

South African National Parks



South African
NATIONAL PARKS

**COORDINATED POLICY FRAMEWORK
GOVERNING PARK MANAGEMENT PLANS**

July 2006

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SUMMARY

This document constitutes a policy framework intended to give guidelines to the management of all national parks managed by South African National Parks (SANParks). A policy framework is a requirement of the National Environmental Management: Protected Areas Act No. 57 of 2003 (NEM:PAA).

The policy framework encompasses the institutional, ecological, economic and social environment for park management and includes;

- (1) an introduction to the management plan requirements of the NEM: PAA, what it means for stakeholders, and the provisions SANParks has made to comply with the Act.
- (2) SANParks as an organization, its business architecture and performance management system (by means of the Balanced Scorecard).
- (3) corporate policy guiding principles focusing on proactive management.

SANParks policies are guided by its vision and mission statements. As a public entity, the organisation is committed to act in pursuit of transformation of South Africa's society in support of entrenching South Africa's democracy. And as such, this policy framework will be open to public review by stakeholders from mid-July 2006.

1. INTRODUCTION

The National Environment Management: Protected Areas Act No. 57 of 2003 (NEM: PAA) requires that South African National Parks (SANParks) produces management plans for all national parks in consultations with stakeholders. In addition to NEM: PAA the preparation of park management plans by SANParks is governed by:

- Related legislation such as the National Environmental Management : Biodiversity Act (NEM: BA),
- National policy, and
- International conventions that have been signed and ratified by the South Africa Government.
-

The purpose of a management plan (Cowan 2006) is –

- 1) To inform management at all levels, from the Park Manager through to the CE and on to the Board and Minister;
- 2) To streamline procedures, including for example
 - a) Gaining permission to buy extra land for inclusion into a park in terms of section 81 of NEM: PAA
 - b) Scoping for environmental impact assessments.
- 3) To provide a sound motivation for justifying budgets and where necessary increasing them, as well as providing indicators to ensure that the budget is spent correctly.
- 4) To build accountability into the management of national parks.
- 5) To provide for capacity building and future thinking.

In the consultative process of developing management plans in accordance with national legislation and policy, SANParks is committed to adhere to the internationally accepted five principles of good governance identified at the Vth World Park Congress (Graham *et al.* 2003) namely:

- **Legitimacy and voice:** participation and consensus orientation.
- **Direction:** strategic vision, including human development and historical, cultural and social complexities.
- **Performance:** responsiveness of institutions and processes to stakeholders, effectiveness and efficiency.
- **Accountability:** accountability to the public and to institutional stakeholders, transparency.
- **Fairness:** equity, rule of law.

1.1. The Purpose of the Management Plan Coordinated Policy Framework

In accordance with NEM: PAA the focus of the management planning exercise is on the individual national parks. Management plans for each of the national parks managed by SANParks are due for submission to the Minister within 12 months of the promulgation of NEM: PAA, the deadline for submission being 31 October 2006. Section 41 of NEM: PAA stipulates that management plans should include “a coordinated policy framework”. SANParks will meet this requirement in the form of this ‘stand-alone’ document which

outlines the overarching policy standpoints applicable to all of the national parks that are under its custodianship. These policy standpoints are based on -

- 1) SANParks' own values and policy as determined by its Executive Management and Board.
- 2) national policy as set out in -
 - a) The White Paper on the Conservation and Sustainable Use of South Africa's Biological Diversity of 1997.
 - b) The Bioregional Approach to South Africa's Protected Areas, 2001/2002.
 - c) Community Based Natural Resource Management Guidelines, 2003.
 - d) National environmental management principles set out in section 2 of the National Environmental Management Act
 - e) Relevant norms and standards set by the Minister in terms of NEM: PAA and NEM: BA.

Thus the Coordinated Policy Framework as set out in this document provides the overall framework within which management of the institutional, ecological, economic, technological, social and political environment of national parks can take place. It is necessarily broad rather than detailed; setting overall guidelines within which detailed management issues can be implemented in a consistent fashion for individual parks.

In accordance with NEM: PAA the Coordinated Policy Framework is open to review by interested and affected parties. Reviewers therefore have the option of examining the Policy Framework as a stand-alone document, or they may review the Policy Framework in conjunction with management plans for individual national parks.

