Fold Belt sandstone are part of the Cape Supergroup System. Two fairly broad bands of the Malmesbury formation occur near Viljoenshof and Baardskeerdersbos (MLH 1994). The shoreline of the Agulhas coast has both rocky (60 km) and sandy (45 km) beaches, followed by sand dunes, including rare hummock-blowout and playa-lunette dunes between Brandfontein and Cape Agulhas. North of these dunes is a sandy, flat coastal plain with numerous marshes, vleis and pans (Tinley 1985).

Soils are varied and five major land systems occur in the area, namely (Cowling 1990):

- Die Dam system, occurring along the coast and having medium to coarse sands;
- The Moddervlei system, restricted to the eastern part of the area and having a bisequel, duplex profile with alluvial or colluvial top soils over residual or transported clays;
- The Elim system, occurring primarily in two bands near Viljoenshof and Baardskeerdersbos and consisting of non-hydromorphic duplex soils,
- The Hagelkraal system, situated near Hagelkraal, Soetanyberg and Heuningrug and having shallow, well drained, grey calcareous sands;
- The Bredasdorpberge system, occurring mainly in the western half of the area and consisting of acidic, highly leached, moderately to excessively drained soils.

2.9.4 Hydrology

The Agulhas plain is unique in that a wide variety of wetlands (freshwater springs, rivers, estuaries, floodplains, lakes, vleis and pans) occur in the area. This contributes to a high diversity of wetland plants and aquatic invertebrates. These wetlands attract over 60 water bird species and over 21,000 migrant and resident wetland birds annually, with the highest numbers recorded at Soetendalsvlei, followed by the Uilkraals River estuary and Voëlvlei (Russel & Impson 2006).

2.9.5 Flora and fauna

The terrestrial vegetation is the most significant component of the biota of the park and its protection is vital for the conservation of fynbos in South Africa. The diversity of habitat types, wetland ecosystems, Red Data plant species and local endemics is unmatched in the Cape Floristic Region (Kraaij *et al.* 2009, Appendix 4 Map 8).



The park has at least four vegetation units with high conservation status. These are (Appendix 4 Map 4):

- Central rûens shale renosterveld (critically endangered);
- Elim ferricrete fynbos (endangered);
- Agulhas sand fynbos (vulnerable);
- Cape inland salt pans (vulnerable)

The Agulhas plain has very high beta diversity (spatial turnover in species) and the most pronounced soil-controlled (edaphic) endemism in the world. Species richness values equal those of tropical rain forests. The area has approximately 2,500 species of indigenous plants, including 112 species endemic to the area and over 110 Red Data species (Kraaij *et al.* 2009).

The region's fauna is less well known than the flora. Limited studies on invertebrates point to exceptionally high diversity of aquatic invertebrates and at least three Red Data Book listed butterflies. This is in contrast to the freshwater fish of which there are only three species of which one is Red Data listed. Of the 15 amphibian species thought to occur on the Agulhas Plain, three species (Cape platanna *Xenopus gilli*, micro frog *Microbatrachella capensis* and western leopard toad *Bufo pantherinus*) are Red Data listed. To date, 24 reptile species have been recorded, and a further 22 species are likely to occur on the Agulhas plain. Two species (yellow-bellied house snake *Lamprophis fuscus* and the southern dwarf adder *Bitis armata*) are Red Data listed. The avifauna of the region is diverse with 230 bird species being recorded, of which 11 are Red Data species. Significant populations of blue cranes and, to a lesser extent, the vulnerable Stanley's bustard, breed on the inland plains. Of the 81 terrestrial mammals known from the Cape Floral Kingdom, 65 species have been recorded or are likely to occur on the Agulhas Plain. The majority of these are rodents (21 species) and small carnivores (14 species). This includes four mammal species classified as vulnerable, amongst others the bontebok (*Damaliscus pygargus ssp. pygargus*), which is the least common antelope in southern Africa (Kraaij *et al.* 2009).

2.9.6 Marine environment and oceanography

The Agulhas coast is also an area of exceptional marine, coastal and estuarine biodiversity. The park lies at the extremities of Indian (Agulhas bioregion) and Atlantic (South Western Cape bioregion) oceanic systems and supports a highly diverse fauna and flora including many endemic species. The number of different species harvested for commercial and recreational usage is well over 100, and ranges from fish to shellfish and seaweed, including rock lobster, abalone and line fish.

The oceanography of the area is dominated by the broad and relatively shallow Agulhas bank. The Agulhas bank has ideal temperatures and food supply to ensure sustained spawning (Shelton & Hutchings 1982, Swart & Largier 1987, Richardson *et al.* 1998), promotes rapid development eggs and larvae which shortens their exposure to predators thus enhances their survival (Checkley *et al.* 1988). Furthermore, the Agulhas bank has an east-west orientation so offshore advection is minimised (Hutchings & Nelson 1985, Shannon 1966; 1985).

2.9.7 Cultural heritage

The Agulhas plain is an exceptionally rich archaeological region. The discovery of stone hearths and pottery, together with shell middens, ancient fish traps and other sites along the coast, link the archaeological deposits with the era of Khoisan migration and settlements dating back to the Late Stone Age (20,000 years before pre-colonial history in southern Africa). A smaller number of Middle Stone Age (200,000 – 20,000 years ago) tools and occasional Early Stone Age (2 million – 200,000 years ago) tools have also been found (Kaplan 2002).

The historic farms incorporated in the park date to early European settlement in the 1740's. Early European stock farming in the area was complemented by subsistence farming, including vegetable gardens, gathering of veldkos such as suurvye (sour figs) and harvesting of wax berries for the manufacture of candles.

Numerous shipwrecks of early explorers attempting to conquer the wild seas off the southern tip of Africa dot the coastline. Many national monuments are found in the area, such as the historical Cape Agulhas lighthouse that is the second oldest in South Africa and has been in operation since 1849, historical buildings such as the water mill at Elim and certain homesteads that reflect the European influence of the region.

2.9.8 Social context

There are seven major urban settlements in the Agulhas plain area, namely Struisbaai, Gansbaai, Bredasdorp, Suiderstrand, Pearly Beach, Arniston and L'Agulhas, as well as four smaller villages and informal communities, divided into two municipalities (Overstrand and Cape Agulhas). About 60% of the region's estimated 45,000 inhabitants live in rural areas, with a mean population density of 6 / ha. However, there has recently been, as measured in 2004, a tendency towards urbanisation. According to the 2010/11 IDP of the Overberg District Municipality, unemployment levels rose between 1996 and 2010 in both the Overstrand Municipality and the Cape Agulhas Municipality.

Most of the land is under private or communal ownership and is used mainly for commercial agriculture. Four main categories of land use have been identified: livestock farms (40%), fynbos wild-flower farms (28%), conservation areas (22%), and mixed farms (10%). It is estimated that approximately 74% of the Agulhas region is still covered by natural vegetation that has not been transformed by agriculture (Heydenrych, 1999).

There have been changes in the political dispensation and composition of councillors and officials in both the two local municipalities and the district municipality that necessitated constant interaction from the park to inform and expose new councillors and officials to the park's context, activities and benefits.



Section 3: Policy framework

SANParks, like all protected area management authorities, are subject to the constitution, legislation, international agreements, national policies and government priorities. Section 41 of the NEMA:PAA requires that management plans be located within the context of a coordinated policy framework (CPF), with SANParks complying with a first CPF developed in 2006. This CPF is currently being revised and will be updated in 2012 (SANParks in preparation). Until updated, the current CPF will remain in force.

The CPF will provide the information required by the DEA guidelines for management plans (Cowan & Mpongoma 2010). This document will summarise the institutional, ecological, economic and social environment for park management and includes:

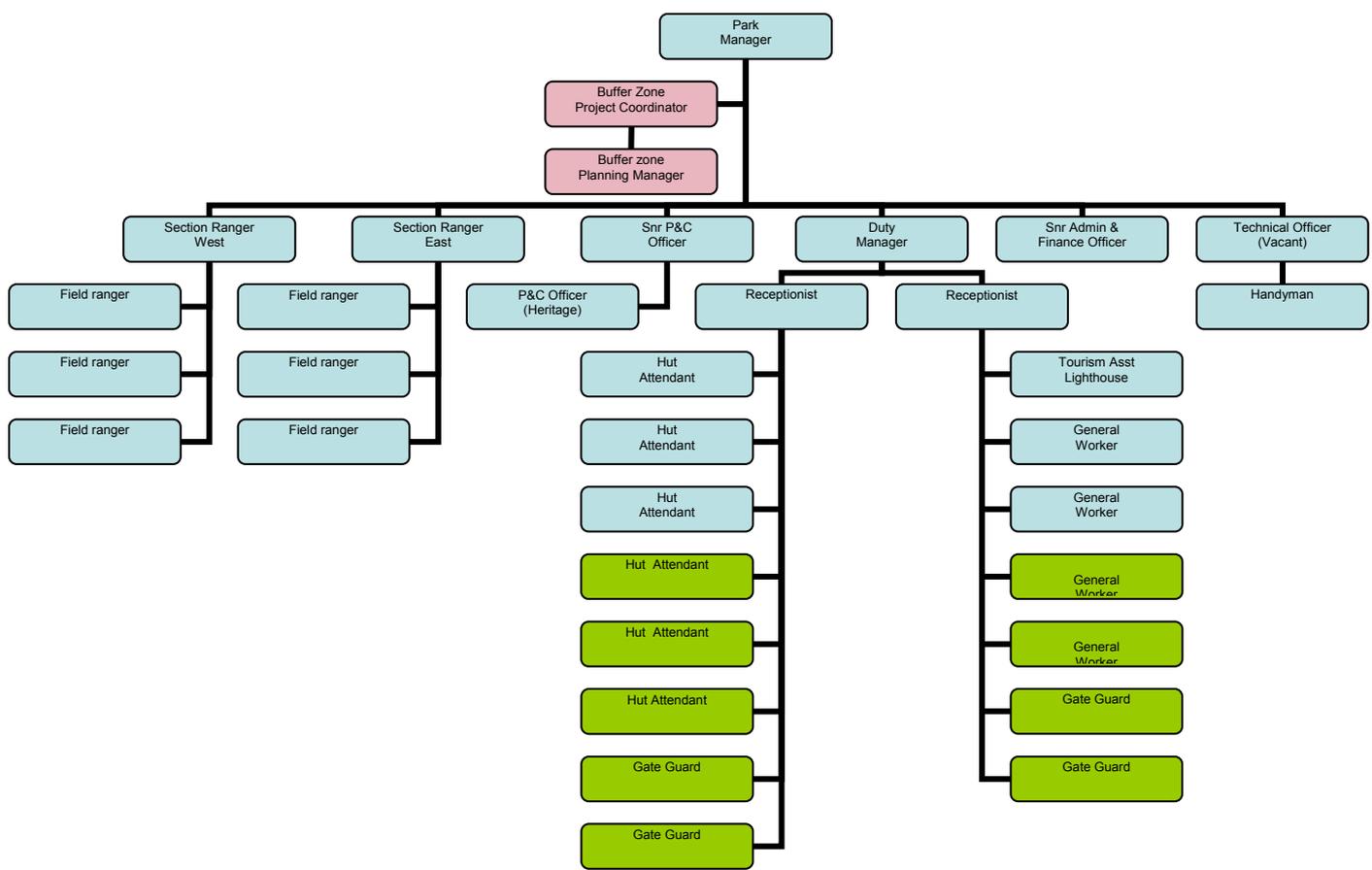
- (1) An introduction to the management plan requirements of the NEM:PAA, what it means for stakeholders, and the corporate provisions SANParks has made to comply with NEM:PAA.
- (2) SANParks as an organisation: including its organisational structure, vision, mission, biodiversity values and performance management system (by means of the balanced scorecard), and its approach to strategic adaptive management.
- (3) Policies and guiding principles
 - a) Finances and commercialisation
 - b) Tourism
 - c) Zoning system in parks
 - d) Stakeholder relationships
 - e) Management to maintain biodiversity and ecosystem processes.
 - f) Risk management
 - g) Safety and security
 - h) Cultural heritage resources
 - i) Resource use
 - j) Research

SANParks policies are guided by its vision and mission statements. As a public entity, SANParks is committed to act in pursuit of transformation of South Africa's society in support of entrenching South Africa's democracy. And as such, this policy framework is open to public review by stakeholders.

The planning cycle for management plans in SANParks is 10 years, although programmes and costing will be revised at a more regular basis, normally every five years but more often if needed.

Park-specific policies

The only aspect of ANP specific to this plan is the reporting structure. All park managers (except for Kruger) report to the Managing executive: Parks. In the case of the ANP this is via the Regional senior manager for the Cape Region. The park's organogram (Figure 1) sets out the current reporting structure in the park as well as new posts envisaged for the next planning cycle.



Legend:

- Existing approved positions
- New positions required for next planning cycle
- Proposed removal from park's Organogram

Figure 1: ANP Organogram



Section 4: Consultation

The intent of setting a 'desired state' is to guide park management towards achieving the well-being of the ecological, economic and social environments of the park. The process to determine the desired state included the following (Appendix 3):

- **Governmental and non-governmental organisations.** A range of governmental and non-governmental organisations in the Overberg region were identified and invited to attend workshops and register as interested and affected parties.
- **Registration as interested and affected parties.** Stakeholders were invited to register as interested and affected parties through advertising in both national and local newspapers.
- **Workshops and meetings.** A desired state workshop and hierarchy of objectives workshop was held on 9 September 2009, followed by focus group meetings with key roleplayers and an open day for comments on the draft management plan.

The process was done in conjunction with the Park Forum and other key stakeholders as outlined in the Stakeholder report, SANParks 2009, included as Appendix 3,

Objectives for ANP were developed by alignment with SANParks corporate strategic objectives, but defining them in a local context in conjunction with the Park Forum and key stakeholders. These objectives are clustered or grouped into an objectives hierarchy providing a framework for the management plan in section 5. More detailed objectives, down to the level of operational actions were developed in conjunction with key stakeholders and specialists as reflected in section 10.

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Section 5: Purpose and mission

5 Introduction

As noted in previous sections, the development of a desired state is the first step in developing a park management plan. This section of the plan details the setting of the park's desired state, as well as a mission statement which reflects the high level essence of the park. As part of this process the determinants of the park's vital attributes were identified as well as the threats to these attributes. Objectives were chosen with a view to maintaining the determinants and overcoming the threats. Management programmes were then designed to attain the objectives. The development of the desired state and mission for the park was guided by a stakeholder workshop.

5.1 Purpose of the park

The purpose of the Agulhas National Park was succinctly set out in the original studies and submissions towards the establishment of a national park on the Agulhas plain (Hanekom *et al.* 1995). The key intention of founding the park was to protect the lowland fynbos, especially the central rûens shale renosterveld (critically endangered), Elim ferricrete fynbos (endangered), the unique wetland systems, the geographic location at the southern tip of Africa where two oceans meet, the rich cultural heritage aspects and to protect the diverse marine life of the area.

In alignment with the NEM:PAA the purpose of the Agulhas National Park is to:

- Protect nationally and internationally important biodiversity areas, scenic areas and cultural heritage sites;
- Prevent exploitation or occupation inconsistent with the protection of the ecological integrity of the area;
- Allow spiritual, scientific, educational, recreational and tourism opportunities which are environmentally compatible;
- Contribute to sustainable economic development;
- A summary of the strategic adaptive management process that the park plans to implement to ensure that the park achieves its management objectives.

5.2 Mission

To implement and promote the conservation, management and sustainable use of the unique marine, terrestrial and aquatic biodiversity and cultural heritage of Agulhas National Park, in order to maintain or repair its spirit of place at the southern tip of Africa, through working together in a manner that benefits the regional social dynamic and economy for present and future generations.

5.3 Operating values

The park's values are deeply-held beliefs that guide the formation of principles for decision-making and action, and are inherited from SANParks' corporate values. These values include:

- Respecting the complexity, the richness and diversity of the socio-ecological system making up each national park and the wider landscape and context;

- Respecting the interdependency of the formative elements, the associated biotic and landscape diversity, and the aesthetic, cultural, educational and spiritual attributes so that it is leveraged for creative and useful learning;
- Striving to maintain and restore natural patterns and processes in ecosystems so that these systems and their elements can be resilient and hence persist;
- Managing with humility the systems under our custodianship, recognising and influencing the wider socio-ecological context in which we are embedded;
- Striving to maintain a healthy flow of ecosystem and cultural goods and services and to make these available, through access to national parks, thereby promoting enjoyment, appreciation and other benefits for people;
- When necessary, intervening in a responsible and sustainable manner, complementing natural processes as far as possible, using only the level of interference needed to achieve our mandate;
- Do all the above in such a way as to preserve all options for future generations, while also recognising that systems change over time;
- Acknowledging that conversion of some natural and cultural capital has to take place for the purpose of sustaining our mandate, but that this should never erode the core values above.

5.4 Operating principles

Principles are the ways of thinking that guide the management of the park. These principles include:

- We have a deep and consistent respect for each other and our cultures, and have a co-operative and participative approach to conserving the biodiversity and cultural heritage of Agulhas National Park;
- We approach our role as custodians of Agulhas National Park in a responsible, professional, equitable, transparent and accountable manner;
- The management of Agulhas National Park is transparent, adaptive, flexible and service orientated. It is based on the integration of all relevant, available knowledge and guidance of this management plan.

5.5 Key attributes

The key park attributes are the important characterises and/or properties of the park that concisely describe the key features of the park. Currently the park has 10 attributes that are vital to the approach by which it is managed. The issues facing management for each attribute are presented in table 1 and form the platform from which the parks' management objectives, strategies and programmes are developed.

The key attributes are:

- The park is ***non-contiguous and fragmented and requires consolidation to achieve sustainability***. The park forms a core conservation area to the surrounding special managements areas;
- The park boasts ***exceptional globally important biodiversity and unique ecological systems***;
- The park is ***rich in historical and cultural heritage***;
- The park must realise ***sustainable and equitable resource management***;
- The park has an ***involved park community*** in both issues pertaining to the park and to the broader conservation management of the landscape;
- The park has undertaken an ***integrated conservation and tourism development programme*** to facilitate ***visitor management*** to realise its full conservation and tourism potential including appropriate infrastructure;
- The park has a developing ***awareness, education and training programme*** facilities and requires adequate resources;
- The park is developing a ***holistic research, monitoring and information management*** programme;
- As a new park, it is ***actively developing park capacity and institutional growth***;
- The park is ***striving for financial sustainability*** through sound financial management and resource use.

5.6 Formulation of park management high level objectives

The management objectives (Figures 2a-f) of the park are set with the intention of overcoming the perceived management challenges (Table 1) facing the park and moving towards achieving the park's mission. The management requirements were determined by looking at the determinants of, constraints and threats to, the vital attributes of the park. The management objectives are grouped into two broad categories. The first are those objectives relating to the delivery of the core park operations and the mandate of SANParks (e.g. biodiversity management), while the second set are those objectives of a generic nature (e.g. financial management) that are required to effectively manage the park. These objectives can be further detailed and elaborated on to form a hierarchy of objectives.



Table 1: Key perceived management challenges

Park attribute	Perceived factors to be considered pertaining to the park attribute
<p>The park is non-contiguous and fragmented and requires consolidation to achieve sustainability</p>	<ul style="list-style-type: none"> • Previous state land acquisitions in the area - the one-sided way that the Overberg Military Base was established in the 1960's resulted in a negative attitude to the acquisition of land for state purposes in the area; • There is the perception of SANParks is 'land hungry' in acquiring land for the establishment of the park; • Escalation of prices for key properties and competing land use have led to higher land values; • Loss of conservation land to urban development and inappropriate/unsustainable urban interface; • A range of stakeholder views to the establishment of the MPA; • Perception that access to the coast and other areas will be unreasonably restricted.
<p>The park boasts exceptional globally important biodiversity and unique ecological systems</p>	<ul style="list-style-type: none"> • Loss of connectivity with the broader landscape through external landscape change impacting on broad biodiversity patterns and ecological processes; • Lack of information and management strategies for conserving threatened or unique habitats or threatened, rare, endemic or important indigenous species; • Population viability for meta-populations of locally indigenous faunal species are greatly reduced or became extinct; • Eradication and / or control of invasive and non-invasive alien fauna and flora • Unsustainable, legal and illegal, resource use of living resources; • Trans-boundary pollution threats from terrestrial, (e.g. fertilisers) and aquatic (e.g. oil) sources; • Increasingly unnatural fire regimes (size and frequency); • The unknown potential effects of climate change on the park.
<p>The park is rich in historic and cultural heritage</p>	<ul style="list-style-type: none"> • Local knowledge is dying out and being diluted before it is formally captured; • Perceived lack of coordination in the collation, archiving and dissemination of the cultural heritage information of the park; • Different perceptions exist of entitlement and mandate to "control" the heritage amongst the community and authorities; • A limited budget for maintenance in the face of theft, removal and general deterioration of the physical heritage; • Development that conflicts with heritage architecture; • Potential conflict between biodiversity and cultural heritage management objectives with respect to shaded / cultural landscapes vs pristine fynbos; • SANParks' capacity, competency and expertise to implement heritage plans.
<p>The park must realise sustainable and equitable resource management</p>	<ul style="list-style-type: none"> • Identify which species can be used by for sustainable resource programmes in accordance with SANParks resource use policy; • Management of illegal marine resource use, i.e. abalone (<i>Haliotis midae</i>), and commercial resources, e.g. kelp (<i>Ecklonia maxima</i>); • Identification and promotion of sustainable nature-based tourism products / functions within the park; • Mixed trust and awareness of potential benefits across stakeholder base; • The park has currently no explicit plan for partnerships and realistic sharing of benefits.

Park attribute	Factors to be considered pertaining to the park attribute
The park has an involved park community in both issues pertaining to the park and to the broader landscape	<ul style="list-style-type: none"> • A lack of equitable capacity to deliver potential private/public partnerships within the current stakeholder base; • Some SANParks corporate policies have an inhibitory effect on the successful functioning of potential partnerships with stakeholders; • Lack of understanding of the mandate, role and function of national parks by stakeholders and communities; • A perception that stakeholder participation processes are not well managed • Need to expand the scope of the park's volunteer programme.
The park has undertaken an integrated conservation and tourism development programme to facilitate visitor management to realise its full conservation and tourism potential including appropriate infrastructure	<ul style="list-style-type: none"> • The preservation of the unique sense of place by managing noise and visual intrusions from roads and urban development at the lighthouse precinct and southern tip; • A limited regional perspective of local tourism role players; • Conflicting management agendas between organisations is stunting growth potential; • Incomplete understanding of the intended market for visitors to the park and surrounding area; • Limited infrastructure (e.g. roads, trails, view points, fences and access control points) and nature-based activities within the park and its surroundings; • Potential for uncoordinated and inappropriate development and access within and surrounding the park as well as conflicting user activities within the park; • Need to ensure continued safety and security of visitors to the park; • Facilitate reasonable access to the park and its facilities for disabled and elderly people; • Need to develop a strong, professional and prosperous tourism industry.
The park has limited capacity to develop awareness, education and training programmes and facilities	<ul style="list-style-type: none"> • Limited capacity and facilities to develop and roll out environmental education programmes; • Limited environmental education networks within the region • Limited availability of public information in popular formats (pamphlets, brochures); • Lack of a proper marketing strategy for the park and the region.
The park is developing a holistic research, monitoring and information management programme	<ul style="list-style-type: none"> • Current research is focused on biodiversity and needs to be broadened into heritage, tourism and socio-economic areas; • The park has no formal monitoring programme and these need to be designed, funded and implemented; • The concept of thresholds of potential concern (TPC's) needs to be understood by management and stakeholders and suitable TPCs need to be determined and monitored; • Findings of research and monitoring need to be formally fed back into management strategies and operational actions; • Shortage of funding for specific priority research projects.
As a new park, it is actively developing park capacity and institutional growth	<ul style="list-style-type: none"> • Relevant management expertise are in short supply in the region; • Staff training and capacity building programmes need to be developed and implemented.
The park is striving for financial sustainability	<ul style="list-style-type: none"> • Shortfall in budget allocation to new strategic objectives and initiatives; • Insufficient resources allocated to developing parks and new mandates; • Diversity of tourism destinations/activities within the region; • General shortfall in the short term for special project funding for infrastructure and alien clearing.



