



South African
NATIONAL PARKS

Agulhas National Park

PARK MANAGEMENT PLAN

October 2006

AUTHORISATION

This management plan is hereby internally accepted and authorised as the legal requirement for managing Agulhas National Park as stated in the Protected Areas Act.

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Executive summary

In compliance with the National Environment: Protected Areas Act No. 57 of 2003, SANParks is required to develop management plans for each of its parks. In developing the management plan for Agulhas National Park (ANP), SANParks has attempted to integrate, implement and review the biodiversity conservation, tourism and constituency-building components that make up its core business, whilst ensuring continual learning.

The ANP, situated at the southern tip of Africa, is one of South Africa's latest national parks, having been proclaimed in 1998. The focus of the Park's establishment was on the internationally important biodiversity associated with the threatened lowland Fynbos, notable wetlands, and marine environment associated with the Agulhas Plain, but this is diversified owing to its unique geographical setting. The Park falls within the Overberg District Municipality and two local government areas (Overstrand and Cape Agulhas). The economy immediately surrounding the Park is based on a few main industries - tourism, agriculture, fishing and retirement developments.

The Park falls within a biodiversity hotspot, the Cape Floristic Region (CFR), and under the strategic Cape Action plan for People and the Environment (C.A.P.E), which is focused on minimising key threats and root causes to biodiversity losses. The Agulhas Biodiversity Initiative (ABI), part of the CAPE programme, is attempting to soften the boundaries between formal protected area conservation, and initiatives on private and communal land, in order to establish a sustainable conservation economy. Since the Park's proclamation, it has increased to 17 000 ha. Future expansions will be largely focused on consolidating the Park.

The desired state for the Park was developed to guide Park management in its daily operations and long-term planning. This required the formulation of the Park's vital attributes and objectives. Further to the Park's current zonation plan, an all-inclusive conservation development framework (CDF) for the Park that sets the limitations for development based upon regional, biological, economic, and social informants will be finalised in consultation with local communities. This would be fully in line with local IDPs to facilitate development and conservation issues.

It is planned to make ANP and its surrounds a tourism destination of choice, offering a diversity of tourism experiences in cooperation with community initiatives. This will make the Park a local economic engine creating work and building capacity in the local communities.

Purpose and formulation of the park management plan

In compliance with the National Environment: Protected Areas Act No. 57 of 2003, SANParks is required to develop management plans for each of its parks. The protected areas management framework provided by Cowan (2006), provided guidance in interpreting the legal requirements. The purpose of a management plan is:

- To provide a holistic view of where the park is and where it is going in the short and long term
- To inform management at all levels, from the section manager through to the CEO, Board and the Minister
- To streamline, where possible, management procedures
- To provide a sound motivation for justifying budgets and, where necessary, to increase them, as well as to provide indicators to ensure that the budget is spent correctly
- To build accountability (internally and externally) into the management of the park
- To provide for capacity building and future green and economic thinking
- To enable the management authority to run the park in line with all relevant legislation and policies

The management plan was developed in line with the SANParks Biodiversity Custodianship Framework (Rogers 2003) which proposes how to plan, integrate, implement and review ecological, social and economic components of SANParks core business, whilst allowing continual learning and improvement. The essential feature of the system is the iterative way of continual improvement in the management of the park through annual and five-year review cycles (both internal and external). The management plan is informed by corporate policies and public consultation, which in turn feeds back to the corporate.

The first step in compiling/revising a management plan is to develop the desired state of the park, which guides both the direction of the park and its daily operations, all within SANPark's general policy framework.

This is followed by the generation of a park vision, park objectives, and specific management programmes to meet them. These will be dealt with in detail after the background contextual information sets the scene for the Park.

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List of acronyms and abbreviations used

ANP	Agulhas National Park
ABI	Agulhas Biodiversity Initiative
BSC	Balance Scorecard
C.A.P.E	Cape Action plan for People and the Environment Conservation Development
CFR	Cape Floristic Region
CDF	Conservation Development Framework
CMA	Catchment Management Agencies
COWEB	Community Water Efficient Project
DANCED	Danish Cooperation for Environment and Development
DWAF	Department of Water Affairs and Forestry
DoE	Department of Education
EIA	Environmental Impact Assessment
EPWP	Expanded Public Works Programme
FAMSA	Family and Marriage Association of South Africa
GCIS	Government Communication and Information Systems
GEF	Global Environmental Facility
GTZ	German Aid
GVI	Global Vision International
IDP	Integrated Development Plans
IEMS	Integrated Environmental Management System
IUCN	International Union for the Conservation of Nature
LSU	Livestock Unit.
MPA	Marine Protected Area
NAPCLD	National Action Programme Combating Land Degradation
NDVI	Measurment of radiation from infra-red
NEM:PAA	National Environmental Management : Protected Areas Act
NGO	Non-governmental Organisation
NPA	National Ports Authority of South Africa.
OBE	Outcomes Based Education
ODM	Overberg District Municipality
OHS	Occupational Health and Safety
P&C	People and Conservation
PF	Park Forum

PGWC	Provincial Government of the Western Cape
SAHRA	South African Heritage Resource Agency
SAPS	South African Police Service
SSC	Species of special concern
SDF	Spatial Development Framework
SMME	Small Medium and Micro Enterprise
UNDP	United Nations Development Programme

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1. Introduction to Background Information

1.1. Location

The Agulhas National Park (ANP) is a developing Park situated on the Agulhas Plain (AP), identified as an area of high conservation priority. The AP is situated on the southwest Cape coast, about 95 km east of Cape Town. It stretches from Gansbaai (34° 35' S, 19° 21' E) in the west to Struisbaai (34° 49' S, 20° 03' E) in the east. The area is ca. 72 km in length and extends between 7 and 25 km inland.

ANP is situated at the southernmost tip of Africa and is straddled in the south by both the Atlantic Ocean in the west and Indian Ocean in the east.

1.2. Extent

An acquisition was carried out towards establishing the ANP in 1998 with the first parts proclaimed during 1998/99, when several properties were purchased, although it was only proclaimed on the 23rd of September 1999 (Government Gazette No. 20476) and again on the 17th of October 2003 (Government Gazette No. 25562). Acquisition started with the first 4 ha portion of land at the southernmost tip of the African continent on the 14th of September 1998. Subsequently, another 36 portions of land have been added to bring the total surface area to 16,806.8938 ha in October 2006.

Figure 1: The extent and location of Agulhas National Park.

1.3. History

1.3.1. Archaeology

The AP is considered to be an exceptionally rich archaeological region and research has shown that people have occupied the area for well over a million years. Large numbers of Later Stone Age (LSA - i.e. the last 20 000 years) sites have been recorded in the area (at Die Walle, Hoek se Baai, Gruis se Baai, Oubaai, Bloubaai, Vlei se Bank, Rasperpunt and Cape Agulhas). Middle Stone Age (i.e. the period between 200 000 and 20 000 years ago) tools and Early Stone Age (i.e. the period between 2 million and 200 000 years ago) tools have also been found (Kaplan 2002).

Shell middens are densely clustered inshore in the inter-tidal zone. Archaeological sites are not only confined to the inter-tidal zone, but a large number of sites occur further inland on and behind the high limestone cliffs overlooking the sea, and in the inland dune fields. Well-preserved visvywers (ancient fish traps apparently constructed by Khoi-khoi pastoralists) occur at Cape Agulhas, Rasperpunt and Suiderstrand, while rare limestone shelters have been located in the high cliffs overlooking Rasperpunt (Hall 1984; Kaplan 2002).

1.3.2. Palaeontology

The AP has been identified as an ideal site for palaeo-environmental studies. The area contains a variety of sensitive aeolianite and coastal dune deposits. The diverse aeolian depositional record spans at least the last ca. 175 000 years, and unusually for southern Africa, has preserved organic/polleniferous sediments of a considerable antiquity. The aeolianite and overall record of Cenozoic coastal sediment deposits, combined with absolute age determinations from elsewhere along the winter rainfall zone coastline, demonstrated the linkage of aeolianite formation with relatively high interglacial/interstadial sea levels (Carr 2004).

Aeolian deposition in the southern Cape occurred episodically over a long time-span, extending beyond interglacials into the early parts of glacials. The impact of this on paleo-environments will have been tempered by the strong primary control on aeolian activity of sea-level. Coupled with a better understanding of Late Quaternary sea-level fluctuations and paleo-coastline configuration, it was concluded that the depositional phases appear to be controlled by interglacial and subsequent interstadial sea-level high stands (Bateman *et al.* 2004).

The preservation of polleniferous material on the AP was consistent with sedimentological evidence from the same cores. Pollen records demonstrated the significant presence of fynbos flora on the AP during two periods in the late Pleistocene. The 5000+ year record from a core extracted from Voëlvlei suggests limited change during the period ca. >38 – 33 ka BP, perhaps reflecting the same relatively stable climatic conditions that resulted in the regular inundation of Voëlvlei (Carr 2004).

The AP, today a winter rainfall zone proper (i.e. >65 % winter rainfall) further suggests that westerly winds were a significant component of the past climatic regimes of the AP (Carr 2004).

1.3.3. Other historical aspects

Numerous national monuments are found in the area. The Cape Agulhas lighthouse, the second oldest lighthouse in South Africa and the oldest government building in the southern Overberg region, is a functional lighthouse and is the only lighthouse museum in Africa. Hotagterklip in Struisbaai, a few cottages built in the old South West Cape style, remain. The Moravian mission station at Elim has the largest wooden waterwheel in South Africa, and the clock in the Elim church dates back to 1764.

Merino sheep farming in South Africa was pioneered by Michiel van Breda of Zoetendals Vlei. The homestead of this farm is well preserved, and at least four other homesteads in the area are national monuments. Shipwrecks have provisionally been proclaimed as monuments.

1.4. Urban Park relation

ANP is fully situated within a C Municipality area, namely the Overberg District Municipality (ODM). It further falls within two local B Municipality areas, the Overstrand Municipality (OM) in the western section and the Cape Agulhas Municipality (CAM) in the eastern section of the Park. ANP is integrated into the regional ODM's Spatial Development Framework (SDF) as required by the Municipal Systems Act, 2000 (Act 32 of 2000). ANP is directly neighboured by the small village of Suiderstrand (3km) as it totally surrounds this Village. Further there is a direct urban edge with the village of L'Agulhas including a proposed links golfing estate in the east with 6km of direct urban edge. Both these direct urban edges are identified and discussed in the SDF of CAM.

The ecological management around the urban sites involves good communication with the residents about actions of access control, fire management, alien vegetation, visual intrusions, tourism developments, historical sites and possible wildlife issues.

1.5. Climate

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

1.6. Geology and soils

The 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. Inland of these mountains are undulating plains, largely of Bokkeveld shale, which together with Cape Fold Belt sandstone form part of the Cape Supergroup System (Raimondo & Barker 1988).

Soil types are varied and five major land systems occur on the AP:

- Die Dam system along the coast, having medium to coarse sands
- Moddervlei system - restricted to the eastern part of the AP
- Elim system near Viljoenshof and Baardskeedersbos
- Hagelkraal system situated near Hagelkraal, Soetanyenberg and Heuningrug, made of shallow drained, grey calcareous sands
- Bredasdorpberge system mainly in the western half of the AP - acidic, highly leached soils

Furthermore, correlations between soil-based land systems and the vegetation suggest that soil nutrient status has a greater influence on plant diversity than soil moisture (Thwaites & Cowling 1988).

Two units were flagged as in need of particular conservation attention, namely an isolated aeolian sand dune west of Soetanyberg where the unique habitat and associated fauna and flora need protection, and a unit on the bottomland coastal plains with a very high clay content where impact should be kept to a minimum (Bezuidenhout 2003).

1.7. Topography

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. 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 combination. A series of small limestone outcrops (islands) occur. All the islands are lanceolate in shape with the long axis running north-south. The limestone islands are probably the remnants of a more extensive exposure (Cowling & Bond 1991).

1.8. Hydrology

1.8.1. Drainage

The Agulhas region is unique. This is emphasised by the wide variety of wetlands within a relatively small area, including freshwater springs, rivers, estuaries, lakes, vleis and endorheic pans. There are twelve drainage basins, including the entire catchments of six unique wetland systems. These are:

- Groot Hagelkraal (river, vleis, black water bog)
- Ratel (river, vleis, pans, estuary)
- Melkbospan and Vispan (saline pans, vleis)
- Waskraalvlei (river, vleis)
- Voëlvlei (brackish lake, vleis)
- Soutpan (saline pan and vleis)
- Several areas along the coast drain directly into the sea, including areas around Gansbaai, Pearly Beach, Quoin Point and Agulhas

1.9. Flora

The Cape Floristic Region (CFR) Biodiversity Hotspot is a globally significant repository of biodiversity, recognised for its high vulnerability. The Agulhas Plain constitutes one of the largest extant storehouses of lowland fynbos and Renosterveld habitats in the world. The diversity of habitat types, wetland ecosystems, Red Data plant species and local endemics is unmatched in the CFR.