The Coordinated Policy Framework will be reviewed on a regular basis to ensure that it continues to reflect the organisation's mandate, current societal values and new scientific and indigenous knowledge with respect to protected area management.

1.2 Provisions for the Development of Plans for Individual National Parks in Consultation with Stakeholders

The following national parks are currently under the management of SANParks:

- Addo Elephant
- Agulhas
- Auwabies Falls
- Bontebok
- Camdeboo
- Groenkloof
- Table Mountain
- Golden Gate Highlands
- Karoo
- Kgalagadi Transfrontier
- Kruger
- Mapungubwe
- Marakele
- Mountain Zebra
- Namaqua

- Tankwa Karoo
- Tsitsikamma
- Richtersveld
- Vaalbos National Park
- West Coast
- Wilderness

As noted, management plans are being prepared for these parks, and each will undergo specific stakeholder consultation processes. There are, however two exceptions: Vaalbos and Groenkloof. Vaalbos National Park is in the process of deproclamation and its replacement has not yet been formally assigned to SANParks by the Minister. Thus Vaalbos is not part of the current planning exercise. A plan for the 'new Vaalbos' will be submitted within 12 months of its assignment by the Minister.

Groenkloof, the Head Office of SANParks, although listed as a national park, is only 4 ha in size and does not conform to the IUCN (1994a) definition of a national park. It is currently of no significance for either biodiversity conservation or as a destination for visitors. It does, however, play an important role as the centre of leadership and administration of national park system. A management plan is therefore being prepared for Groenkloof which focuses on its role in overall direction-setting, governance and administration. In the interest of providing a sound motivation for justifying budgets the costs of maintaining Groenkloof are set out as part of this management plan. Management functions, including budgets, of other regional offices of SANParks that play a supporting role to the management of national parks (Kimberley, Port Elizabeth, Bellville and Rondevlei) are included in the plan for Groenkloof. Although the management plan for Groenkloof is open to review on request by interested parties, it will not undergo a specific stakeholder consultation process.

For all parks other than Vaalbos and Groenkloof a Stakeholder Consultation Report will be prepared which will detail the Public Participation Process, including

- The parties consulted
- Consultation workshops and meetings held
- Issues raised by stakeholders
- All documentation that was produced during this process.
- Overall evaluation
- Concluding remarks and recommendations.

In addition, the overall Issues and Response Document will be prepared which will summarize all issues raised by stakeholders and the responses given by SANParks to these issues. The Stakeholder Consultation Reports and the Issues and Response Document will be submitted to the Minister by 31 October 2006, together with the management plans for each national park. By this means SANParks will endeavour to provide the Minister with an accurate picture of stakeholder interests as expressed to SANParks in the consultation process.

2. POLICY CONTEXT

2.1 Vision, Mission and Values of SANParks

According to the Public Finance Management Act, Act 1 of 1999 (as amended by Act 29 of 1999), SANParks is a Schedule 3(a) “public entity” that functions under the ambit of the NEMA: Protected Areas Act, 2003 (Act 57 of 2003). The core mandate of SANParks is the conservation and management of biodiversity through a system of National Parks. Besides cultural heritage, SANParks also promotes and manages nature-based tourism and delivers both conservation management and tourism services through an authentic people centred approach.

The nature of SANParks’ business poses a fundamental challenge for the organisation to develop and integrate approaches that ensure the achievement of its “public good” mandate (conservation management, constituency building through a people-centred approach to conservation, cultural heritage management as well as socio-economic development programmes) with its “private good” mandate of growing the nature-based tourism business at a surplus. To do this, SANParks has to adopt both the public good principles and measurement standards, and the business and strategic principles of successful private enterprises. Furthermore, SANParks’ nature-based tourism pillar has to balance its surplus objectives with the stated objective of government to make the National Parks accessible (at affordable prices) to communities that were previously excluded to the biodiversity, cultural-heritage and other experiences that South Africa’s national parks can offer.

The organisation’s operations are totally guided by its vision statement (the word picture of the future) and mission statement (depicting the purpose of its existence). As a public entity, the organisation is committed to act in pursuit of transformation of South Africa’s society in support of entrenching South Africa’s democracy. In this regard the organisation has adopted a transformation mission to guide its efforts accordingly.