5.7 Goals and high level objectives

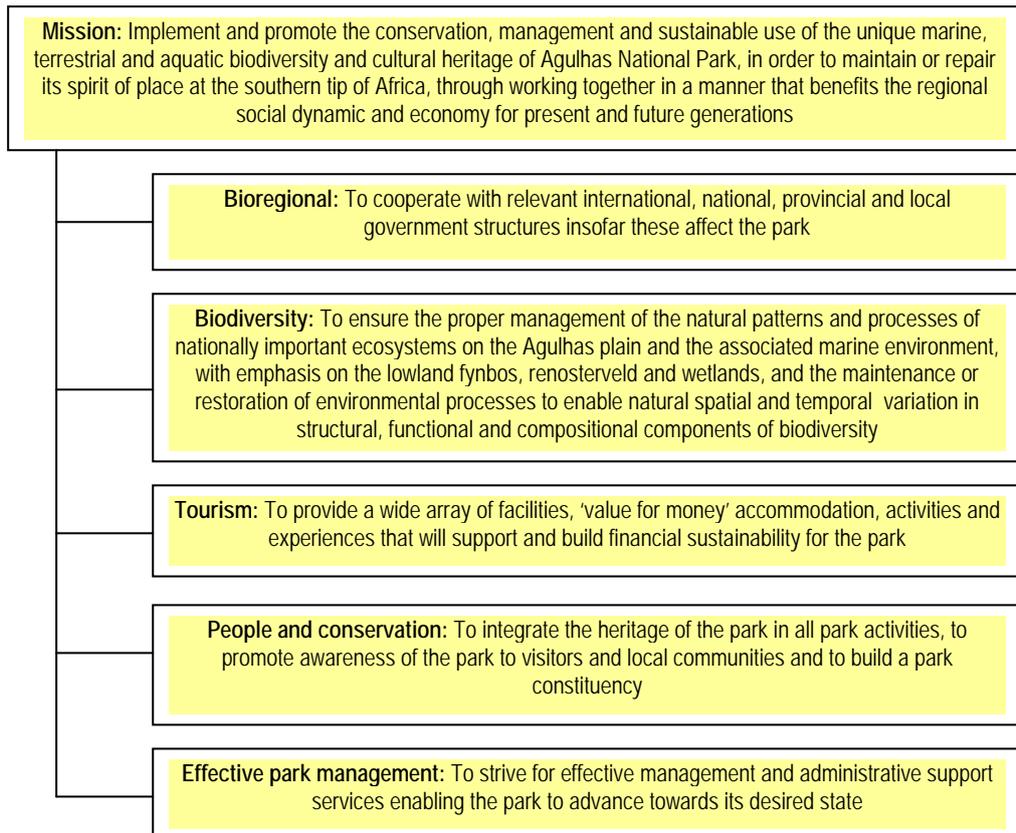


Figure 2a: Objectives

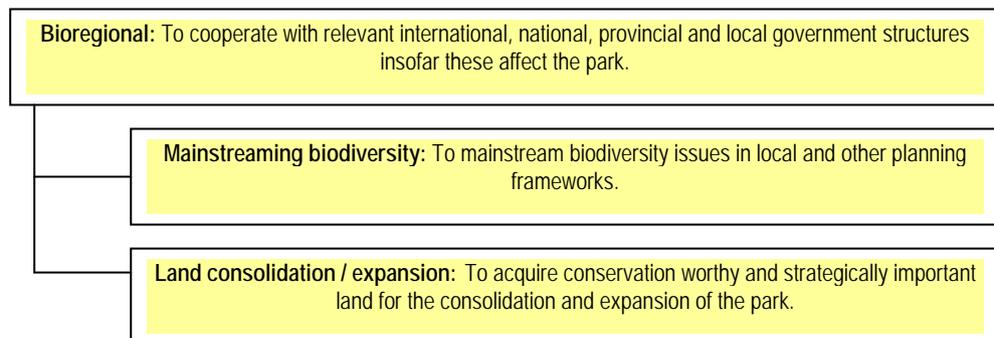


Figure 2b: Bioregional high level objectives

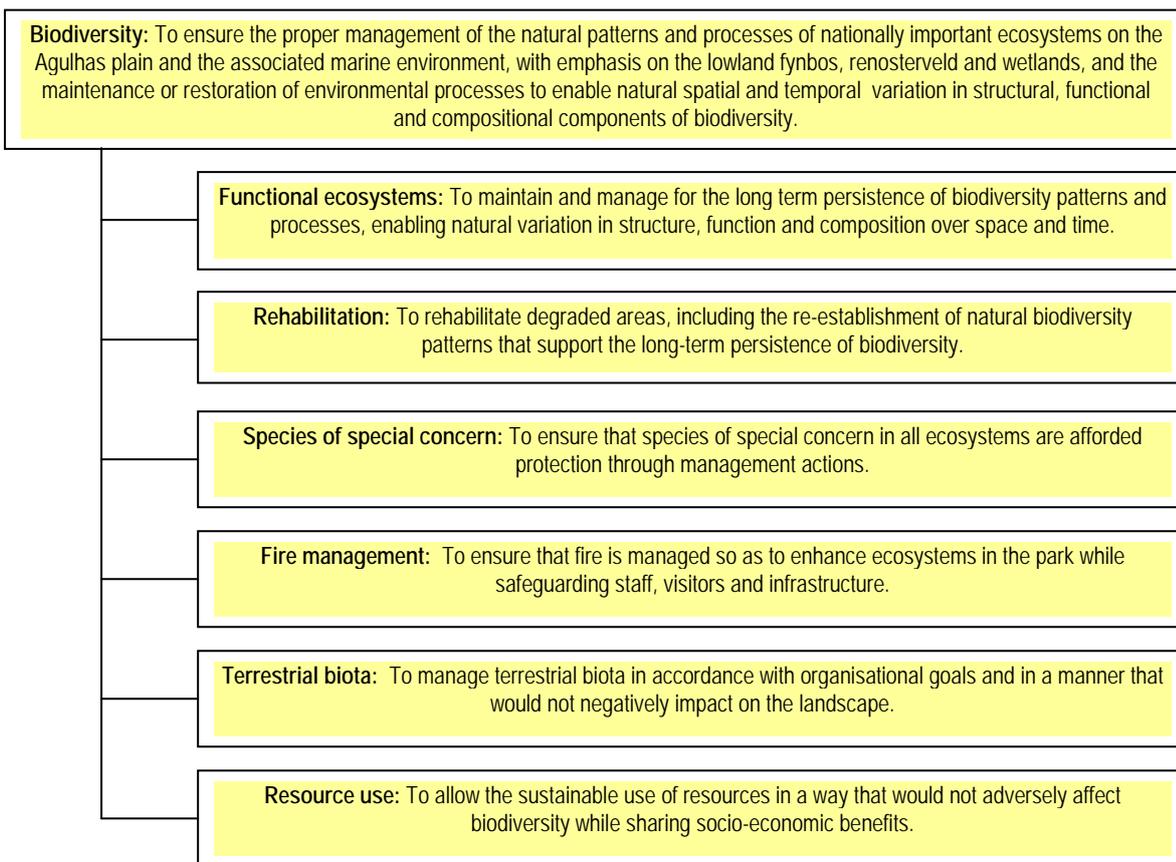


Figure 2c: Biodiversity high level objectives



Figure 2d: Tourism high level objective

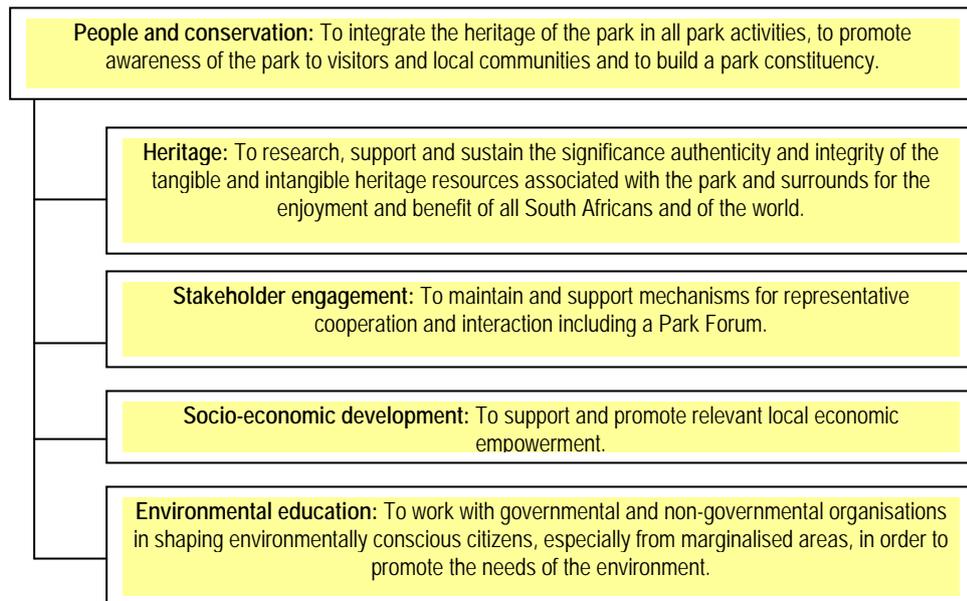


Figure 2e: People and conservation high level objectives

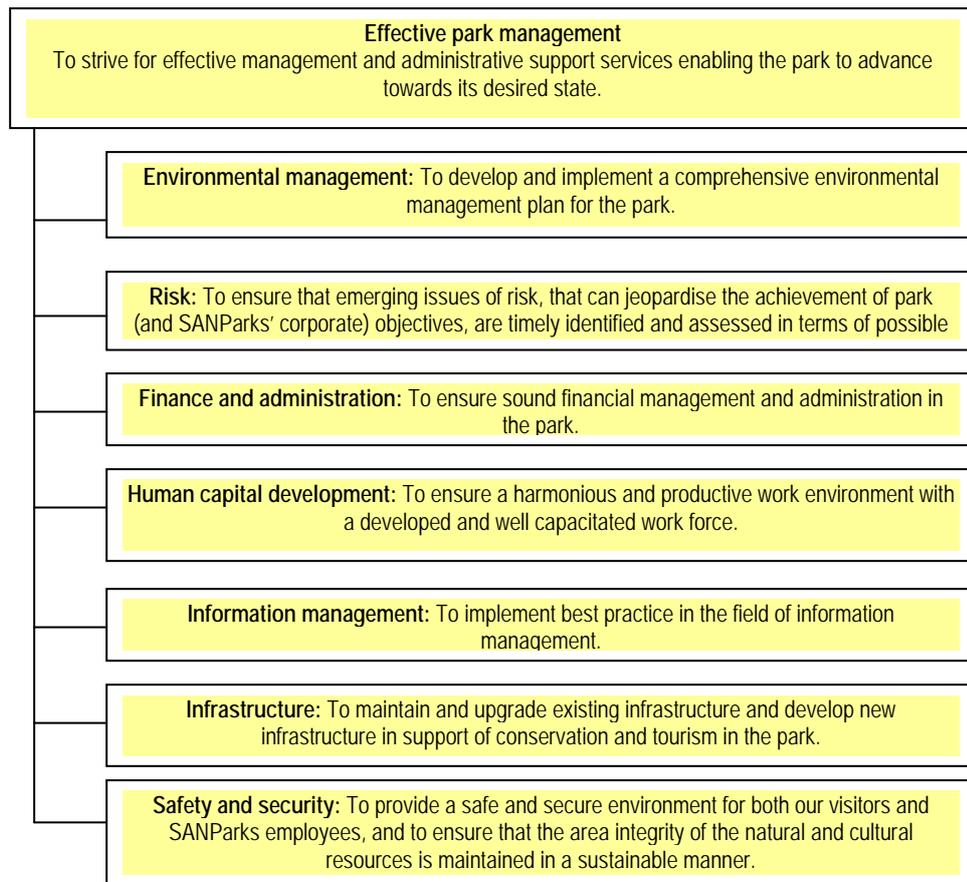


Figure 2f: Effective park management high level management objectives



Section 6: Zoning plan

Agulhas National Park conservation development framework (CDF) including park zoning, park buffer zones and park visitor facilities and access:

The primary objective of a CDF is to establish a coherent spatial framework in and around a park to guide and co-ordinate conservation, tourism and visitor experience initiatives. A key part of the CDF is the zoning plan, which plays an important role in minimising conflicts between different users of a park by separating potentially conflicting activities such as game viewing and day visitor picnic areas whilst ensuring that activities which do not conflict with the park's values and objectives (especially the conservation of the protected area's natural systems and its biodiversity) can continue in appropriate areas.

The zoning of ANP was based on an analysis and mapping of the sensitivity and value of a park's biophysical, heritage and scenic resources; an assessment of the regional context; and an assessment of the park's current and planned infrastructure and tourist routes/products; all interpreted in the context of park objectives (Appendix 4 Map 5).

Overview of the use zones:

The use zoning plan is shown in Map 4. Full details of the use zones (including high resolution maps), the activities and facilities allowed in each zone, the conservation objectives of each zone, the zoning process, the park interface zones (detailing park interaction with adjacent areas) and the underlying landscape analyses are included in appendix 5. Additional details are included in the park's CDF which is available on request.

Remote zone: This is an area retaining an intrinsically wild appearance and character, or capable of being restored to such and which is undeveloped and roadless (although limited unimproved management tracks are allowed). There are no permanent improvements or any form of human habitation. It provides outstanding opportunities for solitude, with awe inspiring natural characteristics with sight and sound of human habitation and activities barely discernable and at far distance. The conservation objective is to maintain the zone in a natural state with no impact on biodiversity pattern or processes. Existing impacts on biodiversity either from historical usage or originating from outside the zone should be minimised. The aesthetic / recreational objectives for the zone specify that activities which impact on the intrinsically wild appearance and character of the area, or which impact on the wilderness characteristics of the area (solitude, remoteness, wildness, serenity, peace *etc.*) will not be tolerated. In the park remote areas were designated in the area between Ratelrivier and Rietfontein and in the area around the Soetanysberg, which are both landscapes with high environmental sensitivity and value.

Primitive zone: The prime characteristic of the zone is the experience of wilderness qualities with access controlled in terms of numbers, frequency and size of groups. The zone shares the wilderness qualities of the remote zone, but with limited access roads (mostly 4x4) and hiking trails, and the potential for basic small-scale self-

catering accommodation facilities or small concession lodges (which would generally have more sophisticated facilities). Views of human activities and development outside of the park may be visible from this zone. The conservation objective is to maintain the zone in an almost completely natural state with little or no impact on biodiversity processes, and very limited and site specific impacts on biodiversity pattern. Existing impacts on biodiversity either from historical usage or originating from outside the zone should be minimised. The aesthetic / recreational objectives for the zone specify that activities which impact on the intrinsically wild appearance and character of the area, or which impact on the wilderness characteristics of the area (solitude, remoteness, wildness, serenity, peace *etc.*) should be restricted and impacts limited to the site of the facility. Ideally visitors should only be aware of the facility or infrastructure that they are using, and this infrastructure/facility should be designed to fit in with the environment within which it is located in order to avoid aesthetic impacts. In the park, primitive areas were designated to buffer remote areas from external impacts and to protect most of the remaining sensitive areas from high levels of tourist activity.

Quiet zone: This zone is characterised by unaccompanied (or accompanied under some circumstances) non-motorised access, where visitors can walk or cycle and experience nature without the intrusion of any form of motorised transport. Visitor numbers and density are higher than in the primitive zone and contact between visitors is frequent. The conservation objective is to maintain the zone in a generally natural state, with the proviso that limited impacts on biodiversity patterns and processes are allowed in order to accommodate park recreational and tourism objectives. Infrastructure should only be allowed within a restricted development footprint, and infrastructure, especially paths and viewpoints should be designed to limit the impacts of large numbers of visitors on the biophysical environment. The aesthetic / recreational objectives for the zone specify that the zone should retain a relatively natural appearance and character and activities which impact on this should be restricted. In particular visitors are not allowed motorized access to this zone. It is however recognised that the presence of larger numbers of visitors and the facilities they require, may impact on the feeling of wildness found in this zone. In the park, quiet areas were designated in the lower use pedestrian areas surrounding the Southern Tip precinct in order to enhance the experience of visitors. Detailed planning around the Southern Tip precinct may modify the boundaries of the quiet zone in this area. Quiet areas have also been designated around the coastal settlements adjacent to the park and around the visitor nodes (e.g. Ratel River, Rietfontein and Renosterkop) within the park.

Low intensity leisure zone: The underlying characteristic of this zone is motorised self-drive access with the possibility of small basic camps. Facilities along roads are limited to basic picnic sites with toilet facilities. The conservation objective is to maintain the zone in a largely natural state that is in keeping with the character of a protected area, mitigate the biodiversity impacts of the relatively high levels of tourism activity and infrastructure that are accommodated within this zone through careful planning and active management, and to ensure that both the negative effects of the activities and infrastructure are restricted to the zone. The aesthetic / recreational objectives for the zone specify that although activities and facilities will impact on the wild appearance and reduction of the wilderness characteristics of the area (solitude, remoteness, wildness *etc.*) is inevitable, these should be managed and limited to ensure that the area still provides a relatively natural outdoor experience. Low intensity leisure areas were designated around a rationalised road network (incorporating existing useful and environmentally acceptable roads, proposed park link roads, and closure and rehabilitation of certain environmentally inappropriate existing roads), to include facilities along this road network (Rietfontein, Bergplaas, Springfield, Rietfontein se Baai and Renosterkop), to accommodate the Agulhas rest camp at Pietie se Punt, and to include relatively high tourist use coastal sections east of Suiderstrand. In addition, unavoidable regional roads that cut through the park were included in this zone. Low intensity leisure areas were only designated if relatively high tourist activity did not conflict with the underlying landscape sensitivity and value analysis.

High intensity leisure zone: The main characteristic is that of a high density tourist development node with amenities such as shops, restaurants and interpretive centres. This is the zone where more concentrated human activities are allowed and is accessible by motorised transport on high volume transport routes. The main focus is to ensure a high quality visitor experience, however the conservation objectives still require that the high levels of tourism activity and infrastructure that are accommodated within this zone are planned and managed to minimise the effect on the surrounding natural environment, and that the zone must still retain a level of ecological integrity consistent with a protected area. The aesthetic / recreational objectives for the zone specify although the high visitor numbers, activities and facilities will impact on the wild appearance and reduction of the wilderness characteristics of the area (solitude, remoteness, wildness *etc.*) is inevitable, these should be managed and limited to ensure that the area



(solitude, remoteness, wildness *etc.*) is inevitable, these should be managed and limited to ensure that the area generally still provides a relatively natural outdoor experience. In the park, high intensity leisure zones were designated around the Ratel River Precinct, and the Southern Tip and lighthouse development nodes to accommodate visitor reception and interpretation facilities, as well as park management infrastructure.

Overview of the park buffer zone

A national park buffer zone is the identified area within which activities (e.g. land use change) have an influence on the park (current and future extent). This section of the management plan is aligned with the DEA policy on buffer zones for national parks and the SANParks buffer zone policy. This section of the management plan formally identifies and defines the buffer zone.

The park buffer zones shows the areas within which land use changes could affect a national park. The zones, in combination with guidelines, serve as a basis for a.) identifying the focus areas in which park management and scientists should respond to EIA's; b.) helping to identify the sort of impacts that would be important at a particular site; and most importantly c.) serving as the basis for integrating long term protection of a national park into the spatial development plans of municipalities (SDF / IDP) and other local authorities. In terms of EIA response, the zones serve largely to raise red-flags and do not remove the need for carefully considering the exact impact of a proposed development. In particular, they do not address activities with broad regional aesthetic or biodiversity impacts.

The delineation of the buffer zone around the park is informed by the critical biodiversity area map for the Overberg District. Critical biodiversity areas in the surrounding landscape were evaluated in terms of their importance to the park. Criteria included proximity, adjacency and connectivity to the park (as well as nearby CapeNature reserves and the Nuwejaars River special management area) focusing on the need to link the park to De Mond and De Hoop nature reserves in the east and Uilkraalsmond (and eventually Walker Bay) nature reserve in the west. The inland edge of the buffer zone was broadly defined by the major catchments of the park extended to include the major remaining west east inland corridor of the Agulhas plain. In addition, important marine areas adjacent to the park were included.

The park has three park buffer zone categories. The first two are mutually exclusive, but the final visual / aesthetic category can overlay the others (Appendix 4 Map 6).

Priority natural areas: These are key areas for both pattern and process that are required for the long term persistence of biodiversity in and around the park. The zone also includes areas identified for future park expansion. Inappropriate development and negative land-use changes should be opposed in this area, as should any development which impacts on hydrological processes. Developments and activities should be restricted to sites that are already transformed. Only developments that contribute to ensuring conservation friendly land use should be viewed favourably.

Catchment protection areas: These are areas important for maintaining key hydrological processes within the park. Inappropriate development (dam construction, loss of riparian vegetation *etc.*) should be opposed. Control of alien vegetation and soil erosion as well as appropriate land care should be promoted.

Viewshed protection areas: These are areas where development is likely to impact on the aesthetic quality of the visitor's experience in a park. Within these areas any development proposals should be carefully screened to ensure that they do not impact excessively on the aesthetics of the park. The areas identified are only broadly indicative of sensitive areas, as at a fine scale many areas within this zone would be perfectly suited for development. In addition, major projects with large scale regional impacts may have to be considered even if they are outside the viewshed protection zone.

Current status and future improvements:

Remote areas will still be investigated for possible formal designation as wilderness areas in terms of Section 22 of NEM:PAA. Special management overlays which designate specific areas of a park that require special management interventions (e.g. areas requiring rehabilitation) will also be identified. Further, as the park is rapidly expanding, it is anticipated that the zoning will need to be updated regularly. The zoning of the park in areas adjacent to the Nuwejaars River protected environment may need to be adjusted to take advantage of any additional opportunities for a more restrictive conservation orientated zoning for areas that are currently on the periphery of the park, as well as to accommodate any joint projects and connections.

Overview of park gateways, movement systems and visitor nodes:

Park gateways: As Agulhas is a park in the making, the current CDF does not propose the establishment of gateways. In the longer term, when the park is more consolidated, attention should be given to the establishment of formal gateways into the park.

Park internal movement system: (i) Pedestrian: In general, non-motorised forms of transport are encouraged in the park. To this end a system of footpaths and cycle routes needs to be planned and constructed. This should include an investigation into establishing a hiking trail that traverses the park's mountain and coastal habitats. (ii) Roads: The CDF contains a proposal for rationalising the park's internal road system. The key proposal is an east-west vehicular route. The need for this arises from the tarring of the Gansbaai – Bredasdorp route, which will give rise to an increasing number of visitors accessing the park from the west. Furthermore, such

a route will facilitate management access to the entire park, as well as provide access to the park's visitor sites at the historic farmsteads. The various farm roads and tracks traversing the park also need to be rationalised.

Visitor and management nodes: The lighthouse precinct in the east, a regional tourist destination, is proposed as the park's principal high volume mixed use visitor node and park management headquarters. A secondary high volume node is proposed at the existing farmstead of Ratel River. The CDF proposes that all other park visitor facilities are located within low volume mixed use nodes at Agulhas rest camp and the existing farmsteads of Rietfontein, Rietfontein se Baai, Bosheuwel, and Renosterkop. All these sites are earmarked to accommodate a mix of appropriate tourism, environmental education and / or recreation facilities, the specifics of which need to be informed by market research, local environmental surveys (particularly heritage sensitivity and value of sites) and detailed site planning. The CDF proposes the development of day visitor coastal facilities between Suiderstrand and the Southern Tip. Bergplaas is identified as a possible ranger post for the management of the park's western area. The CDF proposes that remnant buildings at Hangnes should be demolished and the site rehabilitated to natural veld.



Section 7: Access and facilities

7.1 Access points

As Agulhas is a park in the making, the park currently has no formal gates except for a temporary control to the new rest camp. In the longer term, when the park is more consolidated, attention will be given to the establishment of formal access points. As an interim measure gates are used to control access to tourism facilities in the park by visitors obtaining a key on checking in at the reception.

