

# Cape Peninsula National Park Integrated Environmental Management System

## *Final Draft* Management Policy

*Prepared for*  
**South African National Parks**

**December 1999**



**This document can be accessed on the following website  
address: <http://www.capepeninsula.co.za>**

# CAPE PENINSULA NATIONAL PARK INTEGRATED ENVIRONMENTAL MANAGEMENT SYSTEM FINAL DRAFT MANAGEMENT POLICY

## TABLE OF CONTENTS

Foreword .....	4
<b>1. Overview of this document .....</b>	<b>5</b>
<b>2. Introduction .....</b>	<b>6</b>
2.1 Background .....	6
2.2 The Purpose of this Draft <i>Management Policy</i> Document .....	6
2.3 The <i>Management Policy</i> Development and Approval Process .....	7
2.4 The IEMS Structure and Development Process .....	8
<b>3. Policy Context .....</b>	<b>10</b>
3.1 Relevant Policy and Legislation .....	10
3.2 SANP Corporate Plan .....	10
<b>4. Management Policy for the CPNP .....</b>	<b>12</b>
4.1 South African National Parks Vision and Mission .....	12
4.2 Draft Vision for the Cape Peninsula National Park .....	12
4.3 Guiding Principles .....	13
4.4 Policy Themes .....	15
4.4.1 Introduction .....	15
4.4.2 Themes, Goals, Objectives and Policy Statements .....	15
• Theme 1: Park Establishment and Sustainability .....	16
• Theme 2: Biodiversity .....	19
• Theme 3: The Park Community .....	24
• Theme 4: Cultural Heritage .....	26
• Theme 5: Conservation Planning and Development .....	28
• Theme 6: Visitor Management .....	30
• Theme 7: Park-Unicity Interface .....	33
• Theme 8: Awareness, Education and Training .....	34
• Theme 9: Research, Monitoring and Information Management ...	36
• Theme 10: Legal and Institutional Requirements .....	37
• Theme 11: Managing Operational Impacts .....	39
<b>5. Glossary .....</b>	<b>41</b>
<b>Key to acronyms .....</b>	<b>46</b>
<b>Appendix 1: Key International Conventions and National Legislation and Policy ....</b>	<b>47</b>

## FOREWORD

In 1998 South African National Parks (SANP) committed itself to a set of values which include the maintenance of good relations and transparent communications with all stakeholders, and a dynamic engagement with the larger community on whose behalf we are custodians of the nation's natural and associated cultural heritage.

During the process leading to the proclamation of the Cape Peninsula National Park (CPNP), SANP specifically committed itself to consultation with the people of the Cape Metropolitan Area in the formulation of a Management Policy that will guide the operation of the CPNP.

To this end, the management of the CPNP embarked earlier this year on a process of popular consultation more far-reaching than anything ever attempted by a national park in South Africa. Through a process of informative and capacity building workshops held throughout Cape Town over several months, the CPNP and independent consultants, Common Ground Consulting established a dialogue with a diverse range of stakeholders. These included representatives from provincial and local government, business, labour and community-based and non-governmental organisations. A concerted effort has been made to involve representatives of historically disadvantaged communities for many of whom the park had previously meant little or nothing.

The thoughts and interests of Capetonians from across the socio-economic spectrum have informed this final draft *Management Policy* document, and their responses to it have helped in shaping the policy that will ultimately be adopted by the Park.

It has been a complex undertaking and we are proud to have been able to demonstrate our commitment to the values that are central to the transformation of South African National Parks.

**Mavuso Msimang**  
Chief Executive Officer of South African National Parks

## 1. OVERVIEW OF THIS DOCUMENT

## **Introduction**

This document is the final draft *Management Policy* for the Cape Peninsula National Park (CPNP). It has been prepared as part of the process of developing an Integrated Environmental Management System (IEMS) for the CPNP. The document is based on input arising out of an intense period of public participation with a diverse set of stakeholders, including community and non-governmental organisations, provincial and local government, business and labour. The final draft *Management Policy* has been prepared on the basis of discussions on the previous draft by the Joint Discussion Forum.

## **Outline of the Document**

### **Section 2:**

This section introduces the purpose of the document, places it in the context of the Integrated Environmental Management System and provides definitions of key concepts. It also provides an overview of the development of and approval process of the *Management Policy* for the CPNP.

### **Section 3:**

This section places the final draft *Management Policy* in the context of other relevant national government policies. It also provides an overview of South African National Parks' corporate plan and policies and discusses the implications of the CPNP being part of a system of national parks.

### **Section 4:**

This section sets out a vision, a set of principles and the actual policy statements. The vision describes the ideal situation towards which we are working. This is followed by a set of principles that would guide the *Management Policy* and its implementation.

The major goals of the Draft *Management Policy* are outlined in 11 themes – Park Establishment and Sustainability; Park Community; Biodiversity; Cultural Heritage; Conservation Planning and Development; Visitor Management; Park-Uncity Interface; Awareness, Education and Training; Research, Monitoring and Information Management; Legal and Institutional Requirements; and, Managing Operational Impacts. The issues covered in these 11 themes are very closely related and there are many areas of cross-over and linkage between them. Issues of communication, for example, are as important for managing biodiversity as they are for managing visitors. Under each theme is a goal, a number of objectives as well as relevant policy statements.

### **Section 5:**

This section is a glossary, which provides definitions of key technical terms. Refer to the glossary for words or concepts that require further explanation.

## 2. INTRODUCTION

### 2.1 Background

The Cape Peninsula is recognised internationally as having a unique combination of biodiversity, cultural and scenic resources. In May 1998 the Cape Peninsula National Park was established as one of the nineteen national parks managed by South African National Parks (SANP). The IUCN<sup>1</sup> definition of a national park is *a protected area managed mainly for ecosystem protection; natural area of land or sea designated (a) to protect the ecological integrity of one or more ecosystems for present and future generations, (b) exclude exploitation or occupation inimical to the purposes of designation of the area and (c) provide a foundation for spiritual, scientific, educational, recreational and visitor opportunities, all of which must be environmentally and culturally compatible.*

The Park stretches from Signal Hill to Cape Point and is a national asset visited by millions of people every year and includes Table Mountain, a national monument. As a major tourist destination, it contributes significantly to the economy of the Western Cape and South Africa as a whole.

The Cape Peninsula National Park is a relatively new National Park and is in the process of incorporating conservation-worthy land into the Park. In order that the Park is protected and managed effectively an Integrated Environmental Management System (IEMS) is being developed and implemented that will enable continual improvement within a context of change. The IEMS project is funded by the Global Environmental Facility. The IEMS is a management system that will establish a publicly acceptable *Management Policy* for the Park and to guide its strategic and annual planning and operational management. It will also develop mechanisms and procedures to ensure ongoing review and improvement of Park management activities.

This *Management Policy* is the most significant component of the IEMS as it sets the Park and the CPNP Management and stakeholders on a course of action to attain the common vision of “*A Park for All, Forever*”.

### 2.2 The Purpose of this final draft *Management Policy* Document

#### **What is public policy?**

Public policy is a deliberate course of action, based on publicly held values.

#### **Why does the CPNP need a *Management Policy*?**

*The CPNP needs a policy in order to:*

- Guide management so that it addresses well-being of the ecological, economic and social environment of the Park;
- Define a vision, principles, goals and objectives for the management of the Park;
- Accommodate the interests of stakeholders of the CPNP; and,
- Guide the formulation of a *Strategic Management Plan*, which will in turn inform Annual Plans and operational management.

<sup>1</sup> The IUCN is the international Union for the Conservation of Natural Resources

This final draft *Management Policy* was compiled using the inputs received from stakeholders and Park Management as well as the South African National Parks Corporate Plan and the *Initial Environmental Review*.

The *Management Policy* together with relevant national policies and legislation will provide the overarching framework for managing the Park and will guide the development of the *Strategic Management Plan*, annual plans and management procedures. Regular review of the *Management Policy* as part of the continual improvement implicit to the IEMS will enable the CPNP to respond to changing contexts and responsibilities.

It is important to note that it is the nature of all major areas of public policy to be broad. Nevertheless, it should enable commitment to a framework within which management can take place. It is therefore not the purpose of the *Management Policy* to deal with detailed management issues, but to guide the course of action that will ensure that these issues are addressed appropriately.

The *Management Policy* will be reviewed on a regular basis to ensure that it continues to reflect current social values with respect to protected area management.

### **2.3 The *Management Policy* Development and Approval Process**

The *Management Policy* development process has sought to involve a wide range of stakeholders associated with the Cape Peninsula National Park. The term “stakeholders” in this policy refers to government, business and organised civil society. It also encompasses all individuals who wish to share a common vision of a “Park for All, Forever”. The involvement of stakeholders has included activities such as workshops, presentations and meetings and written correspondence. A focused capacity building component was undertaken with the express purpose of engaging stakeholders who have not had an historic association with the Park to date. Four area-based visioning workshops were held to encourage stakeholders to raise issues that need to be addressed in the IEMS process and to formulate a vision for the Park. Stakeholders were brought together to discuss a draft vision and to generate policy statements that should be considered in drafting the *Management Policy*.