The Vision of South African National Parks is that:

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

The Mission of South African National Parks is:

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

The Transformation Mission of South African National Parks is:

To ensure effective transformation both within SANParks and the broader society and economy, through the implementation of broad-based Black Economic Empowerment in support of the Constitution of South Africa.

2.2 South African National Parks Values

The values of SANParks, grouped into corporate and conservation values, are:

2.2.1 Corporate Values

SANParks has adopted eleven corporate values, which serve as guiding principles around which all employee behaviour and actions are governed and shaped. As SANParks employees

- We shall demonstrate leadership in all we do
- We shall embrace, and be guided by environmental ethics in all we do
- We shall promote transformation within, and outside of the organisation
- We shall strive for scientific and service excellence at all times
- We shall act with professionalism at all times
- We shall adopt, and encourage initiative and innovation by all
- We shall treat all our stakeholders with equity and justice
- We shall exercise discipline at all times
- We shall show respect to all
- We shall act with honesty and integrity
- We shall strive for transparency and open communication at all times

2.2.2 Conservation Values

SANParks has adopted the following set of conservation values by which all its conservation activities and programmes are governed.

In this context values are taken to mean ***deeply-held beliefs which guide the formation of principles for decision-making and action.***

As an underlying premise, it was recognized that:

1. SANParks, as custodian, should take the lead in formulating values to be upheld in national parks.
2. The values formulated by SANParks are viewed as proposals that should be tested against societal values. They are expected to evolve over time.

It is recognized that values can to an extent be separated from principles. Thus important principles that follow from the values are identified below.

These conservation values should be read in conjunction with the corporate values listed above.

The conservation values commit us to:

- Respect the complexity, as well as the richness and diversity of the socio-ecological systems making up each national park and the wider landscape and context. Respect the interdependency of the formative elements, the associated biotic and landscape diversity, and the aesthetic, cultural, educational and spiritual attributes¹. Leverage all these for creative and useful learning.
- Strive to maintain natural processes in ecosystems, along with the uniqueness, authenticity and worth of cultural heritage, so that these systems and their elements can be resilient and hence persist.
- Manage with humility the systems under our custodianship, recognising and influencing the wider socio-ecological context in which we are embedded.
- Strive to maintain a healthy flow of ecosystem and cultural goods and services (specifically preserving cultural artefacts), and to make these available, also through access to national parks, thereby promoting enjoyment, appreciation and other benefits for people
- When necessary, intervene in a responsible and sustainable manner, complementing natural processes as far as possible, using only the level of interference needed to achieve our mandate.
- Do all the above in such a way as to preserve all options for future generations, while also recognizing that systems change over time.
- Finally, acknowledge that conversion of some natural and cultural capital has to take place for the purpose of sustaining our mandate, but that this should never erode the core values above.

2.2.2. Principles

Overall principles, as ways of thinking:

- Biodiversity forms an important basis of the ecosystem services that sustain the benefits that humans derive from conservation.
- The Web of Life² is seen as a fundamental notion, evoked in all thought processes.
- People are seen as part of ecosystems, though the ways in which they interact with ecosystems may vary widely in different parks and circumstances.
- Thoughtful experimentation is seen as essential, to promote learning.
- Multiple ways of knowing and acquiring knowledge are acknowledged, appreciated and integrated.
- We aim to interpret the meaning of cultural, biodiversity and landscape assets through careful documented recognition of their significance, including their tangible and intangible value, and full natural and cultural context, by fostering

¹ **Biodiversity** (explained as biotic and landscape diversity above) includes structure, function and composition of biotic and all underlying abiotic elements. **Cultural Heritage** includes moveable, immovable, tangible and intangible assets, even living arts.

² The term **Web of Life** is used in the sense given to it in Convention on Biological Diversity, which states that "Biodiversity.....forms the web of life of which we are an integral part and upon which we so fully depend."

productive involvement of all stakeholders and associated communities in the development and implementation of interpretative values.

- We measure our performance in all that we are mandated to do.

