South African
NATIONAL PARKS

United Nations
Educational, Scientific and
Cultural Organization

Cape Floral Region Protected Areas
inscribed on the World
Heritage List in 2004

# Agulhas National Park

# Park Management Plan

**For the period 2020 - 2029**

# Invitation to comment

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# Section 1: Authorisation

This management plan is hereby internally accepted and authorised as required for managing the Agulhas National Park (ANP) in terms of Sections 39, 40 and 41 of the National Environmental Management: Protected Areas Act No. 57 of 2003 (NEM: PAA) and chapter 4 of the World Heritage Convention Act (Act No. 49 of 1999) (WHCA).

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# Glossary

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| **Climate change** | Any significant long-term change in the expected pattern of temperature, precipitation, wind and/or other measures of climate in a particular region, as a result of changes in the earth's atmosphere. |
| **Climate change adaptation** | Anticipating the negative effects of climate change (*e.g.* uncertain rainfall, increased temperatures) and taking appropriate action to reduce vulnbrability, *i.e*. preventing or minimising the damage of predicted change, or taking advantage of opportunities that may arise. |
| **Contractual park** | An area which has been declared as National Park through the Minister and which contributes to the objectives of a National Park, but of which SANParks is not the land owner. Contractual National Park agreements and/or co-management agreements are signed, and SANParks may be assigned to be part of a joint management authority through a range of possible institutional arrangements. |
| **Desired state** | The park desired state is based on a collectively developed vision and set of objectives of the desired future conditions (that are necessarily varying, across the full V-STEEP range) that stakeholders desire. |
| **Interpretation** | Interpretation is the communication of information about, or the explanation of, the nature, origin, and purpose of historical, natural, or cultural resources, objects, sites and phenomena using personal or non-personal methods. |
| **MICE** | Meetings, Incentives, Conferences and Events. Used to refer to all function types available. |
| **Mission** | An articulation of the Vision that describes why the park exists and its overall philosophy on how to achieve its Vision. |
| **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. |
| **Responsible tourism** | Tourism that maximises benefits to local communities, minimises negative social or environmental impacts, and helps local people conserve fragile cultures, habitats and species. |
| **Servitude** | A "servitude" shows a registered right that an entity / person has over the immovable property of another. It allows the holder of the servitude to do something with the other person's property, which may infringe upon the rights of the owner of that property. |
| **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 the National Environmental Management: Biodiversity Act, (Act No. 10 of 2004) (NEM: BA). |
| **Strategic adaptive management** | Srategic adaptive management integrates research, planning, management and monitoring in repeated cycles of learning how to better define and achieve goals. Built on the assumption that natural systems are complex, our knowledge is imperfect but we can learn from purposeful goals and actions. |
| **Universal access** | Refers to the design of products, devices, services, or environments to cater for people with disabilities. |

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| **Vision** | A word 'picture' of the future, or what the stakeholders see as the desired long-term 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 – including cultural heritage, technological, ecological, economic 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 aspects provide context and are used to develop a broadly acceptable vision for the future. |

# Acronyms and abbreviations

| | | |
|---|---|---|
| 1 | ABI | Agulhas Biodiversity Initiative |
| 2 | AMSL | Above Mean Sea Level |
| 3 | ANP | Agulhas National Park |
| 4 | AO | Administration Officer |
| 5 | APO | Annual Plan of Operations |
| 6 | BDU | Business Development Unit |
| 7 | BSC | Balance Scorecard |
| 8 | BSP | Biodiversity Social Projects |
| 9 | CALM | Cape Agulhas Local Municipality |
| 10 | CAPE | Cape Action Plan for People and Environment |
| 11 | CAPEX | Capital Expenditure |
| 12 | CBD | Convention on Biological Diversity |
| 13 | CDF | Conservation Development Framework |
| 14 | CFR | Cape Floral Region |
| 15 | CFRPA WHS | Cape Floral Region Protected Areas World Heritage Site |
| 16 | CITES | Convention on International Trade in Endangered Species |
| 17 | CMA | Catchment Management Agency |
| 18 | CML | Coastal Management Line |
| 19 | CPF | Co-ordinated Policy Framework |
| 20 | CRMF | Corporate Risk Management Framework |
| 21 | CSD | Conservation Services Division |
| 22 | CSIR | Council for Scientific and Industrial Research |
| 23 | DAFF | Department of Agriculture, Forestry and Fisheries |
| 24 | DEA | Department of Environmental Affairs |
| 25 | DEAT | Department of Environment Affairs and Tourism |
| 26 | DFFE | Department of Forestry, Fisheries and the Environment |
| 27 | DM | Duty Manager |
| 28 | DWS | Department of Water and Sanitation |
| 29 | EBA | Ecosystem Based Adaptation |
| 30 | EBSA | Ecological or Biological Significant marine Area |
| 31 | EE | Environmental Education |
| 32 | EIA | Environmental Impact Assessment |
| 33 | EMP | Environmental Management Plan |
| 34 | EPWP | Expanded Public Works Programme |
| 35 | FEPA | Freshwater Ecosystem Priority Area |
| 36 | GG | Government Gazette |
| 37 | GN | Government Notice |
| 38 | GOFPA | Greater Overberg Fire Protection Agency |
| 39 | HIL | High Intensity Leisure |
| 40 | HOD | Head of Department |
| 41 | IAS | Invasive and Alien Species |
| 42 | IDP | Integrated Development Plan |
| 43 | IUCN | International Union for Conservation of Nature |
| 44 | km | Kilometer |
| 45 | LIL | Low Intensity Leisure |
| 46 | LLP | Lower Level Plan |
| 47 | LUMS | Land Use Management Scheme |
| 48 | METT | Management Effectiveness Tracking Tool |

| | | |
|---|---|---|
| 49 | NGO | Non-Governmental Organisation |
| 50 | NBSAP | National Biodiversity Strategy and Action Plan |
| 51 | NEMA | National Environmental Management Act (Act No. 107 of 1998) |
| 52 | NEM: BA | National Environmental Management: Biodiversity Act (Act No. 10 of 2004) |
| 53 | NEM: ICMA | National Environmental Management: Integrated Coastal Management Amendment Act (Act No. 36 of 2014) |
| 54 | NEM: PAA | National Environmental Management: Protected Areas Act (Act No. 57 of 2003) |
| 55 | NHRA | National Heritage Resources Act (Act No. 25 of 1999) |
| 56 | NPAES | National Protected Areas Expansion Strategy |
| 57 | NPTSA | National Parks Trust of South Africa |
| 58 | NTSS | National Tourism Sector Strategy |
| 59 | NWSMA | Nuwejaars Wetland Special Management Area |
| 60 | ODM | Overberg District Municipality |
| 61 | OLM | Overstrand Local Municipality |
| 62 | OHS | Occupational Health and Safety |
| 63 | OPEX | Operational Expenditure |
| 64 | PFMA | Public Finance Management Act (Act No. 1 of 1999) |
| 65 | PM | Park Manager |
| 66 | PoE | Portfolio of Evidance |
| 67 | PPD | Park Planning and Development |
| 68 | PPP | Public Private Partnership |
| 69 | PPRI | Plant Protection Research Institute |
| 70 | RCM | Regional Communication Manager |
| 71 | RGM | Regional General Manager |
| 72 | RMM | Regional Marketing Manager |
| 73 | RoD | Record of Decision |
| 74 | RT | Responsible Tourism |
| 75 | SAHRA | South African Heritage Resources Agency |
| 76 | SAM | Strategic Adaptive Management |
| 77 | SANBI | South African National Biodiversity Institute |
| 78 | SANDF | South African National Defence Force |
| 79 | SANParks | South African National Parks |
| 80 | SANS | South African National Standard |
| 81 | SAPS | South African Police Service |
| 82 | SCM | Supply Chain Management |
| 83 | SDF | Spatial Development Framework |
| 84 | SET | Socio-economic Transformation |
| 85 | SETO | Socio-economic Transformation Officer |
| 86 | SHEQ | Safety, Health, Environment and Quality |
| 87 | SMME | Small, Medium and Micro Enterprise |
| 88 | SoAIM | State of Area Integrity Management |
| 89 | SoB | State of Biodiversity |
| 90 | SOP | Standard Operating Procedure |
| 91 | SR | Section Ranger |
| 92 | SS | Scientific Services |
| 93 | SSC | Species of Special Concern |
| 94 | SWSA | Strategic Water Source Area |
| 95 | TNPA | Transnet National Port Authority |
| 96 | TPC | Threshold of Potential Concern |
| 97 | TS | Technical Services |
| 98 | UA | Universal Access |
| 99 | UNESCO | United Nations Educational, Scientific and Cultural Organisation |
| 100 | V-STEEP | Values - Social, Technological, Ecological, Economic and Political |
| 101 | WfW | Working for Water |
| 102 | WHCA | World Heritage Convention Act (Act No. 49 of 1999) |
| 103 | WWF | World Wildlife Fund |

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# Executive summary

In compliance with the NEM: PAA, SANParks is required to develop a management plan for each of its protected areas. The object of a management plan is to ensure the protection, conservation and management of the protected area concerned in a manner which is consistent with the objectives of the NEM: PAA and for the purpose for which it was declared. During the revision of the current management plan for the park, SANParks has reviewed the biodiversity conservation, Responsible Tourism and socio-economic components that make up its core business, whilst ensuring increased emphasis on strengthening stakeholder relationships and communication, continual learning, adaptive management and good governance.

An important objective for SANParks is to promote responsible experiential opportunities and products for visitors to appreciate and value national parks. Whilst the primary mandate of SANParks is that of the conservation of biodiversity, it also recognises that Responsible Tourism also offers SANParks the best possible opportunity to supplement much needed funding for operational needs but also provides South Africa with an internationally recognised nature-based tourism destination of choice, further constituting an economically and culturally valuable asset to the region in which it occurs.

The desired state of the park is based on its vision, mission, vital attributes and objectives, whilst fully acknowledging that the park is embedded within a broader land use mosaic. It encompasses the characteristic biodiversity components, including ecosystem services, processes and associated cultural, historical and scenic features while facilitating the sharing of benefits with the neighbouring communities by creating a range of consumptive and non-consumptive benefits such as job opportunities, other forms of income generation, access to resources and other opportunities, while remaining informed and constrained by its biodiversity values. Programmes to achieve the desired state fall within eight categories, *i.e.* Regional Integration, Biodiversity Conservation, Responsible Tourism, Cultural Heritage, Stakeholder Engagement, Access and Benefits and Effective Park Management.

The focus on integrated land use over the next ten years will seek to deliver on the consolidation and development of the park in pursuit of resilient ecosystems and the protection of cultural and historic heritage associated with the park. Major focus will also be placed on sustainable ecosystem services and the unlocking of socio-economic benefits, as well as to strengthen the park's position as a draw card for tourism in the region and the unlocking of the tourism potential within a consolidated park. Equally important will be the emphasis placed on stakeholder engagement to improve communications, co-operation and mutually beneficial relationships with communities and all spheres of government where applicable. Simultaneously the park will strive to improve access to the park and diversified benefit in the region as a result from the park's existence in the Overberg region. Heritage tourism opportunities, including natural and cultural, have been identified and the park will endeavour to improve the current products and activities, while also aiming to launch new and upgraded products and activities within the next ten years.

The first management plan for the park was submitted to and approved by the Department of Environment Affairs and Tourism (DEAT) in 2008. The first revised management plan was approved by the Department of Environmental Affairs (DEA) in 2013. This second review builds on the foundation of the previous plans and seeks not only to improve it but also to ensure that it remains relevant in a continually changing society. The layout of the plan follows the format provided in the guideline drawn up by the DEA (Cowan and Mpongoma, 2010), whilst also incorporating the adaptive planning process adopted by SANParks. Stakeholders from local and district municipalities, other organs of state, traditional authorities, non-governmental organisations (NGOs), local and metropolitan areas were consulted through public meetings, focus groups meetings, and written inputs (see Appendix 2).

# Introduction

This Management Plan will provide the broad strategic and operational framework for the management of the park, thereby ensuring the protection of the SANParks values and achievement of the goals and objectives of the park within the context of the broader regional landscape over the next 10 years. The plan serves as the key driving document and 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, programmes at strategic and operational levels and costing.

This Management Plan will come into effect following the approval by the Minister of the Department of Forestry, Fisheries and the Environment (DFFE) in terms of sections 39, 40 and 41 of the NEM: PAA and chapter 4 of the WHCA. It is intended to be implemented over a timeframe of 10 years after commencement but may be replaced earlier by a subsequently approved plan. SANParks will review this plan no later than 10 years after the commencement date.

The plan contains the following sections**:**

- **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 Section 10 of the plan;
- **Section 6** - outlines the zoning plan;
- **Section 7** - describes access 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 programmes, objectives and activities with cost estimates. Monitoring and evaluation are integrated into the actions;
- **Section 11** - contains detailed costing of the programmes; and
- **Appendices** to this plan contain further details such as declarations, stakeholder participation report, park development framework, internal rules and maps.

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# Section 2: Legal status

### 2.1 Name of the area

The name of the area is the Agulhas National Park (hereafter referred to as the park). The park was initially declared on 23 September 1999 (Government Notice (GN) 1135 in Government Gazette (GG) 20476). A full list of the declarations appears in Appendix 1.

### 2.2 Location

The park lies about 260 km south east of Cape Town and 37 km south south-west of Bredasdorp, situated on the Agulhas Plain in the Overberg region of the Western Cape Province. It extends approximately 45 km along the coast, from Pearly Beach (S 34º 35', E 19º 21') in the west to L'Agulhas (S 34º 49', E 20º 03') in the east and extends between one and 25 km inland from the coastline (Appendix 6, Map 1). 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 Agulhas Plain, a geographic area from the Klein River mouth to the Breede River of approximately 270,000 ha, was identified as a conservation priority by SANParks in 1986. Originally based on a conservation planning exercises, it was recommended that 8 % of the Agulhas Plain (*i.e*. 1,500 km$^2$) should be afforded formal conservation status. The Agulhas Plain is the southernmost portion of the Cape Floral Region (CFR), an area of exceptional floristic diversity and endemism. The most suitable for the establishment of a protected area was along the coast. A broad land consolidation plan for the proposed new national park was compiled, which provided a strategic framework for the expansion of the park.

The establishment of the new Agulhas National Park was approved by the SANParks Board in early 1996. The initial vision for the development of the park was as follows:

- Conserve the biologically rich Cape lowland fynbos;
- Conserve the high priority freshwater ecosystems (unique wetland system);
- Protect the geographic location of the southernmost tip of the African continent; and
- Conserve the rich cultural heritage of the area.

In 1998 SANParks purchased four ha of land at the southernmost tip of the African continent to establish the new national park. The park was further expanded around the Cape Agulhas lighthouse in 1999 (comprising land acquired by the National Parks Trust and Portnet land contracted into the park), which included the Cape Agulhas Lighthouse, the second oldest working lighthouse on the South African coast and declared a national monument (provincial heritage site) in 1973.

Today the park stretches from the Cape Agulhas Lighthouse in the east to the Ratelrivier section in the west. The Waterford portion, purchased in 2007, is currently separate from the rest of the park. In 2014 land west of the rest camp was incorporated which consolidated the eastern section of the park.

### 2.4 Description of the Cape Floral Region Protected Areas World Heritage Site

The Cape Floral Region Protected Areas World Heritage Site (CFRPA WHS) was inscribed in 2004 on the United Nations Educational, Scientific and Cultural Organisation (UNESCO) World Heritage List based on natural criteria (ii) and (iv). The CFRPA WHS covers much of the Western Cape Province, extending eastwards into the Eastern Cape Province and reaching marginally into the Northern Cape. In the south and west, the region is restricted by the ocean

while the interior margins are formed eastwards by the Thicket-, Succulent Karoo- and Nama-Karoo Biomes. The Succulent Karoo- and the Maputaland-Pondoland-Albany (thicket) region are internationally recognised biodiversity hotspots. The CFRPA WHS has been recognised as one of the most special places for plants in the world in terms of diversity, density and number of endemic species. The property is a highly distinctive phytogeographic unit which is regarded as one of the six floral kingdoms of the world and is by far the smallest and relatively the most diverse.

The CFRPA WHS was inscribed in 2004 on the UNESCO World Heritage List for the natural Outstanding Universal Value of the site of criteria (ii) and (iv):

*Criterion (ii): Ecological processes:* The CFR is considered of outstanding universal value for representing ongoing ecological and biological processes associated with the evolution of the unique fynbos biome. These processes are represented generally within the CFR and captured in the eight nominated clusters. Of particular scientific interest are the plant reproductive strategies including the adaptive responses to fire of the flora and the patterns of seed dispersal by insects. The pollination biology and nutrient cycling are other distinctive ecological processes found in the site. The CFR forms a centre of active speciation where interesting patterns of endemism and adaptive radiation are found in the flora. The International Union for the Conservation of Nature (IUCN) decided that the nominated site meets this criterion.

*Criterion (iv): Biodiversity and Threatened Species:* The CFR is one of the richest areas for plants than for any similar sized area in the world. The number of species per genus within the CFR (9:1) and per family (52) are among the highest given for various species-rich regions in the world. The species density in the CFR is also amongst the highest in the world. It displays the highest levels of endemism at 31.9 % and it has been identified as one of the world's 35 biodiversity hot spots. The IUCN decided that the nominated site meets this criterion. The CFR has areas of high natural beauty and aesthetic importance, including Table Mountain, Cape Point and the coast of the De Hoop Nature Reserve. However, these are secondary values to its floral ones.

In 2015 the World Heritage Centre of UNESCO approved the extension of the CFRPA WHS to include amongst others the park, on the basis of criteria (ix) and (x)**.** It is one of the world's great centres of terrestrial biodiversity. The extended CFRPA WHS includes national parks, nature reserves, wilderness areas, State forests and mountain catchment areas. These elements add a significant number of endemic species associated with the fynbos vegetation, a fine-leaved sclerophyllic shrubland adapted to both a Mediterranean climate and periodic fires, which is unique to the CFR.

The CFRPA WHS has been extended under natural criteria namely (ix) and (x):

*Criterion (ix): Ongoing biological and ecological processes:* The CFR forms a centre of active speciation where interesting patterns of endemism and adaptive radiation are found in the flora. In addition to the natural processes of primary production, nutrient recycling, climatic extremes, predation and herbivory, competition, specialized pollination guilds and major natural episodic events such as severe floods and droughts, the Cape flora is dependent on natural fire regimes.

*Criterion (x): Biological diversity and threatened species:* The CFR has exceptionally high plant species richness and endemism. Some 68 % of the estimated 9,000 plant species in the region are endemic, with 1,799 species identified as threatened and with 3,250 species of conservation concern. The CFR has been identified as one of the world's 35 biodiversity hot spots.

**Integrity**

The originally inscribed CFRPA WHS comprised eight protected areas covering a total area of 557,584 ha, and included a buffer zone of 1,315,000 ha. The extended CFRPA WHS comprises 1,094,742 ha of protected areas and is surrounded by a buffer zone of 798,514 ha. The buffer zone is made up of privately owned, declared Mountain Catchment Areas and other protected areas, further supported by other buffering mechanisms that are together designed to facilitate functional connectivity and mitigate for the effects of global climate change and other anthropogenic influences.

The collection of protected areas adds up in a synergistic manner to present the biological richness and evolutionary story of the CFR. All the protected areas included in the property, except for some of the privately owned, declared Mountain Catchment Areas, have existing dedicated management plans, which have been revised, or are in the process of revision in terms of the NEM: PAA. Mountain Catchment Areas are managed in terms of the Mountain Catchment Areas Act. Progress with increased protection through public awareness and social programmes to combat poverty, improved management of mountain catchment areas and stewardship programmes is being made.

**Requirements for protection and management**

The serial world heritage site and its component parts, all legally designated protected areas, are protected under the NEM: PAA. The property is surrounded by extensive buffer zones (made up of privately owned, declared Mountain Catchment Areas and other protected areas) and supported by various buffering mechanisms in the region. Together, these provide good connectivity and landscape integration for most of the protected area clusters, especially in the mountain areas. The protected areas that make up the property are managed by three authorities: SANParks, Western Cape Nature Conservation Board (CapeNature) and Eastern Cape Parks and Tourism Agency. These authorities, together with the national Department of Environment, Forestry and Fisheries make up the Joint Management Committee of the property. All of the sites are managed in accordance with agreed management plans, however, there is a recognised need for a property-wide management strategy in the form of an Environmental Management Framework.

Knowledge management systems are being expanded to advise improved planning and management decision-making, thus facilitating the efficient use of limited, but increasing, resources relating in particular to the management of fire and invasive alien species. The provision of long-term, adequate funding to all of the agencies responsible for managing the property is essential to ensure effective management of the multiple components across this complex serial site.

Invasive alien species and fire are the greatest management challenges facing the property at present. Longer-term threats include climate change and development pressures caused by a growing population, particularly in the Cape Peninsula and along some coastal areas. These threats are well understood and addressed in the planning and management of the protected areas and their buffer zones. Invasive species are being dealt with through manual control programmes that have been used as a reference for other parts of the world.

**2.5 Contractual agreements**

Contractual agreements remain one of the options available for communities, private landowners and state entities to become part of the park and to improve the ecosystem services and connectivity of the park, whilst contributing to other core functions such as responsible tourism, socio-economic benefits and management considerations *e.g.* safety and security, invasive alien species management and countering other risk factors. In this regard the National Parks Trust of South Africa (NPTSA), Transnet National Port Authority (TNPA) and World Wildlife Fund (WWF) have acquired land for inclusion into the park. As per the notarial agreements, these land parcels are fully managed by SANParks. Table 1 below provides a summary of the land parcels that have contractually been included into the park.

Table 1. Private land included, by declaration and still to be declared, into the park.

| Title deed | Farm name | Portion No | Extent (Ha) | Owner | Government Gazette No | Proclamation date | Period |
|---|---|---|---|---|---|---|---|
| T6008/1902 | Paapekuil Fontein 281 | 3 | 42.7573 | TNPA | 20476 | 23 September 1999 | 99-year notarial lease |
| T8384/1902 | Paapekuil Fontein 281 | 4 | 14.2067 | | | | |
| T7503/1907 | Paapekuil Fontein 281 | 8 | 38.2464 | | | | |
| T2520/1931 | Paapekuil Fontein 281 | 17 | 0.9935 | | | | |
| T39475/2014 | Paapekuil Fontein 281 | 14 | 359.5727 | WWF | To be declared | | |
| T87716/1998 | Paapekuil Fontein 281 | 36 | 4.0548 | NPTSA | 25562 | 17 October 2003 | 99-year notarial lease |
| T83403/2000 | Rhenosterkop 285 | 3 | 180.6028 | WWF | 26615 | 30 July 2004 | 99-year notarial lease |
| T83403/2000 | Rhenosterkop 285 | 5 | 210.4035 | | | | |
| T83403/2000 | Sout Bosch 286 | 5 | 366.6502 | | | | |
| T83403/2000 | Sout Bosch 286 | 7 | 607.4721 | | | | |

### 2.6 Management agreements

The park currently has three management agreements comprising of 10 portions of land totalling 1,824 ha as a contractual land agreement. An important agreement is between the TNPA and SANParks which marked the formal declaration of the park in 1999. The key elements of the agreement are:

- TNPA 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.

### 2.7 Total area

The park is currently 21,679 ha in size of which 19,221 ha are declared while 2,458 ha are in the process of being declared (Appendix 6, Map 3).

### 2.8 Highest point

The highest point in the park is Waterford at 309 m (1,013 feet) above mean sea level (AMSL). As per setion 47 of NEM: PAA, the airspace above the park up to 2,500 feet above the highest point, is also deemed national park (Appendix 6, Map 2). Therefore, the park's airspace ranges from ground level to 3,513 feet AMSL.

### 2.9 Municipalities within which the park falls

The park is situated within and / or adjacent to the following district and local authority:

- Overberg District Municipality (ODM);
  - Cape Agulhas Local Municipality (CALM); and
  - Overstrand Local Municipality (OLM).

### 2.10 Land claims

There is no land claim registered against any land portion within the park.

### 2.11 International, national and provincial listings

The CFRPA WHS was added to the World Heritage List in 2004 on the basis of natural criteria (ii) and (iv) and was extended in 2015 to include amongst others the park**,** on the basis of criteria (ix) and (x)**.**

### 2.12 Environmental authorisations

An environmental authorisation has been issued for the following project:

- Construction of the Cape Agulhas Lighthouse Presinct Development (environmental authorisation 12/12/20/610/14/6).

### 2.13 Biophysical description

#### 2.13.1 Climate

##### 2.13.1.1 Historic

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

##### 2.13.1.2 Future

A maximum increase of 2 ºC by 2050 is predicted for the Agulhas region (DEA, 2013; Driver *et al*., 2012; Holness & Bradshaw, pers. comm.). While this increase will not see Agulhas becoming uncomfortably hot, such an increase would have significant implications for the management of fires and the spread of some diseases. Over the last 50 years (1960 – 2009), average minimum temperatures have already increased by 0.75 °C, while average maximum temperatures recorded at the lighthouse station have increased by 1.2 °C (van Wilgen *et al*., 2016). As a result of this change, the daily temperature range has also increased by 0.45 °C. Although no major changes are predicted in the fynbos biome as a whole in this region as a result of climate change by 2050, it is expected that the distribution of species will begin to change. Ericas have been found to be susceptible to drought, while plant diseases might also become more prevalent. More high-fire risk days are already being experienced, and should fire frequency increase, alien species might be favoured over natural vegetation (van Wilgen & Herbst, 2017).

While changes in rainfall are less certain, an additional concern for Agulhas with regard to climate change is sea-level rise, and an increase in storm surges, which will have implications for the park's wetlands and coastal areas. Such changes may affect the attractiveness and usefulness of these areas for tourism, as well as reducing habitat for migratory and resident waders and waterfowl. An increase in heavy downpours, one of the likely predictions for rainfall, would have similar effects, as well as increasing erosion along tourist and other routes.

#### 2.13.2 Topography

The park comprises a gently rolling, coastal lowland landscape (Cowling & Holmes, 1992). 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 (Cowling & Bond, 1991). A series of small limestone outcrops (islands) occur between 0.5 and 4.5 km east of the main exposure. All the islands are essentially lanceolate in shape with the long axis running north-south. The limestone islands are probably the remnants of a more extensive exposure although there have been detailed studies on the geomorphological processes in that area (Thwaites, 1987; Cowling & Bond, 1991).

### 2.13.3 Geology, geomorphology and soil

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 (Thwaites & Cowling, 1988):

- The Die Dam system, occurring along the coast with medium to coarse sands;
- The Moddervlei system, restricted to the eastern part of the area and with a bisequel, duplex profile with alluvial or colluvial topsoil 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, Soetanysberg and Heuningrug with its shallow, well-drained, grey calcareous sands; and
- The Bredasdorpberge system, occurring mainly in the western half of the area and consisting of acidic, highly leached, moderately to excessively drained soils.

### 2.13.4 Freshwater ecosystem

The Agulhas Plain is unique in that a wide variety of aquatic ecosystems (rivers, wetlands and estuaries) occur in the area. This contributes to a high diversity of plants and animals. Russell and Impson (2006) documented the aquatic systems in the park and adjacent areas with an emphasis on the fishes. They found that the water salinity within the park ranged from 0.2 mg/kg in the Ratel River to 198 mg/kg in the saltpans. The park had five marine and three freshwater fish species recorded and four alien invasive species abnely European carp *Cyprinus carpio,* bluegill *Lepomis macrochirus,* largemouth bass *Micropterus salmoides and* spotted bass *Micropterus punctulatus*. The wetlands attract over 60 water bird species and over 21,000 migrant and resident wetland birds annually, with the highest numbers recorded at Soetendalsvlei.

**Rivers**

The rivers of the Agulhas Plain are all situated on the relatively flat coastal plain and, being lower-reach rivers, they widen out and flow sluggishly. Three rivers have their source in the Waterford portion in the west of the park. They are the Hagelkraal-, Ratel- and Boesmans Rivers. The Wolvengat-, Koks-, and Bleskloof Rivers are tributaries of the Ratel River, while the Waterkloof River becomes the Hagelkraal River further downstream. The middle section the Ratel River is outside of the park, but the southernmost section of the river flows through the park again and manifests in the Ratel River wetland near the Ratelrivier homestead. A short section of the Nuwejaars River forms the northern border of the park to the north of Bosheuwel before it flows into Soetendalsvlei. All the rivers are perennial.

**Wetlands**

The park boasts a diversity of freshwater and saline wetlands as found by Russell and Impson (2006). They described the wetlands in terms of their water chemistry. Fisher *et al*. (2017 a & b) have been mapping and classifying (Ollis *et al.,* 2013) the wetlands in the park since 2013. The park covers six sub-quaternary catchments. The Waterford section covers portions of Boesman River (9422), Hagelkraal- (9430) and Ratel River (9428). Melkpan, Vispan and Drie Vleitjies in the Rietfontein area and the southern slopes of Soetanysberg until Brandfontein in the south and Cape Agulhas and Struisbaai are found in catchment 9434. The north facing slopes of Soetanysberg, Bergplaas and Hangnes areas are covered by catchment 9433. Parts of the saltpans, Springfield and Soetendalsvlei are covered by catchment 9432. The mapping still needs to be completed for 9422 and 9432. The main stems of the Hagelkraal and Ratel Rivers have

been classified as Channelled Valley-bottom wetlands. Seeps are found along the slopes. The main Ratel River wetland is a Floodplain wetland. Various large open water bodies have been classified as depressions. The areas around Bergplaas and Hangnes are seeps while the flat areas between Bergplaas and Springfield are classified as flat wetlands.

**2.13.5 Flora**

The terrestrial vegetation is the most significant component of the biota of the park and its protection is vital for the conservation of fynbos as a biome in South Africa. The diversity of habitat types, wetland ecosystems, Red Data plant species and local endemics is unmatched in the Cape Floristic Region (Cowell *et al*., 2018).

The park has nine vegetation types with four classified as high conservation status (Mucina & Rutherford, 2006) (Appendix 6, Map 9):

- Central Rûens shale renosterveld (critically endangered);
- Elim ferricrete fynbos (endangered);
- Agulhas sand fynbos (vulnerable);
- Cape inland salt pans (vulnerable);
- Agulhas limestone fynbos (least threatened);
- Cape lowland freshwater;
- Cape seashore vegetation (least threatened);
- Overberg dune strandveld (least threatened); and
- Overberg sandstone fynbos (least threatened).

The two most endangered vegetation types in Agulhas are renosterveld and the Elim ferricrete fynbos. Renosterveld, now critically endangered, was once widespread on the lowlands of the west coast (the Swartland) and the south coast (the Overberg) and would have supported large numbers of bontebok, quagga and other grazers. However, due to the rich and fertile soils, most of this vegetation has been converted to farmlands. Today less than 3 % of the renosterveld remains as a result of the convertion to agricultural fields of barley, wheat and canola. Small patches are found in the park, mainly on the sides of steeper hills and every effort should be made to protect it. Renosterveld shows a strong resemblance to fynbos but it lacks restioids, whilst proteoids are rare and grows on clay-rich soils that are always less sandy and more fertile than fynbos soils. Renosterveld is characterised by an extremely high diversity of bulbs. Elim ferricrete fynbos is classified as endangered with a large number of Red Data plant taxa found in this open to closed dwarf scrubland areas around Elim and on the Agulhas Plain. A significant high number of endemic Proteaceae are found in this vegetation type.

The low-lying coastal plains consist mostly of Agulhas sand fynbos characterised by open proteoid tall scrubland combined with open to medium dense restoid herbs and undergrowth. Most of the saline pans were coastal lagoons that became dry after having been cut off from the sea. Today these Cape inland salt pans are small depressions dominated by low succulent scrub composed of creeping chenopods and salt-tolerant herbs and grasses. The unique Agulhas limestone fynbos occurs on limestone hills or cliffs. It is floristically very different from other vegetation as it grow in high alkaline soils that would be toxic for most fynbos plants. Limestone fynbos has evolved as a unique flora that shares only a few species in common with sandstone fynbos and sand fynbos.

In general the vegetation on 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

(Cowell *et al.,* 2018). The highest proportion of regional endemics is confined to infertile quartzites and sillicaceous sands, and the lowest proportion confined to relatively fertile shale / ferricrete, whereas the most local endemics are confined to limestone and colluvial acid sands (Cowling & Holmes, 1992; Cowling *et al*., 1994).

### 2.13.6 Fauna

The park's fauna is not as well known as the flora. Inventory lists include 65 mammal, 15 amphibian, 270 bird, three fish and 24 reptile species.

#### Amphibians

Fifteen amphibian species are thought to occur on the Agulhas Plain, of which three species: the Cape platanna *Xenopus gilli*, the micro frog *Microbatrachella capensis* and the western leopard toad *Sclerophrys pantherina* are Red Data listed.

#### Birds

The avifauna of the region is highly diverse with 270 bird species recorded (Agulhas Plain Birding Project), with more than 11 Red Data listed species. There are significant populations of blue cranes *Anthropoides paradiseus* and to a lesser extent Stanley's bustard *Neotis denhamii* (vulnerable) breeding on the inland plains. The Cape vulture *Gyps coprotheres* (endangered) as well as the Red Data listed: stripe flufftail *Sarothrura affinis*, white stork *Ciconia ciconia* and the black harrier *Circus maurus* have been recorded. The Agulhas long-billed lark *Certhilauda brevirostris* which is listed as near threatened is endemic to the Agulhas Plain. Nectivores (sunbirds and sugarbirds) are abundant and important for lowland *Protea*-veld pollination. The wetlands support a diverse assemblage of water birds and the Overberg wheatbelt and the Heuningnes River and estuary system have been recognised internationally as Important Bird Areas for bird conservation (Barnes, 1998). The coastal section of the park supports marine and coastal bird diversity and the near threatened African black oystercatcher *Haematopus moquini* and the rare Damara tern *Sternula balaenarum* breed on the Cape Agulhas coast.

#### Fish

There are only three indigenous fish species of which one, the Burchell's redfin *Pseudobarbus burchelli* is listed as critically endangered, while the other two species the Cape galaxias *Galaxias zebratus and* Cape kurper *Sandelia capensis* are data deficient.

#### Invertebrates

Limited studies on terrestrial invertebrates are available and at least three Red Data butterfly species could occur on the Agulhas Plain. Insects associated with fynbos plants play an important ecological role as pollinators, seed dispersers, and seed predators. Aquatic invertebrate communities are exceptionally diverse.

#### Mammals

Of the 81 terrestrial mammals identified in the Cape Floral Kingdom, 65 species have been recorded or are likely to occur on the Agulhas Plain. The majority of mammals are rodents (21 species) and small carnivores (14 species). Many African rodents feed on flowers, but in the fynbos biome, rodents are important pollinators of a number of Protea species. The Agulhas Plain is one of the strongholds for the widely persecuted honey badger *Mellivora capensis*. Populations of bontebok *Damaliscus pygargus* ssp. *pygargus*, listed as vulnerable are also found in the park. Four near threatened bat species are also listed to likely occur on the Agulhas Plain.

#### Reptiles

Twenty-four reptile species have been recorded, and a further 22 species are likely to occur on the Agulhas Plain. Two snake species, the rare yellow-bellied house snake *Lamprophis fuscus* and the threatened southern dwarf adder *Bitis armata* are present in Agulhas. The Cape dwarf chameleon *Bradypodion pumilum* and the green striped mountain lizard *Tropidosaura montana* are endemic to the area.

### 2.13.7 Marine environment

The park currently does not include a marine conservation area but lies adjacent to or near the coast between the town of L'Agulhas and Quion Point. SANParks' approach is to manage integrated ecosystems by creating contiguous conservation areas linking marine, freshwater and terrestrial systems. According to SANParks policy, it is important to conserve the connectivity across ecosystems, to support natural functions such as fish movement from marine to freshwater and vlei systems, and nutrient and freshwater input from the terrestrial environment into the marine system. The inclusion of the marine area into the park allows for improved management and conservation of marine resources.

The park lies at the extremities of the Indian (Agulhas bioregion) and Atlantic (South Western Cape bioregion) oceanic systems and supports a high diversity of fauna and flora, including many endemic marine species. The coastline of the park falls within an Ecological or Biological Significant marine Area (EBSA) called the Cape Point to Cape Agulhas EBSA **(**https://cmr.mandela.ac.za/EBSA-Portal/South-Africa/Cape-Point-to-Cape-Agulhas**).** The oceanography of the area is dominated by the broad and relatively shallow Agulhas bank. The Agulhas bank has ideal water temperatures and food supply to ensure sustained fish spawning (Shelton & Hutchings, 1982; Swart & Largier, 1987; Richardson *et al*., 1998), and promotes rapid development of eggs and larvae which shortens their exposure to predators and enhances their chance of survival (Checkley *et al*., 1988). Furthermore, the Agulhas bank has an east-west orientation so offshore advection is minimised (Hutchings & Nelson, 1985; Shannon, 1985).

The Cape Agulhas area is important for commercial, recreational and subsistence fisheries for species such as yellowtail, kob, geelbek, snoek, hottentot, red roman and dageraad and several other species, including rock lobster, and abalone (Griffits, 2000; DAFF, 2016). The Heuningnes estuary, has a rich fish diversity *e.g*. a total of 72 fish species from 34 families have been recorded, and is also important for invertebrate fauna such as sand prawn, pencil bait, blood worm, and at least 83 waterbird species (Anchor Environmental Consultants, 2018). Large marine megafauna and top predators like southern right whales, Cape fur seals, great white sharks, as well as penguins and gannets are regularly seen along the coast, where coastal waters provide a key foraging habitat for these species (Crawford *et al.*, 2008; Best, 2000).

## 2.14 Archaeology and cultural heritage

Archaeological proof is continuously found that humanity's ancestors lived on the Southern Cape coast. The cold, nutrient-rich ocean ensured a predictable food source in the form of shellfish, in the intertidal zone. Coupled with this was the diverse CFR, rich in geophytes (bulbs, corms, tubers) which provided a good source of food (www.humanorigin.co.za).

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 archaeological deposits along the coast, links to the era of Khoe-San 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 results of an archaeological study indicated no association between the Late Stone Age middens and fish traps and none of the archaeological sites in the literature suggest fishing on the scale normally associated with fish trapping. In contrast, there was a strong link between the building and use of fish traps amongst historic communities along the south coast. Based on the current evidence a pre-colonial age for the practice of fishing with stonewalled tidal fish traps can no longer be entertained (Hine, 2008).

The historic farms incorporated in the park date back to early European settlement in the 1740's (Burrows, 2007). A string of circular farms stretching to the farm Zoetendals Vallei was established. Sir John Cradock was the first Cape Governor under British rule who introduced a new system of perpetual quitrent. In October 1812 he proclaimed that he would grant land only in perpetual quitrent, which became law in 1813. The following farms in the area that now entail the park, falling in the Swellendam district at the time, were formally registered between 1830 and 1840: Rhenosterkop 285 (1831), Ratelrivier 300 (formerly known as *Buffeljachts Rivier aan de Ratelrivier*, 1831), Buffeljacht 309 (1831), Soutbosch 286 (1836), Rietfontein 293 (1839) and Ruigtefontein 288 (parts of which became Bergplaas in 1955) (1840). Rhenosterkop was declared a provincial heritage site in 1978. In the Strandveld, the farms were large because of natural conditions. Prime areas for settlement was determined by the presence of fresh water. The early settlers followed watercourses wherever possible and rivers, pans, vleis and marshes attracted permanent settlement. Early stock farming in the area was complemented by subsistence farming, including vegetable gardens, as well as living from the veld and the sea. Although much of the Strandveld was well suited to Merino sheep farming, there were many areas without permanent water and rainfall not as much as near the mountains. Most of the inhabitants were the original Dutch settlers and in many cases the land had been in one family for generations. By 1838 it was clear that farming based on only grain and mutton production was not lucrative. By this time wool had already proved its economic worth and by changing from mutton sheep to the dual-purpose Merino, farmers could increase their income considerably (De Jong, 2007). Farming on this scale soon needed more grazing as the natural veld was being overgrazed. Farmers had to plough to plant grazing, mostly alien clover and grain species. The fynbos was also burnt to make way for grassland. To develop the fields the wetlands were drained. Flower farming was introduced in the 20th century and the natural veld was ploughed to replant fynbos and alien specimens from Australia, mostly for overseas markets.

Five centuries ago the Portuguese mariners were the first Europeans to circumnavigate the southernmost tip of Africa and to land in the southern Cape. The contrary winds and reefs made the Agulhas bank the most dangerous passage of the voyage to India and the greatest threat to the eastern sea trade of the Europeans. The stormy Cape had proved to be a signpost of Good Hope, but the Agulhas bank became and has remained a graveyard of mariners, the Coast of Shipwrecks, with 23 shipwrecks recorded along the coastline between L'Agulhas and Die Dam (Laubscher, 2007). The heritage of the Strandveld is closely linked with the shipwrecks along the Cape Agulhas coastline. Many place names come from shipwrecks, for example Soetendalsvlei, Arniston and St Mungobaai, to name but a few. Many traditional trades such as thatching and building come from shipwrecked people who decided to stay behind. They also introduced specific architectural styles, for example the fisherman cottages. Shipwreck wood became a much-needed building material since trees were not in abundance in the Strandveld. Furniture from ships can still be seen in many houses. The descendants of shipwrecked people still live in the Strandveld (Grobbelaar, 2007).

Shipwrecks and the footprints they left behind still play an integral part in the development of the Strandveld/Agulhas cultural landscape. Artefacts that become exposed by weather conditions or sea current movements, are the park's responsibility, in collaboration with the Bredasdorp Shipwreck Museum, to preserve as part of the scientific and cultural heritage. The shipwrecked strangers from the sea, whether they were the Phoenicians, Chinese or Europeans, left behind a heritage in the form of specific skills, naming of places, building material and intermarriage with the local people (Herbert, 2017).

The necessity for a lighthouse at Cape Agulhas was recognised by Colonel C.C. Michell, surveyor-general and civil engineer of the Cape colonial government in the 1830's. The most southerly cape on the African continent is part of a coastline fringed with dangerous reefs, on which more ships have been wrecked than on any other part of the South African coast. Michell visited the Cape in March 1839 and reported finding a suitable spot, namely a low limestone hill that was high enough for a lighthouse and where building materials could be obtained. After the approval of the site and design for the lighthouse (designed by Michell), construction work started late in 1847. On 08 January 1848 the foundation block was laid. The building was constructed of local limestone, quarried from the hillside behind the lighthouse. About 90 workers, most from the Elim Missionary Station, were employed. On 15 December 1848 the lighthouse was declared to be completed and on 01 March 1849 the light was lit. The Cape Agulhas Lighthouse was declared a provincial heritage site in 1973 (De Jong, 2007). It was nominated as an International Historic Civil Engineering Landmark by the American Civil Engineering Association in 2016.

### 2.15 Paleoecology and palaeontology

Paleoecology is a multidisciplinary science and involves the reconstruction of past environments from geological and fossil evidence. The park has an interesting geomorphological history (Thwiates, 1987) and is sensitive to changing global quaternary environments due to its position within various rainfall zones (southern winter and an all-season rainfall zone) (Carr, 2004).

The park contains a variety of aeolianite (rock formed from dune sand, often calcareous) and coastal dune deposits. The Aeolian deposit record spans at least the last ca. 175,000 years which is unusually old for Southern Africa (Carr, 2004). However, the understanding between their relationship with the climatic and sea level fluctuations during the late quaternary is not yet fully researched and documented. Sedimentological and geomorphological studies combined with optical dating, reveal aeolianite development and barrier dune construction spanning at least the last two glacial-interglacial cycles (Carr, 2006) which makes the park an interesting area for paleoecological studies.

**2.16 Socio-economic context**

T/here 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 local municipalities (OLM and CALM) all within the ODM. About 60 % of the region's estimated 129,400 inhabitants live in rural areas. However, there has been, as is the case elsewhere in the country, a tendency towards urbanisation. The unemployment rate for the ODM was estimated to be 13.5 % in 2016 (ODM, 2018). This is lower than the unemployment rate estimated for the Western Cape (18.7 %) during the same period. Although the ODM has shown an increase in employment opportunities, the unemployment rate has increased year-on-year since 2010, indicating that the number of employment seekers are increasing at a faster rate than the creation of employment opportunities in the district.

The main economic sectors that contribute to the Overstrand local economy is the finance, insurance, real estate and business services at 24.3 %, followed by wholesale and retail trade, catering and accommodation at 19.2 % (OLM, 2019). Most of the land is under private or communal ownership and is used mainly for commercial agriculture. In Cape Agulhas, the main economic sectors are the wholesale and retail trade, catering and accommodation at 22.1 % followed by the finance, insurance, real estate and business services at 19.9% (CALM, 2019). Most of the land in this region is also 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 %).

**2.17 Tourism**

This relatively new park is iconic with the southern tip of the African continent being a major attraction on the southern Cape coastline. Protecting the critically endangered renosterveld and fynbos vegetation types, Agulhas draws special interest groups such as botanical and ornithological of nature. Road infrastructure is in early development phase and to access certain sections of the park requires visitors to depart the park and re-enter elsewhere. There are a variety of overnight options available with the Main Camp being the latest addition. This offer magnificent sea view cabins and also the historic Lagoon House. Further to the west the historic Rhenosterkop farmstead has been converted into comfortable visitor accommodation for groups. Further inland there is the more modern farmstead Bergplaas that has also been converted into visitor accommodation. Besides the southern tip attraction with its boardwalks, the visitor can walk around to view the magnificent vegetation, birdlife, coastline and cultural heritage sites such as the tidal fish traps, middens and shipwrecks. Table 2 summarises the overnight facilities available as well as the unit / room occupancy for the 2019 / 2020 financial year:

Table 2. Overnight facilities and unit / room occupancy figures.

| Accommodation summary as at 31 March 2020 | | | | | | |
|---|---|---|---|---|---|---|
| Camp | Description | Number of | | | Category | Unit occupancy (2019 / 2020 financial year) |
| | | Units | Beds | Total beds person capacity | | |
| Agulhas rest camp | Chalet | 10 | 2 | 20 | Economy | 53.4 % |
| | Family chalet | 5 | 4 | 20 | | 45.5 % |
| Bergplaas | Guest house | 1 | 10 | 10 | Economy | 16.7 % |
| Lagoon house | Guest house | 1 | 8 | 8 | Premium | 48.8 % |
| Rhenosterkop | Cottage | 1 | 2 | 2 | Economy | 12.2 % |
| | Family cottage | 2 | 4 | 8 | | 7.6 % |
| Total inventory | Units accommodation | 20 | Beds | 68 | | |
| Overall occupancy | | Accommodation | | | | 42.8 % |

During the 2019 / 2020 financial year, the park achieved a unit occupancy of 42.8 % which is significantly lower than the SANParks average of 69.4 %. The park does not presently offer any camping facilities or guided activities. There was a total of 38,271 visitors in 2019 / 2020, of whom 34,403 (90 %) were day visitors and 3,868 overnight visitors. Of these, 37.2 % were international visitors, 1.1 % from Southern African Development Community countries and 61.6 % local. South African visitors are mostly from the Western Cape, Gauteng and Kwazulu-Natal, and 28.9 % of South African visitors were black. Of the 14,692 international visitors, most were from Germany, Italy and the United Kingdom.

# Section 3: Policy framework

## 3.1 Introduction

SANParks, like all protected area management authorities, is subject to the Constitution of the Republic of South Africa, international agreements and treaties, legislation, national policies and government priorities. The NEM: PAA states the following: The purposes of the declaration of areas as protected areas are (a) to protect ecologically viable areas representative of South Africa's biological diversity and its natural landscapes and seascapes in a system of protected areas; (b) to preserve the ecological integrity of those areas; (c) to conserve biodiversity in those areas; (d) to protect areas representative of all ecosystems, habitats and species naturally occurring in South Africa; (e) to protect South Africa's threatened or rare species; (f) to protect an area which is vulnerable or ecologically sensitive; (g) to assist in ensuring the sustained supply of environmental goods and services; (h) to provide for the sustainable use of natural and biological resources; (i) to create or augment destinations for nature-based tourism; (j) to manage the interrelationship between natural environmental biodiversity, human settlement and economic development; (k) generally, to contribute to human, social, cultural, spiritual and economic development; or (l) to rehabilitate and restore degraded ecosystems and promote the recovery of endangered and vulnerable species.

Section 41 of the NEM: PAA requires that management plans be nested within the context of a co-ordinated policy framework (CPF). The CPF can be downloaded from the SANParks website using the following link http://www.sanparks.org/conservation/park_man/.

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

- 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;
- 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; and
- Policies and guiding principles:
  - Finances and commercialisation;
  - Responsible Tourism;
  - Zoning system in parks;
  - Stakeholder relationships;
  - Management to maintain biodiversity and ecosystem processes;
  - Risk management;
  - Safety and security;
  - Cultural heritage resources;
  - Resource use; and
  - 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. As such, this policy framework is available to stakeholders.