The Draft *Management Policy* was circulated and made available to all stakeholders who were encouraged to submit written comments and attend a policy feedback workshop. At the request of the Park Committee, Common Ground Consulting were asked to enable the selection of a Joint Discussion Forum and convene this forum for the purpose of discussing the draft *Management Policy* and the *Strategic Management Plan*. The Joint Discussion Forum includes the Park Committee, Park Management and representatives of the interests of organised civil society.

This final draft *Management Policy* Document has been revised on the basis of comments received from stakeholders, Park Management and on the basis of discussion by the Joint Discussion Forum. The Park Committee will consider this Final Draft and may recommend to SANP Parks Directorate that the Policy be adopted as the *Management Policy* for the Cape Peninsula National Park. The policy would then be submitted to the SANP Board for final approval.

## 2.4 The IEMS Structure and Development Process

Figure 1 below illustrates the structure of the IEMS that has been designed for the CPNP, accommodating both five-year and annual planning and review cycles. An essential feature of the system is the iterative way in which it will enable continual improvement in the management of the CPNP through annual and five-year review cycles.

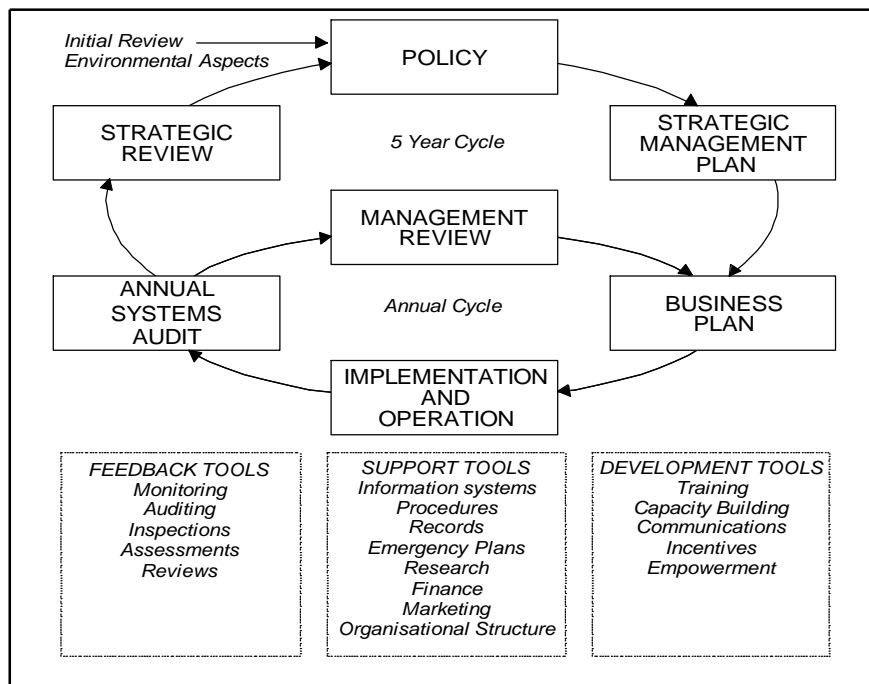


Figure 1: Structure of the IEMS

The process and time-frame for developing the integrated components of the system and testing its implementation are outlined in Figure 2 below.

The **first phase** in the process of developing the IEMS was an *Initial Environmental Review (IER)*, which investigated and documented strategic and operational aspects of Park management, including the Park's legal responsibilities. Readers are encouraged to consult the IER Summary for a broad overview of the different aspects of the CPNP. The full IER document is available at all major public libraries in the Cape Metropolitan Area and can also be accessed on the following website address: [www.capepeninsula.co.za](http://www.capepeninsula.co.za).

The **second phase** is focussing on the development of a *Management Policy*. The *Management Policy* will guide the development of the *Strategic Management Plan* in **phase three** of the project. The Strategic Management Plan process will need to prioritise the Park's management actions for the next five years.

During **phases four and five**, detailed procedures will be developed and tested to assist in the implementation of the *Strategic Management Plan*. **Phase six** will enable a review and refinement of the system.

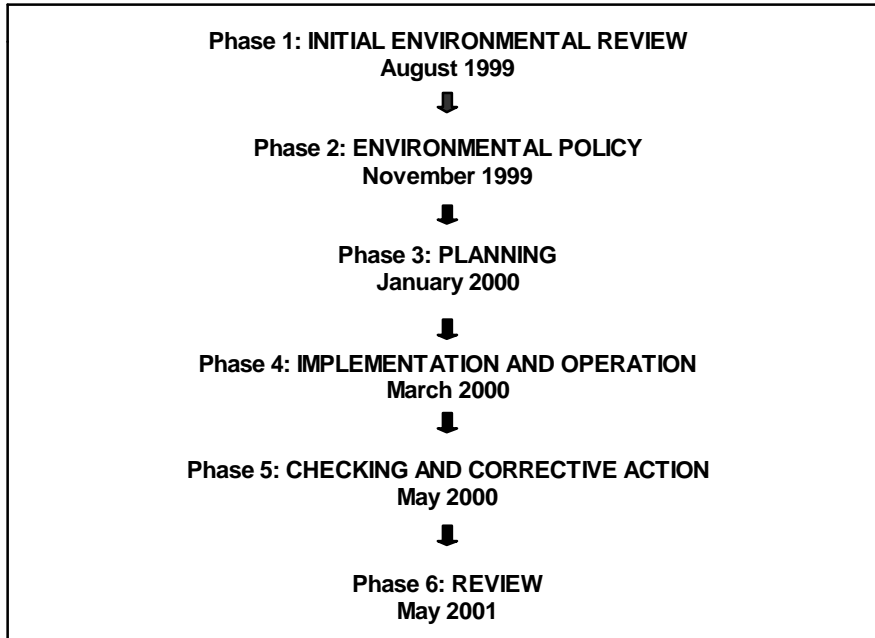


Figure 2: Phases and timing of the IEMS project

### 3. POLICY CONTEXT

#### 3.1 Relevant Policy and Legislation

The legal review has identified the relevant international, national provincial and contractual legal obligations of the CPNP. SANP, and therefore the CPNP, is subject to relevant national policies and legislation and the international conventions that have been signed and ratified by South Africa by the promulgation of relevant national legislation.

Furthermore, the Cape Peninsula Protected Natural Environment and areas outside of the Park are subject to provincial legislation, local by-laws and approved land-use plans that determine land-use policy on the Cape Peninsula.

The CPNP must also honour contractual agreements, the most significant of these being the Heads of Agreement with the Cape Metropolitan Council, the South Peninsula Municipality and the Cape Town Municipality. This agreement enabled the inclusion of large portions of local authority land into the Park for proclamation as a National Park, while ensuring ongoing access by local authorities to essential services provided through the Park. The Heads of Agreement also promotes co-operative governance between relevant authorities for the purpose of achieving these objectives.

Key international conventions and national policy and legislation that provide the policy context for the CPNP's *Management Policy* are provided in Appendix 1. For a full account of the legislative requirements relating to the CPNP, refer to the Legal Review<sup>2</sup>.

#### 3.2 SANP Corporate Plan

The managing agency for the CPNP is South African National Parks and management of the CPNP operates within the context of the policies, plans, business planning, budgeting and systems of this national organisation while recognising the unique context of the Park. SANP's Corporate Plan documents the vision, mission and values of the organisation as well as details of organisational structure. SANP's vision and mission are provided in section four of this document.

The Corporate Plan identifies objectives for the following 12 areas of performance: Conservation Development; Social Ecology; Commercial Development and Tourism; Park Management; Finance; Human Resources; Transformation; Corporate Affairs; Legal Services; Internal Audit; Information Technology; and, Corporate Responsibilities.

SANP is in a phase of transformation according to the principles and objectives stated within SANP's Corporate Plan to fundamentally change the approach to managing South Africa's system of national parks.

The transformation mission of SANP "*...is to transform an established system for managing the natural environment to one which encompasses cultural resources, and which engages all sections of the community*".

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<sup>2</sup> The Legal Review is in the process of being finalised and will be available on request.

It is recognised that the basic principles and key result areas of the Corporate Plan must be integrated into the Integrated Environmental Management System. This integration must be enabled through the *Management Policy*, the *Strategic Management Plan* and procedures that are developed in the management system. The following areas are worth highlighting in this regard:

- marketing and income generation
- involvement of representative interests in policy formulation and implementation
- opportunities for creating meaningful benefits for historically disadvantaged communities
- enhancing visitor experiences, and
- the incorporation of performance and sustainability indicators into the IEMS.

The following illustrates the hierarchical relationship of the Corporate Plan and the outputs of the IEMS.