7.2 Restrictions

Rest camps and accommodation facilities have restricted use for overnight visitors only. Ecologically and culturally sensitive areas currently have signboard prohibiting unauthorised public access. Control of these areas, however, remains problematical and will be addressed in further development of the park. The park currently has no designated wilderness areas although some areas are zoned as remote under the park's zoning scheme. The park currently has no concession areas.

7.3 Airfields and flight corridors

The park currently has no designated airfields or flight corridors. The closest air strip to the park is known as Andrew's Field some 1.5 km outside the park. The Air Force Base Overberg and Overberg Testing Range is situated some 35 km north-east from the park. Prior to the park's establishment, the Air Force registered certain areas of the Agulhas plain as testing airspace and used it to overfly the area at low heights. This has since virtually stopped, and park management is currently negotiating with the Air Force base to formalise the use of the park's air space. The park allows the use of aircraft and helicopters in the park for official purposes (such as firefighting, wildlife censuses and observations, research, law enforcement and search and rescue operations).

7.4 Facilities for vessels

The park currently has no launching sites, docking or mooring facilities. Where needed, SANParks uses the facilities at Struisbaai and Suiderstrand. A launching facility may be developed in the park when a MPA is declared for the marine area adjoining the park.

7.5 Visitor and other facilities

The park currently offers the following tourism facilities and features:

- The Cape Agulhas lighthouse and museum (controlled access);
- The Cape Agulhas lighthouse restaurant (concession managed)
- The Agulhas rest camp and lagoon house, Rhenosterkop rest camp, Bergplaas guesthouse and Rietfontein rest camp, all income generating overnight accommodation facilities with controlled access;
- The southern tip of Africa viewpoint where the Atlantic and Indian Oceans meet (open access);
- The coastline between the lighthouse and southern tip are popular day visitor sites during summer and public holidays drawing crowds from the communities surrounding the park and holiday makers (open access);
- Rasperpunt fish traps (open access);
- Sandberg viewpoint (open access);

- Soutbosch historical homestead (open access);
- Soutpan salt pans and bird viewing (open access);
- Soetanyenberg viewpoint (open access);
- Rietfontein se Baai area (open access);
- Canoe trips on the Nuwejaars River in the Soutbosch area (Controlled and accompanied by staff per arrangement or per occasion);
- Self-drive sightseeing tourism on public roads in the park (Brandfontein and Rietfontein roads with views and bird watching).

The park currently has the following administrative facilities and features:

- The park headquarters, garage and workshop and staff house in the town of L'Agulhas just before the entrance to the Cape Agulhas lighthouse. It is the park's official *domicile*;
- The Bosheuwel complex that houses the park's EE Centre and HQ for the WfW, Working on Wetlands and W for the Coast projects;
- The Waterford house and shed in the western section of the park serving as section ranger's quarters and administrative hub;
- Numerous other old farm buildings in various states of repair are scattered throughout the park.

7.6 Mining

Although a number of gravel pits are situated on farms that have been incorporated in the park, the park has no existing legal mining activities. The Soutpan area used to have a commercial salt production facility, but activities ceased long before the area was incorporated in the park and the legal status of the historic salt mining is unknown.

7.7 Commercial activities

The park has no concession areas. The Lighthouse restaurant is the only lease agreement and will be terminated as soon as the new Lighthouse precinct development commences. The opportunity will then be concessioned out.

7.8 Community use

In terms of NEM:PAA it is a legal requirement to report annually on resource use from protected areas. Formal surveys need to be conducted annually. Record keeping in parks in terms of resource use, is ongoing, to ensure that accurate records are available for annual reports (SANParks biodiversity monitoring programme).

Benefit sharing is a high level objective of SANParks, which translates into actively promoting and facilitating access to and the wise and sustainable use of selected resources found in the broader national park system.

Sour figs have traditionally been harvested by local communities in the Agulhas region and as such, the current resource use by local communities was inherited with the establishment of the park. Harvesting season is from December to March each year. In 2008 / 2009 the 'Struisbaai Suurvye Plukkers Vereniging' (Struisbaai Sour Fig Association) in the park was selected as a resource use flagship project and a pilot study to learn how to manage for sustainable resource use within the national park context (Cape Research Centre 2009). Considerable documentation and literature is available about sour fig harvesting both by external researchers (Cowling & Richardson 1995; Hassan 2002; Hudson 2009) and by the SANParks Cape Research Centre (CRC).

The ecological implication of the December 2009 fire is that a wild flower harvesting project to be developed as a community initiative is unfeasible over the short to medium term. Although no post-fire resource base assessment has been conducted to determine the availability of harvestable stems remaining in the park, observations in the field indicate that little of the wild flower resource remains. The best estimate is that the vegetation will require five to 10 years to recover from the fire before sustainable harvesting for the commercial flower industry is once again a viable option. Community use – all agreements with local communities to use biological resources in the protected area should be listed, the agreements under which they are allowed and how this use is monitored. In addition, reference should be made to any norms and standards set for either commercial activities or community use.

7.9 Servitudes

There are several servitudes in the park. Mostly these were inherited as the park was established. They include the following.

- **Roads:** Public roads in the Waterford, Rietfontein, Springfield, Bosheuwel, Rhenosterkop, L'Agulhas and Suiderstrand sections of the park.
- **ESKOM power lines and cables:** These occur on Waterford, Ratel River, Bergplaas, Springfield, Bosheuwel, L'Agulhas and Suiderstrand sections.
- **Microwave and radio towers.** These occur on the Waterford, Bergplaas and L'Agulhas sections of the park.
- **Water pipelines and boreholes:** These mostly occur in the eastern sections of the park in and around L'Agulhas and Suiderstrand.



7.10 Park internal movement system

(i) Pedestrian: In general, non-motorised forms of transport are encouraged in the park. To this end a system of footpaths and cycle routes needs to be planned and constructed. This should include an investigation into a establishing a hiking trail that traverses the park's mountain and coastal habitats.

(ii) Roads: The CDF contains a proposal for rationalizing the park's internal road system. The key proposal is an east-west vehicular route. The need for this arises from the tarring of the Gansbaai – Bredasdorp route, which will give rise to an increasing number of visitors accessing the park from the west. Furthermore, such a route will facilitate management access to the entire park, as well as provide access to the park's visitor sites at the cultural historic farmsteads. The various farm roads and tracks traversing the park also need to be rationalised.

7.11 Visitor and management nodes

The Lighthouse Precinct in the east, a regional tourist destination, is proposed as the park's principal high volume mixed use visitor node and park management headquarters. All other park visitor facilities are located within low volume mixed use nodes at Agulhas rest camp and the existing farmsteads of Waterford, Rietfontein, Rietfontein se Baai, Bosheuwel, Bergplaas, Rhenosterkop and Soutbosch. All these sites are earmarked to accommodate a mix of appropriate tourism, environmental education and/or recreation facilities, the specifics of which need to be informed by market research, local environmental surveys (particularly heritage sensitivity and value of sites) and detailed precinct and site planning. A day visitor site with coastal facilities is proposed between Suiderstrand and the southern tip. Waterford is identified as a ranger post for the western area.

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Section 8: Consolidation and expansion

8.1 Park consolidation

The expansion and consolidation of the park is in line with the national strategic objective (DEA 2005) of expanding South Africa's protected area system. The expansion and consolidation programme are also informed by SANParks policy regarding land inclusion (SANParks 2006; Knight *et al.* 2009), and the National Protected Areas Expansion Strategy (DEA 2008) and the three year rolling land acquisition plan. It is important to note that this three year plan can change due to the availability of funds, willing buyer willing seller concept and the negotiation process.

To adequately protect key lowland fynbos, *i.e.* central rüens shale renosterveld (critically endangered), Elim ferricrete fynbos (endangered), Agulhas sand fynbos (vulnerable), Overberg sandstone fynbos (poorly conserved), Agulhas limestone fynbos (poorly protected), Overberg dune strandveld (well protected) and the associated wetlands, a bioregional approach to conservation has been adopted. This approach involves multiple conservation entities within a context of varying land-uses.

The park currently covers 20,756.77 ha, with 19,957.17 ha of this formally declared. The expansion footprint for the park totals 16,895 ha with southern (≈5,200 ha) and western (≈11,600 ha) focus areas. These would largely be included via acquisition and / or contractual relationships. A few strategic acquisitions of 2,325 ha are scheduled in the next few years, with 360 ha contractually included, as per SANParks land acquisition plan. Inclusion of the remaining portions of the expansion footprint remains dependent upon available funds and land owner willingness (as applies to all land acquisitions), and the possible inclusion of other adjacent state land such as the provincial reserves of Soetendalsvlei, Quoin Point and Pearly Beach. A potential long-term possibility exists to link the park through the various management authorities and land owners via possible contractual / co- management arrangements to the relatively nearby de Mond nature reserve and the further afield de Hoop nature reserve. Although no stewardship agreements between private landowners and SANParks have been signed to date, they will be aligned to the current ABI agreements.

Currently there are no known land claims or formally registered land claims on property managed by SANParks, nor property that forms part of the core conservation area.

8.2 Marine protected area establishment

With two of the 19 priority marine conservation areas for the marine Agulhas Bioregion located between Gansbaai and Struisbaai (Clark & Lombard 2007), the notion of formalising marine conservation under a Marine Protected Area (MPA) adjacent to the national park is being considered in conjunction with DEA. This initiative is aligned with the national strategic objective (SO 5) in the National spatial biodiversity assessment priorities (2005) which aims to bring 20% of the coastal environment over three years. It will start with further collation of information and research and then be under formal protection as well as the recommendations of the 2007 CAPE bioregional marine assessment. The programme to establish an Agulhas MPA will be brought into the public domain so that local stakeholder needs as well as that of the established fishing industries in the area are accounted for. Draft zoning will be put out for public comment and input before a final zoning is presented to the Minister.

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Section 9: Concept development plan

9 Introduction

Biodiversity conservation and protection is the primary reason for the park, and this was considered in every action included in the management plan.

In addition to the information required by NEM:PAA as set out in Section 9 of the guidelines, this part of the plan outlines all the discrete but often interlinked issues and focus areas management must address. These are developed into objectives and actions in Section 10 and, as a whole, state the activities that will direct the park towards the desired state for the park being reached. The actions have been formulated to achieve one or more of the high level objectives with links between different objectives and actions.

Only a summary of each management activity is presented in this section, with the detail being further developed in Section 10 or in specific lower level plans. In some cases these are presented as part of a long-term framework extending beyond the timeframe of this plan. It must be noted that this long-term framework not only considers appropriate development in the park *per se*, but also restoration and rehabilitation requirements.

The achievement of the park's growth aspirations depends on understanding the relationships and inter-dependencies between various strategic planning processes in the region. These range from bioregional planning through to the district and local spatial development frameworks (SDFs), are all incorporated into the park's consolidation programme and CDF.

9.1 Long term development plan

The main tourism focus of park management over the next planning cycle is to unlock the tourism potential of the southern tip and the Lighthouse precinct. Associated with this is the need to develop an east-west tourism route through the park and integrate the park with the cultural-based tourism of the region as highlighted in the Cape Agulhas tourism development framework.

9.2 Infrastructure Development Programme

Cape Agulhas and the southern tip of Africa is arguably one of South Africa's most untapped tourism resources. Although the coastal towns of the Overberg have long been popular summer holiday destinations for the domestic leisure market, the southernmost point is generally bypassed by organised tour groups. The current under-development of the area as tourist destination can be ascribed to a range of factors – infrastructural, marketing, accommodation, destination image, *etc.* Recognising that a facilitating and strategic approach would be key to unlocking the potential of the area, the park has put in place a tourism development plan (summarised in the CDF) which aims at addressing some of these issues and detailed in Appendix 4 Map 7.

The tourism plan highlights the integrity of the lighthouse and the southern tip. A principle decision is that as a coastal park the primary experience on offer to tourists is an ocean experience in close proximity to the primary attractions of the lighthouse and the southern tip of Africa. The plan also identifies a variety of accommodation facilities that emphasise the cultural experience.

Destination development

The park has undertaken two precinct planning exercises:

- The Lighthouse precinct looks at the redevelopment of the lighthouse area so that it functions as a gateway to the southern tip. The facility in this area will comprise the lighthouse with auxiliary function of a restaurant and curio shop, information centre, heritage centre, public ablutions and associated parking. Included in this concept are options for addressing access to Suiderstrand.
- The southern tip precinct planning outlines the appropriate movement of visitors from the lighthouse area to the southern tip and back or beyond.

Accommodation

A range of park accommodation was brought online over the last two years. This includes the Agulhas rest camp (eight units, 24 beds, three star grading), the restored Lagoon House (eight beds, three star grading), Rhenosterkop (12 Beds, two star grading), Rietfontein (12 Beds, 2 star grading) and Bergplaas (10 Beds, three star grading). The Ratelrivier site lends itself to a variety of uses that still need to be fully explored.

Day visitor sites

The park will investigate providing day visitor facilities within financial; social; and environmental constraints for various user groups throughout the park. Areas that have historically been used will be prioritised.

View Sites

The peaks of Sandberg and Soetanysberg have been designated as potential view sites for the park. Both of these sites have, or are currently used as part of a communications network (radio and Overberg test range) in the region.

Environmental education and interpretative centres

Bosheuwel is currently being upgraded to serve as an environmental education centre. The facility can accommodate (50 learners). Soutbosch has been earmarked as an interpretative facility, with associated nature and cultural based activities.

East-west tourism route

Although Cape Agulhas has the distinction of being the southernmost tip of the African continent where the Atlantic and Indian Oceans officially meet, and although the district has vast natural, cultural and historical resources, it is largely inaccessible to tourists. The only major access route from Cape Town, which could be utilised by tour operators, is via the N2 over Caledon, then the R316 to Napier and Bredasdorp. An alternative coastal link to Hermanus would provide a circular route through the area, extending the R43 eastwards from Gansbaai, Pearly Beach on to Struisbaai, attracting visitors from Hermanus and eliminating the need for tour operators to return to the N2 via the same road. Although there is conceptual agreement that this link needs to be built, the exact positioning as well as type of route still needs to be determined via further studies.

9.3 Development nodes

No new development nodes for the park are currently envisaged.

9.4 Communication routes

The roads leading to the areas that are planned to be developed will have to be upgraded when the development takes place.

9.5 Service supply routes

Where possible existing supply routes will be used, but some new routes will be developed when the developments referred to takes place.

9.6 Infrastructure development proposals

The only infrastructure development proposals currently planned are those listed in Table 1. These developments are subject to the availability of funds. Any new products or activities developed in future will follow the zonation and nature based responsible tourism principles, as well as all legal requirements governing development.



Table 1: Proposed visitor and infrastructure development

Visitor sites and infrastructure	Current status	Proposed role	Use zone	Proposed main activity (by 2015)	Recommended park management action	Approx. budget (R1,000)	Date complete	Process required*
Park High Volume Sites								
Southern tip	Important and under developed site	Main destination	H/L	Sightseeing, interpretation and coastal walks,	Compile and implement development precinct plan with attention to: linkages to lighthouse precinct; rationalising vehicular access and parking; establishing pedestrian trails; interpretive signage; and iconic symbol to designate the tip and official meeting place of Atlantic and Indian Oceans	1,200	2012/13	EIA, HIA
Lighthouse precinct	Disparate and under -used infrastructure and tourism facilities	Mixed use	HIL	Gateway to park's southern tip precinct incorporating diverse visitor facilities and NPA & Telkom facilities	Complete EIA; appoint professional design team & contractors; construct buildings and landscaping; enter into operational agreements (concessions)	22,000	2012/14	EIA, HIA
Park low volume sites								
Agulhas rest camp	Derelict historic buildings; access road	Park accommodation	LIL	24 bed rest camp with auxiliary facilities; 8 bed guest house	Construct and commission rest camp; enter into operational agreements (services: <i>e.g.</i> linen); market new facility	8,000	2012/13	EIA, HIA
Rasperpunt	Under - developed and used	Cultural destination	LIL	Parking areas; pedestrian routes; signage and interpretation.	Compile and implement development plan for visitor facilities of Rasperpunt as per southern tip precinct plan		2012/13	EIA, HIA
Rhenosterkop	Start restoration of dilapidated and under used historic farmsteads	Mixed use	LIL	Visitor accommodation in historic homesteads; centre for activities; possible living museum (cultural)	Complete restoration of homesteads; maintain restored facilities; investigate outsourcing options including local BEE component and issue operator proposal call if feasible	1,200	2012/13	EIA, HIA
Soutbosch	Under used	Mixed use	LIL	"Birding base" of park with camping and auxiliary facilities; outdoor activity centre; cultural historical interpretation; facility for Honorary rangers; possible living farm yard / biodiversity garden	Compile and implement development plan for Soutbosch; investigate outsourcing options including local BEE component	60	2012/13	BA

Visitor sites and infra-structure	Current status	Proposed role	Use zone	Proposed main activity (by 2015)	Recommended park management action	Approx. budget (R1,000)	Date complete	Process required*
Rietfontein se Baai	No improvements	Coastal picnic sites	LIL	Picnic sites; parking areas; pedestrian routes; signage; ablutions; heritage interpretation	Survey local community recreation requirements; compile and implement local site plan for visitor facilities at Rietfontein se Baai	80	2012/13	EIA, HIA
Rietfontein	Restoration of historic homestead destroyed by fire	Mixed use	LIL	Cultural accommodation and conference facilities (groups)	Complete restoration of homesteads; maintain restored facilities; investigate outsourcing options including local BEE component and issue operator proposal call if feasible	1,400	2012/13	BA
Bergplaas	Recently restored farmstead		LIL	Visitor accommodation in old farm homestead (self catering guest house type)	Investigate outsourcing options for daily servicing and routine maintenance; market new facility	800	2012/13	BA
Ratel Rivier	Restoration of dilapidated and fire damaged and under used historic farmstead complex	Mixed use	LIL	Visitor accommodation; restaurant and low key commercial facilities; cottage industry; cultural tourism	Complete restoration of homesteads; maintain restored facilities; investigate outsourcing options including local BEE component and issue operator proposal call if feasible;	12,000	2012/15	HIA
Waterford	Farmstead	Mixed use	LIL	Park's western logistic HQ	Rehabilitate and renovate for park operational purposes (western section rangers HQ)	60	2012/13	BA
Park view sites								
Sandberg	Degraded access road, view site		LIL	Controlled & managed access to view site, subject to positive BA	Undertake BA of proposed view site; undertake required repairs and upgrading to access road; compile and implement management plan; install interpretative signage and decks	30	2012/13	EIA, HIA, BA
Soetanyberg	Degraded access road, view site and radio repeater installation		PRIM	Controlled and managed access to view site, subject to positive BA	Undertake BA of proposed view site; undertake required repairs and upgrading to access road; compile and implement management plan; install signage and decks	120	2012/13	BA
Park tourist infrastructure								
Main east-west park tourist route	No through route	Mixed use	LIL	Land acquisition, route alignment and EIA	Undertake BA of proposed route and existing roads. Compile and implement management plan including costing	± 60,000	2014/16	EIA, HIA, BA
Secondary visitors roads	No dedicated visitor roads. Mostly old farm roads and tracks (not sensitive)	Mixed use	LIL	Identify and plan appropriate routes. Rehabilitate old "farm" roads	Undertake BA of proposed route and existing roads. Compile and implement management plan including costing	±1,200	2013/14	EIA, HIA
Game proof fencing around the park	No wildlife fences, only stock fences. Some existing fences in very bad shape	To facilitate wildlife reintroductions and game management	N/A	Survey and determine critical areas. Co-ordinate with adjacent SMA. Do costing and get agreements from neighbours	Undertake BA of proposed fence route and existing fences. Compile and implement implementation plan including costing	±12,000	2013/14	EIA, HIA
* Required Process: Environmental Impact Assessment (EIA); Heritage Impact Assessment (HIA); Basic Assessment (BA)								



Section 10: Strategic plan

10 Introduction

Sections 3, 4 and 5 of this plan outlined the policy framework, the consultation process and development of a mission and high level objectives for the park. In this section the goals and higher level objectives of the park are developed into lower level objectives and sub-objectives and finally into operational actions. In this way decision-making, even at the operational level, can be traced all the way back to the core values and inputs from stakeholders on which they have been based. This approach conforms to the requirements of the NEM:PAA, the NEM:BA, SANParks policy, and ratified international conventions.

Programmes of implementation, developed as outlined above, form the strategic plan for this planning cycle, are arranged under the following headings:

- Bioregional;
- Biodiversity;
- Tourism;
- People and conservation;
- Effective park management.

Each programme is presented as follows:

- **Programme name:** A name describing the programme;
- **High level objective:** Stating the overall goal of the programme
- **Background:** Overview of intent, guiding principles, description, outcome, research and monitoring and risk (all where applicable);
- **Tables:** Outline of objectives, initiatives and management actions within the scope of the objective with an indication if the programme is once off, continuing or conditional on the availability of resources. These tables have the following headings:
 - **Initiatives or objectives:** The various initiatives or objectives, derived from the hierarchy of higher level objectives, which make up each programme;
 - **Actions:** The actions necessary to achieve the objective;
 - **Responsibility:** The SANParks person, section, department, division or unit responsible for implementing the action;
 - **Indicator:** A measure whereby the achievement of the objective can be evaluated;
 - **Timeframe:** An indication of when the action is likely to be completed (indicated by year over the planning cycle);
 - **References:** References to relevant programmes, lower level plans (LLPs) or other documents.

10.1 Bioregional

The following was identified:

Bioregional: To cooperate with relevant international, national, provincial and local government structures insofar these affect the park

The purpose of the bioregional goal is to conserve systems and processes within and around the park by establishing corridors and buffer zones and consolidating the park by acquiring appropriate land for the conservation of threatened biodiversity. It aims to collaborate with relevant international, national, provincial and local government structures, NGO's and land owner groups. Partnerships with local government require more interaction and working closer on joint issues.

10.1.1 Mainstreaming biodiversity

High level objective

Mainstreaming biodiversity: To mainstream biodiversity issues in local and other planning frameworks

The achievement of the park's aspirations depends on understanding the relationships and inter-dependencies between various strategic planning processes in the region. These range from the bioregional planning, through to the district and local IDPs and SDFs, into the park's consolidation and conservation development frameworks.

The park falls under the key bioregional plan Cape action plan for people and environment (CAPE) and was the implementing agent in the recently completed Agulhas biodiversity initiative (ABI). CAPE is a partnership of government and civil society aimed at alleviating human-induced pressures while conserving and restoring the biodiversity of the Cape floristic region, and the adjacent marine environment, with the aim of delivering significant benefits to the people of the region over the next 20 years. As a CAPE partner, SANParks supports the CAPE programme's objectives while the park drove the ABI. ABI was aimed at strengthening systemic, institutional and individual capacities and establishing the know-how needed for conservation in different ecological and socio-economic conditions as needed to attain and sustain positive conservation outcomes. ABI, a joint partnership between SANParks and Fauna & Flora International, was the first pilot initiative to be implemented under the CAPE programme.

The four main components of ABI were:

- Conservation management in the productive landscape of the Agulhas plain including controlling alien invasion, fire management and wetlands rehabilitation;
- Development and implementation of models for sustainable harvesting of wild fynbos including certification, marketing programmes and monitoring;
- Development and implementation of sustainable nature-based tourism activities, including building local support through heritage centres and education programmes;
- Building local support for biodiversity conservation on the Agulhas plain through public awareness activities.

The project aimed at demonstrating to landowners, private businesses and local communities that biodiversity, if managed and harvested sustainably, will provide significantly better economic benefits in the long run compared with alternative agricultural land use. As such, SANParks, through the park, aimed at:

- Ensuring that a landscape-level conservation management and planning system is developed and implemented in public-private partnerships negotiated by a well-capacitated extension service;
- Demonstrating that wild fynbos harvesting can be ecologically, socially and ethically sustainable as a viable land use on the Agulhas plain;
- Implementing a participatory and responsible tourism strategy in the Agulhas plain that contributes to sustainable livelihoods;
- Increasing local support for biodiversity conservation on the Agulhas plain through a broad-based conservation awareness programme.

Although the GEF grant funding for ABI programme ended in 2010, the ABI outcomes will be continued as far as possible by SANParks and its CAPE partners into the future.