The relationship between the park-specific adaptive management planning cycles and the SANParks CPF is outlined in Figure 1, where the planning cycle for management plans in SANParks is 10 years. The programmes and costing could be revised at shorter time intervals, as required.

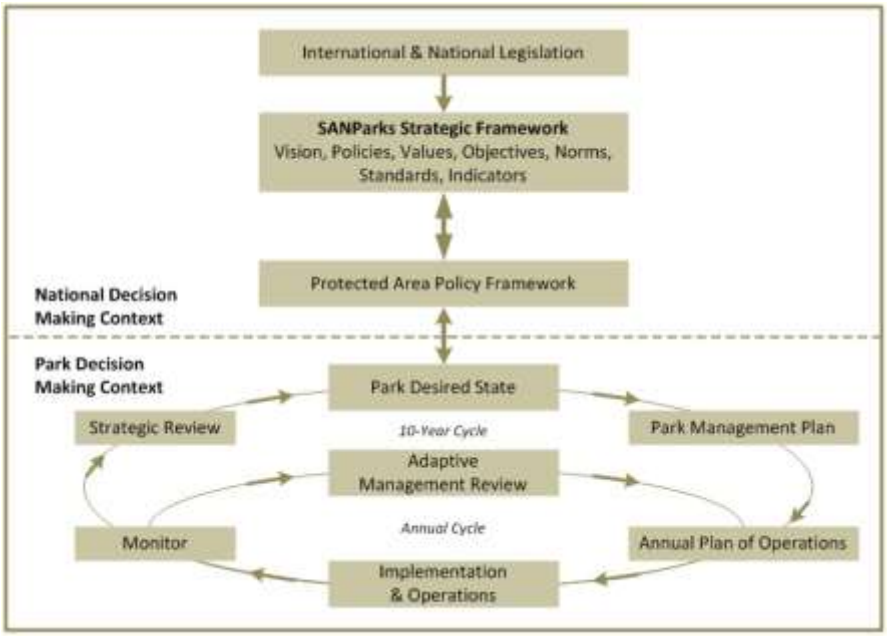


Figure 1. SANParks protected area planning framework.

### 3.2 Strategic adaptive management

Protected areas are increasingly viewed as complex social-ecological systems. The social-ecological coupling acknowledges multiple interactions that take place between people and natural landscapes – even fenced-off protected areas are influenced by external social issues. These systems are regarded as complex because the results of interactions between the social and ecological components, as well as between components within each of these sub-systems, are often unpredictable. A further complication in the management of protected areas is that the suite of stakeholders may have widely varying or even conflicting expectations, based on different worldviews and values. Under these conditions of divergent stakeholder interests and limited predictability, it might be impossible to agree on an optimal solution and similarly it may be unrealistic to expect certainty in terms of management outcomes. Strategic Adaptive Management (SAM) has emerged as the SANParks approach of choice to deal with the complexity and multi-stakeholder tensions that characterise park management decisions (Figure 2). SAM is designed to be strategic (facilitate action with foresight and purpose), adaptive (facilitate learning whilst we are doing) and participatory (facilitate engagement and co-learning with stakeholders) (Grant *et al*., 2008).

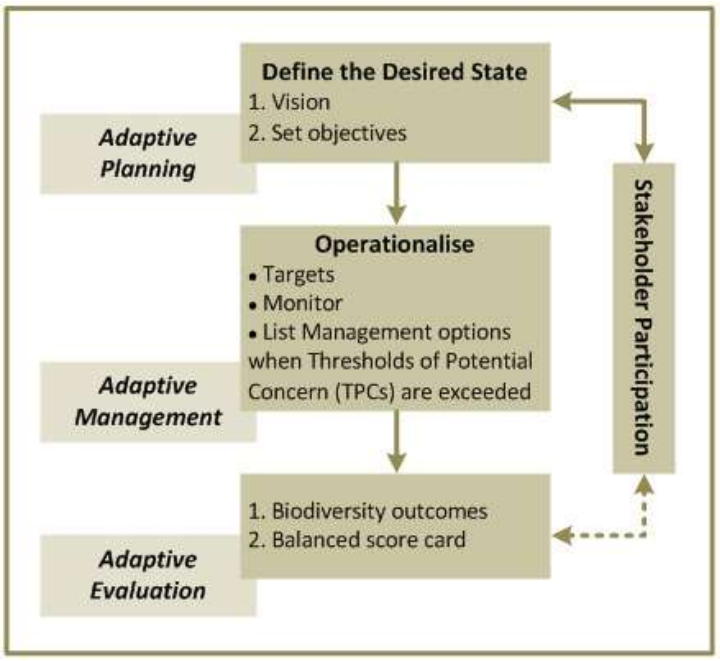


Figure 2. Steps in the adaptive management cycle as used by SANParks.

SAM begins with determining the desired future state of a particular social-ecological system (Figure 3). The aim of this step is to build a sense of common purpose among all relevant stakeholders and to develop a collective roadmap for moving from a current reality to a more desirable social-ecological system. This desired state or vision needs to be described within the context of associated stakeholders and their respective values, as well as social, technological, environmental, economic and political (V-STEEP) influences. Description of the future state is further enriched by deliberating the distinctive and special features (called vital attributes) of the park.

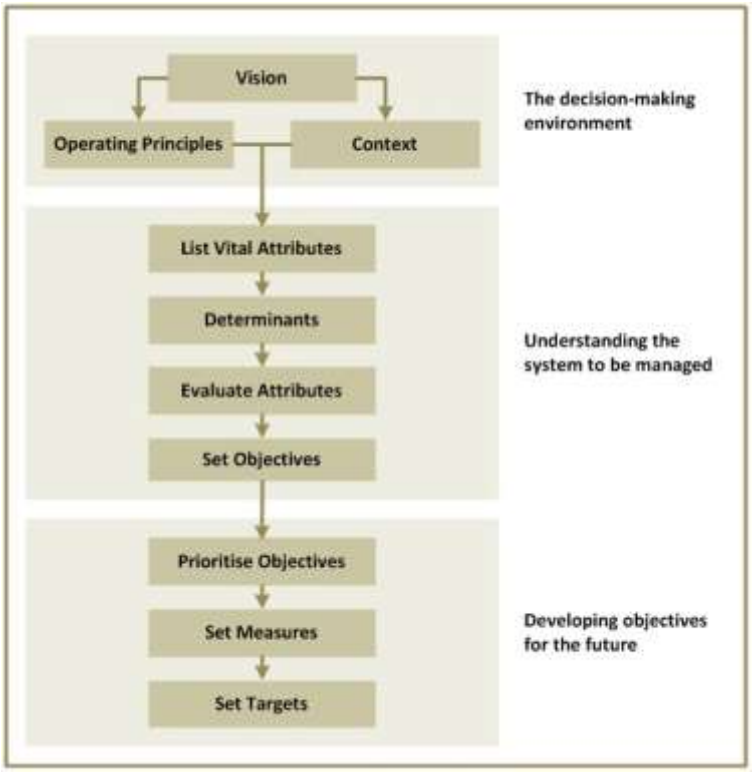


Figure 3. The adaptive planning process as used by SANParks.

The mission, together with the vital attributes of the system to be managed, informs the setting of objectives. A nested hierarchy of objectives starts with high-level objectives that are deconstructed into a series of lower-level objectives and, ultimately, management options for achieving those objectives. Alternative management options are considered by looking at resources, constraints, potential threats and risks associated with a particular management option, while anticipating likely results. From these options, the most appropriate is selected, followed by a planning stage and implementation.

A critical component of SAM is to monitor and evaluate the consequences of management decisions. Constant scrutiny of emerging results and evaluation against objectives are essential to allow strategy and methodology to be adjusted as new understanding and knowledge emerges (see section 10.8). Of critical importance is the participation and engagement of all relevant stakeholders. One central construct of SAM within SANParks over the last 18 years has been that of thresholds of potential concern (TPCs) (Biggs & Rogers, 2003). The challenge with TPCs has been that even if a state change is predicted, the approach does not always link the TPC to the hypothesised mechanisms of change explicitly (Ferreira *et al*., 2011), and does not always consider the complex social and economic drivers affecting the ecological parameters and are often merely social preferences rather than ecological thresholds. TPCs are therefore

now used in more predictable fields, such as river biotic responses and fire management and are coupled with a mechanisms approach in other instances.

### 3.3 Park-specific framework

All park managers (except for Kruger National Park) report to the Managing Executive: Parks through a Regional General Manager. In the case of the park, reporting is done via the Regional General Manager for the Cape Cluster. The park's future organogram (Figure 4) sets out the reporting structure in the park.

### 3.4 Park regulations and internal rules

In addition to the regulations for the proper administration of special nature reserves, national parks and world heritage sites, as gazetted on 28 October 2005 in GG 28181, the park has also drafted applicable internal rules in terms of Section 52 of the NEM: PAA, (Appendix 5).

### 3.5 Support to the park

Park management is primarily supported by head office, providing human resource, financial, supply chain management, Tourism and marketing, review and auditing services. The park also receives support from functions such as park planning and development, veterinary wildlife service, scientific services *etc.*

Figure 4. Agulhas National Park organogram.

# Section 4: Consultation

SANParks recognises that parks must serve societal values and that parks need to be part of and interrelate with the broader landscape and socio-economic context within which they are situated. The goal of the park within the public participation process is to work directly with stakeholders to ensure that stakeholder concerns and aspirations are consistently understood and considered (Spies & Symonds, 2011). Therefore, affected and interested stakeholders were included in the revision process of the park management plan by notifying them of participation processes through mechanisms suitable for the different stakeholder groups. These processes provided the opportunity for input from all stakeholders within reasonable timeframes, with the emphasis on sharing of information and joint learning. Processes also aim to recognise all knowledge forms, as well as the diversity of values and opinions that exist between stakeholders. The commitment to the incorporation of public opinion into this plan is rooted in the park's management activities and is therefore geared towards promoting conservation values (and society's connection with those values, as also outlined in the NEM: PAA) and promoting this goal in part, by engaging the broader context in which the park is situated. The adaptive planning process that was followed was designed to (i) help stakeholders express opinions and values in a structured way, (ii) to use the opinions and expressed values to formulate a vision for the park, (iii) to translate the vision into management objectives that reflect the values as expressed by stakeholders and (iv) comment on the draft park management plan.

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 parties;
- Provide the opportunity for stakeholders to give meaningful input into the decision-making processes that drive the development of the park management plan.

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);
- The National Environmental Management Act (Act No. 107 of 1998 (NEMA));
- The NEM: PAA (Act No 57 of 2003) as amended; and
- WHCA.

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; and
- 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 process followed during the revision process of this management plan is depicted in Figure 5 below.

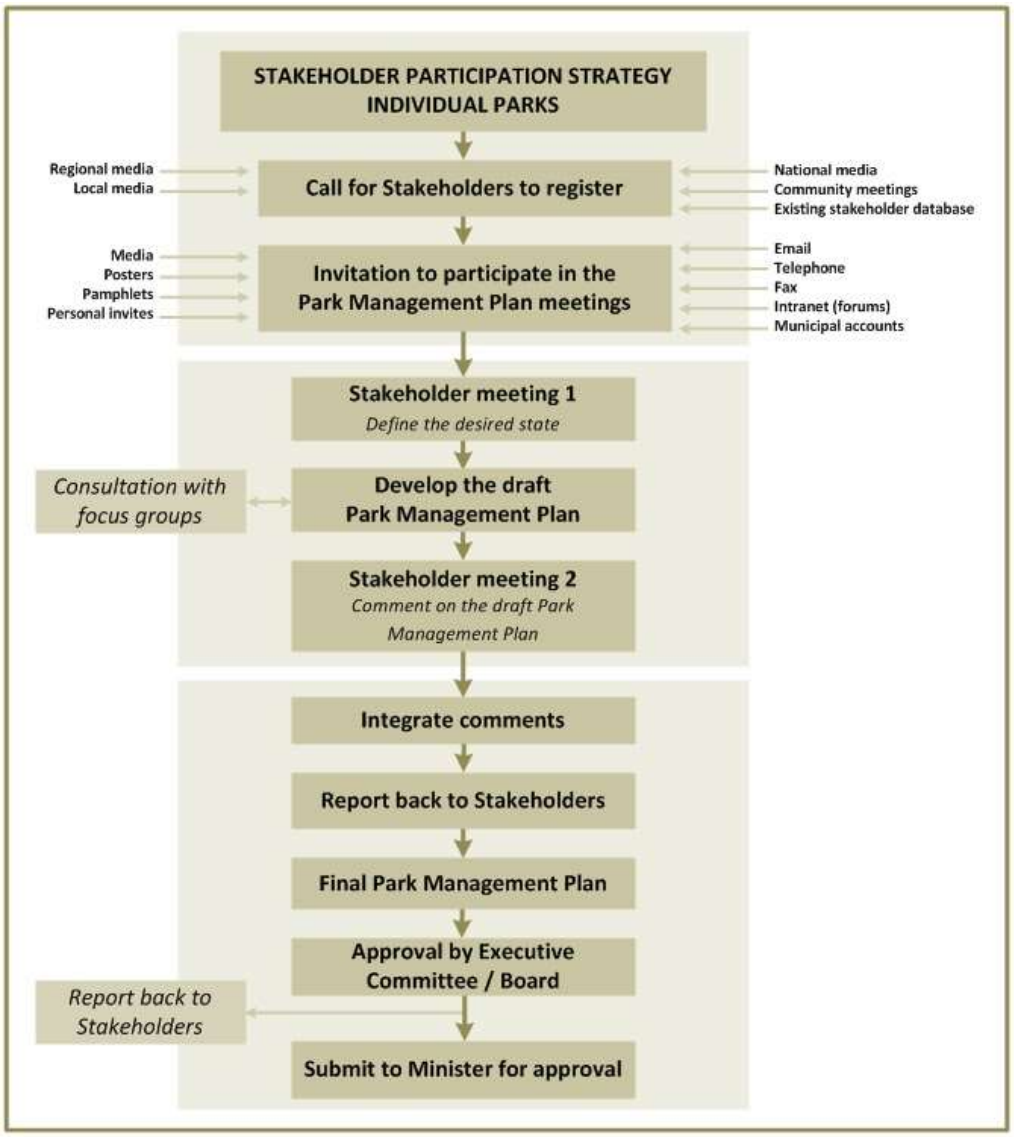


Figure 5. SANParks stakeholder participation process as applied in the ANP management plan revision process.

Details regarding the stakeholder process that was followed are outlined in Appendix 2.

# Section 5: Purpose and vision

## 5.1 Purpose of the park

The NEM: PAA requires that the park be managed in accordance with the purpose for which it was declared. The original purpose of the park was not officially specified, neither in the first gazetted declaration nor in any subsequent addition. However, the initial motivation for establishing the park was to protect and conserve the Cape lowland fynbos, freshwater ecosystems (unique wetland system), geographic location of the Southernmost Tip of Africa and the rich cultural heritage of the area. SANParks will manage the park, firstly in accordance with its organisational vision and secondly in accordance with the mission and objectives hierarchy that were derived through consultation with stakeholders, as set out in this section.

## 5.2 Desired state for the park

Reconciling the need for participatory planning and governance and enabling ongoing adaptation, the adaptive planning process is an essential early component of strategic adaptive management. It is an easy and effective tool for enabling actual stakeholder participation in producing an effectively shared rationale or overall big picture 'desired state' for a national park. It requires an expression of the various stakeholders' value systems and then builds on the shared values to consider all possible system drivers (STEEP - social, technological, economic, environmental and political). The process enables stakeholders to consider opportunities to strengthen the vital attributes of the park and to counter and constrain threats to these. These opportunities are formulated as the high-level objectives of the park management plan. This ensures that the desired state of the park, its vision and mission, and high-level objectives are co-constructed with stakeholders. This strategic-level guidance obtained through stakeholder consultation is then unpacked into further detail and articulated as sub-objectives, either in-house or with relevant experts.

For more than a decade SANParks has been using the adaptive planning process with stakeholders. This often requires dealing with individual and/or group values, prejudices and sensitivities. Nevertheless, the process provides all participants with a space to express their own views and understand others' views. This ensures mutual understanding and commitment to both the process and the end product, namely the park management plan.

The purpose of the adaptive planning process is to source and incorporate stakeholder input into a more technical planning process. However, this purpose is situated within a broader context of forming and sustaining relationships with the public to secure mutual understanding and ongoing support and legitimacy. The desired state process reported here has therefore been an event in an ongoing, dynamic public engagement process.

### 5.2.1 Vision and mission

SANParks' corporate vision for all national parks including ANP, revised in 2019, is as follows:

**VISION**

*"A world class system of national parks re-connecting and inspiring society".*

The mission of a national park defines its fundamental purpose, succinctly describing why it exists and what it hopes to achieve (*i.e.* the collective dream). The following mission was developed after consultation and co-creation with stakeholders during a public workshop held on 02 April 2019:

**MISSION**

*"To implement and promote the conservation and sustainable use of the globally unique terrestrial, freshwater and marine biodiversity and cultural heritage of the Agulhas Plain. Building on the spirit of place of the Southernmost Tip of Africa, to unlock benefits together with local communities, now and in the future".*

### 5.2.2 SANParks Strategic Plan

The SANParks Strategic Plan is focused on all aspects of management of the organisation from the core areas of the mandate to corporate governance and business operational support management. The Balanced Scorecard performance (BSC) management approach has been followed to ensure consistent, effective and efficient execution of the organisational strategy and performance management regime. The strategic plan sets out the organisation's key strategic objectives necessary for the effective and efficient delivery of the organisation's mandate along the BSC perspectives. Park management must ensure an integrated approach is followed regarding the implementation of the SANParks Strategic Plan and the Management Plan.

### 5.2.3 SANParks corporate vision of the desired state

Examined from the perspective of the entire system of national parks, SANParks has identified a broad vision and strategic direction for each individual park. This corporate strategic direction is intended to complement the role of other parks in adding overall value to South Africa's national park system in terms of biodiversity conservation, recreational opportunities and regional socio-economic contribution.

Thus, the following strategic direction for the park has also informed the programmes of implementation (Section 10) of this management plan:

The park has high biodiversity but comparatively low scenic value. It has particularly high value as a bank of rare and endemic species. The current range of tourism products and potential to develop surplus income is low. The park is a significant local economic catalyst. Cultural heritage value is currently high. Consolidation of the park through land acquisition and the marine protected area is a high priority. Tourism opportunities will be improved, but the focus will mainly be on maintaining components that are currently strong through controlling the high-risk profile. Infrastructure improvements include an improved road network and entrance gate. There are prospects for moderate surplus income generation. It is anticipated that the next 20 years will see an increased impact on biodiversity as a result of global environmental change. In comparison with other parks the risk profile is high as the park is vulnerable to poaching of terrestrial and especially marine resources, invasive aliens, fire, and inappropriate use (because of open access), as well as impacts on biodiversity through developments in the buffer zone.

### 5.2.4 Operating principles or values

SANParks has adopted eleven corporate values which serve as guiding principles which shape and govern all employee behaviour and actions. Stakeholders recognised and endorsed the SANParks corporate and conservation values as outlined in the CPF. These corporate principles or values are:

1. Show **leadership** in all we do;
2. Be guided by **environmental ethics** in all we do;
3. Promote **transformation** within, and outside of the organisation;
4. Strive for **scientific** and **service excellence** at all times;
5. Act with **professionalism** at all times;
6. Adopt, and encourage **initiative** and innovation by all;
7. Treat all our stakeholders with equity and **justice**;
8. Exercise **discipline** at all times;
9. Show **respect** to all;
10. Act with **honesty** and **integrity**; and
11. Strive for **transparency** and open **communication** at all times.

In addition to the above, SANParks has also adopted biodiversity values as set out below:

1. We adopt a **complex systems view** of the world while striving to ensure the **natural functioning** and **long-term persistence** of the **ecosystems** under our care;

2. We aim at persistent achievement of **biodiversity representivity** and **complementarity** to promote **resilience** and ensure **ecosystem integrity**;
3. We can **intervene in ecosystems responsibly and sustainably**, but we focus management on **complementing natural processes** under a **"minimum interference"** philosophy; and
4. We accept with humility the **mandate of custodianship** of biodiversity **for future generations** while recognising that both natural and social systems change over time.

At the above-mentioned workshop, the participants suggested adding an additional value. SANParks agreed to adopt the following:

1. To strive for meaningful multi-level co-operation with government, stakeholders and the public;
2. To value local communities, their knowledge and ensure their involvement where possible.

### 5.2.5 Park context

The context refers to the current circumstances and the conditions that determine these circumstances. The context is therefore important as a set of agreed-upon realities that will influence the setting of management objectives. During the workshops, stakeholders were asked to reflect on the current and emerging context that is considered important for the development of the park management plan. All five STEEP categories were considered, namely social, technological, environmental, economic and political. The context is summarised under sections 2.1 to 2.17.

### 5.2.6 Vital attributes

The vital attributes of the park are the important characteristics and/or properties of the park that describe the key features of the park, or “what makes the park special?". Vital attributes are in turn informed or strengthened by determinants and offset by constraints and / or threats. This information helps to focus the exact formulation of park objectives, which must strengthen positive determinants and reduce or mitigate threats, so that objectives are appropriate to the uniqueness and special nature of this national park. In this way, the Management Plan is customised in its fullest local extent, without detracting from some of its more generic functions. These are:

1. Southernmost Tip of the African continent where the Atlantic and Indian oceans meet;
2. The park is part of a unique cultural landscape with rich historical and cultural heritage;
3. As part of the Cape Floral Region Protected Areas World Heritage Site, the park boasts globally important Cape lowland fynbos biodiversity;
4. Unique wetland and associated hydrological ecosystems;
5. The spirit of the Agulhas Plain; a unique land and seascape with wide-open vistas; and
6. A vibrant research hub for stimulating multi and trans-disciplinary research.

### 5.2.7 Determinants and risks to the vital attributes

A major component of management’s responsibility is to ensure the maintenance of the determinants or strengths of the vital attributes and to limit the influence of threats to the system.

The tables below reflect the vital attributes, determinants and threats.

| 1. Southernmost Tip of the African continent where the Atlantic and Indian oceans meet. | |
|---|---|
| **Determinants:** Longitude and latitude: Geographical feature of Africa, geomorphological processes determine the continental position (polar and magnetic shifts, continental shifts). | |
| **Threats** | |
| • Sea level rise<br>• Continental shift and tectonic disturbance | • Storm surges<br>• Coastal erosion |

| 2. The park is part of a unique cultural landscape with rich historical and cultural heritage. | |
|---|---|
| **Determinants:** Diverse historical and current communities in and around the park, oral histories, cultural practices (*e.g.* use of plants), declared provincial heritage buildings: Lighthouse and Rhenosterkop and other homesteads and heritage structures (*e.g.* stone walls, shipwrecks and related artefacts), archaeological sites (*e.g.* shell middens, stone-age archaeology, fish traps, KhoeSan caves), freshwater fountains, dune fields, salt pans and paleo-ecology. | |
| **Threats** | |
| • Sea level rise, storm surges and coastal erosion<br>• Natural weathering and weathering exacerbated by climate change<br>• Poor maintenance and lack of site management plan<br>• Lack of documentation of cultural heritage<br>• Poor stakeholder relations<br>• Loss of traditional and institutional knowledge | • Poor management of governance structure relationships<br>• Inappropriate development<br>• Vandalism and illegal collection / looting<br>• Extreme weather events<br>• Fire and increased fire risk as a result of alien vegetation and climate change<br>• Apathy and disrespectful development, use and behaviour of people<br>• Incompatible use |

| 3. As part of the Cape Floral Region Protected Areas World Heritage Site, the park boasts globally important Cape lowland fynbos biodiversity. | |
|---|---|
| **Determinants:** Fire regime, geomorphology (soil type), climate (local weather, microbiomes, wind, rain, ocean currents), geographic position, endemic plants, animals and fungi, migratory birds, threatened ecosystem types and species, heterogeneous mosaic of landscapes (marine, freshwater and terrestrial), and provision of ecosystem services (resource use, pollination). | |
| **Threats** | |
| • Alien plants and animals<br>• Breakdown in ecological mutualisms (*e.g.* loss of pollinators)<br>• Unsustainable resource use<br>• Incompatible land use (*e.g.* planting of hybrids) adjacent to park<br>• Plant and animal diseases<br>• Incompatible farming practices on adjacent lands (*e.g.* pesticide drift) | • Climatic change (*e.g.* temperature increase, unseasonal rainfall)<br>• Extreme weather events<br>• Fragmentation and loss of connectivity including impenetrable fences<br>• Degraded landscapes (*e.g.* old farmsteads, quarries and old fencing)<br>• Inappropriate fire regime<br>• Incompatible development |

| 4. Unique wetland and associated hydrological ecosystems. | |
|---|---|
| **Determinants:** Features: Saltpans, estuaries, wetlands (including seeps), rivers, fountains, springs, low-lying areas, groundwater (aquifers), geomorphology, topology, climate (rainfall, temperature, wind), historical land-use, associated migratory birds, provision of ecosystem services (water). | |
| **Threats** | |
| • Surface and groundwater over-abstraction inside and outside of the park<br>• Alien plants and animals<br>• Pollution and incompatible land use (*e.g.* agricultural practices and development) on neighbouring land<br>• Altered flow regime and flow regime modification | • Climatic change (*e.g.* extended drought)<br>• Sea level rise and storm surges that lead to erosion and saltwater intrusion<br>• Salinisation (*e.g.* as a result of drought and increased temperature)<br>• Inappropriate management<br>• Inappropriate estuary mouth management by applicable management authority<br>• Erosion |

| 5. The spirit of the Agulhas Plain; a unique land and seascape with wide-open vistas. | |
|---|---|
| **Determinants:** Lack of development, variety of land and seascapes created by local topography, geology and geomorphology, weather patterns, long and diverse coastline (rocky shores, beaches, sea view), mobile dune fields, cultural landscapes (*e.g.* lighthouse, shipwrecks, farmsteads). | |
| **Threats** | |
| • Incompatible development<br>• Alien vegetation<br>• Making mobile dunes static<br>• Climatic change (*e.g.* drought)<br>• Pollution (*e.g.* oil spill, beach debris) | • Increased human activity that threatens sense of place (*e.g.* poaching, low-flying air traffic)<br>• Risk to visitor safety (*e.g.* as a result of poaching) |

| 6. A vibrant research hub for stimulating multi and trans-disciplinary research. | |
|---|---|
| **Determinants:** Unique topology, geomorphology and hydrology, unique cultural heritage, Southernmost Tip of Africa, unique biodiversity, World Heritage Site: Cape Floral Kingdom, threatened ecosystems, tourism, willing and able researchers, accessibility, infrastructure for research, efficient research registration process, alien clearing operations. | |
| **Threats** | |
| • Lack of research accommodation and support structures (e.g. internet access, lack of capacity to assist researchers)<br>• Disconnect between researchers and park management (feedback and translation of research) | • Inappropriate or illegal researcher behaviour<br>• Unwillingness to participate in social research<br>• Loss of biodiversity and cultural heritage assets |

### 5.2.8 High-level objectives

While the mission sets out the "Where do we want to go", high-level objectives act as the roadmap to achieve the mission. These high-level objectives flow naturally from the vital attributes. The desired state is achieved by means of a hierarchy of objectives (Figure 6), starting with an overall objective aligned with SANParks' organisational structure and the park's vision and mission statements, to broad, high-level objectives (this Section) and to more detailed levels, ending with specific operational or management actions (Section 10). Discussions at the stakeholder meeting gave rise to an initial set of high-level objectives. These were refined to reflect the following:

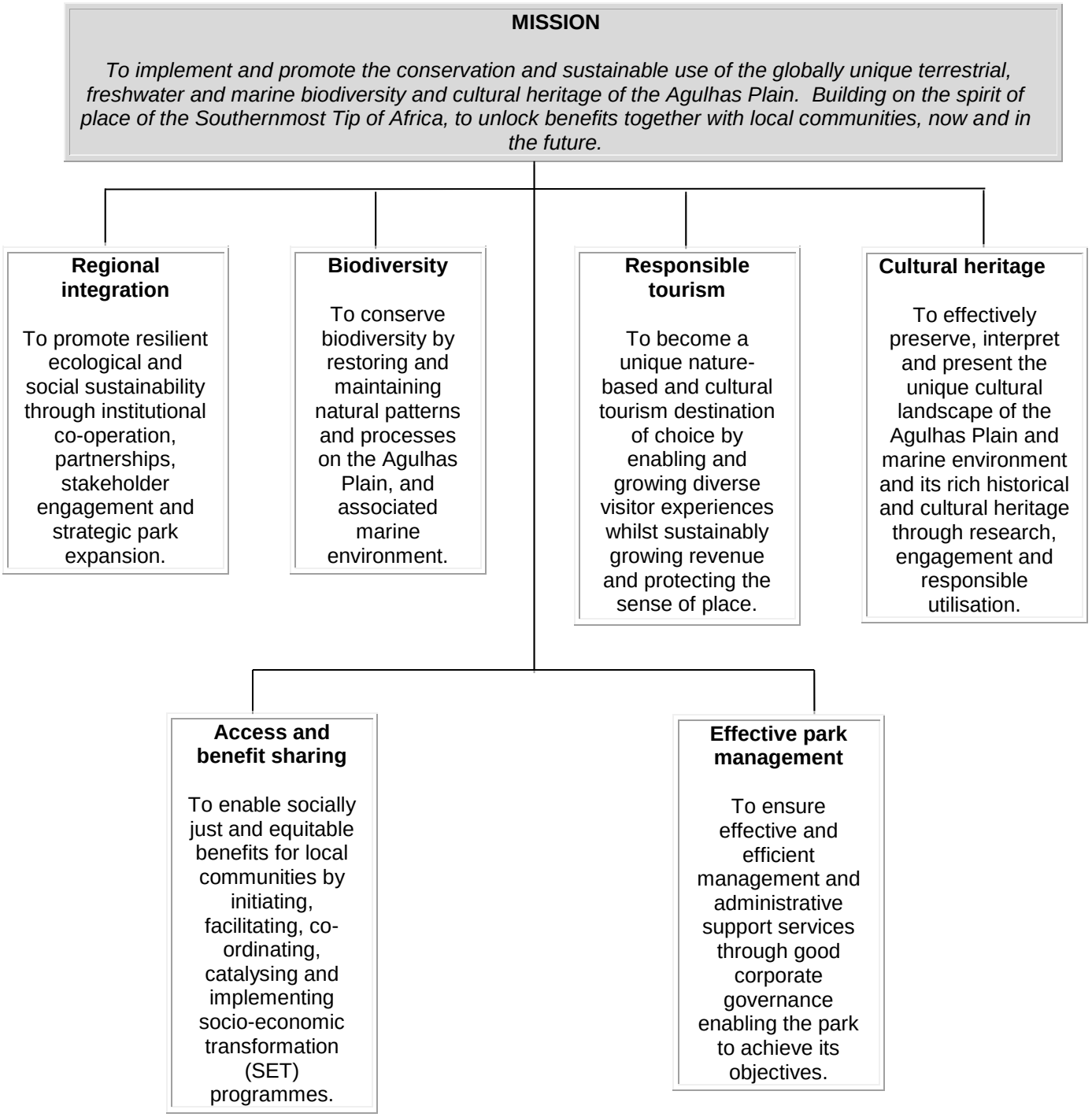


Figure 6. Park high-level objectives.

### 5.2.9 Unpacking the high-level objectives

The following unpacks the high-level objectives through a series of "objectives" of increasing focus. These are set out in Figures 7 – 12 below.

**1. Regional integration high-level objective:** To promote resilient ecological and social sustainability through institutional co-operation, partnerships, stakeholder engagement and strategic park expansion.

- **1.1 Park consolidation and expansion objective:** To consolidate and expand the park by incorporating conservation worthy and strategically important terrestrial and marine areas.
- **1.2 Mainstreaming biodiversity objective:** To mainstream biodiversity issues in local and other planning frameworks by active engagement with governmental and non-governmental partners.
- **1.3 Landscape integration objective:** To promote and support regional ecological and social landscape linkages by active engagement with governmental and non-governmental partners.

Figure 7. Regional integration high-level objective and supporting objectives.

**2. Biodiversity conservation high-level objective:** To conserve biodiversity by restoring and maintaining natural patterns and processes on the Agulhas Plain, and associated marine environment.

- **2.1 Fire management objective:** To enhance biodiversity and safeguard staff, visitors, infrastructure and ecological assets through the implementation of appropriate fire management.
- **2.2 Invasive alien species objective:** To reduce the impact of invasive alien species and enhance natural biodiversity through their suppression, prevention, control and where possible, eradication.
- **2.3 Fresh water ecosystems objective:** To ensure the persistence and functioning of aquatic systems through research, monitoring, maintenance and rehabilitation.
- **2.4 Vegetation management objective:** To enhance the persistence and functioning of terrestrial plant communities through research, monitoring, the rehabilitation of degraded and transformed land, and disease management.
- **2.5 Species of special concern objective:** To enhance the survival of species of special concern through monitoring, research and threat management.
- **2.6 Wildlife management objective:** To enhance the persistence and functioning of terrestrial animal communities through research, monitoring, population management, appropriate reintroductions, and disease management.

Figure 8. Biodiversity conservation high-level objective and supporting objectives.

**3. Responsible tourism high-level objective:** To become a unique nature-based and cultural tourism destination of choice by enabling and growing diverse visitor experiences whilst sustainably growing revenue and protecting the sense of place.

- **3.1 Responsible Tourism performance objective:** To establish, maintain and continuously improve the park's Responsible Tourism performance, by implementing SANS1162.
- **3.2 Visitor experiences objective:** To continually enhance the authentic visitor experience within the park, by effective visitor management, interpretation and by providing quality facilities.
- **3.3 Service excellence objective:** To enable relevant customer-focused service excellence, by understanding and responding appropriately to market expectations and or preferences.
- **3.4 Grow tourism revenue objective:** To sustainably grow income through tourism by providing visitors with an appropriate and a diverse range of products and services, whilst protecting the tranquillity and sense of place.
- **3.5 Operational effectiveness objective:** To enable cost savings within tourism operations, by ensuring effective management and controls.
- **3.6 Promotion objective:** To promote the unique cultural and natural landscape of the park by developing and implementing a variety of sales, marketing and communication initiatives.
- **3.7 Universal access objective:** To enable appropriate access for differently abled visitors by providing adequate infrastructure and services.

Figure 9. Responsible tourism high-level objective and supporting objectives.

**4. Cultural heritage management high-level objective:** To effectively preserve, interpret and present the unique cultural landscape of the Agulhas Plain and adjacent marine environment and its rich historical and cultural heritage through research, engagement and responsible utilisation.

- **4.1 Site management objective:** To improve the state of cultural heritage sites through updating and effective implementation of the cultural heritage management plan.
- **4.2 Collection management objective:** To effectively manage the park's heritage objects through identification, documentation, preservation, conservation, protection and appropriate presentation.
- **4.3 Responsible utilisation objective:** To promote responsible utilisation of heritage resources through interpretation, presentation and improved access for spiritual, educational, traditional and tourism purposes.
- **4.4 Intangible heritage objective:** To preserve intangible heritage through identification, documentation, presentation and enabling access for cultural practices.
- **4.5 Research objective:** To improve and diversify the cultural heritage knowledge of the park through quality and inclusive research partnerships with communities and institutions that conduct research.

Figure 10. Cultural heritage management high-level objective and supporting objectives.

**5. Access and benefit high-level objective:** To enable socially-just and equitable benefits for local communities by initiating, facilitating, co-ordinating, catalysing and implementing socio-economic transformation programmes.

- **5.1 Natural resource use objective:** To unlock socio-economic benefits for local communities through sustainable use of natural resources.
- **5.2 Environmental education and awareness objective:** To raise environmental consciousness and promote environmentally sustainable behavioural change amongst local communities and other citizens through working with governmental and non–governmental organisations.
- **5.3 Enterprise development objective:** To unlock socio-economic benefits in a just and equitable manner through enterprise opportunities and partnerships.

Figure 11. Stakeholder relationships high-level objective and supporting objectives.

**6. Effective park management high-level objective:** To strive for effective and efficient management and administrative support services through good corporate governance, enabling the park to achieve its objectives.

- **6.1 Environmental management objective:** To strive for best practise and ensure compliance with environmental legislation through improved governance and environmental risk management.
- **6.2 Risk management objective:** To establish and maintain effective, efficient and transparent risk management systems by creating an enabling environment for the management of risk.
- **6.3 Financial management and administration objective:** To ensure sound financial management and administration through proficient budget management, effective internal controls and compliance to corporate governance prescripts.
- **6.4 Human capital management objective:** To ensure sufficient and effective staff capacity to achieve management objectives by adhering to legislation, corporate human capital management policies and guidelines.
- **6.5 Information and records management objective:** To achieve best practice in the field of information and records management by complying to the Records Management Legislative Framework and policies and thereby ensuring care of all vital records in SANParks.
- **6.6 Infrastructure objective:** To maintain, upgrade and develop new park infrastructure through proper planning and efficient management.
- **6.7 Safety and security objective:** To provide a safe and secure environment for both visitors and employees and to ensure the protection and integrity of natural, cultural and physical assets and resources, by implementing a Park Safety and Security Plan.

**6. Effective park management high-level objective:** To strive for effective and efficient management and administrative support services through good corporate governance, enabling the park to achieve its objectives.

- **6.8 Safety, health, environment and quality objective:** To continuously reduce the disabling injury frequency rate through the implementation of an efficient and effective Occupational Health and Safety management system.
- **6.9 Communication objective:** To build, maintain and constantly improve relations of the park by engaging and sharing information with internal and external stakeholders
- **6.10 Disaster management objective:** To ensure that all disaster situations that may occur in the park is addressed and managed through pre-determined contingency plans and pre-planned actions.
- **6.11 Climate change objective:** To adapt and mitigate negative impacts of climate change through monitoring, research and implementing the SANParks climate change preparedness strategy.
- **6.12 Outcomes objective:** To evaluate outcomes of management interventions related to protected area management through regular assessment.

Figure 12. Effective park management high-level objective and supporting objectives.

# Section 6: Zoning

## 6.1 Introduction

The primary objective of a park zonation plan is to establish a coherent spatial framework in and around a park to guide and co-ordinate conservation, tourism and visitor experience initiatives, and minimise potential conflict between activities. A zoning plan is also a legislated requirement of the National Environmental Management: Protected Areas Act (57 of 2003) (Government of South Africa, 2003), 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 park and the conservation objectives of those sections".

The zoning of the park was based on an analysis and mapping of the sensitivity and value of the park's biophysical, heritage and scenic resources (SANParks, 2005a); 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 the park objectives. This was undertaken in an iterative and consultative process. This section – which is guided by the Conservation Development Framework (CDF) planning manual (SANParks, 2005b) – sets out the rationale for use zones, describes the zones, and provides management guidelines for each of the zones. The use zoning of the park is shown in Appendix 6, Map 5, and summarised in Table 3 below.

## 6.2 Synopsis of updates to the 2013 zonation

The overall pattern of use zones in the 2013 Management Plan has been retained. However, some changes have been made:

- The zoning has been adjusted to the revised park boundaries. The previous zoning exercise was undertaken for a broader area (in anticipation of park expansion), and hence the adjustment did not require a new zoning exercise and sensitivity analysis;
- The Low Intensity Leisure (LIL) zones along transport corridors were narrowed, and a number of misalignments were corrected;
- A Low Intensity Leisure zone was created to accommodate planned East-West orientated roads over the Ratel River and on both northern and southern slopes of the Soetanysberg. Additional Low Intensity Leisure zones were created along some existing coastal access areas in response to concerns about the zoning restricting coastal access. All existing access sites and launch areas are now fully incorporated into the zoning; and
- Additional wetland areas were accommodated into Remote or Primitive zones.

The buffer zone of the park have been significantly updated, the:

- Buffer zone have been aligned with the significantly changed park expansion footprint;
- Buffer zone categories have been aligned with provincial conservation plan (Pool-Stanvliet *et al*., 2017). Buffer zone categories have also been aligned with those of the provincial plan;
- Buffer zone have been aligned with additional freshwater spatial data, particularly National Freshwater Ecosystems Priority Areas (Nel *et al*., 2011a, 2011b) and Strategic Water Source Areas (SWSA) (LeMaitre *et al*., 2018);
- Buffer zone have been adjusted to align with the recent National Coastal and Marine Spatial Biodiversity Plan (Harris and Sink, 2019);
- Buffer zone have been adjusted to align with the Nuwejaars Wetland Special Management Area (NWSMA);
- Buffer zone have been adjusted to align with a number of existing designated Protected Areas (CapeNature, private nature reserves and local reserves) in the area.

### 6.3 Guiding principles underpinning the zonation

The principles underpinning the park zonation, as listed below, were informed by the SANParks CDF planning manual (SANParks, 2005b), the Guidelines for Strategic Environmental Assessment in South Africa, Integrated Environmental Management (DEAT, 2004) and the NEM: PAA. Accordingly, the zoning:

- Is the foundation of all planning and development within a park, with the aim of ensuring its long-term sustainability;
- Accommodates strategic, flexible and iterative planning procedures;
- Is a "framework for planning" not a "plan for implementation" (i.e. implementation is dealt with through lower level plans and programmes);
- Is risk-averse and promotes a cautious approach, which takes into account the limits of current knowledge about the consequences of decisions and actions;
- Recognises that the mandate of SANParks is to conserve biodiversity and heritage resources of national and international significance, in terms of both the NEM: PAA and the National Heritage Resources Act;
- Ensures the integrity of the park's scenic quality by limiting human intrusions into the landscape;
- Accommodates a wide range of unique opportunities for experiences of solitude and nature-based recreation which limit conflict with the desired social and environmental states;
- Confines development within the park to areas that are robust enough to tolerate transformation and without detracting from the "sense of place";
- Rationalises and channels access into the park and internal movement through it;
- Sets the limits of acceptable change to minimise the loss of biodiversity and to reduce conflict between different park uses;
- Recognises that park boundaries are not static in time and that there are factors beyond the current or future boundaries that can positively or negatively influence the park; and
- Recognises that the park cannot exist in isolation and that planning needs to ensure that the park is integrated with the surrounding landscapes as well as the economic and social structures at local and regional scales.

### 6.4 Rationale for use zones

The primary 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 park, could potentially conflict with and compromise this primary function. Use zoning is the primary tool to ensure that visitors could have a wide range of quality experiences without comprising the integrity of the environment.

Furthermore, the expectations and recreational objectives of individuals that visit the park may differ. Some individuals visit the park purely to see the wildlife and natural landscapes. Other individuals wish to experience the intangible attributes such as solitude, remoteness, wildness and serenity (which can be grouped as wilderness qualities), whilst some visit to engage in a range of nature-based recreational activities, or to socialise in a rest camp. Different people have different accommodation requirements ranging from basic to luxury catered accommodation. There is often conflict between the requirements of different users and different activities. Appropriate use zoning serves to minimise 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 negatively impact on the park's vital attributes 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.

### 6.5 The zoning system

SANParks has adopted a multiple zoning system for its parks. The system consists of:

- Use zones covering the entire park;
- Special management overlays covering portions of the park (where needed); and
- A buffer zone surrounding the park.

### 6.5.1 The zoning process and its linkage to the underlying environmental analysis

The zoning for the park was underpinned by an analysis and mapping of the sensitivity and value of it's biophysical, heritage and scenic resources. This analysis examined the park's biophysical characteristics including: habitat value (in particular the contribution to national conservation objectives) and vegetation vulnerability to physical disturbance; hydrological sensitivity (areas vulnerable to disruption of hydrological processes such as floodplains and wetlands); topographic sensitivity (steep slopes); and soil sensitivity (soils that are vulnerable to erosion). In addition, the heritage value and sensitivity of the sites were examined (mostly archaeological and cultural aspects). The visual sensitivity of the landscape was also surveyed in order to identify sites where infrastructure development could have a strong aesthetic impact. This analysis was used to inform users of the appropriate use of the different areas of the park, as well as assisted in defining 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 park). 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's objectives and undertaken in an iterative and consultative process.

Table 3. Use zones and use zone characteristics for the park.

| | Remote | Primitive | Quiet |
|---|---|---|---|
| General characteristics | Retains an intrinsically wild appearance and character, or capable of being restored to such | 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. | This zone allows non-motorised access to areas which generally retain a natural appearance and character. Access is not specifically controlled. |
| Experiential qualities | Solitude and awe-inspiring natural characteristics | Experience wilderness qualities | Wide range of activities; relaxation in a natural environment |
| Interaction between user groups | None to very low | Low | Moderate to high |
| Types of access | For visitors, only access on foot | Foot; 4x4 vehicles | Unaccompanied non-motorised access. |
| Types of activities | Hiking in small groups | Hiking; 4x4 drives; wildlife viewing | Hiking; walking; rock climbing; where relevant non-motorised aquatic activities; bird watching; possibly mountain biking and horse riding. |
| Types of facilities | Established footpaths where erosion may be a problem. Essentially underdeveloped and roadless | Small, basic, self-catering; or limited concessions with limited numbers (concession facilities may be more sophisticated); 4x4 trails; hiking trails | Hiking trails; footpaths; management tracks. No accommodation; and no tourist access by vehicle. |
| Limits of acceptable change: Biophysical | The zone should be kept near to natural state as possible with no impact on biodiversity pattern or processes. Existing impacts on biodiversity either from historical use or originating from outside the zone should be reduced or 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 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. |
| Limits of acceptable change: Aesthetics and recreational | 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. | 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. | 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 proximity of larger numbers of visitors and the adjacent facilities, may impact on the feeling of wildness found in this zone. |
| Guidelines for management infrastructure | Ideally, there should be no management infrastructure in this zone. | Permanent management infrastructure is permissible in this zone, but these should be relatively small and isolated. Park operations staff may need to service tourist facilities in this zone. | Ideally, there should be no management infrastructure in this zone. |

| | Low intensity leisure | High intensity leisure |
|---|---|---|
| General 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. | The main characteristic is that of a high-density tourist development node, with modern amenities, where more concentrated human activities are allowed. |
| Experiential qualities | Comfortable facilities in a relatively natural environment. | Comfortable and sophisticated facilities while retaining a natural ambiance |
| Interaction between user groups | Moderate to high | High |
| Types of access | Motorised self-drive access. | Accessible by motorised transport (car/bus) on high volume transport routes, including delivery vehicles. |
| Types of activities | Motorised self-drive wildlife viewing, picnicking, walking, cycling; rock climbing; hiking; adventure activities. | As with LIL. Additional<br>Sophisticated infrastructure. Larger, organised adventure activities (orienteering, fun runs). Dining at restaurants. |
| Types of facilities | Facilities limited to basic picnic sites; ablution facilities; information/education centres; parking areas. Small to medium (incl. camping) rest camps with basic facilities. Low spec access roads to provide a reasonably wild experience. | High density tourist camps with modern amenities. Footpaths, transport systems, accommodation, restaurants, curio and refreshment stalls; education centres. High volume roads. |
| Limits of acceptable change: Biophysical | 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 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. |
| Limits of acceptable change: Aesthetics and recreational | 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. | 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. |
| Guidelines for management infrastructure | Where HIL already exists, attempts must be made to concentrate the development of park management and operational infrastructure in the highest usage zone of the park, where feasible, and especially when this is situated close to the boundary of the park. Where it may be preferable to include non-industrial components of management infrastructure on the periphery of the park, these can be accommodated in LIL. | As HIL is by definition a high use area, and must be located in an area of low sensitivity, the development of management and operations infrastructure in this zone must be favoured. |

The sensitivity map (Appendix 6, Map 6) shows the relationship between the use zoning and the summary 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 conservation rather than intensive tourist use. In addition, in numerous cases the boundaries between zones are based on changes in environmental sensitivity. Table 4 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 within each zone. This indicates that over 85 % of the park is covered by zones that are strongly conservation orientated in terms of their objectives (i.e. Remote and Primitive). The table demonstrates a good correlation between the spatial distribution of environmentally sensitive areas and conservation-orientated zones, with over 94 % of highly sensitive areas in the conservation orientated zones. Conversely, the tourism-orientated zones cover just under 15% of the park while containing around 6 % of sensitive areas.

Table 4. Park percentage area summary covered by each zone, as well as the percentages of the highly environmentally sensitive and valuable areas (defined as areas with values in the top quartile of the sensitivity value-analysis) that are within each zone.

| Zone emphasis | Use zone | Zone as a % of park area | % of highly sensitive areas that are in a zone |
|---|---|---|---|
| Conservation orientated | Remote<br>Primitive | 19.9<br>64.6 | 60.5<br>33.2 |
| Tourism orientated | Quiet<br>Low intensity leisure<br>High intensity leisure | 7.6<br>7.7<br>0.1 | 2.3<br>3.9<br>0.01 |

### 6.6 Overview of the use zones

#### 6.6.1 Remote zone

**Objective**

The objective of this conservation-orientated zone is to protect sensitive environments from almost all development impacts and tourism pressures.