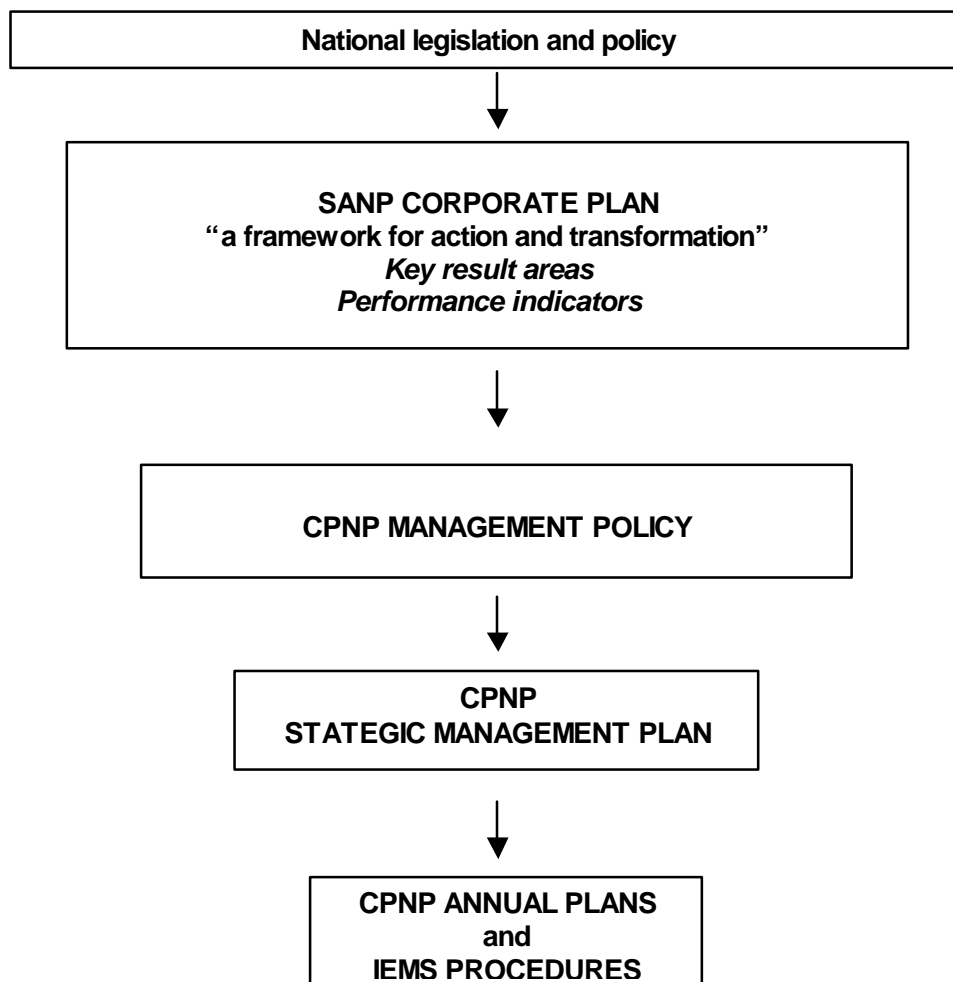


Figure 3: The relationship between the Corporate Plan and IEMS products

## **4. MANAGEMENT POLICY FOR THE CPNP**

### **4.1 South African National Parks Vision and Mission**

The vision and policy for the CPNP must be in keeping with those of SANP. The following vision and mission of SANP is presented in the SANP Corporate Plan published in 1998.

**The Vision of South African National Parks is that:**

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

**The Mission of South African National Parks is:**

To acquire and manage a system of national parks that represents the indigenous wildlife, vegetation, landscapes and associated cultural assets of South Africa, for the joy and benefit of the nation.

### **4.2 Draft Vision for the Cape Peninsula National Park**

The following is a reworked version of the vision that was presented and discussed at the Policy Brainstorm Workshop held on 4 September 1999.

#### **A Park for All**

We see a National Park that is a world-renowned natural and cultural asset to Cape Town, the Western Cape, South Africa and the world, for today and the years to come.

We see a Park conserving and enhancing its unique terrestrial and marine biodiversity, ecological, cultural, historical and scenic resources for the benefit of present and future generations.

We see a Park reaching out to surrounding communities and visitors, who in turn treasure and share all the benefits it provides and contribute to its on-going success.

We see a Park that is financially sustainable, acknowledging that its important contribution to the local and regional economy depends on the long-term conservation of its unique natural and cultural assets.

We see a Park striving for excellence in management through continual improvement, accountability and co-operative partnerships.

We see a Park for all, forever.

### 4.3 Guiding Principles

The following guiding principles underpin the *Management Policy* for the Cape Peninsula National Park. It is important to note that while these principles are intended to guide the management of the Park, the CPNP is also subject to the principles and provisions of relevant international treaties and conventions, national and provincial legislation and policy.

**Custodianship:** The Park and its environmental resources are held in the public trust by the CPNP management and it is the duty of all involved in managing the Park to respect, protect and promote it in the public interest.

**Common Heritage:** The management of the CPNP<sup>3</sup> must serve the public interest by safeguarding the ecological, cultural and scenic resources as a common heritage, and national asset for all South Africans.

**Duty of Care:** The CPNP must ensure that all individuals, institutions and organisations act with due care and share the responsibility to conserve, and avoid degradation of, the ecological, cultural and scenic resources, and to use the resources of the CPNP sustainably, equitably and efficiently.

**Sustainability:** The management of the CPNP requires a balance between ecological sustainability, social equity, and economic efficiency to ensure that the needs of the present generation are met without compromising the ability of future generations to meet their own needs.

**Holism:** The Park and its surrounds form an indivisible system. The management of the Park must adopt an integrated approach and recognise the interconnectedness and interdependence of social, ecological and economic components.

**Intrinsic Value:** All life forms and ecological systems have intrinsic value.

**Participation and Partnerships:** Stakeholders in the CPNP shall have the opportunity to participate in the ongoing success of the CPNP through mutually beneficial partnerships.

**Equitable Access:** Stakeholders in the CPNP shall have organised equitable access to the Park and benefits that are derived from the Park and special measures may be taken to ensure access thereto by categories of disadvantaged persons disadvantaged.

**Precaution:** Where there may be a threat of significant negative impact but inadequate or inconclusive scientific evidence exists to prove this, action shall be taken to avoid, prevent or minimise the potential impact.

**Empowerment and Transformation:** The CPNP shall strive to empower stakeholders involved in the Park through capacity building and access to economic opportunities as an essential component of implementing the SANP transformation policies.

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<sup>3</sup> For the purposes of this *Management Policy* “The CPNP” means the Park Management institution and executive officers of the institution and “The Park” refers to the physical entity currently proclaimed as the Cape Peninsula National Park.

**Co-operative Governance:** All spheres and organs of government that are involved in management of the Park, or in making decisions affecting the Park, shall work together co-operatively to ensure the conservation of the Park.

**Excellence in Management and Service:** The CPNP shall strive to attain excellence in managing the Park and servicing the visitors that use it through accountable and informed decision-making and co-ordination, co-operation and integration with relevant government agencies and stakeholders. The CPNP shall strive for continual improvement through a creative and collaborative approach to problem solving and learning.

## 4.4 Policy Themes

### 4.4.1 Introduction

The following themes are consistent with the categorisation presented in the *Initial Environmental Review (1999)* and represent the key areas of action proposed within this Draft Management Policy:

- ◆ Theme 1: Park Establishment and Sustainability
- ◆ Theme 2: Biodiversity
- ◆ Theme 3: The Park Community
- ◆ Theme 4: Cultural Heritage
- ◆ Theme 5: Conservation Planning and Development
- ◆ Theme 6: Visitor Management
- ◆ Theme 7: Park-City Interface
- ◆ Theme 8: Awareness, Education and Training
- ◆ Theme 9: Research, Monitoring and Information Management
- ◆ Theme 10: Legal and Institutional Requirements
- ◆ Theme 11: Managing Operational Impacts

While these themes are presented separately, it is important to note that there are a substantial number of cross-linkages between them. For example, the theme dealing with Visitor Management makes reference to strategic planning processes mentioned in the Planning and Development theme, and both of these themes make reference to the need to conserve ecological, cultural and scenic resources in the CPNP.

In categorising the information into 11 themes there is inevitable and desirable repetition of cross-cutting responsibilities of the CPNP. For example, communication with the public is as essential in the management of biodiversity as it is in planning and development. The intention of the cross-linkages and repetition is to enable integration of policy implementation by making, for example, effective communication with the public, the responsibility not only of the communications department but also that of Social Ecology, Environmental Management and Planning departments.

Finally, it is important to note that the themes do not present departmental functional responsibilities. They are designed to integrate various departments' responsibilities.

### 4.4.2 Goals, Objectives and Policy Statements

Each theme is structured by a single goal, a set of objectives and policy statements. The following illustrates the relationship of these different layers.

<b>Goals:</b>	The overarching goal for each theme is stated.
<b>Objectives:</b>	The main objectives in order to achieve the goal are stated.
<b>Policy statements:</b>	Policy statements are suggested to fulfill each objective.