2.2.2.1 Principles underlying social and regional linkages

- We are responsive to the impact of other value systems on biodiversity. In this context we use the acronym V-STEER (Values – Social, Technological Ecological, Economic, and Political) to encompass the range of value systems that together inform an acceptable vision of the future.
- We are concerned, and responsible, for the implications of our conservation management decisions/actions, within and without a park/SANParks, for other (V-STEER) systems at local, regional and global levels.
- Co-operative governance is seen as a central guiding principle, and collaborative methodologies are thus seen as fundamental.
- We manage in a bio-regional context to promote connectivity across all landscape elements.
- The acquisition and restoration of land are guided by the values and principles set out in this Policy Framework.
- We strive for continuous, and co-operative, improvement of public perception of our rationale for conservation practice and beneficiation of biodiversity/ecosystem services.
- Our understanding and management must reflect the social imperatives (e.g. transformation, equity, efficiency, empowerment, growth) of an emerging African democracy.
- Whenever feasible and justifiable, we strive to implement the option which best serves local community needs

2.2.2.2 Principles of biodiversity planning and implementation

- We aim at the persistent achievement of biodiversity representivity and complementarity to promote resilience and ensure ecosystem integrity
- We treat all biodiversity elements (all species, ecosystems, processes, structural components, etc.) with equity.
- We ensure representivity while accounting for uniqueness.
- Where human-induced influences warrant, interference, even severe interference, is acceptable for achieving our biodiversity custodianship mandate.
- A laissez-faire approach may be used but it will be a conscious and informed choice.

2.2.2.3 Principles of compliance and safety

- Influence and collaborate in due diligence in all that we do to support the spirit of the law and as well as the letter of the law while influencing positive changes in the development of legislation and legal compliance to further improve, and reinforce, necessary controls for protected areas.
- Aim to ensure effective management of protected areas through compliance to, and enforcement of, relevant legislation to promote conservation of biodiversity and heritage within our mandate.
- Accept the accountability and responsibility for protection within SANParks to

ensure an appropriately safe and secure environment while practicing minimum force

2.2.2.4 Principles of integration

- We strive to maintain a balance, as well as to mitigate potential areas of conflict in the management of biodiversity and cultural heritage

2.2.2.5 Principles relating to the role of tourism

- Tourism is currently the primary and preferred internal mechanism to attain financial sustainability- and as such, the sustainability of the tourism operation itself needs to be assured. This financial driver should never become an end in itself, and should never erode the conservation values. Viewed together with other financial sources, the overall outcome must effectively enable SANParks.
- Within the bounds of the above conservation values, SANParks aims to
 - provide sustainable high-quality nature-based, value for money tourism experiences, promoting our biodiversity, cultural and where applicable wilderness qualities, to our strategic advantage.
 - contribute to building a broad based constituency for sustainability and conservation in a people-centered way.
 - Use appropriate nature-based and cultural tourism as the best possible financial opportunity to support and supplement conservation.
 - Strive for customer service excellence in line with market expectations, but compliant with other values of the organization
 - Offer a variety of opportunities and products
 - Offer equitable access, implementing the principle of subsidization if needed
 - Recognize that apart from limitations of the biophysical environment and the park's desired state, tourist density may need to be constrained by the experiential perceptions of those in the marketplace.
 - Promote mutual benefits with our key stakeholders, as well as opportunities for growth and development of neighbouring communities, bearing in mind that SANParks is not a development agency.
 - Strategic tourism planning and sustainable product development, using zonation and appropriate style (see development principles below) to achieve the desired state in the park and in regional context
 - Tourism should generate economic activity, involve local people in decision-making, and meaningfully support their culture and heritage

2.2.2.6 Principles of integrating development with conservation

- The Precautionary Principle applies to situations where decisions are required in the face of uncertainty, as a means of arriving at an appropriate decision through a consultative process aimed at identifying benefits, costs and risks, and assignment of the burden of proof (Cooney 2004). It is applied in the spirit of strategic adaptive management.
- A strategic planning approach must be taken to ensure integrated and informed decision making.
- Activities should be informed by the landscape, the context of the park and

environmental constraints.

- Adopt an eco-friendly approach for all aspects of the organisation to ensure sustainable development and best practice in environmental management as an example of responsible stewardship through:
 - 'Touching the Earth Lightly'
 - Striving towards legal compliance
 - Procuring and purchasing eco-friendly products and materials
 - Preventing and then minimising waste through a 'pack it in – pack it out' philosophy.
 - Preventing and responsibly treating pollution to ecological discharge standards.
 - Using rare and precious resources, especially water, conservatively.
 - Using sustainable energy

2.3 Strategic Adaptive Management

SANParks Strategic Business is underpinned by the principles of Adaptive Management. Adaptive management "*is a management philosophy that places emphasis on strong goal-setting, integration of design, management and systematic monitoring in order to adapt and learn*". In addition to its application in the field of management in general, adaptive management has emerged as the most widely-accepted model for managing complex ecological systems. SANParks uses Strategic Adaptive Management (SAM) to attain its biodiversity custodianship mandate while ensuring maximum learning to continually improve understanding of ecosystems. In essence adaptive management is a process that defines actions, decision-making and learning in which an institution is responsive to biophysical, social, economic and political changes and is able to respond quickly and appropriately to such changes.