**Characteristics**

This is an area retaining an intrinsically wild appearance and character, or capable of being restored to such and which is essentially undeveloped and roadless. There are no permanent improvements or any form of human habitation. The remote zone provides outstanding opportunities for solitude with awe-inspiring natural characteristics. Sight and sound of human habitation and activities are barely discernible and at a far distance.

**Visitor activities and experience**

*Activities:* Access is strictly controlled and non-motorised. Groups must be small and can be either accompanied by a guide or unaccompanied. Several groups may be in an area at the same time, but if necessary densities and routes must be defined so that groups are unaware of each other. The principle of "Pack it in Pack it out" must be applied. Specially arranged once-off events such as an adventure race may involve higher visitor numbers for a brief limited period, but these events are not the norm.

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

**Limits of acceptable change**

*Biophysical environment:* Deviation from a natural / pristine state should be avoided, else minimised and where unavoidable, existing impacts must be reduced.

*Aesthetics and recreational environment:* 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.*) is not allowed.

**Facilities**

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

*Sophistication of facilities:* Except for self-carried portable tents, no other facilities are permitted. Guidelines for washing, ablution and cooking must be defined according to the "Pack it in Pack it out" principles. Camping is allowed 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 zones. 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 tracks should be rationalised, and eventually removed.

**Location in park**

Remote areas were designated in and around the wetlands, to include most of the landscape that has a high environmental sensitivity value.

**Guidelines on management infrastructure and utilisation**

Ideally, there should be no management infrastructure, and natural processes must be allowed to function without management intervention. However, in reality, most parks are too small to allow ecological processes (fire, fecundity – particularly of large predators) to continue without management intervention, which would eventually impact biodiversity negatively. Furthermore, in young or expanding parks, farm management infrastructure might still be apparent. For this reason, concessions are made on management infrastructure in this zone, principally to prevent loss of biodiversity or restoration. Infrastructure might include footpaths where erosion might be a problem or identified (barely) traversable management 4x4 routes for fire management or ensuring area integrity. Temporary management infrastructure, as might be used for game capture or anti-poaching activities, such as temporary bomas or helicopter landing sites would be permissible, as would vehicular access by staff for specific management interventions, although this must be exercised circumspectly.

**6.6.2 Primitive zone**

**Objective**

The objective of this conservation-orientated zone is to protect sensitive environments from development impacts by limiting the size, number and sophistication of infrastructure, and by reducing tourism pressure through controlled access and visitor numbers.

**Characteristics**

The primary characteristic of this zone is the experience of wilderness qualities with the emphasis on controlled access. Access is controlled in terms of numbers, frequency and group sizes. The zone shares the wilderness qualities of wilderness areas and the remote zone, but with the provision of small basic self-catering facilities with controlled access. It also provides access to areas zoned as remote or wilderness. Views of human activities and development outside of the park may be visible from this zone.

This zone serves to protect sensitive environments from high levels of development, and acts as a buffer between conservation-orientated and tourist-orientated zones, e.g. Remote (or wilderness areas) and LIL respectively. The Primitive zone may contain concession sites and other facilities where impacts are managed through strict control of the movement and numbers of tourists, for example if all tourists are in concession safari vehicles.

**Visitor activities and experience**

Activities: Access is controlled in terms of the number, frequency and group sizes. Activities include hiking, 4x4 drives and game viewing. In the park, access control is mostly passive, with 4x4 trails marked as restricted to 4x4 vehicles only, thus limiting visitor numbers on these routes. Access may also be controlled either through only allowing access to those with bookings for specific facilities, or alternatively through a specific booking or permit for a hiking trail or 4x4 route in more sensitive areas. Several groups may be in the area at the same time, but access should be managed to minimise interaction between groups if necessary.

Interaction with other users: Interaction between groups of users is low, and care must be taken in determining the number and nature of facilities located in the area to minimise these interactions.

**Limits of acceptable change**

Biophysical environment: Deviation from a natural / pristine state must be small and limited to restricted impact footprints. Existing impacts must be reduced. Any facilities constructed in these areas, and activities undertaken here, should be done in a way that limits environmental impacts. Road and infrastructure specifications must be designed to limit impacts.

Aesthetics and recreational environment: 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.*) must be restricted and impacts limited to the site of the facility. Ideally, visitors must only be aware of the facility or infrastructure that they are utilising, and this infrastructure / facility must be designed to fit in with the environment within which it is located in order to avoid aesthetic impacts.

**Facilities**

Type and size: Facilities are small, often basic and are distributed to avoid contact between users. To achieve this, camp development must be limited to 15 beds, alternatively facilities can be designed for high levels of luxury, but with limited visitor numbers (*e.g.* controlled access camps or concession sites).

Sophistication of facilities: Generally, facilities are small, basic and self-catering, though concession facilities may be significantly more sophisticated.

Audible equipment and communication structures: None.

Access and roads: Vehicular accesses to facilities are mostly limited to low-spec roads, often 4x4 only. Tourist and game viewing roads are usually suitable for 4x4 vehicles only. Established footpaths are provided to avoid erosion and braiding.

**Location in park**

Primitive areas were designated to buffer remote areas and to protect most of the remaining sensitive areas from high levels of tourist activity.

**Guidelines on management infrastructure and utilisation**

Permanent management infrastructure is permissible in this zone, but these should be relatively small and isolated. Park operations staff may need to service tourist facilities in this zone. Examples may include non-improved management tracks, permanent bomas for wildlife, ranger camps and outposts, and possibly even permanent helipads. The responsibility is on park management to co-ordinate the tourist road network usage in such a way that tourists do not encounter management infrastructure in this zone, such as by using of no entry signs. Low volume access gates or entrances to access 4x4 routes could be accommodated in this zone.

### 6.6.3 Quiet zone

**Objective**

The objective of this conservation-orientated zone is to allow non-motorised access whilst retaining a natural appearance and character through limited infrastructure development.

**Characteristics**

This zone is characterized by unaccompanied non-motorized access without specific access control and permits. Visitors are allowed unaccompanied (or accompanied) access, mainly on foot, for a wide range of experiences. Larger numbers of visitors are allowed than in the Primitive zone and contact between visitors is frequent. The main accent is on unaccompanied non-motorised access. Larger numbers of visitors are allowed and contact between visitors is frequent. It is important to note that this zone may have different interpretations in different parks and the CDF documentation for each park should set the objectives specific to that park. Thus, in some instances horses and mountain bikes could be accommodated. This zone can also provide non-motorised access within LIL and High Intensity Leisure (HIL) zones away from vehicular access roads.

**Visitor activities and experience**

*Activities:* Hiking, rock climbing, bird watching, self-guided constructed trails and walks.

*Interaction with other users:* Interaction between groups of users is frequent.

Conservation objectives of the zone (Limits of acceptable change)

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. The zone should be managed within the following limits of acceptable change:

*Biophysical environment:* Some deviation from a natural/pristine state is allowed, but care should be taken to restrict the development footprint. Infrastructure, especially paths and viewpoints should be designed to limit the impacts of large numbers of visitors on the biophysical environment.

*Aesthetics and recreational environment:* Activities which impact on the relatively natural appearance and character of the area should be restricted, though the presence of larger numbers of visitors and the facilities they require, may impact on the feeling of “wildness” found in this zone.

**Facilities**

*Type and size:* Hiking trails, footpaths, bird hides. No accommodation. Ablution facilities may be provided in high use areas. Heritage structures may be used for recreation purposes.

*Sophistication of facilities:* Where provided these should be basic.

*Audible equipment and communication structures*: Allowed, but should be managed to retain a relative level of solitude.

*Access and roads:* Essentially pedestrian access, but in certain parks horse and Mountain bikes can be accommodated. Pedestrian only or in some cases cycles. No access for tourists by vehicle. The only roads are essential two wheeled management tracks.

**Location in park**

Quiet areas were designated in the lower use pedestrian areas surrounding the Southern Tip precinct and Rest Camp in order to enhance the experience of visitors. Quiet areas have also been designated around the coastal settlements adjacent to the park and around the visitor nodes (e.g. Ratel at the coast, Rietfontein and Renosterkop) within the park. These Quiet zones provide active and passive non-motorised recreation space for the relatively large numbers of park visitors that will be accommodated there.

**Guidelines on management infrastructure and utilisation**

Ideally there should be no management infrastructure in the quiet zone.

**6.6.4 Low intensity leisure zone**

**Objective**

The objective of the tourist-orientated zone is to provide infrastructure for day and overnight visitors in a natural environment. While game viewing areas may be zoned LIL to allow for flexibility of the game viewing road network, in reality, development footprints must be localised, with some areas having more of a primitive or even remote zone "feel." Impacts must be mitigated by using infrastructure to direct and manage the movement of park visitors away from the more sensitive areas that may occur within this zone.

**Characteristics**

The underlying characteristic of this zone is motorised self-drive access, with basic self-catering facilities. Small or seasonal commercial or catered facilities can be accommodated; however, these facilities must be small and aligned to the general ambiance of the zone. Numbers of visitors are higher in the low intensity leisure zone as compared to the remote and primitive zones. Relatively comfortable facilities are positioned in the landscape retaining an inherent natural and visual quality, which enhances the visitor experience of a more natural and mostly self-providing experience. Access roads are low key, preferably gravel roads and / or tracks to provide a more natural experience, however higher volume roads may be tarred. Facilities along roads are generally limited to basic self-catering picnic sites with toilet facilities. Large busses and open safari vehicles may be permitted subject to certain conditions.

**Visitor activities and experience**

*Activities:* Self-drive motorised game viewing, guided game drives, picnicking, walking, cycling, rock climbing, hiking and adventure activities.

*Interaction with other users:* Moderate to high.

**Limits of acceptable change**

*Biophysical environment:* Deviation from a natural / pristine state must be minimised 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:* Although it is inevitable that the activities and facilities will impact on wild appearance and reduce wilderness characteristics of the area (solitude, remoteness, wildness, *etc.*), these activities and facilities must 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 self-catering camps (including camping and caravanning) of low to medium density (up to 50 beds). Additional facilities can include swimming pools. Trails for 4x4 vehicles can also be provided. Small or seasonal (facilities are only open as required or during peak season) commercial facilities can be provided, such as kiosks, small tourist convenience stores, or tea gardens. However, these facilities must still fall within the general ambiance of the zone– and as such may make use of converted or restored

farmhouses. Larger commercial facilities and larger concessional operators (*e.g.* Cattle Barons and Mug & Bean), must be placed in the High Intensity Leisure (HIL) zone. Day visitor sites are not placed within the camps, and must be compliant with the general self-catering or smaller-scale catered characteristics of the zone.

*Sophistication of facilities:* Mostly self-contained self-catering accommodation units with bathroom facilities. Camp sites mostly include ablution and kitchen facilities. Tourist facilities may include modern commercial facilities such as shops, kiosks, tea gardens and small tourist convenience stores, as long as these are small.

*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 access (traditional game viewing) on designated routes, which are preferably gravel roads. Large busses and open safari vehicles are restricted to high volume roads designed to accommodate them, and indicated as such. Roads may be tarred, secondary gravel tourist roads, or minor game viewing roads.

**Location in park**

Low Intensity Leisure areas were designated to ribbons along current and planned access routes, around frequented beaches and accommodations, inclusive of the rest-camp, Rietfontein homestead, Rhenosterkop homestead, and the Bosheuwel Environmental Education Centre.

**Guidelines on management infrastructure and utilisation**

The placement of permanent management infrastructure is encouraged in this zone, particularly when it is the highest-level use zone within the park. Where HIL already exists, attempts must be made to concentrate the development of park management and operational infrastructure in the highest usage zone of the park, where feasible, and especially when this is situated close to the boundary of the park. Where it may be preferable to include non-industrial components of management infrastructure on the periphery of the park, these can be accommodated in LIL. Examples may include moderate to high volume access or main entrance gates, park reception, or park management / administration offices (which may wish to be close to park reception facilities). This will allow management and operations to make use of high volume access routes, which will be built to accommodate high traffic volume, and if positioned close to the boundary of the park, will involve shorter commuting distances, limiting disturbance to both wildlife and tourists, and limiting wear and tear to roads.

### 6.6.5 High intensity leisure zone

**Objective**

The main objective of this tourist-orientated zone is the concentration and containment of commercial, tourism, managerial, operational and industrial park activities within a restricted and designated area, which is robust enough to tolerate development, and where these diverse activities can share multi-use infrastructure (roads, plumbing, power), thus reducing their overall footprint. As impacts and particularly cumulative impacts are higher, where possible the HIL zone must be placed in areas that have low sensitivity values and are sufficiently robust to tolerate development, and ideally be close to the periphery of the park. Staff not directly associated with tourism facilities must be accommodated outside of the park if and where possible. When inside a park, all industrial type facilities such as laundries, abattoirs, maintenance depots and workshops, must be ideally located nearby to the park boundary or, if and where possible, outside of the park but within municipally suitably zoned adjoining urban or rural areas.

**Characteristics**

The main characteristic is that of a high-density tourist development node with modern commercial amenities such as restaurants and shops. This is the zone where more concentrated human activities are allowed. High intensity leisure is accessible by motorised transport (car / bus) on high volume transport routes. More concentrated and commercialised (concessional) activities occur here than in than LIL areas.

**Visitor activities and experience**

*Activities:* Traditional game viewing routes with associated more sophisticated infrastructure, sightseeing at tourist destinations, picnicking, walking, cycling, rock climbing, hiking and activities associated with amenities such as dining in larger or concessional restaurants.

*Interaction with other users:* High

**Limits of acceptable change**

*Biophysical environment:* 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, care must be taken to ensure that the zone retains a level of ecological integrity consistent with a protected area.

*Aesthetics and recreational environment:* Although it is inevitable that high visitor numbers, activities and facilities will impact on wild appearance and reduce wilderness characteristics of the area (solitude, remoteness, wildness, *etc*.), these must be managed and limited to ensure that the area generally still provides a relatively natural outdoor experience.

**Facilities**

*Type and size:* High-density camps providing tourist accommodation with diverse modern amenities. Restaurants, shops, education / information centres, view sights, ablution facilities, parking areas and botanical gardens. Day visitor sites are provided outside of rest camps. Day visitor sites or picnic sites may provide catered facilities and kiosks. Where it may be necessary to provide high-density recreational sites with a wide range of intensive activities, an attempt must be made to concentrate these sites close to the periphery of the park. Staff villages and administrative centres must be restricted to core staff. Non-essential staff housing, administration and industrial infrastructure must, where possible, be positioned outside of or close to the periphery of the park.

*Sophistication of facilities:* Moderate to high-density facilities. Self-catering and catered. Camps often have diverse modern facilities such as shops and restaurants, which may be concessional.

*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 minimise conflict between users.

**Location in park**

High intensity leisure areas were designated around the lighthouse precinct and Southernmost Tip. As well as at the Ratelrivier Homestead precinct.

**Guidelines on management infrastructure and utilisation**

Management guidelines that apply to LIL apply to HIL zone as well. Generally, the presence of HIL in a park indicates higher or more intense utilisation or development, with a higher diversity and concentration of facilities, and thus may require additional management or operational facilities. As HIL is by definition a high use area, and must be located in an area of low sensitivity, the development of management and operations infrastructure in this zone must be favoured. In the park, most operations and administration infrastructure are situated in existing and well-established HIL tourist node at the rest camp.

### 6.7 Overview of the special management overlays

Special management overlays which designate specific areas of a park that require special management interventions (*e.g.* areas requiring rehabilitation) may be identified in the future, but none are currently designated. The SMA has been incorporated into the park buffer zone section rather than being considered to be a special management overlay.

### 6.8 The park buffer zone

The buffer zone shows areas outside the park within which land use changes can affect the park. The buffer zone in combination with guidelines will serve as a basis for: (i) identifying focus areas in which park management and scientists must respond to Environmental Impacts Assessment's (EIAs), (ii) helping to identify types of impacts that will be important at a particular site, and most importantly (iii) integrating long term protection of the park into the SDFs of municipalities and other local authorities. Park management will interact with all spheres of government, whether local, provincial, or national, as required, to achieve a positive conservation outcome in the buffer zone. In terms of EIA responses, the buffer zone serves largely to raise red flags and does not remove the need for carefully considering the exact impact of a proposed development. In particular, it does not address activities with broad regional aesthetic or biodiversity impacts *e.g.* renewable energy development projects. The buffer zones are aligned with the most applicable fine-scale systematic conservation plans in the area. In the park's case, these are the Critical Biodiversity Areas (CBAs) from the Western Cape Spatial Biodiversity Plan (Pool-Stanvliet *et al*., 2017) and the recent National Coastal and Marine Spatial Biodiversity Plan (Harris and Sink, 2019). From an aquatic perspective, the buffer zone are aligned with SWSAs (LeMaitre *et al*., 2018) and freshwater priority catchments, rivers and wetlands from the National Freshwater Ecosystem Priority Areas project (Nel *et al*., 2011a, 2011b). The buffer zone is also informed by the SMA.

There are three main categories within the park buffer zone, namely priority natural areas (consisting of other protected areas, critical biodiversity areas and ecological support areas), water resource protection areas, and view shed protection areas (Appendix 6, Map 7).

#### 6.8.1 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 the park's 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.

The priority natural areas are designed to align with the best available fine-scale systematic conservation plan(s) for the area. For the park two plans are relevant, namely the Western Cape Spatial Biodiversity Plan (Pool-Stanvliet *et al*., 2017) and the recent National Coastal and Marine Spatial Biodiversity Plan (Harris and Sink, 2019). These plans identify areas which must be kept intact (critical biodiversity areas) and areas which need to be kept at least functional (ecological support areas). The principal objective of critical biodiversity areas and ecological support areas is to guide decision-making about where best to locate development, informing land-use

planning, environmental assessment and authorisations, and natural resource management, by a range of sectors whose policies and decisions impact on biodiversity.

Priority natural areas consist of three categories:

- *Other protected areas.* Protected Areas managed by other agencies (*e.g.* CapeNature) or by private landowners are included in this category. These areas contribute to meeting biodiversity targets for ecosystems, species and ecological processes, and for the purposes of buffer interventions should be treated as CBAs. Although these areas should be controlled by their own NEM: PAA management plans, developments may impact on the park and park management should work with the respective mangers of these areas to ensure alignment;
- *Critical biodiversity areas* from the Western Cape Spatial Biodiversity Plan (Pool-Stanvliet *et al*., 2017) and the recent National Coastal and Marine Spatial Biodiversity Plan (Harris and Sink, 2019). Critical biodiversity areas are areas required to meet biodiversity targets for ecosystems, species and ecological processes, as identified in a systematic biodiversity plan. Within the buffer zone, these areas are additionally important for park expansion or for supporting biodiversity within the park and park landscape; and
- *Ecological support areas* from the from the Western Cape Spatial Biodiversity Plan (Pool-Stanvliet *et al*., 2017) and the recent National Coastal and Marine Spatial Biodiversity Plan (Harris and Sink, 2019). Ecological support areas but play a key role in supporting the ecological functioning of critical biodiversity areas and / or in delivering ecosystem services. Within the buffer zone, these areas are additionally important for park expansion and for supporting biodiversity within the park and park 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.*) must be opposed within this area. Developments with site-specific impacts (*e.g.* a lodge on a game farm) must be favourably viewed if they contribute to ensuring conservation friendly land use within a broader area. Additional water specific guidelines applicable for the water resource protection areas will also apply to these areas.

Response to development should be aligned with the guidelines for the spatial category in the appropriate conservation plan *i.e.* the Western Cape Spatial Biodiversity Plan (Pool-Stanvliet *et al*., 2017) and the National Coastal and Marine Spatial Biodiversity Plan (Harris and Sink, 2019). Park management should ideally coordinate responses to development in consultation with the appropriate provincial authorities to ensure consistency in response to developments from different agencies.

*Offsets:* These areas should be considered as offset receiving areas where possible, especially in identified park expansion areas.

### 6.8.2 Water resource protection areas

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

These areas consist of:

- Freshwater priority catchments, rivers and wetlands from the National Freshwater Ecosystem Priority Areas project (Nel *et al*., 2011a, 2011b) are largely located inland of the park. In particular, this includes the priority Nuwejaars system, as well as the Hagelkraal system. Priority estuaries are also included;
- Strategic water source areas are the priority areas for freshwater provision in the country (LeMaitre *et al*., 2018). SWSAs in the proximity of the park are included;
- Other areas of the designated SMA; and
- Other areas adjacent to the park where impacts on hydrological processes and water quality could impact on the park.

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

### 6.8.3 View shed protection

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

*Development guidelines:* Within these areas, any development proposals must 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 will be perfectly suited for development. Further, invasive developments outside this zone will also have to be considered.

## 6.9 Future improvements

### 6.9.1 General

Special management overlays which designate specific areas of a park that require special management interventions (*e.g.* areas requiring rehabilitation) may need to be identified. When updates are made to the provincial conservation plan (Pool-Stanvliet *et al*., 2017), the buffer zone will need to be modified to ensure alignment. Further, as the park is rapidly expanding, it is anticipated that the zoning will need to be updated regularly.

### 6.9.2 Coastal management lines

The National Environmental Management: Integrated Coastal Management Act (Act No. 24 of 2008), as amended by the National Environmental Management: Integrated Coastal Management Amendment Act (Act No. 36 of 2014) (hereafter jointly referred to as the NEM: ICMA) was promulgated to, *inter alia*, promote the conservation of the coastal environment and maintain the natural attributes of coastal landscapes and seascapes, to ensure that development and the use of natural resources within the coastal zone is socially and economically justifiable and ecologically sustainable and to define rights and duties in relation to coastal areas.

One of the mechanisms the NEM: ICMA provides is the establishment of coastal management lines (CMLs). Section 25(1) states that CMLs must be established or changed *"(a) to protect coastal public property, private property and public safety; (b) to protect the coastal protection zone; (c) to preserve the aesthetic values of the coastal zone; or (d) for any other reason consistent with the objectives of this Act"*. Additionally, regulations may be established to prohibit or restrict the building, erection, alteration or extension of structures that are wholly or partially seaward of a CML and such a CML may be situated wholly or partially outside the coastal zone.

The power to determine CMLs is assigned to the MEC of the relevant province in the NEM: ICMA unless, *inter alia*, the exercise of such power relates to any part of an area that is a national protected area as defined in the NEM: PAA in which case such powers must be exercised by the Minister responsible for Environmental Affairs.

**Establishment and implementation of coastal management lines**

As a national protected area under NEM: PAA, the minister responsible for Environmental Affairs must establish CMLs that fall within the park boundary. As the designated management authority of the park, SANParks reports to and acts on behalf of the DFFE and the minister responsible for Environmental Affairs on issues relating to management of the park. SANParks will therefore provide recommendations to the minister responsible for Environmental Affairs for consideration and adoption when establishing CMLs. Such CMLs must, inter alia, align with the approved protected area management plan of the ANP. Given that the establishment of CMLs by the minister responsible for Environmental Affairs only applies within national protected areas and that SANParks only has management authority over national protected areas; the

responsibility for designating CMLs adjacent to protected areas *e.g.* where an estuarine body is a declared protected area but the terrestrial sections adjacent to it are not, SANParks will engage with the MEC of the relevant province and provide comment on the CMLs, as CMLs for these areas must be developed by the relevant provincial MEC.

Although CMLs are the primary mechanisms used to guide the use and development of the coastal zone in the NEM: ICMA, NEM: PAA provides for additional measures to ensure sustainable coastal development within the boundaries of protected areas, including the use of zonation. Section 41 (2) (g) of the NEM: PAA states that "*A management plan must contain at least - a zoning of the area indicating what activities may take place in different sections of the area, and the conservation objectives of those sections*". Zonation in the park management plan ensures that use and development within the park are consistent with the function, objectives and desired state of the protected area.

As the use of zonation in the park predates the need for CMLs and complements the purpose of determining CMLs for most of the protected area and incorporating aspects such as environmental and heritage sensitivities in the park, it will be used as the main determinant of appropriate development close to the coast by SANParks and CMLs will be used as informants (overlays) to the zonation, providing mainly information on coastal risk. Where there is a discrepancy between what the zonation and the CMLs allow in a specific area, the more stringent of the two will apply.

As section 25 (1) of the EM: ICMA requires the establishment of CMLs by notice in a Government Gazette, the establishment of CMLs fall outside the scope of the management plan review process and will follow a separate process in which, once the CMLs have been determined, they will be Gazetted and subjected to public scrutiny in terms of section 53 of the NEM: ICMA before being adopted. Once the CMLs have been finalised, they will be incorporated as an overlay in the zonation of the management plan.

# Section 7: Access and facilities

## 7.1 Public access and control

Visitors driving from Cape Town can travel via the N2 to Caledon, then follow the R316 to Bredasdorp and then the R319 to Agulhas. The Cape Town International airport and George airport are the nearest airports to the park that accommodate scheduled flights and have car-hiring facilities.

Access to the park is mainly via the main entrance at the park office in L'Agulhas. The main entrance is the only pay point. All visitors to the park must check-in at the park office and be in possession of an official entry permit. Visitors to the Ratelrivier Lodge will gain access at the Ratelrivier Lodge gate. Visitors to the Bosheuwel Environmental Education centre will gain access to the park at the centre.

Several public roads traverse through the park or to specific points of interest and also act as coastal access points. Users of these roads may not leave the designated roads and access the park or make use of any park infrastructure.

## 7.2 Areas with restricted access

Several areas within the park are restricted mainly for management purposes relating to safety and security issues, *i.e.* to prevent fires and poaching, and access is restricted by gates that are locked. The following areas are restricted:

- Eastern section:
  - Strikdas;
  - Area south of Rhenosterkop to Die Walle on the coast;
  - Agulhas Rest camp; and
  - Rhenosterkop.

- Western section
  - Ratelrivier lodge complex; and
  - Rietfontein lodge.

Before leaving the park, overnight guests must check out at the park office. The operating hours are between 07:30 and 18:00 in winter and 07:30 and 19:00 in summer.

## 7.3 Airfields and flight corridors

The park has no airfield. No need has been identified to establish flight corridors through the park's airspace as allowed for in section 47 of NEM: PAA.

## 7.4 Administration and other facilities

The facilities listed in Table 5 below are utilised for operational purposes enabling the park to fulfil its legal mandate. Map 8 in Appendix 6 shows all the infrastructure in the park.

Table 5. Current administrative infrastructure in the park.

| Infrastructure | Current status | Zone |
|---|---|---|
| **Eastern section** | | |
| Boundary fence 12 km | Operational | Various |

| Infrastructure | Current status | Zone |
|---|---|---|
| **Eastern section** | | |
| Bosheuwel complex (Environmeenal Education centre and office for the Expanded Public Works Programme projects) | Operational | LIL |
| Management roads ± 48 km | | Various |
| Park office complex (offices, workshop, storerooms) | | HIL |
| South Downs (storeroom, staff accommodation) | | LIL |
| Soutbosch (storeroom, meeting / function facility) | | |
| **Western section** | | |
| Boundary fence 17 km | Operational | Various |
| Management roads 27 km | | |
| Waterford complex (office, storerooms, staff accommodation) | | LIL |

### 7.5 Visitor facilities

Visitor facilities including all non-commercial facilities and points of interest available to visitors are set out in Table 6 below.

Table 6. Visitor facilities and points of interest in the park.

| Infrastructure / visitor sites | Current status | Zone |
|---|---|---|
| **Eastern section** | | |
| Sandberg viewpoint | Restricted access | LIL |
| Soetanysberg viewpoint | Restricted access | |
| Southernmost Tip of Africa | Open access | HIL |
| Tourist roads 1.5 km | Restricted access | Various |
| **Western section** | | |
| Rietfontein se Baai area | Open access | LIL |

### 7.6 Commercial activities

For the purposes of this management plan, commercial activities include all income-generating facilities, products and services offered.

#### 7.6.1 Accommodation

Accommodation facilities in the park are currently limited. Existing facilities include those listed in Table 7, below.

Table 7. Accommodation facilities available in the park.

| Infrastructure | No of units | Current status | Zone |
|---|---|---|---|
| **Eastern section** | | | |
| **Agulhas rest camp** | | | |
| Chalet | 10 | Self-catering - serviced - economy accommodation | LIL |
| Family chalet | 5 | Self-catering - serviced - economy accommodation | |
| Lagoon House | 1 | Self-catering - serviced - premium accommodation | |
| **Bergplaas rest camp** | | | |
| House | 1 | Self-catering - serviced - economy accommodation | LIL |
| **Rhenosterkop rest camp** | | | |
| Cottage | 1 | Self-catering - serviced - economy accommodation | LIL |
| Family cottage | 2 | Self-catering - serviced - economy accommodation | |

### 7.6.2 Public private partnerships

The current public private partnerships (PPPs) facilities in the park are listed in Table 8 below.

Table 8. Current PPPs in the park.

| Infrastructure | No of units | Status | Zone |
|---|---|---|---|
| **Western section** | | | |
| Ratelrivier lodge | 15 | Operational – restricted access | HIL |
| Rietfontein estate | 5 | | LIL |

The Ratelriver PPP has been awarded for a period of 20 years while the Rietfontein PPP has been awarded for five years.

### 7.6.3 Retail and other facilities

There are currently (2020) no shop or retail facilities in the park.

### 7.6.4 Activities

There are various income and non-income generating activities available in the park, and these are listed below:

- SANParks Honorary Rangers birding weekend;
- SANParks Honorary Rangers guided walks;
- Self-guided birding;
- Self-guided Two Oceans trail;
- Self-guided Rasperpunt trail; and
- Self-guided and guided Soutbosch open days (walking, running, cycling, birding, canoeing)
- Self-guided visit to the Southernmost Tip of Africa.

## 7.7 Cultural heritage sites

Several sites as listed in Table 9 below, are accessible to visitors.

Table 9. Cultural heritage sites in the park open to the public.

| Sites | Current status | Zone |
|---|---|---|
| **Eastern section** | | |
| Cape Agulhas Lighthouse precinct (museum, cave, grave, quarry, well) | Open access | HIL |
| Fish traps at Rasperpunt | Open access | LIL |
| Historical buildings (Lagoon House, Rhenosterkop, Soutbosch) | Restricted access | |
| Middens | Open access | Various |
| Salt pans and associated infrastructure | Open access | |

### 7.8 Community use

Community members visit the park for the following purposes:

- Resource use: To harvest and collect natural resources as per agreement (*i.e.* collection of sour figs);
- Education: To learn more about certain plant and animal species and to improve their general knowledge of the environment.

### 7.9 Mining

No commercial mining takes place in the park. No mining rights / permits have been issued on park property. One gravel pit is situated in the park, however, it is not currently (2020) in use and has naturally rehabilitated. Should it be identified in future as a source of gravel to be actively mined, then a permit must be applied for.

### 7.10 Servitudes

Servitudes allow landowners or representatives of organisations access to the park to perform certain duties. Servitudes have been registered on properties within the park and are located as follows:

- Roads: Public roads located in Waterford, Rietfontein, Springfield, Bosheuwel, Rhenosterkop and Suiderstrand;
- ESKOM power lines and cables: Waterford, Ratelriver, Bergplaas, Springfield, Bosheuwel, L'Agulhas and Suiderstrand;
- Microwave and radio towers (South African National Defence Force (SANDF) radio tower, Telkom, Wireless internet): Waterford, Bergplaas and L'Agulhas; and
- Water pipelines and boreholes (Schubert, Springfield, Cape Agulhas Local Municipality): Eastern section of the park close to Bergplaas and Springfield.

The above organisations perform maintenance on their respective infrastructure and associated roads periodically.

# Section 8: Expansion / Consolidation

The expansion and consolidation of the park remains a strategic priority for SANParks, given its recognised biodiversity, landscape interface and regional socio-economic importance. Expansion and consolidation will protect the ecological integrity of the park more effectively, incorporate a more representative and resilient suite of areas that support biodiversity conservation (especially threatened species and ecosystems) that can contribute to national biodiversity targets, contribute to the protection of fresh water and marine environments (particularly Strategic Water Source Areas (SWSA)) and support resilience to climate change effects.

Park expansion addresses objective SO1.1 of South Africa's National Biodiversity Strategy and Action Plan 2015 – 2025. This outcome seeks to secure a representative sample of ecosystems and species (biodiversity assets) in a network of protected areas and conservation areas that may be managed by government, private or communal landowners (Appendix 6, Map 4). Expansion also contributes to the United Nations Convention on Biological Diversity Aichi Target 11. By 2020, at least 17 % of terrestrial and inland water areas and 10 % of coastal and marine areas, especially areas of particular importance for biodiversity and ecosystem services, should be conserved through effectively and equitably managed, ecologically representative and well-connected systems of protected areas and other effective area-based conservation measures, integrated into the wider landscape and seascape.

The National Protected Area Expansion Strategy (NPAES) 2016 (Department of Environmental Affairs, 2016) highlights that despite some progress in protected area expansion, Fynbos Biome lowland ecosystem types remain amongst the least protected in South Africa. The National Biodiversity Assessment 2018 showed that many ecosystem types in the area are threatened (Skowno *et al*., 2019). ANP represents one of the few opportunities where reasonably large areas of intact Endangered and Critically Endangered ecosystems could be secured. In addition to the value of its terrestrial ecosystems, the Agulhas Plain contains important and threatened estuarine and freshwater ecosystems. Numerous threatened species are also found. Opportunities also exist for securing high value marine and coastal ecosystems. Further recently emphasis has been placed on the protection of Strategic Water Source Areas (LeMaitre *et al*., 2018) and dealing with expected climate change, and its increasing threat to biodiversity. As such, the expansion of ANP remains important for SANParks in its attempt to consolidate some of the botanically diverse remaining fragments of the lowland fynbos vegetation types in an otherwise highly fragmented and transformed landscape at the southern tip of Africa, while at the same time expanding its protection of freshwater, estuarine, coastal and marine ecosystems.

The expansion programme is in full congruence with SANParks accepted biodiversity values (SANParks, 2006) and follows the SANParks land acquisition framework (Knight *et al*., 2009). The ecological aspects of ANP vision sees the park as an integral part of a wider functional land-use mosaic which delivers sustainable ecosystem services (emphasis on water), to maintain the natural and cultural heritage of the park for the benefit of all, especially local communities. Although no up to date park specific systematic conservation plan exists, the areas around the park have been highlighted as Critical Biodiversity Areas (Pool-Stanvliet *et al*., 2017) and the area has been highlighted in the NPAES (Department of Environmental Affairs, 2016).

The ultimate desired state for the park would include the consolidation of priority biodiversity areas in the buffer zone through contractual agreements, donations or land acquisition (willing-buyer-willing seller). It is envisaged to:

- Create a large lowland and coastal protected area mosaic of different conservation areas;
- The consolidation of untransformed lowland fynbos (particularly threatened renosterveld and -limestone fynbos habitats), associated wetlands of the Ratel River /

Soetendalsvlei and Hagelkraal River systems, and the marine interface into a contiguous park unit;

- Secure important water resources, particularly Strategic Water Source Areas;
- Conserve a diversity of habitats in the face of expected climatic change;
- Rehabilitate degraded lands included into the park;
- Encourage conservation friendly land management activities in the surrounding land-use mosaic, and catchments to further the conservation of nationally important vegetation types and wetlands;
- The minimisation of visual and hard boundary impact of inappropriate surrounding developments on the park's aesthetic qualities;
- Develop an ecotourism product in synergy with the parks conservation goals and regional development plans; and
- Develop a park that is socially sustainable.

The 21,723 ha park includes nine terrestrial fynbos vegetation types, three coastal types and two estuarine types. Of the ecosystem types with significant areas in the park, three of them are Critically Endangered (Agulhas Limestone Fynbos, Agulhas Sand Fynbos and Central Ruens Shale Renosterveld), and four are Endangered (Elim Ferricrete Fynbos and Overberg Dune Strandveld; as well as the two estuarine types, the Warm Temperate Estuarine Lake and the Cool Temperate Small Temporarily Closed Estuary). Further, most ecosystem types fall into under-protected categories and hence, in combination with their threatened status, have a high conservation importance (Department of Environmental Affairs, 2016; Skowno *et al*., 2019).

Expansion of the park to its 106,225 ha[1] desired state would see the addition of a further terrestrial type (with large additional areas of threatened and under-protected types especially the Critically Endangered and Poorly Protected Agulhas Limestone Fynbos, the Critically Endangered and Moderately Protected Agulhas Sand Fynbos, and the Critically Endangered and Not Protected Central Ruens Shale Renosterveld), five marine types (including Vulnerable and mostly under-protected types) and two additional estuarine types (including significant areas of Endangered ecosystems). Expansion areas, particularly the areas of Overberg Sandstone Fynbos are particularly important for threatened and special species. Additionally, expansion would secure significant areas of SWSAs and nationally identified freshwater ecosystem priority areas (priority catchments, river and wetlands).

The cost for implementing the expansion programme was estimated at a total capital land cost of R 127,041,250 and an annual cost for a stewardship programme of R800 000. Costs were estimated based on current average land prices in the area, costs to run a stewardship programme and rough estimates of the potential balance between purchase and contract based on the characteristics of each portion of the expansion footprint.

The approach that the park will follow can be found in section 10.2.1 on page 69.

[1] Including 22,703 ha of existing protected area which may not necessarily ever become part of the park, but would be part of a contiguous conservation landscape.

# Section 9: Concept development plan

## 9.1 Long term development plan

Development is not considered lightly and is only embarked on in order to fulfil a real operational need or tourism opportunity. The park is not financially sustainable, however, it has the potential to improve its occupancy and to offer additional products to visitors in future. The current development plan focuses on ways to attract additional visitors to the park. The main tourism focus of park management over the next planning cycle is to unlock the tourism potential of the southernmost tip of Africa and the Lighthouse precinct. Associated with this is the need to develop an east-west tourism route through the park and integrate the park and its unique cultural heritage into the region.

Caution will be exercised when considering any development. The zonation of the park will dictate the placement of any development and the implementation of identified projects must comply with relevant legislation and is dependent on the availability of funds.

## 9.2 Development nodes

The primary development node is the Cape Agulhas Lighthouse precinct, with limited expansion in the other areas.

## 9.3 Communication routes

Communication infrastructure needs to be improved in the park, including radio, telephone, data network, free and metered Wi-Fi and cellular access.

## 9.4 Service supply routes

The main service route to the park is the R319 provincial tar road.

## 9.5 Infrastructure development proposals

All infrastructure development proposals, including activity development, are presented in Tables 10 - 14 below.

### 9.5.1 Administration and other facilities

The facilities set out in Table 10 below will be utilised for operational purposes.

Table 10. Proposed administrative infrastructure development in the park.

| Infrastructure | Status | Zone | Priority | Probability |
|---|---|---|---|---|
| **Eastern section** | | | | |
| Agulhas Rest camp storeroom | New | LIL | High | High |
| Tourism office at the Lighthouse precinct development (including storeroom) | New | HIL | High | High |
| Park administration complex upgrade | Existing | | High | High |
| Boundary fence upgrade | Existing | Various | Medium | Medium |

| Infrastructure | Status | Zone | Priority | Probability |
|---|---|---|---|---|
| **Western section** | | | | |
| Boreholes | New | Various | High | High |
| New staff accommodation | New | Primitive | High | Medium |
| Boundary fence upgrade | Existing | Various | Medium | Medium |

### 9.5.2 Visitor facilities

Visitor facilities include all non-commercial and semi-commercial facilities and points of interest available to visitors are set out in Table 11 below.

Table 11. Proposed visitor facility development in the park

| Infrastructure | Status | Zone | Priority | Probability |
|---|---|---|---|---|
| **Eastern section** | | | | |
| East-West link road network | New | Various | High | Medium |
| Lighthouse precinct development | New | HIL | High | High |
| Upgrade Soetanysberg viewpoints | Existing | LIL | Medium | Medium |
| Upgrade Sandberg viewpoint | Existing | | Medium | Medium |
| Brandfontein picnic site | New | | Medium | Low |
| **Western section** | | | | |
| East-West link road network | New | Various | High | Medium |
| Rietfontein se Baai picnic site | New | LIL | Medium | Medium |

### 9.5.3 Commercial facilities and activities

There are a limited number of commercial activities and products that could be developed in the park, and those currently in operation could be expanded / upgraded, to improve the tourism experience. All proposed opportunities will be individually considered and prioritised based on feasibility and income potential. Following these considerations, identified opportunities may be excluded from potential development. There may be opportunities for development that are excluded as they are considered unlikely to be developed within the term of this plan. However, should the market change or a third party present an opportunity, products may be considered based on the agreed terms and locations, as per the park product development framework (PDF) (Appendix 3).

#### 9.5.3.1 Accommodation

The new accommodation infrastructure that is envisaged for the park is set out in Table 12 below.

Table 12. Proposed accommodation development in the park.

| Infrastructure | Status | Zone | Priority | Probability |
|---|---|---|---|---|
| **Western section** | | | | |
| Rietfontein estate expansion | Existing | LIL | High | High |
| Ratelrivier estate expansion | Existing | HIL | High | High |

#### 9.5.3.2 Public private partnerships

The Lighthouse precinct development will make provision for a restaurant and a curio shop. It is envisaged that the precinct development will be completed during 2021 and the PPPs will become operational at the same time. It is envisaged that the Ratelrivier and Rietfontein estates will be managed through public private agreements.

#### 9.5.3.3 Retail and other facilities

The Lighthouse precinct development will also make provision for three small retail opportunities and will be operated by Small, Medium and Micro-sized Enterprise (SMMEs) from 2021.

#### 9.5.3.4 Activities

Leisure activities provide a mechanism for income generation, with the potential for community development and without the high capital investment required for accommodation. Key challenges regarding provision of leisure activities in future will be diversity of offering, customer demand and increasing the 'adventure' element of activities to engage the younger markets and markets with a high disposable income. Activity development will need to take the visual impact of each activity into account, to ensure that the unique selling proposition of remoteness of the park is maintained. Certain activities will also need to cater for different product grades and visitor experience levels. Additional activities have been identified in Table 13 below for possible development.

Table 13. Proposed activity development in the park.

| Infrastructure | Status | Zone | Priority | Probability |
|---|---|---|---|---|
| **Eastern section** | | | | |
| New boardwalk linking the Lighthouse / Southernmost Tip with Rasperpunt boardwalk | New | LIL | High | High |
| Upgrade the northern section of the Lighthouse / Southernmost Tip circular trail, including Rasperpunt boardwalk | Existing | | High | High |
| Park Run (from Lighthouse along ridge west, continuing up Sandberg, down western leg of Two Oceans trail, back along the coast) | New | | High | High |
| Short interpretive trail of historical sites at Rhenosterkop | New | | Medium | Medium |
| Birding at the Rhenosterkop pan | New | | Medium | Medium |
| Birding at the Saltpans | New | | Medium | Medium |
| **Western section** | | | | |
| Melkbospan circular trail (from Milkwood stand south past Vispan, around Drievleitjies, towards Wasvlei and back to Melkbospan) | New | LIL | Low | Low |
| Birding at the pans (Vispan, Drievleitjies, Melkbospan) | New | | Low | Low |
| Sterrehuisloop (old Ratelriver), circular route | New | | Low | Low |
| Short interpretive trail of historical sites at Ratelrivier | New | HIL | Medium | Low |
| Buffeljagsberg hiking trail | New | Primitive | Low | Low |
| Birding at Ratelrivier wetlands | New | Remote | Low | Low |
| Waterford trail | New | Primitive | Low | Low |

### 9.5.4 Cultural heritage sites

There is a need to enhance the interpretation of the cultural heritage sites in the park. Additional sites have been identified for possible interpretation and orientation in Table 14 below.

Table 14. Proposed cultural heritage product development in the park.

| Infrastructure | Status | Zone | Priority | Probability |
|---|---|---|---|---|
| **Eastern section** | | | | |
| Interpretation at Saltpans | New | Primitive | High | Medium |
| Interpretation at Southernmost Tip | Existing | HIL | High | High |
| Upgrade museum at Lighthouse | Existing | | High | High |
| Interpretation at Rasperpunt boardwalk to fish traps | New | | High | Medium |

# Section 10: Strategic plan

## 10.1 Introduction

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

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

- Regional integration;
- Biodiversity;
- Responsible Tourism;
- Cultural heritage;
- Access and benefits; and
- Effective park management.

Each programme is presented as follows:

- **Programme name:** A name describing 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:
  - **Objectives** The various objectives derived from the hierarchy of 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;
  - **Portfolio of evidence (PoE)**: Proof whereby the achievement of the objective can be evaluated;
  - **Timeframe**: An indication of when the action is likely to be completed (indicated by year in the planning cycle); and
  - **References**: References to relevant programmes, lower level plans (LLPs) or other documents.

In most cases a detailed LLP supports the individual programmes. These LLPs could be reviewed on a frequent basis depending on the changing circumstances and requirements.

The commitments outlined in the various programmes under section 10 are aligned with the performance management system of the operational staff. Progress and impact will be tracked, and the work plan will be reviewed annually to prioritise implementation activities, to be responsive to emerging matters and to inform the risk response strategy.

## 10.2 Regional integration

Regional integration promotes resilient regional outcomes across boundaries, through enabling institutional arrangements and co-operative support to transfrontier and bioregional programmes, growing a conservation domain through contractual and co-operative landscape planning and management, for sustainable benefits, socio-economic upliftment of communities and peace and stability in the region. This approach requires a systemic methode for the integration of national parks into the broader economic and social landscapes through appropriate strategies, mechanisms and incentives and through encouraging complementary economic activity. It promotes and improves conservation and ecosystem services, allows for sustainable natural resource use, whilst unlocking direct commercial benefits to communities, and developing the necessary skills and capacity.

### 10.2.1 Park expansion programme

The purpose of this programme is to achieve the SANParks goal of conserving ecological patterns and processes typical of the region by acquiring land suitable for conservation, through purchase or by other means in line with the SANParks land acquisition framework. The rational for this programme can be found in section 8 on page 62.

Expansion is constrained by changes in overall landcover and landscape fragmentation. In line with the accepted expansion plans over the next 10 years, SANParks will remain flexible to opportunities and as such, remain open to approaches from neighbouring land owners and state entities. Negotiations will aim to include land by either contractual agreement with the land owners or direct purchase. The proposed extensions of the footprint include:

- Current consolidation: The 3,147 ha area needed for consolidating the core area remains the key short-term priority. Expansion initiatives would need to be undertaken through contractual partnerships and land purchases.
- Current northern expansion: Planned contractual expansion into this 2,252 ha area is strongly justified based on the presence of threatened and under-protected terrestrial and freshwater ecosystems and is particularly important for consolidating the Soetendalsvlei system.
- Current towards Waterford and Hagelkraal: The 6,750 ha connection to Waterford and Hagelkraal remains a priority. The boundaries have been refined to align with the Critical Biodiversity Area (CBA) map, to better include priority wetlands and align with the landcover. This area is the critical landscape linkage for climate change adaption for the park. Expansion initiatives would be undertaken through contractual partnerships and land purchases.

Once the current priority areas have been secured, additional options exist to expand the park:

- Longer term - beyond Waterford and Hagelkraal: This 13,436 ha area is extremely botanically diverse and is important from a freshwater and estuarine perspective. This area represents a key climate change link through to Walker Bay Nature Reserve, and to consolidate links to Pearly Beach and Uilkraalsmond Nature Reserve. Expansion initiatives would be undertaken through contractual partnerships and land purchases;
- Longer Term - Possible Marine Expansion: In the longer term, declaration of an inshore Marine Protected Area would help protect a recognized globally important ecosystem (part of the Seas of Good Hope Ecologically or Biologically Significant Marine Area) and a marine CBA. It is suggested as a fairly small inshore marine protected area to avoid the complications of managing large deep-water areas. The proposed 12,604 ha footprint is based on inshore conservation zones from the Seas of Good Hope EBSA and the marine CBA map, but needs to be confirmed through more intensive planning and appropriate stakeholder consultation; and
- Longer Term - Possible North and East Expansion: Additional possible long-term expansion areas of 10,265 ha to the north (and east) have been delineated based on CBAs, high priority wetlands, rivers, river catchments and estuaries, and key climate change linkages to other protected areas (particularly Heuningberg Local Nature Reserve). This expansion may not be achievable in the short term, it nevertheless should be identified in order to guide long term effort and ensure contractual and even land purchase opportunities are not missed should they arise.

In the very long term, additional opportunities exist to further consolidate a large lowland protected area:

- Very Long Term - Inland of Walker Bay: This 13, 345 ha area consists largely of very high value Critically Endangered Agulhas Limestone Fynbos and species rich Overberg Sandstone Fynbos, and it represents one of the few remaining opportunities to consolidate large areas of intact threatened lowland ecosystems in the fynbos. The area is an identified SWSA. Opportunities exist for contractual expansion.