## **THEME 1: PARK ESTABLISHMENT AND SUSTAINABILITY**

**Goal 1: To establish the Cape Peninsula National Park and ensure its long-term ecological, economic and social<sup>4</sup> sustainability.**

**Objective 1a): To incorporate into the Park all land within the CPPNE as well as other identified conservation-worthy areas outside of the CPPNE.**

- i) The CPNP shall identify and prioritise all parcels of land, public and private, to be incorporated into the Park.
- ii) The CPNP shall seek the incorporation of identified land parcels at the lowest possible financial, social and ecological net cost to the Park.
- iii) The CPNP shall continue to work together with landowners, private and public, in enabling the donation, purchase, and contracting-in of all conservation-worthy land into the Park.
- iv) The CPNP shall co-operate with provincial and local government and stakeholders in strategic conservation initiatives aimed at conserving conservation-worthy areas adjacent or related to the Park.

**Objective 1b) To establish a marine component of the Park and integrate its management with that of the terrestrial component.**

- i) The CPNP shall investigate the criteria boundaries for Marine Protected Areas (MPAs) to be included into the Park..
- ii) The CPNP shall enable the development and review of a management policy for the MPAs through a participative process, accommodating relevant stakeholder interests.

**Objective 1c): To protect and enhance the ecological, cultural and scenic resources of the CPNP.**

- i) The CPNP shall investigate international conventions and models that have the potential to enable increased conservation status for the Park and surrounding areas
- ii) The CPNP shall ensure the protection of ecological, cultural and scenic resources through effective planning and management of the Park's assets.
- iii) The CPNP and stakeholders shall ensure that potential negative impacts on the ecological, cultural and scenic resources of the Park by developments or activities within the Park are avoided or minimised and that positive impacts are optimised.

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<sup>4</sup> Social aspects of sustainability include ensuring the long-term conservation of cultural heritage assets.

- iv) The CPNP shall seek to rehabilitate and restore degraded ecological, cultural and scenic resources.
- v) The CPNP, in co-operation with neighbouring authorities shall strive to create linking corridors to adjacent sites of ecological, cultural and scenic value.
- vi) The CPNP shall strive to ensure that all staff, landowners, and users of the Park are informed of the *Management Policy* and of their responsibility for its implementation.
- vii) The CPNP shall ensure the enforcement of policy and legislation within the Park through the use of trained staff and, where appropriate, with the assistance of volunteers.

**Objective 1d):            To strive to ensure that the CPNP is financially sustainable while conserving ecological, cultural and scenic resources.**

- i) The CPNP shall be subject to sound and transparent financial policies.<sup>5</sup>
- ii) The CPNP shall continually seek improvements in the management of financial resources.
- iii) The CPNP shall strive to develop a robust income base that is achieved through diverse sources, while conserving ecological, cultural and scenic resources.
- iv) The CPNP shall support initiatives and increase visitor awareness aimed at increasing grant funding and donations to the Park.
- v) The CPNP shall in collaboration with tourism promotion bodies actively market the resources and services that it offers to potential local and international visitors in order to optimise visitor numbers within the carrying capacities of the Park.
- vi) The CPNP shall seek and where possible create opportunities for economic empowerment and the involvement of SMMEs in developing public private partnerships in commercial activities.

**Objective 1e):            To develop and nurture relationships between the Park and stakeholders that promote the long-term social sustainability of the CPNP.**

- i) The CPNP and stakeholders shall strive to develop mutually beneficial partnerships in planning and managing the Park and the surrounding areas.
- ii) The CPNP shall ensure that the SANP transformation policy is implemented by developing community partnerships and optimising benefits to local communities and community structures.
- iii) The CPNP shall strive to promote an appreciation of the ecological and cultural significance of the Park among stakeholders, of the contribution that these assets provide to the economy of the Western Cape and South Africa, and the resources and management strategies required for their protection and enhancement.

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<sup>5</sup> The SANP compiles annual financial statements that are available to the public.

**Objective 1f):            To monitor ecological, social and economic sustainability in the management of the Park.**

- i) The CPNP shall, in collaboration with stakeholders, develop sustainability indicators for the Park.
- ii) The CPNP, shall enable monitoring and annual auditing of the implementation of its sustainability objectives.

## **THEME 2: BIODIVERSITY (species, ecosystems, ecosystem processes and landforms)**

*Biodiversity is the number and variety of species of plants and animals, the genetic variability within species, and diversity of habitats and ecosystems, including landforms.*

<b>Goal 2: To ensure the long-term conservation and rehabilitation of the biodiversity of the Park.</b>
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**Objective 2a): To incorporate terrestrial, freshwater and marine areas of the Cape Peninsula into the Park to enable the long-term conservation of the diverse array of habitat types and biodiversity within the proposed boundaries of the Park.**

- i) The CPNP, with the input from stakeholders shall identify, prioritise and include into the Park terrestrial, freshwater and marine areas that would sustain and enhance the biodiversity of the Park.
- ii) The CPNP shall strive to conserve contiguous areas of land, freshwater systems and marine areas and create biological corridors to enable linkages and the conservation of diverse habitats within and abutting the Park.
- iii) The CPNP, with the co-operation of stakeholders, shall strive to prevent any further fragmentation of the Park and areas that have been identified for inclusion into the Park.
- iv) The CPNP shall manage biodiversity primarily at the landscape scale and ensure that both biodiversity patterns (spatial distribution of species and habitats) and processes (ecological and evolutionary) are conserved.

**Objective 2b): To develop and implement effective management strategies that conserve biodiversity in the Park.**

- i) The CPNP shall, where necessary, implement specific management strategies aimed at conserving threatened or unique habitats or threatened, rare or endemic species.
- ii) The CPNP shall strive to rehabilitate and restore ecologically degraded areas within the Park.

**Objective 2c): To ensure that best practice and research inform the management of biodiversity.**

- i) The CPNP shall, in collaboration with research institutes, international networks and interest groups, develop programmes to monitor indicators of biodiversity.
- ii) The CPNP shall seek and take account of expert, academic and traditional and ordinary knowledge to guide specific conservation strategies.

- iii) The CPNP shall encourage scientific research in the Park, acknowledging the important historical role that the Cape Peninsula has played as a study area for basic and applied research.

**Objective 2d): To effectively manage invasive plants and alien non-invasive plants.**

- i) The CPNP shall strive to permanently remove all invasive plants in the Park, through the use of effective and efficient clearing and follow-up methods aimed at biodiversity restoring indigenous vegetation.
- ii) The CPNP shall strive to avoid or minimise all negative environmental impacts associated with clearing invasive plants.
- iii) The CPNP shall undertake accurate monitoring, evaluation and recording of invasive plant clearing and follow-up programmes.
- iv) The CPNP shall develop an effective communications programme regarding the management of invasive plants.
- v) The CPNP and relevant stakeholders shall develop a strategy for managing non-invasive alien plants, particularly in the context of historical landscapes and recreational areas.

**Objective 2e): To implement effective fire management.**

- i) The CPNP and relevant authorities shall develop a fire management plan, including emergency response plans and procedures.
- ii) The CPNP and relevant authorities shall strive to prevent fires of undesirably high frequency occurring in the Park.
- iii) The CPNP shall maintain accurate fire history and post-recovery records for all areas of the Park.
- iv) The CPNP shall promote the awareness of residents, visitors and the general public on the periphery of the Park regarding their responsibilities in protecting their properties and the Park from accidental fires.
- v) The CPNP shall strive to communicate effectively with the public prior to controlled burns and during and after wildfires.

**Objective 2f): To conserve and re-introduce locally indigenous flora populations of the Cape Peninsula.**

- i) The CPNP shall strive to include into the Park the diverse array of plant habitats of the Cape Peninsula.
- ii) While the primary focus of biodiversity management will be at the landscape scale, the CPNP shall, where appropriate, develop habitat specific management strategies

to ensure the long-term conservation of floral diversity and strive to prevent the extinction of endemic, rare or threatened plants on the Cape Peninsula.

- iii) The CPNP shall, in collaboration with research institutes and volunteers, research and monitor populations of plant species in the Park and ensure their long-term conservation.
- iv) The CPNP shall, in collaboration with research institutes, consider collection and storage of genetic material and propagation and reintroduction of plant species threatened with local extinction.

**Objective 2g): To conserve and reintroduce locally indigenous faunal populations on the Cape Peninsula.**

- i) While the primary focus of biodiversity management will be at the landscape scale, the CPNP shall strive to establish and maintain viable populations of locally indigenous faunal species.
- ii) The CPNP shall, in collaboration with relevant research institutes, research the possible reintroduction and translocation of locally indigenous fauna, where appropriate.
- iii) The CPNP shall monitor the efficacy of reintroduction of locally indigenous faunal species.
- iv) The CPNP shall, where necessary, implement species-specific management strategies in order to ensure the long-term conservation of locally indigenous faunal species.
- v) The CPNP, in collaboration with local authorities and stakeholders, develop species-specific management strategies for problem animals.
- vi) The CPNP shall communicate to stakeholders about all reintroductions, translocation and species-specific conservation strategies.
- vii) The CPNP shall, in collaboration with research institutes and volunteers, research and monitor populations of mammal, bird, amphibian, reptile and invertebrate species in the Park and ensure their long-term conservation.
- viii) The CPNP shall, in collaboration with research institutes, consider collection and storage of genetic material, breeding, translocation and reintroduction of species threatened with local extinction.