The park also sees a need to reduce or mitigate threats and pressures and limit environmental impacts from non-biodiversity management aspects of SANParks and surrounding land and resource use.



MAINSTREAMING BIODIVERSITY PROGRAMME					
High level objective: To mainstream biodiversity issues in local and other planning frameworks					
Objectives	Actions	Responsibility	Indicators	Timeframe	Reference
To ensure the conservation of systems and processes within the park and buffer zone (including land, air, water)	Identify, prioritise and map ecological corridors and buffer zones for the conservation according to national criteria	PM, SR, CSD, Regional planning	Map of areas	Year 1	
	Identify and update relevant lists of structures and entities with a possible impact and influence on the biodiversity of the park	PM, P&C	List of stakeholders	Year 1, ongoing	
	Collaborate with relevant structures by communicating, participating with and contributing to actions and activities.	PM, P&C CSD, Regional planning	Minutes	Ongoing	
	Implement actions that promote conservation outcomes in buffer zone and corridors	PM, SR Regional planning	SDFs, IDPs FPAs, CMA documentation	Ongoing	
	Monitor effectiveness of interventions and actions	PM, SR, CSD	Reports	Annually	
To mainstream biodiversity into land use planning and decision making to ensure that SANParks is timorously notified of land use changes and development applications that may negatively impact the park	Identify possible external threats from any activities including developments, land use changes etc.	PM, SR, CSD, planners	List of threats	Ongoing	
	Participate in the activities of a network of relevant authorities at all levels including IDP and SDF processes	PM, P&C, Regional planning	Minutes of meetings, documents	Ongoing	
	Engage and submit comments to relevant forums and participate in EIAs, scoping etc.	Regional Planning, PM, SR	Scoping, EIA reports, RODs	Ongoing	
	Monitor compliance with environmental authorisations where appropriate	Regional Planning, PM, SR	Reports, RODs	Ongoing	

10.1.2 Land consolidation / expansion

High level objective

Land consolidation / expansion: To acquire conservation worthy and strategically important land for the consolidation and expansion of the park

The purpose of this programme is to achieve the SANParks goal of conserving ecological systems and patterns typical of the Agulhas plain by acquiring conservation worthy land through purchase or other means.

LAND CONSOLIDATION / EXPANSION PROGRAMME					
High level objective: To acquire conservation worthy and strategically important land for the consolidation and expansion of the park					
Objectives	Actions	Responsibility	Indicators	Timeframe	Reference
To consolidate private land parcels of conservation or strategic importance to the park	Prioritise list of identified land parcels of immediate importance to the park for this planning cycle	CSD, PM, RM	List available	Year 1, ongoing	
	Evaluate and assess properties for acquisition	CSD, PM, Regional planning	Evaluation, reports	Year 1, ongoing	
	Obtain approvals for acquiring identified properties	CSD, PM, RM	Approval document	Year 1, Ongoing	
	Engage with private land owner/s to initiate negotiations	CSD, PM, RM	Minutes, reports	Ongoing	
	Acquire land according to Expansion policy	CSD	Deed or Contract	Year 2, ongoing	
	Facilitate the declaration of acquired land as national park	CSD, RM	Declaration	Year 5	
To facilitate the establishment of a MPA adjoining the coast	Collate, review current information, stakeholder views and legislation pertaining to the rationale and strategy for establishing an Agulhas National Park Marine Protected Area	CSD, PM, Regional manager	Reports available	Year 1	CSD reports
	Develop an initial Draft MPA zoning based on science and stakeholders	CSD, P&C, SR	Reports	Year 2	
	Undertake stakeholder participation process on the MPA establishment in terms of relevant legislation	CSD, P&C	Reports, minutes	Year 4	
	Complete revised MPA zoning	CSD	Documents, declaration	Year 5	
	Develop draft marine management plan and submit for proclamation	CSD	Plan	Year 5	
	Submit proposal to declare the MPA	CSD	MPA declared	Year 5	



10.2 Biodiversity

The management planning process identified the following goal:

Biodiversity: To ensure the proper management of the natural patterns and processes of nationally important ecosystems on the Agulhas Plain and the associated marine environment, with emphasis on the lowland fynbos, renosterveld and wetlands, and the maintenance or restoration of environmental processes to enable natural spatial and temporal variation in structural, functional and compositional components of biodiversity

Biodiversity management is the primary mandate of the park. SANParks' approach to biodiversity was discussed in Section 3. To summarise, the park, in line with SANParks policies and the principles of adaptive management, developed a number of biodiversity management programmes with the aim to effectively manage the diversity, patterns and processes of the Agulhas plain.

The achievement of the park's growth aspirations depends on understanding the relationships and inter-dependencies between various strategic planning processes in the region. These range from the bioregional planning, through to the district and local IDPs and SDFs, into the park's consolidation and conservation development frameworks.

The key management strategies listed below covering the next planning cycle (or longer) so that the park could progress the desired state in terms of biodiversity:

- Co-operate with the relevant international, national, provincial and local government structures insofar these affect the park and keep track of issues affecting the park to ensure functional ecosystem are protected;
- Rehabilitate the landscapes in the park through appropriate programmes to manage alien biota through the development and implementation of alien and extralimital plant and animal programmes as well as erosion control and wetland restoration programmes;
- Improve knowledge and management of red data species through the species of special concern (SSC) programme;
- Increase management effectiveness in the marine environment through supporting co-management, monitoring and compliance activities;
- Undertake appropriate fire management through the preparation of management guidelines and implementation of a fire management programme;
Ensure the sound management of biota through the development and implementation of specific programmes, guidelines and protocols for harvesting, species re-introductions and removals through the development of management programmes;
- Develop and implement a sustainable natural resource use programme;
- Continue with standard conservation management such as the maintenance of conservation infrastructure and continuing with operational activities.

10.2.1 Functional ecosystems

High level objective

Functional ecosystems: To maintain and manage ecosystems for long term persistence of biodiversity patterns and processes, enabling natural variation in structure, function and composition over space and time

The park seeks to maintain and manage the long-term persistence of biodiversity patterns and processes. While the overall goal is to consolidate a range of viable terrestrial, aquatic and marine ecosystems characteristic of the Agulhas area, the health of the systems in the park must also be safeguarded. While other ecosystems and ecosystem processes in the park are also under threat, the continued healthy functioning of the interlinked aquatic systems is seen as a high priority and is included here. It is acknowledged that further programmes will have to be developed for other ecosystems.

The ecological functioning of the wetlands and other fresh water systems on the Agulhas plain is critically dependent on water quality and quantity of interlinked pans, wetlands, seasonal streams, flow and interchanges that occur under natural conditions. This programme has interlinked components:

- Fresh water quantity and quality;
- Park related water management;
- Rehabilitation focusing on alien plant control (dealt with under biodiversity).

Fresh water quantity and quality concerns include:

- Extraction of water from aquifers that may have adverse effects on fresh water ecosystems;
- Activities that will have an impact (mining, farming) on land above the aquifers thereby negatively affecting water quantity and quality
- Surface water extraction;
- Pollution due to effluent from tourism and residential developments.

FUNCTIONAL ECOSYSTEMS PROGRAMME					
High level objective: To maintain and manage for the long term persistence of biodiversity patterns and processes, enabling natural variation in structure, function and composition over space and time					
Objectives	Actions	Responsibility	Indicators	Timeframe	Reference
To ensure the functionality of the interlinked fresh water systems in the park	Investigate existing information on water quality and quantity monitoring in the park	PM, CSD	Report	Year 1	
	Review findings and draw up recommendations for the park	CSD	Report	Year 1, ongoing	
	Develop a LLP addressing fresh water management in the park	PM, SR, CSD, ISCU	Plan	Year 2	
	Obtain regular updates of monitoring activities of DWA and local authorities and alert relevant authorities on changes	PM, CSD	Data from local authorities and DWA	Ongoing	Reports
	Participate in Breede Overberg Catchment Management Agency (DWAs Catchment Management Agency) activities	PM, P&C, SR	Meetings	Ongoing	Minutes



Objectives	Actions	Responsibility	Indicators	Timeframe	Reference
To ensure the persistence of the aquifers (subterranean water sources) and the ecological services it provides	Engage with BOCMA to determine the ecological significance of aquifers in the Agulhas plain	PM	Reports	Year 1, ongoing	
	Research use of aquifer and identify possible impacts	CSD	Research report	Year 1	
	Communicate impacts to relevant authorities	PM	Minutes	Year 2	
	Collaborate with authorities to develop mitigation measures.	PM, SR	Minutes	Year 2, ongoing	
	Implement measures where possible and appropriate within the park	PM, SR	APO	Year 3, ongoing	
	Monitor and evaluate effectiveness of measures.	PM, SR	Annual report	Year 3, ongoing	

10.2.2 Rehabilitation

High level objective

Rehabilitation: To rehabilitate degraded areas, including the re-establishment of natural biodiversity patterns that support the long-term persistence of biodiversity

The natural condition of the land which was incorporated into the park was altered to varying degrees before incorporation by a variety of factors such as ploughing, overgrazing, introduction of alien and extralimital biota, erosion, roads, unnatural fire regimes *etc.* Rehabilitation is an important focus of the park. The major aspects to receive attention in the next planning cycle are alien plant management and wetland rehabilitation.

SANParks has a legal obligation to control and eradicate weeds and invader plants in terms of CARA. The control and eradication strategy is therefore based in the list published in terms of the CARA and the associated regulations as well as the invasive species identified in the park. DEA is currently in the process of finalising an alien invasive species list to be published in terms of the NEM:BA. SANParks acknowledge that as soon as this list has been gazetted the park will have to comply with section 70 to 77 of the NEM:BA. SANParks will align the alien species control and eradication programme accordingly.

Various SANParks internal policies and corporate strategies have been developed to provide a framework for invasive species management across the SANParks estate. These include:

- SANParks policy framework on management of invasive alien species;
- Restoration framework: The alien clearing plan will be carried out in conjunction with the rehabilitation programme of the park (to be developed) providing details;
- SANParks' approach to plants in heritage areas and tourism facilities. Although no park specific policy for this exists, other guiding legislation and corporate policy provide a directive. Eradication of alien species occurring in these areas in the park will be undertaken according to the threats posed to biodiversity or infrastructure. Decisions on historical importance of trees need to be developed within the heritage plan.

- All herbicides will be strictly managed according to the SANParks / ISCU herbicide management policy (titled "Working for Water. Policy on the use of herbicides for the control of alien vegetation");
- The alien management programme will need to consider the importance of fire;
- Park-specific measures should be developed to address issues around non-invasive alien species that may be permitted (including animals);
- Guiding principles for alien clearing:
 - The park should be divided into management units ;
 - The general approach to clearing should be given to prioritise areas with a high biodiversity value.

The park also manages separately funded DEA projects on working for wetlands (WfWet) and working for the coast (WfC).

REHABILITATION PROGRAMME					
High level objective: To rehabilitate degraded areas including the re-establishment of natural biodiversity patterns and key processes that support the long term persistence of biodiversity					
Objectives	Actions	Responsibility	Indicators	Timeframe	Reference
To manage alien and invasive plants particularly in the context of historical, cultural landscapes and recreational areas	Update information for the LLP that will consider all relevant issues (e.g. heritage)	ISCU, PM	LLP available	Year 2, ongoing	ICSU plan
	Collate, review and classify (transformer, invader, non-invasive) species lists and determine spatial management priorities	ISCU Cons. staff, CSD	Plans	Year 2, ongoing	
	Map distribution and abundance of priority species in and adjacent to the park	ISCU Cons. staff, CSD	Plans	Year 2, ongoing	
	Review management strategies for species control and develop new ones for newly identified species	ISCU Cons. staff, CSD	Plans	Year 2, ongoing	
	Monitor for new and emerging invasive species within and adjacent to the park	ISCU Cons. staff, CSD	Plans	Year 3, ongoing	
To rehabilitate degraded wetland through a WfWet project (transformed land, removal of unused structures, alien plants etc).	Compile a land degradation and wetland inventory for the park	CSD, ISCU, PM,	Plan	Year 1	
	Implement and update information for the LLP that considers all relevant issues	Project manager, ISCU, consultants	Project plan	Ongoing	HD&R
	Map activities and specific rehabilitation sites	Project manager, SR	Project plan	Ongoing	HD&R
	Review management strategies for rehabilitation and maintenance of rehabilitation sites (including revegetation)	Project manager, SR	Project plan	Ongoing	HD&R
	Monitor effectiveness of activities	Project manager, SR	Project plan	Ongoing	HD&R
	Maintain rehabilitation sites while updating priorities and requirements	Project manager	Project plan	Ongoing	HD&R



Objectives	Actions	Responsibility	Indicators	Timeframe	Reference
To restore degraded coastal habitats and monitor marine resource use WftC LLP (e.g. removal of disused structures)	Compile a coastal state inventory for the park	CSD	Plan	Year 1	
	Implement and update information for the LLP that considers all relevant issues	Project manager, ICSU,	Project plan	Ongoing	WftC management plan
	Map activities and specific rehabilitation sites	Project manager, SR	Project plan	Ongoing	
	Review management strategies for rehabilitation and maintenance of rehabilitation sites	Project manager, SR	Project plan	Ongoing	
	Monitor effectiveness of activities	Project manager, SR	Project plan	Ongoing	
To develop and implement a post-fire rehabilitation LLP	Identify post-fire areas for restoration and rehabilitation	PM, SR, CSD	Report, map	Year 1	
	Develop mitigation actions for identified areas and prioritise	PM, SR, CSD	Report, map	Year 1	
	Cost and recommend implementation actions	PM, CSD	Plan	Year 2, ongoing	
	Monitor rehabilitation actions	SR, CSD	Report	Year 3, ongoing	

10.2.3 Species of special concern

High level objective

Species of special concern: To ensure that species of special concern in all ecosystems are afforded protection through management actions

Although the focus of biodiversity management is primarily at the landscape scale, there is the need to implement specific management strategies aimed at conserving threatened or unique habitats or threatened, rare or endemic species termed species of special concern (SSC). The aim is to fill knowledge gaps of Red Data Listed species through identification, inventory and prioritisation of candidate species (plants and animals) within the park. Once the species lists have been reviewed and species prioritised, threats to populations will be identified through infield surveys and feasible management actions to lessen or reverse the threats will be identified. In some cases management actions may require direct intervention such as predator control measures and population relocation or indirect methods such as alien plant clearing and correct fire management. The results of the field surveys and management actions will be fed back into national programmes such as SANBI's Red Data listing programme. The primary aim is to prevent extinction of any species global critically endangered or endangered species list and to put appropriate monitoring and conservation efforts of other species of special concern in place. The SSC programme needs to be aligned with the parks other biodiversity programmes as well as with regional, national and international planning.

SPECIES OF SPECIAL CONCERN PROGRAMME					
High level objective: To ensure that Species of Special Concern in all ecosystems are afforded protection through management actions					
Objectives	Actions	Responsibility	Indicators	Timeframe	Reference
To define species of special concern within the park's context	Identify and list species occurring in the park	CSD, PM, SR	Species lists	Year 1, ongoing	
	Research the status of all species occurring in the park	CSD	Biodiversity data base	Year 2, ongoing	
	Prioritise species of special concern within the park	CSD	Priority list.	Year 2, ongoing	
	Monitor populations of species of special concern	SR; CSD	Scientific reports	Year 3, ongoing	
To conserve priority species within the park	Identify threats to priority species and populations	CSD;	List of threats	Year 1, ongoing	
	Formulate and implement interventions to mitigate threats where possible	CSD; SR	APO; guidelines	Year 2, ongoing	
	Monitor and evaluate intervention actions	CSD; SR	Monitoring report	ongoing	
	Report findings and recommend actions	CSD, PM	Report	ongoing	

10.2.4 Fire management

High level objective

Fire management: To manage fire regimes so that natural patterns and processes are not compromised and to evaluate and respond appropriately to fire threats facing infrastructure and human lives.

Fires in the ANP were historically caused primarily by humans in both planned and unplanned manner. Fires from lightning strikes do occur, but these are generally localised to higher lying areas and infrequent. The management of fire, both planned and unplanned, requires significant financial and human resource investment. The park contains both fire dependent (e.g. fynbos) and fire sensitive vegetation types (e.g. wetlands).

Given the profound effect that fire has on the ecosystems within the park, special attention must be given to the implementation of the fire management programme. Successful implementation will depend upon expanding inter-agency (local and district Municipalities, provincial conservation agencies, working on Fire, the SMA) agreements, the securing of the necessary infrastructure and equipment for fire management and developing staff capacity for wildfire management.

The current fire management plan for the park is in final draft stage. The programme sets out the actions that will achieve the main objective of the fire management programme; to maintain the natural, cultural and biodiversity components of the systems within the park while protecting life and property within the park.



FIRE MANAGEMENT PROGRAMME					
High level objective: To manage fire regimes so that natural patterns and processes are not compromised and to evaluate and respond appropriately to fire threats facing infrastructure and human lives.					
Objectives	Actions	Responsibility	Indicators	Timeframe	Reference
To finalise a fire management plan and LLP for the park to comply with legal requirements for the park	Research fire regimes for veld types within the park	CSD	Fire history, veld age maps	Year 1	
	Formulate fire management guidelines per habitat type	CSD	Fire man plan	Year 1	
	Develop fire management plan and submit for approval	CSD, PM, SR	Fire Man. Plan	Year 1	
	Develop an fire monitoring and ecological burn plan (LLP)	CSD, PM, SR	Fire monitoring and burn plan	Year 1, ongoing	
To implement the fire management plan to ensure that fires to protect life and property in the park	Develop, map and maintain fire breaks, and maintain all fire related equipment.	PM, SR, CSD	Reports, maps, inventories	Year 1, ongoing	
	Train staff in fire fighting, safety and protection procedures.	PM, SR	Certificates	Ongoing	
	Implement activities directed at reducing fire occurrence, including public awareness, law enforcement and the reduction of fire risks.	PM, CSD	Articles, reports	Year1, ongoing	
	Join and actively participate in the fire protection associations surrounding the park	PM, SR	Minutes of AGMs and meetings	Year 1, ongoing	
	Update the fire management plan, as prescribed through FPAs	PM, CSD	Audit reports	Ongoing	
	Monitor the implementation of fire management plan	PM, SR	Annual reports	Ongoing	

Objectives	Actions	Responsibility	Indicators	Timeframe	Reference
To implement the fire monitoring and ecological burn plan for the park	Conduct prescribed burning according to the established schedule in communication with alien clearing projects and resource use.	PM, SR, ISCU, P&C	Areas burnt	Year 1, ongoing	
	Conduct post-fire mapping of both wildfires and prescribed burns	SR, CSD	Maps	Ongoing	
	Conduct post-fire maintenance of sites including secondary fire occurrence and erosion control	SR	Reports	Ongoing	
	Record and file all fire incidence reports	SR, CSD	Annual report	Ongoing	
	Monitor and evaluate post fire regeneration.	CSD, SR	Scientific report	Ongoing	

10.2.5 Terrestrial biota

High level objective

Terrestrial Biota: To manage terrestrial biota in accordance with organisational goals and in a manner that would not negatively impact on the landscape

SANParks follows the conservation paradigm that acknowledges the flux of nature and the importance of patchiness and habitat heterogeneity in maintaining biodiversity.

Consequently the concept of ‘carrying capacity’ has given way to one that considers the dynamic equilibrium and change inherent within complex systems. This is particularly relevant to the park given that the maintenance of constant high levels of herbivore numbers on the landscape is likely to lead to degradation of some vegetation areas, and mimicking natural density fluctuations through management intervention. SANParks prepared and accepted a wildlife management policy which guided the objectives and actions in this programme.

TERRESTRIAL BIOTA PROGRAMME					
High level objective: To manage terrestrial biota in accordance with organisational goals and in a manner that would not negatively impact on the landscape					
Objectives	Actions	Responsibility	Indicators	Timeframe	Reference
To consolidate and manage a range of viable terrestrial biota characteristic of the Agulhas plain area	Collate research on historical terrestrial wildlife assemblages in the park	CSD, SR	Scientific report	Year 1	
	Analyse historical records in conjunction with current vegetation survey reports and make recommendations.	CSD	Scientific report	Year 1	
	Assess recommendations and prioritise possible interventions/actions.	CSD, SR, WMC	WMC proposals	Year 1, ongoing	
	Develop wildlife management plan including applicable actions.	CSD, SR	Wildlife LLP	Year 1	
	Implement and monitor wildlife plan	CSD, SR	Annual report	Year 2, ongoing	



Objectives	Actions	Responsibility	Indicators	Timeframe	Reference
To establish species lists and status of aquatic species in the park	Identify and list species occurring in the park	CSD, PM, SR	Species lists	Year 1, ongoing	
	Research the status of all species occurring in the park	CSD, SR	Biodiversity data base	Year 2, ongoing	
	Prioritise species of concern within the park	CSD	Priority list	Year 2, ongoing	
	Monitor populations of species of concern	SR; CSD	Scientific reports	Year 3, ongoing	

10.2.6 Resource use

High level objective

Resource Use: To allow the sustainable use of resources in a way that would not adversely affect biodiversity while sharing socio-economic benefits

One of the purposes of protected areas is to provide for sustainable use of natural and biological resources (NEM:PAA Sections 17 h and 41 f). SANParks continuously evaluate opportunities for resource use in national parks in consultation with stakeholders. Where resource use takes place it is subject to the NEM:PAA, particularly Section 7), and, in the marine and coastal environment, the MLRA and ICMA.

Current programmes cover the use of sour figs, thatching reeds (*Restionaceae* family) and harvesting of wild flowers. Consideration will be given to the development of programmes for collecting honey, medicinal plants and reeds (*Phragmites* spp.). Any programmes will be conducted in accordance with legislation and methodology developed by the ABI programme and will follow agreements with relevant stakeholders.

Close monitoring of vegetation will be done to determine the feasibility of starting the wildflower harvesting programme after the devastating fire of December 2009. It is envisaged that no harvesting will take place over the next five years in areas affected by the fire. Areas not affected by the fire will be re-assessed for use.

RESOURCE USE PROGRAMME					
High level objective: To allow the sustainable use of resources in a way that would not adversely affect biodiversity while sharing socio-economic benefits					
Objectives	Actions	Responsibility	Indicators	Timeframe	Reference
To manage existing resource use projects and to develop norms and standards where needed	Assess all existing resource use activities taking account of socio-ecological dimensions of sustainability	CSD, P&C	Records and permits	Year 1	Resource use policy
	Develop norms and standards for harvesting as needed	CSD	Report	Year 1, ongoing	
	Monitor, record and make recommendations regarding resource use projects	SR, CSD, P&C	Report, database	Ongoing	
To address new resource use applications / issues in the park	Develop or negotiate procedures for the assessment of resource use applications	PM; CSD	Procedure document	Year 1, ongoing	
	Identify areas where resource use can be implemented and develop appropriate methods	CSD, PM, SR	Resource list, science report	Ongoing	
	Implement new projects	P&C	Registered projects	Year 2, ongoing	
To monitor marine resource use patterns and trends	Quantify extractive resource use activities through relevant monitoring activities	CSD, WfIC	Annual scientific reports	Year 1, ongoing	
	Collate monitoring results and compile reports on marine resource use to DEA DAFF	CSD, WfIC, P&C	Reports	Year 1, ongoing	
	Participate in long term marine resource use trends	CSD	Reports	Year 2, ongoing	



10.3 Tourism

Goal for tourism in the park

Tourism: To provide a wide array of facilities, 'value for money' accommodation, activities and experiences that will support and build financial sustainability for the park

Tourism programmes are aimed at the development, management, enhancement and provision of a range of sustainable tourism products to ensure a memorable experience for all park visitors. The purpose of these programmes is to find a balance between providing products and activities for the appropriate use, appreciation and enjoyment of the park by visitors while having minimal impacts on conservation and biodiversity assets. The park aims to become a year round tourism destination providing for the needs of visitors, enhancing visitor experiences and maintaining a sound balance between tourism and conservation activities. SANParks embarked on tourism in the park in order to generate income for the organisation so as to support the conservation of biodiversity and cultural assets while affording tourists the opportunity to enjoy a diverse range of nature based tourism products and activities. SANParks also endeavours to boost local economic development through providing employment opportunities, contracting out some services to stimulate the establishment of small, micro and medium enterprises.