1.9.1. Aquatic and semi-aquatic

As part of the Agulhas Biodiversity Infrastructure (ABI), a comprehensive survey of the AP aquatic ecosystems was done to constitute mapping and characterization (in terms of water/soil chemistry, phytoplankton, vegetation, invertebrates) of all major aquatic systems (Low 2003).

The marine flora includes at least nine seaweed species of the cool temperate South-West Coast Province that are common between Cape Point and Cape Agulhas, but rare or absent from the De Hoop Nature Reserve.

The plant diversity in the wetlands, especially in the Hagelkraal and Pearly Beach areas, is high in relation to other wetlands in the southern Cape, with a total of 53 species recorded. The Agulhas region is most deserving of protection due to the extraordinary high diversity of aquatic plants and is of international importance. A study of the aquatic systems of the AP (including a survey of wetland vegetation) is planned under the ABI (Rebelo 1992).

1.9.2. Terrestrial

The terrestrial vegetation is the most significant component of the biota of the AP and its protection is vital for the conservation of fynbos in South Africa. The area has very high beta diversity and the most pronounced edaphic (soil-controlled) endemism in the world. More than 1750 plant species and a massive 112 Red Data Book species are recorded in the AP area (Cowling & Mustart 1994).

The high plant diversity/endemism and the fragmented nature of the AP need extensive conservation planning and precedence should be given to an important botanical site such as the Soetanyenberg area. This site (ca. 15 x 6 km) supports seven different fynbos types. Four of these - Limestone proteoid (restricted to limestone substrata), Elim asteraceous fynbos (unique to the AP), (Wet) Restioid fynbos (closely associated with vleis and drainage systems) and Neutral sand proteoid fynbos (confined to colluvial sand derived from limestone) are endangered in the Cape Floristic Region (Cowling & Mustart 1994). Cowling and Bond (1991) studied the effects of fragmentation on limestone flora and found that there was no difference between mainland and island floras in the frequency of species belonging to different dispersal types, pollination syndromes, growth forms and shrub height categories.

1.10. Fauna

1.10.1. Aquatic invertebrates

The aquatic invertebrate communities in the Hagelkraal system are exceptionally diverse. This could possibly be attributed to fynbos black waters flowing over alkaline calcareous soils.

The invertebrate fauna of the rocky and sandy beaches is fairly rich - similar to that of the warm temperate South Coast. However, unlike De Hoop Nature Reserve, the Agulhas coast has large stocks of commercially exploited abalone (*Haliotis midae*) (Hanekom *et al.* 1995).

1.10.2. Terrestrial invertebrates

Three Red Data Book butterfly species (*Argyrocupha malagrida maryae*, *Poecilmitis brooksi tarsei* and *Thestor rossouwi*) occur in the AP (Rebelo 1992).

1.10.3. Fish

The freshwater fish fauna is depauperate with only two indigenous species and possibly one Red Data Book species present. Several alien fish have probably colonized these systems. Large numbers of sharks, including the rare great white shark, frequent the area (Hanekom *et al.* 1995).

1.10.4. Amphibians

Fifteen amphibian species are found in the area, with the highly endangered Cape platanna and micro frog having been recorded from seasonal vleis in the Hagelkraal and Ratel River catchments (Picker & De Villiers 1988).

1.10.5. Reptiles

Twenty-four reptile species have been recorded, and a further twenty two species (including one categorized as rare) are likely to occur on the AP (Raimondo & Barker 1988).

1.10.6. Birds

The avifauna is diverse, with 230 bird species recorded on the AP. Of these, 11 are Red Data Book species and 133 are associated with the terrestrial environment. Significant populations of blue cranes and, to a lesser extent, the vulnerable Stanley's bustard, breed on the inland plains. Nectivores (sunbirds and sugarbirds), important for lowland protea-veld pollination, are abundant.

The wetlands of the area support a diverse collection (> 60 species) of waterbirds. Over 21 000 water birds (about 9 % of those in the Western Cape) occur at these wetlands, with the highest numbers at Soetendalsvlei, followed by Uilkraals River estuary and Voëlvlei. The birds of the AP have been afforded international conservation recognition by the listing of two Important Bird Areas (IBAs), namely the Overberg wheatbelt (SA 115) and Heuningnes river and estuary system (SA 121). Extensive agricultural transformation (40 % of the AP is cultivated) and associated habitat destruction has negatively affected many bird species.

Dyer Island and Geyser Rock are important breeding sites for seabirds such as the African penguin, which is classified as vulnerable. Many seabird species are present such as the African penguins Cape cormorant, crowned cormorant, bank cormorants, kelp gulls and, at irregular intervals, white-breasted cormorants, swift terns and the rare caspian terns. African black oystercatchers and the rare damara tern breed along the coast (Heydenrych 1996).

1.10.7. Mammals

Of the 81 terrestrial mammals known from the Cape Floral Kingdom, 65 species have been recorded or are likely to occur on the AP. The majority of these are rodents (21 species) and small carnivores (14 species) and includes four mammal species classified as vulnerable (Skinner & Smithers 1990). A large breeding colony of South African fur seals on Geyser Rock produces over 8 000 pups a year, which is 3% of the seal pup population in southern Africa. Significant numbers of Southern right whales use the sheltered bay for breeding and nursery purposes.

1.11. Socio Economic

There are eight major urban settlements in the AP area, namely Struisbaai, Stanford, Gansbaai, Bredasdorp, De Kelders, Pearly Beach, Arniston and Agulhas, as well as four smaller villages and informal communities, divided into two municipalities (Overstrand and Agulhas). About 60% of the region's estimated 45,000 inhabitants live in rural areas, with a mean population density of 6/hectare. However, there has been a tendency towards urbanization. The fishery work, domestic services in the tourism industry, as well as wildflower and agricultural labour causes fluctuations of urbanization. The farmworkers are permanent full-time employees protected by labour laws. The AP is characterized by a very high unemployment rate of 58 % in Gansbaai. Such areas are characterised by rudimentary health services and poor education levels.

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

1.12. Marine plan: (still to be developed with stakeholders)

The proposed marine protected area (MPA) for ANP will be developed by both the Park's management team, SANParks conservation services, and in consultaion with relevant stakeholderrrs. The characteristics (size, shape and use zones) of the MPA will be determined through public participation, the input of relevant scientists, Marine and Coastal Management and the community. The time-line is about three years and depends on the availability of finances.

2. The protected areas management planning framework

2.1. Background to and formulation of the Park desired state

The protected areas management planning framework guides Park management to set up a management plan, implement and reconsider the plan. The essential feature of the system is the iterative way it allows continual improvement in the management of the Park though annual and five-year review cycles. The Park management plan is both informed by corporate policies and in turn feeds back to the corporate. The first step in developing/revising a management plan is to develop the desired state of the Park.

2.1.1. Desired state

A desired state for the ANP to guide Park management in its daily operations and longer term planning was developed. This would ensure that the current and future extent of the Park is protected and managed effectively. This desired state will be reviewed every five years in accordance with the SANParks Biodiversity Custodianship Framework (Rogers 2003).

The desired state for ANP is a fully functional ecosystem representative of the Agulhas Plains land-seascape interface in tune with the region's socio-economic-cultural environment. This would largely be met if the Park's management objectives outlined in the plan are attained.

2.1.2. Vision for Agulhas National Park

‘To conserve the unique biological assemblages and ecological processes and cultural landscape associated with the Agulhas Plain and marine environment at the southern tip of Africa, through a sustainable and integrated bioregional approach, for the benefit of present and future generations.’

2.2. Operating principles and vital attributes of the Park

The operating principles and unique features (or vital attributes) that make ANP what it is and what it could potentially become are listed below.

2.2.1. Environmental attributes:

- Unique **Fynbos and renosterveld vegetation types**, largely as a result of the diverse soil types
- Unique **high botanical diversity** per unit area in the world
- High number of endemic flora and fauna and Red Data Book species
- **Soetanytsberg Mountain** is considered one of the four most important fynbos conservation nodes in the Agulhas Plain, with the remaining three in close proximity
- **Wetland systems** are considered to be of national conservation importance, particularly with respect to its vegetation, frogs and water fowl, hence the identification of two international Important Bird Areas
- **Vista** (scenery or landscape and southern most point)
- Wildness and visual experiences exist
- Ecological gradients of land-use in the past and the future
- **Good** connection between terrestrial, wetlands and marine environments
- Significant area for Southern right whales
- Strong scientific literature base

2.2.2. Economic attributes

- Southern tip of Africa provides potential economic catalyst locally and regionally
- Empowerment opportunities through the Economic Empowerment Programmes
- Stimulation of regional tourism opportunities through interactions and representations on all tourism forums
- Popular tourism destination
- Potential to create sustainable Small, Medium and Micro Enterprises (SMMEs) through the Economic Empowerment and conservation linkages to donor funds such as the World Bank Programmes

2.2.3. Socio-political attributes

- A **Park Forum** provides for representation of all stakeholders (communities, municipalities, tourism forums, formalised agriculture and relevant government departments)
- Numerous and diverse **cultural heritage** sites, which contributes to the diversity of the Park and allows for the opportunity to strengthen the SANParks heritage mandate
- **Stature and image** of the ANP must be known as an exciting expansion programme that will benefit all stakeholders
- The **stable Western Cape political environment** that provides security for tourists
- A **strong relationship** with all **spheres of government**, which bodes well for co-operative agreements
- **Political support** for the ANP through the endorsement by the Minister of the Department of Environmental Affairs and Tourism (DEAT)
- **Strong academic and research liason to ensure** interactive research and “new thinking” around Park issues

2.3. Setting the details of the Park desired state

2.3.1. Objectives hierarchy for Agulhas National Park:

A hierarchy of objectives for the Park has been formulated by Park management with reference to the above background information, the Park's vital attributes, perceived threats and constraints, guiding principles and the vision. These, however, will be further refined in consultation with the Park's stakeholders. The objectives are listed in the table below, along with initiatives and associated Park programmes to meet the objectives.

In addition, the table lists the SANParks corporate balanced score card objectives as a means of indicating the link between the SANParks corporate objectives. In 2004 SANParks implemented the Balanced Scorecard management tool to provide a comprehensive business measurement and management framework that allowed the organisation to translate its value proposition into achievable objectives, measures and targets. These are lumped into four operational quadrants affecting SANParks business, namely financial, customer, internal, and learning and growth. The balanced score card has the following advantages:

- It places SANParks business within a common framework
- It communicates strategy effectively to all levels
- It makes strategic goals operationally implementable
- It aligns departments and activities
- It links remuneration to performance
- It effects organisational change.

2.3.2. Thresholds of potential concern

In adaptive management of ongoing change in ecological systems, thresholds of potential concern set the upper and lower limits of the flux allowed. These explicitly specify the boundaries of the desired state of the park. Considering the objectives stated above, the following thresholds of potential concern's (TPCs) are for instance: vegetation change or habitat change and requires monitoring and will have capacity and funding implications These are examples of TPC's and will form part of particular programmes to achieve a desired state and will be negotiated with the stakeholders and experts.

2.4. Objectives

Park specific conservation **objectives** are framed in an hierarchical order that is shown with links to the balanced scorecard objectives via the far right hand column in the tables below.