The park expansion footprint includes a number of important state and private protected areas. These existing protected areas are flagged for cooperation. Inclusion in this category does not necessarily imply that the area will ever become part of the park. Contractual inclusion (or transfer) could be explored where mutually beneficial for management, operational or tourism reasons but would not result in an increased protected area estate. The most important existing protected areas are:

- CapeNature*:* Soetendalsvlei Nature Reserve (418 ha), Pearly Beach Nature Reserve (627 ha), Quoin Point Nature Reserve (1,127 ha), Walker Bay Nature Reserve (3,613 ha), Uilkraalsmond Nature Reserve (793 ha) and Walker Bay Whale Sanctuary Marine Protected Area (11,247 ha) and three small but important islands totaling under 25 ha (Quoin Rock Provincial Nature Reserve, Geyser Island Nature Reserve and Dyer Island Nature Reserve);
- Major parastatal*:* ESKOM owns the botanically important Groot Hagelkraal Private Nature Reserve (1,321 ha);
- Local government*:* Heuningberg Local Nature Reserve (905 ha) anchors the northern end of the ANP expansion footprint.
- Private Reserves*:* Kleinrivier Private Nature Reserve (671 ha) and Bosbokstrand Private Nature Reserve (963 ha) are the largest, but there are numerous smaller reserves, many of which are in Walker Bay Fynbos Conservancy. Grootbos Private Nature Reserve is declared at 122 ha, but its actual size is around 2,500 ha.

Along with the expansion areas described above, the 22,703 ha of existing protected areas outside of the current park would potentially result in an ecologically meaningful conservation landscape of a mosaic of different protected areas covering a total of 106,225 ha of priority lowland, freshwater, estuarine, coastal and marine ecosystems.

A detailed lower level plan outlining the rationale and operational approach supports this programme. This programme links with high-level objective 1 and objective 1.1 on page 40. To achieve the purpose of this programme, the actions listed in the table below will be implemented.

| **PARK EXPANSION PROGRAMME** | | | | | |
|---|---|---|---|---|---|
| **High-level objective:** To promote resilient ecological and social sustainability through institutional co-operation, partnerships, stakeholder engagement and strategic park expansion. | | | | | |
| **Objective:** To consolidate and expand the park by incorporating conservation worthy and strategically important terrestrial and marine areas. | | | | | |
| **Sub-objective** | **Actions** | **Responsibility** | **POE** | **Timeframe** | **Reference** |
| To acquire strategically identified properties that are conservational important to consolidate the park. | Participate in the land restitution process. | PM, SET | Documentation | As required | |
| | Motivate and prioritise contractual inclusions / acquisitions. | CSD, PM | Priority list | Year 3 | |
| | Target the incorporation of ~12, 000 ha over 10 years. | CSD, PM | Contractual inclusions / purchase agreements | Year 10 | |
| | Review conservation expansion plan. | CSD, PM | Document | Year 5 | |

### 10.2.2 Mainstreaming biodiversity programme

The purpose of this programme is to achieve the park's bio-regional aspirations by building on and enhancing the relationships and inter-dependencies between various strategic planning processes, partners and stakeholders in the region. This includes the park's consolidation, integrated bio-regional planning within the greater Agulhas Plain area and the integration of regional cohesion depicted in district and local Integrated Development Plans (IDPs) and Spatial SDFs. This will ensure conservation of systems and processes both within the park, the buffer zone and the wider regional area.

The park is adjoined by communities such as Suiderstrand, L'Agulhas and Struisbaai to the east and north of the park, privately owned farms and provincially managed nature reserves to the west, such as Quoin Point Nature Reserve. Western portions of the park fall in the Overstrand Municipality with the greater part of the park falling within the Cape Agulhas Local Municipality. The park contributes to the 17% of formally protected areas in the Cape Agulhas Municipality and the almost 300,000 ha of these areas in the Overberg District Municipality. The park is recognised in the local and district IDPs and SDFs as an important role-player in promoting the tourist appeal of the region and an integral part of the coast and climate change corridors in the local and regional context and beyond.

The greater Agulhas Plain was internationally recognised for its unique biodiversity value and varied ecology in July 2015 when the World Heritage Committee of UNESCO approved an extension of the CFRPA WHS to include the 'Agulhas Complex'. The 'Agulhas Complex' as it was inscribed, includes the park and the greater Agulhas Plain as part of one of the world's 'hottest hotspots' for diversity, density and number of endemic and threatened species. The increased number of complexes (increased from eight to 13 protected area clusters) conserve the outstanding ecological, biological and evolutionary processes associated with the beautiful and distinctive Fynbos vegetation that is unique to the CFR.

This recognition underscores the importance of the park's continued active engagement of and collaboration with authorities and other stakeholders and partners of the park to ensure that important bio-regional aspects are addressed and potential impacts on the park are mitigated. The bio-regional value of ecosystem services in the park, its buffer zone and the wider region, remains a key component in the IDPs and SDFs of local, district and provincial authorities. This will ultimately ensure that biodiversity is a key aspect in land-use planning and decision-making.

Through continued collaboration and integration at a local and district level, biodiversity issues, threats, pressures and opportunities related to the park, such as preventing urban creep, enhancing alien clearing and the protection of important ecological processes and ecosystem services, can effectively be addressed.

This programme links with high-level objective 1 and objective 1.2 on page 40. To achieve the purpose of this programme, the actions listed in the table below will be implemented.

| MAINSTREAMING BIODIVERSITY PROGRAMME | | | | | |
|---|---|---|---|---|---|
| **High level objective:** To promote resilient ecological and social sustainability through institutional co-operation, partnerships, stakeholder engagement and strategic park expansion. | | | | | |
| **Objective:** To mainstream biodiversity issues in local and other planning frameworks by active engagement with governmental and non-governmental partners. | | | | | |
| **Sub-objective** | **Actions** | **Responsibility** | **PoE** | **Timeframe** | **Reference** |
| To ensure the conservation of systems and processes within the park and buffer zone (including land, air and water). | Identify, prioritise and map ecological corridors and buffer zones for the conservation according to national criteria. | PM, SR, PPD | Maps 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, SETO | List of stakeholders | Year 1, ongoing | |
| | Collaborate with relevant structures by communicating, participating with and contributing to actions and activities. | PM, SETO, PPD | Minutes | Ongoing | |
| | Implement actions that promote conservation outcomes in buffer zone and corridors. | PM, SR, PPD | SDFs, IDPs GOFPA, CMA documentation | Ongoing | |
| | Monitor effectiveness of interventions and actions. | PM, SR, PPD | Reports | Annually | |

| MAINSTREAMING BIODIVERSITY PROGRAMME | | | | | |
|---|---|---|---|---|---|
| **High level objective:** To promote resilient ecological and social sustainability through institutional co-operation, partnerships, stakeholder engagement and strategic park expansion. | | | | | |
| **Objective:** To mainstream biodiversity issues in local and other planning frameworks by active engagement with governmental and non-governmental partners. | | | | | |
| **Sub-objective** | **Actions** | **Responsibility** | **PoE** | **Timeframe** | **Reference** |
| To mainstream biodiversity into land-use planning and decision-making to ensure that SANParks is timely 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, SETO, PPD | Minutes of meetings, documents | Ongoing | |
| | Engage and submit comments to relevant forums and participate in EIAs, scoping etc. | PPD, PM, SR | Scoping, EIA reports, Records of Decision (RODs) | Ongoing | |
| | Monitor compliance with environmental authorisations where appropriate. | PPD, PM, SR | Reports, RODs | Ongoing | |
| To monitor and evaluate the impact of the implementation programmes, and adapt as required. | Monitor and evaluate progress and impact against programme objectives and targets. | PPD, SRs, PM | Documentation | Annually | |

### 10.2.3 Landscape integration programme

The purpose of this programme is to promote and support regional ecological and social landscape linkages by active engagement with governmental and non-governmental partners.

The park is an integral contributor to the region's tourism, employment and conservation efforts and can positively influence processes in its buffer zone and the greater Agulhas Plain by strengthening integration of activities such as rehabilitation and enhancement of natural processes and critical biodiversity areas, by partnering with stakeholders on aspects such as sustainable tourism, development, education, innovation, economical farming and the sustainable use of natural resources.

The park partakes in the bioregional plan called the Cape Action plan for People and Environment (CAPE). CAPE is a partnership of government (national, provincial and local) with civil society, aiming to conserve and restore the biodiversity of the CFR, and the adjacent marine environment, whilst delivering significant benefits to the people of the region over the next 20 years. Under the CAPE programme, a pilot initiative, the Agulhas Biodiversity Initiative phase 1 (ABI 1) was recently completed with the park as implementing agent. ABI 1 focussed on strengthening conservation capacities and skills-sharing between partners to build local support for and management of biodiversity conservation, sustainable resource use and nature-based tourism on the Agulhas Plain. As a CAPE partner, the park will remain a stakeholder in the ABI phase 2 initiative (ABI 2).

The promulgation of the NEM: ICMA, for the first time mandated the development of coastal management programmes (CMPs) and institutions for co-operative coastal governance. All

spheres of government – national, provincial and municipal - must establish and implement CMPs. Park management take cognisance of this requirement and will work closely with the national Department to ensure alignmed implementation.

The SMA was established in April 2007 by 25 private landowners, including the previously disadvantaged Elim Community. A total of 46,000 hectares of land within the Nuwejaars river wetland system was contributed, of which 22,000 hectares (48 %) was natural veld and wetlands. In 2010 SANParks entered into a Memorandum of Understanding with the SMA, a key partner of the park in the achievement of integration of conservation management efforts in the wider landscape. This facilitated collaboration on programmes such as alien vegetation and erosion control, wildlife management, wetland management and fire management.

The park has established social linkages with communities through social programmes recognising the rich history and vibrancy of the communities of the greater Agulhas Plain, such as the centuries-old practice of the harvesting and collection of resources from the wetlands, pans, veld and coast. The park can utilise these interactions to strengthen the unique land- and seascape of the park by continuing biodiversity education and collaboration with the communities to enhance and evolve historic practices and secure resilience in ecology and social upliftment.

The park and CapeNature have similar objectives and values and to maximise the outcomes, the two organisations have embarked on a unique co-operative approach to implement various initiatives in the Overberg region. This will include co-operation in the areas of wetland and veld rehabilitation (especially with regards to the biodiversity social projects), buffer zone conservation, resource use (especially with regards to the permitting thereof), environmental education (amongst others also with the Kids in Parks programmes and combined celebration of environmental calendar days), estuary management, safety and security, youth development (especially with regards to the Overberg eco rangers) and research.

Various other organisations, forums and agencies are operating within the landscape, amongst others, the Fire Protection Association, heritage agencies, residents associations (ratepayers associations), security institutions, the Fynbos Trust and the Flower Valley Conservation Trust. The park is either part of, or actively engaging these organisations, whilst also serving on several municipal and district level structures. This allows the park to collaborate with and support efforts of the various governmental and non-governmental partners in the region to achieve integrated implementation of activities and responses to the various impacts on the Agulhas Plain.

This programme links with high-level objective 1 and objective 1.3 on page 40. To achieve the purpose of this programme, the actions listed in the table below will be implemented.

| LANDSCAPE INTEGRATION PROGRAMME | | | | | |
|---|---|---|---|---|---|
| **High level objective:** To promote resilient ecological and social sustainability through institutional co-operation, partnerships, stakeholder engagement and strategic park expansion. | | | | | |
| **Objective:** To promote and support regional ecological and social landscape linkages by active engagement with governmental and non-governmental partners. | | | | | |
| **Sub-objective** | **Actions** | **Responsibility** | **PoE** | **Timeframe** | **Reference** |
| To support regional ecological and social landscape linkages. | Identify governmental and non-governmental structures, organisations and entities operating in the region with a possible impact and influence on the biodiversity of the park. | PM, SETO, SR PPD | List | Year 1, ongoing | |
| | Collaborate with relevant structures and participate in the actions and activities at all levels of activities. | PM, SETO, PPD | Minutes of meetings | Ongoing | |
| | Implement actions that promote conservation outcomes in the buffer zone and corridors as agreed for the GOFPA, SMA, CMA, SDFs and IDPs. | PM, SR, PPD | Reports | Ongoing | |
| To monitor and evaluate the impact of the implementation programmes, and adapt as required. | Monitor and evaluate progress and impact against annual work plan targets and programme objectives. | PPD, SRs, PM | Documentation | Annually | |

### 10.3 Biodiversity conservation

South Africa is a signatory to the United Nations Convention on Biological Diversity (CBD) and therefore subscribes to the strategic plan for biodiversity (2011 - 2020) which includes the development and implementation of a NBSAP. Many of the SANParks and park's biodiversity conservation actions are therefore nested within South Africa's NBSAP. SANParks subscribe to the broad definition of biodiversity sensu Noss (1990) which includes structural, functional and compositional diversity at all scales. In managing the heterogeneity and diversity in the park it is emphasised that ecological systems function across a full hierarchy of physical and biological components, processes, and scales in a dynamic space-time mosaic (Pickett *et al*., 1997). A challenge faced by park management is how to manage such a complex array of species richness, environmental template and climatic variables with limited management tools available. Park management therefore attempts to identify key agents, drivers and controllers of change that can be manipulated if the need to influence the nature and direction of heterogeneity change arises as Biggs & Rogers (2003) suggests. Experience has shown that allowing ecosystem processes and drivers to function as naturally as possible (or simulating such where need be), has better conservation outcomes than to only manage at a species level. As such, a number of biodiversity management programmes have been developed to effectively manage the diversity and patterns, as well as processes of the characteristic elements of a typical savanna landscape.

#### 10.3.1 Fire management programme

The purpose of this programme is to provide guidance on fire management of fire-dependent vegetation types (fynbos, fynbos ecotones and renosterveld) in the park and the protection of habitat types not driven by fire (forest, thicket, sensitive wetland types) and of human life and infrastructure.

The park is legally obligated to promote fire safety and protect infrastructure and lives. The National Veld and Forest Fire Act (Act No. 101 of 1998) stipulates that landowners must construct firebreaks around their properties in order to prevent veld fires from either spreading from or into their properties. Furthermore, personnel who are tasked with working with fire are expected to be appropriately equipped and trained to deal with fires. The park is also a member of the Greater Overberg Fire Protection Association (GOFPA). The GOFPA consists of conservation agencies and private landowners. Its primary objectives are to empower local communities in assisting them to become more aware of the risks of fire, capacitate them to act proactively to reduce the hazards and vulnerability of assets, and allow them to act as a first response to fire emergencies. Fires in the park, whether planned or unplanned, were historically caused primarily by humans. Fires from lightning strikes do occur, but these are generally localised to higher lying areas and infrequent.

The lowland fynbos and renosterveld located within the park are vegetation types of high conservation significance. Both systems require fire to stimulate plant recruitment and retain maximum species richness. The frequency, intensity, season and extent of fires are critical determinants and essential in maintaining biodiversity and natural ecological processes (Stock & Allsopp, 1992; Van Wilgen *et al*., 1992; Kraaij & Van Wilgen, 2014).

The time of the year at which fires occur naturally in fynbos is largely determined by climatic factors (Van Wilgen *et al*., 1992) and can have a marked effect on the response of species to fire, especially in terms of regeneration patterns and the subsequent floristic composition of mature fynbos (Van Wilgen & Viviers, 1985; Le Maitre, 1988; Van Wilgen *et al*., 1992). Summer and early autumn fires seem to be beneficial for most fynbos plant species in terms of post-fire regeneration, which is also consistent with natural fire ignition patterns (Midgley, 1989; van Wilgen *et al.,* 1992). However, fires in fynbos can occur in all months under suitable weather conditions (van Wilgen, 1987). Recent research in the eastern Cape Floristic Region, with its less seasonal climate, indicates that natural fires are less seasonally constrained in these areas than

in western and inland mountains, providing a bigger window of opportunity for prescribed burning (Kraaij *et al*., 2013) with more variable recruitment conditions throughout the year (Heelemann *et al*., 2008).

Prescribed burning should be done in late summer/early autumn, during weather conditions facilitating fires, and sufficiently hot to stimulate plant recruitment. Forest and thicket are virtually fire-free under natural conditions and should be protected from accidental fires. Fires in dune fynbos/thicket mosaics are, however, essential to maintain the co-occurrence of and balance between fynbos and thicket and should not be artificially suppressed indefinitely. In order to protect the habitat of the micro frog, wetlands with acidic waters should not be burnt. Wetland reed beds may be left to burn during wildfires, but active burning is not necessary. Fire management should not be too rigid, as variation in all components of the fire regime is desirable to attain patchiness in the vegetation and to maximise diversity. The management of fire, both planned and unplanned, requires significant financial and human resource investment.

A fire management system will be developed and implemented that would incorporate the different aspects of a natural fynbos fire regime to ensure the conservation of biodiversity and the maintenance of natural ecological processes, but within the constraints of fire protection considerations. For fire management purposes, the park is divided into fynbos (*proteoid* fynbos, *ericaceous* fynbos and dune *asteraceous* fynbos), renosterveld, forest and thicket and wetlands (SANParks, 2012). All fires should be mapped as accurately as possible, as veld age maps would form the basis for the biannual planning meetings. Post-fire fynbos monitoring, largely focusing on Proteaceae regeneration, will assess the effects of prescribed and wildfires (in terms of frequency, season and intensity) on fynbos diversity and composition. Known populations of rare and endangered plant species may also be monitored where required.

It is of critical importance that the invasive alien species programme be aligned with the fire management system developed for the area. In the case of unplanned fires, invader plant control efforts will be adapted and burnt areas prioritised for alien clearing.

Veld fires can also have a negative impact on the environment and / or human settlements and therefore, veld fire risk management involves the determination of the level of risk posed by these fires to assets and establishing strategies to protect assets from the adverse effects of veld fires. The purpose of veld fire risk management is to protect the community and its values (which could be social, economic or environmental) from the adverse effects of veld fires. The risk management strategies must be appropriate to the level of risk determined within the GOFPA and must match the options available for managing the risk.

This programme links with high-level objective 2 and objective 2.1 on page 40. To achieve the purpose of this programme, the actions listed in the table below will be implemented.

| FIRE MANAGEMENT PROGRAMME | | | | | |
|---|---|---|---|---|---|
| **High level objective:** To conserve biodiversity by maintaining and rehabilitating natural patterns and processes on the Agulhas Plain and associated marine environment. | | | | | |
| **Objective**: To enhance biodiversity and safeguard staff, visitors, infrastructure and ecological assets through the implementation of appropriate fire management. | | | | | |
| **Sub-objective** | **Actions** | **Responsibility** | **PoE** | **Timeframe** | **Reference** |
| Integrate and update fire management approaches. | To update and finalise the Fire Management Plan for the park (prescribed burning schedule) with regional initiatives and plans. | SRs, PM, SS | Document | Year 3 | |
| To apply an appropriate fire regime in ANP, including prescribed burns, and effective wildfire suppression and prevention. | Implement prescribed ecological burns and fire breaks. | SRs | Reports and maps | Annual | Fire Management Plan |
| | Research and long-term monitoring to inform fire management. | SS | Records and reports | Ongoing | |
| | Conduct post-fire mapping of both wildfires and prescribed burns. | SRs, SS | 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. | SRs, SS | Records | Ongoing | |
| | Monitor and evaluate post fire regeneration. | SS, SRs | Records | Ongoing | |

| FIRE MANAGEMENT PROGRAMME | | | | | |
|---|---|---|---|---|---|
| **High level objective:** To conserve biodiversity by maintaining and rehabilitating natural patterns and processes on the Agulhas Plain and associated marine environment. | | | | | |
| **Objective**: To enhance biodiversity and safeguard staff, visitors, infrastructure and ecological assets through the implementation of appropriate fire management. | | | | | |
| **Sub-objective** | **Actions** | **Responsibility** | **PoE** | **Timeframe** | **Reference** |
| To apply an appropriate fire regime in ANP, including prescribed burns, and effective wildfire suppression and prevention. | Actively participate in the GOFPA and associated programmes. | PM, SRs | Minutes of meetings | Ongoing | |
| To ensure an adequate level of fire management preparedness. | Conduct audit to ensure fire preparedness, and address findings. | SRs | Audit report | Annual | Safety & Security |
| | Participate in fire management training. | SRs | Training register | As scheduled | Training needs analysis |
| To monitor and evaluate the impact of the implementation programmes and adapt as required. | Monitor and evaluate progress and impact against programme objectives and targets. | SS, SRs, PM | Reports | Annually | |

### 10.3.2 Invasive and alien species programme

The purpose of this programme is to reduce the impact of invasive and alien species (IAS) and enhance natural biodiversity through suppression, prevention and control and where possible eradication. Further objectives include preventing re-infestation of IAS into the park as well as protecting the park from new and emerging invasive species. This programme will focus on plant IAS predominately.

Climate change, current and past land use practices adjacent to protected areas, mining, pollution and IAS are considered key threats to protected areas (Foxcroft *et al*., 2017), and one of the greatest threats to conservation of biodiversity and ecosystem service, is invasive alien plants (IAP). It affects the primary mandate of SANParks, tourism experiences and poses risks to both physical, ecological and cultural assets within and adjacent to the park.

South Africa, as a signatory to the Convention on Biodiversity as well as other international conventions, is required to manage IAS within its borders. Under South African legislation, specifically the NEM: PAA and NEM: BA, SANParks is obligated to manage IAS in all national parks. Collectively there are 16 national acts, provincial ordinances and municipal by-laws that further govern the management of IAS. The NEM: BA Alien and Invasive Species Regulations (2016) are of direct relevance. Further, the NEM: PAA requires that all protected areas have plans for the management of IAS. The SANParks strategy for the management of IAS (Reference Number: 17/P-CSD/Pol/AIS (09-17) v1) provides the context within which all management of IAS is implemented. Within SANParks the context for the management of IAS is set out in the Alien and Invasive Species Regulations (2018) and a framework for the management of IAP provided in the Standard Operating Procedure (SOP) for the Implementation of Invasive Alien Plant Management Projects (2017). The SANParks Alien and Invasive Species Regulations (2018) provides an integrated approach to alien and invasive species management. The framework includes five components, which have been incorporated into this plan, namely (i) assessment and risk analysis, (ii) priority setting, (iii) early detection and rapid response, (iv) control and (v) restoration.

Effective management of IAP requires sound planning and implementation, which is dependent on well-grounded ecological knowledge, an understanding of risks and effective collaboration between interconnected and effected parties (Tu & Robison, 2013). The effectiveness of implementing management plans and the successful outcome thereof is dependent on sound management structures, adequate resources, structured monitoring, and reporting, with strategic adaptive management through feedback and communication loops (Foxcroft & McGeoch, 2011). The implementation of an effective rapid response mechanism is also important to mitigate the introduction of new species and thus its potential threats and impacts adjacent to and within the broader buffer of the park (Tu & Robison, 2013).

IAPs, fragmentation of natural areas through unsuitable land use and inappropriate fire regimes, pose the greatest threats to the conservation of biodiversity on the Agulhas Plain. Invasive alien plants pose the greatest threat to the indigenous flora of the park through direct competition as well as by changing nutrient cycling, water availability and fire regimes and intensity through increased fuel loads. Ground water, as well as surface water flow rates, is negatively impacted on by IAPs, specifically by the wood acacia species, which in turn directly impact on interdependent wetland systems. Key to the protection of the unique biodiversity and cultural heritage is the effective management of IAS, specifically IAP. This is dependent on the development of sound management strategies, securing adequate resources and on promoting open collaboration between key stakeholders, all underpinned by effective implementation, clear feedback loops that facilitate learning and on allowing for adaptation of management strategies based on invasive species traits and ecological principles.

Within the park, basic data is available to inform management actions. Future mapping and monitoring will continue to augment this and contribute to improved insights into alien species and distribution surrounding the park.

**List of invasive species occurring in the park**

A total of 92 IAS has been recorded in the park, of these, 82 are plant species and 10 animal species. A total of 55 species are listed in the NEM: BA regulations of 2014; of which four are animal species and 50 plant species. No species are listed as category 1a, three fish species and 38 plant species are listed as category 1b, five plants, one fish and one mammal species are listed as category 2 and seven plants are listed as category 3 (Foxcroft *et al*., 2017). Of the 82 invasive alien plant species listed 37 have been listed as potential transformer species, where transformer species are considered to be species that have the ability to change the function and structure of large parts of ecosystems within which they establish (Foxcroft *et al*., 2019). Of the species listed as potential transformers, 22 species are actively being controlled through the Working for Water (WfW) programme. In addition, other IAP species that need to be assessed for potential threats at the local scale include the three *Banksia* species, specifically *B. ericifolia* which is considered a potential coloniser of fynbos in the area (SANParks, 2018).

**Description of land infested and the extent of invasion of IAP**

Woody invasive plant species, specifically *Acacia cyclops* and *Acacia saligna*, occur across more than 72 % of the area of the park and in 96 % of the remaining areas of natural vegetation (SANParks, 2018). Despite this widespread and, in some areas, dense alien vegetation, the natural vegetation in the upland areas and along the coastal plain is relatively intact, though some areas of the park have previously been transformed by predominantly agriculture and isolated homesteads.

**Status report on the efficacy of past control measures**

The management of IAP within and adjacent to the park has been enabled through funding received from DEA's Natural Resource Management WfW programme since 2002. A total of R 94,6 million has been invested in the management of IAP through WfW programme between 2002 and the 2018 / 2019 financial year-end. The programme has provided work for some 520,356 persons and has cleared an accumulative 147,556 ha, of which 17,200 ha were initial-clearing.

A total of 49 IAP species are recorded in the Water Information Management System, an indication that these species have been treated through the WfW programme. Management has focused primarily on the *Acacias, Eucalyptus, Hakea* and *Pinus* species. Through a combination of contracting teams, effective control methods and fires, predominantly wildfires, the management of these IAP species, as well as other woody species within the park, has been effective. The recovery of natural vegetation, the reduced impacts of IAP and recovery of natural vegetation diversity are encouraging, specifically in the coastal areas and where natural vegetation has remained intact. Alien seedbanks are however known to persist for decades, and follow-up clearing remains a priority.

Several different organisations including SANParks Biodiversity Special Projects (BSP), the ABI and the Plant Protection Research Institute (PPRI) have undertaken biocontrol on *Acacia cyclops*, *Acacia longifolia* and *Acacia saligna* across the Agulhas Plain to the point where biocontrol on these species is considered to be well established. The monitoring of biological control agents' occurrence and effectiveness needs to be part of management activities.

**Current measures to monitor, control and eradicate invasive and alien species**

There is a high risk of IAS spreading into the park from the broader alien plant footprint and cadastral areas. The area will be monitored and assessed for risk of pathway movement, prioritised in terms of eradication and treated accordingly. A full assessment and risk analysis of IAS in the park will enable priority setting. Prioritisation will then allow for available resources to be directed into ecologically sensitive and economically feasible areas. A generic set of criteria has been developed to prioritise areas and species. Once species and associated areas have been prioritised for treatment, it will be fed into an Annual Plan of Operation (APO), which will form the basis of the motivation for funding. The APO will set out clearing schedules, personnel requirements and costing for each site. A long-term strategy will be developed for the areas within and in buffer areas adjacent to the park, which will assist in compiling an inventory and priority listing and in the allocation of resources over a five- to ten-year time frame. This long-term strategy will inform funding motivation and operations on an annual basis. Working with the South African National Biodiversity Institute (SANBI) Early Detection and Rapid Response Programme, the park will aim to identify pathways into the park, so that new IAS introductions may be prevented and rapid response initiated to eradicate or contain infestation. Even though a new invasion may seem insignificant, it must be evaluated for potential risk and prioritised for treatment to ensure that the threat does not spread, which could require exponentially more effort and resources to clear at a later stage.

The framework set out in SANParks IAS management policy as well as the SOP for the Implementation of IAP management projects ensure that SANParks complies with legislation, including the identification and prioritisation of activities which include:

a. Awareness of invasive alien species threats;
b. Assessment of current and potential threats and pathways;
c. Prevention practices and procedures;
d. Early detection and rapid response;
e. Management control and restoration; and
f. Secured and maintained funding.

Controlling the introduction of IAS into the park and the spread of IAS within the park is potentially challenging to management. Monitoring is key for the management of IAS, specifically IAP dispersal into and within the park, and needs to be focussed on the potential pathways identified within the parks landscape. Foxcroft *et.al* (2019) identified a total of eight different potential pathways that IAS may follow to enter and/or disperse within a park, and the three primary path ways are (i) rivers and (ii) roads etc. and (iii) contaminated construction material, equipment and soils specifically in the surfacing of existing provincial roads transecting the park. In addition, (iv) agricultural areas adjacent to the park, as well as (v) movement of wildlife and possibly domestic animals between these areas and the park need to be monitored. (Foxcroft *et al*., 2019). In addition, areas of endangered vegetation types such as neutral sand proteoid fynbos, as well as limestone fynbos, critical wetland areas and localities with rare and endangered species, need to be monitored for threat from IAP species. Non-ecological asset areas that need to be protected from the threats of IAP and other associated threats, include the historical homesteads and park tourism and management facilities.

Although monitoring needs to be proactive, this puts pressure on the limited resources for the management of IAS made available through the WfW programme where monitoring, though a

prerequisite of NEM: BA, is not prioritised in funding allocations. Thus, monitoring on priority areas should be a focused joint responsibility of park management, scientific services and BSP management.

There is currently no documented control of other IAS within the park and domestic stock and other alien animals are managed as necessary on an ad hoc basis by park management. There are currently no species-specific strategies or specific control methods implemented within or adjacent to the park by the BSP. SANParks BSP are also not currently implementing a biocontrol programme within or adjacent to the park, but the PPRI is actively implementing biological control through provincial structures. Fire has proven to be an effective management tool and the integration of fire as a management tool needs further consideration.

Control methods, or an integrated combination thereof, are designed to suit the target species and environment in which they occur. The following methods may be used within the park, cadastral and broad alien plant footprint boundaries:

1. Initial treatment.

    - Chainsaw – fell, debranch and stack;
    - Foliar spray – application of herbicide;
    - Fire; and
    - Biocontrol release - collection of clean cladodes, propagation of biocontrol and deployment of biocontrol agents.

2. Follow-up treatment.

    - Loppers and hand saws;
    - Foliar spray – application of herbicide; and
    - Biocontrol release - collection of clean cladodes, propagation of biocontrol and deployment of biocontrol agents.

3. Integrated combination of methods.

A total of 12 specific species and a further four genera have been listed as priority for management, all but the *Banksia* species are listed as potential transformer species. These are:

- *Acacia baileyana*
- *Acacia cyclops*
- *Acacia dealbata*
- *Acacia longifolia*
- *Acacia mearnsii*
- *Acacia saligna*
- *Arundo donax*
- *Hakea gibbosa*
- *Hakea sericea*
- *Leptospermum laevigatum*
- *Myoporum montanum*
- *Nerium oleander*
- *Banksia sp.*
- *Eucalyptus sp.*
- *Pennisetum sp.*
- *Pinus sp.*

**Indicators of progress and success, indications of when the programme is to be completed**

Due to the geographical position of the park, predominantly within the lower reaches of Water Management Area 19: Breede catchment (quaternary catchments G40M, G50A, C and F) adjacent to agricultural land (Mkunyana *et al*., 2018), the management of IAP within and adjacent to the park, will be ongoing. With the two primary rivers (Nuwejaars,- and Ratel River) draining into the park, provincial roads that transverse and form boundaries to the park, there is a constant threat of re-infestation and introduction of IAS from the surrounding landscape, requiring ongoing management efforts to supress existing infestations, as well as mitigate external threats.

The management of IAP across the park and to a lesser degree in areas adjacent to the park, has been well implemented with follow-ups completed effectively, and rotation between clearings averaging between one and two years. To sustain the gains made in the management of IAP, it is essential that funding is secured over the long term to allow management to retain a focus on priority species and areas across the park and to monitor and respond to external threats identified through a proactive management approach.

A detailed lower-level plan outlining the rationale and operational approach supports this programme. This programme links with high-level objective 2 and objective 2.2 on page 40. To achieve the purpose of this programme, the required actions are listed in the table below.

| INVASIVE AND ALIEN SPECIES PROGRAMME | | | | | |
|---|---|---|---|---|---|
| **High-level objective:** To conserve biodiversity by maintaining and rehabilitating natural patterns and processes on the Agulhas Plain and associated marine environment. | | | | | |
| **Objective:** To reduce the impact of invasive alien species and enhance natural biodiversity through their suppression, prevention, control and where possible eradication. | | | | | |
| **Sub-objective** | **Actions** | **Responsibility** | **PoE** | **Timeframe** | **Reference** |
| To evaluate the potential risks, source areas and pathways of invasions into the park at a regional scale. | Compile a list of IAS occurring within the parks buffer but not recorded in the park. | BSP, SS, SRs | Database, internal BSP report (BSP SP-APP) | 2021, revised mid-cycle | Southern African Plant Invaders Atlas database |
| | Update the parks IAS lists as new species records are confirmed. | SRs, SS | Formal collection record | Ongoing | |
| | Identify potential pathways for IAS to inform management actions. | SS, SRs, BSP | Report (BSP SP-APP) | 2021, revised mid-cycle | |
| | Assess the rotation period of treatments on Acacia species within the park to ensure that the management approach is effective. | BSP, SRs, SS | Monitoring report | Annual | |
| | Assess the risk of IAS recorded within and adjacent to the park. | SS, SRs, BSP | Report | 2021, revised mid-cycle | |
| | Assess the range and abundance of all NEM: BA listed species within the park and ensure species are appropriately managed. | BSP, SRs, SS | MUCP | Annual | |
| | Create awareness of the threats of IAS to support preventative measures. | BSP, SS | Information documents | As required | |
| | Map the distribution of IAP within the park and areas adjacent to the park where management is implemented. | BSP, SS, SRs | Spatial database with maps | Ongoing | IAP baseline data base |
| | Monitor specific high-risk species. | SS, SRs | Report | Ongoing | |
| | Maintain spatial distribution data of high-risk species. | SS, BSP | Spatial database with maps | Ongoing | |
| | Develop a species prioritisation framework to determine priority species for management. | SS, SRs, BSP | Report | 2021, revised mid-cycle | |

| INVASIVE AND ALIEN SPECIES PROGRAMME | | | | | |
|---|---|---|---|---|---|
| **High-level objective:** To conserve biodiversity by maintaining and rehabilitating natural patterns and processes on the Agulhas Plain and associated marine environment. | | | | | |
| **Objective:** To reduce the impact of invasive alien species and enhance natural biodiversity through their suppression, prevention, control and where possible eradication. | | | | | |
| **Sub-objective** | **Actions** | **Responsibility** | **PoE** | **Timeframe** | **Reference** |
| To ensure the effective and timely implementation of integrated control strategies for priority invasive species, in such a manner that both rapid response and long-term maintenance goals are met. | Review management unit clearing plan. | BSP, SRs | APO | Annual | |
| | Prepare APO's for BSP control programmes. | BSP, SRs, PM | Annual APO with budgets | Annual | Funders MoA |
| | Prepare species specific management action plans. | BSP, SRs | Documents | As required | IAS risk assessment |
| | Manage alien animal invasions and stray animals. | SRs, SS | Report | Ongoing | SANParks Alien and Invasive Management Policy |
| To monitor and evaluate the impact of the implementation programmes, and adapt as required. | Monitor and evaluate progress and impact against programme objectives and targets. | BSP, SRs, PM | Reports | Annually | |
| | Adapt programme approach and feedback, and inform risk response strategy. | BSP, SRs | Document | Annually | |

### 10.3.3 Freshwater ecosystem programme

The purpose of this programme is to promote/maintain the functionality and diversity of freshwater ecosystems in order to support healthy communities of biota and deliver important ecosystem services to people. This programme deals with surface water (*i.e.* rivers), groundwater and wetlands due to the sensitive linkages and interconnectivity between these various entities.

South Africa is a signatory to several international conventions, agreements and protocols governing water resources. Therefore, SANParks' strategic plan, management plans and conservation policies are informed by the CBD Programme of Action on Protected Areas. In 2010, CBD member nations agreed to 20 Aichi Targets to stop the loss of biodiversity by 2020. Target 11 states that, "by 2020, at least 17 % of terrestrial and inland water areas and 10 % of coastal and marine areas, especially areas of particular importance for biodiversity and ecosystem services, are conserved through effectively and equitably managed, ecologically representative and well-connected systems of protected areas and other effective area-based conservation measures, and integrated into the wider landscape and seascape".

South Africa was pro-active in adopting a freshwater conservation target. This target emerged from a series of participative workshops involving several government departments and national agencies (SANParks, the Council for Scientific and Industrial Research -CSIR- and the SANBI), and stated that at least 20% of each inland water ecosystem type should be conserved (Roux *et al.,* 2006). The endorsement of a quantitative target was followed by a national planning exercise to identify strategic spatial priority areas for satisfying the 20 % target. The resulting conservation priorities, known as Freshwater Ecosystem Priority Areas (FEPAs), comprise 22 % of South Africa's river lengths and 38 % of wetland areas (Nel *et al*., 2011). The park has no river FEPAs, but two main wetland FEPAs, the Ratel and Hagelkraal River wetland systems, three fish sanctuaries, five fish support areas and one Phase 2 FEPA. Wetland clusters were identified around Springfield, Soutbosch and Bergplaas. A wetland cluster was identified as groups of wetlands within 1 km of each other and embedded in a relatively natural landscape.

The Department of Water and Sanitation (DWS) lists SANParks as an implementation partner of its National Water Resource Strategy. Relevant actions include: (a) investment in strategic water source areas, (b) strategic investment in the maintenance and rehabilitation of freshwater ecosystems, (c) maintenance of FEPAs in good condition, protected riparian and wetland buffers and critical groundwater recharge areas, (d) monitoring ecological health to inform management, and (e) establishing commitment to sustainable water resource management through *e.g.* stakeholder awareness programmes.

Groundwater forms a critical component of the hydrological cycle and plays an important role in the environment. Groundwater further supports a wide variety of groundwater dependent water bodies such as wetlands and springs. According to Wu *et al*. (2004), it is critical to establish the flow paths, patterns, water quantity and quality of the water flowing between surface water and groundwater for water resources to be developed efficiently. Groundwater resources are under increasing pressure caused by the intensification of human activities and other factors such as climate change. Reductions in groundwater storage as a result of over-abstraction particularly from riverbeds, close to streams, and from shallow alluvial aquifers, will have a direct influence on river flow due to baseflow reduction.

Freshwater ecosystems are highly connected systems and can be summarised as such:

- Longitudinal connectivity (along the length of a river): Rivers form ecological corridors from source areas all the way to the sea, with several environmental gradients (*e.g.* in nutrient concentrations, temperature, flow dynamics, salinity and habitat structure) along their lengths which is critical to their overall functioning and health;
- Lateral connectivity (from terrestrial to aquatic): The health of rivers and wetlands are susceptible to changes in runoff as well as sediments and contaminants from upstream and upland runoff. Rivers and wetlands cannot be conserved without taking care of their surrounding environments. Of importance is to maintain buffers or riparian zones of natural vegetation around these ecosystems; and
- Vertical connectivity (between groundwater and surface water): Groundwater sustains river flows ("base flows") and supports refuge pools in the dry season. Refuge pools are critical in seasonal rivers, as they support water-dependent biota that would otherwise not survive when the rivers dry up. Groundwater further supports a wide variety of groundwater dependent ecosystems such as wetlands. Reductions in groundwater stores as a result of abstraction, particularly from riverbeds, close to streams, and from shallow alluvial aquifers, will have a direct influence on river flow and on groundwater dependent ecosystems.

None of the 4 four rivers flowing through the park is in a good ecological state. The percentage length in a moderately modified ecological (C) state make up 76 % while 24 % are in a transformed (Z) ecological state. These rivers represent six of South Africa's 223 river ecosystem types.

A national wetland data layer indicates that 40 % of modelled wetlands in the park are in good ecological condition while 60 % are in moderately modified condition. Of these wetlands 86 % have been identified as FEPAs. These wetlands are estimated to represent 23 of the 791 national wetland ecosystem types (Roux *et al.,* 2013). The accuracy of this data has, to a large extent, been verified by field studies. Of the six larger subquarternary catchments covering the park, fine scale mapping (Fisher *et al*., 2017 a-d) has been completed for five and GIS editing has been done for five. The data were incorporated into the national biodiversity assessment released in 2018 (Skowno *et al*., 2019).

Very little information is available on the groundwater aquifers that directly relate to the park. Groundwater research spearheaded by the University of Cape Town started within the Nuwejaars River catchment in 2015. A small portion of the catchment is covered in the park and one monitoring borehole was drilled inside the park. Further research is needed to understand the groundwater resources in the rest of the park.

Much of the land incorporated into the national park was once used for agricultural purposes. Therefore, much of the land was degraded and wetlands were drained to allow for the cultivation of crops or wildflowers. In responding to the challenge of stemming the loss of wetlands, government has recognised that, in order to be truly effective, strategies for wetland conservation need to include a combination of proactive measures for maintaining healthy wetlands, together with interventions for rehabilitating those that have been degraded. Working for Wetlands

programme pursues its mandate of wetland protection, wise use and rehabilitation. The wetlands rehabilitation plan will guide the rehabilitation planned and executed for the park on an annual basis.

The most effective way that SANParks can conserve freshwater systems within the park is through strategic relationships with Catchment Management Agencies (CMAs), other water management fora and stakeholder groups such as farmers, especially the Nuwejaars Wetlands Special Management Area. Strategic relationships strive to facilitate co-operation, knowledge-sharing and resource mobilisation to advance effective conservation of aquatic ecosystems. Prominent activities would most likely include, lobbying for and active participation in determination and implementation of ecological reserves; facilitating assessment of ecosystem and river health; and providing information and insight obtained through research and monitoring to facilitate informed decision making and the successful implementation of catchment-scale adaptive management systems. Aquatic ecosystems are complex systems with many interrelated components. To understand these systems in a systemic way requires input from various disciplines, for example groundwater science, environmental chemistry, geomorphology, hydrology, entomology, ichthyology and increasingly also social sciences.

A detailed lower level plan outlining the rationale and operational approach supports this programme. This programme links with high-level objective 2 and objective 2.3 on page 40. To achieve the purpose of this programme, the actions listed in the table below will be implemented.

| FRESHWATER ECOSYSTEM PROGRAMME | | | | | |
|---|---|---|---|---|---|
| **High-level objective:** To conserve biodiversity by maintaining and rehabilitating natural patterns and processes on the Agulhas Plain and associated marine environment. | | | | | |
| **Objective:** To ensure the persistence and functioning of aquatic systems through research, monitoring, maintenance and rehabilitation. | | | | | |
| **Sub-objective** | **Actions** | **Responsibility** | **PoE** | **Timeframe** | **Reference** |
| To develop and maintain strategic relationships with relevant implementation partners, including DWS, CMAs and municipalities. | Contribute to relevant engagements. | PM, SS, SRs | Minutes of meetings | Ongoing, with reflective evaluation every third year | |
| To improve basic knowledge of estuaries, rivers, wetlands and groundwater ecosystems. | Develop research and monitoring programmes for selected rivers, wetlands and groundwater sources. | SS | Programme design | Year 1 | Research and monitoring programme |
| | Implement and report on research and monitoring of selected rivers, wetlands and groundwater sources. | SS | Survey results | Year 2, ongoing | Research and monitoring programme |
| | Determine the applicability of the Estaurine Management Plan produced by the Western Cape DEADP. | PPD, SS | Document | Year 2 | Estaurine Management Plan |
| To implement the Western Cape Wetland Rehabilitation programme. | Location and removal of wetland drains and defunct impoundments, where appropriate and installing anti-erosion structures where appropriate. | BSP, SRs, SS | Working for Wetlands reports | Ongoing, with reflective evaluation every third year | Wetland rehabilitation programme |
| To make the link between freshwater ecosystem conservation and human well-being objectives more explicit. | Promote water-related ecosystem services research. | SS, SRs, SETO | Registered research projects (internal and external) | Ongoing | Research and monitoring programme, equitable access programme |
| To monitor and evaluate the impact of the implementation programmes and adapt as required. | Monitor and evaluate progress and impact against programme objectives and targets. | SS, SRs, PM | Reports | Annually | |

### 10.3.4 Vegetation programme

The purpose of this programme is to maintain the extent, biodiversity, connectivity and ecological patterns and processes of the terrestrial ecosystems by increasing the knowledge of and determining the change in key habitats and plant communities.

The terrestrial vegetation occurring in the park falls within the Fynbos biome. Fynbos is known for its high species diversity and a number of threatened plant species are found in the park. Nine different broad vegetation types have been identified (Cowling & Mustart, 1994; Cole *et al*., 2000), some of which are highly threatened (Mucina & Rutherford, 2006). These have been mapped and described. The plant diversity in the wetlands, especially in the Hagelkraal and Pearly Beach areas, is high relative to other wetlands in the southern Cape, with a total of 21 families and 54 species recorded (King, 1995 in litt.; Jones *et al*., 2000). The Agulhas Plain has approximately 2,500 species of indigenous plants, including 112 species endemic to the area and over 110 known Red Data species (Kraaij *et al*., 2009). This programme is closely linked with the research and monitoring needs in the Species of Special Concern Programme. The vegetation types most impacted are the Central Rûens Shale Renosterveld (critically endangered) and the Elim Ferricrete Fynbos (endangered).

The current vegetation classification and descriptions provide a sound ecological basis at different scales for park management (State of Knowledge Report, 2018). The vegetation types in conjunction with a soil sensitivity description, facilitate management planning, inform management prescripts, and were used in park zonation, the assessment of resource use potential, prioritising areas for fire management, the identification and management of species of special concern, and for assessing developments or ventures with potential negative impacts on the environment.

Ecological restoration is important for biodiversity conservation, for its potential to reverse degraded landscapes, increase ecosystem resilience, and to maintain delivery of important ecosystem services. Terrestrial IAPs present a major threat to biodiversity conservation due to the influence on water security and the resultant increased fire risk in the park. The bulk of rehabilitation efforts are directed towards managing plant invasions and its consequences. Disturbed areas are most prone to invasions and since large areas of the land in the park was previously used as cultivated agricultural lands, restoration efforts are challenging due to the large presence of IAP seed bank. Re-establishment of indigenous vegetation on the old lands should be attempted but may be hampered by the high cost of intensive rehabilitation efforts, insufficient knowledge of effective rehabilitation methods, potentially irreversible changes such as artificial soil enrichment, and loss of seed banks and bulbs. In the absence of clear guidelines for the re-establishment of fynbos and renosterveld vegetation, management actions will focus on creating conditions conducive to natural recovery and succession of the vegetation.

Fynbos is a fire driven ecosystem, which poses many challenges, one of which is to meet the conservation management objectives. These relate to issues such as applying the appropriate fire regime and integrated invader plant control.

This programme links with high-level objective 2 and objective 2.4 on page 40. To achieve the purpose of this programme, the actions listed in the table below will be implemented.

| VEGETATION PROGRAMME | | | | | |
|---|---|---|---|---|---|
| **High-level objective:** To conserve biodiversity by maintaining and rehabilitating natural patterns and processes on the Agulhas Plain and associated marine environment. | | | | | |
| **Objective:** To enhance the persistence and functioning of terrestrial plant communities through research, monitoring, the rehabilitation of degraded and transformed land, and disease management. | | | | | |
| **Sub-objective** | **Actions** | **Responsibility** | **PoE** | **Timeframe** | **Reference** |
| To ensure that floristic diversity of terrestrial vegetation is described and recorded, and populations of priority species are identified, located, monitored and managed. | Identify priority high conservation value habitats. | SS | Maps, GIS databases | Ongoing | Species of special concern (SSC) programme |
| | Compile, maintain and expand plant species lists. | SS, SRs | Lists | Ongoing | |
| | Provide relevant updates to SSC programme. | SS, SRs | Document ation | As required | SSC programme |
| To ensure that floristic diversity of terrestrial vegetation is described and recorded, and populations of priority species are identified, located, monitored and managed. | Identify and manage the processes impacting on high priority habitats. | SS, SRs | Reports | Ongoing | Fire management programme, climate change programme, invasive alien species programme, zonation |
| To monitor and evaluate the impact of the implementation programmes and adapt as required. | Monitor and evaluate progress and impact against the programme objectives and targets. | SS, SRs, PM | Reports | Annually | |

### 10.3.5 Species of special concern programme

The purpose of this programme is to ensure the persistence and viability of key species, by contributing to national and international initiatives and implementing species-specific management interventions and by providing guidance on managing factors and drivers that can derail the benefits of SSC.

SANParks' biodiversity values stipulate that, except in crucial instances for the survival of globally critically endangered species, management for system integrity and biodiversity must take precedence over species management. However, SANParks will strive to prevent extinction, within national parks, of species on the IUCN global critically endangered or endangered lists, and will work with other conservation initiatives to secure and strengthen the future of such species over their historic distribution ranges.