10.3.1 Tourism products and marketing

High level objective

Tourism products and marketing: To ensure that visitors have access to a range of unique and top quality products and services that are competitively priced and in line with diverse and dynamic visitor needs and to market these products

TOURISM PRODUCTS AND MARKETING PROGRAMME					
High level objective: To ensure that visitors have access to a range of unique and top quality products and services that are competitively priced and in line with diverse and dynamic visitor needs					
Objectives	Actions	Responsibility	Indicators	Timeframe	Reference
To provide visitors with access to a range of unique and top quality products.	Improve visitor experience in the park	DM;PM	Customer feedback	Ongoing	
	Development of local access card as part of the wild card programme	PM; DM; RMM	Card in place	Year 2	
	Participate in local and regional tourism structures and events	PM; DM; P&C; RMM	Meeting Minutes	Ongoing	
	Develop and maintain systems to regularly communicate with concession holders	PM; DM; P&C	Meeting Minutes / reports	Ongoing	

Objectives	Actions	Responsibility	Indicators	Timeframe	Reference
To grow visitor numbers and promote access to and use of the park	Arrange and organise events for local communities that promote accessibility to the park (e.g. open days, exhibitions, SANParks week.	PM; DM; P&C; RMM	Visitor statistics	Ongoing	
	Arrange and facilitate special events such as the Southern Tip Relay Race.	PM; P&C; DM; RMM	Visitor statistics	Ongoing	
To deliver value for money service to visitors	Enhance and improve existing tourism infrastructure and services	PM; DM; Technical services	Infra-structure; schedules	Ongoing	
	Monitor and assess tourism activities in order to mitigate possible impacts	SR; DM	Mitigation measures implemented	Year 1	
	Facilitate grading of tourism products	DM	Grading Report	Ongoing	
	Annually review pricing for park products	RMM; PM; DM	Tariff document	Ongoing	
To develop and market a range of tourism products in order to increase revenue	Develop a product development strategy for the park within corporate strategic framework	PM; RM; I&SP	Strategy in place	Year 1, ongoing	Zoning plan
	Prioritise implementation of identified new infrastructure products and implement the product development strategy	PM; RM; I&SP; BDM	Priority List; new products	Year 1, ongoing	
	Develop and promote specific cultural tourism products to attract visitors to the unique cultural attractions.	RMM; PM; P&C; DM	Products developed	Year2 – 5	
	Develop marketing and sales strategies to specifically attract tourists during the off-peak periods.	RMM;PM; DM;P&C	Visitor stats / Income statements	Ongoing	
	Identify possible mechanisms and partnerships to realise identified product development, through marketing initiatives by regional tourism agencies and local authorities.	PM; RM; DM; P&C; I&SP; BDM	Agree-ments	Year 1	
	Develop and produce marketing material to local and regional institutions	RMM;PM; DM; P&C	Marketing material available	Ongoing	
	Review and assess effectiveness of marketing material	RMM;PM; DM	Assess-ment report	Ongoing	
	Identify strategic distribution of marketing material in order to ensure that essential information reaches target groups	RMM;PM; DM;P&C	Visitor stats	Ongoing	



10.4 People and conservation

Goal

People and conservation: To integrate the heritage of the park in all park activities and to promote awareness of the park in visitors and local communities

The people and conservation (P&C) section in the park has co-responsibility with park management for two broad spheres identified as overall objectives for the park. These are heritage and conservation constituency building and, although other sections in the park are also involved, they are dealt with under this section.

10.4.1 Heritage

Overall objective

Heritage: To research, support and sustain the significance authenticity and integrity of the tangible and intangible cultural heritage resources associated with the park and surrounds for the enjoyment and benefit of all South Africans and of the world

As protected areas were readily seen as a means to protect only the natural environment, relatively little attention has been given to cultural resources in many of these areas, especially in terms of direct management activities such as inventorying, physical conservation, tourism development and indirect activities such as financing heritage resource management, creating staff awareness, integrated planning for heritage resource management and involving interested and affected parties to help curate cultural resources. To address this, the park's cultural heritage management plan must be implemented. This plan will be based on inventorying and mapping of tangible and intangible heritage associated with the park and determining the significance thereof. The heritage plan will identify the priority sites that require restoration or rehabilitation as well as gaps information that require further research.

The heritage programme for the next planning cycle focuses on three key areas of work:

- The *heritage expression* programme;
- The *heritage restoration and research* programme seeks to map and undertake the on-going site surveys and recording of new sites which informs the cultural heritage management plan as guided by South Africa Heritage Resource Agency (SAHRA). This plan identifies sites that require restoration or rehabilitation based on priorities. The plan further identifies heritage sites, themes and areas that require formal research.
- The *heritage destination* programme will be integrated into the tourism offerings for the park through the heritage site management plans.

A detailed heritage conservation management LLP is available.

In addition to the above, the park also sees a need for a *heritage integration* programme as the park offers fantastic range of historical and cultural history.

Key to its sustainable management is the integration of heritage management into the parks tourism products aligned with SAHRA requirements. The approach to achieving this is as follows:

- The development and maintenance of historical museums and structures;

- The development and management of historic buildings and associated features as part of cultural tourism product for the park;
- The interpretation of key sites;
- Support and promote the unique cultural skills that are found in the region.

HERITAGE PROGRAMME					
To research, support and sustain the significance, authenticity and integrity of the tangible and intangible cultural heritage resources associated with the park and surrounds for the enjoyment and benefit of all South Africans and the world					
Objectives	Actions	Responsibility	Indicators	Timeframe	Reference
To rediscover, rehabilitate and protect all cultural heritage resources.	In collaboration with stakeholders update and maintain the inventory of heritage resources associated with the park and attribute a significance rating	P&C, CSD, PM	Report and inventories available	Year 1, ongoing;	CHRMP, CSI strategy
	Update and maintain the database of the cultural mapping of the tangible and intangible heritage resources associated with the park	P&C, CSD, PM	Database, audit and reports available,	Year 1, ongoing	CHMP, CSI strategy
To ensure that the heritage management plan remains updated and implemented	Develop site specific management guidelines for all heritage sites.	PM, P&C, CSD	Management guidelines	Year 1 – 5	CHMP
	Facilitate and undertake research into sites identified in the heritage conservation plan.	R P&C; PM, P&C, CRC	Research reports	Ongoing	CHMP
To co-operate and integrate with other heritage centres	Implement actions described in the MoU with the Shipwreck museum	PM, P&C, CRC	P&C report	Ongoing	MoU
	Interact and support the Elim Heritage Centre.	PM, P&C, CRC	P& C report	Ongoing	MoA
To ensure that park and other records are up to date	Formally capture the internal history of the park such as establishment, anecdotal stories, highlights, etc	P&C	Records, archive	Ongoing	
	Ensure that an evaluation of heritage management is done through the SANParks state of cultural heritage report	CSI; R P&C; P&C, CSD	Reports	Year 3	
To encourage the expression and celebration of the diverse cultures associated with the park	Participate and contribute to heritage activities in the region	P&C	P&C reports	Ongoing	
	Facilitate the recognition of the cultural linkages of the park in conjunction with surrounding communities	P&C	P&C reports	Ongoing	
	Acknowledge and promote the spiritual significance of heritage	P&C	Activities, reports	Ongoing	
To enhance and promote heritage awareness in the park.	Establish a heritage centre in the Cape Agulhas lighthouse precinct	PM, P&C,	Centre built and in use	Year 2	ROD resulting from EIA
	Maintain and upgrade the lighthouse museum	PM, P&C,	In use	Year 1	



10.4.2 Stakeholder engagement

Overall objective

Stakeholder engagement: To maintain and support mechanisms for representative cooperation and interaction including a Park Forum

The key management activities for the next planning cycle include:

- proactively engage a wide range of park stakeholders on relevant issues;
- maintain an active Park Forum that guides the strategic direction of the park;
- undertake targeted Local Economic Development projects which encompasses support for local SMME's, the outsourcing of commercial facilities through public private partnerships and the development of sustainable natural resource products;
- improve the environmental education and park awareness programmes; and
- Develop and support the park volunteers such as the SANParks Honorary Rangers and volunteer associations (e.g. Global Vision International).

The Park Forum high level objective is included in this broader programme. The park aims to enhance its management through adopting a sound management ethic and actively promoting healthy community custodianship of the park. Co-operative, collaborative and mutually beneficial relationships are essential for the park to reach its stated objectives. To this end, both formal and informal partnerships are initiated, maintained and nurtured with government, local and district municipalities, conservation entities, business partners, communities, various non-governmental organisations, community based organisations, local farmers and fishermen, the media, customers and employees.

STAKEHOLDER ENGAGEMENT PROGRAMME					
To maintain and support mechanisms for representative cooperation and interaction including a Park Forum					
Purpose: To enable the park community to interact with the park thereby promoting a vibrant conservation ethic					
Objectives	Actions	Responsibility	Indicators	Timeframe	Reference
To build sound cooperation and stakeholder relationships	Develop a LLP for stakeholder engagement.	R P&C; P&C; R Comms.	LLP available	Year 1	
	Build meaningful relationships with identified stakeholder through engagement strategies described in LLP	P&C	Reports	Ongoing	
	Maintain partnerships as per contractual agreement contained in JMC charter.	PM; P&C	JMC Minutes	Ongoing	
	Evaluate the effectiveness and value of the LLP	P&C	Reports	Ongoing	

Objectives	Actions	Responsibility	Indicators	Timeframe	Reference
To provide a platform for mutually beneficial relationships between the park and its stakeholders	Review existing Park Forum charter	PM, P&C	Reviewed charter	Year 1	
	Conduct quarterly Park Forum meetings	P&C; PM	Minutes	Ongoing	
	Involve Park Forum in management plan reviews.	PM; P&C	Report	Ongoing	
	Maintain involvement with the Nuwejaars Wetland Protected Natural Environment in terms of the existing MoU	PM	Meeting, minutes	Ongoing	MoU
To co-ordinate and support the HR's in fund raising efforts	Identify park requirements and needs and ensure that these are communicated to the HR group	PM; P&C	Funds raised	Ongoing	
	Facilitate appropriate allocation of HRs in park's activities	P&C	Programmes	Ongoing	
	Monitor and guide HR fundraising activities	SRR	Reports	Ongoing	

10.4.3 Socio-economic development

High level objective

Socio-economic development: To support and promote relevant local economic empowerment

Local economic development was identified as a high level objective and is addressed in this section. Community empowerment, upliftment and poverty alleviation are central to the park's overall objectives, with special emphasis placed on providing local communities with new choices and opportunities. It is envisaged that through the establishment and development of the park, the associated projects and management activities will provide an important contribution to poverty alleviation efforts in local communities.

The local economic development programme has four key areas to support the rural development strategy of the national government:

- Firstly is to ensure direct employment benefits through the participation of Government's poverty alleviation programmes such as the WfW alien vegetation clearing programme, WoW rehabilitation programme, WftC rehabilitation programme and the DEA extended public works infrastructure development programme. The economic motivation for undertaking the employment of previously unemployed persons is that they will stimulate new business within their respective communities.

- The second is the support of new and established small, medium and micro enterprises and broad based black empowerment entities through the outsourcing of contract opportunities associated with park management activities such as cleaning services, infrastructure maintenance, footpath maintenance, fire management, *etc.*
- Thirdly, the realisation of a rational approach for exploitation of natural resources (*e.g.* cut flowers, thatching, sour figs) from the park in order to develop rural livelihoods in areas where poverty is widespread.
- Fourthly, through the development of appropriate public private partnerships for the management of designated tourism facilities and activities in the park.



SOCIO-ECONOMIC DEVELOPMENT PROGRAMME					
High level objective: To support and promote relevant local economic empowerment and activities					
Purpose: To participate with government structures in achieving local economic development					
Objectives	Actions	Responsibility	Indicators	Timeframe	Reference
To be a key contributor to the local and regional economy.	Implement expanded public works programmes such as WfW; WftC; WoW.	PM, ISCU	Business plans/APOs	Ongoing	
	To update the current service provider database to ensure that preference are given to local suppliers.	PM, Finance Officer	Updated database	Ongoing	
To support new and established SMMEs and BBEE entities through outsourcing opportunities such as cleaning services, maintenance, fire management, etc.	Identify opportunities within the park and make them available to local stakeholders	PM; P&C	Agreement	Ongoing	
	Develop training interventions in the EPWP programmes that will contribute to future employment of contractors.	PM; P&C; ISCU	Training records	Ongoing	

10.4.4 Environmental education

High level objective

Environmental education: To work with governmental and non-governmental organisations in shaping environmentally conscious citizens, especially from marginalised areas, in order to promote the needs of the environment

The park is situated in the Overberg education region with its regional head office situated in Caledon. The park's educational programmes will target the schools in the Southern Overberg area, specifically schools in Bredasdorp, Napier, Struisbaai, L'Agulhas, Arniston/ Waenhuiskrans, Elim, Gansbaai and surrounds. The farm schools in the area are poorly resourced and need support at all levels. The Bosheuvel environmental education centre will include both day based activities as well as dormitory accommodation for groups to overnight.

ENVIRONMENTAL EDUCATION PROGRAMME					
High level objective: To work with governmental and non-governmental organisations in shaping environmentally conscious citizens, especially from marginalised areas, in order to promote the needs of the environment					
Purpose: To work with governmental and other entities in shaping environmentally conscious citizens, especially from marginalised areas, in order to promote the needs of the environment					
Objectives	Actions	Responsibility	Indicators	Timeframe	Reference
To provide a structured basis for environmental education	Implement environmental education programmes (kids in parks; conservation calendar days)	P&C, R P&C,	Quarterly reports, programme reports	Ongoing	CSI corporate pan
	Develop resources and interpretive materials for environmental education and visitor activities	P&C, R P&C;PM	Resources available	Ongoing	
	Plan and implement awareness programmes to promote environmental awareness amongst staff.	P&C; ISCU	Programmes implemented	Ongoing	
	Maintain links with the Department of Education regarding teacher awareness	P&C, R P&C;PM	Correspondence	Ongoing	
To develop overnight facilities for EE in the park	Finalise the development of Bosheuvel environmental education and training centre	P&C; ISCU; PM	Centre built	Year 1	
	Provide overnight facilities for EE and EPWP beneficiaries	P&C; ISCU; PM	Facilities upgraded and in place	Year 2	



10.5 Effective park management

Goal

Effective park management: To ensure that the park is managed effectively through adapting organisational goals and strategies to the specific environment of the park

Effective park management programmes (including daily, weekly, monthly quarterly and annual actions, reports and reviews) are geared to ensuring that the values and objectives of the park are maintained. These programmes put in place the systems and processes that enable proactive management of the park's objectives. This section outlines the management programmes, objective and actions that assist in effective park management such as environmental management, financial management (e.g. procurement, reporting), budgeting, maintenance planning, and monitoring compliance.

10.5.1 Environmental management

High level objective

Environmental management: To develop and implement a comprehensive Environmental Management plan for the park

The park will develop a system to manage their operational impacts. Such a system will provide the framework for the formulation and implementation of proper impact management that are required for all activities within the park. The purpose is to set clear guidelines for the management of environmental impacts and resource use. Proper management of development and operational activities can be achieved through appropriate planning tools and effective controls. A number of management tools are used to develop and manage the park in a manner consistent with relevant legislation and the SANParks policy framework.

Guiding principles:

- Minimise or eliminate negative environmental impacts and use of natural resources;
- Incorporate best practice environmental management into management practices;
- Comply with all relevant legislation.

Regarding new developments or upgrades the NEMA and NEM:PAA and regulations provide guidance regarding a number of activities that are either prohibited or require permits. Environmental impact assessments (EIAs) are viewed as an important management tool in identifying and managing impacts associated with a particular activity. For certain activities, NEMA requires that environmental authorisation be obtained from the competent authority, with the process and activities contained in the EIA regulations. Where authorisation is not legally required, the minimum requirement will be the preparation of an environmental management plan (EMP).

The primary spatial planning tool is the zoning plan. Zoning provides for a full spectrum for usage of the park, ranging from high-density recreation to a wilderness experience, while ensuring that the ecological integrity, cultural resources and 'sense of place' of the park are maintained and / or enhanced. Zoning is seen important strategic intervention to ensure the protection of the park's biodiversity, heritage and aesthetic values while allowing its optimal development as a tourism destination. On a broad scale the zoning plan acts as the first "filter" in determining whether a proposed development is compatible and / or complementary in a specific use zone.

Special emphasis must be placed on water use, energy efficiency and waste management focusing on the following:

- Identification of environmental aspects and significant environmental impacts;
- Identification of relevant legislative and regulatory requirements;
- Identification of priorities, appropriate environmental objectives and targets;
- Establish a structured process to implement policy, achieve objectives and meet targets;
- Plan, control, monitor and review implementation for continuous improvement.

ENVIRONMENTAL MANAGEMENT PROGRAMME					
High level objective: To develop and implement a comprehensive environmental management plan for the park					
Purpose: To minimise operational impacts					
Objectives	Actions	Responsibility	Indicators	Timeframe	Reference
To ensure compliance with environmental legislation and best practice principles for all management activities in the park	Provide new legislation and regulations to park staff and stakeholders	PM; Regional planners; RM	Information available	Year 1, ongoing	
	Review and develop best practice principles for identified management activities	PM; SSR; P&C; DM	Best Practice guidelines developed	Year 1, ongoing	
	Conduct internal scoping of environmental impacts	PM; SSR; P&C; DM	Compliance reports	Year 1, ongoing	
	Develop a comprehensive environmental management plan for the park that includes EIA's and HIA's where needed.	PM; SSR; P&C; DM	Compliance reports	Year 2,	



10.5.2 Risk

High level objective

Risk: To ensure that emerging issues of risk, that can jeopardise the achievement of park (and SANParks' corporate) objectives, are timely identified and assessed in terms of possible severity.

The management of business risk is regarded by SANParks as an integral part of management across all business operations. In line with corporate governance best practices and as per PFMA requirements, the Board of SANParks has formalised the risk management processes by adopting a corporate risk management framework.

As its foundation, the risk management framework has an enterprise-wide risk identification and assessment process, based on thorough understanding of the environment in which the organisation operates and the strategic corporate objectives it intends to deliver on.

The main aim of the corporate risk management framework is to instil a culture of corporate risk management and risk ownership being practised as the responsibility of all. This will provide SANParks with a comprehensive understanding of all identified risks and their potential impact on the achievement of objectives - thereby creating a good basis for the effective management of those risks that are assessed as exceeding the risk appetite of the organisation.

Acknowledging that all activities occurring at different levels within the organisation are exposed to various types of risks, the focus of SANParks' risk management framework is to shift the attention of the organisation towards a philosophy of optimising the balance between potential risks and the potential rewards that may emanate from both pro-active and conscious risk oriented actions. As such SANParks maintains a corporate risk profile of the identified key strategic risks the organisation faces. This profile is communicated to the Board and is reviewed on an ongoing basis. The risk profile reflects among others the risks identified, how each is addressed and or monitored,

At individual park level the park manager is responsible for risk management. Being the link between the operational activities and its environment on the one hand, and the corporate support and management structure on the other, the park manager is in many instances responsible for implementation of corporate initiatives, programmes, management plans and others that form part of the SANParks strategy to address or mitigate issues of risk. Examples are the implementation and roll-out of a safety and security plan, implementing and maintaining ecological monitoring systems to identify and assess the impact of environmental change, and complying with financial and cash-flow directives especially in economically depressed times.

Similarly the park manager needs to ensure that emerging issues of risk that can jeopardise the achievement of park (and SANParks' corporate) objectives are timely identified and assessed in terms of possible severity. In consultation with the corporate support structure such issues are either assessed to be within the management capacity of the park and its existing resources, or the matter is elevated to a corporate level where a specific risk management strategy is agreed upon, resources allocated where applicable, and a risk management or monitoring plan is implemented.

RISK PROGRAMME					
High level objective: To ensure that emerging issues of risk, that can jeopardise the achievement of park (and SANParks' corporate) objectives, are timely identified and assessed in terms of possible severity.					
Objectives	Actions	Responsibility	Indicators	Timeframe	References
To establish and maintain effective, efficient and transparent systems of risk management	Identify and assess risks for all business operations in the park	PM	Risk register	Year 1	
	Develop responses to address and prevent or mitigate issues of risk.	PM	Risk response plan	Year 1	
	Motivate for funding related to risk management where possible	PM	Budget provision	Annual	
	Monitor effectiveness in terms of the risk response actions and improve as needed.	PM	BSC	ongoing	

10.5.3 Finance and administration

High level objective

Finance and administration: To ensure sound financial management and administration in the park

SANParks budget policy follows the zero-based approach, which implies that every category must be critically assessed, evaluated and supported by an approved business plan. Once budget amounts have been determined for a category, it needs to be compared to previous years and any variance in

excess of budget guidelines must be motivated and explained. Annual budgets should be compiled in accordance to budget guidelines and instructions issued annually by SANParks corporate finance division.

Without incisive financial management of the park, there can be no realistic conservation effort. For the next planning cycle the park will ensure that all park operations and park projects are cost effective and financially sound. In addition particular attention will be given to developing a diverse income base and proactive financial networking to enable to the park to move towards being financially sustainable.

FINANCIAL MANAGEMENT AND ADMINISTRATION PROGRAMME					
High level objective: To ensure sound financial management and administration in the park					
Purpose: To run the identified corporate governance programmes					
Objectives	Actions	Responsibility	Indicators	Timeframe	References
To attain effective financial management of the park	Ensure less than 1% variance on cost of operations	PM	Monthly financial statements	Ongoing	Financial systems
	Ensure sound financial management of special projects	PM, ISCU	Budget targets achieved	Ongoing	Project business plans
To grow revenue (Including alternative sources of revenue)	Identify new and align existing business opportunities within the WCNP with the commercialisation programme of SANParks	PM, RM	Opportunities identified. New income streams generated	Ongoing	Commercialisation strategy



Objectives	Actions	Responsibility	Indicators	Timeframe	References
To ensure financial accountability and align financial management systems	Implement recommendations from annual audit report	PM, admin officer	Audit report	Ongoing	
	Prepare accurate and realistic annual budgets in consultation with management team	GM, PM, admin officer	Annual budgets prepared	Ongoing	Annual budgets
	Provide monthly financial reports by cost centre	Admin	Reports prepared	Ongoing	
	Ensure proper recordkeeping of assets (procurement, register, etc.)	Admin	Registers and records	Ongoing	

10.5.4 Human capital development

High level objective

Human capital development: To ensure a harmonious and productive work environment with a developed and well capacitated work force

The aim of the human capital development programme is to ensure that the park is supported by an adequate human resources function in order to provide effective conservation, visitor and supporting services. SANParks has developed corporate human resources policies, guidelines and procedures to guide the park and its workforce in an effectively organised structure focusing operations. By adhering to these policies, guidelines and procedures the park will ensure that competent staff is appointed, and that current staff will be managed in an effective manner to keep them positive, proactive and committed to their tasks and responsibilities. This will also ensure that human resource management will comply with the relevant national legislation. Park human resource capacity is not only defined by development of current staff, but requires the holistic management of the appropriate human capital. This includes the creation of a learning environment, developing leadership skills, sharing of knowledge and experiences as well as developing socially important lifestyle management programmes to help employees and their families deal with the negative effects of lifestyle diseases including HIV-AIDS.

Park administration must in a prescribed way report on deaths, new appointments, attendance registers, overtime claims, leave *etc.* A salary instruction is prepared from this and then sent to head office for processing and preparation of monthly salaries. The park reviews training needs on an annual basis and submits this to SANParks head office for authorisation. Compilation of training needs starts off with the Individual development plans for each staff member and then finalised with performance appraisals. Management also encourages and analyses all staff to improve their levels of skills and qualifications in their relevant field of expertise on an ongoing basis.