Table 1. Management objectives for ANP and links to the SANParks corporate Balance Score Card objectives

High level objective	Objective	Sub-objective (where required)	Initiative	Operational low level plan	Corporate BSC reporting category
<p>CONSERVE REPRESENTATIVE, FUNCTIONAL ECOSYSTEMS: To conserve a representative sample of the Agulhas Plains ecosystems in a linked sea-landscape, with emphasis on the lowland fynbos, renosterveld and wetlands, and the maintenance or restoration of environmental processes to enable natural spatial and temporal variation in structural, functional and compositional components of biodiversity.</p>	<p>Representative ecosystems: To incorporate a spectrum of viable aquatic and terrestrial ecosystems characteristic of the Agulhas Plain area, and to re-introduce missing elements where possible.</p>	<p>Park consolidation and expansion: Consolidate protected area focusing on under-represented/high-priority ecosystems, functional linkages and processes across the land sea interface.</p>	<ol style="list-style-type: none"> 1) Acquire under-represented/high-priority vegetation types (i.e. Limesand-, Limestone-, Elim-, Renoster- and Transitional fynbos) and unvegetated dune system 2) Consolidate Park boundaries 3) Consolidate wetland ecosystems and acquire unrepresented wetland types (i.e. Hagelkraal high altitude bogs) 4) Enter into contractual agreements where necessary. 5) Establish corridors linking ANP with other protected/conservation-worthy areas 6) Align Park expansion with bioregional planning 7) Investigate the establishment of a marine protected area for the Park 	<p>Park expansion plan</p>	<p>Leadership in biodiversity management</p>

		Reintroduction of biota: Re-establish, where possible, locally extinct or depleted biodiversity components and populations in accordance with IUCN principles and guidelines.	1) Reestablish indigenous faunal complement within constraints of the developing Park, regional (ABI) initiative and agricultural setting.	Faunal management and reintroduction plan	
	Functional ecosystems: To ensure the long-term persistence of biodiversity patterns and processes, enabling natural variation in structure, function and composition over space and time.	Fire: Implement appropriate fire regime (frequency, season, intensity, unit size) to fynbos and renosterveld vegetation, and protect vegetation types not driven by fire (forest and thicket).	1) Implement a fire management plan in accordance with objectives of conserving biodiversity, species of special concern, and alien invasive plant clearing 2) Evaluate impact of fire management regime on vegetation.	Fire management plan	
		Herbivory: Maintain population sizes of medium-large herbivores and understand their role as a modifier of biodiversity in time and space (particularly in relation to fire regime).	1) Monitor population size, composition, and distribution of med-large herbivore species 2) Monitor and review herbivore impacts and develop thresholds of potential concern (TPCs) accordingly.	Faunal management and reintroduction plan	

		<p>Species of special concern: Maintain viable populations of species of special concern (SSC) in order to meet the SANParks mandate and obligations in terms of international conventions.</p>	<ol style="list-style-type: none"> 1) Maintain viable populations of Red Data plant species through appropriate management of the vegetation (i.t.o. fire, herbivory, alien invasions, and zonation). Set TPCs 2) Improve knowledge of Red Data plant species - identify, locate and monitor populations of priority species 3) Maintain wetland conditions suitable to sustain viable populations of fish, amphibians and waterbirds 4) Evaluate populations of selected aquatic and terrestrial vertebrate SSC 5) Source funding to improve knowledge of aquatic invertebrates 6) Monitor disease stats of species as required. 	<p>Species of special concern plan</p>	
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	<p>Rehabilitation: To rehabilitate degraded areas, including the re-establishment of natural biodiversity patterns, and the restoration of key processes which support the long-term persistence of biodiversity.</p>	<p>Wetlands: Re-establish ecological processes in degraded wetland areas.</p>	<ol style="list-style-type: none"> 1) Locate and remove wetland drains 2) Remove defunct impoundments, where appropriate, for biodiversity conservation 3) Halt, and where possible reverse, directional trends in reed encroachment in Soetendalsvlei and river systems 4) Negotiate for the reinstatement of natural marine connectivity with Soetendalsvlei 5) Investigate cultural value of salt works at Soutpan and possibilities for rehabilitation. 	<p>Wetland rehabilitation statement of intent</p>	
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		<p>Alien plants and other alien biota: Control and where possible eliminate alien biota to facilitate re-establishment of natural biodiversity patterns and processes in invaded habitats.</p>	<ol style="list-style-type: none"> 1) Update records of distribution and density of invasive species (inclusive of ABI programme) 2) Prioritise new areas for alien plant clearing, focusing on priority vegetation types 3) Implement follow-up clearing programmes and new programmes in priority areas 4) Remove alien and extra-limital herbivores (fallow deer, existing bontebok - possible hybrids, blesbok on adjacent land?). 	<p>Rehabilitation plan</p>	
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		Degraded land: Drive towards re-establishment of biodiversity patterns and processes in degraded land.	<ol style="list-style-type: none"> 1) Rehabilitate erosion gullies, old quarries and other disturbed areas 2) Rehabilitate decommissioned roads and unused infrastructure 3) Encourage/facilitate natural recovery of old lands and investigate rehabilitation options 	Land rehabilitation statement of intent	
<p>MITIGATE INTERNAL and EXTERNAL PRESSURES: To reduce threats and pressures and limit environmental impacts resulting from non-biodiversity management aspects of SANParks operations and surrounding land and resource use.</p>	<p>Reconciling other Park activities with biodiversity objectives: To ensure that non-biodiversity management aspects of SANParks operations (revenue generation including tourism, resource use, developments, and management activities, amongst others) are informed and constrained by biodiversity</p>	<p>Internal developments: Minimise the impacts associated with the development of tourism and Park management infrastructure, and ensure that such developments do not compromise biodiversity objectives.</p>	<ol style="list-style-type: none"> 1) Finalise/complete and implement the CDF 2) Ensure that developments are in accordance with the EIA process (NEMA) and corporate policies 3) Determine tourism carrying capacities 4) Implement green standards and environmental best practice based on corporate policy. 	Conservation Development Framework (CDF)	

	conservation objectives, and that the impacts of these activities on biodiversity are minimised.				
		Internal activities: Minimise the impacts associated with tourism and Park management activities, and ensure that such activities do not compromise biodiversity objectives.		Conservation Development Framework (CDF)	
		Extractive resource use: Minimise the impacts of extractive resource use (fynbos plant harvesting), and ensure that such activities are aligned with corporate guidelines, are within management capacity constraints, and do not compromise biodiversity objectives.	<ol style="list-style-type: none"> 1) Quantify current extractive resource use activities (fynbos harvesting) 2) Define opportunities and constraints with regards fynbos harvesting in line with corporate guidelines and ABI recommendations 3) If approved, ensure that fynbos harvesting adheres to Code of Practice (Green labelling programme) for sustainable harvesting 4) Implement adaptive management principles. 	Fynbos harvesting statement of intent	

	<p>Reconciling external threats with biodiversity objectives: To reduce external threats and pressures, and limit impacts of surrounding land and resource use on biodiversity within the Park.</p>	<p>Hydrological and water chemistry changes: Maintain river flow regimes and water chemistry within accepted ecological limits in the Park's wetland systems.</p>	<ol style="list-style-type: none"> 1) Lobby for appropriate catchment categorization 2) Determine and implement ecological reserves assessments for surface and subsurface aquatic resources 3) Enforce legislation applicable to the management and protection of aquatic resources 4) Review regular assessments of river health 5) Minimise pollution of the river systems. 	<p>Rivers management - statement of intent</p>	
		<p>External developments: Minimise the impacts associated with inappropriate developments outside the Park.</p>	<ol style="list-style-type: none"> 1) Engage with regional land management authorities, including IDPs and SDFs 2) Provide input into EIAs for external threatening developments 3) Ensure that external developments are not visually obtrusive or out of character with the Park. 	<p>Cooperative governance and communication plan</p>	

		External resource and land use: Negotiate to ensure that external resource and land use do not detrimentally affect ecological processes within the Park.	<ol style="list-style-type: none"> 1) Engage neighbours to minimise the impact of external potentially detrimental impacts (i.e. alien biota, insecticides, herbicides and fertiliser) 2) Encourage eco-friendly resource use and land management practices by neighbours 3) Develop a marine disaster plan. 	Environmental management plan, cooperative governance and communication plan	
		Human-animal conflict: In consultation with stakeholders, minimise negative outcomes resulting from human-animal conflicts.	<ol style="list-style-type: none"> 1) Implement strategy to control problem animals entering the Park 2) Develop and implement disease management plan 3) Reduce impact of geese on crops. 	Damage causing animals - statement of intent/plan?	
		Illegal harvesting of resources: Prevent the illegal collection, removal and destruction of physical and biological resources.	<ol style="list-style-type: none"> 1) Public education and liaison 2) Law enforcement. 	Park protection plan, safety and security plan	

<p>WILDNESS/ REMOTENESS: To maintain and restore wildness/remoteness in Agulhas NP such that the spiritual and experiential qualities of wildness are maintained, enhanced, or where necessary, restored.</p>	<p>Range of experiences: To provide a range of visitor wildness experiences.</p>		<ol style="list-style-type: none"> 1) Develop a zonation plan for the Park as part of the CDF 2) Comply and review CDF regularly 3) Establish appropriate tourism activities 4) Implement lighthouse precinct plan 5) Ensure zonation integrated with IDPs, SDFs and RDFs. 	<p>CDF, tourism plan, lighthouse precinct plan, Park expansion plan, cooperative governance and communication plan, rehabilitation plan.</p>	
	<p>Sense of place: To maintain or restore appropriate sense of place.</p>		<ol style="list-style-type: none"> 1) Implement and update zonation (CDF) 2) Determine and apply appropriate tourism carrying capacities 3) Negotiate to ensure that external developments are not visually obtrusive or out of character with the Park 4) Ensure integration with local and regional IDPs, SDFs and RDFs. 		

<p>Cultural heritage assets are conserved and managed effectively</p>	<p>Cultural heritage databases in place and functional</p>		<ol style="list-style-type: none"> 1) Mapping of newly acquired land 2) Updating and mapping database on cultural heritage sites, associated oral histories, and indigenous knowledge (tangible and intangible heritage) 3) Link database to universities, museums and private collections 4) State of cultural heritage reports 5) SAHRA compliant management plan for key sites. 	<p>Cultural heritage management plan</p>	<p>Attain leadership in cultural heritage management</p>
	<p>Minimise human impact on cultural heritage sites but maximise educational/cultural value thereof.</p>		<ol style="list-style-type: none"> 1) Develop and implement cultural heritage sites plans giving attention to visitor management, information and signage 2) Restore and maintain heritage buildings and monuments 3) Implement state of cultural heritage monitoring system and reports. 	<p>Cultural heritage site management plans</p>	

	Protect cultural excavation sites - deterioration has been identified; rehabilitate old excavations and profiles to conserve the in situ deposits and maintain the integrity of the cultural landscape.		1) Develop rehabilitation plans for excavation sites of cultural value using appropriate methods to protect the integrity of archaeological material.	Cultural heritage management plan	
	To promote research and development of the Park's cultural heritage research needs and priorities.		1) Identify research needs 2) Encourage research cooperation with outside organisations.	Cultural heritage management plan	
	To make the Park a cultural heritage destination fully integrated with cultural tourism as part of the overall Park tourism strategy.		1) List Park's cultural tourism products 2) Integrate cultural heritage products into tourism plan.	Tourism plan	

<p>Become the nature-based tourism destination of choice in the Agulhas Plain.</p>	<p>To develop the tourism infrastructure to enhance the tourist experience and increase revenue out of the southern tip and biodiversity facets.</p>		<ol style="list-style-type: none"> 1) Develop a zonation map as a component of the CDF 2) Develop a full CDF in full consultation and in line with regional and local tourism informants, to finalise a gateway, road network, coastal access, and recreational facilities 3) Complete the visitor centre at L'Agulhas lighthouse precinct and tourism camp at Oubaa/Pietie se Punt. 	<p>Tourism plan, CDF</p>	<p>Become the nature Based tourism destination of choice</p>
	<p>To effectively market the Park as the cultural heritage nature-based tourism destination of choice in the Agulhas Plain.</p>		<ol style="list-style-type: none"> 1) Develop a marketing plan to address southern tip and biodiversity focus, tourism linkages 2) Linkage with local IDPs 3) Ensure representation at tourism shows and forums (Getaway, INDABA) 4) Increase profile in Western Cape Tourism Authority. 	<p>Tourism plan Marketing plan</p>	

	To provide a variety of tourist and recreational activities that cater for a variety of markets and needs		In line with the zonation and CDF, assess and develop a wide range of tourism experiences in one Park associated with accommodation (chalets, historic homesteads, camping, picnics) and tours (cultural heritage, biodiversity and wildness walks, quad and mountain biking, horse-backed safaris, marine mammal watching, wildlife viewing, canoeing and birding tours).	Tourism plan	
	To promote concessionaire and SMME opportunities.		<ol style="list-style-type: none"> 1) Identify concessionaire and SMME opportunities within the Park's tourism activities 2) Advertise and implement concessionaire and SMME proposals 3) Link to extended public works programme. 	Tourism plan; effective Park management programme; infrastructure development programme	

	Transform the domestic guest profile of the ANP, through growth, to be representative of regional demographics.		<ol style="list-style-type: none"> 1) Tourism surveys 2) Directed marketing. 	Tourism plan; marketing plan	Transform the domestic guest profile, through growth, to be representative of South African society
	To improve customer satisfaction levels		<ol style="list-style-type: none"> 1) Monitor maintenance budget against targets 2) Customer satisfaction surveys 3) Monitor and address complaints 4) Concessionaire management. 	<ol style="list-style-type: none"> 1. State of Infrastructure plan 2. Tourism plan 	Become the nature Based tourism destination of choice
	Enhance tourism research and development		<ol style="list-style-type: none"> 1) Tourism database collated and maintained 2) Tourism surveys. 	Implementation of marketing plan for the cluster.	
	Provide a quality tourism SANParks interface		<ol style="list-style-type: none"> 1) Training needs analysis 2) Implement and maintain training programmes. 	Tourism plan; marketing plan	