SSC is largely an administrative designation or grouping. These include (i) red list taxa from local to regional scales; (ii) taxa without a formal conservation status assessment or with insufficient data; (iii) species listed in the NEM: BA as Threatened or Protected Species Regulations on Convention on International Trade in Endangered Species (CITES) appendices; (iv) species which are subject to a Biodiversity Management Plan as per NEM: BA and NEM: PAA; (v) endemic taxa that has >80% of range confined to a park; (vi) reintroduced taxa that were locally extinct or threatened or indigenous species recently introduced and (vii) locally threatened populations. Apart from these principal definitions, species may also be of special concern if (i) threatened taxa were monitored in the past, but the conservation status have improved; (ii) taxa are functionally important or key species; (iii) taxa are selected or common species; (iv) species with social or cultural value; (v) taxa that are subject to resource use and legitimate sustainable harvesting; (vi) species listed under relevant international conventions other than CITES. These designations that constitute SSC, pose some key challenges in defining a list for the park, largely because SSC can be any kind of species and are context-, person-, and park specific.

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 SSC. The aim is to fill knowledge gaps of Red Data Listed species through identification, inventory and prioritisation of SSC within the park. The SSC programme is not assessing the conservation status of taxa in parks, (although the data and information gathered during the process of monitoring will be valuable for use in separate species conservation status assessments and repeat assessments which form part of a separate process). The intention is to provide the background and rationale for monitoring SSC within the park, and thus to support the effective management and successful conservation of these species. The approach, methods and procedures required for such monitoring aim to achieve, as far as is appropriate,

standardisation of concepts and approaches for monitoring SSC, facilitate information within and across parks and contribute to national reporting on SSC. Work by external researchers can contribute greatly to this programme.

Global environmental change drivers are the primary cause of species becoming threatened and then being listed as SSC. The emergence of illegal resource use is a key roleplayer in recent times. Emerging diseases may also pose new challenges. Invasive species (such as alien plants) and pollution are also threats, while climate change impacts are mostly caused by unpredictable weather patterns. Inside protected areas, habitat change is primarily driven by tourist development and ecological management that could impact on how resources are distributed.

The primary aim is to prevent the extinction of any species (global critically endangered or endangered species) and to put appropriate monitoring and conservation efforts of species of special concern in place. The SSC programme needs to be aligned with the park's biodiversity programmes as well as with regional, national and international planning.

The park has 129 species of special concern of which 112 are plants. The full list appears in Appendix 4.

A detailed lower level plan outlining the rationale and operational approach is available. This programme links with high-level objective 2 and objective 2.5 on page 40.

| SPECIES OF SPECIAL CONCERN PROGRAMME | | | | | |
|---|---|---|---|---|---|
| **High-level objective:** To conserve biodiversity by maintaining and rehabilitating natural patterns and processes on the Agulhas Plain and associated marine environment. | | | | | |
| **Objective:** To enhance the survival of species of special concern through monitoring, research and threat management. | | | | | |
| **Sub-objective** | **Actions** | **Responsibility** | **PoE** | **Timeframe** | **Reference** |
| To enhance the survival of faunal and floral species of special concern through monitoring, research and threat management. | To locate, monitor, research and update priority populations and species (check 2020 targets and expand). | SS, SRs | Species lists, maps, description of communities | Year 1, ongoing | Vegetation programme, Custodians of Rare and Endangered Wildflowers, SANBI Biodiversity Strategy |
| | Assess and report on trends in populations. | SS | Reports | Year 2, ongoing | Vegetation programme |
| | Assess viable populations of rare / threatened plant species. | SS, SRs | Reports | Year 3, ongoing | |
| To ensure the faunal diversity of species of high conservation value is described, recorded, identified, monitored and managed. | To identify, locate, monitor and conduct research of priority species. | SS | Distribution data, monitoring programmes | Year 1, ongoing | |
| | Maintain viable populations of rare and threatened faunal species through appropriate management actions. | SRs, SS | Reports | Ongoing | |
| To monitor and evaluate the impact of the implementation programmes and adapt as required. | Monitor and evaluate progress and impact against the programme objectives and targets. | SS, SRs, PM | Reports | Annually | |

### 10.3.6 Wildlife management programme

The purpose of this programme is to manage wildlife and reintroduce missing species in order to have a herbivore complement indigenous to the renosterveld and lowland fynbos vegetation of the park, while ensuring that these herbivores do not adversely or irreversibly alter the biodiversity of these vegetation types.

Of the 65 terrestrial mammals recorded in the park, or that are likely to occur in the park, the majority are rodents and small carnivores. The park is a stronghold of the honey badger *Mellivora capensis*, and a large breeding colony of South African fur seals *Arctocephalus pusillus* occurs on Geyser Rock. The park does not have a substantially large herbivore complement. Maintaining the population sizes of medium to large herbivores will form part of the future initiatives. Management actions should primarily comprise of the reduction of the extent of herbivore impact (for example through the manipulation of artificial water where this is possible), and thereafter manipulating the population dynamics of the species present. In the park the latter will usually involve live removals and relocations to other parks or private landowners.

Park management will also remove the alien invasive - or extralimital species, and re-establish an indigenous herbivore complement appropriate for the Agulhas area in accordance with IUCN principles and guidelines. Park management will liaise with neighbours regarding future reintroductions of herbivores.

The current population size, composition, and distribution of medium to large herbivore species need to be established and monitored. The park can play an important role in the re-establishment of bontebok and Cape mountain zebra *Equus zebra zebra* populations, with a better understanding of the population genetics of the species for their future persistence in the historical distribution region.

This programme links with high-level objective 2 and objective 2.6 on page 40. To achieve the purpose of this programme, the actions listed in the table below will be implemented.

| WILDLIFE MANAGEMENT PROGRAMME | | | | | |
|---|---|---|---|---|---|
| **High-level objective:** To conserve biodiversity by maintaining and rehabilitating natural patterns and processes on the Agulhas Plain and associated marine environment. | | | | | |
| **Objective:** To enhance the persistence and functioning of terrestrial animal communities through research, monitoring, population management, appropriate reintroductions, and disease management. | | | | | |
| **Sub-objective** | **Actions** | **Responsibility** | **PoE** | **Timeframe** | **Reference** |
| To ensure the effective management and conservation of indigenous fauna. | Compile, maintain and expand fauna species lists. | SS, SRs | Species list | Ongoing | |
| | Undertake surveys and monitoring programmes for selected fauna species. | SS, SRs | Monitoring results | Ongoing | SSC programme |
| To re-establish or supplement indigenous wildlife populations within constraints of park size and setting. | Assess habitat suitability for locally extinct wildlife within park. | SS, SRs, PM | Evaluations | Year 3 | Park expansion programme |
| | Evaluate land and infrastructure requirements for conservation translocations (incl. reintroductions). | SS, SRs, PM | Plan | Year 4 | |
| | Undertake conservation translocations where feasible. | SRs, SS, PM | Report | As required | |
| To manage human wildlife interface in and around the park. | Engage with relevant stakeholders regarding problem biota management and formulate joint management actions where appropriate. | SRs, SS | Joint management actions identified | Ongoing | |
| To monitor and evaluate the impact of the implementation programmes and adapt as required. | Monitor and evaluate progress and impact against programme objectives and targets. | SS, SRs, PM | Documentation | Annually | |

### 10.4 Responsible tourism programme

The purpose of this programme is to serve as an enabler for conservation through the enhancement of the financial sustainability of the park, with optimal benefit to the local communities.

In March 2011 Cabinet approved the National Tourism Sector Strategy (NTSS) that further entrenched the principles of responsible tourism in the development and operation of businesses in the field of tourism. The NTSS further identified specific areas with the following 15 areas relating to SANParks and influencing its tourism business operations:

- Strengthening collaboration and partnerships within the tourism industry;
- Developing domestic tourism;
- Enhancing quality assurance and universal accessibility;
- Ensuring a co-ordinated approach to product development;
- Facilitating investment, including enterprise development and development finance;
- Ensuring sound environmental management and triple bottom line reporting;
- Growing business and events tourism;
- Developing African Tourism;
- Improving general awareness of tourism among South Africans;
- Enhancing domestic airlift;
- Transforming the industry;
- Developing people;
- Ensuring service excellence;
- Improving community benefits from, as well as community participation in tourism; and
- Providing decent work in tourism.

SANParks, as a major provider of tourism accommodation and natural experiences in the country, recognises that by implementing responsible tourism principles, the organisation will not only continue to benefit from enhanced income, but also from improved tourism products, better development and management practices, and higher levels of local involvement along with much needed sustainable benefits flowing to local communities.

SANParks has adopted the national Responsible Tourism Standard, SANS1162:2011. The RT programme thus considers all aspects of the current and potential tourism product and service offering, to ensure that the park meets the required standards for environmental and financial sustainability, local community beneficiation and customer service excellence. As a point of departure, the park's responsible tourism baseline will need to be established. Customer service excellence is measured by customer feedback, tourism quality standards, universal access (UA) standards, and visitor management aspects relating to the park, for example gate access efficiency. Implementation of RT enables operational efficiency and thus creates the environment for new product development, packaging and dynamic pricing in order to maximise yield, though dependencies such as the availability of advanced technologies exist.

Guidance is taken from the following guideline documents: the SANParks Responsible Tourism Strategy 2022, the SANParks Responsible Tourism Policy and the SANParks Responsible Tourism Framework. The purpose of these documents is to define the 2022 strategy, objectives, guiding principles and values, as well as an implementation and monitoring plan for nature-based responsible tourism in national parks.

The Responsible Tourism Strategy 2022 states that in implementing this strategy, SANParks will base its planning and decision-making on the following guiding principles and values:

- Provide nature-based responsible, value for money tourism experiences, whilst promoting biodiversity, cultural and where applicable, wilderness qualities, to our strategic advantage;
- Contribute to building a broad-based constituency for the long-term sustainability of conservation in a people-centred way; and
- Using appropriate nature-based RT as the best possible financial opportunity to support and supplement conservation funding. This financial driver should never become the primary objective and should never erode the core conservation values of the organisation. Viewed together with other financial sources, the overall outcome must effectively benefit SANParks.

For park management to ensure the effective implementation and measurement of the RT Standard, it is vitally important to establish a park responsible tourism baseline, from which to measure progress. The programme must seek to find ways to minimise environmental damage to counteract the possible, negative perceptions of environmentally conscious travellers. Apart from the limitations of the biophysical environment and the park's desired state, park management recognises that tourist density and experiences must be managed through a strong but flexible visitor management protocol that is informed by a sound research programme, as well as the experiential expectation and perceptions of the broader market environment. Furthermore, in partnership with its key stakeholders, the park will seek to provide real and tangible benefits to communities around the park, thereby facilitating effective SET and growth in these local communities.

New products and activities which have been identified and incorporated into the park management plan will then feed into the PDF that will, via a specific process, ensure sustainable product development. In this regard all new developments will be considered carefully within the approved zonation and will ensure that the sense of place in the park is maintained. One of the developments is the Lighthouse precinct, which will enhance the visitor's experience in the park. This development will consist of a restaurant, lecture hall, SMME / vendor stalls and the completion of phase two of the road to the Southernmost Tip of Africa. Official mountain bike routes have also been identified and will be developed within the park.

The park offers different accommodation types at the Agulhas and other rest camps situated across the park (Rhenosterkop, Bergplaas, Rietfontein and Ratelrivier). The park is considered to have a high scenic value with cultural and natural landscape biodiversity value. It boasts with the Southernmost Tip of Africa and the Cape Agulhas Lighthouse, which are the most visited sites in the park. Due to the fragmented nature of the park, limited access is available to tourists to experience the landscape and other points of interest. Once the park has been consolidated a tourist road network will be developed.

This programme links with high-level objective 3 and objectives 3.1 – 3.7 on page 41. To achieve the purpose of this programme, the actions listed in the table below will be implemented.

| RESPONSIBLE TOURISM PROGRAMME | | | | | |
|---|---|---|---|---|---|
| **High-level objective:** To become a unique nature-based and cultural tourism destination of choice by enabling and growing diverse visitor experiences whilst sustainably growing revenue and protecting the sense of place. | | | | | |
| **Responsible Tourism performance objective:** To establish, maintain and continuously improve the Park's RT performance, by implementing SANS1162. | | | | | |
| **Sub-objectives** | **Actions** | **Responsibility** | **PoE** | **Timeframe** | **Reference** |
| To apply the Responsible Tourism Strategy 2022. | Educate and motivate staff in the responsible tourism principles and enhance tourism capacity and skills base. | PM | Training registers Monthly reports | Ongoing | SANParks Responsible Tourism Framework, SANParks Responsible Tourism Strategy |
| | Inform relevant stakeholders of the SANParks 2022 Responsible Tourism Strategy and potential impact on the park. | PM, Duty Manager (DM) | Meeting minutes | Ongoing | |
| To continuously improve Responsible Tourism performance. | Conduct and establish a baseline (gap analysis) to identify current performance in relation to the Responsible Tourism Standard, SANS1162:2011. | Corporate Tourism, PM | Report | Year 3 | SANS1162 Responsible Tourism Strategy |
| | Engage in Responsible Tourism assessment, in order to measure performance improvement in relation to set Responsible Tourism targets. | Corporate Tourism, PM | Assessments / reports | Year 3, 6, 9 | SANS1162 Responsible Tourism baseline targets |

| RESPONSIBLE TOURISM PROGRAMME | | | | | |
|---|---|---|---|---|---|
| **High-level objective:** To become a unique nature-based and cultural tourism destination of choice by enabling and growing diverse visitor experiences whilst sustainably growing revenue and protecting the sense of place. | | | | | |
| **Responsible Tourism performance objective:** To establish, maintain and continuously improve the Park's RT performance, by implementing SANS1162. | | | | | |
| **Sub-objectives** | **Actions** | **Responsibility** | **PoE** | **Timeframe** | **Reference** |
| To continuously improve Responsible Tourism performance. | Renovate, upgrade or adapt existing infrastructure as part of the infrastructure plan, to ensure responsible tourism practices are effectively implemented. | PM, RGM | Documentation | Annually | Infrastructure programme |
| | Engage in Tourism Quality Assurance assessments and grading, as appropriate. | Corporate Tourism, PM, DM | Reports | Annually | Responsible Tourism strategy |
| | To implement sustainable energy and water saving practices where possible. | PM | Reports | Ongoing | |
| | To minimise waste and recycle where possible. | PM | Reports | Ongoing | |
| **Visitor experiences objective:** To continually enhance the authentic visitor experience within the park, by effective visitor management, interpretation and quality of facilities offered. | | | | | |
| To ensure effective visitor management in the park. | Develop a park Visitor Management Plan, including priorities for implementation. | General Manager: Visitor Management (GM:VM), PM, DM | Document | Year 1 | |
| | Implement the visitor management plan actions according to the prioritised list. | PM, DM | Reports | Year 3, ongoing | |
| | Effectively manage visitor numbers through seasonal peaks. | PM, DM | Reports | Ongoing | |
| To establish and / or monitor, where relevant, Responsible Tourism requirements for commercial and PPP partners. | Engage with commercial and PPP operators regarding SANParks' commitment to Responsible Tourism principles and agree to targets and assessment with operators. | Business Development Unit (BDU), PM, DM | Updated agreements, assessment reports | As required per contact | SANS1162, Individual PPP agreements |
| To enable quality visitor experience through dynamic interpretation of biodiversity, cultural and heritage attributes of the park. | Develop a park interpretation plan, taking existing interpretation into account, and including priorities for implementation. | GM:VM, PM | Interpretation plan | Year 1 | |
| | Implement the interpretation plan actions according to the prioritised list. | PM, DM | Monthly reports | Ongoing | |
| | Implement programs for visitors as required, with reference to holiday programmes and activities arranged for special interest groups. | PM, DM, SETO | Programme Documents and Reports | | |
| | Develop Interpretive materials to enhance Environmental Awareness. | PM, SETO, DM | Up to date pamphlets and checklists, signage | | |

| RESPONSIBLE TOURISM PROGRAMME | | | | | |
|---|---|---|---|---|---|
| **High-level objective:** To become a unique nature-based and cultural tourism destination of choice by enabling and growing diverse visitor experiences whilst sustainably growing revenue and protecting the sense of place. | | | | | |
| **Visitor experiences objective:** To continually enhance the authentic visitor experience within the park, by effective visitor management, interpretation and quality of facilities offered. | | | | | |
| **Sub-objectives** | **Actions** | **Responsibility** | **PoE** | **Timeframe** | **Reference** |
| To ensure adequate, effective and accurate visitor communication. | Update and maintain the signage manual. | RCM | Signage manual | Year 1 | Corporate Identity Manual |
| | Review of all current signage within visitor areas and consolidate signs per facility. | PM, | Report | Year 1, ongoing | Signage manual |
| | Complete and maintained a Tourism Guide booklet. | Regional Marketing Manager (RMM), PM | Document | Year 3 | Interpretation plan, Sales and marketing strategy |
| | Ensure the availability of marketing material and accurate communication of park rules, rates and facilities on various platforms. | RMM, PM | Park rules, park information on website, reservation attachments, interpretive signage | Ongoing | Visitor management policy and protocols |
| | Create a digital platform for people to access updated tourism information and maps. | RMM, RCM, PM | Digital platform, website | Year 2, ongoing | |
| | Train relevant staff and tourism partners to communicate key park and tourism information to visitors. | PM, DM | Training reports | Ongoing | Park rules, visitor information, Media & comms toolkit |
| **Service excellence objective:** To enable relevant customer-focused service excellence, by understanding and responding appropriately to market expectations and or preferences. | | | | | |
| To enhance customer service standards. | Engage in regular staff training to ensure current high standards in customer service are maintained. | PM, DM | Customer feedback received | Ongoing | Online feedback, park visitor book, emails |
| | Manage and resolve feedback received from the public. | PM, DM | Customer feedback received | Ongoing | Online feedback, park visitor book, emails |
| | Regularly assess facilities to ensure operational procedures are carried out and facilities are maintained to SANParks' standards. | PM, DM | Facilities Inspection checklists | Ongoing | SOPs Tourism grading standards |
| **Grow Tourism revenue objective**: To sustainably grow income through tourism by providing visitors with an appropriate and a diverse range of products and services, whilst protecting the tranquillity and sense of place. | | | | | |
| To promote appropriate and optimal pricing of tourism products and services. | Provide input into the annual pricing of tourism products and services, in order to optimise financial returns. | PM, DM | Annual price updates | Annual | Annual tariff review |
| | Implement yield management for high- and low- demand products. | Yield Manager, PM | Occupancy forecasts, promotional discounts | Ongoing | Annual tariff review Delegation framework |
| | Enable cost savings within operations by ensuring effective management and controls | PM | Financial reports | Ongoing | |

| RESPONSIBLE TOURISM PROGRAMME | | | | | |
|---|---|---|---|---|---|
| **High-level objective:** To become a unique nature-based and cultural tourism destination of choice by enabling and growing diverse visitor experiences whilst sustainably growing revenue and protecting the sense of place. | | | | | |
| **Grow Tourism revenue objective**: To sustainably grow income through tourism by providing visitors with an appropriate and a diverse range of products and services, whilst protecting the tranquillity and sense of place. | | | | | |
| **Sub-objectives** | **Actions** | **Responsibility** | **PoE** | **Timeframe** | **Reference** |
| To ensure optimal development and maintenance priorities to enable revenue optimisation. | Identify all possible activities and facilities that may be considered for development within the park. | PM, BDU | Product development framework | Year 2 | |
| | Conduct a feasibility study of priority opportunities in order of perceived value added and income generated. | Product Development Steering Committee | Site specific feasibility study | As required | |
| | Regular review of maintenance and replacement / refurbishment priorities. | PM | Maintenance plans updated | Annually | Park maintenance plan |
| | Develop identified projects. | PM | Tourism development plan | Year 2 Ongoing | |
| | Prioritise and construct the east-west tourist road network. | RGM, PM | Infrastructure Plan | Ongoing | Park Infrastructure Plan |
| To ensure optimal returns from commercial operations. | Support commercial operators in order to maximise revenue generation. | PM, BDU | Concession revenue | Ongoing | |
| To identify alternative tourism income generating opportunities. | Identify opportunities and implement where appropriate. | PM, BDU | Sales and marketing plan Stats | Annually | |
| **Operational effectiveness objective:** To enable cost savings within tourism operations, by ensuring effective management and controls. | | | | | |
| To enhance existing tourism attractions and develop new products within the park in line with the recommendations of the responsible tourism programme. | Enhance Customer Service Standards, manage and resolve feedback from the public. | DM | Questionnaire responses | Ongoing | Tourism grading standards, SANParks Housekeeping Standards, |
| | Review and analyse guest feedback to provide targets and improvement. | DM | Documentation | Annually | Housekeeping Standards |
| | Conduct customer surveys to understand visitor numbers, expectations, preferences, park use and trends. | HO, RMM | Reports | As required | |
| To create awareness of the importance of customer care among employees. | Introduce employee awareness campaigns as part of the training and service commitment of employees. | DM | Registers | Ongoing | |
| Ensure compliance and achievement of set Customer Care Standards. | Continue monitoring and review of, as well as training programmes on processes in ensuring effective service delivery and customer satisfaction. | DM | Survey results | Ongoing | |

| RESPONSIBLE TOURISM PROGRAMME | | | | | |
|---|---|---|---|---|---|
| **High-level objective:** To become a unique nature-based and cultural tourism destination of choice by enabling and growing diverse visitor experiences whilst sustainably growing revenue and protecting the sense of place. | | | | | |
| **Promotion objective:** To promote the unique cultural and natural landscape of the park by developing and implementing a variety of sales, marketing and communication initiatives. | | | | | |
| **Sub-objectives** | **Actions** | **Responsibility** | **PoE** | **Timeframe** | **Reference** |
| To promote the park to broader SANParks markets and park specific target markets. | Identify park specific markets, and devise strategies for expanding on these markets. | GM: Sales and Marketing, RMM | Sales and marketing plan | Ongoing | Sales and marketing strategy |
| | Create opportunities to market the park to Black Middle Class and Previously Disadvantaged Individuals markets, with specific focus on local communities. | RMM | Sales and marketing plan | Annually | Sales and marketing strategy |
| | Maintain marketing efforts targeting existing markets | GM: Sales and Marketing, RMM | Events, brochures, promotions | Ongoing | Sales and marketing strategy |
| | Explore opportunities for promoting Park attractions in conjunction with tourism partners | PM | Minutes of meetings | Ongoing | |
| | Enable packaging and selling of key attractions and facilities in the region. | RMM | Sales and marketing plan | Ongoing | |
| **Universal access standards objective**: To ensure that persons with disabilities have equal rights of access to all tourism infrastructure, products and services, including employment opportunities and benefits that the park can provide. | | | | | |
| To provide the same choices for all consumers to ensure the full participation of persons with disabilities, the elderly and parents with young children by creating appropriate facilities and providing dignified service. | Comply with the Corporate UA standards. | DM, Techinal Services (TS) | Document | Year 2 | SANParks UA Guidelines |
| | Engage in UA assessments. | DM, TS | Documentation | Year 3, 6, 9 | UA strategy, UA protocol |
| | Sensitise staff to UA client expectations / requirements. | DM | Documentation | Year 2 | |
| To monitor and evaluate the impact of the implementation programmes, and adapt as required. | | | | | |
| To monitor and evaluate the impact of the implementation programmes, and adapt as required. | Monitor and evaluate progress and impact against programme objectives and targets. | DM, PM | Documentation | Annually | |

### 10.5 Cultural heritage management programme

The purpose of this programme is to effectively preserve, interpret and present the unique tangible and intangible cultural heritage resources associated with the cultural landscape of the park.

The management of cultural heritage resources is guided by national legislation, policies and procedures within SANParks. The NHRA provides the framework for the maintenance and conservation of heritage resources in accordance with the standards and procedures set out by the South African Heritage Resources Agency (SAHRA). SANParks policies, such as the Cultural Heritage Policy (2011), the Heritage Objects Collections Management Policy (2011), and Guidelines for Burials and Scattering of Ashes (2010) and the Development and Maintenance of Heritage Sites (2011) provide further guidance.

The cultural heritage of the park consists of various cultural heritage sites ranging from Khoe-San shell middens and fish traps to the more recent historical sites such as European farmhouses, the lighthouse, saltpans, shipwrecks and grave sites.

Databases of all tangible and intangible cultural assets associated with the park are being updated and maintained. The databases include asset and site inventories, maps and other relevant documentation. Most sites are known and are also of interest to tourists. A cultural heritage management plan was developed in 2010 to guide management and conservation of cultural heritage sites (De Jong, 2010). This programme aims to develop a more simplified plan that will be easy for park management to implement. The development of the cultural heritage management plan will be carried out in consultation with local community members and the organisations representing community interests, Heritage Western Cape, the SAHRA, as well as relevant academic institutions and researchers. The cultural heritage management plan

will guide managers on aspects such as interpretive potential, public access management, site conservation and intangible heritage management.

The park has several heritage resources that are open to visitors for tourism and recreational purposes. The experience will be improved through interpretation, presentation and improved access for spiritual, educational, traditional and tourism purposes. Visitor access management will be provided for in the cultural heritage management plan that will be developed for the park. The management of the park's heritage objects and collections will be improved through the development and implementation of a collections management plan. Further emphasis will be placed on the identification, documentation, preservation, conservation, protection and appropriate presentation of heritage assets whilst also raising the cultural knowledge and awareness of local communities and visitors to the park. Park management will apply for section 27 permits under the NHRA before any adaptive reuse of buildings and structures is implemented. Heritage impact assessments will be carried out in compliance with section 38 of the NHRA for any listed development.

The rich cultural heritage of the local communities strongly connects people to places where cultural practices and other indigenous knowledge influenced activities are practiced in the park. SANParks promotes access for cultural practices and plans to initiate activities that will facilitate cultural practices in collaboration with local communities, and other relevant stakeholders. SANParks also supports indigenous knowledge in activities such as the harvesting of salt, thatch, sour figs, wax berries and Matrassewejaartjies (everlastings).

SANParks intends to forge quality and inclusive research partnerships with communities, universities and researchers that will enhance the identification and promotion of park-related cultural heritage research topics. The park will facilitate and support the research through access to available resources, information and documentation.

A detailed lower level plan outlining the rationale and operational approach supports this programme. This programme links with high-level objective 4 and objectives 4.1 – 4.5 on page 41. To achieve the purpose of this programme, the actions listed in the table below will be implemented.

| CULTURAL HERITAGE MANAGEMENT PROGRAMME | | | | |
|---|---|---|---|---|
| **High-level objective:** To effectively preserve, interpret and present the unique cultural landscape of the park and marine environment and its rich historical and cultural heritage through research, engagement and responsible utilisation. | | | | |
| **Objective:** To improve the state of cultural heritage sites through updating and effective implementation of the cultural heritage management plan. | | | | |
| **Actions** | **Responsibility** | **PoE** | **Timeframe** | **Reference** |
| Update database and maps of cultural heritage sites incorporated and related to sites within the areas managed by SANParks and share info with SAHRA and Heritage Western Cape. | SETO, Manager Sites | Data bases | Ongoing | |
| Develop and/or review site specific management plans for selected sites. | | Documents | As required | |
| Implement monitoring plan and report regularly (inclusive of status and environmental impact monitoring). | | Reports | Annually | |
| Implement maintenance plan in accordance with SAHRA regulations (inclusive of routine maintenance and special maintenance interventions). | | Reports | As required | |
| Submit copies of the cultural heritage management plan and site management plans to SAHRA and Heritage Western Cape. | | Documents | As required | |

| CULTURAL HERITAGE MANAGEMENT PROGRAMME | | | | |
|---|---|---|---|---|
| **High-level objective:** To effectively preserve, interpret and present the unique cultural landscape of the park and marine environment and its rich historical and cultural heritage through research, engagement and responsible utilisation. | | | | |
| **Objective:** To promote responsible utilisation of heritage resources through interpretation, presentation and improved access for spiritual, educational, traditional and tourism purposes. | | | | |
| **Actions** | **Responsibility** | **PoE** | **Timeframe** | **Reference** |
| Promote access and use of heritage sites and cultural heritage activities on social media and through talks presented to relevant stakeholder groups and at relevant festivals. | SETO | Reports | Ongoing | |
| Develop and implement interpretative resources and cultural tourism concepts for selected sites in collaboration with local communities, academic researchers and other relevant sources and stakeholders. | | Reports | Ongoing | |
| Promote utilisation of natural and heritage resources based on indigenous practices. | | Reports | Ongoing | |
| **Objective:** To effectively manage the park's heritage objects through identification, documentation, preservation, conservation, protection and appropriate presentation. | | | | |
| Update catalogue / asset register and monitor heritage objects and provide regular reports on Cultural Heritage Assets Register. | Senior Curator, SETO, PM | Documents | Year 5 | |
| Develop and implement the collection management plan. | Senior Curator, SETO, PM | Document | Year 5 | |
| Improve the cultural knowledge and awareness of local communities and visitors to the park through the appropriate display, interpretation and promotion of heritage resources and assets. | SETO, PM | Reports | Ongoing | |
| **Objective:** To preserve intangible heritage through identification, documentation, presentation and enabling access for cultural practices. | | | | |
| Recover, record and interpret the oral history and information relating to cultural heritage, using new innovative technology in collaboration with local communities, academic researchers and other relevant sources and stakeholders. | SETO, SS, PM | Documents | Ongoing | |
| Manage living heritage and facilitate cultural practices within the areas managed by SANParks, in collaboration with local communities, and other relevant stakeholders. | SETO, DM, SS, PM | Reports | Ongoing | |
| **Objective:** To improve and diversify the cultural heritage knowledge of the park through quality and inclusive research partnerships with communities and institutions that conduct research. | | | | |
| Identify, promote and interpret the research of specific park related cultural heritage topics. | SETO, SS, PM | Reports | Ongoing | |
| Facilitate and support the research of information and documentation of available resources through a series of projects. | SETO, SS, PM | Reports | Ongoing | |

### 10.6 Access and benefits

The conservation of biodiversity and culture has both an intrinsic and / or moral justification, as well as being important for maintaining the flows of natural and cultural ecosystem services that arise from it. The sustainability of the park relies on the maintenance of ecological and cultural integrity, economic viability and social relevance, the latter being dependent on relationships and connectedness to the park. These social links can be as a result of cultural ties or they can be as a result of vested interest that is grown through conservation related access and benefit accrual. Benefits vary in their scale and scope, including both tangible and intangible aspects, often going hand in hand with costs. Benefits are perception based and the subsequent "value" of various conservation related benefits (and costs) are perceived (and felt) differently by different stakeholder groups based on their own world views. In the context of this park, facilitating access to a range of benefits by an array of stakeholders is important for ensuring that the landscape remains socially relevant to broader society. Various processes linked to sharing benefits associated with employment and business opportunities, capacity building (through training and environmental education), infrastructure support and a whole arrange of ecosystem services (provisioning, regulating, supporting and cultural services) that flow from the park, aim to facilitate both access to the park its self as well as access to opportunities for various stakeholders to benefit from the park and as such to grow a societal vested interest in supporting its long term sustainability.

### 10.6.1 Natural resource use programme

The purpose of this programme is to enhance the sustainable use of natural and cultural resources found within the park, by facilitating access to a range of relevant benefits as defined in the NEM: PAA.

The NEM: PAA and the SANParks Resource Use policy (SANParks, 2019) provide for the sustainable use of renewable and non-renewable resources, in managing biodiversity and sharing socio-economic benefits of utilising resources within national parks. The programme is underpinned by three main objectives: the maintenance of ecological integrity, the economic viability, and social relevance. Similarly, it is built on a framework that describes natural and cultural resources as products that are derived from ecosystem services, and that gives rise to costs and benefits through impacting either positively or negatively on human well-being. Park management regards any action that utilises resources or impacts on the scenery, sense of place, soil, water, air nutrient cycles, habitats, heritage resources, flora and fauna, and the interrelatedness between these, as a type of resource use. Resource use of natural products, both biotic and abiotic, is guided by sustainability principles, as set out in the SANParks policy framework. These are reviewed periodically, considering changes to the international and national legal framework (as informed through appropriate stakeholder consultation processes) and in response to emerging drivers, opportunities and threats.

Resource use in the park has been largely limited to the harvesting of sour figs by neighbouring communities, fynbos harvesting and flower cutting for official use during park events or cultural celebrations. Processes will be formalised for the sustainable use of resources by allowing the use by community beneficiaries under the guiding principles as set out by SANParks policy. Heydenrych (1999) listed 71 species that are harvested from the wild from six different fynbos types, with a diversity of plant parts being harvested (flowers, cones, foliage, thatch, buchu essential oils). The Flower Valley Conservation Trust developed a certification (Green-labelling) scheme for the sustainable harvesting of fynbos. General harvesting guidelines have been developed (Privett *et al.,* 2005) and approved by CapeNature and the industry. One of the park initiatives will be to develop a plan for fynbos harvesting ensuring that fynbos harvesting adheres to the Code of Practice or Green-labelling.

Although the internal use of resources such as water and the use of the biophysical environment for tourism-related activities (although intangible), should strictly be included in this plan, it will only focus on the potential sustainable extractive use by neighbouring communities.

Monitoring of small-scale resource harvesting projects in the Kruger National Park (Swemmer *et al.,* 2017), suggests that these projects have the potential to enhance local stakeholders' perceptions of the park, at a low cost, operating for a short timeframe while meeting multiple objectives such as:

- enhancing access to the park;
- contributing positively to basic livelihoods in a tangible way;
- enhancing human well-being;
- promoting conservation constituency; and
- engendering positive long-term relations with neighbours.

As such, monitoring for the outcomes of resource use should go beyond simple numbers and quantities of resources (Swemmer & Taljaard, 2011) and should consider the impact of these projects in fostering lasting positive relationships with neighbours.

Through the promotion of the sustainable use of natural and cultural resources, the park also aims to share biodiversity benefits more equitably and fairly, which promotes relationships at

various levels. The strong emphasis on resource use by local communities, further aims to promote access and benefit-sharing locally, in the spirit of historical redress and environmental justice extending beyond the resource itself.

A detailed lower-level plan outlining the rationale and operational approach supports this programme. This programme links with high-level objective 5 and objective 5.1 on page 42. To achieve the purpose of this programme, the actions listed in the table below will be implemented.

| NATURAL RESOURCE USE PROGRAMME | | | | | |
|---|---|---|---|---|---|
| **High-level objective:** To enable socially-just and equitable benefits for local communities by initiating, facilitating, co-ordinating, catalysing and implementing socio-economic transformation programmes. | | | | | |
| **Objective:** To unlock socio-economic benefits for local communities through sustainable use of natural resources | | | | | |
| **Sub-objective** | **Actions** | **Responsibility** | **PoE** | **Timeframe** | **Reference** |
| To manage existing resource use projects and to develop norms and standards where needed. | Assess all existing resource use activities taking count of socio-ecological dimensions of sustainability. | SS, SETO | Records and permits | Ongoing | SANParks Resource Use Policy |
| | Develop norms and standards for harvesting as needed. | SS, SETO | Report | Ongoing | |
| | Monitor, record and make recommendations regarding resource use projects. | SRs, SS, SETO | 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, SRs, SS, SETO | Procedure document | Year 1, ongoing | |
| | Identify areas where resource use can be implemented and develop appropriate methods. | PM, SR's, SS, SETO | Resource list, Science Report | Ongoing | |
| | Implement new projects. | PM, SR's, SS, SETO | Registered projects | Year 2, ongoing | |
| To monitor and evaluate the impact of the programme and adapt as required. | Monitor and evaluate progress and impact against programme objectives and targets. | SETO, SS, SRs, PM | Reports | Annually | |

### 10.6.2 Environmental education and awareness programme

The purpose of this programme is to build constituencies amongst people in support of the park's conservation endeavours by playing a significant, targeted and effective role in promoting a variety of educational opportunities and initiatives.

SANParks has prioritised the provision of environmental education and environmental learning (SANParks EE Policy, 2005c). This is further underpinned by the Constitution, in which the 'right to a healthy environment' and the need for environmental protection, are clearly stated. The need for environmental education is further strengthened by the fact that the national school curriculum includes "the environment" as an integral focus in several learning areas. An integrated approach to environmental education (EE) and interpretation has been adopted by SANParks.

On October 1, 2019, the Minister of Environment, Forestry and Fisheries, Ms Barbara Creecy, delivered the keynote address at the 10th Oppenheimer Research Conference in Midrand. The Research Conference was held under the theme of Advancing Conservation Consciousness, which is important in light of the need to raise the level of national awareness about the environment. Conservation consciousness and environmental literacy are key to securing an environmental future for all people. A broad stakeholder base is targeted and relevant programmes addressing a variety of issues are presented. The park is situated in the Overberg Education District and most of the primary and high schools in the area are well-functioning schools. The park focuses more on the schools in the Southern Overberg area and specifically schools in Bredasdorp, Napier, Struisbaai, L'Agulhas, Arniston / Waenhuiskrans, Elim, Stanford, Gansbaai and surrounds. A good working relationship is maintained with the schools in the area.

The park interacts with NGOs and other community groups to engage in environmental education, interpretation and awareness for adults. Interventions take the form of organised, interactive activities which are categorised into formal and informal programmes. The current beneficiaries of this programme are

mainly school and youth groups and special interest groups. The approach to environmental education within SANParks generally focuses on organised and interactive activities which include:

- Formal EE Programmes: Target the formal education sector, directed at school groups visiting the park and learners in schools adjacent to the park. The programme enhances awareness and education among learners through the development of current learning material on environmental conservation for incorporation into the school curriculum; and
- Non-formal EE Programmes: Implement community-oriented initiatives addressing relevant socio-ecological challenges and targeting appropriate stakeholders including farmers, traditional leaders, landowners, women and youth. This programme has the primary objective to build the capacity of communities to support the conservation mandate through raising awareness and sharing of information about conservation issues and promoting involvement.

The Bosheuwel EE Centre in the park plays a central role in the rollout of the EE programmes. The centre may be hired by schools, youth groups, clubs, churches, community and environmental groups for workshops, training, seminars and meetings. It consists of a conference hall that accommodate up to 50 people (seated) with ablutions, a kitchen and dining hall, a library and computer room, two bedrooms that can sleep two persons each and dormitory section with two dormitory type sleeping rooms separately for boys and girls (approximately 25 each).

A detailed lower-level plan outlining the rationale and operational approach, supports this programme. This programme links with high-level objective 5 and objective 5.2 on page 42. To achieve the purpose of this programme, the actions listed in the table below will be implemented.

| ENVIRONMENTAL EDUCATION AND AWARENESS PROGRAMME | | | | | |
|---|---|---|---|---|---|
| **High-level objective:** To enable social-just and equitable benefits for local communities by initiating, facilitating, co-ordinating, catalysing and implementing socio-economic transformation programmes. | | | | | |
| **Objective:** To raise environmental consciousness and promote environmentally sustainable behavioural change amongst local communities and other citizens through working with governmental and non–governmental organisations. | | | | | |
| **Sub-objective** | **Actions** | **Responsibility** | **PoE** | **Timeframe** | **Reference** |
| To plan, develop and present formal education programmes for organised school and other youth groups. | Develop an environmental education schedule and update annually. | SETO, SRs | APO document / year plan | Year 1, ongoing | |
| | Implement environmental education programmes *e.g.* Overberg Eco Rangers, Kids in Parks, calendar days. | | Monthly reports, other reports | Ongoing | |
| | Implement outreach programmes in identified neighbouring communities. | | Monthly reports | Ongoing | |
| | Develop new and update existing programme information. | | Documents (worksheets, presentations, *etc.*) | As required | |

| ENVIRONMENTAL EDUCATION AND AWARENESS PROGRAMME | | | | | |
|---|---|---|---|---|---|
| **High-level objective:** To enable social-just and equitable benefits for local communities by initiating, facilitating, co-ordinating, catalysing and implementing socio-economic transformation programmes. | | | | | |
| **Objective:** To raise environmental consciousness and promote environmentally sustainable behavioural change amongst local communities and other citizens through working with governmental and non–governmental organisations. | | | | | |
| **Sub-objective** | **Actions** | **Responsibility** | **PoE** | **Timeframe** | **Reference** |
| To plan, develop and present informal education programmes for the broader stakeholder group of the park. | Arrange and or facilitate community awareness programme initiatives targeting specific stakeholders on conservation issues. | SETO | Monthly reports | Ongoing | EE Plan |
| To plan, develop and present informal education programmes for the broader stakeholder group of the park. | Facilitate presentations and talks for special interest groups. | SETO | Monthly reports | Ongoing | |
| | Review and update current materials (programmes and activities). | | Programmes | Ongoing | EE Plan |
| To maintain and implement awareness activities and programmes. | Facilitate and co-ordinate the publishing of articles in local media, eBulletins and community radio interviews and talks. | SETO | Radio Interviews, eBulletins, articles published / monthly reports | Ongoing | |
| To maintain and manage the Bosheuwel EE Centre and overnight facilities. | Manage the EE Centre. | SETO | Monthly reports and bookings register | Ongoing | Bosheuwel EE Centre Management Plan |
| To monitor and evaluate the impact of the implementation programmes and adapt as required. | Monitor and evaluate progress and impact against programme objectives and targets. | SETO, PM | Reports | Annually | |

### 10.6.3 Employment and business opportunities programme

The purpose of this programme is to strive for equitable employment and business development by promoting fair access to a range of opportunities. This will be achieved through a significant, targeted and effective contribution to local economic development, economic empowerment and social development in communities and neighbouring areas adjacent to the park by partnering with local government to form part of the IDPs, participating in government programmes such as the Expanded Public Works Programme (EPWP) to contribute to local skills development by supporting learnerships, implementing needs-related training programmes and by creating business opportunities.

The government promised socio-economic transformation and stated its commitment to eradicate poverty by creating opportunities where the poor become involved in productive activities. This applies especially to those residing in rural areas. The promotion of Broad Based Black Economic Empowerment in various sectors is part of the government vision for the upliftment of previously disadvantaged individuals. The focus will be on their integration into viable sectors, which will potentially boost communities economically. Socio-economic empowerment is critical to meeting the government's development goals and will help to establish shared vision partnerships in the communities. With the right opportunities and essential business skills training, the communities will be empowered to understand mutually beneficial practises and to safeguard the sectors they are involved in.
This programme is committed to ensure that a broad base of South Africans participate and get involved in biodiversity initiatives. All SANParks operations should also have a synergistic relationship with neighbouring or surrounding communities for the educational and socio-economic benefit of these communities, hence enabling the broader society to be connected to national parks. In line with the Annual Plan of Performance, park management commits to nation building, economic transformation and combatting the triple challenges of poverty, inequality and unemployment by aligning the SANParks socio-economic development strategy to government programmes such as the National Development Plan, the Nine Point Plan for growing the economy, the DEA Biodiversity Economy strategy *etc.* by creating economic opportunities and beneficiation through various mechanisms. The aforementioned strategy outlines SANParks' role in supporting the government mandate on radical socio-economic development which can be achieved by upholding corporate governance principles and working in unison with intergovernmental

programs such as the EPWP, amongst others, while also contributing to local skills and enterprise development.

The need to re-define its identity and usher in new ways of managing protected areas has increasingly been recognised in the management of protected areas. It has moved out of the 'island' mentality of management, with consideration of landscapes and seascapes, and the need to focus on the political, economic, and cultural aspects, as well as on the crucial biological values. Resources that can be used to unlock opportunities with a substantial contribution to the socio-economic development of communities exist in protected areas. Local communities have had long-standing traditions of conservation and restrained resource use, they thus have a wealth of traditional knowledge in conservation management and their involvement will provide the opportunity to restore and integrate this knowledge.

Several programmes are being implemented throughout SANParks to contribute to the development of local communities, including waste management, social legacy, the EPWP, environmental protection, infrastructure development, the wildlife economy and green and blue economy programmes. The green and blue economy programmes contribute to the development and growth of green sector industries in local communities through provision of access to and use of wildlife and marine resources in national parks. The establishment of viable ecotourism enterprises for the economic benefit of the local communities, is another key area of the programme. The sourcing of goods and services from local communities is also promoted through the identification and ring-fencing of opportunities for the benefit of these local enterprises. By partnering with neighbouring district and local municipalities and neighbouring local communities, the park has made strides towards enabling previously disadvantaged individuals and SMMEs providing better access to park-related opportunities. Considering that ANP is a developing park with daily and seasonal business operational needs, several small SMMEs are encouraged to take advantage of business opportunities in the park. Park management will utilise small local businesses for catering, cultural group dancing and cultural instrument displays, to name a few.

Empowering young people is a national priority. Acquiring skills will enable young people to drive the reconstruction and development of our country. SMMEs are critical drivers of job creation and, more broadly, economic growth in South Africa. The government has prioritised SMME development as one of the strategies for economic development and job creation. The SANParks Enterprise Development Strategy will take a long-term view and place its primary emphasis on facilitating youth access to the benefits presented by national parks.

The EPWP is a nationwide programme and covers all spheres of government and state-owned enterprises. It focuses on poverty alleviation and on labour intensive projects that create temporary jobs in the short term while simultaneously achieving biodiversity objectives. This programme provides an important avenue for labour absorption and income transfer to poor households in the short to medium-term. It specifically targets the creation of employment for poor, unemployed people who are either unskilled or poorly skilled. SANParks has implemented EPWP projects in the park since 2002. Five programmes namely Environmental Monitors, Working for the Coast, Working for Ecosystems, Working for Water and Working for Wetlands are currently active in the park.

Since inception until 2019 / 20, 4,763 temporary jobs were created and R 104,400,000 has been spent on operations and the management of these programmes.

As a developing country, South Africa exhibits typical associated challenges and there are for example, communities, particularly in rural areas, without basic services such as clinics, water and sanitation, schools without the necessary infrastructure / equipment, high unemployment and low literacy levels. Most national parks are in rural areas that experience these problems. Communities living in these areas view SANParks as a catalyst for socio-economic

development. National parks can therefore not grow in isolation without taking cognisance of the needs of the people living in the neighbouring communities. The SANParks social legacy programme contributes to government's mandate, as well as to the sustainable development goals on social development, through collaboration with local municipalities, provincial and national government departments by contributing towards the provision of much-needed facilities and services in communities bordering national parks. A dedicated fund has been established by SANParks to support the establishment of social investment projects in communities. The social legacy programme is used to develop and support sustainable programmes and projects that will have a long-lasting impact in local communities. The fund is used to provide facilities which support education.

This programme links with high-level objective 5 and objective 5.3 on page 42.

| EMPLOYMENT AND BUSINESS OPPORTUNITIES PROGRAMME | | | | | |
|---|---|---|---|---|---|
| **High-level objective:** To enable socially-just and equitable benefits for local communities by initiating, facilitating, co-ordinating, catalysing and implementing socio-economic transformation programmes. | | | | | |
| **Objective:** To unlock socio-economic benefits in a just and equitable manner through enterprise opportunities and partnerships. | | | | | |
| **Sub-objective** | **Actions** | **Responsibility** | **PoE** | **Timeframe** | **Reference** |
| To facilitate job creation in local communities through the implementation of EPWP and other infrastructure development initiatives | Develop criteria and guidelines to inform feasible EPWP programmes and recipients. | SETO, BSP, SS, PM | Documents | Year 1 | SET strategy, Infrastructure Development Strategy and EPWP Strategy |
| | Review the criteria and guidelines. | | | Year 3, 6, 9 | |
| | Identify, develop and implement work plans. | SETO, BSP | Reports | Ongoing | |
| | Review the work plans. | | | Year 3, 6, 9 | |
| | Identify and foster strategic partnerships. | SETO, SS, PM | Documents | Year 1 | |
| | Report on total number of job and SMME opportunities created, including youth, women and the disabled. | SETO, BSP, SS | Reports | Annually | |
| To develop and implement a local enterprise support programme. | Develop a SMME framework, including criteria and guidelines to inform the local enterprise development programme. | SETO, SS, PM | Documents | Year 1 | SET Strategy |
| | Review the SMME framework, including criteria and guidelines. | SETO, SS, PM | Documents | Year 3, 6, 9 | |
| | Conduct baseline assessment through relevant research to determine the status and feasibility of SMMEs in the broader multi-stakeholder environment. | SETO, SS | Report | Year 2 | SMME Development Policy and Strategy |
| | Facilitate agreements / contracts between the park and community-based enterprises for supply of goods and services. | SETO, PM | Agreements | Year 2 – 10 | |
| To develop and implement social legacy programmes that will address the needs of multi-stakeholder groups. | Implement the social legacy programme within the broader multi-stakeholder environment. | SETO, PM | Document | As required | SET strategy, Department of Education Building Specification Strategy. Infrastructure Development Strategy |
| | Identify, develop and formalise collaborative partnerships to leverage education, awareness, mentorship, training and career path opportunities, and develop relevant collaborative programmes. | SETO, DM, SS, SRs | Documents | Ongoing | |

| EMPLOYMENT AND BUSINESS OPPORTUNITIES PROGRAMME | | | | | |
|---|---|---|---|---|---|
| **High-level objective:** To enable socially-just and equitable benefits for local communities by initiating, facilitating, co-ordinating, catalysing and implementing socio-economic transformation programmes. | | | | | |
| **Objective:** To unlock socio-economic benefits in a just and equitable manner through enterprise opportunities and partnerships. | | | | | |
| **Sub-objective** | **Actions** | **Responsibility** | **PoE** | **Timeframe** | **Reference** |
| To leverage strategic business partnerships and participate in economic clusters and planning processes. | Determine the value and contribution of the protected area to the local and regional economy, and leverage value added chains. | SETO, PM | Report | Year 3, 6, 9 | |
| | Participate in relevant local and regional structures. | SETO, DM, SRs, PM | Documents | Ongoing | |
| To monitor and evaluate the impact of the implementation programmes and adapt as required. | Monitor and evaluate progress and impact against programme objectives and targets. | SETO, PM | Reports | Annually | |

### 10.7 Effective park management

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, objectives and actions that assist in effective park management such as environmental management, financial management (*e.g.* procurement, reporting), budgeting, maintenance planning, and monitoring compliance.