**Objective 2h): To manage resident and problem alien fauna in the Cape Peninsula National Park.**

- i) The CPNP shall strive to humanely remove all problem resident, alien faunal species from the Park, where practicable.
- ii) The CPNP shall communicate with the public the motivation for removing alien fauna from the Park.

**Objective 2i): To effectively conserve freshwater systems within the Park.**

- i) The CPNP shall co-operate with local authorities and catchment forums in the development of integrated catchment management plans for freshwater systems that transcend the proposed boundaries of the Park.
- ii) The CPNP, in collaboration with local authorities and catchment forums, shall establish the current state and desired future state of freshwater systems within and bordering the Park in order to define a baseline against which to monitor and improve the health of these systems.
- iii) The CPNP, in collaboration with local authorities and catchment forums, shall establish the instream flow requirements of rivers within and bordering the Park to ensure that adequate releases from dams/reservoirs are made in order to meet these requirements.
- iv) The CPNP, together with local authorities, shall avoid where possible, or minimise, negative impacts on freshwater systems, including groundwater, caused by pollution, land-use changes or development.
- v) The CPNP shall implement programmes to control invasive and non-invasive plants and animals in freshwater systems.

**Moved to 4c).Objective 2j): To conserve geological and geomorphological features on the Cape Peninsula.**

- i) The CPNP shall prevent mining and quarrying within the Park.
- ii) The CPNP shall ensure that areas of human-induced erosion are rehabilitated and future erosion avoided.
- iii) The CPNP shall conserve sensitive geological and geomorphological features and processes.
- iv) The CPNP, in collaboration with organised recreation bodies, shall seek to limit negative effects of recreational activities on sensitive geological and geomorphological features and processes.

**Objective 2k): To ensure that the permitted use of biological resources occurs on a sustainable basis.**

- i) The CPNP, together with other agencies, shall strive to prevent any non-permitted extractive uses, including bioprospecting, of the biological resources of the Park.
- ii) The CPNP shall review and manage the permitted extractive use of biological materials from the Park on a sustainable basis.
- iii) The CPNP shall, in collaboration with other agencies, manage the permitted extraction of marine resources, on a sustainable basis when the Marine Protected Areas are established as part of the Park.

### THEME 3: THE PARK COMMUNITY

**Goal 3: To build a Park Community, including the staff of the CPNP, users and stakeholders, local, provincial and national government, that works together for, and benefits equitably from, the long-term sustainability of the CPNP.**

**Objective 3a): To institutionalise a mechanism of representative and accountable participation in advisory structures for the Park.**

- i) The CPNP shall ensure that its policy decision-making is transparent and accountable and that it involves relevant stakeholders in considering policy formulation and changes.
- ii) The CPNP shall seek to involve all relevant stakeholders where their interests are affected.
- iii) The CPNP shall strive to ensure that a representative and accountable Park Committee with policy, review monitoring and advisory functions is maintained.<sup>6</sup>
- iv) The CPNP shall establish and maintain, in partnership with relevant stakeholders, representative and accountable local advisory committees to advise on local conservation planning and management issues.
- v) The CPNP and relevant stakeholders shall strive to ensure that clear terms of reference are established and reviewed for the Park Committee.<sup>78</sup>
- vi) The CPNP, in consultation with the Park Committee, shall ensure that clear terms of reference are established and reviewed for all advisory and sub-committees.
- vii) The CPNP and relevant authorities shall maintain bilateral forums to enable co-operative governance in relation to the Park.

**Objective 3b): To promote community partnerships.**

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<sup>6</sup> The Joint Discussion Forum did not reach consensus on the issue of independence of the Park Committee. Some members of the Forum felt that it was beyond the scope of the policy to give directives to the SANP Board or the Minister of Environmental Affairs and Tourism. There was detailed discussion on what would determine the Park Committee's independence and whether this would be a function of who appointed the Committee and/or its terms of reference. There was consensus, however, that these issues could only be resolved through the intervention of the Minister.

<sup>7</sup> The previous Minister of Environmental Affairs and Tourism appointed the Park Committee. The appointment of a new Park Committee and/or the review of the Terms of Reference, once the current Committee completes its term of office at the end of March 2000, will require the guidance of the new Minister.

<sup>8</sup> It is desirable for the Terms of Reference of the Park Committee to include a deadlock breaking mechanism should there be a lack of consensus between the Committee and Park Management.

- i) The CPNP shall seek to create effective mechanisms for on-going communication with stakeholders.
- ii) The CPNP shall develop mutually beneficial partnerships with communities and interest groups neighbouring on and utilising the Park that contribute to achieving the policy goals and objectives of the Park as well as the general conservation and social objectives of the region.
- iii) The CPNP shall develop volunteer programmes with clearly defined objectives that train individuals and organisations to assist the Park in attaining its objectives.
- iv) The CPNP shall develop an effective community education and awareness strategy by working in partnership with new and existing initiatives.

**Objective 3c): To deliver benefits to surrounding communities.**

- i) The CPNP shall identify and enable access on an equitable basis to direct and indirect economic and other benefits derived through the Park.
- ii) The CPNP shall strive to ensure that benefits that are made available to local communities encourage self-sufficiency and do not result in economic dependence on the Park.
- iii) The CPNP shall strive to ensure that benefits derived from the Park are ecologically and socially sustainable.
- iv) The CPNP shall ensure that all stakeholders actively deriving benefits from the Park are effectively managed to avoid significant negative impacts to ecological, cultural and scenic resources.
- v) The CPNP shall ensure that the allocation and terms of reference of contracts enable contractors to fulfil the environmental and social performance criteria.

## THEME 4: CULTURAL HERITAGE

*Cultural Heritage Resources include the tangible and intangible elements of both the built and natural environment, which are integral to a sense of shared and individual identity, e.g. archaeological sites and historical artifacts, buildings, landscapes, music, spiritual beliefs and folklore.*

<b>Goal 4: To facilitate the conservation of cultural heritage through the expression of diverse cultural identities in the Park.</b>
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**Objective 4a) To rediscover, rehabilitate and nurture cultural heritage resources, especially where these have been suppressed and neglected.**

- i) The CPNP shall, in collaboration with stakeholders, identify, research, evaluate and document information on tangible and intangible cultural heritage resources associated with the Park.
- ii) The CPNP shall, together with other government institutions and stakeholders, ensure the protection and effective management of existing tangible and intangible cultural heritage resources.
- iii) The CPNP shall, in collaboration with other government institutions and stakeholders, strive to restore and rehabilitate tangible cultural heritage resources.
- iv) The CPNP shall strive to include areas of cultural heritage significance within the CPPNE into the Park.
- v) The CPNP shall seek and take account of expert academic, ordinary and traditional knowledge to guide the specific conservation strategies required for cultural heritage resources.

**Objective 4b): To encourage the expression and celebration of the diverse cultures and spiritual significance associated with the Park and facilitate the recognition of the cultural linkages of the Park with surrounding communities.**

- i) The CPNP shall seek to identify and make accessible to surrounding communities, benefits arising from the conservation of the cultural heritage related to the Park.
- ii) The CPNP shall explore mechanisms to link cultural heritage resources of the Park with those related to the Cape Peninsula and its context.
- iii) The CPNP shall facilitate the development of interpretative materials, methods and facilities that effectively communicate and develop an appreciation and respect for the range of diverse cultures and spiritual significance associated within the Park.

- iv) The CPNP shall integrate the management of cultural heritage into biodiversity management and visitor management, awareness raising, research and monitoring aspects of Park Management.

**Objective 4c):           To conserve and restore natural and cultural landscapes and scenic resources of the Park.**

- i) The CPNP, in collaboration with relevant authorities and stakeholders, shall strive to prevent developments and the erection of structures that detract from the scenic integrity of the Park.
- ii) The CPNP, in collaboration with relevant authorities and stakeholders, shall strive to restore natural and cultural landscapes and scenic views.
- iii) The CPNP, in collaboration with relevant authorities and stakeholders, shall seek to mitigate impacts on scenic and cultural landscapes.

## THEME 5: CONSERVATION PLANNING AND DEVELOPMENT

**Goal 5:** To ensure that physical conservation planning and development of the CPNP maintains and enhances the integrity of ecological, cultural and scenic resources, enables the financial sustainability of the Park and is integrated and co-ordinated with the development and planning of the surrounding Cape Metropolitan Area.

**Objective 5a):** To plan proactively and strategically, in collaboration with relevant local, provincial and national authorities and stakeholders, for any potential development within, or affecting, the CPNP.

- i) The CPNP, together with relevant local, provincial and national authorities, shall seek to integrate planning and development in areas of their respective control by producing an overarching Conservation Development Framework for the Park through a participative holistic planning<sup>9</sup> process involving stakeholders, which would assess the need and desirability of proposed development.
- ii) The CPNP shall, in consultation with relevant stakeholders develop a set of detailed principles to guide planning and development of the Park, which will underpin a Conservation Development Framework for the Park.
- iii) The CPNP shall investigate the Biosphere Reserve model as a way of integrating planning for the Park with surrounding areas.
- iv) The CPNP shall strive, in co-operation with the local authorities, to avoid further fragmentation of contiguous natural areas within and adjacent to the Park.
- v) The CPNP shall co-operate with urban conservation initiatives adjacent to the Park, especially where these are contiguous with the Park.
- vi) The CPNP, and relevant stakeholders, shall avoid *ad hoc* development and where this is unavoidable the CPNP shall, in the absence of the Conservation Development Framework, seek integration at a strategic level within the context of the Use Zone Map, and local and provincial authority planning.
- vii) The CPNP shall, in consultation with local, provincial and national authorities and stakeholders, take proactive steps to conserve heritage resources.