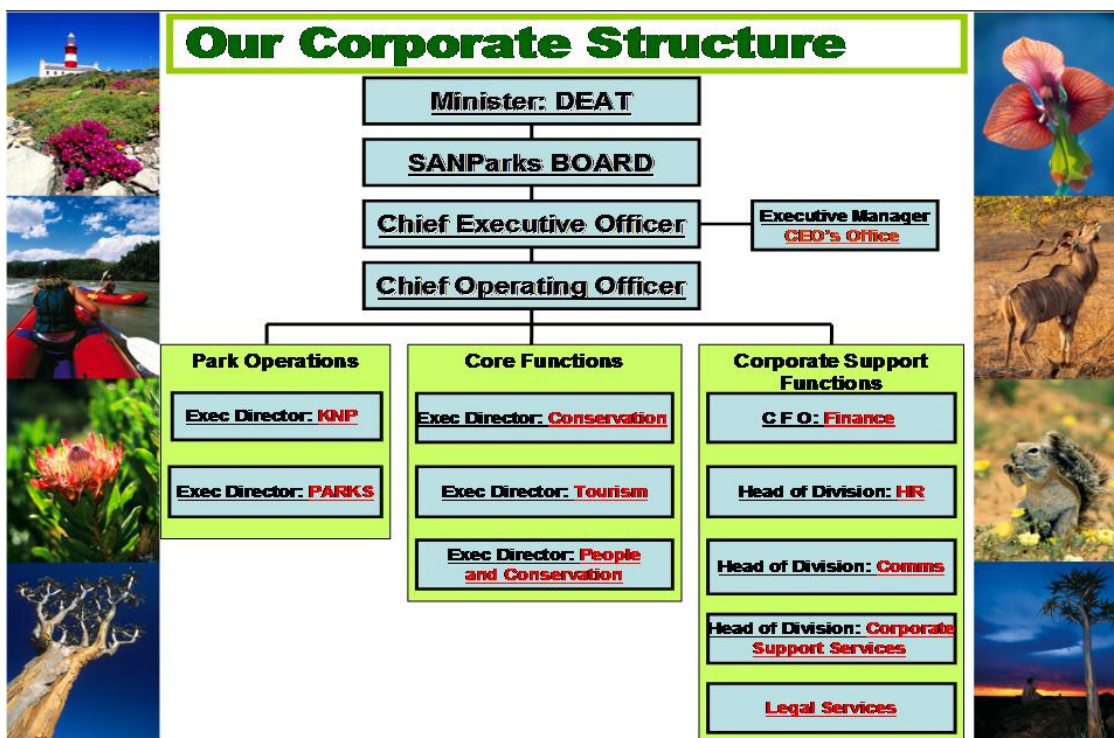
3. Organisational structure

SANParks' business operations are founded on three important core pillars:

- Conservation – *the primary mandate of SANParks is the conservation of South Africa's biodiversity, landscapes and associated heritage assets through a system of National Parks.*
- Nature-based tourism – *the organisation has a significant role in the promotion of South Africa's nature-based tourism, or ecotourism business targeted at both international and domestic tourism markets. The eco-tourism pillar of the business architecture provides for the organisation's self-generated revenues from commercial operations that is necessary to supplement government seed funding of conservation management. A significant element of the ecotourism pillar is the Commercialisation Strategy (which through the implementation of Public Private Partnerships) has as its objective reducing the cost of delivery, improving service levels by focusing on core business and leveraging private capital and expertise as well as the objective of expansion of tourism products and the generation of additional revenue for the funding of conservation and constituency building.*

- Constituency building towards a people-centred conservation and tourism mandate – SANParks is required to build constituencies at international, national and local levels, in support of the conservation of the natural and cultural heritage of South Africa. It has to ensure that a broad base of South Africans participate and get involved in biodiversity initiatives, and further that all its operations have a synergistic existence with neighbouring or surrounding communities for their socio-economic benefit.