#### 10.7.1 Environmental management programme

The purpose of this programme is to mitigate potential negative environmental impacts caused by development and operational activities on the park, through effective risk management and assessment, legislative compliance and the implementation of environmental management tools.

Park management is required to practice sound environmental management in accordance with required standards of environmental best practice and in compliance with legislation. Several management tools are used to develop and manage the park and form the basis of an environmental management framework.

In terms of section 24(2) of the NEMA, the Minister of the DEA has identified activities that may not commence without authorisation from the competent authority as stipulated by the NEMA: EIA Regulations. Further to the provisions of NEMA, park management will assess risk and implement Environmental Management Plans (EMPs) and Environmental Management Programmes to guide all construction and operational activities that are not listed under NEMA as an activity requiring an EIA process. The precautionary approach will be applied as well as NEMA Section 28 (2) Duty of Care which imposes a general duty and obligation on every person to avoid pollution and environmental degradation. The precautionary principle states that if an action might cause harm to the environment, in the absence of a scientific consensus that harm would not ensue, the burden of proof falls on those who would advocate taking the action.

Further to the provisions of NEMA, park management will develop standards of best practice to guide all operational activities that may have an impact on the environment. The park will therefore be guided by all legislative requirements in ensuring best practise towards environmental management with minimum impact on the environment.

The Working for the Coast programme was established to assist in the implementation of the NEM: ICMA and the goal is to have the coastal environment that is conserved, protected and sustainably enhanced. The mandate is the protection and conservation of coastal areas, the clean-up of marine debris, demolition of illegal structures, rehabilitation of degraded areas and the removal of alien vegetation impacting on the coastal zone while providing socio-economic upliftment to coastal communities.

This programme links with high-level objective 6 and objective 6.1 on page 42. To achieve the purpose of this programme, the actions listed in the table below will be implemented.

| ENVIRONMENTAL MANAGEMENT PROGRAMME | | | | | |
|---|---|---|---|---|---|
| **High-level objective:** To ensure effective and efficient management and administrative support services through good corporate governance, enabling the park to achieve its objectives. | | | | | |
| **Objective:** To strive for best practise and ensure compliance with environmental legislation through improved governance and environmental risk management. | | | | | |
| **Sub-objectives** | **Actions** | **Responsibility** | **Indicators** | **Timeframe** | **Reference** |
| To manage and reduce the impact of park activities in accordance with legislation, to prevent pollution and environmental degradation. | Make environmental legislation available to relevant staff. | SRs, Project Managers | Documents | Ongoing | |
| | Ensure that EIAs and specialist studies are completed for listed activities. | | Documents, reports | As required | |
| | Implement internal environmental management programmes for non-listed activities / developments. | | Documents, reports | As required | |
| | Monitor compliance and enforce requirements as set out in the Environmental Authorisation for listed activities; and environmental management programmes for non-listed activities. | | Reports | As required | |
| | Prepare APOs for Working for the Coast programme. | BSP, SRs, PM | Annual APO with budgets | Annually | |
| | Implement the Working for the Coast programme. | BSP, SRs, | Reports | Annually | |
| To reduce the park's carbon footprint as a measure of the environmental and climate change impact of its operations and activities. | Develop and implement a set of SOPs to manage all significant environmental impacts. | SRs, DM, TS | Documents | Year 2, ongoing | Ecosystem Based Adaptation Strategy and Guidelines, Draft National Adaptation Strategy, Draft Climate Change Bill, National Climate Change Response Policy |
| | Review the SOPs. | | Documents | Year 3, 6 and 9 | |
| | Adopting sustainable procurement principles by purchasing eco-friendly, biodegradable, energy efficient products. | Heads of Departments (HODs) | Documents | Year 2, ongoing | |
| | Investigate how to reduce energy use through the usage of green technology. | TS | Document | Ongoing | |
| | Create awareness amongst staff and overnight visitors regarding energy usage and energy saving measures. | SETO, HODs | Reports | Ongoing | |
| To ensure monitoring and evaluation of the implementation of the programme and its effectiveness. | Monitor and evaluate progress and impact against programme objectives and targets. | SRs, DM, TS, Administration Officer (AO), PM | Documents | Annual | |

### 10.7.2 Risk management programme

The purpose of this programme is to update and maintain the park's risk profile and to manage risks accordingly. SANParks regards the management of business risks as an integral part of management across all operations.

In line with corporate governance best practices and as per the Public Finance Management Act, (Act No. 01 of 1999) (PFMA) requirements, the Board of SANParks has formalised the risk management processes by adopting a Corporate Risk Management Framework (CRMF). As its foundation, the risk management framework follows an enterprise-wide risk assessment process, based on the thorough understanding of the environment in which the organisation operates and the strategic corporate objectives it intends to deliver upon.

The main aim of the CRMF is to instil a culture of corporate risk management awareness and risk ownership, which is 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 basis for the effective management of all risks to remain within the risk appetite of the organisation.

Acknowledging that all activities within the organisation are exposed to various types of risks, the focus of this framework is on the optimal balance between potential risks and the potential rewards that may emanate from both proactive and conscious risk-oriented actions. As such, SANParks maintains a corporate profile of the identified key strategic challenges the organisation faces. This profile is communicated to the Board and is reviewed on an on-going basis. The risk profile reflects among others the risks identified, as well as how each risk is addressed and / or monitored. At park level, the general managers are responsible for risk management. As the link between the operational activities and its environment on the one hand, and the corporate support and management structure on the other, the general managers are in many instances responsible for implementation of corporate initiatives, programmes, management plans and other projects that form part of the SANParks strategy to address or mitigate issues of risk. Similarly, the SANParks Strategic Plan and Annual Performance Plan must be incorporated to ensure that strategic initiatives are achieved. 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. The park may also, from time to time, experience extreme environmental / weather conditions (*i.e.* droughts, floods, wildfires) as part of the normal cycle. An appropriate response to each of these events will be addressed in the disaster management plan.

The heads of departments need to ensure that emerging issues of risk, that can jeopardise achievement of the park's (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 staff 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.

A whistleblowing protocol provides SANParks internal and external stakeholders with a mechanism to raise concerns, where they have reasonable grounds for believing that there is unethical behaviour, malpractice, fraud and/or corruption within the organisation.

This programme links with high-level objective 6 and objective 6.2 on page 42. To achieve the purpose of this programme, the actions listed in the table below will be implemented.

| RISK MANAGEMENT PROGRAMME | | | | | |
|---|---|---|---|---|---|
| **High-level objective:** To ensure effective and efficient management and administrative support services through good corporate governance, enabling the park to achieve its objectives. | | | | | |
| **Objective** | **Actions** | **Responsibility** | **PoE** | **Timeframe** | **Reference** |
| To establish and maintain effective, efficient and transparent risk management systems by creating and enabling environment for the management of risk. | Review and revise the Risk Response Plan. | HODs, PM | Document | Annually | CRMF |
| | Implement the risk response initiatives, review and update this as required. | HODs, PM | Document | As required | CRMF |

### 10.7.3 Financial management and administration programme

The purpose of this programme is to ensure sound financial management and administration. As a public entity, SANParks manages the public funds entrusted to the organisation in accordance with the PFMA, and it is listed as a Schedule 3 Part A: 25 Other Public entity.

The finance division supports operations and projects of the park and ensures that these are managed in accordance with sound financial principles, and effective internal controls. The finance division also ensures that the financial accounting and administration activities comply with the PFMA, Generally Recognised Accounting Practise, Preferential Procurement Policy Framework, National Treasury Regulations and organisational policies and procedures. All tender processes and procurement opportunities to local communities are guided by the SANParks policy framework.

The Cape Region Finance and Administration unit provide finance and administration support to the park.

The financial management and administration support function entails the following activities:

- Budgeting management;
- Financial accounting;
- Financial administration;
- Asset management (including the GRAP 103 accounting standard); and
- Supply Chain Management (SCM).

The Park Manager with support of the Administration Officer manages the consolidation of the annual budget, which includes both the operational and the capital expenditure budgets. Furthermore, quarterly reporting on the actual budget performance against allocated budget for the period is provided. It is also responsible to guide and provide the necessary assistance with the budget process to all cost centre managers in the park. The SANParks annual budget guideline informs a zero-based approach, which implies that every category must be critically assessed and evaluated before the budget proposal is submitted.

Financial administration entails the day-to-day processing of financial transactions such as processing and payment of invoices, account reconciliations, processing of debtors' invoices, *etc.*

The park has a moveable asset (non-living) base with a book value of R 5,715,576. It is therefore critical that all the assets of the park are correctly accounted for. It is also critical that the assets are managed effectively according to the asset management policy and procedure. All procurement for goods and services is done in accordance with the National Treasury guidelines as per the PFMA and Preferential Procurement Policy Framework.

There are certain core functions and activities performed in the park that are dependent on external funding from different donors. This includes support through the EPWP, Environmental Protection and Infrastructure Programmes for natural resource management and infrastructure development programmes. The financial sustainability of these core functions and activities therefore need to be critically reviewed on an ongoing basis, since funding through these programmes and donations are mostly short-term. This might pose a major financial risk to the park, should alternative funding sources not be secured. This requires that innovative mechanisms for financial sustainability be investigated to ensure that the core functions are maintained, including the increasing burden as a result of the much-required safety and security operations, the ability to respond to regional drivers and threats through the regional land use programme, and the commitment towards delivering tangible socio-economic transformation opportunities to

communities.

The following challenges have been identified:

- The annual operational budget allocated is not sufficient to cover all operational costs;
- The budget methodology only allows for a percentage increase in annual budgets and does not consider any additional activities; and
- The increase in the poaching activities impact on the operational costs to the park.

This programme links with high-level objective 6 and objective 6.3 on page 42. To achieve the purpose of this programme, the actions listed in the table below will be implemented.

| FINANCIAL MANAGEMENT AND ADMINISTRATION PROGRAMME | | | | | |
|---|---|---|---|---|---|
| **High-level objective:** To ensure effective and efficient management and administrative support services through good corporate governance, enabling the park to achieve its objectives. | | | | | |
| **Objective:** To ensure sound financial management and administration through proficient budget management, effective internal controls and compliance to corporate governance prescripts. | | | | | |
| **Sub-objective** | **Actions** | **Responsibility** | **PoE** | **Timeframe** | **Reference** |
| To attain effective financial management. | Ensure less than 1% variance on cost of operations. | PM, HODs, BSP | Statements with <1% variance | Annually | |
| | Ensure sound financial management of special projects – BSP. | | Budget targets achieved | Quarterly / annually | |
| | Participate in the independent audit of financial records. | | Audit report | As required | |
| | Address audit findings. | | Audit findings report | As required | |
| To grow revenue (Including alternative sources of revenue). | Identify possible external funding to supplement current income streams. | PM, HODs | Funding proposals | Annually | |
| To improve the management of financial resources. | Prepare accurate and realistic annual budgets in consultation with management team that are in line with the management plan. | PM, HODs | Annual budgets | Annually | |
| | Provide quarterly financial reports timely. | | Reports | Quarterly | |
| | Review the insurance schedule and submit to corporate. | | Documents | Annually | |
| | Submit insurance claims as and when required. | PM, HODs | Claims | As required | |
| To ensure proper asset and SCM. | Verify and manage assets registers. | PM, HODs, AO | Asset register | Bi-annually | |
| | Assist with the procurement of goods and services. | HODs, AO | Documentation | As required | |
| | Provide input when contracts are sourced. | PM, HODs, AO | Documentation | As required | |
| | Ensure sound management of vehicle fleet (*i.e.* logbooks, services, licencing, fuel management). | HODs | Logbooks, service records, fuel card statements | Monthly | |

### 10.7.4 Human Capital Management programme

The purpose of this programme is to ensure that the park has an adequate human capital function to render effective conservation, visitor and supporting services, whilst also ensuring that it provides human capital development support to surrounding communities as per SANParks policy framework.

SANParks has developed corporate human capital policies, guidelines and procedures to guide park management and its workforce in an effectively organised structure while delivering the outputs of the management plan. The park views itself as an equal opportunity employer. This is achieved through non-discriminatory practices in the work environment, availability of equal opportunities for employees and prospective employees, respect for diversity and gender differences and the commitment to uphold and implement the Employment Equity Act (Act No. 55 of 1998).

By adhering to corporate policies, guidelines and procedures the park ensures that competent staff are appointed, and that current staff are managed in an effective manner to keep them positive, proactive and committed to their tasks and responsibilities. This also ensures that human capital management complies with the relevant national legislation. Park human resource capacity is not only defined by the 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, and making staff wellness programmes available to employees and their families. This assists staff in dealing with the negative effects of lifestyle diseases and other lifestyle challenges (*i.e.* financial planning). The Human Capital and Administration Officer must report on new appointments, resignations, attendance registers, overtime claims, leave *etc.* This informs the salary instruction, which is prepared for processing of monthly salaries. Park management reviews training needs on an annual basis and submits the training need analysis and requirements for approval to Head Office. Compilation of training needs starts off with the Individual Development Plans for each staff member, followed by training, skills development and performance appraisals. Park management encourages all staff to improve their levels of skills and qualifications in their relevant field of expertise through study bursaries and training on an on-going basis.

The park currently (2020) has 29 permanent positions. It also has 12 employees that are on fixed-term contracts and one intern. There are no conservation students and no temporary workers.

This programme links with high-level objective 6 and objective 6.4 on page 42. To achieve the purpose of this programme, the actions listed in the table below will be implemented.

| HUMAN CAPITAL MANAGEMENT PROGRAMME | | | | | |
|---|---|---|---|---|---|
| **High-level objective:** To ensure effective and efficient management and administrative support services through good corporate governance, enabling the park to achieve its objectives. | | | | | |
| **Objective:** To ensure sufficient and effective staff capacity to achieve management objectives by adhering to legislation, corporate human resource policies and guidelines. | | | | | |
| **Sub-objectives** | **Actions** | **Responsibility** | **PoE** | **Timeframe** | **Reference** |
| To ensure the park attracts and retains the most suitable human capital. | Preparation and processing of monthly salaries and employee benefits and leave management. | AO, HODs, PM | Salary instructions | Monthly | |
| | Ensure implementation of the prescribed disciplinary code and procedures. | | Documentation | As required | |
| | Conduct regular employment equity and skills development forum meetings. | | Minutes of meeting | Quarterly | |
| | Fill vacancies with suitably skilled and experienced candidates within agreed timelines as per employment equity targets. | | Statistics | As required | |
| | Ensure all post are evaluated and graded. | | Job Descriptions | As required | |
| | Develop human capital in the fields of tourism, conservation and administration through the internship programme. | | Contracts | Annually | |
| To implement plans and skills development strategies to meet the strategic goals of the organisation. | Identify training needs and conduct training interventions within budget allocation. | AO, PM, RGM, HODs | Document, | Annually | |

| HUMAN CAPITAL MANAGEMENT PROGRAMME | | | | | |
|---|---|---|---|---|---|
| **High-level objective:** To ensure effective and efficient management and administrative support services through good corporate governance, enabling the park to achieve its objectives. | | | | | |
| **Objective:** To ensure sufficient and effective staff capacity to achieve management objectives by adhering to legislation, corporate human resource policies and guidelines. | | | | | |
| **Sub-objectives** | **Actions** | **Responsibility** | **PoE** | **Timeframe** | **Reference** |
| To implement plans and skills development strategies to meet the strategic goals of the organisation. | Implement adult basic education and training programme for internal employees. | AO, PM, RGM, HODs | Training register | As required | |
| | Assist employees with applications for study bursaries, staff accommodation bookings, changes in medical status, banking changes and assist with queries to medical aid regarding unpaid medical accounts. | | Documents | As required | |
| | Conduct workshops and Imbizo's. | | Minutes | As required | SANParks Policies |
| | Participate in the internal and independent audit of human capital documentation. | | Report | As required | |
| To implement plans and skills development strategies to meet the strategic goals of the organisation. | Address audit findings. | AO, PM, RGM, HODs | Reports | As required | |
| To implement workplace wellness programmes. | Participate in wellness awareness workshops. | AO, HODs | Documents | Annually | Wellness Policy |
| | Provide facilities within the park to enable employees' access to the wellness programme. | | Facility | As required | |
| | Refer employees that require assistance through the employee wellness programme. | | Number of referrals | As required | |
| | Participate in occupational health and safety (OHS) awareness and health related workshops. | | Registers | Ongoing | OHS Act |
| | Commemorate events related to wellness (*e.g.* AIDS day, world blood donor day, days of activism on non-violence against women). | | Registers | Annually | Wellness policy |
| | Administer injury on duty cases. | | Report | As required | OHS Act, Housing policy, Wellness policy |
| | Administer staff housing. | | Document | As required | |
| To manage labour relations matters and provide sound employee relations. | Handling of grievances, disputes, disciplinary matters and Commission for Conciliation, Mediation and Arbitration cases. | AO, HODs, PM | Reports | As required | Disciplinary and Grievance Policies and Procedures; Labour Relations Act |

| HUMAN CAPITAL MANAGEMENT PROGRAMME | | | | | |
|---|---|---|---|---|---|
| **High-level objective:** To ensure effective and efficient management and administrative support services through good corporate governance, enabling the park to achieve its objectives. | | | | | |
| **Objective:** To ensure sufficient and effective staff capacity to achieve management objectives by adhering to legislation, corporate human resource policies and guidelines. | | | | | |
| **Sub-objectives** | **Actions** | **Responsibility** | **PoE** | **Timeframe** | **Reference** |
| To create and maintain a sound working environment through fair and equal treatment of all employees and stakeholders to deliver SANParks strategic objectives. | Implement and manage Management and Shop Stewards committees. | AO, PM, HODs | Minutes of meetings | Monthly | Organisational Rights Agreements |
| | Participate in labour relations related training interventions. | AO, PM | Registers | Annually | |
| To ensure monitoring and evaluation of programme implementation and effectiveness. | Monitor and evaluate progress and impact against programme objectives and targets. | AO, PM | Documents | Annually | |

### 10.7.5 Information and records management programme

The purpose of this programme is to preserve the institutional memory of SANParks, by establishing a database of park information. Information and records management is applied to promote accountability, transparency and good corporate governance.

Management of parks requires that appropriate information is collected, preserved and made accessible to a range of internal and external stakeholders for the smooth running of operations at park level. The programme also aims to manage knowledge generated so that it benefits the organisation.

Information is not only essential to formulate effective long-term management objectives, plans, programmes and systems, but also to educate and inform residents, associations, user groups, local authorities, provincial and national decision- and policymakers, international organisations and aid / donor agencies. SANParks, however, shall always hold the intellectual property right of all such information that is generated by any of its employees in their official capacities.

This programme links with high-level objective 6 and objective 6.5 on page 42. To achieve the purpose of this programme, the actions listed in the table below will be implemented.

| INFORMATION AND RECORDS MANAGEMENT PROGRAMME | | | | | |
|---|---|---|---|---|---|
| **High-level objective:** To ensure effective and efficient management and administrative support services through good corporate governance, enabling the park to achieve its objectives. | | | | | |
| **Objective:** To achieve best practice in the field of information and records management by complying to the Records Management Legislative framework and policies and thereby ensuring care of all vital records in SANParks. | | | | | |
| **Sub-objectives** | **Actions** | **Responsibility** | **PoE** | **Timeframe** | **Reference** |
| 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 plan of the park and implement a single file plan. | HODs, PM, AO | File plan | Year 2 | National Archives and Records Services Act |
| | Implement the records management and file plan. | | Records and documents filed | Year 3, ongoing | Corporate file plan and policy |
| | Ensure appropriate access to park files and records in accordance to corporate records management policy and guidelines. | | Access procedures | Ongoing | Corporate file plan, Records Management Policy |

### 10.7.6 Infrastructure programme

The purpose of this programme is to direct the upgrading and maintenance (day-to-day and scheduled) of infrastructure. This is primarily to ensure that the park's infrastructure (buildings, roads, fences, *etc.*) and services infrastructure (provision of water, electricity and waste management) are well maintained and continually improved in order to provide safe, reliable, increasingly environmentally friendly and affordable

products to its clients and visitors. The technical department's key responsibility is the delivery and implementation of departmental programmes and the realisation of set goals regarding the above.

Infrastructure in the park entails facilities in support of conservation (such as management roads and tracks, office facilities, staff housing, fences, bulk services, workshops and stores) and tourism (*i.e.* tourist roads and tracks, public viewing points, bird hides, picnic sites and tourist accommodation). These facilities enable staff to execute their respective duties towards achieving the park's objectives and providing a tourism product at the highest possible standard.

Management policies and procedures ensure that infrastructure is maintained, renovated, upgraded and replaced at the required intervals and according to specific design norms and standards, including national construction regulations, "green building" and "touch the earth lightly" principles, as well as measures to save water and electricity and to minimise waste. The 10-year maintenance plan addresses issues related to securing funding for upgrading, renovation / maintenance and replacement. Technical services continue to periodically review and assess performance to align activities and allocate resources. The total estimated replacement value of the park's infrastructure is R 97,944,311. There is a major shortfall in addressing the maintenance backlog, annual maintenance, upgrading and new capital development. The required infrastructure maintenance budget for 2020 / 2021 is R 2,020,151 however, only R 794,553 has been allocated.

Detailed lower level plans outlining the rationale and technical detail to this programme. This programme links with high-level objective 6 and objective 6.6 on page 42. To achieve the purpose of this programme, the actions listed in the table below will be implemented.

| **INFRASTRUCTURE PROGRAMME** | | | | | |
|---|---|---|---|---|---|
| **High-level objective:** To ensure effective and efficient management and administrative support services through good corporate governance, enabling the park to achieve its objectives. | | | | | |
| **Objective:** To plan and design all new, upgrading and replacement projects and programmes by implementing all relevant legislation and approved design standards and principles. | | | | | |
| **Sub-objectives** | **Actions** | **Responsibility** | **PoE** | **Timeframe** | **Reference** |
| To plan and design all projects to comply with legislation, standards and client requirements. | Review and implement broader infrastructure development as required for operational and recreational activities as identified in section 9 of the park management plan. | TS, SRs, PM | Documents | As required | |
| | Identify the project needs, design specifications and scope of the projects. | | Documents | Ongoing | IDP programme, CAPEX, OPEX |
| | Ensure all building projects are designed according to the National Building Regulations and Building Standards Act (Act No. 103 of 1977). | | Documents | Annually | Technical services approval procedure |
| To ensure sound contract and project management to enhance good governance | Appoint suitable contractors and consultants that will implement projects in accordance with approved Contracts Management SOP. | PM, TS, AO | Documents | As required | Supply chain and recruitment policy |

| INFRASTRUCTURE PROGRAMME | | | | | |
|---|---|---|---|---|---|
| **High-level objective:** To strive for effective and efficient management and administrative support services through good corporate governance, enabling the park to achieve its objectives. | | | | | |
| **Objective:** To plan and design all new, upgrading and replacement projects and programmes by implementing all relevant legislation and approved design standards and principles. | | | | | |
| **Sub-objectives** | **Actions** | **Responsibility** | **PoE** | **Timeframe** | **Reference** |
| To continue with the application of the sustainable Green Building Principles for all design works. | Apply specifications that comply with the Green Building Principles on all designs and planning of infrastructure works. | TS | Guidelines | Annually | Sustainable Design Guiding Principles document |
| **Objective:** To maintain and develop roads, boundary fences and dam infrastructure by implementing specific programmes. | | | | | |
| To ensure the implementation of the ten-year maintenance plan. | Implement rehabilitation and routine maintenance on roads. | TS, SRs | Reports | Ongoing | |
| | Upgrade, remove and maintain the boundary fence. | TS, SRs, BSP | Documents | Ongoing | |
| | Compile an inventory of all mechanical and electrical equipment in the park, determine replacement programme. | TS, SRs | Inventory | Year 1 | |
| | Develop and implement annual maintenance schedule and service intervals for all equipment. | | Schedule | Annually | |
| | Continuously improve skills, and knowledge of maintenance staff. | | Register | Annually | |
| | Ensure that legal inspections / scheduled services are conducted accordingly. | | Report | As required | |
| **Objective:** To maintain and develop all electro-mechanical works and transportation management by implementing specific programmes. | | | | | |
| To introduce and implement renewable energy programmes. | Assess and implement solar power at strategic areas. | TS | Assessment | Quarterly | |
| To ensure that all vehicles in the park vehicle fleet comply with applicable legislation and comply with prescribed service intervals and are replaced accordingly. | Service all vehicles according to service / maintenance plan at prescribed intervals. | HODs, TS | Records | Quarterly | |
| | Compile necessary documentation to keep record of *e.g.* km utilisation, inspection records and annual vehicle replacement schedule budget. | | Reports | Annually | |
| To ensure that all vehicle accidents and incidents are investigated and damage repaired. | Ensure all accidents / incidents are reported, evaluated and repaired as per prescribed documentation. | HODs, TS | Reports | Monthly | Fleet Management Procedure |
| **Objective:** To maintain and develop civil services and building works by implementing specific programmes. | | | | | |
| To ensure that all water purification plant infrastructure in the park is maintained to a desired state. | Document the scope of maintenance needs in accordance with relevant specifications to guide contractors. | TS | Documents | Annually | |
| To reduce water use in the park. | Determine and implement a baseline for each water usage group. | TS, AO, SS | Reports | Monthly, annually | |
| | Monitor surface and underground water abstractions. | | Reports | Monthly, annually | National Water Act |
| To ensure that all potable water complies to SANS 241 and other legal requirements. | Implement water sampling and analysing programme. | TS | Results | Annually | SANS 241 |
| | Provide emergency water where / when required. | | Report | As required | |
| To ensure that all infrastructure in the park is maintained and upgrade to a desired state. | Compile an inventory of all infrastructures in the park and determine the extent of maintenance required. | TS, HODs | Inventory | Year 1 | |
| | Implement the annual work plan. | | Documents | Annually | |

| INFRASTRUCTURE PROGRAMME | | | | | |
|---|---|---|---|---|---|
| **High-level objective:** To strive for effective and efficient management and administrative support services through good corporate governance, enabling the park to achieve its objectives. | | | | | |
| **Objective:** To maintain and develop civil services and building works by implementing specific programmes. | | | | | |
| **Sub-objectives** | **Actions** | **Responsibility** | **PoE** | **Timeframe** | **Reference** |
| To ensure monitoring and evaluation of programme implementation and effectiveness. | Monitor and evaluate progress and impact against programme objectives and targets. | TS, HODs, PM | Report | Annually | |

### 10.7.7 Safety and security programme

The purpose of this programme is to provide a safe and secure environment for visitors and SANParks employees and to ensure area integrity and environmental asset protection.

This programme is aligned to the overarching SANParks Safety and Security Strategy. It outlines the safety and security principles applicable to SANParks regarding environmental and cultural assets, staff, contractors, visitors and infrastructure within the park.

Crime generally constitutes significant risk, and as such poses a major threat to an organisation such as SANParks' ability to deliver on its mandate. This includes the successful protection of all assets (including natural, cultural and infrastructure) under its custodianship as well as the products and services delivered to its customers. Any perception that it is unsafe to visit the park will affect the core pillars of SANParks.

There is a fine line between the intrusive nature of mitigating interventions to address the risks associated with a safety and security programme and being able to ensure the expected safe environment and experience for visitors.

SANParks implements and enforces the legal requirements and organisational policies. These include, amongst others:

- National Environmental Management: Biodiversity Act (Act No. 10 of 2004);
- National Environmental Management: Protected Areas Act (Act No. 57 of 2003);
- National Veld and Forest Fire Act (Act No. 101 of 1998);
- National Environmental Management Act (Act No. 107 of 1998);
- National Heritage Resources Act (Act No. 25 of 1999);
- National Water Act (Act No. 36 of 1998);
- Criminal Procedures Act (Act No. 51 of 1977);
- Firearms Control Act (Act No. 60 of 2000);
- Safety and Security Strategy;
- Firearm Management and Control Policy; and
- Firearm Management Protocol.

The Safety and Security Plan comprehensively addresses both the strategic and operational aspects of visitor and staff safety as well as environmental and cultural asset protection and area integrity. A SWOT analysis of issues affecting safety and security in the park has been developed and the resulting strengths, weaknesses, opportunities and threats have been converted into achievable objectives and actions. Proactive consideration is given to issues such as working hours, law and order, high-risk areas, staff, infrastructure, resources, equipment, staff training, reporting, data capture, record keeping, monitoring, information and intelligence.

The park has a good working relationship with the South African Police Service (SAPS), the Western Cape Department of Environmental Affairs and Development Planning (DEA&DP), CapeNature, the DFFE and other government agencies and regional structures. In co-operation with SAPS, DFFE and DEA&DP, joint operations relating to safety and security interventions in the park are planned and implemented.

In addition to this, several reactive measures have been developed, including immediate action drills, emergency procedures and evacuation plans. Information regarding these emergency procedures is available in the various tourism accommodation facilities. All staff must be familiar with the above procedures and will receive regular training in this regard.

The overall poaching risk is high. The security of key species, particularly abalone is at significant risk due to high wildlife crime. Proactive patrolling and operational plans are implemented to protect the biodiversity assets. Certain plant species could also be at risk, including those with medicinal qualities, and those harvested illegally for the cut flower industry.

The following challenges have been identified:

- **Criminal activities:** The proximity to the local community and increase in unemployment poses a threat to the park. Increased poaching of marine resources (*e.g.* abalone);
- **Open access**: Park is not consolidated, limited fencing exists and public roads traverse the park;
- **Tourism threats**: Tourist perception of an unsafe situation in the park;
- **Staff safety**: Safety of staff while on and off duty: and
- **Human resource challenges**: Insufficient conservation staff and inappropriately trained staff.

A detailed lower level plan supports this programme. This programme links with high-level objective 6 and objective 6.7 on page 42. To achieve the purpose of this programme, the actions listed in the table below will be implemented.

| SAFETY AND SECURITY PROGRAMME | | | | | |
|---|---|---|---|---|---|
| **High-level objective:** To ensure effective and efficient management and administrative support services through good corporate governance, enabling the park to achieve its objectives. | | | | | |
| **Objective:** To provide a safe and secure environment for both visitors and employees as well as to ensure the protection and integrity of natural, cultural and physical assets and resources, by implementing a Park Safety and Security Plan. | | | | | |
| **Sub-objectives** | **Actions** | **Responsibility** | **PoE** | **Timeframe** | **Reference** |
| To provide environmental asset protection for natural and cultural resources and infrastructure, whilst improving capacity. | Implement the SANParks Safety and Security Plan. | SRs | Report | Annually | Safety and Security Strategy |
| | Ensure that all law enforcement staff receive the appropriate training. | | Training records | Ongoing | Individual Development plans, Training needs analysis |
| | Train staff in area integrity management and readiness to react to emergency situations and assess readiness of staff. | | Training records | Ongoing | |
| | Report incidents as required. | | Sitrep, quarterly reports | Ongoing | |
| | Conduct regular proactive and reactive (foot and vehicle patrols, surveillance operations) to ensure that area integrity is maintained. | | Patrol register and reports | Ongoing | |
| To improve overall park safety through interactions with external stakeholders. | Align safety and security activities to accommodate collaborative operations with external stakeholders (SAPS, DFFE, SANDF). | SRs | Safety and security plan | Ongoing | |

| SAFETY AND SECURITY PROGRAMME | | | | | |
|---|---|---|---|---|---|
| **High-level objective:** To ensure effective and efficient management and administrative support services through good corporate governance, enabling the park to achieve its objectives. | | | | | |
| **Objective:** To provide a safe and secure environment for both visitors and employees as well as to ensure the protection and integrity of natural, cultural and physical assets and resources, by implementing a Park Safety and Security Plan. | | | | | |
| **Sub-objectives** | **Actions** | **Responsibility** | **PoE** | **Timeframe** | **Reference** |
| To improve overall park safety through interactions with external stakeholders. | Participate in various external safety, disaster and security related forums. | SRs, PM | Attendance and minutes | Ongoing | |
| To ensure monitoring and evaluation of programme implementation and effectiveness. | Monitor and evaluate progress and impact against programme objectives and targets. | SRs, PM | Reports | Ongoing | |

### 10.7.8 Safety, health, environment and quality programme

The purpose of this programme is to prevent, minimise and manage occupational accidents and occupational illnesses and diseases.

This programme is required by the Occupational Health and Safety Act (Act No. 85 of 1993), to ensure that workplace hazards are always managed and controlled to guarantee a safe working environment, including contractor activities on site. The OHS programme is guided by the SANParks Safety, Health, Environment and Quality (SHEQ) policy and framework and includes the elements required by the occupational health and safety legislation as a minimum but is also based on the ISO 45001 Occupational Health and Safety management system standard.

SANParks' commitment to the health, safety and the well-being of all its employees and the environment is an integral element of SANParks' business model. SANParks aims to continually improve its performance with the efficient use of natural resources with no harm to people and the environment, and in this regard, safety, health and environment risks are identified, assessed and managed to mitigate the impact on employees, visitors and the environment with suitable control measures. SANParks has adopted the internationally recognised and best practice ISO 45001 standard. Under this standard, the park is expected to align with and implement best practice processes and norms. The environment and quality components of the SHEQ programme will be developed over the next 5 to 8 years.

The ISO 45001 standard consists of six elements:

- Identification of hazards and risks;
- Identification of legal and other requirements;
- Determination and development of objectives and programmes;
- Operational control;
- Emergency preparedness and response; and
- Internal audit.

The ISO 45001 will be phased in with the first phase (2020/21 – 2024/25) focussing on the first three bullets listed above. Phase two (2025/26 – 2029/30), will focus on the last three bullets listed above.

This programme links with high-level objective 6 and objective 6.8 on page 43. To achieve the purpose of this programme, the actions listed in the table below will be implemented.

| SAFETY, HEALTH, ENVIRONMENT AND QUALITY PROGRAMME | | | | | |
|---|---|---|---|---|---|
| **High-level objective:** To ensure effective and efficient management and administrative support services through good corporate governance, enabling the park to achieve its objectives. | | | | | |
| **Objective:** To continuously reduce the disabling injury frequency rate through the implementation of an efficient and effective Occupational Health and Safety management programme. | | | | | |
| **Sub-objective** | **Actions** | **Responsibility** | **PoE** | **Timeframe** | **Reference** |
| To implement the ISO 45001 standard. | Identify hazards and risks. | HODs, OHS representatives | Register | Year 2, ongoing | |
| | Identify legal and other requirements. | | Register | Year 2, ongoing | |
| | Establish, implement and maintain programmes to mitigate identified hazards and risks. | | Documents | Year 2, ongoing | |
| | Develop and implement SOPs to manage identified hazards and risks. | | Documents | Year 4, ongoing | |
| | Develop and implement emergency preparedness and response plans. | | Documents | Year 5, ongoing | |
| | Conduct regular self-audits. | | Reports | annually | |
| | Support internal audits. | | | As required | |
| | Support external audits. | | | As required | |
| To ensure monitoring and evaluation of programme implementation and effectiveness. | Monitor and evaluate progress and impact against programme objectives and targets. | PM | Reports | Ongoing | |

### 10.7.9 Communication programme

The purpose of this programme is to build and maintain good relationships and a positive park image. It aims to provide key stakeholders, descendent communities, the general public and staff with relevant and accurate information pertaining to the park's operations through media relations and event initiatives. This will be achieved through:

- **External communications**
  Media relations will ensure that the park is adequately and well presented in the media (both electronic and print) in order to create and maintain a positive image for the organisation. This will be achieved by managing media coverage of contentious issues, educating the public about the park, its cultural heritage values and emerging conservation issues as well as ensuring that conservation debates receive prominent media coverage.

- **Internal communications**
  Internal communication is important to facilitate an effective two-way communication process within an organisation. Employees, as the internal stakeholders of the park, have a right to information and therefore the internal communications section exist to ensure that staff members, management and businesses operating within the park, are always well informed about the business activities, processes and new developments in the park.

The programme is intended to ensure transparency and ongoing stakeholder relationship building. A future focus will be to build more capacity to engage in a more meaningful basis with social media.

This programme links with high-level objective 6 and objective 6.9 on page 43. To achieve the purpose of this programme, the actions listed in the table below will be implemented.

| COMMUNICATION PROGRAMME | | | | | |
|---|---|---|---|---|---|
| **High-level objective:** To ensure effective and efficient management and administrative support services through good corporate governance, enabling the park to achieve its objectives. | | | | | |
| **Objective:** To build, maintain and constantly improve relations between the park and all its relevant stakeholders, both internally and externally through various means. | | | | | |
| **Sub-objective** | **Actions** | **Responsibility** | **PoE** | **Timeframe** | **Reference** |
| To strengthen collaborative multi-stakeholder partnership. | Develop a communication plan based on the Stakeholder Engagement Plan. | HODs, PM, RCM | Document | Year 1 | |
| | Disseminate a range of media products based on the respective internal and external stakeholder groups and programmes. | | Media products | Annually | Communications Plan |
| | Identify interested and affected stakeholders and develop a joint communication strategy and programmes on themes of joint interest. | | Document | Year 1 | |
| | Implement the Joint Communication Strategy. | | Media products | Annually | |
| To inform the public through mass media about major developments or incidents that take place in the park. | Issue relevant media releases and alerts and ensure timely responses to media queries. | RCM, SETO, PM | Media statements and alerts issued | As required | SANParks Strategic Plan, Annual Performance Plan, Annual Communications and Marketing Plan, Filming and Photography Protocol |
| | Issue relevant media releases and alerts and ensure timely responses to media queries. | | Media statements and alerts issued | | |
| | Write feature articles / opinion pieces on topical issues. | | Articles published | | |
| | Build and maintain relations with media houses across various platforms. | | Updated media database | | |
| | Engage on social media platforms. | | Online interactions | | |
| | Administer and maintain photography and filming permits. | | Number of permits issued | | |
| | Ensure up-to-date online content on the SANParks platforms. | RCM, SETO | Number of updates posted | | |
| To facilitate a speedy flow of information between park management and staff using bulletins and internal newsletters, and to respond to general customer queries. | Develop an annual communication plan. | RCM | Document | Annually | Communications Plan |

| COMMUNICATION PROGRAMME | | | | | |
|---|---|---|---|---|---|
| **High-level objective:** To ensure effective and efficient management and administrative support services through good corporate governance, enabling the park to achieve its objectives. | | | | | |
| **Objective:** To build, maintain and constantly improve relations between the park and all its relevant stakeholders, both internally and externally through various means. | | | | | |
| **Sub-objective** | **Actions** | **Responsibility** | **PoE** | **Timeframe** | **Reference** |
| To facilitate a speedy flow of information between park management and staff using bulletins and internal newsletters, and to respond to general customer queries. | Timely issue internal bulletins and information broadcasts. | RCM, SETO | Number of internal bulletins and information broadcasts issued | As required | SANParks Strategic Plan, Annual Performance Plan, Annual Communications and Marketing Plan |
| | Ensure all staff members have access to information through communication forums and newsletters. | PM, SETO | Newsletters published | Ongoing | |
| | Encourage line management to share and clarify fresh information. | | Reports | | |
| | Respond timely and accurately to queries both internally and externally. | | Reports | | |
| To improve the park's image amongst its stakeholders through the provision of well planned, managed and coordinated events. | Promote environmental calendar days, corporate and brand awareness events. | RCM, SETO | Number of events executed | Annually | SANParks Strategic Plan, Annual Performance Plan, Annual Communications and Marketing Plan |
| To monitor and evaluate the impact of the programme and adapt as required. | Monitor and evaluate progress and impact against programme objectives and targets. | RCM, SETO, PM | Reports | Annually | Communications Plan |

### 10.7.10 Disaster management programme

The purpose of this programme is to identify potential disaster risks and to develop a disaster management plan that provides risk mitigation plans, risk response plans and risk recovery plans.

The programme provides for an integrated and co-ordinated disaster management approach that focuses on preventing and reducing the risk of disasters, mitigating the severity of disasters, and focuses on emergency preparedness, rapid and effective response to disasters and post-disaster recovery, as required by the Disaster Management Act (Act No. 57 of 2002). The programme will also address the training of staff and provide emergency procedures to manage disaster events *i.e.* droughts, flooding, infrastructure fires.

This programme links with high-level objective 6 and objective 6.10 on page 43. To achieve the purpose of this programme, the actions listed in the table below will be implemented.

| DISASTER MANAGEMENT PROGRAMME | | | | | |
|---|---|---|---|---|---|
| **High-level objective:** To ensure effective and efficient management and administrative support services through good corporate governance, enabling the park to achieve its objectives. | | | | | |
| **Objective:** To ensure that all disaster situations that may occur in the park is addressed and managed through pre-determined contingency plans and pre-planned actions. | | | | | |
| **Sub-objective** | **Actions** | **Responsibility** | **PoE** | **Timeframe** | **Reference** |
| To ensure appropriate preparedness. | Develop a Disaster Management Plan. | HODs, PM | Documents | Year 1 | |
| | Hold disaster meetings and drills. Plan and liaise with provincial, regional and local structures. | PM, HODs | Minutes of meetings | Monthly, quarterly, annually | |

### 10.7.11 Climate change programme

The purpose of this programme is to document extreme weather events and changes in average climatic conditions and to understand and recognise climate change impacts in the park and their cascading consequences on biodiversity and park operations.

Climate change refers to a significant and long-lasting shift in normal weather conditions that affects average conditions as well as the occurrence of extremes. Current climate change is thought to be brought about by human-induced or anthropogenic activities which release greenhouse gases that trap heat within the atmosphere, resulting in increased earth surface temperatures, often referred to as global warming. Climate change can be mitigated by either reducing the use of, and/or reliance on, fossil fuel and energy-intensive processes and through the restoration of natural processes that lead to carbon storage in terrestrial and aquatic systems. Climate change adaptation refers to anticipating the negative effects of climate change and taking appropriate actions to prevent or minimise the damage it can cause, or taking advantage of opportunities that may arise to reduce vulnerability.

No major changes are predicted in the extent of the Fynbos biome in the Agulhas region as a result of climate change by 2050. However, since species' ranges are typically determined by climatic conditions, shifts in individual species' ranges and community composition are occurring. Rates of such shifts will increase exponentially over the coming years and decades. While this will bring the arrival of species from the north for which the park was previously too cold and / or wet, these species may have mixed impacts: positive (*e.g.* charismatic birds), negative (*e.g.* invasive species) or negligible impacts. For the vast number of species already occurring in the park, however, changing climatic conditions may make the park increasingly unsuitable. For example, *Erica* spp. have been found to be susceptible to drought, while plant diseases might also become more prevalent. Since the park's species are already at the southern tip of Africa, the ocean blocks further southwards range expansion. In time, this is likely to create a 'living graveyard' of species that may soon have nowhere suitable left to live. As such, the park has an essential role to play in conserving species and showcasing the impacts of climate change.

Other impacts include an increase in high-fire-risk days, which has already been recorded, and should fire frequency increase, alien species might be favoured over natural vegetation. More frequent fires can lead to fire-induced soil hydrophobicity (i.e. soil water repellence). Soil hydrophobicity hampers the infiltration of water and may have negative impacts on plant growth (Ruth-Mary Fisher, pers. comm.). Sea-level rise will also have implications for the park's wetlands and coastal areas, and may affect the park's attractiveness and usefulness for tourism. Data indicating which species could gain or lose range within the park are becoming available through the University of Stellenbosch's Spatial Planning for Resilience under Climate change project.

The future expansion and consolidation of the park will be an important component of how we respond to climate change. Continued maintenance of alien clearing and wetland restoration programmes also constitute a core component of the park's Ecosystem Based Adaptation (EBA) to reduce the impact of prolonged drought, increased temperatures and frequent fires. Priority areas for implementing EBA should be identified near and within the park's buffer zone.

The SANParks Climate Change Preparedness Strategy will be implemented through monitoring, research and application of best practice to identify, adapt to and mitigate against impacts of climate change. The unique location of Agulhas on the southernmost tip of Africa offers an opportunity for research on climate change responses of natural systems. Research and monitoring should include continued collection and analysis of weather data to identify trends and determine the magnitude of change; monitoring the distribution of key species, arrival times of migrant birds and flowering times in response to measured climate changes as well as research into mitigation options. The latter will start with an assessment of the park's carbon

footprint and recommendations to reduce the carbon footprint over time based on the assessment outcomes. Soetanysberg is of specific research significance, as it is the most southerly mountain on the continent. This also provides unique communication opportunities which will enable the park to encourage appropriate and responsible lifestyle choices by staff and visitors. For example, interpretive signage and displays could be used at key points in the park to communicate messages of climate change implications and appropriate adaptation and mitigation responses.

The park thus recognises that managing climate change means managing for change and dealing with uncertainty. Climate change will also affect infrastructure and staff and visitor safety through extreme events such as fire, drought, floods and storm surges. Park management will try to mitigate against identified threats in such a way that future biodiversity potential is maximised and negative social and financial implications are minimised. At the same time an increase in awareness of climate change and response strategies among staff and visitors will be pursued.

This programme links with high-level objective 6 and objective 6.11 on page 43. To achieve the purpose of this programme, the actions listed in the table below will be implemented.

| CLIMATE CHANGE PROGRAMME | | | | | |
|---|---|---|---|---|---|
| **High-level objective:** To strive for effective management and administrative support services through good corporate governance enabling the park to achieve its objectives. | | | | | |
| **Objective:** To adapt and mitigate negative impacts of climate change through monitoring, research and implementing the climate change strategy. | | | | | |
| **Sub-objective** | **Actions** | **Responsibility** | **PoE** | **Timeframe** | **Reference** |
| To monitor and assess the status of changing climate in the park. | Collect climate data, error check and archive with meta-data. | SS, SRs | Database update | Ongoing | SANParks biodiversity monitoring system, SANParks Global Environmental Change Assessment |
| | Assess trends in temperature, rainfall and extreme events. | | Documents, reports | Ongoing | |
| To monitor and understand how climate change impacts on the park. | Document impacts of climate change and/or extreme weather events on biodiversity, partner stakeholders, opportunities, park infrastructure and cultural heritage. | SRs, TS, SS | Reports, research publications | As required | South African National Climate Change Response White Paper (2011), SANParks Climate change Preparedness Strategy |
| | Facilitate communication between SANParks and the public around climate change and responsible lifestyles. | HODs, PM, SS | Seminars and events for staff and tourists, access to information on climate change | Ongoing | |
| To identify climate change vulnerabilities. | Review and update park-level vulnerability assessment. | SS, HODs, PM | Document | Year 3 | SANParks Climate change Preparedness Strategy |
| To develop and implement an Adaptation Response Plan. | Develop (as appropriate based on vulnerability assessment), implement and review park adaptation response plan. | SS, HODs, PM | Reports | Year 3, ongoing | South African National Climate Change Response White Paper (2011), SANParks Climate change Preparedness Strategy |
| To implement measures to reduce carbon footprint over time | Determine park carbon footprint. | SS, HODs, PM | Estimate of annual carbon output | Year 1 | SANParks Climate change Preparedness Strategy |

| CLIMATE CHANGE PROGRAMME | | | | | |
|---|---|---|---|---|---|
| **High-level objective:** To strive for effective management and administrative support services through good corporate governance enabling the park to achieve its objectives. | | | | | |
| **Objective:** To adapt and mitigate negative impacts of climate change through monitoring, research and implementing the climate change strategy. | | | | | |
| **Sub-objective** | **Actions** | **Responsibility** | **PoE** | **Timeframe** | **Reference** |
| To implement measures to reduce carbon footprint over time | Develop and implement Mitigation Plan / measures to reduce carbon footprint | SS, HODs | Carbon footprint reduction Green Building Principles; and updated Green power and energy plans, Reduced carbon footprint; Reduced water and electricity use; Increased recycling of waste | Year 3, ongoing | South African National Climate Change Response White Paper (2011), Climate change bill, SANParks Climate change Preparedness Strategy |
| Assess contributions of the park to climate change adaptation and mitigation. | Conduct a snapshot assessment of carbon storage within the park. | SS, BSP | Carbon storage | Year 3, onwards | SANParks Climate change Preparedness Strategy |
| | Evaluate ecosystem-based adaptation potential of 'Working for-'programmes. | SS, SRs | Reports | Year 3 | |
| To monitor and evaluate the impact of the implementation programmes and adapt as required. | Monitor and evaluate progress and impact against programme objectives and targets. | SS, HODs, PM | Documentation | Annually | |

### 10.7.12 Outcomes programme

The purpose of this programme is to evaluate outcomes of management interventions related to protected area management.