To enhance good parks/ community/ stakeholder relations	Regional cooperation		1) Establish a working Park forum 2) Increase trust through regular SANParks planning and management meetings 3) Actively participate in regional forums and ABI programme.	Stakeholder management programme	Custodian of choice for protected area management
	Increase environmental awareness		1) Educational needs analysis completed 2) Education programme operational 3) Learnership programme.	Environmental education and youth development programmes	Contribute to Local Educational and Socio Economic Development
	Enhance benefits to local communities		1) SMME and job database 2) Quick filling of positions.	Stakeholder management programme; poverty relief programme	Contribute to Local Educational and Socio Economic Development
	Improve procurement from BEE suppliers		1) Suppliers database.	Effective park management programme	Implement broad transformatio

<p>Attract and retain the human capital meeting skills required in all the disciplines of the ANP.</p>	<p>Strategic HR management.</p>		<ol style="list-style-type: none"> 1) Staff satisfaction surveys 2) Database of key staff positions, current and future 3) Comparison of remuneration against market 4) Training programmes 5) Skills audit 6) Skills plan. 	<p>Human resource programme.</p>	<p>Attract and retain the best human capital</p>
	<p>Enable access of all staff to senior management.</p>		<ol style="list-style-type: none"> 1) Imbizos with upper management. 	<p>Effective Park management programme.</p>	<p>Share & provide access to information & knowledge</p>
	<p>Implement best practices in managing and understanding HIV and AIDS and associated diseases.</p>		<ol style="list-style-type: none"> 1) HIV surveys and awareness programmes 	<p>Aids programme.</p>	<p>Ensure Best Practices in Managing and Understanding HIV and AIDS (& associated diseases)</p>
	<p>ANP compliant with corporate transformation policies.</p>		<ol style="list-style-type: none"> 1) Staff equity database. 	<p>HR programme.</p>	<p>Implement broad based transformation</p>

<p>Attain a healthy financial status for the Park.</p>	<p>Continuously improve the income to cost ratio of the ANP to ensure that the ANP meets its conservation mandate and contributes to SANPark's overall conservation mandate.</p>		<ol style="list-style-type: none"> 1) Cost saving exercises by cost centre 2) Efficient project management 3) Maintain infrastructure according to plan 4) Explore new revenue generating projects 5) Proactively work on audit findings 6) Risk profile updated. 	<ol style="list-style-type: none"> 1. State of Infrastructure plan 2. Effective Park management programme 3. Public works programme. 	<p>Effective Management of Revenue and Expenditure</p>
<p>Enhance ANP's reputation.</p>			<ol style="list-style-type: none"> 1) Publications, media releases 2) Events management 3) Voluntary support programmes (Honorary Rangers, Marula Kids). 	<p>Effective Park management programme</p>	<p>Enhance SANParks' Reputation</p>
	<p>To achieve effective co-operative governance</p>		<ol style="list-style-type: none"> 1) Actively participate in provincial/regional IDP's. 	<p>Effective Park management programme</p>	<p>Custodian of choice for protected area management</p>

3. Operational plans to achieve objectives

This section deals with all the discrete, but often interlinked programmes which make up the approaches to issues, and lead to the actions on the ground. Together they are the Park's best attempt to achieve the desired state. **Each subsection** in this management plan is a summary of the particular programme, invariably supported by details in what are called **lower-level operational plans**, referred to in appendices but not included here. Some of these lower level plans still need to be developed to their full context and will be done in the next two years with full scientific and public consultation.

The various programmes are classified into the five activity groupings as reflected in the SANParks biodiversity custodianship framework, namely biodiversity and heritage conservation, sustainable tourism, building co-operation, effective park management, and corporate support. Corporate SANParks policies provide the guiding principles for most of the subsections, and will not be repeated here, except as references and occasionally as key extracts.

3.1. BIODIVERSITY AND HERITAGE CONSERVATION

3.1.1. Park expansion programme

The ANP is an internationally and nationally identified priority conservation area, according to the South African national conservation assessment. Therefore expansion of ANP is important for SANParks and it 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 (Driver *et al.* 2005).

The objective is to create a Park that represents the threatened lowland fynbos vegetation types and important wetlands of the Agulhas Plain region. The expansion programme is in full congruence with SANParks' accepted biodiversity values and follows the SANParks land acquisition framework. The envisaged expansion consolidates this important biodiversity across the marine, terrestrial and wetland environments expected to be affected by the environmental legislation governing these areas. The desired state of the Park expansion includes:

- The consolidation of untransformed lowland fynbos associated with the renosterveld/ - limestone fynbos habitats, associated wetlands of the Ratel River/ Soetendalsvlei river systems, and the marine interface into a contiguous park unit;
- Encourage conservation friendly land management activities in the surrounding land and catchments to further the conservation of nationally important vegetation types and wetlands.
- Minimal visual and hard boundary impact of surrounding developments on the parks aesthetic qualities.

The park currently conserves important pockets of critically endangered renosterveld (Central Ruens Shale Renosterveld), endangered Elim Ferricrete Fynbos and important limestone fynbos vegetation types, with portions of the extensive wetland complex, thus making the area of global conservation importance (Cole *et al.* 2000). Most of the vegetation types are poorly protected, and wetlands heavily impacted through land transformation activities (Fig 4). The park has an expansion and off-reserve ABI programme to conserve the exclusive biodiversity. The desired state for the park would see the inclusion of a further 20 000 ha (Fig 2). Expansion in the 2006 -10 management cycle will primarily focus on the inclusion of biologically important properties and consolidating the parks management area. A total of 5500 ha have been initially identified and the plan is to take the park to a total size of 22 700 ha. Furthermore an adjacent marine protected area (MPA) has been identified but will need discussion with all affected parties prior to proclamation.



Figure 2: Identified conservation priorities for the Agulhas Plain

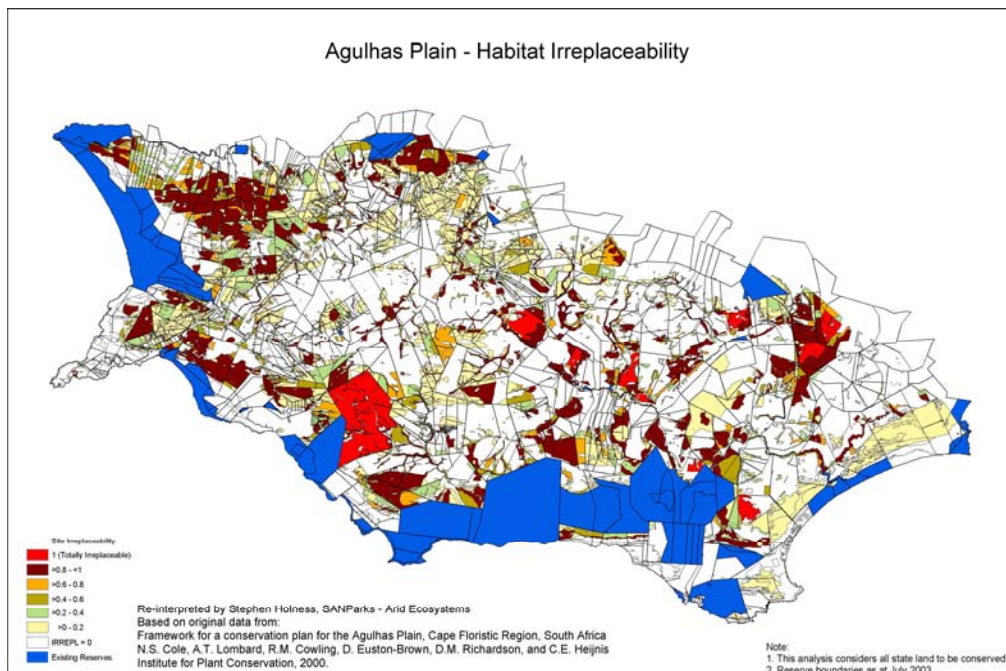


Figure 3: Habitat irreplaceability for the Agulhas Plain

3.1.2. Bioregional plans

ANP will form a core conservation area within a wider natural landscape and social context. This ensures that the Park functions within a wider bioregional conservation system. The Cape Action plan for People and the Environment (C.A.P.E) and the Bioregional Program form part of the Provincial Government of the Western Cape (PGWC) Bioregional Planning Framework and, adopted by the local Overberg District Municipality (ODM), will play a vital role in the management process. Within this context, ANP implements the United Nations Development Program's (UNDP) Global Environmental Facility (GEF) funded ABI project.

This bioregional planning refers to an integrated, international approach to regional planning and management that endeavours to promote sustainable development. This approach supports a sustainable relationship between ecological processes and the needs of all communities. Sustainable development is defined as development that meets the needs of the present and future generations. A detailed ABI programme supporting this summary is available.

3.1.3. Sustainable use of natural resources – fynbos harvesting

The fynbos wildflower industry is by far the biggest industry on the Agulhas Plain (AP) based on the terrestrial biodiversity of the area. Ideally the Park should be a botanical reserve (i.e. no harvesting done within the Park) in order to provide a benchmark for evaluation of the effects of harvesting on the vegetation elsewhere. This industry must be linked to the approved corporate policy on sustainable harvesting in national parks. With the establishment of ANP, the Park inherited a number of plant harvesting agreements/contracts, the last of which expires in 2009. 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, in collaboration with the ABI, is working towards a certification (Green-labelling) scheme for the sustainable harvesting of fynbos on the AP. General harvesting guidelines have been developed (Privett *et al.* 2005),

A comprehensive plan will be drawn up if harvesting of fynbos and other plant species is to continue in the ANP. Such a plan should be Park-specific, aligned with corporate policy on sustainable resource use, and take cognisance of the regional management of the industry (as guided by ABI).

3.1.4. Faunal management (including herbivory) and re-introduction

Of the sixty-five terrestrial mammals recorded or likely to occur in ANP, the majority of these are rodents and small carnivores. ANP is a stronghold of the honey badger (*Mellivora capensis*), a large breeding colony of South African fur seals occurs on Geyser Rock, and significant numbers of Southern right whales also use the sheltered bay for breeding and nursery purposes. This operational plan focuses on the management of herbivores, and the effects of their feeding on biodiversity. With the ANP being a relatively new Park, it does not have a substantially large herbivore complement. The focus of herbivore management in the next five years will therefore be on removing the alien or extralimital species currently in ANP, and on re-establishing an indigenous herbivore complement appropriate for the Agulhas area.

The purpose of the herbivore management and reintroduction plan is to strive towards a herbivore complement indigenous to the renosterveld and lowland fynbos vegetation of ANP, while ensuring that these herbivores do not adversely or irreversibly alter the biodiversity of these vegetation types. Management action should primarily involve reducing the extent of herbivore impact (for example through the manipulation of artificial water where this is possible), and thereafter manipulate the population dynamics of the species. In ANP the latter will usually involve live removals and relocations to other parks or private landowners. The ANP and management staff will liaise with neighbours regarding future reintroductions of herbivores. This is being developed by the newly added component of the ABI project that specifically looks at the fauna component. This will form the basis of this LLP for ANP.

3.1.5. Damage-causing animals

ANP is in a developing phase and few, if any, damage-causing animals give trouble at this stage. However, the situation may change in future with infrastructure development and more intensive utilisation of the Park by visitors and staff. Naturally occurring small carnivores do exist and because of the open access to animal movement, potential problem animals may enter the Park. Should these conditions or issues occur they will be managed accordingly and, where necessary, a programme will be developed in consultation with the Park neighbours.

3.1.6. Species of Special Concern

Plants

The vegetation of the AP is exceptionally diverse (1750 plant species) and associated with extraordinary soil-controlled endemism. Regional endemics constitute 24 % of the flora and local endemics 6 %. A large number of Red Data plant species (112) occur on the Plain, of which an

estimated 50-100 species more than likely occur within ANP. These would need protection from fire regimes, collection and inappropriate developments.