The following depiction is a reflection of SANParks' high level organisational structure:

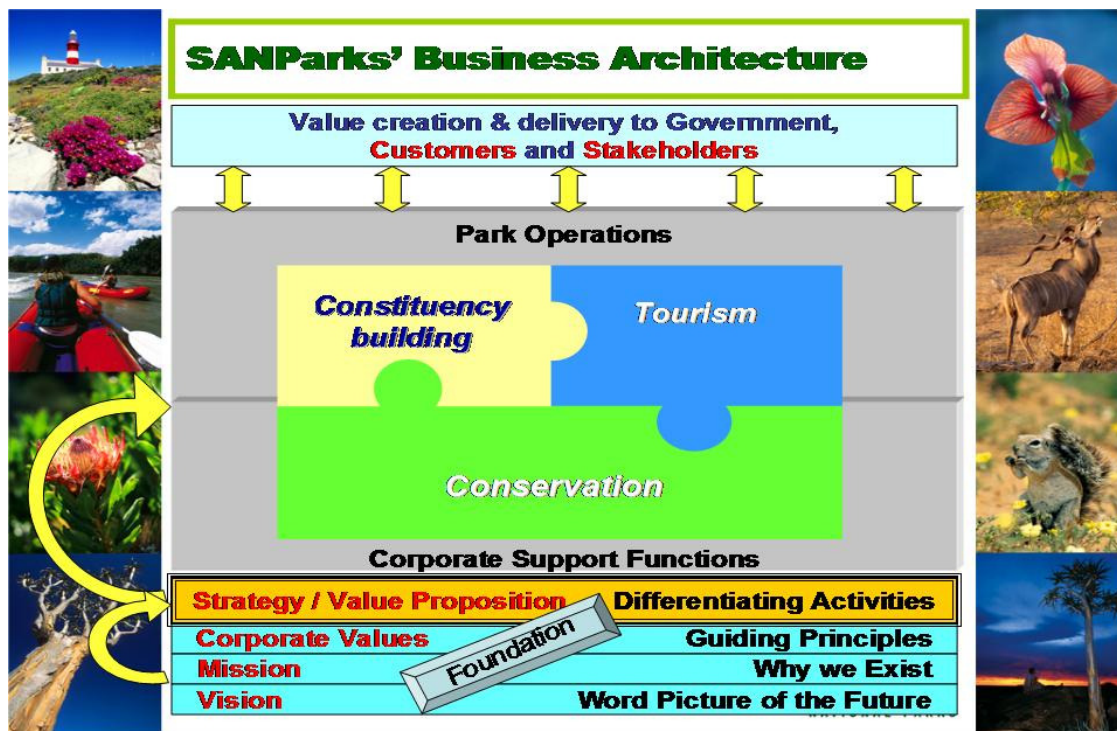


In addition to the three core pillars of Conservation, Tourism and People and Conservation, SANParks has the generic support functions of Finance, Human Resources, Corporate Communications, Corporate Support Services (including Information and Communications Technology as well as GIS), Environmental Management and Legal Services.

The operational component of SANParks is delivered through the individual national parks – these being organised under two divisions namely, Kruger National Park and the Parks Division, the latter including the remaining national parks.

3.1 South African National Parks Business Architecture

Below is a diagram depicting the organisation's business architecture:



3.2 Strategic Objectives, Performance Management and the SANParks Value Proposition

NEM: PAA (Section 43) requires management plans to include a means of monitoring performance of a protected area in accordance with a set of measures and indicators. SANParks uses the Balanced Scorecard (BSC) (Kaplan and Norton ##) for objectives setting and performance management of national parks. The setting of strategic objectives stems from the Value Proposition, which represents a formulation of the essential functions of SANParks. The Value Proposition is:

To manage a system of National Parks that represents the biodiversity, landscape and associated heritage assets of South Africa providing visitors with access to value for money unique experiences delivered through operational excellence that is underpinned by authentic constituency building and corporate governance for the benefit of all stakeholders.