HUMAN CAPITAL DEVELOPMENT PROGRAMME					
High level objective: To ensure a harmonious and productive work environment with a developed and capacitated workforce in the park					
Objectives	Actions	Responsibility	Indicators	Timeframe	References
To ensure the park attracts and retains the most suitable human capital	Recruit staff according to corporate selection and recruitment policy	PM, Admin	Procedures followed for appointments, EE plan	Ongoing	SANParks recruitment policy
To implement performance management system	Ensure that band C and higher have signed KPA's	PM, Section Managers	KPA's available	Ongoing	
To implement plans and skills development strategies to meet the strategic goals of the organisation	Conduct skills audit	Regional HR	Plan available	Ongoing	
	Develop skills plan	Regional HR	Skills plan available	Ongoing	Training plan
	Arrange training interventions	PM, Admin	% of budget for training		
	Develop human capital in the fields of conservation, P&C and ecotourism through the internship programme	Regional HR	Implementation of Internship programme	Annual	
	Develop human capital in ecotourism by introducing tourism experiences to FET and learners	Regional HR	Learner and FET groups addressed	Ongoing	
	Enable staff to keep abreast of trends to positively influence the practises within the park.	PM		Ongoing	
To implement the Employment Equity Act	Establish EE forum.	HR, PM	Vacancies filled	Ongoing	EE report submitted
	Design EE Plan and fill vacancies as per EE targets	HR, PM	Vacancies filled	Ongoing	EE report submitted
Implement workplace health care programmes which focus on preventative physical and mental health care	Conduct Aids awareness and other appropriate wellness workshops	PM	Workshops, attendance	Ongoing	Corporate policy
	Ensure staff has access to ICAS	PM	Facilities, reports	Ongoing	
	Invite professionals to the park to promote awareness on OHS and mental health issues	PM	Attendance registers	ongoing	
	Commemorate all events related to wellness (e.g. AIDS day, world blood donor day, days of activism on non-violence against women)	PM	Attendance registers, invitations	Calendar days	
To implement and ensure compliance with all HR policies	Ensure that staff are up to date with HR policies	PM		Ongoing	



10.5.5 Information management

High level objective

Information management: To implement best practice in the field of information management

Management of the park requires that the appropriate data and information is collected, maintained and made readily accessible to staff responsible for all aspects of management. Such data is not only essential for formulating effective long-term management objectives, plans, programmes and systems, but also for educating and informing residents associations, user groups, local authorities, provincial and national decision and policy makers, international organisations and aid/donor agencies.

Although good biophysical, socio-economic and heritage data exists for the area, specific information is needed at a higher resolution for the park to use as a baseline against which to monitor the management actions of the park. The priorities for research will be developed through a priority needs analysis which will be articulated through the development of an overarching science plan. This plan will determine the suitable park indicators (including thresholds of potential concern) to monitor, as well the varying mechanisms to collect the data (e.g. internal research, universities, commissioned studies, etc.).

INFORMATION MANAGEMENT PROGRAMME					
High level objective: To implement best practices in the field of records and information management					
Purpose: To establish and then maintain a database of park information					
Objectives	Actions	Responsibility	Indicators	Timeframe	References
To develop and implement a records management and file plan for the park in accordance with SANParks policies and procedures	Review the existing records management and file plans within the various areas of the park, and implement a single file plan	PM	Draft records management and file plan	Year 1	(Act no. 43 of 1996 as amended)
	Implement a records management and file plan	PM, Admin	Records and documents filed into plan	Ongoing	Corporate file plan and policy
	Ensure appropriate access to park files and records in accordance to corporate records management policy and guidelines.	PM, Admin	Access procedures recorded and implemented	Ongoing	Corporate file plan and records management policy

10.5.6 Infrastructure management

High level objective

Infrastructure Management: To maintain and upgrade existing infrastructure and develop new infrastructure in support of conservation and tourism in the park

The focus over the next planning cycle will be on the upgrading and maintenance (day to day and scheduled) of existing infrastructure. Infrastructure in the park consists of facilities in support of conservation (such as management roads and tracks, office facilities, staff housing, fences, bulk services, workshops and stores) and tourism (such as tourist roads and tracks, walking trails, office facilities, staff housing, bulk services, lookout points, hides, picnic sites and tourism accommodation). These facilities enable staff to execute the respective duties towards achieving the park’s objectives and providing a tourism product at the best possible standard.

The product development strategy, applicable legislation and limitations of the zoning shall guide new infrastructure development:

- Infrastructure must be developed and maintained in accordance with all applicable legislation, policies, standards and codes;
- Maintenance must be undertaken in a cost effective manner;
- New developments and infrastructure maintenance must:
 - As far as practicable incorporate good, cost effective environmental design;
 - As far as practicable use low maintenance designs and material;
 - As far as possible utilise existing roads and tracks and disturbed sites and to limit green field developments.

INFRASTRUCTURE PROGRAMME					
High level objective: To maintain and upgrade existing infrastructure and develop new infrastructure in support of conservation and tourism in the park					
Purpose: Source alternative and donor funding for research and monitoring in the park proactively					
Objectives	Actions	Responsibility	Indicators	Timeframe	References
To ensure that infrastructure in the park is maintained to a desired state	Compile an inventory of all infrastructure in the park, assess construction types and determine extent of maintenance needed.	PM, SR; technical; DM; P&C	Inventory	Year 1	
	Document the scope of maintenance needs in accordance with relevant specifications.	PM, SR; Technical	Maintenance schedules	Year 1	Building and Electrical regulations
	Prioritise maintenance needs and develop a 5-year maintenance plan for the park.	PM; SR; Technical	Maintenance plan, schedules	Year 1 and ongoing	
	Implement the 5-year maintenance plan according to the annual maintenance schedules within financial and other constraints.	PM; SR; Technical	Monthly and annual reports	Ongoing	
	Assess progress, revise annual maintenance schedules and evaluate standard of work.	PM; SR; Technical	Annual report	Ongoing	
To ensure that all mechanical and electrical equipment is maintained to a desirable state	Compile an inventory of all mechanical and electrical equipment in the park, determine maintenance schedules of each and list service providers.	PM; SR; technical	Inventory	Year 1	
	Develop an annual maintenance schedule for all equipment.	PM; SR; Technical	Schedule	Year 1, ongoing	OHS Act, electrical regulations
	Implement the annual maintenance schedule.	PM; SR; Technical	Schedule	Ongoing	



Objectives	Actions	Responsibility	Indicators	Timeframe	References
To develop and implement a product development strategy to guide the development and maintenance of infrastructure in the park	Develop a product development strategy for the park within corporate strategic framework	PM; RM; I&SP	Strategy in place	Year 1	Zoning plan
	Prioritise implementation of identified new infrastructure products	PM; RM; I&SP	Priority List	Year 1	
	Identify possible mechanisms and partnerships to realise identified product development.	PM; RM; I&SP; BDM	Agreements	Year 1	
	Implement the product development strategy	PM; RM; I&SP; BDM	New products	Year 3	
To regulate old and redundant infrastructure	Identify and list all such structures etc.	PM; RM; I&SP; P&C	List	Year 1	
	Develop individual action plans for identified structures and implement plans.	PM; RM; I&SP; P&C	Reports	Year 2	

10.5.7 Safety and security

High level objective

Safety and security: To provide a safe and secure environment for both our visitors and SANParks employees, and to ensure that the area integrity of the natural and cultural resources is maintained in a sustainable manner.

The purpose is to provide a safe and secure environment for both visitors and staff and to ensure that the area integrity of the natural and cultural resources of the park is maintained in a sustainable manner. At a broader level, the plan must ensure that tourist perceptions are maintained in order to protect the brand and reputation of SANParks and the South African tourism industry at large.

A designated safety and security person is responsible to facilitate the implementation of the safety and security plan. This person will act as the link between the park and relevant security institutions. All conservation staff are appointed as environmental management inspectors (EMIs) in terms of section 31D (1) of NEMA to exercise the powers and functions in respect to the enforcement of the provisions of the suite of NEM Acts.

Area integrity planning includes a regular threat analysis of the park to ensure that the security measures implemented are current and in step with ever changing criminal threats. Information gathered through various sources will be verified and used to plan patrols and other safety measures. Documentation such as immediate action drills, standard operating procedures and emergency plans will be made available to staff to ensure they are fully informed, thereby ensuring decisive actions in times of emergencies.

Vital safety information / instructions and contact details will also be made available to guests. All of the above documents will be updated on a regular basis.

Training is seen as an important tool to empower staff in the execution of their respective safety and security duties. Tailor-made training courses will focus on the following areas:

- Training and retraining of all staff with regards to tourist safety;
- Constant training of relevant staff in dealing with conflict situations;
- Specialised training for relevant staff to ensure all actions taken are in line with the Criminal Procedure Act, e.g. executing an arrest, controlling a crime scene and proper handling of evidence;
- EMI training for relevant staff;
- Ongoing training of security personnel and updating of site instructions at key points to address threats from the criminal environment;
- Proper and sufficient on-going training of tourism staff in terms of visitor gateway management, general awareness of criminal activity trends and the correct action in case of criminal activity taking place;

- Ensure that staff working in the marine environment are appropriately trained and qualified.

Safety and security must be seen within the broader context of the region. The success of the safety and security Programme lays in the co-operation and stakeholder participation from various departments and parties both within SANParks and external departments (South African Police Service, CapeNature, Fisheries, local and provincial traffic departments). Through combined operations with the various law enforcement bodies a cross pollination of ideas, techniques and information is achieved enabling a continually adaptive safety and security planning and implementation. The park will focus on:

- Raising awareness of tourism within local law enforcement structures to ensure support and quick reaction times when necessary;
- Raising awareness of environmental crime with relevant judiciaries and law enforcement departments;
- Raising awareness of safety and security at park management meetings.

In order to ensure that the park stays focused on implementing this programme the following monitoring interventions will be implemented: participate in the state of area integrity management (SoAIM) assessment (a tool in measuring the effectiveness of current safety situation), while heads of departments will undertake regular checks to manage all irregularities.



SAFETY AND SECURITY PROGRAMME					
High level objective: To provide a safe and secure environment for both our visitors and SANParks Employees, and to ensure that the area integrity of the natural and cultural resources is maintained in a sustainable manner.					
Purpose: To ensure that safety and security measures are in place and monitored					
Objectives	Actions	Responsibility	Indicators	Timeframe	References
To provide a high level of safety and security in the park to visitors and staff	Review current access control measures and improve as required (including cash in-take points and cash transit procedures).	PM; SR; regional planners; P&C; DM	Report and strategic plan	Year 1	
	Train staff in area integrity management and readiness to react to emergency situations.	PM;SR	Training records	Year 1 and ongoing	Strategic safety and security plan
	Assess readiness of staff.	SR	Audits; drills	Ongoing	IDP's
	Report incidents as required	SR; and relevant staff	Incident reports	Ongoing	
	Assess all isolated tourist destinations and list possible safety and security risks, and develop mitigation measures.	PM; SR; P&C; DM	Assessment report	Year 1	
	Regularly review and update safety and security plans.	SR	Plans available	Year 1 and ongoing	
	Conduct regular foot patrols to ensure area integrity are maintained	SR	Cyber-tracker reports	Ongoing	
To Improve overall park safety through interactions with external role players	Align the safety and security activities to accommodate collaborative operations with external partners, SAPS, SANDF, DAFF	PM; SR; DM; P&C	Safety and security plan	Year 2 and ongoing	
	Participate in various external safety; disaster and security related forums	PM; SR; DM; P&C	Minutes	Ongoing	Inter agency agreements.

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Section 11: Costing

In line with the legal requirements, the programmes of implementation to achieve the desired state have been costed.

Guiding principles

- Responsibly manage the allocation of budget, revenue raising activities and expenditure;
- Ensure solid financial management support the achievement of the objectives of this plan;
- Compliance to the Public Finance Management Act as well as SANParks financial policy and procedures.

Using the zero based budgeting approach a funding estimate was derived based upon the activities in this management plan. When estimating the costing the following items were considered:

- Those costs and associated resources which could be allocated to specific activities and which were of a recurring nature;
- Those costs and associated resources which could be allocated to specific activities but which were of a once-off nature;
- Unallocated fixed costs (water, electricity, phones, bank fees etc);
- Maintenance of infrastructure;
- Provision for replacement of minor assets, (furniture, electronic equipment, vehicles, etc.).

Recurring costs

The annual operating cost (includes man days, travel, non-park funding and shortfall, where applicable) is estimated at R21,243,149 for 2013/2014. These ongoing costs are split according to the programmes listed in Table 2.

Table 2: Estimated annual operational costs for year 1.

Programmes	Estimated budget	Percentage of total
Rehabilitation	R 14,785,499	69.6%
Fire management	R 1,549,586	7.3%
Infrastructure	R 1,387,248	6.5%
Tourism operations	R 1,156,979	5.4%
Human capital development	R 475,528	2.2%
Park expansion	R 252,284	1.2%
Finance and admin	R 243,028	1.1%
Resource use	R 191,672	0.9%
Mainstreaming biodiversity	R 180,847	0.9%
Stakeholder engagement	R 143,576	0.7%
Safety and security	R 129,451	0.6%

Programmes	Estimated budget	Percentage of total
Species of special concern	R 124,099	0.6%
Environmental education	R 120,947	0.6%
Heritage	R 114,958	0.5%
Functional ecosystems	R 106,075	0.5%
Terrestrial biota	R 90,388	0.4%
Environmental management	R 64,820	0.3%
Socio-economic development	R 62,406	0.3%
Risk	R 39,926	0.2%
Information management	R 23,242	0.1%
Total	R 21,242,559	100%

Once off costs

In addition to the above there is a further once-off cost estimated at R 138,830,000 over the next 5 years (see Table 3).

Table 3: Estimated once off cost of the various programmes.

Activity	Estimated budget
New infrastructure	R 50,690,000
Rehabilitation programme	R 45,000,000
Park expansion programme	R 43,000,000
Safety and security programme	R 140,000
Total	R 138,830,000

Unallocated fixed costs

The unallocated fixed cost for 2013/2014 is R1,453,095.

Maintenance

A breakdown of the infrastructure, both existing and new with their replacement value and an estimate of the ongoing annual maintenance for year 1 is provided in Table 4. The projected maintenance for existing infrastructure is estimated at R 1,242,193 in 2013/2014. This amount has been included under the infrastructure programme. If the new planned infrastructure is developed it will add a further R 1,182,050 (at 2013/2014 rates) onto this annual maintenance budget, increasing it to R 2,424,243. The maintenance requirement was calculated as a percentage of the replacement value.

Table 4: Estimated replacement value for existing infrastructure and new infrastructure with the estimated annual maintenance budgets for existing and new infrastructure.

	Estimated replacement value			Estimated maintenance		
	Existing (R)	New (R)	Total (R)	Existing (R)	New (R)	Total (R)
Staff and administration infrastructure	37,615 227	44,190,000	81,805,227	752,305	883,800	1,636,105
Roads	5,069 000	1,500,000	6,569,000	253,450	75,000	328,450
Trails	879 360	0	879,360	43,968	0	43,968
Fencing	175 000	3,550,000	3,725,000	8,750	177,500	186,250
Water systems	1,105 600	25,000	1,130,600	55,280	1,250	56,530
Electricity	2,094 000	75,000	2,169,000	29,220	1,500	30,720
Sewerage	2,161,000	1,350,000	3,511,000	64,220	33,000	97,220
Other	200,000	200,000	900,000	35,000	10,000	45,000
Total	49,299,187	50,890,000	100,689,187	1 242,193	1,182,050	2,424,243



Replacement of minor assets

With many of the vehicles being leased along with the computers, this will significantly reduce this requirement as these items are expensive and require frequent replacement. To calculate the replacement provision, the cost price of the assets was divided by the estimated useful life. SANParks applies certain standards in this regard. The estimated asset value for various categories based on their original purchase price and the estimated budget required annually making provision for their replacement. Management should make provision for about R23723 in 2013 / 2014, this figure is presented in Table 5.

Table 5: Total value based on the original purchase price of various categories of minor assets.

Asset type	Asset value (R)	Provision for replacement (R)
Computer equipment	351,429	117,143
Firearms	48	5
Furniture	97,66	13,981
Machinery and equipment	242,666	34,667
Office equipment	94,221	13,460
Vehicles and watercraft	1,686,109	240,873
White goods	25,166	3,595
Total	2,497,505	423,723

Summary

It is estimated that the park will require an annual operating budget of R 23,195,745 for 2013/2014, increasing to R30,560,697 in 2016/2017. In addition to this amount the park will also require once off cost of R138,830,000 over the next planning cycle. A summary is presented in Table 6.

Table 6: Summary of the annual and once off costs (based on actual expenditure) that is required to fully implement the activities in the management plan over the next five years.

	2013/2014	2014/2015	2015/2016	2016/2017	2017/2018
Recurring operational costs (R)	23,955,754	25,393,100	27,198,911	28,830,846	30,560,697
Once off costs (R)	138,830,000				
SANParks budget (R)	22,098,225	23,424,119	24,829,566	26,319 340	27,898,500
Deficit	1,857,529	1,968,981	2,369,346	2,511,506	2,662,197

The deficit can be broken down as follows:

- An additional amount of R 977,316 to cover the current maintenance shortfall;
- An additional amount of R 737,113 for 8 additional posts;
- An additional amount of R 79,500 for the fire programme;
- An additional amount of R 63,600 for the infrastructure programme.

Implications:

1. Should the park be unsuccessful in securing the amount of R 977,316, then the maintenance of infrastructure will be affected. A breakdown of this shortfall is presented below:
 - An additional R612,580 is required for infrastructure;
 - An additional R 254,580 is required for roads;
 - An additional R 110,115 is required for fences.
2. Should the park be unsuccessful in securing the amount of R737 113, then the park would be unable to appoint eight additional staff members, namely three hut attendants, four gate guards and one technical officer.
3. Should the park be unsuccessful in securing the amount of R 79,500, then the fire management programme would be affected. The Park would not be able:
 - To purchase the necessary proto team personal protective clothing; and
 - To prepare fire belts as per legal requirement.
4. Should the park be unsuccessful in securing the amount of R 63,600, then the infrastructure programme would be unable to decommission the identified redundant buildings.

Additional requirements:

- An amount of R182,226 has been included in 2014/2015 budget to appoint two additional terrain workers.
- An amount of R100,000 has been included in 2014/2015 budget to lease an additional Toyota Hilux 4x4 from Vuswa.



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Appendix 1: Declarations

AGULHAS NATIONAL PARK

GN 1135 / GG 20476 / 19990923 declared the following land to be part of the park:

1. The remaining extent of Portion 3 of the farm Paapekuil Fontein 281, Registration District of Bredasdorp, in extent 42.7573 ha.
2. Portion 4 of the farm Paapekuil Fontein 281, Registration District of Bredasdorp, in extent 14.2067 ha excluding the Cape Agulhas Lighthouse and associated buildings.
3. The remaining extent of Portion 8 of the farm Paapekuil Fontein 281, Registration District of Bredasdorp, in extent 38.2464 ha.
4. Portion 17 of the farm Paapekuil Fontein 281, Registration District of Bredasdorp, in extent 0.9935 ha.

GN 1495/2003 declared the following land to be part of the park and amended Schedule 1 accordingly:

1. Portion 4 of the farm Sout Bosch 286, Bredasdorp Registration Division, Western Cape Province, in extent 618.4311 ha, held under Title Deed No. T68150/1999
2. The farm Brak Fontein A283, Bredasdorp Registration Division, Western Cape Province, in extent 392.2917 ha, held under Title Deed No. T68150/1999
3. Portion 1 of the farm of Ziydendaals Valley 278, Bredasdorp Registration Division, Western Cape Province, in extent 107.0665 ha, held under Title Deed No. T68150/1999
4. Portion 6 of the farm Rhenoster Kop 285, Bredasdorp Registration Division, Western Cape Province, in extent 210.3328 ha, held under Title Deed No. T68150/1999
5. Portion 2 of Farm 287, Bredasdorp Registration Division, Western Cape Province, in extent 183.8008 ha, held under Title Deed No. T13626/2000
6. Portion 3 of Farm 287, Bredasdorp Registration Division, Western Cape Province, in extent 51.7460 ha, held under Title Deed No. T13626/2000
7. Remainder of the farm Berg Plaas 291, Bredasdorp Registration Division, Western Cape Province, in extent 830.7775 ha, held under Title Deed No. T14239/2000
8. Portion 1 of Farm 342, Bredasdorp Registration Division, Western Cape Province, in extent 1071.9766 ha, held under Title Deed No. T31166/2000
9. Portion 58 of the farm Paapekuil Fontein 281, Bredasdorp Registration Division, Western Cape Province, in extent 1033.6320 ha, held under Title Deed No. T36980/2000

10. Portion 6 of the farm Sout Bosch 286, Bredasdorp Registration Division, Western Cape Province, in extent 246.3062 ha, held under Title Deed No. T83402/2000
11. Portion 1 of the farm Berg Plaas 291, Bredasdorp Registration Division, Western Cape Province, in extent 939.9084 ha, held under Title Deed No. T90698/2000
12. Portion 10 of the farm Paapekuil Fontein 281, Bredasdorp Registration Division, Western Cape Province, in extent 35.7796 ha, held under Title Deed No. T55695/2001
13. Portion 57 of the farm Paapekuil Fontein 281, Bredasdorp Registration Division, Western Cape Province, in extent 44,5798 ha, held under Title Deed No. T65966/2001
14. Erf 426, Suiderstrand, Bredasdorp Registration Division, Western Cape Province, in extent 26.7329 ha, held under Title Deed No. T82662/2001
15. Portion 36 of the farm Paapekuil Fontein 281, Bredasdorp Registration Division, Western Cape Province, in extent 4.0548 ha, held under Title Deed No. T87716/1998

GN 903/2004 declared the following land to be part of the park and amended Schedule 1 accordingly:

1. Farm Rattel Rivier No. 300, Bredasdorp Registration Division, Province of the Western Cape, in extent 2007.4612 ha, held under Title Deed T71418/2003
2. The Remainder of the Farm Riet Fontein No.293, Bredasdorp Registration Division, Province of the Western Cape, in extent 260.2301 ha, held under Title Deed T71418/2003
3. Portion 2 (a portion of Portion 1) of the Farm No. 312, Bredasdorp Registration Division, Province of the Western Cape, in extent 4.0509 ha, held under Title Deed T71418/2003
4. Portion 7 (a portion of Portion 4) of the Farm Sout Bosch No.286, Bredasdorp Registration Division, Province of the Western Cape, in extent 607.4721 ha, held under Title Deed T83403/2000

5. The Remainder of Portion 3 of the Farm Rhenosterkop No.285, Bredasdorp Registration Division, Province of the Western Cape, in extent 180.6028 ha, held under Title Deed T83403/2000
6. Portion 5 (a portion of Portion 3) of the Farm Rhenosterkop No.285, Bredasdorp Registration Division, Province of the Western Cape, in extent 210.4035 ha, held under Title Deed T83403/2000
7. Portion 5 (a portion of Portion 4) of the Farm Sout Bosch No.286, Bredasdorp Registration Division, Province of the Western Cape, in extent 366.6502 ha, held under Title Deed T83403/2000

GN 1064 / GG 28185 / 20051028 declare the following land to be part of the park and amended the definition accordingly:

Portion 6 of the farm Rietfontein A No. 299, Bredasdorp Registration Division, Western Cape Province, in extent 3 906.4962 has, held under Title Deed of Transfer T37792/2005

GN 400 / GG 32094 / 20090409 declared the following land to be part of the park and amended the Schedule accordingly:

The Farm Waterford 314, situated in the Bredasdorp Registration, Western Cape Province, and measuring 4052.9810 has in extent and held by Title Deed No. T79097/2007.
[Definition of “Agulhas National Park” amended by GN 1135/99, GN 1495/2003, GN 903/2004, GN 1064/2005 and GN 400/2009]



Appendix 2: Stakeholder report: summary

THE STAKEHOLDER PARTICIPATION PROCESS

2.1 Objectives

The objectives of the stakeholder participation process are to:

- Create a channel for the accurate and timely dissemination of information to interested and affected stakeholders;
- Create the opportunity for communication between SANParks and the public;
- Promote opportunities for the building of understanding between different parties;
- Provide the opportunity for stakeholders to give meaningful input into the decision-making processes that drive the development of the park management plan.