Fish

Only two primary freshwater fish occur in ANP, namely Cape kurper (*Sandelia capensis*) and Cape galaxias (*Galaxias zebratus*), both of which are Red Data listed as near threatened. Four alien fish occur in the Nuwejaars system, and with three of them being piscivorous, they pose a significant threat to indigenous fish. Both *S. capensis* and *G. zebratus* occur in what appears to be the alien-free Ratel River, with *S. capensis* populations also occurring in lake-like pans associated with this river system. An isolated population of *G. zebratus* occurs in a small unnamed pan east of Melkbospan. Management actions to ensure the persistence of indigenous fishes should concentrate on, firstly, preventing the establishment of alien fish in the Ratel system, and secondly, reducing artificial predation and competition pressure in the Nuwejaars River by encouraging angling and removal of alien fishes, and thirdly, maintaining favourable environmental conditions through the provision of flow and water quality suitable for indigenous fish in the Nuwejaars and Ratel Rivers.

Amphibians

Fifteen amphibian species are thought to potentially occur on the AP, of which three can be considered SSC based on their Red Data status and possible occurrence within the Park. These include the Cape platanna (*Xenopus gilli* - endangered), which occurs in coastal pans in the Hagelkraal area and at the eastern base of Soetanyberg in ANP, and the Micro frog (*Microbatrachella capensis* - critically endangered) and Western leopard toad (*Bufo pantherinus* - endangered), all of which could potentially occur within ANP. Both *X. gilli* and *M. capensis*, which is southern Africa's most threatened lowland amphibian, have very specific habitat requirements. They occur predominantly in wetland areas with humic stained, generally acidic waters, typically on acidic or neutral soils in Sand Plain Fynbos and Limestone Fynbos. Both species are extremely vulnerable to environmental changes. Management actions will concentrate on assessments of the occurrence and status of *X. gilli* and *B. pantherinus* in the ANP and prevent the introduction of alien aquatic biota into wetlands and rivers.

Birds

The avifauna of the AP is diverse, with some 230 bird species, and ten Red Data species likely to occur within the confines of the Park. Five of these species, which are all listed as near threatened, are frequently associated with the wetlands and pans. They are the resident chestnutbanded plover (*Charadrius pallidus*) and black harrier (*Circus maurus*), as well as the non-resident greater flamingo (*Phoenicopterus ruber*), lesser flamingo (*Phoeniconaias minor*) and white pelican (*Pelecanus onocrotalus*), which forage in the vleis and pans. The other important habitat is the coast, where small numbers of the near threatened damara tern (*Sterna balaenarum*) and African black oystercatcher (*Haematopus moquini*) are found. Management activities should strive to protect the wetlands and coastal beaches through negotiations with authorities for the maintenance of appropriate water quality and quantity in the Nuwejaars and Ratel Rivers, eradication of alien vegetation in and around the wetlands, restrictions on boating activities in the wetlands, and off-road vehicle activities on the beaches. Research work needs to focus on the occurrence, abundance, and breeding status of the various bird species.

Mammals

Historically, the most diverse large mammal component roamed the AP in the southern Cape. Based on historical information, the vulnerable bontebok (*Damaliscus pygargus pygargus*) is endemic to the renosterveld between Bot River and Mossel Bay, and the original Bontebok National Park was located ca. 10 km east of the ANP. The ANP is one of the only existing habitats for viable populations of Bontebok and the vulnerable or endangered Cape mountain zebra (*Equus zebra zebra*). There is potential for the introduction of a population of bontebok at ANP as the Park falls within the subspecies' historical distribution range. However, there is a small number of bontebok present in the Park that may not be genetically pure, and these individuals will have to be removed prior to introduction of a new bontebok population. A new population should also not be introduced while blesbok or hybrids still occur on adjacent farms. Reintroduction of other species such as zebra will be implemented thorough investigation (ABI faunal plan).

3.1.7. River Management

Many of the challenges SANParks faces with respect to managing river ecosystems in national parks are common to all parks. Prominent issues include:

Fragmented catchment ownership: In ANP only small portions of the lower reaches of the Nuwejaars and Ratel Rivers occur within the Park.

Reduced ecosystem variability: Scientific studies have demonstrated that the maintenance of inherently variable physical processes, and in particular variability in the flow of water, is essential for the healthy functioning of river ecosystems.

Legislated management: Section 3 of the National Water Act (Act 36 of 1998) clearly identifies the National Government as the public trustee of the nation's water resources, which, acting through the Minister of Water Affairs and Forestry, has the power to regulate the use, flow and control of all water in South Africa. SANParks thus does not directly, and in most cases also indirectly, manage hydraulic processes and resource use in rivers. The Act also states that the Department of Water Affairs and Forestry must devolve most of the catchment management issues to Catchment Management Agencies (CMAs) that include representatives of local interest groups and relevant government agencies. For rivers in ANP this is the Breede CMA.

The most productive future role for SANParks in the management of rivers would be the participation in catchment management involving all stakeholders. Via such cooperation, the public will become owners and their enthusiasm will ensure the protection of water sources which will lead to a healthy aquatic environment for the present and future. Prominent issues will include determination of ecological reserve areas, facilitating the assessment of ecosystem and river health, and informed decision making followed by successful implementation of catchment-scale management systems.

3.1.8. Wetland management

The Agulhas region is unique in terms of the wide variety of wetlands that occur within a relatively small area, including freshwater springs, rivers, estuaries, floodplains, lakes, vleis and endorheic pans. This discussion is confined to the latter four wetland types, with management of the remainder discussed under separate headings in this plan. The wetlands of the ANP are considered important conservation features not only in their own right, or in terms of the high diversity of biota they support, but also for maintaining the diversity of the surrounding landscapes that they support hydrologically. The history of agricultural and resource utilization of the Agulhas area resulted in various changes to wetlands that, for the purpose of biodiversity conservation, need to be addressed through management intervention. These include:

- Location and removal of wetland drains
- Removal of defunct impoundments
- Arrest of directional trends in reed encroachment in Soetendalsvlei
- Reinstatement of natural marine connectivity with Soetendalsvlei
- Rehabilitation of Soutpan

3.1.9. Fire Management

The lowland fynbos and renosterveld occurring within ANP are vegetation types of high conservation significance. Both systems are fire-maintained, that is, fire is required to stimulate plant recruitment and retain maximum species richness. The frequency, intensity, season and size of fires are critical determinants of floristic composition and structure. Fires at 15-40 year intervals are deemed suitable for fynbos, and may be more frequent in renosterveld (10-15 years). 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 wild fires, 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.

Fire breaks in the ANP are currently in place both north to south, and east to west. Fire break specifications are in line with biodiversity conservation objectives. Existing roads are used as the basis of a fire break with 20m wide brush cutting on either side.

3.1.10. Park rehabilitation

Soil rehabilitation (old agricultural land rehabilitation)

Approximately 12 % (2152 ha) of the surface area of ANP is comprised of previously cultivated agricultural lands. Vegetation worst affected are renosterveld and Elim asteraceous fynbos. Reestablishment of indigenous vegetation on the old lands should be attempted but may be hampered by the high cost of intensive rehabilitation efforts, lack of knowledge of effective rehabilitation methods, potentially irreversible changes such as artificial soil enrichment, and loss of seedbanks and bulbs. In the absence of clear guidelines for the reestablishment of fynbos and renosterveld vegetation, management actions should focus on creating conditions conducive to natural recovery and succession of the vegetation. Research to find appropriate rehabilitation methods for old lands should be encouraged, and the potential for conducting in-house rehabilitation trials explored. Photographic records will be kept of natural and/or aided recovery to evaluate the progress. The old lands contain *Protea* 'plantations' within the Acid and Limesand proteoid fynbos of Soetanyberg. Theoretically, these areas should have good potential for natural recovery, particularly after being burnt.

Alien invasive plant control

Widespread woody alien plant invasions occur at ANP and on the AP. The three most widespread alien invasive species are *Acacia cyclops*, *A. saligna*, and *Pinus pinaster*, occurring mostly at low percentage cover. The dominant vegetation types (lowland fynbos and renosterveld) are fire-driven and more susceptible to invasion by alien invasive plants (AIP) than thicket and forest that are not driven by fire. Aggressive AIPs outcompete and suppress the diverse indigenous vegetation and disturb ecosystem processes by increasing pressure on water resources. The problem with alien plant invasions are exacerbated by the agricultural context and development of an open natural landscape. High-value and threatened habitat types should be prioritised for new eradication efforts, while previously cleared areas require follow up. The Park specific WfW project is the main programme currently focussed on alien vegetation management and clearing.

Alien/extra-limital animal removal

Limited numbers of Fallow deer *Cervus dama* (escapees from adjacent agricultural land) and possibly bontebok-blesbok hybrids likely occur within ANP. These species need to be removed prior to the introduction of indigenous herbivores (see operational plan for faunal management and reintroduction, as well as rehabilitation).

3.1.11. Cultural heritage management

The Agulhas area is considered to be an exceptionally rich archaeological region. Large numbers of Later Stone Age (LSA) sites have been recorded in the area of the Park and region. Sites have been described at Die Walle, Hoek se Baai, Gruis se Baai, Oubaai, Bloubaai, Vlei se Bank, Rasperpunt and Cape Agulhas.

The area is also of considerable cultural-historical importance. The many shipwrecks which dot the coastline are a grim reminder of the challenges that faced the mariners of yesteryear in circum-navigating the southern most tip of the African continent. Many shell middens and fish traps are chapters in the history of the early indigenous Khoi peoples of the late Stone Age who frequented the shores of the Agulhas region, eking-out a living along one of the wildest coastlines of the African continent. Middle Stone Age (MSA) tools and occasional Early Stone Age (ESA) tools have also been found.

Substantial concentrations of shellfish remains are densely clustered inshore of the rocky shoreline in the intertidal zone. It is here that large quantities of shellfish species were exploited, processed, and consumed by LSA hunter-gatherers. Archaeological sites are not confined to the intertidal zone as many are found further inland in the dune fields.

One of the future developments of the Park is the building of a cultural heritage centre. This will include a wide range of material illustrating the history of the Park and the surrounding area. Information about the Khoi pastoralists and the archaeological sites that remain, European settlers and the farmsteads that are still standing, as well as more recent events such as the founding of the Park itself will be highlighted. Well-preserved “viswywers” (ancient fish traps) occur at Cape Agulhas, Rasperpunt and Suiderstrand, while rare limestone shelters have been located in the high cliffs overlooking Rasperpunt.

Historical homesteads such as Ratel, River, Pietie se Punt, Langhuis and Renosterkop, to name a few, will be upgraded (in compliance with SAHRA legislation) and used as tourism destinations. Funding of this will come from a dedicated infrastructure allocation by DEAT.

A cultural heritage plan is to be developed with finalisation scheduled for late 2007.

3.2. SUSTAINBLE TOURISM

3.2.1. Conservation Development Framework (CDF)

The primary objective of a Conservation Development Framework (CDF) is to establish a coherent spatial framework in and around a park to guide and co-ordinate conservation, tourism and visitor experience initiatives. This is generated in consultation with the park’s stakeholders. A key part of the CDF is the zoning plan, which plays an important role in minimizing conflicts between different users of a park by separating potentially conflicting activities such as game viewing and day-visitor picnic areas, whilst ensuring that activities which do not conflict with the park’s values and objectives (especially the conservation of the protected area’s natural systems and its biodiversity) can continue in appropriate areas. The zoning of ANP was based on an analysis and mapping of the sensitivity and value of a park’s biophysical, heritage and scenic resources, an assessment of the regional context, and an assessment of the Park’s current and planned infrastructure and tourist routes/products - all interpreted in the context of Park objectives.

Overview of the use zones of Agulhas National Park

The use zoning plan for ANP Park is shown in Figure 5. Full details of the use zones, the zoning process, the Park Interface Zones (detailing Park interaction with adjacent areas) and the underlying landscape analyses are included in the Agulhas National Park CDF Document which is available on request.

Remote Zone: This is an area retaining an intrinsically wild appearance and character, or capable of being restored to such, and which is undeveloped and roadless. There are no permanent improvements or any form of human habitation. It provides outstanding opportunities for solitude, with awe-inspiring natural characteristics. The sight and sound of human habitation and activities is barely discernable and at a far distance. In Agulhas NP, Remote areas were designated in the area between Ratelrivier and Rietfontein, and in the area around the Soetanyberg, which are both landscapes with high environmental sensitivity and value.

Primitive Zone: The prime characteristic of this Zone is the experience of wilderness qualities with access controlled in terms of numbers, frequency and size of groups. This Zone shares the wilderness qualities of the Remote Zone, but with limited access roads (mostly 4x4) and hiking trails, and the potential for basic small-scale self-catering accommodation facilities such as a small bushcamp. Views of human activities and development outside of the Park may be visible from this Zone. In Agulhas NP, Primitive areas were designated to buffer Remote areas from external impacts and to protect most of the remaining sensitive areas from high levels of tourist activity. In areas where Remote Zones border on the Park boundary, a 100m wide Primitive Zone was designated to allow Park management access to fences.