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<sup>9</sup> There was not consensus on the term to be used in describing the process of developing Conservation Development Framework. A minority (3 people) of the Joint Discussion Forum motivated for the use of the term Strategic Environmental Assessment (SEA). Others motivated against this due to the lack of a broadly accepted meaning or regulations for SEAs.

viii) The CPNP shall develop a strategy that ensures that economic opportunities, which arise through conservation, planning and development, are accessed equitably, with specific attention to all disadvantaged people..

**Objective 5b): To follow the Integrated Environmental Management Principles and Procedure for all development and planning in order to optimise benefits and prevent or minimise negative impacts.**

- i) The CPNP shall apply the Integrated Environmental Management Principles in planning and development processes and where appropriate, implement the Environmental Impact Regulations<sup>10</sup>.
- ii) The CPNP shall, where possible, avoid, or minimise impacts of the development of facilities through planning, environmental impact assessments, environmental design, public involvement, and management plans for construction and operation.
- iii) The CPNP shall utilise suitably qualified independent expertise in implementing the Environmental Impact Assessment Regulations for processes aimed at assessing proposed plans and developments.
- iv) The CPNP shall communicate effectively with, and involve, relevant stakeholders in strategic and local physical planning processes.
- v) The CPNP shall develop effective strategies to manage the interface between developments and surrounding areas.

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<sup>10</sup> The Environmental Impact Assessment Regulations, as published in 1997, enable the consideration of the “no development” option.

## THEME 6: VISITOR MANAGEMENT

**Goal 6: To provide a unique experience and world-class service and facilities to all users and visitors by developing a visitor management strategy, which ensures the conservation of the natural and cultural resources of the Park.**

**Objective 6a): To provide a unique experience and world-class service and facilities to visitors and users of the Park.**

- i) The CPNP shall monitor Park use by visitors to inform the planning and management of facilities and to manage the impacts of visitors.
- ii) The CPNP shall ensure that visitor facilities do not detract from the unique natural and cultural experience of the Park and that the Use Zone Map and Conservation Development Framework are consistent with this goal.
- iii) The CPNP shall investigate formalised access areas as a mechanism to channel visitors and minimise their spatial extent and impacts through the development of the Conservation Development Framework.
- iv) The CPNP shall seek to conserve the wilderness quality of remote areas in the Park as a means of maintaining the quality of visitor experience.
- v) The CPNP shall rationalise, develop and maintain the road, footpath, and bridle and bicycle path systems in the Park in order that it provides for reasonable and sustainable use, while striving to avoid the degradation associated with path development and use.
- vi) The CPNP shall encourage the involvement of trained volunteers in visitor management.
- vii) The CPNP shall proactively plan for and manage the interface between the visitor facilities and the surrounding environment.
- viii) The CPNP in, collaboration with relevant authorities and users shall seek to improve the safety and security of visitors to the Park.

**Objective 6b): To manage visitor access on an equitable basis within the carrying capacity of the Park and its facilities.**

- i) The CPNP shall proactively promote the Park to potential local and international visitors to encourage visitor use of to the Park on a sustainable basis.

- ii) The CPNP shall maintain the current open access system<sup>11</sup> to the Park and solicit public support for increased control of access, should this be required.
- iii) The CPNP shall facilitate affordable access to South African visitors at pay entry points and facilities of the Park<sup>12</sup> and liaise with relevant authorities to improve public transport facilities linking people to the Park.
- iv) The CPNP shall strive to channel visitor flows in order to enhance the experience of visitors and limit the spatial extent of high intensity use within the Park.
- v) The CPNP shall efficiently manage access to sensitive areas or areas that are being degraded by visitor use.
- vi) The CPNP shall seek the co-operation of local authorities and volunteers in improving the safety and security of visitors.

**Objective 6c):**           **To manage concessionaires and commercial tourism operators in the Park to ensure that ecological, cultural and scenic resources and visitor experience are maintained and enhanced.**

- i) The CPNP shall manage effectively commercial operators in the Park to ensure that they do not contribute collectively or individually to significant negative impacts on the environment or the experiences of other visitors or well-being of local communities.
- ii) The CPNP shall release commercial opportunities associated with the development of tourist facilities in a manner that ensures that concessionaires and operators accept responsibility for the conservation of ecological, cultural and scenic resources.
- iii) The CPNP shall release commercial opportunities associated with the development of tourist facilities in a manner that enables economic empowerment and the involvement of SMMEs.
- iv) The CPNP shall require that concessionaires and commercial operators contribute to the income base of the Park
- v) The CPNP shall develop an accreditation system and associated Code of Conduct for commercial operators that undertake business in the Park.

**Objective 6d):**           **To manage visitor activities in order that there is no or minimal impact on the visitor experience, ecological, cultural or scenic resources of the CPNP.**

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<sup>11</sup> Currently there are only four pay-entry points in the Park. The Heads of Agreement between the SANP and the local authorities specifies the maintenance of the *status quo* unless otherwise supported by the public of Cape Town.

<sup>12</sup> The SANP does not currently support dual entry tariffs for South Africans and foreigners for National Parks facilities.

- i) The CPNP shall ensure that adequate visitor information and interpretation is available to visitors and users of the Park, and will promote awareness of the expected visitor experience, behaviour and management regimes within each Use Zone of the Park.
- ii) The CPNP, together with organised user groups and other interested parties, shall develop management programmes and Codes of Conduct to enable collaborative regulation of their activities, and encourage individual users to register with such organised groups and subscribe to the relevant Code of Conduct.
- iii) The CPNP shall ensure that no aircraft (helicopter or fixed-wing) may fly within 1000ft of the land surface area of the Park.

## THEME 7: PARK-UNICITY INTERFACE

**Goal 7: To effectively manage the interface between the Park and the Unicity (Cape Metropolitan Area).**

**Objective 7a): To seek to ensure that local and provincial authorities and all stakeholders share, and contribute to the attainment of, the vision and goals of the CPNP.**

- i) The CPNP shall continue to nurture co-operative relationships with local and provincial authorities and stakeholders.
- ii) The CPNP, in collaboration with local and provincial authorities shall clarify and integrate their respective responsibilities in managing the Park-Unicity interface.
- iii) The CPNP, in collaboration with local authorities, shall communicate effectively with the affected public to improve management of the Park-Unicity interface.

**Objective 7b): To strive to ensure that planning and development affecting the Park or its surrounding urban areas are co-ordinated and integrated.**

- i. The CPNP shall co-operate as far as possible with local authorities in defining and maintaining the urban edge and transitional zones.
- ii. The CPNP shall actively participate in physical planning initiatives that affect the Park-Unicity interface.
- iii. The CPNP shall, where possible, integrate the development of tourism facilities with those of local authorities and stakeholders.
- iv. The CPNP, in collaboration with local authorities, shall continually improve the management of infrastructure in the Park.

**Objective 7c): To strive to ensure that ecological and social services that are provided to the surrounding urban areas are managed on a sustainable basis.**

- i) The CPNP, in collaboration with the local authorities, shall develop guidelines to manage access to natural resources on a sustainable basis.
- ii) The CPNP shall strive to instill an appreciation for the ecological, social and economic resources that the Park provides to the Cape Metropolitan Area in order that ongoing support and co-operation for its sustainability objectives is maintained.

## THEME 8: AWARENESS, EDUCATION AND TRAINING

**Goal 8: To provide staff, contractors, stakeholders, visitors and users with sufficient information and capacity in order that they can undertake their activities within the framework of CPNP policies and plans.**

**Objective 8a): To implement relevant training programmes for CPNP staff, contractors and volunteers to give effect to the CPNP policies and plans.**

- i) The CPNP shall assess the training needs of all staff to ensure that those responsible for implementing the *Management Policy* possess the relevant skills.
- ii) The CPNP shall assess the training needs of invasive alien clearing contractors in order to facilitate capacity building amongst them.
- iii) The CPNP shall where necessary train, maintain training records and monitor the performance of staff, contractors and volunteers.
- iv) The CPNP shall ensure that contractors possess the capacity to undertake their responsibilities and operate within the policy objectives of the Park.

**Objective 8b): To develop an awareness of visitors, staff, contractors, private landowners and users of the CPNP about the Park and its policies and plans.**

- i) The CPNP shall inform visitors, and private landowners of their responsibilities with respect to their assistance with the implementation of the *Management Policy*.
- ii) The CPNP shall inform different user groups of the relevant Codes of Conduct and legal requirements.
- iii) The CPNP shall ensure that visitor information and interpretation efforts instill an understanding of the uniqueness of the CPNP and integrate cultural and ecological information.
- iv) The CPNP shall ensure that contractors are aware of the environmental and social performance criteria within their contracts.
- v) The CPNP shall develop an awareness, education and training programme for staff on the implementation of the *Management Policy*.