2.2 Approach

The approach to the stakeholder participation process is based on the principles embodied in the following legal framework:

- The Constitution of the Republic of South Africa Act No. 108 of 1996;
- National Environmental Management Act No. 107 of 1998 (NEMA); and
- The National Environmental Management: Protected Areas Act No.57 of 2003 as amended by the National Environmental Management: Protected Areas Act No.31 of 2004.

In addition to the above legal framework, the stakeholder process was developed with the guiding principles for SANParks stakeholder participation in mind. SANParks thus undertakes to:

- Seek to notify stakeholders of participation processes through appropriate mechanisms.
- Ensure that the process provides the opportunity for input from all stakeholders within reasonable timeframes, emphasising the sharing of information, joint- learning and capacity building.
- Promote participation by stakeholders through timeous and full disclosure of all relevant and appropriate information.
- Provide feedback on the outcome of the process to stakeholders and demonstrate how their inputs have been considered in the decision making process.
- Ensure that methodologies accommodate the context of the issue at hand and the availability of resources (people, time, money) and do not conflict with these guiding principles.
- Give particular attention to ensuring participation by marginalised communities, communities with specific concerns, or communities that have contractual rights in the national park.

The stakeholder participation strategy for Agulhas National Park

The various stakeholder events and activities carried out during the process are summarised in the tables below.

4. STAKEHOLDER EVENTS AND ACTIVITIES

Table 4.1: Stakeholder consultation: government and non-government

This table reflects the various organisations that were identified to participate in the park management plan process. The government departments are at national, provincial and local level. The intention is to show that, in terms of the spirit of co-operative governance SANParks has approached these parties.

Local government	Cape Agulhas municipality (Bredasdorp), Overstrand municipality (Hermanus), Overberg district municipality (Bredasdorp), shipwreck museum
Provincial government	Dept. Agriculture, Dept. Environmental affairs (Marine and Coastal management)
National government	Air Force Base Overberg, SAPD, DEAT
Visitors to parks	
Local resident/ neighbour	Communities of Suiderstrand, L'Agulhas, Struisbaai, Elim
Land owners	Haasvlakte Farmers' Association, Bredasdorp Farmers' Association.
Community organisations	Suidpunt Environmental Alliance, Suidpunt Hengel en Bewaring, Suidpunt Bewaringsvereniging, Struisbaai Vissersforum, Kleinhoewe Vereniging, Agulhas Bird Club
Local business	
Business associations	Agulhas Business Chamber
Media	Suidernuus, 2 Oseane, Agulhas Tribune, Cape Times, Die Burger, Sunday Times, Rapport
Research	Rondevlei Scientific Services, Cape Node Scientific Services
SANParks staff	Scientific staff, people and conservation, park planning and park management, EPWP Project staff and contractors (Agulhas WfW, WftC, WfWet)
Conservation organisations	Cape Nature, Agulhas Biodiversity Initiative, Nuwejaars Wetlands SMA, Overberg Honorary Rangers
NGO's	Flower Valley Conservation Trust, NSRI,
Tourist associations	Cape Agulhas Tourism
Tour operators	Coastal Safari's

Table 4.2 Registration as an interested and affected party

Stakeholders had the following opportunities to register as interested and affected parties.

Mechanism to register	Description	Date
1. Media advertisements	Registration in response to advertisements in two national and three local newspapers - Sunday Times (English) - Rapport (Afrikaans) - Suidernuus - 2 Oseane - Agulhas Tribune	15/02/09 15/02/09 20/02/09 19/02/09 13/02/09
2. National registration	At SANParks head office via e-mail, fax, telephone, post or via the internet	From the 20/02/09
3. Local registration	At Agulhas National Park. Registration forms were available at reception and were distributed by staff	From the 20/02/09
4. Registration at meetings	Stakeholders were able to register at the desired state workshop and the management plan open day	9/09/08 and 6-7/03/09



Table 4.3: Desired state workshop

The desired state workshop took place on the 09 September 2008 and involved a range of stakeholders and SANParks specialists in the development of the desired state which entails drawing up a vision for the park supported by higher level objectives which form the framework for the management plan.

Activities	Description	Outcomes
Invitations The existing park database of stakeholders used to identify interested and affected parties		
Desired state workshop	The workshop took place on 9 September 2008	
Attendance:	Nineteen participants (five SANParks staff and 14 stakeholders) Representing the following constituencies: - SANParks Honorary Rangers - L'Agulhas community - Elim community - Springfield Estate - Department of Agriculture - Cape Agulhas Tourism - Overberg District Municipality - Struisbaai Kleinhoewes - Agulhas Bird Club - Nuwejaars Wetland SMA - S.A. Air Force	

Table 4.3 Hierarchy of objectives workshop

The hierarchy of objectives workshop took place on the 9 September 2008.

Activities	Description	Outcomes
Invitations The existing park database of stakeholders used to identify interested and affected parties	The Park Forum representing these constituencies participated in the workshop.	
Desired state workshop	The workshop took place on 9 September 2008	
Attendance:	Nineteen participants (five SANParks staff and 14 stakeholders) Representing the following constituencies: - Honorary Rangers - L'Agulhas community - Elim community - Springfield Estate - Dept Agriculture - Cape Agulhas Tourism - Overberg District Municipality - Struisbaai Kleinhoewes - Agulhas Bird Club - Nuwejaars Wetland SMA - S.A. Air Force	

Table 4.4: Focus Group Meetings

These are meetings called with constituencies that are essential in the Park Management Plan process.

Group	Purpose	Attendants	Date
Work group 4	To discuss P&C specific LLP's	12 individuals (four ANP staff)	9/10/08
Portnet	To afford the contractual partner the opportunity to give input on the draft park management plan.	8 individuals (four SANParks staff)	04/03/09
National Parks Trust	To afford the contractual partner the opportunity to give input on the draft park management plan.	3 individuals (2 SANParks staff)	05/03/09

Table 4.5. Open day to allow comment on the draft management plan

Venue	Date	Number of Stakeholders that attended
Struisbaai Dienssentrum	06 and 07 March '09	51 stakeholders attended and 24 comments were recorded.

Table 4.6: Dissemination of Documentation and Feedback to Stakeholders

Item	Action	Date
Dissemination of comment and response document	Emailed, mailed, faxed and delivered by hand where no contact details were supplied.	
Dissemination of finalised park management plan	<ul style="list-style-type: none"> - The plans will be available on the SANParks website once approved by the Minister - They will be made available to registered stakeholders by email and post - Copies will be available from the park on request 	



Appendix 3: Zoning plan

INTRODUCTION

The primary objective of a conservation development framework (CDF) is to establish a coherent spatial framework in and around a park to guide and co-ordinate conservation, tourism and visitor experience initiatives. A key part of the CDF is the zoning plan, which plays an important role in minimising conflicts between different users of a park by separating potentially conflicting activities such as game viewing and day visitor picnic areas whilst ensuring that activities which do not conflict with the park's values and objectives (especially the conservation of the protected area's natural systems and its biodiversity) can continue in appropriate areas. A zoning plan is also a legislated requirement of the Protected Areas Act, which stipulates that the management plan, which is to be approved by the Minister, must contain "a zoning of the area indicating what activities may take place in different sections of the area and the conservation objectives of those sections".

The zoning of Agulhas National Park was based on an analysis and mapping of the sensitivity and value of a park's biophysical, heritage and scenic resources; an assessment of the regional context; and an assessment of the park's current and planned infrastructure and tourist routes/products; all interpreted in the context of park objectives. This was undertaken in an iterative and consultative process. This document, which is extracted from the full *Conservation Development Framework for Agulhas National Park (2006)* sets out the rationale for use zones, describes the zones, and provides management guidelines for each of the zones.

RATIONALE FOR USE ZONES

The prime function of a protected area is to conserve biodiversity. Other functions such as the need to ensure that visitors have access to the park, and that adjoining communities and local economies derive benefits from the area, potentially conflict with and compromise this primary function. Use zoning is the primary tool to ensure that visitors can have a wide range of quality experiences without comprising the integrity of the environment.

Further, people visit a park with differing expectations and recreational objectives. Some people are visiting a park purely to see wildlife as well as natural landscapes. Others wish to experience intangible attributes such as solitude, remoteness, wildness, and serenity (which can be grouped as wilderness qualities), while some visit to engage in a range of nature-based recreational activities, or to socialise in the rest camp. Different people have different accommodation requirements ranging from extreme roughing it up to luxury catered accommodation. There is often conflict between the requirements different users and different activities. Appropriate use zoning serves to minimising conflicts between different users of a park by separating potentially conflicting activities such as game viewing and day visitor picnic areas whilst ensuring that activities which do not conflict with the park's values and objectives (especially the conservation of the protected area's natural systems and its biodiversity) can continue in appropriate areas. Use zones serve to ensure that high intensity facilities and activities are placed in areas that are robust enough to tolerate intensive use, as well as to protect more sensitive areas of the park from over-utilisation.

PARK USE ZONATION SYSTEM:

The zoning system

SANParks has adopted a dual zoning system for its parks. The system comprises:

- Visitor use zones covering the entire park, and
- Special management overlays which designate specific areas of a park that require special management interventions.

The use zoning of Agulhas National Park is shown in Map 4, and summarised in Table 1 of this appendix.

The zoning process and its linkage to the underlying environmental analysis

The zoning for Agulhas National Park was underpinned by an analysis and mapping of the sensitivity and value of a park's biophysical, heritage and scenic resources. This analysis examined the biophysical attributes of the park including habitat value (in particular the contribution to national conservation objectives), special habitat value (the value of the area to rare and endangered species), hydrological sensitivity (areas vulnerable to disruption of hydrological processes such as floodplains and wetlands), topographic sensitivity (steep slopes), soil sensitivity (soils that are vulnerable to erosion) and vegetation vulnerability to physical disturbance. In addition, the heritage value and sensitivity of sites was examined (including palaeontological, archaeological, historical and current cultural aspects). The visual sensitivity of the landscape was also examined in order to identify sites where infrastructure development could have a strong aesthetic impact. This analysis was used to inform the appropriate use of different areas of the park, as well as to help define the boundaries between zones. The zoning was also informed by the park's current infrastructure and tourism products, as well as the regional context (especially linkages to neighbouring areas and impacts from activities outside the reserve). Planned infrastructure and tourism products were also accommodated where these were compatible with the environmental informants. These were all interpreted in the context of the park objectives. This was undertaken in an iterative and consultative process.

Map 5 shows the relationship between the use zoning and the summary products of the biodiversity and landscape sensitivity-value analysis. This indicates that in general it was possible to include most of the environmentally sensitive and valuable areas into zones that are strongly orientated towards resource conservation rather than tourist use. Further, in many cases the boundaries between zones are based on changes in environmental sensitivity. Table 2 summarises the percentage area of the park covered by each zone, as well as the

percentage of the highly environmentally sensitive and valuable areas (defined as areas with values in the top quartile of the sensitivity value analysis) that are in each zone. This indicates that three quarters (73%) of the park is covered by zones that are strongly conservation orientated in terms of their objectives (*i.e.* remote and primitive). Further, the table shows a good correlation between spatial distribution of environmentally sensitive habitats and the conservation orientated zones, with the Remote zone covering 32% of the park yet containing almost 50% of the highly valuable and sensitive areas. Conversely, the tourist orientated low intensity leisure zone covers approximately 18% of the park yet contains only around 9% of the sensitive habitats.

Remote zone:

Characteristics:

This is an area retaining an intrinsically wild appearance and character, or capable of being restored to such, and which is undeveloped. There are no permanent improvements or any form of human habitation. It provides outstanding opportunities for solitude with awe inspiring natural characteristics. If present at all, sight and sound of human habitation and activities are barely discernable and at a far distance. The zone also serves to protect sensitive environments from development impacts and tourism pressure.

Visitor activities and experience:

Activities: Access is strictly controlled and on foot. Groups must be small, and can either be accompanied by a guide or unaccompanied. Several groups may be in area at the same time, but if necessary densities and routes should be defined so that no signs can be seen or heard between the groups. The principles of "pack it in, pack it out" must be applied.

Interaction with other users: There is no interaction between groups. The numbers of groups within the area will be determined by the ability to ensure that there is no interaction between groups.

Conservation objectives of the zone

The conservation objective is to maintain the zone in as near to a natural state as possible with no impact on biodiversity pattern or processes. Existing impacts on biodiversity either from historical usage or originating from outside the zone should be minimised. The zone should be managed within the following specific objectives:

Table 1: Summary of use zone characteristics

Zone	General Characteristics	Experiential Qualities	Interaction between users	Type of Access	Type of activities	Type of Facilities	Conservation Objectives	Biophysical Conservation Objective	Aesthetics and Recreational Conservation Objective
REMOTE*	Retains an intrinsically wild appearance and character, or capable of being restored to such.	Solitude and awe inspiring natural characteristics	None to very low	Controlled access, only on foot for visitors	Hiking in small groups	Established footpaths where erosion may be a problem. Essentially undeveloped and roadless	Maintain the zone in as near to a natural state as possible with no impact on biodiversity pattern or processes. Existing impacts on biodiversity either from historical usage or originating from outside the zone should be minimized.	The zone should be kept in as near to a natural state as possible with no impact on biodiversity pattern or processes. Deviation from a natural/pristine state should be minimized, and existing impacts should be reduced.	The area should be kept in a natural state, and activities which impact on the intrinsically wild appearance and character of the area, or which impact on the wilderness characteristics of the area (solitude, remoteness, wildness, serenity, peace etc) should not be allowed.
PRIMITIVE	Generally retains wilderness qualities, but with basic self-catering facilities (concession facilities may be more sophisticated). Access is controlled. Provides access to the Remote Zone, and can serve as a buffer.	Experience wilderness qualities	Low	Controlled access. Accompanied or unaccompanied. Foot; 4x4 vehicles	Hiking; 4x4 drives; game viewing; horse riding	Small, basic, self-catering; or limited concessions with limited numbers (concession facilities may be more sophisticated); 4x4 trails; hiking trails	Maintain the zone in an almost completely natural state with little or no impact on biodiversity processes, and very limited and site specific impacts on biodiversity pattern. Existing impacts on biodiversity either from historical usage or originating from outside the zone should be minimized.	The zone should be kept in an almost completely natural state, and deviation from a natural/pristine state should be small and limited to restricted impact footprints. Any facilities constructed in these areas, and activities undertaken here should be done in a way that limits environmental impacts. Road and infrastructure specifications should be designed to limit impacts.	The area should be kept in a natural state, and activities which impact on the intrinsically wild appearance and character of the area, or which impact on the wilderness characteristics of the area (solitude, remoteness, wildness, serenity, peace etc) should be restricted and impacts limited to the site of the facility.
QUIET	This zone allows non-motorised access to areas which generally retain a natural appearance and character. Access is not specifically controlled.	Wide range of activities; relaxation in a natural environment	Moderate to high	Unaccompanied non-motorised access. Mainly on foot, non-motorised access to specific facilities.	Hiking; walking; rock climbing; where relevant non-motorised aquatic activities; bird watching; possibly mountain biking and horse riding.	Hiking trails; footpaths; management tracks; bird hides. Ablution facilities may be provided in high use areas. No accommodation; and no tourist access by vehicle.	The zone should be maintained in a generally natural state, with the proviso that limited impacts on biodiversity patterns and processes are allowed in order to accommodate park recreational and tourism objectives.	The zone should be maintained in a generally natural state, but some deviation from a natural/pristine state is allowed. Infrastructure should only be allowed within a restricted development footprint, and infrastructure, especially paths and viewpoints should be designed to limit the impacts of large numbers of visitors on the biophysical environment.	The zone should retain a generally natural appearance and character, and activities which impact on this should be restricted. In particular visitors are not allowed motorised access to this zone. It is however recognized that the presence of larger numbers of visitors and the facilities they require, may impact on the feeling of wildness found in this zone.
LOW INTENSITY LEISURE	The underlying characteristic of this zone is motorised self-drive access with basic facilities. The numbers of visitors are higher than in the Remote and Primitive Zones.	Comfortable facilities in a relatively natural environment.	Moderate to high	Motorised self-drive access.	Motorised self-drive game viewing, picnicking, walking, cycling; rock climbing; hiking; adventure activities.	Facilities limited to basic picnic sites; ablation facilities; information/education centres; parking areas. Small to medium (incl. camping) rest camps with basic facilities. Low spec access roads to provide a more wild experience.	Maintain the zone in a largely natural state that is in keeping with the character of a Protected Area, mitigate the biodiversity impacts of the relatively high levels of tourism activity and infrastructure that are accommodated within this zone through careful planning and active management, and ensure that the negative impacts of the activities and infrastructure are restricted to the zone.	The zone should be kept in a largely natural state. Deviation from a natural/pristine state should be minimized and limited to restricted impact footprints as far as possible. However, it is accepted that some damage to the biophysical environment associated with tourist activities and facilities will be inevitable.	The zone should be maintained in a largely natural state from an aesthetics point of view. Although it is inevitable that activities and facilities will impact on the wild appearance and reduce the wilderness characteristics of the area (solitude, remoteness, wildness etc), these should be managed and limited to ensure that the area still provides a relatively natural outdoor experience.
HIGH INTENSITY LEISURE	The main characteristic is that of a high density tourist development node, with modern amenities, where more concentrated human activities are allowed.	Comfortable and sophisticated facilities while retaining a natural ambience	High	Accessible by motorised transport (car/bus) on high volume transport routes, including delivery vehicles.	As above. Additional sophisticated infrastructure. Larger, organised adventure activities (orienteering, fun runs). Dining at restaurants.	High density tourist camps with modern amenities. Footpaths, transport systems, accommodation, restaurants, curio and refreshment stalls; education centres. High volume roads.	The zone needs to be managed to ensure that the overall objectives and purpose for proclamation of the park are not compromised by the very high levels of tourism activity and infrastructure that are accommodated within this zone. Activities and infrastructure in this zone should be managed to ensure there is a minimal effect on the surrounding natural environment.	The zone must retain a level of ecological integrity consistent with a protected area. The greatest level of deviation from a natural/pristine state is allowed in this zone, and it is accepted that damage to the biophysical environment associated with tourist activities and facilities will be inevitable, however no activities or infrastructure should be allowed which compromise the overall objectives and purpose for proclamation of the park.	The area should be managed to provide a relatively natural outdoor experience. Although, it is inevitable that the high visitor numbers, activities and facilities will impact on the wild appearance and reduce the wilderness characteristics of the area (solitude, remoteness, wildness etc), the aesthetics of the zone still need to be maintained in a sufficiently natural state to ensure that the overall objectives and purpose for proclamation of the park are not compromised.

Biophysical environment: The zone should be kept in as near to a natural state as possible with no impact on biodiversity pattern or processes. Deviation from a natural/pristine state should be minimised, and existing impacts should be reduced.

Aesthetics and recreational environment: The area should be kept in a natural state, and activities which impact on the intrinsically wild appearance and character of the area, or which impact on the wilderness characteristics of the area (solitude, remoteness, wildness, serenity, peace etc.) should not be allowed.

Facilities:

Type and size: No facilities are provided. Should overnight facilities be required to serve this zone, these should be placed in the adjoining zones.

Sophistication of facilities: No facilities except self carried portable tents. Guidelines for washing, ablution and cooking must be defined according to the “pack it in pack it out” principle. Camping only at designated sites.

Audible equipment and communication structures: None.

Access and roads: Public access is non-motorised. Vehicular access and parking is provided in the adjoining primitive zone. Established footpaths may be provided where erosion risks occur. Limited low specification management tracks (i.e. not built up roads) are acceptable within this zone, though these should be rationalised, and eventually removed.

Location in Park: In the park remote areas were designated in the area between Ratelrivier and Rietfontein, and in the area around the Soetanyberg, which are both landscapes with high environmental sensitivity and value.

Low intensity leisure zone:

Characteristics:

The underlying characteristic of this zone is motorised self-drive access with basic facilities. The numbers of visitors are higher than in the remote and primitive zones. Relatively comfortable facilities are positioned in the landscape retaining the inherent natural and visual quality which enhances the visitor experience of a more natural and self providing experience. Access roads are low key, preferably gravel roads and/or tracks to provide a more wild experience. Facilities along roads are limited to basic self-catering picnic sites with toilet facilities. In some parks, large busses and open safari vehicles are not permitted.

Visitor activities and experience:

Activities: Self drive motorised game viewing, picnicking, walking, cycling, rock climbing, hiking, adventure activities.

Interaction with other users: Moderate to high

Conservation objectives of the zone:

The conservation objective is to maintain the zone in a largely natural state that is in keeping with the character of a protected area, mitigate the biodiversity impacts of the relatively high levels of tourism activity and infrastructure that are accommodated within this zone through careful planning and active management, and to ensure that both the negative effects of the activities and infrastructure are restricted to the zone. The zone should be managed within the following specific objectives:

Biophysical environment objectives: The zone should be kept in a largely natural state. Deviation from a natural/pristine state should be minimized and limited to restricted impact footprints as far as possible. However, it is accepted that some damage to the biophysical environment associated with tourist activities and facilities will be inevitable.

Aesthetics and recreational environment objectives: The zone should be maintained in a largely natural state from an aesthetics point of view. Although it is inevitable that activities and facilities will impact on the wild appearance and reduce the wilderness characteristics of the area (solitude, remoteness, wildness etc), these should be managed and limited to ensure that the area still provides a relatively natural outdoor experience.

Facilities:

Type and size: Picnic sites, view sites, information centres, ablution facilities, parking areas, education centres etc. Small (including camping) camps of low to medium density 25-35 beds. Additional facilities can include swimming pools. Trails for 4x4 vehicles can also be provided. Day visitor site are not placed within the camps.

Sophistication of facilities: Self contained units with bathroom facilities. Camp sites will include ablution facilities.

Audible equipment and communication structures: Cell phone coverage in vicinity of camps. Code of use for cell phones and radios required to retain relative level of solitude.

Access and roads: Motorised self drive sedan car access (traditional game viewing) on designated routes which are preferably gravel roads. In some parks, large busses and open safari vehicles are not permitted.



Table 2: Summary of the percentage area of the park covered by each zone, as well as the percentage of the highly environmentally sensitive and valuable areas (defined as areas with values in the top quartile of the sensitivity value analysis) that are in each zone.

		Zone as a percentage of park area	Percentage of highly sensitive areas that are in the zone
Agulhas National Park			
Conservation orientated zones	Remote	32.1	47.7
	Primitive	40.9	37.1
Tourism orientated zones	Quiet	9.1	6.0
	Low Intensity Leisure	17.7	9.2
	High Intensity Leisure	0.1	0.0

When busses are permitted some roads should be designated as accessible to self drive only. Roads are secondary gravel tourist roads or minor game viewing roads.

Location in park:

Low intensity leisure areas were designated around a rationalised road network (incorporating existing useful and environmentally acceptable roads, proposed park link roads, and closure and rehabilitation of certain environmentally inappropriate existing roads), to include facilities along this road network (Rietfontein, Bergplaas, Springfield, Rietfontein se Baai and Rhenosterkop), Agulhas rest camp site at Pietie se Punt, and to include relatively high tourist use coastal sections east of Suiderstrand. In addition, unavoidable regional roads that cut through the park were included in this zone. Low intensity leisure areas were only designated if relatively high tourist activity did not conflict with the underlying landscape sensitivity and value analysis.

High intensity leisure zone:

Characteristics:

The main characteristic is that of a high density tourist development node with modern amenities such as restaurants and shops. This is the zone where more concentrated human activities are allowed. As impacts and particularly cumulative impacts are higher, such facilities should be placed on the periphery of the park. Staff not directly associated with tourism facilities should be accommodated outside of the park if possible. All industrial type facilities such as laundries, abattoirs, maintenance depots and workshops should ideally be located outside of the park within suitably zoned adjoining urban or rural areas. Accessible by motorised transport (car/bus) on high volume transport routes. More concentrated activities occur than in than low intensity leisure.

Visitor activities and experience:

Activities: Traditional game viewing routes with associated more sophisticated infrastructure, sight seeing at tourist destinations, picnicking, walking, cycling, rock climbing, hiking, adventure activities (orienteering, scuba diving, fun runs), activities associated with amenities such as dining in restaurants.