Quiet Zone: This Zone is characterized by unaccompanied (or accompanied, under some circumstances) non-motorized access, where visitors can walk or cycle and experience nature without the intrusion of any form of motorized transport. Visitor numbers and density are higher than in the Primitive Zone and contact between visitors is frequent. In Agulhas NP, Quiet areas were designated in the lower use pedestrian areas surrounding the Southern Tip precinct.

Low Intensity Leisure Zone: The Low Intensity Leisure Zone is characterized by relatively high levels of tourist activity, motorized self-drive access to certain areas, and the potential for small

basic camps without facilities such as shops and restaurants. Facilities along roads are limited to basic self-catering picnic sites with toilet facilities. Low Intensity Leisure areas were designated around a rationalized road network (incorporating existing useful and environmentally acceptable roads, proposed Park link roads, and closure and rehabilitation of certain environmentally inappropriate existing roads) to include facilities along this road network (Ratelrivier, Rietfontein, Bergplaas, Springfield, Rietfontein se Baai and Renosterkop), to accommodate the rest camp site at Pietie se Punt, and to include relatively high tourist-use coastal sections east of Suiderstrand. In addition, unavoidable regional roads that cut through the Park were included in this Zone. Low Intensity Leisure areas were only designated if relatively high tourist activity did not conflict with the underlying landscape sensitivity and value analysis.

High Intensity Leisure Zone: The main characteristic of this Zone is that of a high density tourist development node with amenities such as shops, restaurants and interpretive centres. This is the Zone where more concentrated human activities are allowed, and is accessible by motorized transport on high volume transport routes. In Agulhas NP, a High Intensity Leisure Zone was designated around the Southern Tip and Lighthouse development nodes to accommodate visitor reception and interpretation facilities, as well as Park management infrastructure.

Current status and future improvements

Certain elements of the Agulhas National Park CDF have not yet been finalized. Remote areas will still be investigated for possible formal declaration as Wilderness Areas in terms of Section 22 of the PAA. Special management overlays which designate specific areas of a park that require special management interventions (such as areas requiring rehabilitation) will also be identified. Furthermore, as the Park is rapidly expanding, it is anticipated that the zoning will need to be updated regularly.

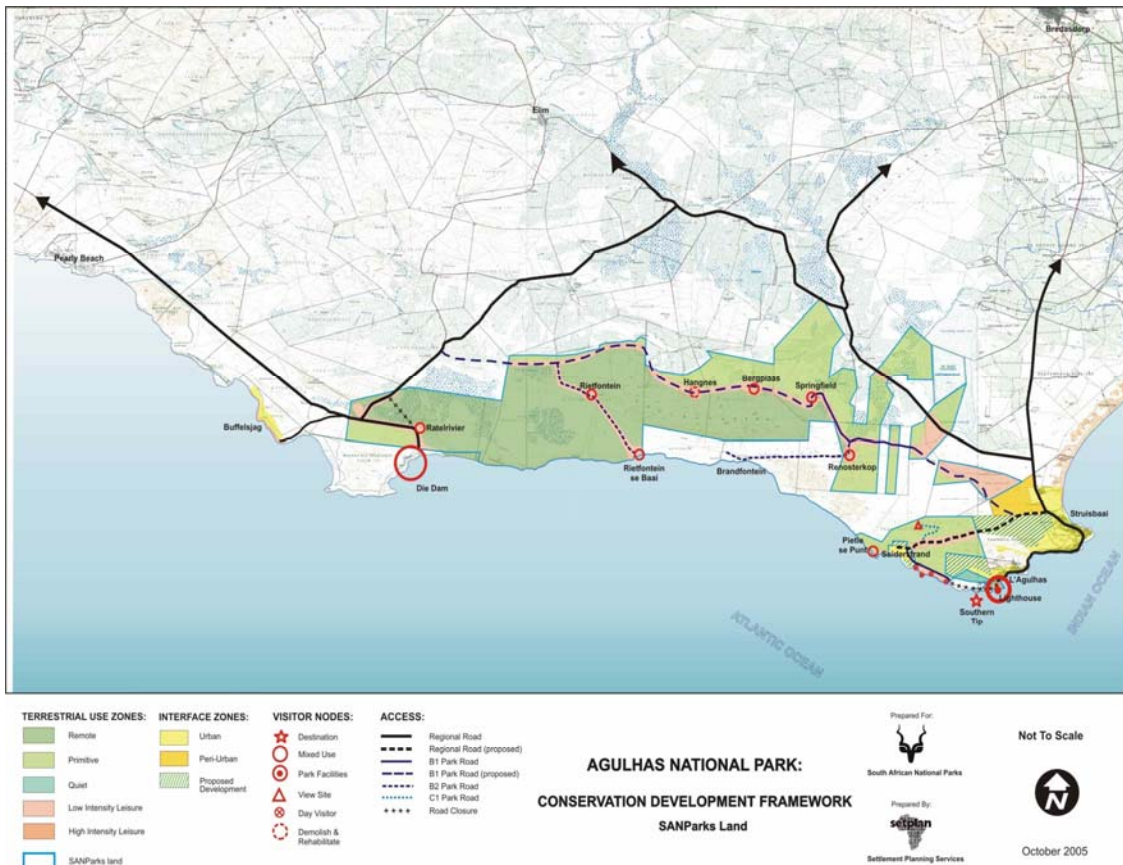


Fig. 4 Zonation map for Agulhas National Park

3.2.2. Tourism programme

The ANP is part of the Garden Route with the nearest towns being L'Agulhas, Bredasdorp, Struisbaai, Elim, Hermanus and Arniston. The ANP can be easily linked to the Cape cluster of national parks (Table Mountain, Bontebok, Tankwa and West-Coast) from a marketing perspective, as well as local structures and developments.. The area is well known for whale watching and marine tourism in general. Towns such as L'Agulhas and Struisbaai offer a variety of activities and accommodation. De Hoop Nature Reserve is the nearest major reserve nearest to the park. The local and provincial governments are investigating the upgrade of road infrastructure to boost tourism access, thereby improving the general economy of stakeholders and create more job opportunities. Tourism in this region is increasing rapidly due to the growth of towns such as L'Agulhas, Struisbaai and Hermanus. A major golf estate is also planned for the area, adjacent to L'Agulhas.

Agulhas National Park has four major tourism attractions, namely:

- the most Southern Tip of Africa and the merging point of the two oceans (Atlantic and Indian Oceans);
- Geological, archaeological and cultural features;
- flora and fauna; and
- marine life.

At the moment the park has little to offer at the moment except for a lighthouse museum, a small restaurant and the merging point of the two oceans. The impact that the latter may have is lost due to a lack of "sense of place".

The nature-based experiences the Park aspires to offer its visitors will be varied, ranging from solitude to social interaction, as proposed in the Park zonation map - from land to water based activities, from passive to active recreation, from education to entertainment, from a short to a long stay in the Park, from camping to over-nighting in comfortable accommodation, from self catering to dining in a restaurant, and from walking or cycling to driving through the Park. The relationships the Park aspires to build with civil society, the local municipality, surrounding landowners, and the business community are based on partnerships, empowerment and capacity building and will need be developed with a review of the Park's tourism plan

In order to make the ANP a **world-class and renowned destination**, three main aspects must receive attention: **firstly**, the **southern-most point of Africa** and what it represents, **secondly**, its **world important biodiversity**, and **thirdly**, **cultural heritage assets** specifically associated with its **archaeology and maritime history**.

To achieve this, the SA government will invest a significant amount in the required infrastructure, which could have enormous **socio-economic benefits for the surrounding communities**. This will be achieved through:

- constructive engagement of the communities
- employment of people from local communities
- the growth of SMMEs and subsequent concessions
- environmental education and a possible career in conservation
- advertising the area's attractions collectively
- marketing the region to encourage tourism
- partnerships
- collective branding and marketing
- tourists buying from local shops
- the enhancement of a tourism route in the Agulhas Plain

In terms of tourist facilities in the Park, much remains to be developed as currently there are only the lighthouse museum and a small restaurant. The advantage of a developing Park, as in this case, offers SANParks the opportunity to carefully consult, plan and consider the development before any changes are implemented.

Linkages with the general public: Tourism routes

SANParks and PF will identify individual and small groups of stakeholders on the Agulhas Plain and facilitate the regular meetings. The CDF and zonation development will feed into the routes of the Agulhas area. Sub-committees will be formed within the PF to deal with identified issues, such as the development of the Park's tourism plan, monitoring of tourism impacts, the development and promotion of partnerships, facilitation of tourism packages, marketing, finance and fund-raising, lobbying for government support and capital investment, tourism centres, training and skills development, community upliftment, conservation awareness, education and communication. Linkages will be sought with existing tourism routes both locally and elsewhere, such as the MTN Whale Route and the Overberg Blue Crane Routes.

Linkages with the regional government: Integrated Development Plans (IDP)

The IDPs have not only identified tourism as an important driver for economic development and prosperity, but have also identified various strategies to enhance tourism flow to the region in order to position the region as a tourism hub of the important N2 highway.

The most important national and international tourist amenity is the rudimentary facilities near the southern most tip of the African continent and a broad diversity of local accommodation initiatives. SANParks has planned to develop the lighthouse precinct and a rest camp at 'Pietie se Punt' just to the west of Suiderstrand. The former has followed a consultative process, and gone via the PF. The 'Pietie se Punt' project is in the developing phase with the draft scoping report just having gone through a public participation process. The project is expected to be completed by September 2007 using government grant funds to create income-generating infrastructure, but also to offer poverty relief and capacity building opportunities. **However, in developing the Park further, and notably the southern tip area, SANParks has committed itself to follow a public consultative process.**

Four existing historical homesteads are earmarked for tourism accommodation purposes. The main site in the western section of the Park, the Ratel River homestead, is in an advanced state of a Private Public Partner (PPP) process to obtain a suitable tourism operator. ANP will do some renovation on the site to get the buildings in operational condition for a suitable operator following the prescribed treasury process for open public tender.

The 220 year old Rietfontein Langhuis, a remnant of local "Strandveld" architecture from the earlier pioneer days, which was destroyed by vandals in 2004, is to be fully restored (based on SAHRA specifications) to also function as tourism accommodation. The older Rhenoster Kop house and cottages that are declared national monuments are also earmarked for renovation and utilisation as tourist accommodation.

Access and day visitor sites remain an important issue in the Park and will need to be rationalised as part of the consultative CDF process.

3.2.3. Market programme

Given the lack of controlled access points, it is not possible to give a breakdown of the numbers or the tourism markets visiting the Park. In line with regional information, it can only be assumed that most of the domestic visitors are from the Western Cape, and that most international visitors – in keeping with the trend in the rest of the country – are from Germany (Table 2).

In future the Park's resources and services will be actively marketed in collaboration with tourism promotion bodies, the media, and SANParks international marketing campaigns. Effective marketing materials will be developed in line with regional initiatives.

Table 2. Number of visitors to ANP

Foreign Visitors

Year	Total No.	No. foreigners
2004	26197	8118 (33%)
2005	24663	8840 (34%)
2006 (till June)	26167	3401 (33%)

* Note: Only visitors visiting the Lighthouse were recorded

This section of the management plan will still be further developed with the stakeholders.

3.2.4. Commercial development

This section of the management plan will need development together with the stakeholders in the PF.

With limited tourism infrastructure and facilities in the ANP, it is currently dependent upon local initiatives in terms of developing the area and attracting tourism. Through SANParks, government support has been and will be further sourced to develop the Park in synergy with its surrounding environment and communities. Once established, a more concerted marketing programme will be initiated in consultation with the local structures and forums to maximize the effort. Park expansion remains important to consolidate the Park as a product.

Furthermore, the Agulhas area has important cultural features (archaeological sites) and coastal landscapes which are worthy of national park status. The Southern Tip of Africa is a vital cultural landmark for inclusion into the Park and is viewed as the main attraction of the ANP.

It is essential that the full potential of the ANP is realised through the development of tourist facilities and linkages with community developments.

3.3. BUILDING COOPERATION

3.3.1. Co-operative governance

ANP is committed to implement the policies and achieve the strategies of SANParks as an organ of state and to ensure the effectiveness of Park management.

Key governmental organisations that will provide support within the ambit of their administrative functions include the parastatal agencies (SANParks and WCNCB), local authorities (Overberg District Municipality, Cape Agulhas Municipality, Overstrand Municipality), particularly with regard to Integrated Development Planning and tourism related functions, and Provincial Government structure, especially the Department of Water Affairs and Forestry (DWAF). Non-governmental organisations include all conservancies, the Botanical Society of South Africa, Flower Valley Conservation Trust, Fauna & Flora International, as well as organised civil society structures such as civic and residents' associations. Farmers' and landowners' organisations are the most significant groupings in terms of achieving common goals. Multi-stakeholder forums include all of the catchments management forums and future catchments management authorities, Integrated Development Planning forums, as well as the Fire Protection Agency (FPA) for the area.