Protected areas are under increasing threat from a range of external and internal pressures. Monitoring is an essential component of measuring the outcomes of management interventions. Various tools and processes have been adopted to track progress.

The Management Effectiveness Tracking Tool (METT) provides an overarching framework for assessing the management effectiveness of protected areas worldwide. The assessment provides guidance for protected area managers and tracks progress towards the effective management of protected areas. Assessment is conducted biennially to measure strategic achievements. An agreement was reached with the DEA regarding the assessment intervals. Parks that score below 67 % will perform annual assessments while those that score above 67% will perform biennial assessments.

The State of Biodiversity (SoB) assessment is aimed at evaluating the effectiveness of SANParks' management of its biodiversity. It will form a component of the organisation's assessment tool aimed at measuring SANParks management effectiveness. The information gained through this assessment can also be used in the biennial METT assessment. Given the

fact that limited changes occur from one year to the next, the assessment will be repeated every five years.

The State of Area Integrity Management (SoAIM) assessment, evaluates the operational ability of a park to perform its required function effectively and efficiently with strong focus on safety, security and biodiversity issues related to law enforcement and compliance. This assessment ensures that people, systems, processes, and resources are in place and in use to ensure integrity to achieve the desired ecological and security status of a park.

All the programmes in the management plan are expected to be implemented to achieve the park's desired state. It is therefore vital that park management tracks progress towards achieving these outcomes. SANParks has designed a park management plan implementation assessment tool, adopted from the METT scoring model. The total score of 67 % and above is used as a guideline to determine sound management. Lessons learnt should be fed back into the adaptive management planning cycle (see Section 10.9). These evaluation criteria are also complemented by engagements at science-management forums where progress on implementation of biodiversity programmes is continuously assessed and adaptive management is applied to achieve the expected outcomes.

This programme links with high-level objective 6 and objective 6.12 on page 43. To achieve the purpose of this programme, the actions listed in the table below will be implemented.

| OUTCOMES PROGRAMME | | | | |
|---|---|---|---|---|
| **High-level objective:** To ensure effective and efficient management and administrative support services through good corporate governance, enabling the park to achieve its objectives. | | | | |
| **Objective:** To evaluate outcomes of management interventions related to protected area management. | | | | |
| **Actions** | **Responsibility** | **PoE** | **Timeframe** | **Reference** |
| Participate in the METT assessment. | PM, SRs, SS | Report | Year 2, 4, 6, 8, 10 | |
| Participate in the SoB assessment. | PM, SRs, SS | Report | Year 3, 8 | |
| Assess the implementation of the park management plan. | HODs, PM | Tool | Annually | |
| Participate in the SoAIM assessment. | SRs, PM | Report | Annually | |

## 10.8 Evaluation and learning

### 10.8.1 Introduction

Section 5 has dealt with the jointly agreed desired state, and section 10 with all the specific programmes, which are necessary to achieve this. However, the desired state cannot be effectively maintained without explicit attention to prioritisation, integration, operationalisation, and above all, reflection and adaptation according to the principles in the SANParks biodiversity custodianship framework (Rogers, 2003).

The need for reflection and adaptation (*i.e.* adaptive learning) comes from acknowledging that the world of conservation is complex and that the existing knowledge base is imperfect. Complexity implies that feedbacks between components of the conservation system are likely to change in unpredictable ways and the only way to stay abreast of such changes is through ongoing learning and adaptation. Lack of effective feedback and reflection is the predominant underlying cause of failure of strategic adaptive management, and hence failure to realise the desired outcomes of the park. Evaluation should furthermore test the appropriateness of an intervention and monitor the predictive capacity, societal acceptability and accomplishment of broad goals (Kingsford & Biggs, 2012; Figure 13).

Figure 13. Feedback questions essential for adaptive learning (from Kingsford and Biggs, 2012).

### 10.8.2 Operationalisation

Given the desired state, and the programmes outlined in Section 10, specific action and annual operational plans need to inform the Key Performance Areas of staff members (applicable personnel working in the Parks, CSD and Tourism Divisions) to ensure that the outcomes are achieved. In addition, explicit reflection and co-learning opportunities need to be maintained and honoured to facilitate an adaptable, learning approach that can cope with unexpected events or surprises. An example is those opportunities provided by the science-management forum engagements at park or regional level.

A critical component of strategic adaptive management is to monitor and evaluate the consequences of management decisions, actions, and other associated external programmes. This involves assessment of the outcome of management interventions, but also frequent evaluation of early warning signals (referred to by SANParks as TPCs) of whether the intervention is on an appropriate trajectory for achieving the particular objective. Ongoing evaluation of emerging results against objectives is essential to allow strategy and methodology to be adjusted as new understanding and knowledge emerge. Continuous evaluation and learning are facilitated by making time for reflecting on the following questions (Roux & Foxcroft, 2011):

- Has the intended plan of operation materialised?
- Were the selected options appropriate?
- Were the predicted consequences correct and, if not, why?
- Is the monitoring adequate, cost effective and feasible?
- Were the consequences actually acceptable?
- Even if the predicted consequences were correct and are acceptable, are the objectives and vision being met?

Science-Management Forum discussions are aimed at ensuring that feedbacks take place, best available knowledge and understanding are incorporated into decision-making and TPCs are flagged and considered timely. In addition, annual reflection workshops involving managers and scientists will evaluate what has been learnt in each programme, and what should be adjusted.

If this process is effectively honoured, it is believed that the park will be practicing strategic adaptive management, and in accordance with our overarching values around complex systems, will have the best chance of achieving the desired state in a sustainable way.

# Section 11: Costing

## 11.1 Introduction

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

The park will adhere to the guiding principles listed below:

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

A funding estimate of the activities in this management plan was derived, using the zero-based budgeting approach. 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*.).

## 11.2 Income

SANParks manages a number of national parks as part of the national park system, currently 22 in total. Not all these parks are financially viable, and currently only five national parks *i.e.* Addo Elephant National Park, Augrabies Falls National Park, Kalahari Gemsbok National Park, Kruger National Park and Table Mountain National Park make a surplus. SANParks receives an annual grant from the DEA to carry out its mandate, but this is not sufficient to cover the management costs. The organisation utilises its own revenue derived from commercial activities to subsidise the shortfall. The surplus generated by the aforementioned parks is used to fund management costs across all national parks. An organisation of this magnitude also has overhead costs relating to support services such as human resources, tourism and marketing, finance, conservation support *etc.* that are not allocated to individual parks and must be funded by the revenue generated in financially viable parks.

The income is categorised as follows; accommodation, conservation fees, concession fees, activities, other tourism income and wildlife sales. Total income for the park for 2020 / 2021 is budgeted at -R 6,433,487 increasing to an estimated -R 7,819,944 in 2024 / 2025. A summary is presented in Table 15.

Table 15. A summary of the total estimated income budgeted for the park management plan over the next five years.

| | 2020 / 2021 | 2021 / 2022 | 2022 / 2023 | 2023 / 2024 | 2024 / 2025 |
|---|---|---|---|---|---|
| **Total income** | -R 6,433,487 | -R 6,755,161 | -R 7,092,919 | -R 7,447,565 | -R 7,819,944 |

### 11.3 Expenditure

#### 11.3.1 Once-off costs

In addition to the above there is a further once-off cost estimated at R 130,591,250 over the period 2020 / 2021 – 2024 / 2025 as can be seen in Table 16 below.

Table 16. The estimated once-off cost of the various programmes.

| Programme | Estimated budget |
|---|---|
| Park expansion | R 127,041,250 |
| Responsible tourism | R 1,750,000 |
| Cultural heritage | R 1,650,000 |
| Environmental education and awareness | R 150,000 |
| **Total** | **R 130,591,250** |

#### 11.3.2 Recurring costs

The annual directly allocated cost (including staff salaries, travel, supplies and tools) is estimated at R 26,898,541 for 2020 / 2021. These ongoing costs are split according to the programmes listed in Table 17 below.

Table 17. The estimated annual operational costs for the park for 2020 / 2021.

| Programme | Amount | Percentage of total |
|---|---|---|
| Invasive alien species | R 10,214,988 | 37.98 % |
| Environmental management | R 3,226,538 | 12.00 % |
| Responsible tourism | R 2,969,033 | 11.04 % |
| Fresh water ecosystem | R 2,942,707 | 10.94 % |
| Infrastructure | R 2,519,925 | 9.37 % |
| Safety and security | R 973,261 | 3.62 % |
| Fire management | R 822,169 | 3.06 % |
| Environmel education and awareness | R 352,473 | 1.31 % |
| Financial management and administration | R 326,251 | 1.21 % |
| Species of special concern | R 293,528 | 1.09 % |
| Natural resource use | R 292,002 | 1.09 % |
| Vegetation management | R 278,868 | 1.04 % |
| Cultural heritage | R 265,859 | 0.99 % |
| Climate change | R 217,901 | 0.81 % |
| Human capital management | R 197,467 | 0.73 % |
| Employment and business opportunities | R 154,498 | 0.57 % |
| Landscape integration | R 131,619 | 0.49 % |
| SHEQ | R 122,763 | 0.46 % |
| Communication | R 122,201 | 0.45 % |
| Park expansion | R 107,077 | 0.40 % |
| Wildlife management | R 102,103 | 0.38 % |
| Disaster management | R 69,737 | 0.26 % |
| Mainstreaming biodiversity | R 55,337 | 0.21 % |
| Outcomes | R 53,968 | 0.20 % |
| Risk management | R 43,800 | 0.16 % |
| Information and records management | R 42,471 | 0.16 % |
| **Total** | **R 26,898,541** | **100 %** |

### 11.3.3 Unallocated fixed costs

The unallocated fixed costs applicable but not allocated in Table 17 above for 2020 / 2021 amounts to R 1,878,697.

### 11.3.4 Maintenance

A breakdown of the infrastructure, both existing and new with their replacement value and an estimate of the ongoing annual maintenance for 2020 / 2021 is provided in Table 18. The projected maintenance for existing infrastructure is estimated at R 1,942,453 in 2020 / 2021. If the new planned infrastructure is developed, it will add a further R 1,608,098 (at 2020 / 2021 rates) to this annual maintenance budget, increasing it to R 3,550,551. The maintenance requirement was calculated as a percentage of the replacement value.

Table 18. The estimated replacement value of the existing infrastructure and any new infrastructure required with the estimated annual maintenance budget for the existing and new infrastructure in the park.

| | Estimated replacement value | | | Estimated maintenance | | |
|---|---|---|---|---|---|---|
| | **Existing (R)** | **New (R)** | **Total (R)** | **Existing (R)** | **New (R)** | **Total (R)** |
| Buildings | 77,774,258 | 66,750,000 | 144,524,258 | 1,555,485 | 1,335,000 | 2,890,485 |
| Roads and tracks | 12,050,999 | 53,200,000 | 65,250,999 | 189,610 | 77,500 | 267,110 |
| Trails | 2,453,898 | 5,290,000 | 7,743,898 | 49,078 | 105,800 | 154,878 |
| Fencing | 1,462,500 | 850,000 | 2,312,500 | 29,250 | 17,000 | 46,250 |
| Water system | 1,181,952 | 150,000 | 1,331,952 | 23,639 | 3,000 | 26,639 |
| Electricity | 1,165,894 | 795,954 | 1,961,848 | 58,295 | 39,798 | 98,092 |
| Other | 0 | 0 | 0 | 0 | 0 | 0 |
| Sewerage | 1,854,810 | 1,500,000 | 3,354,810 | 37,096 | 30,000 | 67,096 |
| **Total** | **97,944,311** | **128,535,954** | **226,480,265** | **1,942,453** | **1,608,098** | **3,550,551** |

### 11.3.5 Replacement of minor assets

While many of the vehicles are leased along with the computers, it 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 is based on their original purchase price and the estimated budget required annually making provision for their replacement. Management should thus make provision for about R 1,042,964 in 2020 / 2021, and this figure is presented in Table 19.

Table 19. The total value various categories of minor assets and replacement thereof (based on the original purchase price).

| Asset type | Asset value | Provision for replacement |
|---|---|---|
| Computer equipment | R 236,711 | R 78,904 |
| Firearms | R 18,761 | R 1,876 |
| Furniture | R 1,323,538 | R 189,077 |
| Mechanical equipment | R 568,709 | R 81,244 |
| Office equipment | R 163,479 | R 23,354 |
| Veicles, trailers and watercraft | R 3,187,956 | R 637,591 |
| White goods (appliances) | R 216,423 | R 30,918 |
| **Total** | **R 5,715,576** | **R 1,042,964** |

### 11.4 Summary

It is estimated that the park will require an annual operating budget of R 31,882,071 for 2020 / 2021, increasing to R 39,490,939 in 2024 / 2025. In addition to this amount, the park will also require R 130,591,250 over the next five-year period for once-off costs. A summary is presented in Table 20.

Table 20. A summary of the annual and once-off costs that are required to fully implement the activities in the management plan over the next five years.

| | 2020 / 2021 | 2021 / 2022 | 2022 / 2023 | 2023 / 2024 | 2024 / 2025 |
|---|---|---|---|---|---|
| **Once-off costs over five years** | R 130,591,250 | | | | |
| **Annual cost** | R 31,882,071 | R 33,157,354 | R 35,146,795 | R 37,255,602 | R 39,490,939 |
| **SANParks expenditure budget** | R 29,324,792 | R 30,497,783 | R 32,327,650 | R 34,267,309 | R 36,323,348 |
| **Shortfall** | R 2,557,279 | Subject to budget allocation | | | |

The shortfall can be broken down as follows:

- An additional amount of R 1,225,599 is required for the maintenance of infrastructure;
- An additional amount of R 884,682 is required for the replacement of assets; and
- An additional amount of R 446,998 is required to cover operational exspenses (OPEX).

### 11.5 Implications

Should the park be unsuccessful in securing the shortfall amount of R 2,557,279 then the following programmes will be affected:

- Infrastructure programme: The park will be unable to maintain the current infrastructure to a high standard;
- Assets: The park will be unable to replace assets that have reached the end of their life span, operations could be adversely affected and thereby increasing the risk profile; and
- OPEX: Various programmes (*i.e.* cultural heritage, responsible tourism, safety and security and technical) will be negatively affected. This funding is required mainly for additional vehicles and operational expenses.

### 11.6 Future

There are various ways in which the shortfall could be covered, options include:

- To request additional funding from Head Office;
- To approach donors; or
- To except the shortfall and rationalise the programmes.

Depending on the priority and urgency of the various requirements, management will make a decision regarding the most appropriate action to take.

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# Appendix 1: Declarations

**1. Land declared**

**Government Notice 1135 in Government Gazette 20476 of 23 September 1999 declared the following land to be part of the Agulhas National Park in terms of the National Parks Act (Act No. 57 of 1976)**

1. The remaining extent of Portion 3 of the Farm Paapekuil Fontein No. 281, Registration District of Bredasdorp, in extent of 42.7573 ha, held under Title Deed No. T6008/1902;
2. Portion 4 of the Farm Paapekuil Fontein No. 281, Registration District of Bredasdorp, in extent 14.2067 ha excluding the Cape Agulhas Lighthouse and associated buildings, held under Title Deed No. T8384/1902;
3. The remaining extent of Portion 8 of the Farm Paapekuil Fontein No. 281, Registration District of Bredasdorp, in extent 38.2464 ha, held under Title Deed No. T7503/1907; and
4. Portion 17 of the Farm Paapekuil Fontein No. 281, Registration District of Bredasdorp, in extent 0.9935 ha, held under Title Deed No. T2520/1931.

**Government Notice 1495 in Government Gazette 25562 of 17 October 2003 declared the following land to be part of the Agulhas National Park in terms of the National Parks Act (Act No. 57 of 1976)**

1. Remaining extent of Portion 4 of the Farm Sout Bosch No. 286, Bredasdorp Registration Division, in extent 618.4311 ha, held under Title Deed No. T68150/1999;
2. The Farm Brak Fontein A No. 283, Bredasdorp Registration Division, in extent 392.2917 ha, held under Title Deed No. T68150/1999;
3. Portion 1 of the Farm of Zoudendaals Valley No. 278, Bredasdorp Registration Division, in extent 107.0665 ha, held under Title Deed No. T68150/1999;
4. Portion 6 of the Farm Rhenoster Kop No. 285, Bredasdorp Registration Division, in extent 210.3328 ha, held under Title Deed No. T68150/1999;
5. Portion 2 of Farm No. 287, Bredasdorp Registration Division, in extent 183.8008 ha, held under Title Deed No. T13626/2000;
6. Portion 3 of Farm No. 287, Bredasdorp Registration Division, in extent 183.8008 ha, held under Title Deed No. T13626/2000;
7. Remainder of the Farm Berg Plaas No. 291, Bredasdorp Registration Division, in extent 830.7775 ha, held under Title Deed No. T14239/2000;
8. Portion 1 of Farm No. 342, Bredasdorp Registration Division, in extent 1,071.9766 ha, held under Title Deed No. T31166/2000;
9. Portion 58 of the Farm Paapekuil Fontein No. 281, Bredasdorp Registration Division, in extent 1,033.6320 ha, held under Title Deed No. T36980/2000;
10. Portion 6 of the Farm Sout Bosch No. 286, Bredasdorp Registration Division, in extent 246.3062 ha, held under Title Deed No. T83402/2000;
11. Portion 1 of the Farm Berg Plaas No. 291, Bredasdorp Registration Division, in extent 939.9084 ha, held under Title Deed No. T90698/2000;
12. Remaining extent of Portion 10 of the Farm Paapekuil Fontein No. 281, Bredasdorp Registration Division, in extent 35.7796 ha, held under Title Deed No. T55695/2001;
13. Portion 57 of the Farm Paapekuil Fontein No. 281, Bredasdorp Registration Division, in extent 44.5798 ha, held under Title Deed No. T65966/2001;
14. Erf 426, Suiderstrand, Bredasdorp Registration Division, in extent 26.7329 ha, held under Title Deed No. T82662/2001; and
15. Portion 36 of the Farm Paapekuil Fontein No. 281, Bredasdorp Registration Division, in extent 4.0548 ha, held under Title Deed No. T87716/1998.

**Government Notice 903 in Government Gazette 26615 of 30 July 2004 declared the following land to be part of the Agulhas National Park in terms of the National Parks Act (Act No. 57 of 1976)**

1. The Farm Rattel Rivier No. 300, Bredasdorp Registration Division, in extent 2,007.4612 ha, held under Title Deed T71418/2003;
2. Remainder of the Farm Riet Fontein No. 293, Bredasdorp Registration Division, 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, in extent 04.0509 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, in extent 607.4721 ha, held under Title Deed T83403/2000;
5. The remaining extent of Portion 3 of the Farm Rhenosterkop No. 285, Bredasdorp Registration Division, 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, 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, in extent 366.6502 ha, held under Title Deed T83403/2000.

**Government Notice 1064 in Government Gazette 28185 of 28 October 2005 declared the following land to be part of the Agulhas National Park in terms of the National Parks Act (Act No. 57 of 1976)**

1. Portion 6 of the Farm Rietfontein A 299, Bredasdorp Registration Division, in extent 3,906.4962 has, held under Title Deed of Transfer T37792/2005.

**Government Notice 1055 in Government Gazette 31461 of 03 October 2008 declared the following land to be part of the Agulhas National Park in terms of the National Environmental: Protected Areas Act (Act No. 57 of 2003)**

1. Remaining extent of the Farm Rhenoster Kop No. 285, Bredasdorp Registration Division, in extent 461.7178 ha, held under Title Deed T101072/2002;
2. Portion 1 of the Farm Rhenoster Kop No. 285, Bredasdorp Registration Division, in extent 303.8139 ha, held under Title Deed T101072/2002;
3. Remaining extent of the Farm No. 287, Bredasdorp Registration Division, in extent 203.5144 ha, held under Title Deed T101074/2002;
4. Remaining extent of Portion 1 of the Farm No. 287, Bredasdorp Registration Division, in extent 1,665.5171 ha, held under Title Deed T101074/2002;

**Government Notice 400 in Government Gazette 32094 of 09 April 2009 declared the following land to be part of the Agulhas National Park in terms of the National Environmental: Protected Areas Act (Act No. 57 of 2003)**

1. The Farm Waterford No. 314, Bredasdorp Registration Division, in extent of 4,052.9810 ha and held under Title Deed No. T79097/2007.

**Government Notice 154 in Government Gazette 35073 of 02 March 2012 declared the following land to be part of the Agulhas National Park in terms of the National Environmental: Protected Areas Act (Act No. 57 of 2003)**

1. Portion 4 of the Farm Rietfontein A No. 299, Bredasdorp Registration Division, in extent of 287.1602 ha and held under Title Deed No. T57834/2009.

**Government Notice 980 in Government Gazette 38281 of 05 December 2014: correction notice in terms of the National Environmental: Protected Areas Act (Act No. 57 of 2003) to be part of the Agulhas National Park**

1. Government Notice 1055, published in Government Gazette 31461 of 3 October 2008, by adding the missing "Portion 1 (Remaining extent) of the Farm 287, Bredasdorp Registration Division, measuring 1,665.5171 ha in extent, held under Title Deed No. 1101074/2002"; and
2. Government Notice 400, published in Government Gazette 32094 of 9 April 2009, by adding the missing "Portion of the Farm Waterford 314, Bredasdorp Registration Division, measuring 4,052.9810 ha in extent, and held under Title Deed No. T79097/2007".

# Appendix 2: Stakeholder participation report

**STAKEHOLDER EVENTS AND ACTIVITIES**

**Stakeholder consultation**

This table reflects the various organisations that were identified to participate in the Integrated 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.

| | |
|---|---|
| International | UNESCO |
| National Government | Departments of: Agriculture, Land Reform and Rural Development, Basic Education, Environment, Forestry and Fisheries, Labour, Public Works and Infrastructure, Social Development, Sports, Arts and Culture, Tourism, Water and Sanitation, South African Air Force: Airforce Base Overberg, Transnet, SAHRA, SANDF and SAPS |
| Provincial government | Western Cape Departments of: Environmental Affairs and Development Planning, Agriculture, Cape Nature, Wesgro, Heritage Western Cape |
| Local government | Cape Agulhas Local Municipality, Overstrand Local Municipality, Overberg District Municipality |
| Local Resident / Neighbours | Towns of Struisbaai, L'Agulhas, Suiderstrand, Elim, Buffelsjagsbaai, Pearly Beach, Baardskeerdersbos, Wolvengat, Sandberg: Protea Permaculture, Agulhas Nature Reserve, Owner of Rhenosterkop, Struisbaai Small Holdings, Jeffreys Trust, Albertyn Trust, Theron Trust, Springfield Trust, Owner of Bergplaas, Nuwejaars Wetlands Special Management Area |
| Park Forum | Yes |
| Community organisations | Struisbaai Vissersvereniging, Buffeljags Vissersvereniging, Die Dam Fishing Club, Haasvlakte Boerevereniging, Gordon's Bay Rock Angling Club, Strandveld Boerevereniging, Bredasdorp Landbouvereniging, L'Agulhas Ward Committee, Suidpunt Residents Association, Shipwreck Museum Management Council, Council of Stakeholders |
| Business associations | Cape Agulhas Business Chamber |
| Research | CREW, Blue-crane group, Water Research Council – University Western Cape, Cape Peninsula University of Technology |
| Conservation organisations | Southern Wildlife and Environmental Society (SWAES), Suidpunt Bewaringsvereniging, Suidpunt Hengel en Mariene Bewaringsvereniging, Grootbos Conservation Trust, Walker bay Conservancy |
| Non-governmental organisations | Overberg Eco Rangers, Flower Valley Conservation Trust, Fynbos Trust |
| Honorary Rangers | Agulhas Honorary Rangers |
| Other | DENEL / Overberg Toetsbaan |

**Desired state workshop**

A range of key stakeholders and SANParks specialists participated in the development of the desired state which entails developing a vision for the park supported by higher level objectives which forms the basis of the management plan.

| Activities | Description |
|---|---|
| **Invitations** | Park management, certain SANParks specialists, key stakeholders and the general public were invited. |
| **Desired State workshops** | A workshop was held on 02 April 2019 at Bosheuwel. |
| **Attendance** | 45 Participants partook in the workshop representing the following constituencies to name a few:<br>• Agricultural Research Council;<br>• Cape Agulhas Local Municipality;<br>• CapeNature;<br>• Greater Overberg Fire Protection Agency;<br>• Heritage Western Cape;<br>• Nuwejaars Wetland Special Management Area;<br>• Overberg District Municipality;<br>• Private landowners;<br>• SAHRA;<br>• SANBI;<br>• SANParks;<br>• Suiderstrand residents;<br>• Suidpunt Residence Association;<br>• Transnet; and<br>• Western Cape Department of Agriculture - Landcare. |

**Media platforms used to invite stakeholders to register and participate**

A variety of media platforms were used to engage stakeholders in an effort to inform them of the revision of the Integrated Management Plan and invite stakeholders to participate

| Mechanism to register | Description |
|---|---|
| Printed media advertisements | Advertisements to inform interested and affected parties of the public days and request to register to participate was placed in the following national newspapers on 26 January 2020:<br>• Sunday Times;<br>• Rapport.<br>• 2Oseane, 5 February 2020<br>• Suidernuus, 7 February 2020 |
| Radio | Radio Overberg, 5 February 2020. Listeners were informed of the revision process and invited to attend the public meetings. |
| Registration at meetings | Participants were also able to register at the following meetings:<br>• Desired state workshop held on 02 April 2019 at Bosheuwel; and<br>• Public meetings held on 12 February 2020 in Struisbaai. |
| Internet | Stakeholders were ask to register via the SANParks website from 01 April 2019. |
| Public information boards | Official notices were place at seven public venues in the region, namely:<br>• L'Agulhas Municipal office;<br>• Struisbaai Municipal office;<br>• Struisbaai Library;<br>• Bredasdorp Library;<br>• Bredasdorp Municipal office;<br>• Elim Overseers Council offices; and<br>• Agulhas National Park reception. |

**Public days to allow comment on the draft management plan**

Two public day meetings were held.

| Venue | Date | Number of stakeholders that attended |
|---|---|---|
| Suiderlig Dienssentrum, Struisbaai | 12 February 2020 | 13 |
| Struisbaai Sports Grounds/Community Centre | 12 February 2020 | 12 |

**Dissemination of documentation and feedback to stakeholders**

| Item | Action | Date |
|---|---|---|
| Draft Integrated Management Plan for comment placed in public venues. | • Agulhas National Park Office, 214 Main Road, L'Agulhas;<br>• Bredasdorp Library, Church Street;<br>• Cape Agulhas Lighthouse;<br>• Cape Agulhas Municipality: Bredasdorp Office, 1 Dirkie Uys Street, Bredasdorp;<br>• Cape Agulhas Municipality: Struisbaai Office, c/o Main & Protea Roads;<br>• Elim Overseers Council Offices, Die Werf, Elim; and<br>• Struisbaai Library, c/o Main Road & Eerste Laan. | 30 January 2020 |
| Draft Integrated Management Plan for comment placed on SANParks website. | https://www.sanparks.org/conservation/park_man/ | 27 January 2020 |
| Dissemination of comment and response document | The document will be available on the SANParks website, or emailed, mailed, faxed or delivered by hand where no contact details were supplied. | N/A |
| Dissemination of approved Integrated Management Plan | The plan will be available on the SANParks website once approved by the Minister. | N/A |

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# Appendix 3: Tourism product development framework

The PDF provides park management with a guideline in order to inform the development potential of the park. Identified opportunities remain subject to comprehensive feasibility study prior to implementation, thus listing an activity does not automatically result in development.

Similarly, whilst specific products or activities may be developed within the park, they will be restricted to specific areas within the park or on the periphery (adjoining buffer zone, with land use activities determined by the municipal land use management scheme (LUMS)). For any development to be supported within the delineated buffer zone, the permissible LUMS as per the Spatial Planning and Land Use Management Act (Act No. 16 of 2013), and relevant development application processes must be adhered to.

The park is zoned into various visitor use zones, based on its environmental sensitivity, as described in the legend below, and products are applicable to the various use zones accordingly.

| LEGEND | | |
|---|---|---|
| **No.** | **Visitor use zones** | **Description** |
| **1** | **Wilderness / remote** | Wilderness conforms to the legal definition. Pristine natural environment, essentially undeveloped and roadless. Controlled non-motorised access - usually on foot. |
| **2** | **Primitive** | Almost completely natural state to be maintained. Development footprints absolute minimum. Controlled access - 4x4s, horse-riding. Small basic overnight facilities. |
| **3** | **Quiet** | General natural state to be maintained. Only non-motorised access. Access not specifically controlled. Ablution facilities can be allowed. |
| **4** | **Low intensity leisure** | Motorised self-drive with basic facilities. Small - medium sized camps. Infrastructure should be minimised in order to maintain natural state. |
| **5** | **High intensity leisure** | High density tourism development node with concentrated human activities. High volume roads, high density camps with modern amenities. |
| **6** | **Buffer / adjoining** | Land in the delineated buffer zone or adjacent to national parks. Products indicated are those with which SANParks is comfortable to be associated with as long as it does not conflict with the LUMS. |

For the purposes of this management plan, the focus of the framework listed in Table 21 is to indicate which products already exist, which new products may be allowed, and in which visitor use zones these may occur.

Table 21: Tourism product development framework for the park.

| PRODUCT CATEGORY | | PRODUCT OR SERVICE | Is Product currently AVAILABLE or under develop-ment? | | Is Product APPROPRIATE for the applicable National Park? | | ZONING FOR WHICH PRODUCT IS APPROPRIATE | | | | | |
|---|---|---|---|---|---|---|---|---|---|---|---|---|
| | | | | | | | Within boundaries of national- / contractual park | | | | | Buffer / adjoining |
| | | | YES | NO | YES | NO | 1 | 2 | 3 | 4 | 5 | 6 |
| Over-nigh facilities | Self-catering - limited service (serviced prior to arrival and after departure only) | Accommodation (budget) | | √ | √ | | | | | √ | √ | √ |
| | | Accommodation (economy) | | √ | √ | | | √ | | √ | √ | √ |
| | | Accommodation (premium) / guest house | | √ | √ | | | √ | | √ | √ | √ |
| | | Accommodation backpacking / youth hostels | | √ | √ | | | | | √ | √ | √ |
| | | Dormitories / school groups / educational facilities | √ | | √ | | | | | √ | √ | √ |
| | | Game / bird hide | | √ | √ | | | √ | | √ | √ | √ |
| | | Military bunker / fort / gun sites | | √ | | √ | | | | | | √ |
| | | Tree houses / platforms | | √ | √ | | | √ | | √ | √ | √ |
| | | Fly camp / platform / sleep out | | √ | √ | | | √ | | √ | √ | √ |
| | Self-catering - serviced (serviced daily) | Accommodation (budget) | | √ | √ | | | | | √ | √ | √ |
| | | Accommodation (economy) | √ | | √ | | | √ | | √ | √ | √ |
| | | Accommodation (premium) / guest house | √ | | √ | | | | | √ | √ | √ |
| | | Accommodation backpacking / youth hostels | | √ | √ | | | | | √ | √ | √ |
| | | Dormitories / school groups / educational facilities | √ | | √ | | | | | √ | √ | √ |
| | | Houseboat (economy) | | √ | | √ | | | | | | √ |
| | | Houseboat (premium) | | √ | | √ | | | | | | √ |
| | Camping | Camping (budget facilities) (power / no power) | | √ | √ | | | | | √ | √ | √ |
| | | Camping (premium facilities) (power / no power) | | √ | √ | | | | | √ | √ | √ |

| PRODUCT CATEGORY | | PRODUCT OR SERVICE | Is Product currently AVAILABLE or under develop-ment? | | Is Product APPROPRIATE for the applicable National Park? | | ZONING FOR WHICH PRODUCT IS APPROPRIATE | | | | | |
|---|---|---|---|---|---|---|---|---|---|---|---|---|
| | | | | | | | Within boundaries of national-/ contractual park | | | | | Buffer / adjoining |
| | | | YES | NO | YES | NO | 1 | 2 | 3 | 4 | 5 | 6 |
| Over-nigh facilities | Camping | Camping bush rustic (protected) (budget facilities) | | √ | √ | | | √ | | √ | √ | √ |
| | | Camping bush rustic (protected) (premium facilities / self-sufficient) | | √ | √ | | | √ | | √ | √ | √ |
| | | Camping bush rustic (unprotected) (self-sufficient) | | √ | √ | | | √ | | √ | √ | √ |
| | Full service (generally some/all meals and activities included) | Game / bush / safari / boutique lodge - under 20 beds | | √ | √ | | | √ | | √ | √ | √ |
| | | Game / bush / safari / boutique lodge - 20 beds plus | | √ | √ | | | √ | | √ | √ | √ |
| | | Conference lodge / hotel - 21 - 50 beds | √ | | √ | | | | | √ | √ | √ |
| | | Conference lodge / hotel - 50 beds plus | | √ | √ | | | | | √ | √ | √ |
| | | Houseboat | | √ | | √ | | | | | | √ |
| | | Luxury tented safaris | | √ | √ | | | √ | | √ | √ | √ |
| | | Remote camp / fly camp / platform / sleep Out | | √ | √ | | | √ | | √ | √ | √ |
| | | Overnight train rides | | √ | | √ | | | | | | √ |
| | Additional services | Cook and guide provided | | √ | √ | | | √ | | √ | √ | √ |
| | | Cook, guide and OSV provided | | √ | √ | | | √ | | √ | √ | √ |
| | | Meal packages *e.g.* breakfast, half board or full board | | √ | √ | | | √ | | √ | √ | √ |
| Leisure / recreational | | 4x4 Eco-trails (multi-day, self-drive, basic facilities) | | √ | √ | | | √ | | √ | √ | √ |
| | | 4x4 Eco-trails (multi-day, self-drive, no facilities) | | √ | √ | | | √ | | √ | √ | √ |
| | | 4x4 trails (full-day / half-day / guided or unguided) | | √ | √ | | | √ | | √ | √ | √ |
| | | Abseiling / rappelling | | √ | | √ | | | | | | √ |
| | | Animal interaction activities (limited) | | √ | | √ | | | | | | √ |
| | | Animal tracking activities | | √ | √ | | √ | √ | √ | √ | √ | √ |
| | | Archery | | √ | √ | | | | | √ | √ | √ |
| | | Base jumping | | √ | | √ | | | | | | √ |
| | | Bird watching | √ | | √ | | √ | √ | √ | √ | √ | √ |
| | | Boat cruises | | √ | √ | | | √ | | √ | √ | √ |
| | | Boat cruise - birding | | √ | √ | | | √ | | √ | √ | √ |
| | | Boat cruises - sunset | | √ | √ | | | √ | | √ | √ | √ |
| | | Botanical sightseeing | √ | | √ | | √ | √ | √ | √ | √ | √ |
| | | Bouldering | | √ | | √ | | | | | | √ |
| | | Bungee / bungee jumping | | √ | | √ | | | | | | √ |
| | | Cableway | | √ | | √ | | | | | | √ |
| | | Canoe trails (Varying facilities) | | √ | | √ | | | | | | √ |
| | | Canoeing | | √ | √ | | √ | √ | √ | √ | √ | √ |
| | | Canopy tour (acrobranch) | | √ | | √ | | | | | | √ |
| | | Canopy tour (boardwalk) | | √ | | √ | | | | | | √ |
| | | Canopy tour / flying fox (tree top / cliff to cliff) | | √ | | √ | | | | | | √ |
| | | Caving / spelunking/ potholing | | √ | | √ | | | | | | √ |
| | | Clay-pigeon / clay target shooting | | √ | | √ | | | | | | √ |
| | | Coasteering | | √ | √ | | √ | √ | √ | √ | √ | √ |
| | | Cruise - birding | | √ | √ | | | √ | | √ | √ | √ |
| | | Cycling | √ | | √ | | | √ | | √ | √ | √ |
| | | Cycling (downhill cycling) | | √ | | √ | | | | | | √ |
| | | Cycling (BMX track area) | | √ | | √ | | | | | | √ |
| | | Diving (scuba) | | √ | | √ | | | | | | √ |
| | | Dog walking | | √ | √ | | | | | √ | √ | √ |
| | | Elephant backed rides / safaris | | √ | | √ | | | | | | √ |

| PRODUCT CATEGORY | PRODUCT OR SERVICE | Is Product currently AVAILABLE or under develop-ment? | | Is Product APPROPRIATE for the applicable National Park? | | ZONING FOR WHICH PRODUCT IS APPROPRIATE | | | | | |
|---|---|---|---|---|---|---|---|---|---|---|---|
| | | | | | | Within boundaries of national-/ contractual park | | | | | Buffer / adjoining |
| | | YES | NO | YES | NO | 1 | 2 | 3 | 4 | 5 | 6 |
| Leisure / recreational | Fishing (catch and release) | | √ | √ | | | √ | | √ | √ | √ |
| | Funicular | | √ | | √ | | | | | | √ |
| | Game drives - night drive | | √ | √ | | | √ | | √ | √ | √ |
| | Game drives - night drive (Night Vision aided) | | √ | √ | | | √ | | √ | √ | √ |
| | Game drives - premium | | √ | √ | | | √ | | √ | √ | √ |
| | Game drives - standard | | √ | √ | | | √ | | √ | √ | √ |
| | Game drives - UA | | √ | √ | | | √ | | √ | √ | √ |
| | Games facilities (*e.g.* table tennis, pool, *etc.*) | | √ | √ | | | | | √ | √ | √ |
| | Geocaching | √ | | √ | | | √ | √ | √ | √ | √ |
| | Golf | | √ | | √ | | | | | | √ |
| | Golf club membership | | √ | | √ | | | | | | √ |
| | Green hunting / darting safaris | | √ | | √ | | | | | | √ |
| | Hang gliding | | √ | √ | | √ | √ | √ | √ | | √ |
| | Hiking | √ | | √ | | √ | √ | √ | √ | √ | √ |
| | Hiking trails - Wilderness (full service) | | √ | | √ | | | | | | √ |
| | Hiking trails - Wilderness (no facilities) (backpack) | | √ | √ | | √ | √ | | | | √ |
| | Hiking trails (budget) | | √ | √ | | √ | √ | √ | √ | √ | √ |
| | Hiking trails (premium) | | √ | √ | | √ | √ | √ | √ | √ | √ |
| | Horse riding | | √ | √ | | √ | √ | √ | √ | | √ |
| | Horse riding trails (varying facilities) | | √ | √ | | √ | √ | √ | √ | | √ |
| | Jet skiing | | √ | √ | | | √ | | √ | √ | √ |
| | Jogging / running | √ | | √ | | | √ | √ | √ | √ | √ |
| | Kayaking / paddling | | √ | √ | | | √ | √ | √ | √ | √ |
| | Kayaking / paddling trails | | √ | √ | | | √ | √ | √ | √ | √ |
| | Kitesurfing / kiteboarding / fly surfing | | √ | √ | | | √ | √ | √ | √ | √ |
| | Kloofing (guided) | | √ | | √ | | | | | | √ |
| | Mini golf / putt-putt | | √ | √ | | | | | √ | √ | √ |
| | Model aircraft flying | | √ | | √ | | | | | | √ |
| | Motorcycle trails (varying facilities) | | √ | | √ | | | | | | √ |
| | Motorcycling | | √ | | √ | | | | | | √ |
| | Motorcycling - off-road | | √ | | √ | | | | | | √ |
| | Motorised boating | | √ | √ | | | √ | | √ | √ | √ |
| | Mountain bike trails (varying facilities) | | √ | √ | | | √ | √ | √ | √ | √ |
| | Mountain biking | | √ | √ | | √ | √ | √ | √ | √ | √ |
| | Mountain biking - unicycling | | √ | √ | | √ | √ | √ | √ | √ | √ |
| | Mountaineering | | √ | √ | | √ | √ | √ | √ | √ | √ |
| | Paddle boards | | √ | √ | | √ | √ | √ | √ | √ | √ |
| | Paddle boats | | √ | √ | | √ | √ | √ | √ | √ | √ |
| | Paddle skiing | | √ | √ | | √ | √ | √ | √ | √ | √ |
| | Paragliding | | √ | √ | | √ | √ | √ | √ | √ | √ |
| | Parasailing | | √ | √ | | √ | √ | √ | √ | √ | √ |
| | Park and ride | | √ | √ | | | √ | | √ | √ | √ |
| | Photography | √ | | √ | | √ | √ | √ | √ | √ | √ |
| | Picnicking (basic facilities) | | √ | √ | | | √ | | √ | √ | √ |
| | Picnicking (full facilities) | | √ | √ | | | √ | | √ | √ | √ |

| PRODUCT CATEGORY | PRODUCT OR SERVICE | Is Product currently AVAILABLE or under develop-ment? | | Is Product APPROPRIATE for the applicable National Park? | | ZONING FOR WHICH PRODUCT IS APPROPRIATE | | | | | |
|---|---|---|---|---|---|---|---|---|---|---|---|
| | | | | | | Within boundaries of national-/ contractual park | | | | | Buffer / adjoining |
| | | YES | NO | YES | NO | 1 | 2 | 3 | 4 | 5 | 6 |
| Leisure / recreational | Picnicking (no facilities) | √ | | √ | | | √ | | √ | √ | √ |
| | Quad biking | | √ | | √ | | | | | | √ |
| | Railway | | √ | | √ | | | | | | √ |
| | Rap jumping (deepelling) | | √ | | √ | | | | | | √ |
| | River rafting | | √ | | √ | | | | | | √ |
| | Rock climbing | | √ | | √ | | | | | | √ |
| | Sailing | | √ | √ | | √ | √ | √ | √ | | √ |
| | Sandboarding | | √ | | √ | | | | | | √ |
| | Self-drive night drives | | √ | | √ | | | | | | √ |
| | Skate boarding / roller blading | | √ | | √ | | | | | | √ |
| | Skate boarding / roller blading (downhill) | | √ | | √ | | | | | | √ |
| | Skydiving | | √ | | √ | | | | | | √ |
| | Snorkelling | | √ | √ | | √ | √ | √ | √ | | √ |
| | Spear fishing | | √ | | √ | | | | | | √ |
| | Speed gliding | | √ | | √ | | | | | | √ |
| | Sports facilities (*e.g.* tennis, squash, bowls, *etc.*) | | √ | √ | | | | | √ | √ | √ |
| | Stairway (via ferrata / ironway) | | √ | | √ | | | | | | √ |
| | Stargazing | √ | | √ | | √ | √ | √ | √ | √ | √ |
| | Surf Skiing | | √ | √ | | | √ | √ | √ | | √ |
| | Surfing | | √ | √ | | | √ | √ | √ | | √ |
| | Swimming | | √ | √ | | | √ | | √ | √ | √ |
| | Trail running | √ | | √ | | | | | | | √ |
| | Trail running (night time) | | √ | √ | | √ | √ | √ | √ | √ | √ |
| | Tubing | | √ | | √ | | | | | | √ |
| | Vessels (cruise boats, yachts, river/paddle boats) | | √ | √ | | √ | √ | √ | √ | √ | √ |
| | Walking | √ | | √ | | √ | √ | √ | √ | √ | √ |
| | Walks - day | √ | | √ | | √ | √ | √ | √ | √ | √ |
| | Walks - night | | √ | √ | | √ | √ | √ | √ | √ | √ |
| | Wildlife / game viewing | | √ | √ | | √ | √ | √ | √ | √ | √ |
| | Wingsuit flying / wingsuiting | | √ | | √ | | | | | | √ |
| Airborne (Implications of CAA) | Drones over national parks | | √ | | √ | | | | | | √ |
| | Flights over national parks | | √ | | √ | | | | | | √ |
| | Helicopter flips | | √ | | √ | | | | | | √ |
| | Hot-air ballooning | | √ | | √ | | | | | | √ |
| | Microlight flying / ultra-light aviation | | √ | | √ | | | | | | √ |
| Interpretive | Archaeology | | √ | √ | | √ | √ | √ | √ | √ | √ |
| | Endangered species breeding centre | | √ | | √ | | | | | | √ |
| | Films - amphitheatre | | √ | √ | | | | | √ | √ | √ |
| | Films - auditorium | | √ | √ | | | | | √ | √ | √ |
| | Interpretive centres | | √ | √ | | | | | √ | √ | √ |
| | Palaeontology | | √ | √ | | √ | √ | √ | √ | √ | √ |
| | Theatre | | √ | | √ | | | | | | √ |
| | Tours - astronomy | | √ | √ | | √ | √ | √ | √ | √ | √ |
| | Tours - birding | | √ | √ | | √ | √ | √ | √ | √ | √ |
| | Tours - botanical | | √ | √ | | √ | √ | √ | √ | √ | √ |

| PRODUCT CATEGORY | PRODUCT OR SERVICE | Is Product currently AVAILABLE or under develop-ment? | | Is Product APPROPRIATE for the applicable National Park? | | ZONING FOR WHICH PRODUCT IS APPROPRIATE | | | | | |
|---|---|---|---|---|---|---|---|---|---|---|---|
| | | | | | | Within boundaries of national-/ contractual park | | | | | Buffer / adjoining |
| | | YES | NO | YES | NO | 1 | 2 | 3 | 4 | 5 | 6 |
| Interpretive | Tours - specialist (fauna and flora) | | √ | √ | | √ | √ | √ | √ | √ | √ |
| | Tours - tree (dendrology) | | √ | √ | | √ | √ | √ | √ | √ | √ |
| | Trail - mobility impaired | | √ | √ | | | | √ | √ | √ | √ |
| | Trails - brail | | √ | √ | | | | √ | √ | √ | √ |
| | Trails - sensory | | √ | √ | | | | √ | √ | √ | √ |
| Cultural / historical | Cleansing ceremonies (including baptism) | | √ | √ | | √ | √ | | √ | √ | √ |
| | Cultural dances | | √ | √ | | √ | √ | | √ | √ | √ |
| | Cultural points of interest | √ | | √ | | √ | √ | √ | √ | √ | √ |
| | Cultural village | | √ | | √ | | | | | | √ |
| | Gold panning (recreational) | | √ | | √ | | | | | | √ |
| | Historical points of interest | √ | | √ | | √ | √ | | √ | √ | √ |
| | Mountain worship | | √ | √ | | √ | √ | | √ | √ | √ |
| | Museums | √ | | √ | | | | | | | √ |
| | Religious facilities (prayer or otherwise) | | √ | √ | | | | | | | √ |
| | Storytelling | | √ | √ | | | √ | | √ | √ | √ |
| | Tours - battlefield / military | | √ | √ | | | | | | | √ |
| | Tours - cultural | | √ | √ | | √ | √ | √ | √ | √ | √ |
| | Tours - historical | √ | | √ | | √ | √ | √ | √ | √ | √ |
| | Tours - medicinal plants | | √ | √ | | √ | √ | √ | √ | √ | √ |
| | Tours - rock art | | √ | √ | | √ | √ | √ | √ | √ | √ |
| | Tours - South African struggle | | √ | √ | | √ | √ | √ | √ | √ | √ |
| Medical / health | Health spa | | √ | √ | | | | | | √ | √ |
| | Gymnasium | | √ | √ | | | | | | √ | √ |
| | Wellness centres | | √ | √ | | | | | | √ | √ |
| Developmental | Astronomy training | | √ | √ | | √ | √ | | √ | √ | √ |
| | Birding course | | √ | √ | | √ | √ | | √ | √ | √ |
| | Botany course | | √ | √ | | √ | √ | | √ | √ | √ |
| | Bush homeopathy | | √ | √ | | √ | √ | | √ | √ | √ |
| | Bush skills | | √ | √ | | | √ | | √ | √ | √ |
| | Field guide training | | √ | √ | | | √ | | √ | √ | √ |
| | Firearm skills | | √ | √ | | | | | √ | √ | √ |
| | First aid | | √ | √ | | | | | √ | √ | √ |
| | Game capture training | | √ | √ | | | √ | | √ | √ | √ |
| | Nature / wildlife photography course | | √ | √ | | | √ | | √ | √ | √ |
| | Nature based hospitality training | | √ | √ | | | √ | | √ | √ | √ |
| | Off-road driving skills training | | √ | | √ | | | | | | √ |
| | Orienteering | | √ | √ | | | √ | | √ | √ | √ |
| | Rope skills course | | √ | √ | | | √ | | √ | √ | √ |
| | Scuba diving skills | | √ | √ | | | √ | | √ | √ | √ |
| | Specialised training / courses | | √ | √ | | | √ | | √ | √ | √ |
| | Survey and mapping skills | | √ | √ | | | √ | | √ | √ | √ |
| | Survival skills | | √ | √ | | | √ | | √ | √ | √ |
| | Tracking skills | | √ | √ | | | √ | | √ | √ | √ |
| | Training - ranger | | √ | √ | | | √ | | √ | √ | √ |
| | Volunteering | | √ | √ | | | √ | | √ | √ | √ |