**Objective 8c) To facilitate the development of an education and awareness strategy and associated educational resources relating to the CPNP.**

- i) The CPNP shall facilitate an ongoing education and awareness strategy that is integrated with new and existing education networks.

- ii) The CPNP shall facilitate the development of a framework for the endorsement and accreditation of education materials and programmes.
- iii) The CPNP shall develop an holistic education and awareness framework that integrates cultural heritage and ecological information within and outside of the Park.
- iv) The CPNP shall consider the potential for interpretive centres that integrate cultural and heritage and ecological information when undertaking planning for the Park.

## THEME 9: RESEARCH, MONITORING AND INFORMATION MANAGEMENT

**Goal 9: To ensure that the management of the CPNP is guided by the application of relevant research and monitoring, resulting in information that is readily accessible to managers and relevant stakeholders.**

**Objective 9a) To co-ordinate a research programme in co-operation with research institutes and volunteers.**

- i) The CPNP shall identify research priorities for the CPNP and implement a research programme in co-operation with research institutes, relevant authorities, staff and volunteers and stakeholders.
- ii) The CPNP shall ensure that research informs ongoing improvement in management.
- iii) The CPNP shall strive to establish research, information and exchange programmes with Parks in other parts of the world.
- iv) The CPNP shall ensure that a special effort will be made to include disadvantaged people and institutions in Park research.

**Objective 9b): To ensure that a monitoring programme is designed and implemented to provide information relevant to Park management.**

- i) The CPNP shall identify sustainability indicators in collaboration with stakeholders that will enable the continual monitoring of management performance against objectives set in the *Management Policy* and plans.
- ii) The CPNP shall ensure that appropriate baseline data are collected in collaboration with relevant stakeholders, as a means of assessing progress against relevant management objectives.
- iii) The CPNP shall publicly disclose monitoring and audit results of sustainability indicators.

**Objective 9c): To develop an Environmental Information System (EIS).**

- i) The CPNP shall ensure that data required to inform management decisions are effectively integrated and accessible.
- ii) The CPNP shall ensure that monitoring information generated by the EIS is correct and compatible with the sustainability indicators identified in the IEMS.
- iii) The CPNP shall use research and monitoring as an opportunity to introduce beneficial technology into the Park.

## **THEME 10: LEGAL AND INSTITUTIONAL REQUIREMENTS**

**Goal 10: To enable the CPNP to give effect to its legal and policy obligations.**

**Objective 10a) To identify and address all legal responsibilities required of the CPNP and landowners within the proposed boundaries of the Park.**

- i) The CPNP shall regularly update information on legal rights and responsibilities of the CPNP and landowners and users of the Park.
- ii) The CPNP shall ensure that its current policies, plans, procedures and systems enable the Park to discharge its legal responsibilities adequately.
- iii) The CPNP shall enforce legislation with the assistance of trained volunteers.
- iv) The CPNP shall investigate the development of a Park-specific set of regulations in accordance with the National Parks Act.

**Objective 10b) To ensure that efficient representative and well-resourced institutional structures are in place to enable the implementation of the *Management Policy* and monitoring thereof.**

- i) The CPNP shall ensure that its current organisational staff structure provides for implementation of the *Management Policy*.
- ii) The CPNP shall in collaboration with relevant stakeholders maintain advisory and co-operative structures as part of their institutional structure. (see theme 3)
- iii) The CPNP shall implement an employment equity strategy.
- iv) The CPNP shall on a continual basis assess the training needs, and provide for training, of its staff and volunteers.

**Objective 10c): To strive for excellence and continual improvement in managing the CPNP.**

- i) The CPNP shall strive to be a learning organisation that encourages creative approaches to problem solving and initiative and self-motivation in its staff.
- ii) The CPNP shall strive for functional and adaptive integration between its departments to promote and optimise efficiency and potential synergies.
- iii) The CPNP shall implement an Integrated Environmental Management System based on an international standard that will incorporate the requirements of environmental responsibility.

- iv) The CPNP shall establish appropriate mechanisms that allow for the tracking, auditing, review and public reporting of the implementation of *Management Policy* and management plans.

## **THEME 11: MANAGING OPERATIONAL IMPACTS**

**Goal 11: To ensure that all operational impacts on the environment are avoided or minimised.**

**Objective 11a) To efficiently manage impacts resulting from operations of the Park.**

- i) The CPNP shall identify potential operational impacts resulting from its operations and develop and update management procedures in order to avoid or minimise such impacts.
- ii) The CPNP shall train staff, contractors and volunteers on the use of procedures to avoid or minimise operational impacts.

**Objective 11b): To ensure that all water, air, ground, and noise pollution are avoided where possible or minimised.**

- i) The CPNP shall strive to eliminate where possible, and minimise, the use of toxic and persistent non-natural substances in managing the Park.
- ii) The CPNP shall strive to reduce those activities that are not essential to Park management and contribute to air emissions and dust within the Park.
- iii) The CPNP shall, where possible, strive to limit the unnecessary use of noisy machinery in operations and at facilities.
- iv) The CPNP shall ensure that environmental management systems are developed for commercial facilities associated with the Park.
- v) The CPNP shall ensure that environmental management plans are implemented for developments within the Park, where required .

**Objective 11c): To conserve energy and water and manage waste effectively.**

- i) The CPNP shall promote the development and use of sustainable technologies within facilities associated with the Park.
- ii) The CPNP shall promote efforts to conserve water and energy and use these as vehicles for environmental education in the Park.
- iii) The CPNP shall implement a practical waste management strategy that seeks to minimise waste production and which recycles waste within the Park.

**Objective 11d): To ensure that emergency response plans are prepared in collaboration with all relevant authorities and which take account of the potential negative impacts that may result from their implementation.**

- i) The CPNP shall, in co-operation with all other authorities, identify potential emergency situations and develop emergency response plans accordingly.
- ii) The CPNP shall, in co-operation with all other authorities, research and assess the environmental impact of emergency response plans in order that negative affects can be minimised.
- iii) The CPNP, in conjunction with local authorities, shall undertake to train staff and volunteers to ensure an effective initial response to emergency situations.
- iv) The CPNP shall, in co-operation with all other authorities, ensure that co-operative efforts to deal with emergency situations are co-ordinated and controlled.

## 5. GLOSSARY

**Access:** Access may be defined in two ways: firstly, it may be the physical right of entry into the Park; or it may refer to giving users access to the benefits the Park has to offer.

**Audit:** A systematic assessment of progress against previously set goals and objectives.

**Benefits:** The tangible (i.e. financial) and intangible (i.e. empowerment, education, and cultural benefits) gains derived by communities who have been given access to the Park.

**Biodiversity:** The number and variety of species of plants and animals, the genetic variability within species, and diversity of *habitats and ecosystems*, including landforms.

**Biological corridor:** A physical link between two or more areas for the purpose of connecting conservation worthy habitat. The establishment of biological corridors aims to prevent local extinction of species by maintaining links between different plant and animal populations and gene pools and enabling the maintenance of ecological and evolutionary processes.

**CPPNE:** Cape Peninsula Protected Natural Environment was declared in terms of Section 16 (1) (b) of the Environmental Conservation Act (Act 73 of 1989). The CPPNE is a significant component of the Cape Peninsula as it seeks to protect areas in the Cape Floristic Region from biophysical, social and economic perspectives. The stated aim of the CPNP is to include all of the land areas of the CPPNE, as well as adjacent marine protected areas from Simon's Town to Cape Point and north to Bakoven.

**Carrying capacities:** The visitor-use potential (including type and intensity of use) for different areas within the Park.

**Capacity building:** The improvement of an organisation, *community* or individual's ability to carry out tasks or participate in decision-making processes effectively and confidently, and may include skills training, organisational development and the provision of financial and material resources.

**Concessionaire:** A concessionaire is assigned, and pays for the right to use, property within the Park for commercial purposes.

**Conservation:** The processes of looking after an asset so as to retain its natural and cultural significance. It includes maintenance and may according to circumstance include preservation, restoration, reconstruction and adaptation and will commonly be a combination of more than one of these.

### **Conservation Development**

**Framework:** A framework plan that would be developed through a public process to plan for conservation development of the CPNP. The plan may review or confirm various use zones and identify appropriate sites for the provision of visitor and conservation-related facilities.

**Cultural Heritage Resources:** The tangible and intangible elements of both the built and natural environment, which are integral to a sense of shared identity, e.g. archaeological sites and historical artifacts, buildings, landscapes, music, spiritual beliefs and folklore.

**Cultural significance:** Aesthetic, historic, scientific or social value for past, present or future generations.

**Disadvantaged communities:** Groups of people that are commonly recognised by the *State* and general public as having been disempowered through apartheid (e.g. Africans), or are economically, socially or politically marginalised (e.g. women).

**Ecology:** The study of interrelationships between living organisms and their living and non-living environments and with one another.

**Ecological services:** Ecosystem functions that contribute to human survival and well-being derived from the normal functioning of a healthy ecosystem, e.g. clean water.