More effort will be required in community-based organisations, businesses and private landowners who have economic interests other than conservation, and these will be addressed in the process of implementation of the individual components, as well as the Participation Plan of the ABI project. The PF will play a critical role in this regard and remains essential to support Park plans and activities.

ANP is committed to establish an effective community relations environment with stakeholders in the proximity of the Park, *inter alia* through the establishment of the ANP Park Forum. ANP is committed to maintaining a culture of transparency through relevant information sharing and good communication with internal and external stakeholders.

ANP will follow the corporate policy, strategy and guidelines in all our communication efforts. We will do so focussing on image development, relationship building and networking and information sharing. In specific programmes ANP will implement the project policies and principles. Such a programme is the Agulhas Biodiversity Initiative (ABI) project. It is envisaged that ANP will eventually publish its own newsletter as part of the ANP communication strategy.

Conservation awareness and outreach: A broad-based awareness campaign will be executed with financing from the GEF. The communication officer appointed by SANParks will work closely with the heritage centers and the tourism coordinator to:

- (i) promote internal and external communication in local language
- (ii) cultivate mass media interest in the biodiversity conservation
- (iii) design appropriate awareness materials for different stakeholder groups
- (iv) pilot alternative communication methods targeting the communities where the level of literacy is very low

- (v) conduct targeted workshops, farmers' days and other community activities
- (vi) use GEF funds to cover the costs of stakeholder meetings and consultations
- (vii) design and produce promotional materials and implement training
- (viii) produce and distribute an ABI newsletter and website

A comprehensive stakeholder analysis was undertaken as part of the project preparatory process. SANParks, FFI and their key partners have organised consultative workshops with the identified stakeholders, especially with women from previously disadvantaged communities who are actively participating in and benefitting from the project to ensure that:

- a) their input was fully considered and integrated
- b) stakeholders are aware of project objectives and activities
- c) stakeholders participate in project design and implementation of arrangements
- d) project development is integrated with ongoing and planned initiatives both in the country and in the project area

Additionally, ANP seeks to co-ordinate and support existing honorary rangers and other volunteer programmes and initiatives, as well as explore and, if feasible, establish a "friends" group for the park and/or the Agulhas Plain. These are mostly ABI project deliverables and form part of the LLP for co-operative governance plan.

3.3.2. Environmental interpretation and education

Schools

The first **Kids in Parks** (KiP) programme was presented towards the latter part of 2006. There are 7 schools within 80 km of the Park taking part, with learners ranging from Grades 5 to 7. Each camp caters for 50 learners plus staff for two days and nights. The programme is sponsored by DEAT, Pick 'n' Pay and SANParks. The accompanying ANP learner booklet has been developed and will be released by the end of the year. The programme will be run by People & Conservation and it is planned to be an annual event.

Once a relationship has been established with local schools through the KiP programme, the **Eco Schools and Morula Kids Competition** will also be introduced to them later in the year.

There will be an orientation day for the teachers of De Heide Primary, who have expressed an interest to see what the Park offers, and to familiarise them with the Kid in Parks programme. More such meetings will be held with all the schools in the AP area. We want to produce coherent and effective **OBE enhancement programmes** for teachers in the future, encouraging them to integrate the Park into their lessons, rather than view it as an additional external educational activity.

Communities

Adult Awareness Raising: HIV/AIDS awareness talks in the Park are being run in partnership with the Working for Water project. Plans are being made to source updated literature and awareness videos for distribution in the community outside the Park. The local library has been identified as a possible venue for free talks and video presentations.

Agulhas Biodiversity Initiative (ABI)

The initiative includes the Early Learning Centre at Flower Valley and Environmental Education Programme and targets the labourers working on fynbos farms on the Plain. The project will support the replication of the successful environmental education programme, which provides pre-elementary school education focused on environmental issues to the children in the poor communities in the Agulhas Plain, who don't have access to any other form of education.

ANP will to a great extent utilize the ABI project to achieve, amongst other objectives, the following specific ABI plan. GEF funds will cover the incremental costs associated with:

- (i) community consultations
- (ii) conducting a needs assessment
- (iii) programme development
- (iv) set-up costs of educational structures

- (v) training historically disadvantaged local women as Early Childhood Development practitioners
- (vi) transport

Activities would be carefully coordinated with Component 2 of the C.A.P.E. Biodiversity and Sustainable Development Program for the CFR: Environmental Education, which will provide an umbrella environmental education framework for the CFR, including curricula development and teacher training, linked closely to the national education programme.

Honory Rangers

The Park's active honorary rangers corp focuses on visitor information and guidance. They plan to expand and play a greater role in tourism and some enforcement of rules as the Park develops.

Youth Development Programs

The Junior Honorary Rangers will commence in 2007.

Visitors

Information about the Park (see under available resources and programmes below) is compiled to create an 'info-series' of brochures. These will be designed in a tourist-friendly way, providing a brief overview of the flora, fauna and cultural history of the Park. There are also plans to create leaflets showing existing self-guided hiking trails. Currently there are no facilities or information available to the public about the Park beyond L'Agulhas Lighthouse. This info series will help to give visitors a clearer picture of the substance of Agulhas National Park, its current stage of development, and its future potential.

Please state that a detailed programme supports this summary and that it is available.

3.3.3. Local socio-economic development

The ANP is regarded as a socio-economic hub, with ca. 60 % of the region's inhabitants living in rural areas, many being unemployed and poorly educated. The ANP management plan and connected projects will contribute to the national poverty alleviation efforts in the local communities. Other beneficiaries include government departments (Department of Agriculture, local municipalities) and parastatal personnel (SANParks, WCNCB), as well as local NGOs (FVCT, BotSoc, Fynbos Ecotourism Forum) who would benefit from additional training and 'hands on' management experience. Community empowerment, upliftment and poverty alleviation are central to the project's overall objective, with special emphasis placed on providing local communities with new choices and opportunities.

ANP will promote local economic empowerment through shareholding and outsourcing (SMMEs), job creation, and the harnessing of Expanded Public Works Programmes and Poverty Relief Projects (with the aim of expanding beyond arts and crafts). The Park currently employs about 8 people and more work will be created once the developments start.

Discussions with agencies operating on the Plain indicated that most of the people trained through ABI will be integrated into future positions. Strengthening the capacity of the local firefighting teams and encouraging new entrants from the local communities to participate in the fire fighting activities promoted by ABI, would provide local people with practical experience, which will help them in their future contracts.

Farmers' and landowners' organisations are the most significant groupings in the context of achieving the goals of the project, and are, as a collective, a significant partner. Multi-stakeholder forums include all of the catchments management forums and future catchments management authorities, Integrated Development Planning forums as well as the Fire Protection Agency (FPA) for the area.

3.4. Effective park management

3.4.1. Environmental management

Developments, activities and operational issues in Agulhas National Park are currently governed by SANParks conservation values and discipline principles, policies and standard practices. At present the Park does not have a specific environmental programme to address the overall requirements of implementing the SANParks policies. The proposed programme will detail the requirements for establishing the environmental management of developments, activities and operational issues within the Park.

Having an environmental management programme will assist Park management with the achievement of their environmental management responsibility regarding environmental impacts. The programme will provide a mechanism for environmental management throughout all areas and departments at Park level, and focuses on covering environmental aspects which the Park can control and directly manage.

Through implementing the proposed programme, Park management will ensure that an integrated approach is followed and that the desired state for this Park will be achieved. The following objectives will be achieved by implementing this plan:

- continual improvement in the field of environmental management
- compliance to environmental law, and
- show-casing environmental responsibility

The envisaged programme will focus on the following:

- **Management of developments, activities and operational issues:** The Park identifies the environmental aspects which the facility controls and over which it may be expected to have an influence, and determines which of those aspects are considered significant
- **Legal Compliance:** The Park identifies, accesses and communicates legal and other requirements that are applicable to the Park and its impacts.
- **Objectives and targets:** The Park develops objectives and targets for each significant environmental aspect. Objectives and targets are developed considering significant environmental aspects, technological options and financial, operational and business plans, as well as the views of interested parties.
- **Environmental Management Programmes:** The Park establishes environmental management programs (EMPs) as a means for achieving objectives and targets. These programmes define the principle actions to be taken, those responsible for undertaking those actions, and the scheduled times for their implementation.
- **Training, Awareness and Competence:** The Park identifies, plans, monitors and records training needs for personnel whose work may create a significant impact upon the environment.
- **Operational Control:** The Park is responsible for identifying operations and activities associated with significant environmental aspects that require operational controls in procedures, work practices or environmental management programmes, for example:
 - Energy efficiency (sustainable energy utilization, energy saving devices)
 - Water-saving measures (re-use, recycle)
 - Waste Management (pack-it-in-pack-it-out, waste stream analysis, reusable, recyclable, compostable)
 - Internal usage of resources management (water, sand, stone, thatch, other)
 - Pollution management
 - SANParks standards, for example:
 1. Green Procurement (biodegradable, eco-friendly, returnable packaging, reusable, recyclable, compactable, compostable)
 2. Eco-friendly infrastructure (green buildings, touch-the-earth lightly, low toxicity materials, easily decommissioned)

- **Emergency Preparedness and Response:** The Park identifies potential for and responds to accidents and emergency situations, and prevents and mitigates the environmental impacts that may be associated with them

Agulhas NP is planning to develop and implement this programme by December 2007.

3.4.2. Security and safety

ANP subscribes to national and local legislation and corporate policy and guidelines regarding all safety and security matters.

Although disaster management, whether crime-related, natural or otherwise man-made, is not the sole responsibility of SANParks, the organisation also needs to align itself with forums and agencies on a national - and where relevant on an international - basis. Crime should therefore be viewed as a threat and an obstacle to our ability to deliver on our organisational mandate. It also impacts on our product and services expected by our customers, and the customers of the SA tourist market, and thus impacts on the realization of the Southern African region's opportunity to maximize its tourism potential. Essential to achieving the SANParks mandate for safety and security is the challenge of developing a strategic corporate safety plan.

Agulhas National Park in the developing phase is a total open access scenario, making control and related management actions difficult. There are 2 regional provincial roads, the R 319 and R 317, entering and traversing the Park area, as well as 2 local roads entering the Park area at Brandfontein and Rietfontein respectively. There is a wealth of natural and cultural historical resources both in the marine and terrestrial areas of the Park. The existing tourism infrastructure in ANP currently consists only of the Cape Agulhas Lighthouse and Museum, and a section of coastline from Cape Agulhas, westwards to the small holiday town of Suiderstrand.

Problems that are currently being experienced are unauthorised entry into the Park area and various forms of natural resource use (poaching). The most serious and detrimental to the environment is the abalone poaching in the western section of the Park. This activity can lead to interaction with potential visitors in these areas with associated negative implications.

The existing management actions are based largely on reactive steps to information received and illegal activities reported. These actions are coordinated in conjunction with local law enforcement agencies including the SAPS, the local MCM officers and CN. Plans will improve the relationship with these authorities to ensure efficiency from their side.

3.4.3. Infrastructure

In any traditional national park the area needs to be fenced, tourist facilities (including roads) must be developed, and management and support infrastructure provided. These developments need capital inputs and some of the money will be sourced from outside SANParks. Providing basic infrastructure differs from park to park, but is directly related to adequate funding.

The main funding for infrastructure comes from EPWP, DEAT, and the national treasury. Funding proposals are also submitted to international environmental agencies. Viable commercial sustainable tourism needs capital investments and is often made available through concessionaires and operators that function where the Park doesn't have the competency.

The R39 million capital investment promised for the development of the ANP is very much dependent on the community and their support of the management plan and actions to follow.

Tourists

The Park is a developing Park and all existing infrastructure, mostly farming related, has been taken over in the establishment process of the Park. ANP does not have any new infrastructure specifically developed for conservation and tourism purposes. This infrastructure consists of mainly old farming infrastructure on farms bought for inclusion in the Park. Some of these buildings are older than 60 years, making them cultural historical entities under the South African Heritage Resources Act (SAHRA). There are also a lot of small roads and tracks on most of the properties, which were formerly utilized for farming activities. The Park currently has two residential properties in L'Agulhas that are used for offices and accommodation. The Park also manages the Cape Agulhas Lighthouse and other infrastructure on the portions of land incorporated as part of the contractual agreement with the National Ports Authority of South Africa (NPA). Plans have been approved to develop the lighthouse precinct as a destination for tourists.