| PRODUCT CATEGORY | PRODUCT OR SERVICE | Is Product currently AVAILABLE or under develop-ment? | | Is Product APPROPRIATE for the applicable National Park? | | ZONING FOR WHICH PRODUCT IS APPROPRIATE | | | | | |
|---|---|---|---|---|---|---|---|---|---|---|---|
| | | | | | | Within boundaries of national-/ contractual park | | | | | Buffer / adjoining |
| | | YES | NO | YES | NO | 1 | 2 | 3 | 4 | 5 | 6 |
| **Developmental** | Wilderness search and rescue | | √ | √ | | | √ | | √ | √ | √ |
| **Children / youth** | Babysitting | | √ | √ | | | | | √ | √ | √ |
| | Child care centres in camps | | √ | √ | | | | | √ | √ | √ |
| | Children activity centres (jungle gym) | | √ | √ | | | | | √ | √ | √ |
| | Children encounter zone | | √ | √ | | | | | √ | √ | √ |
| | Children game drives | | √ | √ | | | √ | | √ | √ | √ |
| | Children holiday programmes in camps | | √ | √ | | | | | √ | √ | √ |
| | Children trails | √ | | √ | | | √ | | √ | √ | √ |
| | Learner programmes | | √ | √ | | | √ | | √ | √ | √ |
| | Paint ball | | √ | | √ | | | | | | √ |
| | Youth camps (KampKwena, "summer" camps) | | √ | √ | | | | | √ | √ | √ |
| **Business tourism and events** | Events - any | √ | | √ | | | √ | | √ | √ | √ |
| | Events - adventure | √ | | √ | | | √ | | √ | √ | √ |
| | Festivals | | √ | √ | | | √ | | √ | √ | √ |
| | Fundraising events *e.g.* WWF Swim for Nature | √ | | √ | | | √ | | √ | √ | √ |
| | Lapas / bomas (to rent) | | √ | √ | | | | | √ | √ | √ |
| | MICE (Meetings, Incentives, Conventions and Exhibitions) | | √ | √ | | | | | √ | √ | √ |
| | Musical concerts | | √ | √ | | | √ | | √ | √ | √ |
| | Photographic shoots and filming | √ | | √ | | | √ | | √ | √ | √ |
| | Product launches | √ | | √ | | | √ | | √ | √ | √ |
| | Races / competitions - marathons / trail running | √ | | √ | | | √ | | √ | √ | √ |
| | Races / competitions - mountain-biking | √ | | √ | | | √ | | √ | √ | √ |
| | Races / competitions - other | √ | | √ | | | √ | | √ | √ | √ |
| | Races / competitions - adventure / expedition racing | | √ | √ | | | √ | | √ | √ | √ |
| | Scientific conferences | | √ | √ | | | | | √ | √ | √ |
| | Team building | | √ | √ | | | √ | | √ | √ | √ |
| | Weddings | √ | | √ | | | √ | | √ | √ | √ |
| **Retail / services** | Apparel outlets | | √ | √ | | | | | √ | √ | √ |
| | Airport / aerodrome / airstrip | | √ | | √ | | | | | | √ |
| | Banking - Bank or ATM | | √ | √ | | | | | √ | √ | √ |
| | Rental - bicycle | | √ | √ | | | | | √ | √ | √ |
| | Camping equipment rental | | √ | √ | | | | | √ | √ | √ |
| | Rental - car | | √ | | √ | | | | | | √ |
| | Car wash | | √ | √ | | | | | √ | √ | √ |
| | Casinos | | √ | | √ | | | | | | √ |
| | Clinics / Doctor/ first aid | | √ | | √ | | | | √ | √ | √ |
| | Outlets - community curios | | √ | √ | | | | | √ | √ | √ |
| | Outlets - curios | | √ | √ | | | | | √ | √ | √ |
| | Essential commodities in camps (ice, wood, *etc.*) | | √ | √ | | | | | √ | √ | √ |
| | Fast moving consumer goods (FMCG) outlets | | √ | √ | | | | | √ | √ | √ |
| | Fuel stations | | √ | | √ | | | | √ | √ | √ |
| | Gas equipment hire | | √ | | √ | | | | √ | √ | √ |
| | Hop-on guides | | √ | √ | | | √ | √ | √ | √ | √ |
| | Internet café / Wi-Fi hotspot | | √ | √ | | | | | √ | √ | √ |

| PRODUCT CATEGORY | PRODUCT OR SERVICE | Is Product currently AVAILABLE or under develop-ment? | | Is Product APPROPRIATE for the applicable National Park? | | ZONING FOR WHICH PRODUCT IS APPROPRIATE | | | | | |
|---|---|---|---|---|---|---|---|---|---|---|---|
| | | | | | | Within boundaries of national-/ contractual park | | | | | Buffer / adjoining |
| | | YES | NO | YES | NO | 1 | 2 | 3 | 4 | 5 | 6 |
| Retail / services | Laundromats and laundry service | | √ | √ | | | | | √ | √ | √ |
| | Pharmacies | | √ | | √ | | | | | | √ |
| | Photo booth | | √ | √ | | | | | √ | √ | √ |
| | Pop-up retail | | √ | √ | | | | | √ | √ | √ |
| | Postal services | | √ | | √ | | | | | | √ |
| | Proshop | | √ | | √ | | | | | | √ |
| | Road emergency services | | √ | | √ | | | | | | √ |
| | Shuttle services | | √ | √ | | | | | √ | √ | √ |
| | Vending machines | | √ | √ | | | | | √ | √ | √ |
| | Vendors | | √ | √ | | | | | √ | √ | √ |
| | Wi-Fi facilities (free service) | | √ | √ | | | | | √ | √ | √ |
| Food and beverage | Bars | | √ | √ | | | | | √ | √ | √ |
| | Boma / lapa meals | | √ | √ | | | | | √ | √ | √ |
| | Bush meals | | √ | √ | | | | | √ | √ | √ |
| | Coffee shops / tea rooms | | √ | √ | | | | | √ | √ | √ |
| | Fast-food outlets | | √ | √ | | | | | √ | √ | √ |
| | Game drives picnic baskets | | √ | √ | | | | | √ | √ | √ |
| | Local cuisine | | √ | √ | | | | | √ | √ | √ |
| | MICE catering | | √ | √ | | | | | √ | √ | √ |
| | Picnic baskets | | √ | √ | | | | | √ | √ | √ |
| | Pop-up food, retail | | √ | √ | | | | | √ | √ | √ |
| | Restaurants | | √ | √ | | | | | √ | √ | √ |
| | Room service | | √ | √ | | | | | √ | √ | √ |
| | Sports bar | | √ | √ | | | | | √ | √ | √ |
| **Non tourism related activities** | | | | | | | | | | | |
| Mining/ Exploratory | Prospecting | | √ | | √ | | | | | | √ |
| | Mining | | √ | | √ | | | | | | √ |
| Consumptive / Subsistence | Fishing (non-release) | | √ | √ | | | √ | | √ | √ | √ |
| | Hunting (lethal) | | √ | | √ | | | | | | √ |
| | Sustainable harvesting of resources | √ | | √ | | | √ | | √ | √ | √ |

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# Appendix 4: List of species of special concern

| Taxonomic group | Scientific name | Common name | IUCN category - global |
|---|---|---|---|
| Amphibian | *Xenopus gilli* | Cape platanna | Endangered |
| | *Microbatrachella capensis* | micro frog | Critically endangered |
| | *Sclerophrys pantherina* | Western leopard toad | Endangered |
| Birds | *Charadrius pallidus* | chestnut banded plover | Near threatened |
| | *Circus maurus* | black harrier | Endangered |
| | *Phoenicopterus roseus* | greater flamingo | Near threatened |
| | *Phoenicopterus minor* | lesser flamingo | Near threatened |
| | *Pelecanus onocrotalus* | great white pelican | Vulnerable |
| | *Sternula balaenarum* | damara tern | Critically endangered |
| | *Haematopus moquini* | African oystercatcher | Least concern |
| | *Phalacrocorax neglectus* | bank cormorant | Endangered |
| | *Grus paradisea* | blue crane | Near threatened |
| | *Neotus denhami* | Denham's bustard | Vulnerable |
| | *Gyps coprotheres* | Cape vulture | Endangered |
| | *Sarothrura affinis* | striped flufftail | Vulnerable |
| | *Certhilauda brevirostris* | Agulhas long-billed lark | Near threatened |
| Fish | *Pseudobarbus burchelli* | Burchell's redfin | Critically endangered |
| | *Sandelia capensis* | Cape kurper | Near threatened |
| | *Galaxias zebratus* | Cape galaxias | Near threatened |
| Plants | *Acrodon quarcicola* | | Endangered |
| | *Acrolophia bolusii* | | Vulnerable |
| | *Adenandra odoratissima* | | Vulnerable |
| | *Adenandra schlechteri* | | Endangered |
| | *Agathosma abrupta* | | Vulnerable |
| | *Agathosma minuta* | | Endangered |
| | *Anisodontea dissecta* | | Critically endangered |
| | *Aristea palustris* | | Endangered |
| | *Aristea teretifolia* | | Endangered |
| | *Aspalathus aciloba* | | Endangered |
| | *Aspalathus globulosa* | | Endangered |
| | *Aspalathus prostrata* | | Vulnerable |
| | *Berkheya angusta* | | Vulnerable |
| | *Cliffortia curvifolia* | | Endangered |
| | *Cliffortia monophylla* | | Vulnerable |
| | *Cyrtanthus carneus* | fire lily | Vulnerable |
| | *Cyrtanthus guthrieae* | Bredasdorp lily | Critically endangered |
| | *Diosma arenicola* | | Vulnerable |
| | *Diosma haelkraalensis* | | Endangered |
| | *Disa venusta* | | Endangered |
| | *Disphyma dunsdonii* | | Endangered |
| | *Dymondia margaretae* | | Vulnerable |

| Taxonomic group | Scientific name | Common name | IUCN category - global |
|---|---|---|---|
| | *Elegia fenestrata* | | Vulnerable |
| | *Elegia prominens* | | Vulnerable |
| | *Elegia recta* | | Near threatened |
| | *Elegia verreauxii* | | Vulnerable |
| | *Erica aghilliana* | belletjie heath | Critically endangered |
| | *Erica berzelioides* | | Critically endangered |
| | *Erica gracilipes* | | Critically endangered |
| | *Erica melanacme* | | Endangered |
| | *Erica oligantha* | | Endangered |
| | *Erica pauciovulata* | | Vulnerable |
| | *Erica plukenettii* | | Near threatened |
| | *Erica pulvinata* | | Endangered |
| | *Erica regia* | Elim heath | Endangered |
| | *Erica riparia* | | Endangered |
| | *Euchaetis diosmoides* | | Near threatened |
| | *Freesia caryophyllacea* | | Near threatened |
| | *Gladiolus acuminatus* | | Endangered |
| | *Gladiolus overbergensis* | | Vulnerable |
| | *Gladiolus subcaeruleus* | | Near threatened |
| | *Gnidia ornata* | | Vulnerable |
| | *Harveya purpurea* | | Data deficient |
| | *Ixia longituba* | | Endangered |
| | *Lachnaea aurea* | | Vulnerable |
| | *Leucadendron elimense* | Elim conebush | Endangered |
| Plants | *Leucadendron platyspermum* | plate-seed conebush | Vulnerable |
| | *Leucadendron stelligerum* | Agulhas conebush | Critically endangered |
| | *Leucadendrum modestum* | rough-leaf conebush | Endangered |
| | *Leucospermum patersonii* | Silver edge pincushion | Vulnerable |
| | *Leucospermum prostratum* | yellow-trailing pincushion | Vulnerable |
| | *Leucospermum hypophyllocarpodendron* | green snake stem pincushion | Vulnerable |
| | *Leucospermum truncatulum* | oval-leaf pincushion | Near threatened |
| | *Liparia splendens* | mountain dahlia | Vulnerable |
| | *Lobostemon capitatus* | | Vulnerable |
| | *Lobostemon collinus* | | Endangered |
| | *Lobostemon lucidus* | pyjama bush | Vulnerable |
| | *Macrostylis cauliflora* | | Endangered |
| | *Mimetes saxatilis* | limestone pagoda | Endangered |
| | *Moraea barnardii* | | Critically endangered |
| | *Moraea comptonii* | | Endangered |
| | *Moraea elegans* | | Endangered |
| | *Moraea elsiae* | | Near threatened |
| | *Muraltia calycina* | | Vulnerable |
| | *Muraltia cuspifolia* | | Data deficient |
| | *Muraltia gillettiae* | | Endangered |
| | *Muraltia spicata* | | Vulnerable |
| | *Osteospermum hafstroemii* | | Vulnerable |
| | *Paranomus abrotanifolius* | Bredasdorp sceptre | Vulnerable |
| | *Pauridia curculigoides* | | Least concern |
| | *Phylica amoena* | | Endangered |

| Taxonomic group | Scientific name | Common name | IUCN category - global |
|---|---|---|---|
| Plants | *Phylica floribunda* | | Vulnerable |
| | *Phylica incurvata* | | Vulnerable |
| | *Phylica laevifolia* | | Data deficient |
| | *Phylica parvula* | | Endangered |
| | *Polygala dasyphylla* | | Endangered |
| | *Protea aspera* | rough leaf sugar bush | Vulnerable |
| | *Protea longifolia* | long-leaf sugar bush | Vulnerable |
| | *Protea obtusifolia* | Bredasdorp sugar bush | Near threatened |
| | *Protea pudens* | bashful sugar bush | Endangered |
| | *Protea susannae* | foetid-leaf sugar bush | Near threatened |
| | *Pteronia scabra* | | Endangered |
| | *Pteronia tenuifolia* | | Endangered |
| | *Pterygodium excisum* | | Least concern |
| | *Rehlania spathulifolia* | | Endangered |
| | *Restio dodii var. purpurascens* | | Vulnerable |
| | *Restio harveyi* | | Endangered |
| | *Restio rigoratus* | | Endangered |
| | *Restio sabulosa* | | Endangered |
| | *Rhigiophyllum squarrosum* | | Vulnerable |
| | *Serruria elongata* | long-stalk spiderhead | Near threatened |
| | *Skiatophytum skiatophytoides* | | Vulnerable |
| | *Spatalla ericoides* | erica-leaf spoon | Endangered |
| | *Staberoha mulitspicula* | | Vulnerable |
| | *Stoebe cyathuloides* | | Least concern |
| | *Stoebe muirii* | | Vulnerable |
| | *Stoebe phyllostachya* | | Least concern |
| | *Stoebe schultzii* | | Vulnerable |
| | *Thamnochortus dumosus* | | Vulnerable |
| | *Thamnochortus fraternus* | | Near threatened |
| | *Thamnochortus guthrieae* | | Least concern |
| | *Thamnochortus pellucidus* | | Vulnerable |
| | *Thamnochortus pluristachyus* | | Vulnerable |
| | *Thesium fallax* | | Data deficient |
| | *Wahlenbergia levynsiae* | | Endangered |
| | *Watsonia fergusoniae* | | Vulnerable |
| | *Watsonia laccata* | | Least concern |
| | *Xiphotheca guthriei* | | Endangered |

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# Appendix 5: Internal rules

The following internal rules are applicable to all visitors in terms of Section 52 of the National Environmental Management: Protected Areas Act, 2003 (Act No. 57 of 2003).

**1. Reception operating hours**

- Winter: Monday to Friday: 07:30 to 18:00;
- Summer: Monday to Friday: 07:30 to 19:00;
- Saturday, Sunday, public holidays: 09:00 to 17:00

**2. Park tourist accommodation**

- Guests must check in at the park reception situated in L'Agulhas during operating hours.
- Keys for accommodation need to be collected at reception during operating hours. Collection of keys after hours has to be arranged in advance with reception;
- No smoking is allowed inside park accommodation
- No furniture may be rearranged inside park accommodation. Guests will be held responsible for damages as a result of wilful action or the removal of items.
- Vehicles may only occupy the parking bays designated to the unit.
- Only overnight guests are allowed access to the Agulhas Rest Camp, Rhenosterkop and Bergplaas accommodation.
- Upon departure, guests must return the keys for the Rhenosterkop and Bergplaas accommodation to reception, alternatively make an arrangement with reception.

**3. Visitor sites**

- Boardwalks
  - No bicycles are allowed on the boardwalks
  - No pets are allowed on the boardwalks with the exception of service dogs
- Cape Agulhas Lighthouse
  - The lighthouse operating hours are from 09:00 to 17:00. The last climb up the tower is at 16:30.
  - The SANParks Wild Card does not allow for free entrance at the Cape Agulhas Lighthouse.
  - No pets are allowed in the Cape Agulhas Lighthouse with the exception of service dogs.

**4. Activities**

- Hiking and cycling are restricted to the hiking and cycling trails respectively.

**5. General**

- No open fires are allowed in the park other than at designated sites.
- No person may drive off the existing road network in the park.

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# Appendix 6: Maps

Map 1: Regional context

Map 2: Physical features

Map 3: Land tenure

Map 4: Park expansion

Map 5: Zoning

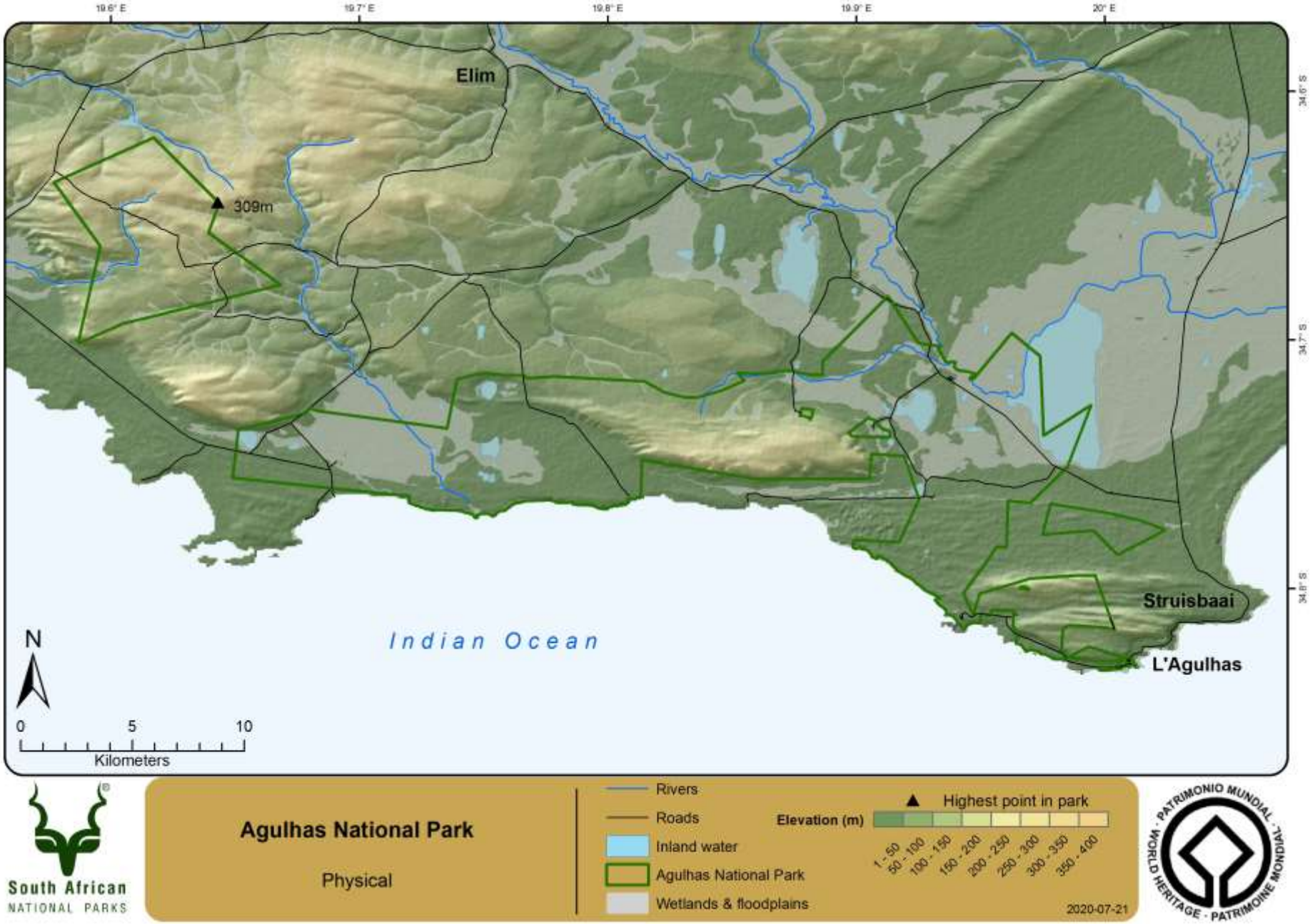
Map 6: Zoning with sensitivity value

Map 7: Buffer areas

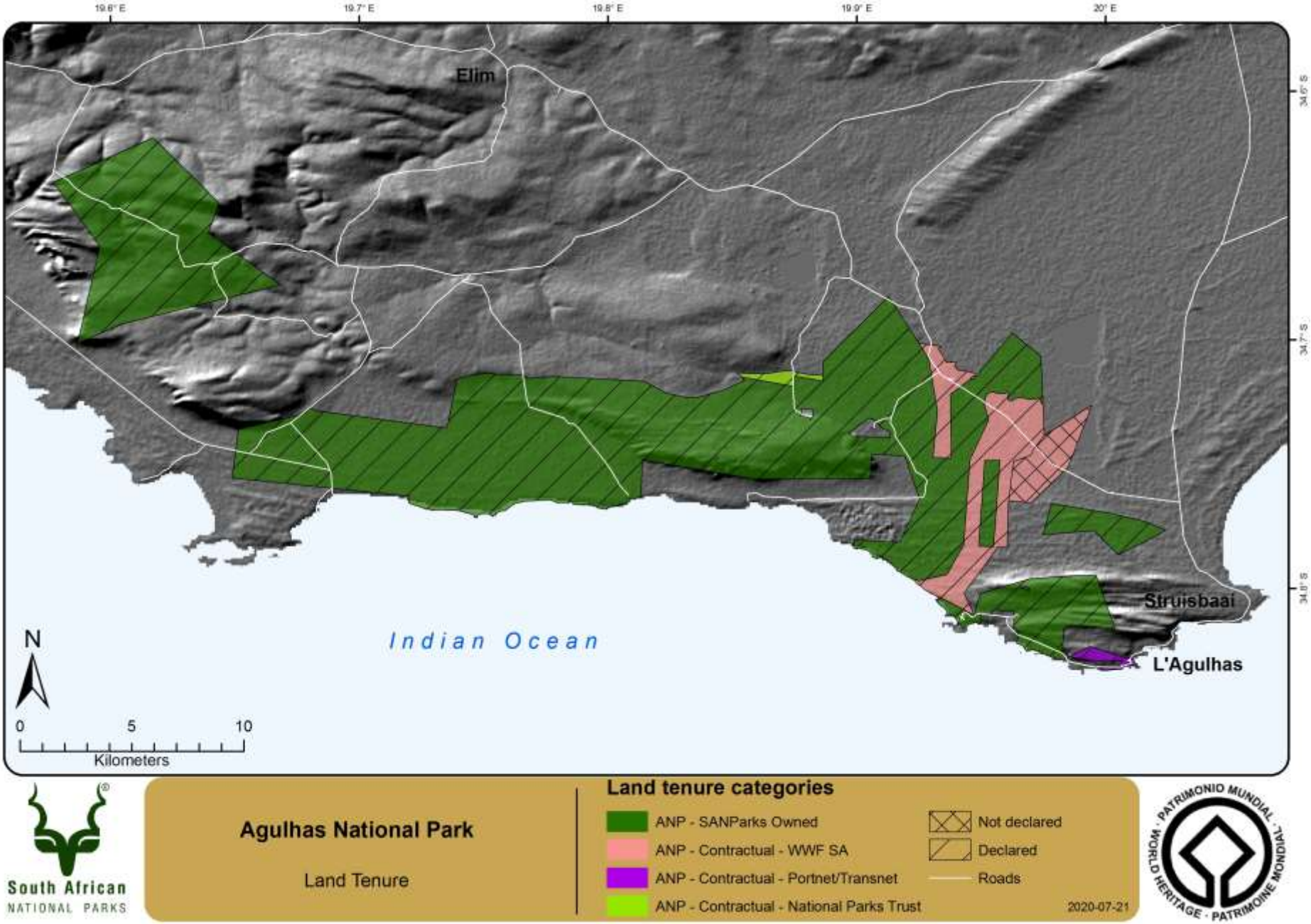
Map 8: Infrastructure

Map 9: Vegetation

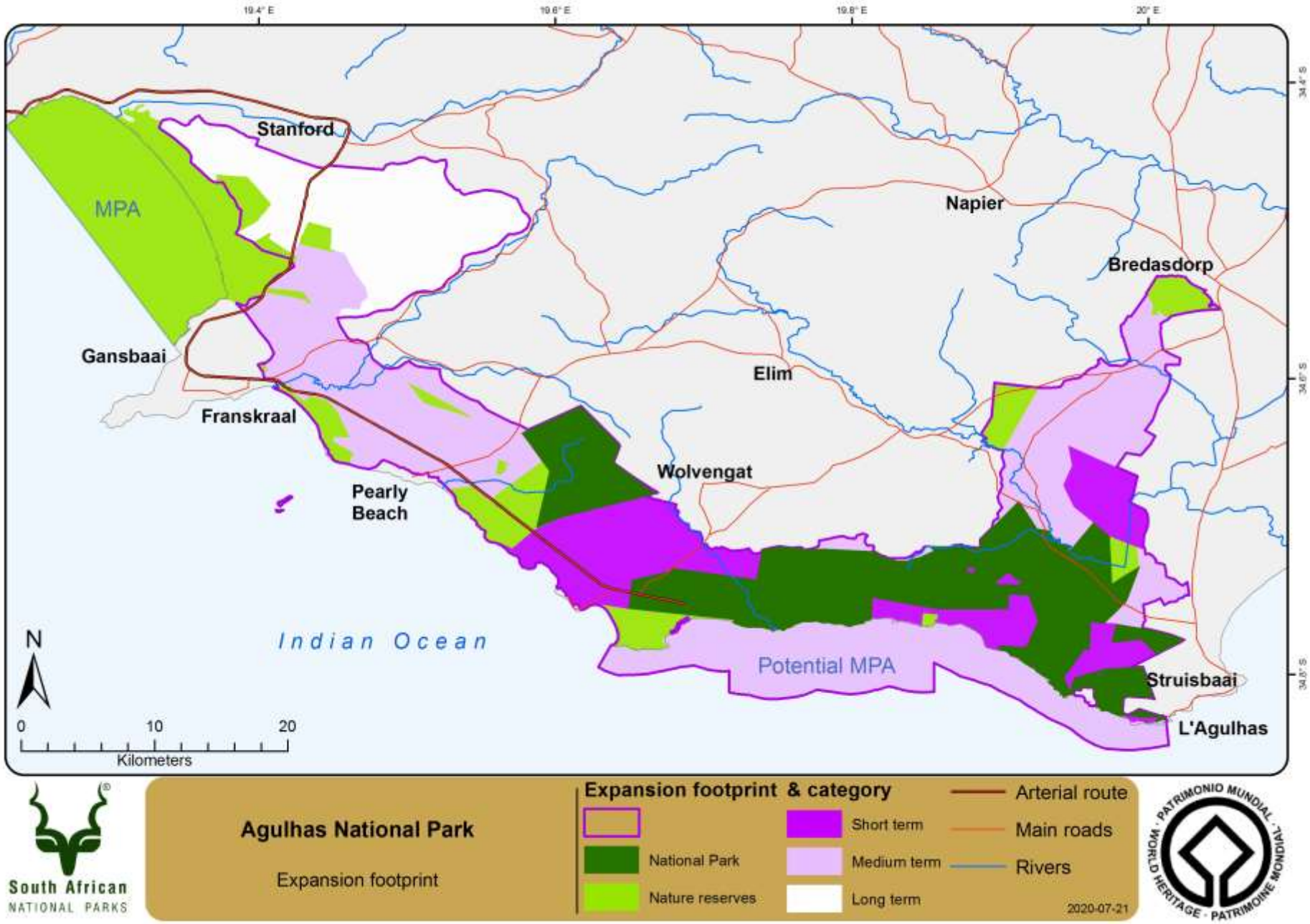
Map 1: Regional context



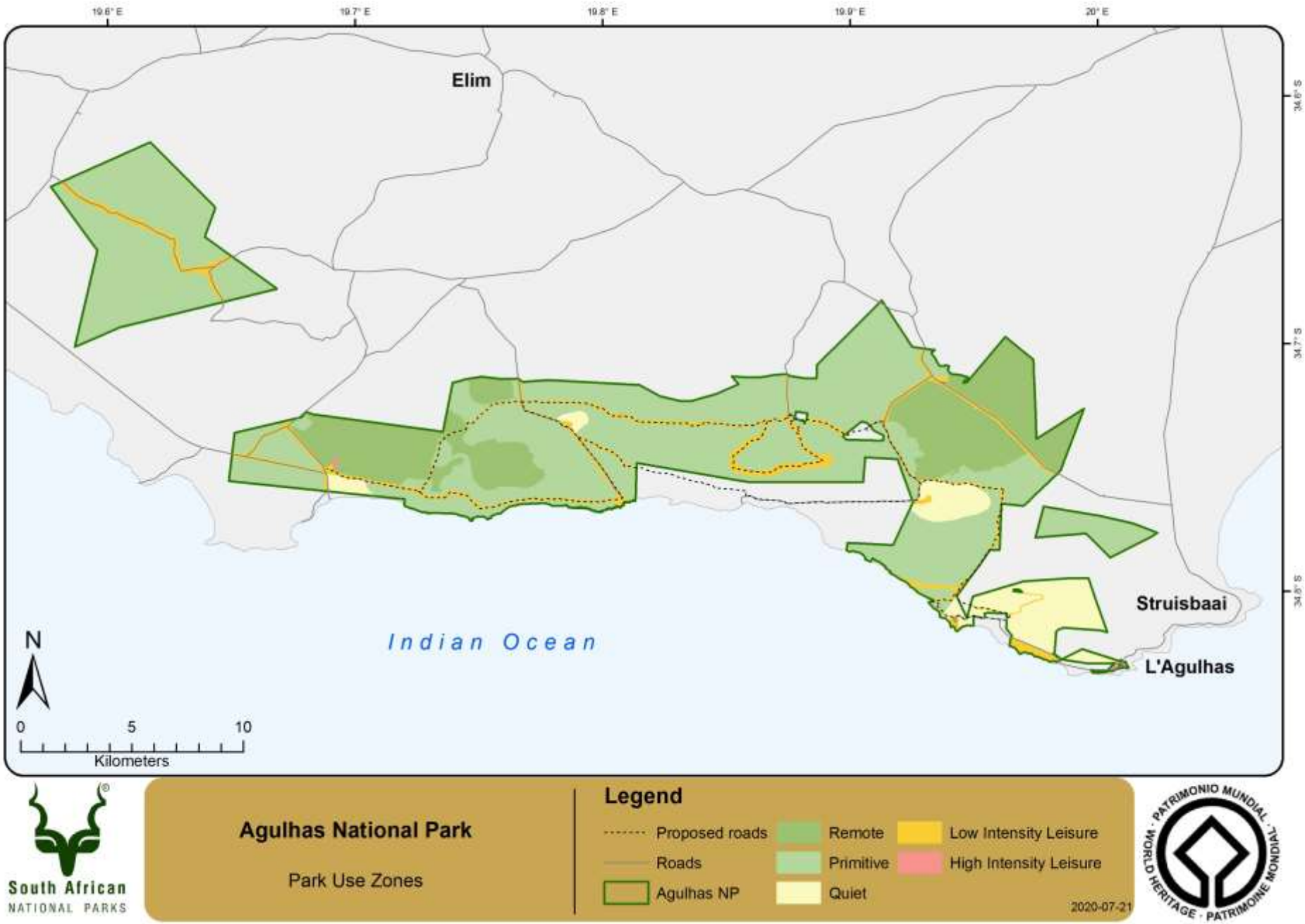

Map 2: Physical features



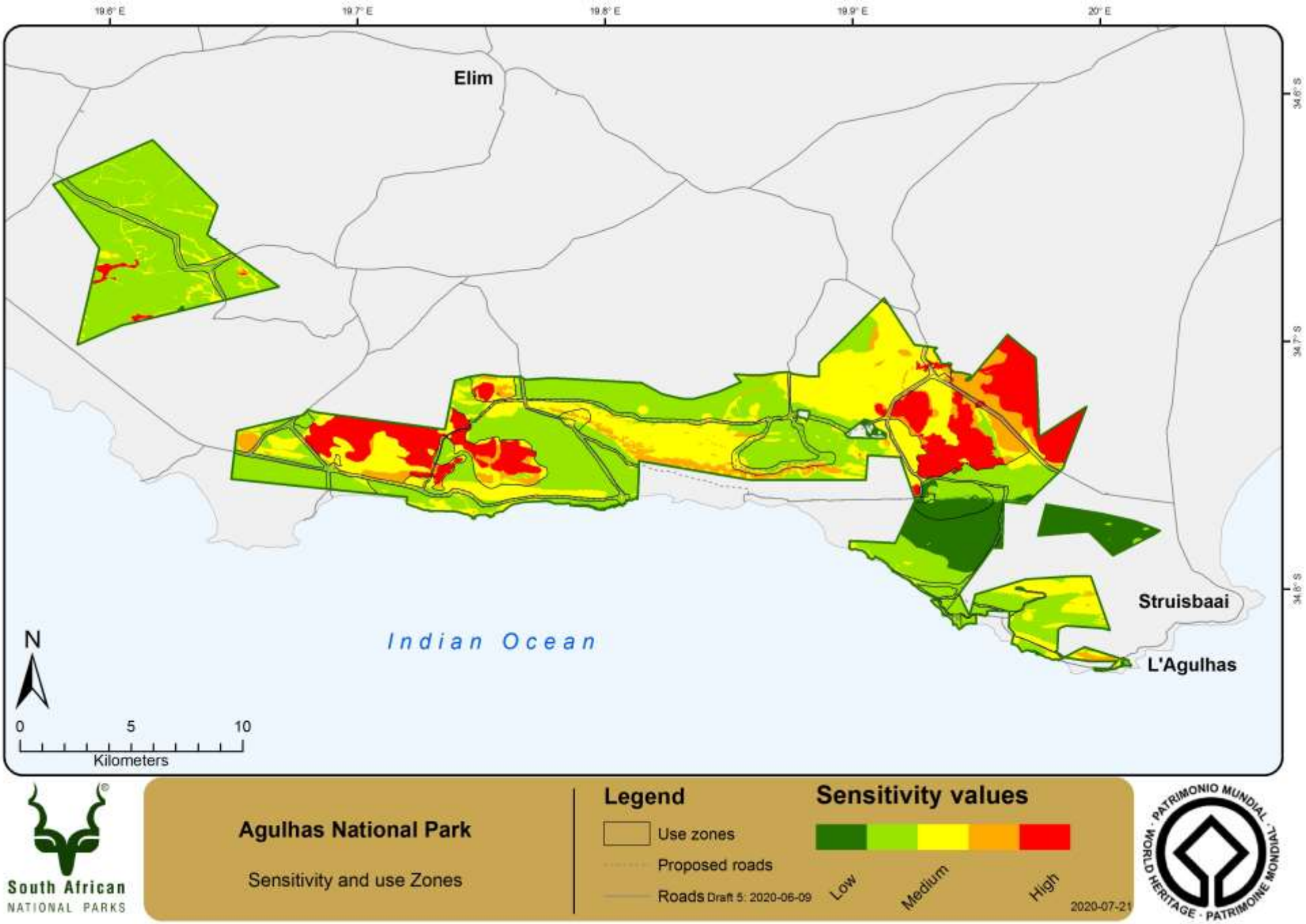

Map 3: Land tenure



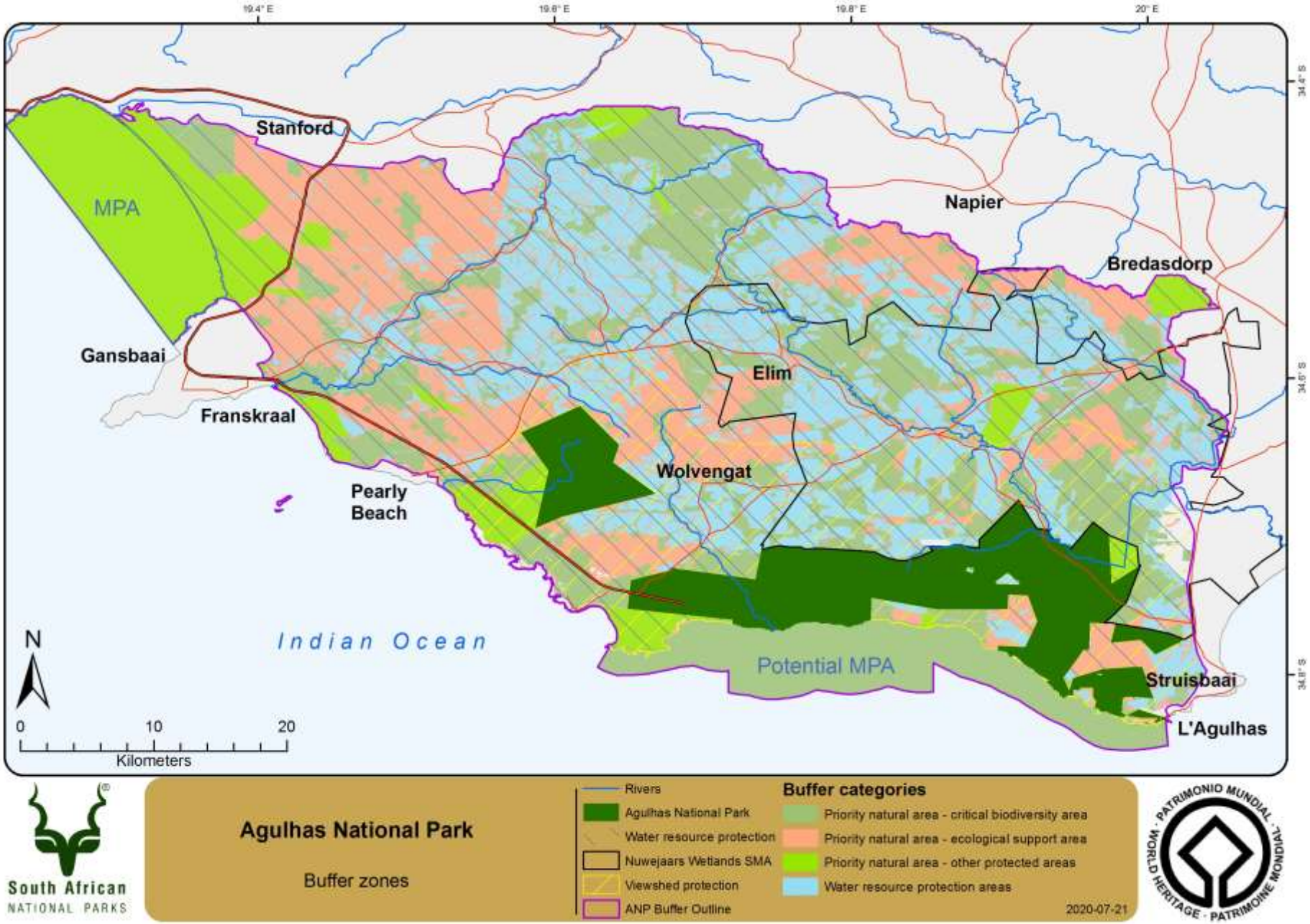

Map 4: Park expansion


19.6° E
19.7° E
19.8° E
19.9° E
20° E
34.6° S
34.7° S
34.8° S
Elim
Struisbaai
L'Agulhas
Indian Ocean
N
0
5
10
Kilometers
South African
NATIONAL PARKS
Agulhas National Park
Park Use Zones
Legend
Proposed roads
Roads
Agulhas NP
Remote
Primitive
Quiet
Low Intensity Leisure
High Intensity Leisure
2020-07-21
PATRIMONIO MUNDIAL · WORLD HERITAGE · PATRIMOINE MONDIAL

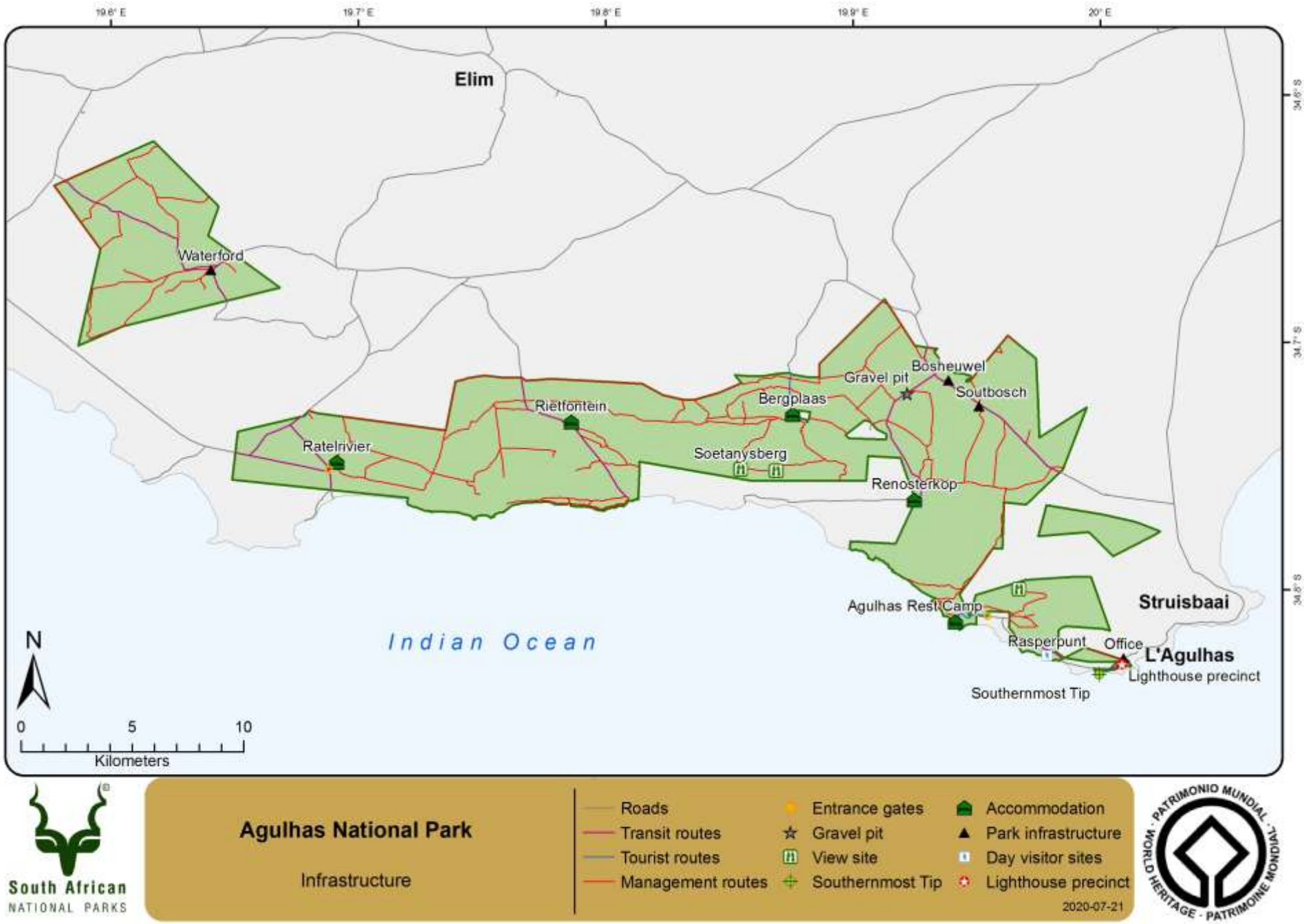
Map 5: Zoning



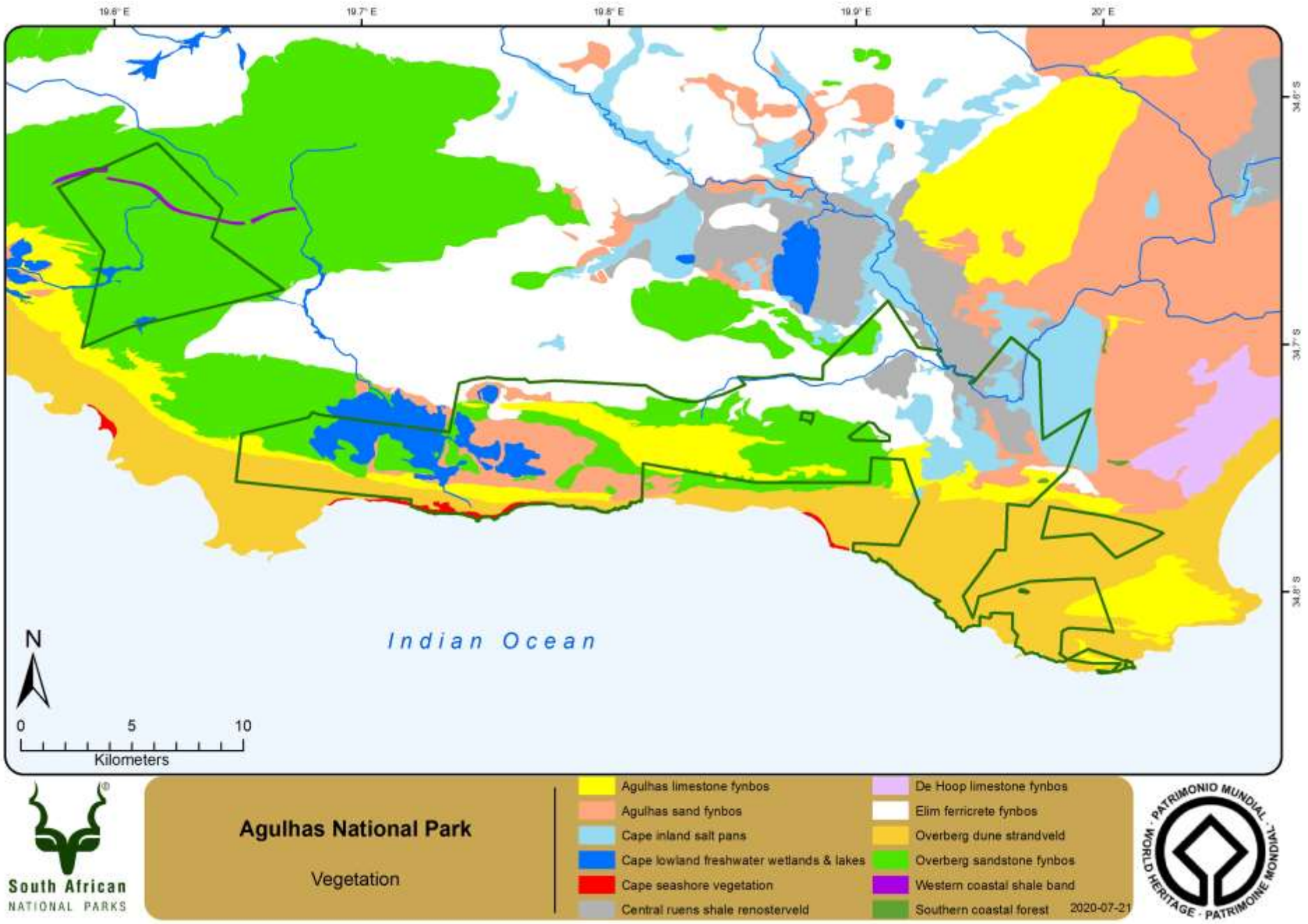

Map 6: Zoning and sensitivity




Map 7: Buffer zone




Map 8: Park infrastructure




Map 9: Vegetation