Interaction with other users: High

Conservation objectives of the zone:

The zone needs to be managed to ensure that the overall objectives and purpose for proclamation of the park are not compromised by the very high levels of tourism activity and infrastructure that are accommodated within this zone. Activities and infrastructure in this zone should be managed to ensure there is a minimal effect on the surrounding natural environment. The zone should be managed within the following specific objectives:

Biophysical environment objective: The zone must retain a level of ecological integrity consistent with a protected area. The greatest level of deviation from a natural/pristine state is allowed in this zone, and it is accepted that damage to the biophysical environment associated with tourist activities and facilities will be inevitable, however no activities or infrastructure should be allowed which compromise the overall objectives and purpose for proclamation of the park.

Aesthetics and recreational environment objective: The area should be managed to provide a relatively natural outdoor experience. Although it is inevitable that the high visitor numbers, activities and facilities will impact on the wild appearance and reduce the wilderness characteristics of the area (solitude, remoteness, wildness etc.), the aesthetics of the zone still need to be maintained in a sufficiently natural state to ensure that the overall objectives and purpose for proclamation of the park are not compromised.

Facilities:

Type and size: High density camps providing tourist accommodation with modern amenities. Restaurants, shops, education centres, botanical gardens. Day visitor sites are provided outside of main camps. Day visitor sites or picnic sites may provide catered facilities and kiosks. In some parks it may be necessary to provide high density recreational sites with a wide range of intensive activities close to the periphery of the park. Picnic sites, view sites, information centres, ablution facilities, parking areas, education centres etc. Staff villages and administrative centres restricted to core staff. Non essential staff housing, administration and industrial activities positioned outside of or peripheral to the park.

Sophistication of facilities: Moderate to high density facilities. Self catering and catered. These camps have modern facilities such as shops and restaurants.

Audible equipment and communication structures: Cell phone coverage in vicinity of camps. Code of use for cell phones and radios required to retain relative level of solitude.

Access and roads: The zone is highly motorised including busses and delivery vehicles on designated routes which are often tarred. Care must be taken to distinguish between roads that serve as high access delivery routes to camps, link roads between camps, and game viewing roads to minimize conflict between users.

Location in Park:

In the park high intensity leisure zones were designated around the Ratel River precinct and the southern tip and lighthouse development nodes to accommodate visitor reception and interpretation facilities, as well as park management infrastructure.

THE PARK BUFFER ZONE

A national park buffer zone is the identified area within which activities (e.g. land use change) have an influence on the park (current and future extent). This section of the management plan is aligned with the DEA policy on buffer zones for national parks and the SANParks buffer zone policy. This section of the management plan formally identifies and defines the buffer zone.

The park buffer zones shows the areas within which land use changes could affect a national park. The zones, in combination with guidelines, will serve as a basis for identifying the focus areas in which park management and scientists should respond to EIA's, helping to identify the sort of impacts that would be important at a particular site, and most importantly serving as the basis for integrating long term protection of a national park into the spatial development plans of municipalities (SDF/IDP) and other local authorities. In terms of EIA response, the zones serve largely to raise red flags and do not remove the need for carefully considering the exact impact of a proposed development. In particular, they do not address activities with broad regional aesthetic or biodiversity impacts.

In the park there are three categories within the park buffer zone. The first two are mutually exclusive, but the final visual/aesthetic category can overlay the others (Map 6).



Priority natural areas:

This zone aims to ensure the long term persistence of biodiversity, within and around the park, by identifying the key areas on which the long term survival of the park depends. This includes areas important to both biodiversity pattern (especially reasonably intact high priority natural habitats) and processes (ecological linkages, catchments, intact hydrological systems, *etc.*). This does not imply any loss of existing rights (*e.g.* current agricultural activities or legal extractive biodiversity use such as fishing), but rather aims to ensure survival in a living landscape.

Priority natural areas include areas identified for future park expansion as well as reasonably natural areas of high biodiversity value which are critical for the long-term persistence of biodiversity within the park. These include adjacent natural areas (especially high priority habitats) which function as an ecologically integrated unit with the park, as well as areas critical for maintaining ecological links and connectivity with the broader landscape.

Development guidelines:

Inappropriate developments and negative land use changes (such as additional ploughing permits for natural veld, development beyond existing transformation footprints, urban expansion, intensification of land use through golf estates *etc.* should be opposed within this area. Developments with site specific impacts (*e.g.* a lodge on a game farm) should be favourably viewed if they contribute to ensuring conservation friendly land use within a broader area. Guidelines applicable for the catchment protection section would also apply to these areas.

Catchment protection:

These are areas important for maintaining key hydrological processes (surface and groundwater) within the park.

Development guidelines:

Within these areas inappropriate development such as dam construction, loss of riparian vegetation and excessive aquifer exploitation should be opposed. In addition, the control of alien vegetation, the control of soil erosion, and appropriate land care (*e.g.* appropriate stocking rates) should be promoted.

Viewshed protection:

These are areas where developments could impact on the aesthetic quality of a visitors experience in a park. This zone is particularly concerned with visual impacts (both day and night), but could also include sound pollution.

Development guidelines:

Within these areas any development proposals should be carefully screened to ensure that they do not impact excessively on the aesthetics of the park. The areas identified are only broadly indicative of sensitive areas, as at a fine scale many areas within this zone would be perfectly suited for development. Further, very invasive developments outside this zone would also have to be considered.

CURRENT STATUS AND FUTURE IMPROVEMENTS:

Remote areas will still be investigated for possible formal designation as Wilderness Areas in terms of Section 22 of the PAA. Special management overlays which designate specific areas of a park that require special management interventions (e.g. areas requiring rehabilitation) will also be identified. Further, as the park is rapidly expanding, it is anticipated that the zoning will need to be updated regularly. The zonation of the park in areas adjacent to the Nuwejaars River Protected Environment may need to be adjusted to take advantage of any additional opportunities for a more restrictive conservation orientated zoning for areas that are currently on the periphery of the park, as well as to accommodate any joint projects and connections.

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Appendix 4: Maps

Map 1: Regional context

Map 2: Physical features

Map 3: Land tenure

Map 4: Zoning

Map 5: Zoning and sensitivity

Map 6: Buffer zones

Map 7: Infrastructure

Map 8: Vegetation



Map 1: Regional context



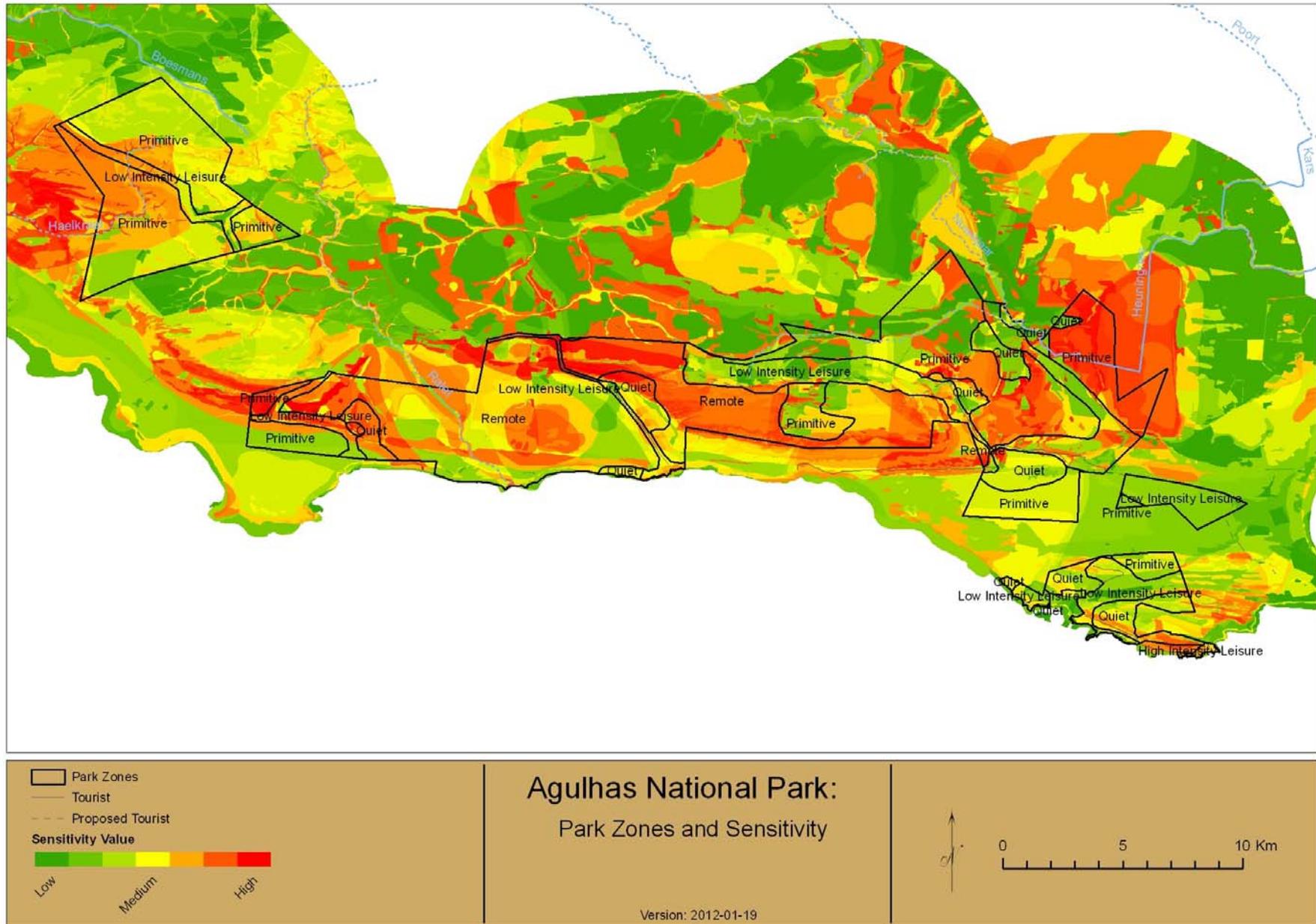
Map 2: Physical features



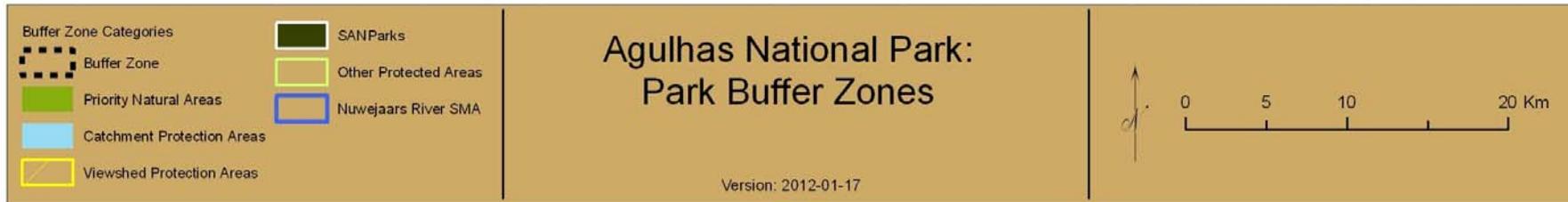
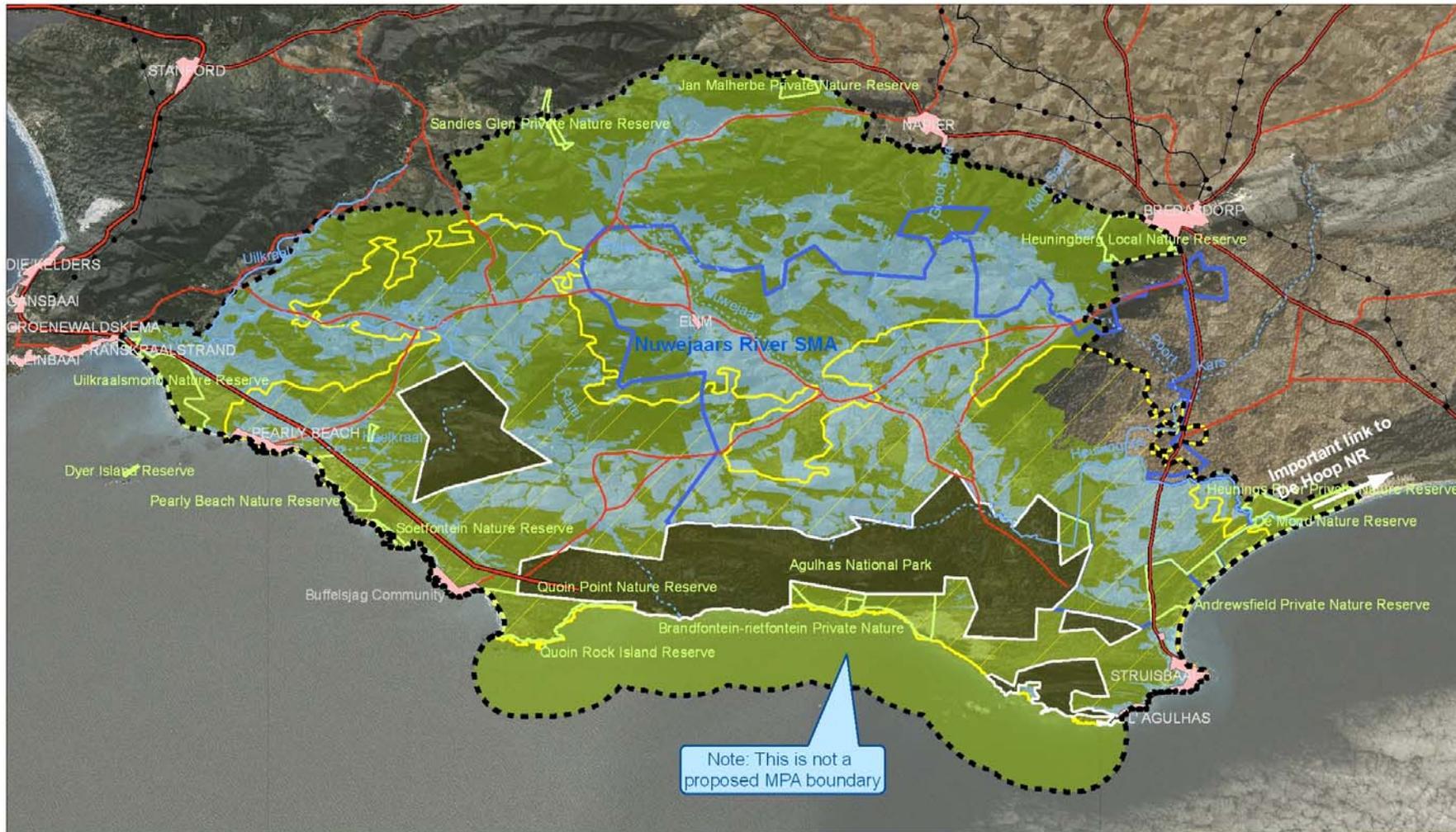
Map 3: Land tenure



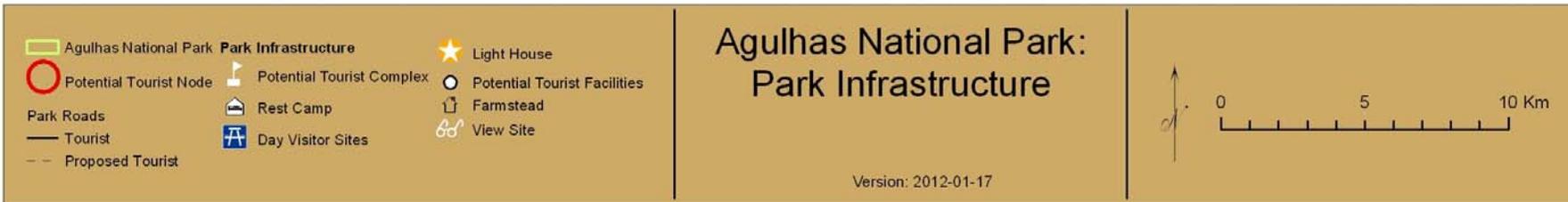
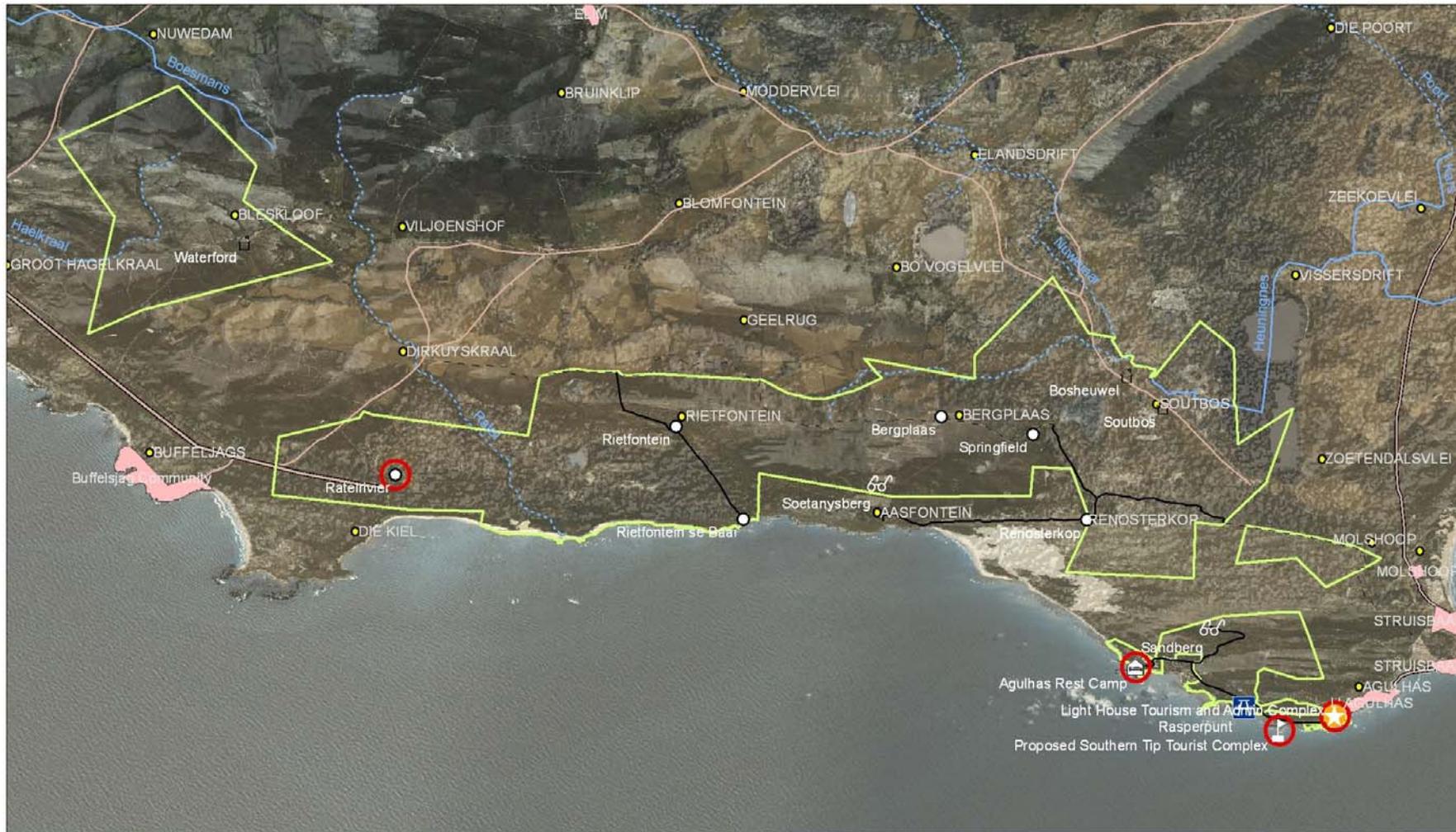
Map 4: Zoning



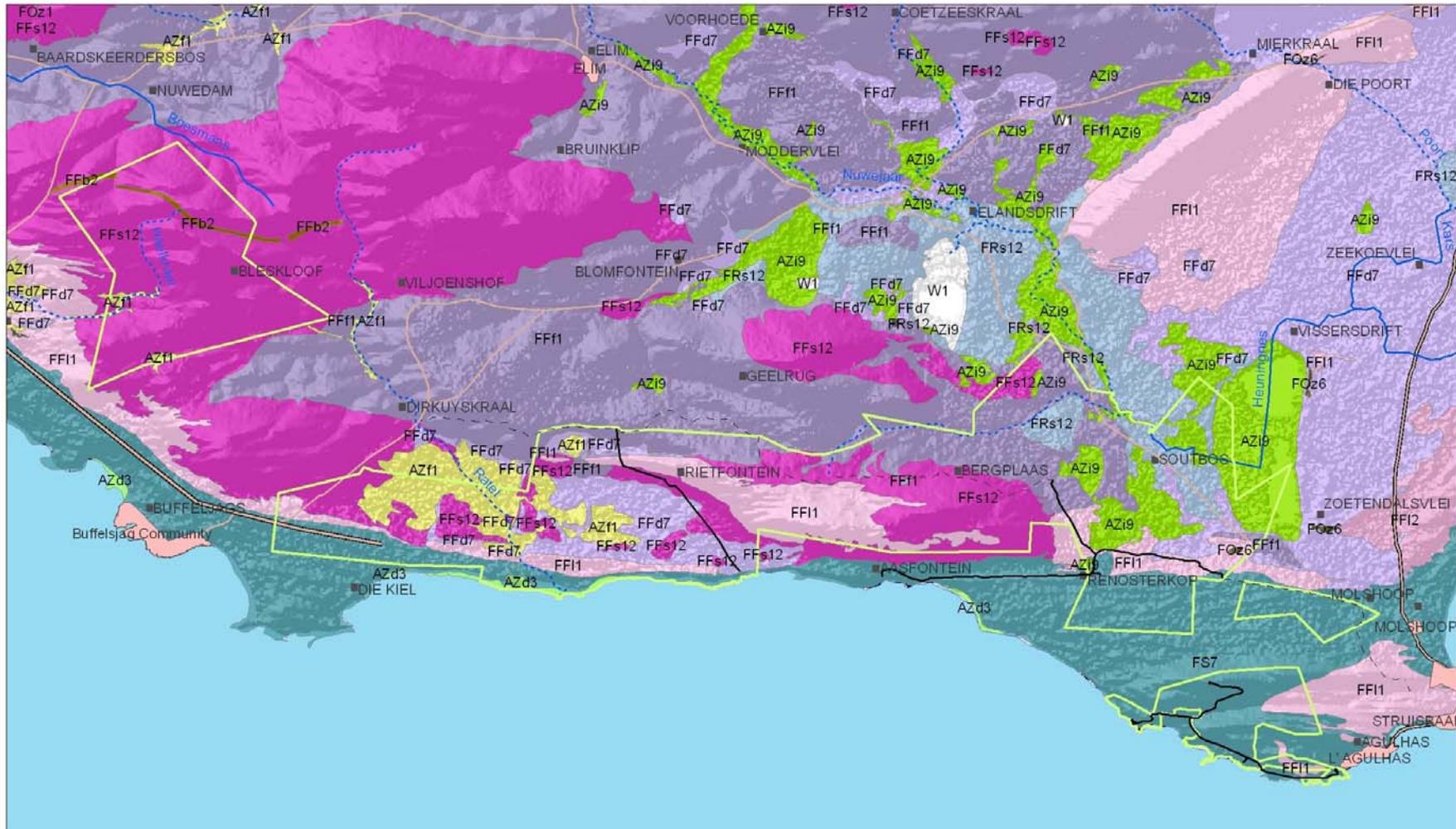
Map 5: Zoning and sensitivity



Map 6: Buffer zone



Map 7: Infrastructure



Agulhas National Park	FFI 1 Agulhas Limestone Fynbos
SA VegMap (2006)	FRs 12 Central Rens Shale Renosterveld
FFs 12 Overberg Sandstone Fynbos	FS 7 Overberg Dune Strandveld
FOz6	AZd 3 Cape Seashore Vegetation
FFd 7 Agulhas Sand Fynbos	AZf 1 Cape Lowland Freshwater Wetlands
Ffb 2 Western Coastal Shale Band Vegetation	AZi 9 Cape Inland Salt Pans
FFI 1 Elim Ferrirete Fynbos	

Agulhas National Park: Vegetation

Version: 2012-01-17

Map 8: Vegetation