There is no official tourism road network. The roads mentioned are all reasonably good. The existing roads, tracks and jeep tracks from the earlier farming activities are currently used as management and informal tourist roads and may be utilized as the traditional game viewing and tourism roads. Some of these roads may have to be closed and rehabilitated as they are in sensitive habitats and need to comply with the zoning map (Fig 4). A maintenance plan is currently ensuring the upkeep of existing ANP infrastructure. Mention needs to be made that a general maintenance plan needs to be implemented as part of the infrastructure programme.

Park administration offices and staff housing

An administration office and outbuildings will be needed in future. The Park owns 2 adjoining municipal properties (plots 2 and 665), both developed and adjacent to the Cape Agulhas Lighthouse on the main road in the town of L'Agulhas. This structure serves as the main ANP administration and operational headquarters. The 6-apartment house on plot 2 is currently used as accommodation for students, staff and other visiting officials.

On the property of Southbosch 286/5, the 11-apartment farm house is used as an administration and operational headquarters for the 3 poverty relief projects - the Working for Water (WfW), Working on Wetlands (WoW) and Coast Care (CC) projects. The farm shed is used as storage and a tractor shed, and as a base for basic operational activities.

ANP does not have any resident staff currently residing in the Park. The Park strives to only have the minimal critical operational staff residing on site for operational purposes. All qualifying staff receive a housing allowance, enabling them to own or rent private accommodation.

It is envisaged that the duty manager for the rest camp be on site. Section rangers and field staff may be required to reside in critical sections of the Park at the end of Park consolidation. This will be decided according to available suitable accommodation, or appropriate new accommodation will be provided.

Fences

ANP does not currently have any game- or wildlife-proof fences. The Park needs to be fully consolidated in order to start on the erection of this expensive infrastructure. It is envisaged that certain areas might be fenced once the reintroduction of game is considered.

Bulk services: water and electricity

ANP lies in two local municipal authority areas. The western section, including the properties Ratel River and Rietfontein, fall in the Overstrand Municipality (OM) area. The area to the east of the OM falls in the Cape Agulhas Municipal (CAM) area. Both these local authorities are bulk service providers to their respective areas of jurisdiction. Services include electricity, water, sanitation and refuse removal.

ANP currently obtains all bulk services for all operational purposes from the CAM for operational activities at the L'Agulhas office and Lighthouse.

All infrastructure nodes mentioned, except for Rhenosterkop and Rietfontein, receive power from ESKOM. All sites have water provision from local boreholes and rivers, and all sites have current soak away type french drain systems not connected to any municipal system.

3.4.4. Human Resources and staff capacity building

The upper level staff structure for the Park currently consists of 1 Park manager, 1 ABI project coordinator and 1 conservation planner for the Park and ABI project. The HR section has the biggest impact on the Agulhas budget for the 06-07 year. The appointment of rest camp staff and other operational staff is a need and serves as a significant SANParks counter-funding obligation for ABI. SANParks has committed to appoint 26 staff members in Agulhas National Park by the end of 2006, and currently only 3 have been appointed. This counter-funding ABI commitment was projected as 26 positions for the first year, 6 for the second year, and 2 for the third year. This was severely impacted on by a moratorium on appointments and the withdrawal of the rest camp project.

Operational staff (one conservation planner, 1 P&C officer, 2 section and 2 field rangers, as well as one tourism assistant) have been appointed and a process is underway to establish the respective departments and build appropriate operational motivations and budgets.

The rest camp staff commitment formed the majority of the first year quota. Due to the withdrawal of the rest camp EIA application based on redesign and resubmission, no rest camp staff were appointed. Completion of this project is now scheduled for mid- 2007. It is planned that staff for the rest camp will only be appointed in the second half of the 2007 financial year, hence the expenditure will also be reflected in that part of the year. Income is only expected to be generated from the first month of the 07-08 financial years!

Table 4. Equity/diversity of staff:

Grade	PDI	Females	Disabilities	White Males	Current Vacancies	TOTAL
DL	1			2		3
CU	1				2	3
CL		1			1	2
BU					1	1
BL	2	1			2	5
A						
TOTAL	4	2		2	6	14

All newly appointed staff will receive basic training, skills development training, and other forms of appropriate training. Existing staff will need specialized training in various aspects to perform at their optimum. There will be a major focus on building capacity. A succession plan and development programme needs to connect to SANParks policy. Appointments made will conform to transformation and equity requirements and will be strictly adhered to.

3.4.5. Institutional development and administration

The ANP is fully aligned to the corporate policy, guidelines and protocol on institutional development programmes and actions. This is communicated to the Park from time to time by corporate HQ in Pretoria. Administration is also based on accepted norms and standards as set out in various sets of legislation pertaining to administrative procedures.

3.4.6. Financial sustainability

ANP is a developing Park with typical developmental or establishment financial dynamics. This is in short a scenario where more capital is needed to establish the necessary infrastructure and capacity to be able to generate some means of income. It is expected that the financial viability will increase with the operational activities of the planned 60 bed rest camp and the activation of the general commercial and retail node planned for the Cape Agulhas Light house precinct area.

A further major potential financial contributor for ANP will be the final consolidated and developed Southern Tip of the African continent and meeting place of the Atlantic and Indian Oceans area. This has the potential to generate the same kind of income as is currently generated by TMNP at Cape Point. This remains a controversial aspect given the Suiderstrand access road and conflicting views of how the area should be developed. SANParks remains committed as part of the CDF process to discuss the nodal developments and also present details to stakeholders via a consultative process.

ANP's financial sustainability is described in the current ANP Business Plan for the 2007/2010 cycle. The following general financial predictions are made for the ANP for the five year period 2006-2011.

	2006/2007	2007/2008	2008/2009	2009/2010	2010/2011
Park acquisition & rehab	R 4,127,504	R 26,583,500	R 18,603,160	R 17,723,200	R 18,104,842
Park development	R 56,414	R 1,698,500	R 5,655,000	R 45,751,840	R 13,382,300
Total operating costs	R 1,252,561	R 1,896,973	R 2,077,792	R 2,176,762	R 3,704,368
Total costs	R 5,436,479	R 30,178,973	R 26,335,952	R 65,651,802	R 35,191,510
Total secured annual costs	R 5,436,479	R 7,250,000	R 0	R 31,500,000	R 0
Total unsecured annual costs	R 0	R 22,928,973	R 26,335,952	R 34,151,802	R 35,191,510

Table 4. Summary of financial mapping for the ANP 2006-2011.

3.4.7. HIV/AIDS

HIV and AIDS requires special attention because of its increasing impact on SANParks. Whilst it is an integral component of the EAP (Employee Assistance Programme), it is a priority within the SANParks programming. In the most severely affected settings, there is mounting evidence that HIV/AIDS is eroding human security and capacity, undermining economic development and threatening social cohesion. Inevitably, this situation has serious impacts on business. HIV and AIDS in the Agulhas communities will also concern the tourism progress and general economic growth of the area.

South Africa's hospitality and tourism industry, of which the organisation is a key role player, allows for job creation throughout the country, including rural areas, where HIV prevalence is often high. It impacts on all businesses, both directly and indirectly, resulting in **increased costs** and **reduced productivity**. Against this backdrop, and because SANParks values its human capital, it has now introduced a comprehensive HIV and AIDS programme which includes developing an HIV and AIDS policy, education and awareness, anonymous and unlinked prevalence surveys, know-your-status campaigns, lifestyle management, care, treatment and support, as well as scientific impact analyses. The purpose of an ANP HIV and AIDS programme will be to enable SANParks and its adjacent communities to maintain a healthy and productive workforce. Once the Park is more established, staff would be able to inform and educate the children and communities of lifestyle management, prevention, care and treatment, and support of those who are infected. SANParks could play a pivotal role in sending a positive message in this regard.

3.4.8. Risk Management

Although ANP is still a developing Park with relatively little infrastructure, staff and other operational and plant equipment, risk awareness and management is adhered to on an ongoing basis. This entails the implementation of corporate policies, procedures and protocol.

The purpose of corporate risk management is to ensure that strategic, business and operational objectives are met and that continued sustained growth and biodiversity management takes place. This is achieved by **proactively identifying** and understanding the factors and events that may impact the achievement of the set objectives, then **managing, monitoring** and **reporting** on these risks.

The process for the identification of risk is an objective-driven process which assesses the impact that risks would have on the viability of the objectives. Senior executives and line management within divisions, down to each business unit, are accountable for risk. Each individual Park Scorecard (Balanced Scorecard) reflects the goals, objectives, targets and performance indicators for all its operations. They need to meet all applicable laws and regulations as a minimum and, where appropriate, apply best practice (Table 1).

Section 51 (1) (a) (i) of the PFMA requires the Accounting Authority of a Public Entity to establish and maintain effective, efficient and transparent systems of financial and risk management and internal control.

Reporting on risk management occurs monthly at EXCO. Currently, the existing corporate risk registers (per division) are being aligned with the divisional scorecard objective-setting. The process to integrate Park level scorecards with that of the Director: Parks is currently in progress, but Park managers must, in the interim, advise the Manager: Admin Parks of any significant risk arising for that park that falls outside the scope of ongoing management issues. The Head Risk Management or Manager: Corporate Insurance can be contacted in this regard. THE ANP management remains integrated with local disaster management bodies such as those involved in marine disasters and fire programmes.

4. Adaptive and integrative strategies to sustain the desired state for ANP

The desired state cannot be effectively maintained without explicit attention given to prioritization, integration, operation, and above all, reflection and adaptation according to the principles in the biodiversity custodianship framework. This will be further developed in conjunction with public participation.

The desired state of ANP must be set in a focused way, reducing the need for additional filtering processes to sift out what is most important. Most objectives need to be seriously addressed in the next five year management cycle. A balance must be struck between the energy needed to deal with immediate threats, and the necessity of laying the all-important groundwork for longer-term strategic success. The desired state will take long and be tough to reach, and difficult trade-offs will need to be made along the way. It is hoped that the guidance offered in this section assists that decision-making in a structured way, though obviously ongoing evaluation is imperative.

Cultural and biophysical goals seem compatible given the current formulation of the desired state. Community and visitor expectations will need to be kept high in convincing the public of the key potential in terms of culture and biodiversity. On the other hand, it may be difficult to achieve all the goals within the next five years.

Given the desired state, the next step is for Park management to use this management plan to draw up a detailed plan of action for annual operation, down to the level of tasks and duties, where necessary. The Park Manager must be satisfied that all this serves the desired state as contained in this report. A further cross-check is contained in the Balanced Scorecard system implemented by SANParks, which serves not to replace any objectives contained in this plan, but to support their effective implementation.

If this obligatory feedback is effectively honoured, it is believed that the ANP will be practicing an acceptable, if not sophisticated, level of 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.

5. CONCLUSION

This plan hopes to underpin the expansion and consolidation of the ANP to conserve and increase its biological, cultural and tourism potential. Furthermore, in consultation it will inform the ASI and PF to make the AP a world-class tourist destination through:

- Improved lighthouse precinct area, including sense of arrival and reception area
- Development of a camp
- Development of the Southern Tip
- The CDF will attend to broad zoning and tourism planning
- A marine plan will be attended to as a separate process

The financial status the Park aspires to is to be self-funded and to generate surpluses to invest in conservation and socio-economic upliftment programmes.

The following **planning principles underpin the Agulhas CDF** proposals:

- i. Working towards **regional connectivity of the biodiversity network**, and promoting the Park's catalytic role in the regional economy
- ii. Consolidating the **Park's biodiversity resources, restoration of disturbed ecological patterns and processes, and protection of sensitive habitats**
- iii. Removal of visual intrusions on the landscape, protection of natural landscape features and viewsheds and preservation of ANP sense of place
- iv. Recognition, interpretation and management of the Park's **heritage resources** as visitor attractions
- v. Use zoning in accordance with **ecological carrying capacities** to ensure the Park provides natural experiences for visitors, provision of quality visitor facilities that 'touch the earth lightly' clustered at suitable sites, and use of environmental sustainable technologies in infrastructure provision
- vi. Capitalising on the regional importance of the **Lighthouse precinct** and the Southern Tip as prime tourist attractors in the region
- vii. Maintenance of buffer areas on the Park periphery (especially as transition between natural and urban landscapes) to protect the Park from intrusive surrounding land uses, and functional integration of the Park and the town
- viii. Development of **tourism and recreational** products in the Park to complement those available in Struisbaai, Suiderstrand, L'Agulhas and De Hoop
- ix. Ensure that ANP acts as a **catalyst for tourism and community** development in the region

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South African National Parks would like to thank everybody who participated and had input in the formulation of this document