**Ecosystem:** A community of plants, animals and organisms as well as their habitat and processes interacting with one another.

**Emergency response plan:** A plan used to respond to emergencies caused by natural events or human negligence.

**Empowerment:** Empowerment is the process by which previously disadvantaged individuals are enabled to improve their lives.

**Environmental impacts:** a positive or negative consequence (e.g. social, economic, political, cultural, administrative or biophysical) brought about by human action.

**Environmental Information System:** a computer-based system designed to support and implement organisational objectives through accurate capturing of baseline information and maintenance thereof.

**Environment:** The environment is understood as the surroundings within which humans exist and are made up of:

- the land, water and atmosphere of the earth;

- micro-organisms, plant and animal life;
- any part or combination of the above and the interrelationships among and between them;
- the physical, chemical, aesthetic and cultural properties and the conditions of the foregoing that influence human health and well-being; and,
- ecosystems, habitat and spatial surroundings modified or constructed by people, including urbanised areas, agricultural and rural landscapes, places of cultural significance and the qualities that contribute to their value.

**Employment Equity Strategy:** Over time, the demographic profile of the CPNP's staff assumes a character consistent with its social environment.

**Equity:** Treating all people with dignity, fairness and justice.

**Extant species:** Animals and plant species that are living in an area (are not *extinct*).

**Extinction:** A local, regional or global process whereby animal or plant species become extinct, i.e. the last surviving individual dies and the species is no longer present.

**Fauna:** A collective term that refers to animals.

**Flora:** A collective term that refers to plants.

**Fragmentation:** The division of a single land area into a number of smaller more isolated areas.

**Freshwater systems:** An inland body of water, including groundwater, which is neither marine nor brackish in nature, and whose components connect together and function as an organised whole.

**Genetic material:** The biological units of genetic information (DNA) by which a hereditary feature is transmitted from parent to offspring.

**Geology:** The science of the earth including the composition, structure and origin of its rocks.

**Geomorphological features:** Physical features and landforms comprising the surface of the earth.

**Green technologies:** Technologies that are environmentally sustainable, for example those that seek to minimise the use of energy and water or reduce wastes.

**Habitat:** The place or type of place where an organism or community of organisms live.

**Indicators:** The measurable signs that are monitored on an ongoing basis to measure progress against set objectives.

**Instream flow requirements:** The flows (water quantity and quality) required in a river to maintain ecological processes.

**Integrated Catchment Management:** An holistic, continuous and dynamic process of sustainable use, development and protection of catchment resources.

**Integrated Environmental Management System (IEMS):** A systematic approach to dealing with the management aspects of the CPNP to plan proactively for the future and to control the impact of its activities, products or services on the environment.

**Invasive plants:** Plants not usually found naturally in an area, and which are characterised by a tendency to rapidly increase their distribution, out-competing plants indigenous to that area.

**Landforms:** Natural features of the earth's surface.

**Landscape scale:** The organisation of ecosystems at a large ecological spatial scale as opposed to individual species in smaller habitat units.

**Local authority:** A local council, rural or representative council or metropolitan local council in terms of the Local Government Transition Act 209 of 1993.

**Marine Protected Areas (MPAs):** A marine area that is delineated and managed for conservation purposes in terms of the Marine Living Resources Act No 18 of 1998.

**National Park:** The IUCN (1994) definition of a national park is a protected area managed mainly for ecosystem protection; natural area of land/or sea designated (a) to protect the ecological integrity of one or more ecosystems for present and future generations, (b) exclude exploitation or occupation inimical to the purposes of designation of the area and (c) provide a foundation for spiritual, scientific, educational, recreational and visitor opportunities, all of which must be environmentally and culturally compatible.

**Non-permitted extractive uses:** These are any extractive uses for which there is no permit provided on a case by case basis.

**Open-access:** The CPNP accepts a non-pay entry system to all areas within the Park except the few existing pay-entry points to the Park. Any change to this system would require consultation and support from local communities.

**Operational impacts:** The impacts of the Park's daily management responsibilities on the environment.

**Park Committee:** A committee appointed by the Minister of Environment Affairs and Tourism to advise on management policy for the CPNP. It is SANP policy to establish Park Committees for all National Parks.

**Park-Unicity Interface:** The boundary as well as the interaction between the Park and local authority areas, including urban, rural and other conservation areas.

**Persistent non-natural substance:** A substance that does not biodegrade naturally.

**Pollution:** The introduction of substances or disturbance, such as noise, into the land sea or air which can have a negative effect on human health or the quality of the environment.

**Problem animals:** Animals that frequently come into contact with and negatively impact on human activity.

**Propagation:** The establishment and reproduction of plants.

**Quarrying:** The open mining of rocks and minerals.

**Rehabilitation:** Restoration of effective ecological functioning of an ecosystem after human-induced alteration.

**Restoration:** Returning the existing fabric of a place to a known earlier state by removing accretions or by reassembling existing components without the introduction of new material.

**(Reconstruction:** Returning a place as nearly as possible to a known earlier state and is distinguished by the introduction of new or old material into the fabric.)

AND/OR

The rehabilitation of a degraded resource or system to a desired state.

**Scenic resources:** Places of visual interest (e.g. Chapman's Peak).

**Species:** A group of plants, animals or micro-organisms sharing a most recent common ancestor, with a shared set of uniquely evolved characteristics, and generally only interbreeding with themselves.

**Stakeholders:** Individuals, organisations and institutions that have an interest in the Park.

**Sustainability Indicators:** Usually quantified indices or measurements that allow consistent measurement of the social, ecological and economic sustainability of an organisation, project or activity over a set period. Measurements tend to reflect an aspect of sustainability, as overall sustainability cannot be reduced to one measure.

**Terrestrial:** Living in or on the land as opposed to in water or in the air.

**Toxic:** Substances that are poisonous to humans and other living things.

**Traditional and ordinary knowledge:** *Traditional knowledge* is the customary practice of maintaining or enhancing knowledge, in this case, to biological diversity, and is often transmitted by word of mouth. *Ordinary knowledge*, by contrast, is the non-traditional approach taken to conservation.

**Transformation:** Transformation is a process of change in organisations and individuals, including changes in culture, thinking and actions. In South Africa transformation refers to changing Apartheid practices into ones that ensure representivity, accountability and transparency.

**Transition zone:** Transition zones as relating to the urban edge (defined below) is the area between the Park boundary and the Urban Edge.

**Translocation:** The movement from one place to another.

**Unicity:** An amalgamation of municipalities through the process of local government transition that aims to streamline form and function of local government in metropolitan areas.

**Urban Edge:** The Cape Metropolitan Council is currently in the process of defining an outer limit for urban growth known as the urban edge. This urban edge does not always coincide with the Park boundary.

**Use-Zone Map:** A set of maps of the Cape Peninsula to determine appropriate uses and activities for different areas. The Peninsula is divided into the following 7 use zones: special preservation, remote, quiet, low intensity leisure, high intensity leisure, utility sites and sites of special interest.

**Viable population:** The number of individuals required to maintain a healthy population in the long-term.

## **KEY TO ACRONYMS**

CMA:	Cape Metropolitan Area
CPNP:	Cape Peninsula National Park
CPPNE:	Cape Peninsula Protected Natural Environment
EIS:	Environmental Information System
IEMS:	Integrated Environmental Management System
MPAs:	Marine Protected Areas
SANP:	South African National Parks
SMMEs:	Small, Micro and Medium Enterprises

## **APPENDIX 1: KEY INTERNATIONAL CONVENTIONS AND NATIONAL LEGISLATION AND POLICY**

### **International Conventions**

- Convention Concerning the Protection of the World Cultural and Natural Heritage ("World Heritage Convention") 1972
- Convention on Biological Diversity 1992
- Convention on International Trade in Endangered Species of Wild Fauna and Flora, 1973

### **National Legislation and Policy**

- Constitution of the Republic of South Africa Act, No 108 of 1996
- National Parks Act 57 of 1976 (as amended by the National Parks Amendment Act 106 of 1998)
- National Environmental Management Act 107 of 1998
- National Monuments Act 28 of 1969
- Environmental Conservation Act 73 of 1989
- World Heritage Convention Bill of 1999
- Natural Heritage Resources Act 25 of 1999
- National Heritage Council Act 11 of 1999
- Rhodes Will (Groote Schuur Devolution) Act 9 of 1910
- Defense Endowment Property and Account Act 33 of 1922
- National Forests Act 84 of 1998
- National Veld and Forest Fire Act 101 of 1998
- Conservation of Agricultural Resources Act 43 of 1983
- National Water Act 36 of 1998
- Water Services Bill 1997
- Mountain Catchment Areas Act 63 of 1970
- Sea-Shore Act 21 of 1935
- Sea Fishery Act 12 of 1988
- Marine Living Resources Act 18 of 1998
- Sea Birds and Seals Protection Act 46 of 1973
- Expropriation Act 63 of 1975
- Physical Planning Act 125 of 1991
  
- White Paper on the Conservation and Sustainable Use of South Africa's Biological Diversity, 1997
- White Paper on Coastal Development, 1999