The SANParks' Value Proposition has been translated into the key BSC strategic objectives. These strategic objectives are categorised into the four focus areas of the BSC, namely:

- Financial
- Customers and Stakeholders
- Internal Processes
- Learning and Growth



The achievement of these identified objectives is critical for ensuring the delivery of SANParks' value proposition. These high level BSC objectives hold for all national parks. They represent the highest level in a hierarchy of objectives, and they influence and are reflected in all objectives at lower levels, including those for individual parks and those for park managers and support staff.

For each objective, measures to assess the degree of attainment of the objective have been set, and specific targets have been identified. The management plans for individual parks set out the park-specific objectives and, where relevant, also identify measures and targets. The performance measures of individual staff members in the parks, or in supporting roles in the regional and head offices, are linked to the corporate and park-specific objectives. Performance management through the Balanced Scorecard thereby enables SANParks to fulfil one of the most important purposes of management plans,

which is to build in accountability through clear measurement of performance in relation to set objectives.

For assessment of the important objective of biodiversity conservation in parks a specific audit - the State of Biodiversity Assessment - will be conducted annually. This is a tool to assess the attainment of biodiversity objectives as set in the management plans, and will allow feedback and adjustment in accordance with adaptive management principles.

4. Policy Themes

The policies of SANParks follow from the BSC strategic objectives given above. The following sections detail the policies relevant to each strategic objective.

4.1 FINANCIAL: GROW REVENUE AND IMPROVE INCOME TO COST RATIO

4.1.1 Commercialisation policy

In September 1998, the Department of Environmental Affairs and Tourism articulated the need for SANParks to prepare for the eventual weaning from state funding. This formed the basis of the Commercialisation Strategy adopted by SANParks in 2000 with its foundation in the economic theory which defines the State's responsibility as one of performing a regulatory function and intervening in the market-place only where there is market failure.

The implementation of the Commercialisation Strategy (2000), which was in essence as a result of two projects namely concessioning of Eco-Tourism Lodges and Outsourcing of Shops & Restaurants has yielded in annuity income of over R73m since 2002, attracted capital over R270m in 2001 terms and created over 620 additional sustainable jobs.

After the implementation of the 2000 strategy, there are significant developments in SANParks approach to Public Private Partnerships (PPP) initiatives. Whilst the 2000 strategy was time-based and needed to be updated in 2006, SANParks has identified several new PPP opportunities that will enable the organisation to better infrastructure towards 2010. In order to accelerate private participation in the state and improve on efficiencies, the National Treasury has developed the Eco-Tourism Toolkit (2006) which prescribes the processes for entering into PPPs.

Accordingly, SANParks is developing a Strategic Plan for Commercialisation. The objective of the strategy is to ensure that SANParks has the fundamentals in place for managing existing and for entering into new PPPs successfully. Once this strategy has been endorsed by the SANParks Board, this will be submitted to the National Treasury. The Strategy will incorporate all requirements as per the Tourism BEE Charter and Scorecard.

4.1.2 Branding and advertising policy

The key branding and advertising challenge for SANParks is to firmly entrench the brand within the current and potential markets. Linked to this is brand equity aimed at growing the association with the current and potential target markets.

In response to these challenges, SANParks has adopted the following policies regarding branding and advertising:

- A comprehensive corporate identity standards document has been developed to guide the usage of the corporate identity. The guidelines in this document relating to font, logo usage and placement and pantone colours.
- All parks are branded and routes to parks are clearly marked following the standards set in the corporate identity manual.

- Parks are encouraged to create their own strong identities, these have to be synergistic with the corporate identity as an umbrella brand and the display of park attributes should follow a certain agreed standard.
- All marketing collateral is consistently designed displaying the Parks attributes according to the internal marketing standards set. Compliance to the corporate identity standard is also taken into account in designing the Park specific marketing material.
- In advertising the logo should prominently feature on top or at the bottom of each advert.
- Our brand has evolved and the marketing department is currently designing a pay-off-line to prominently feature in all marketing and advertising initiatives.

4.1.3 Marketing and sales policy framework

The policy adopted by SANParks is to align marketing and sales initiatives and ensure synergy among the various activities taking place within these divisions, resulting in the generation of revenue through our tourism offering:

The role of marketing is to:

- To maintain the current market
- Cultivate and sample our product to potential markets
- Identify and develop new markets to be exploited in future
- Build a strong brand which can be aligned to current and future offerings

The role of sales is to:

- Exploit the markets developed through provision of services and packages which addresses the market needs
- To identify and work with strategic partners who can serve as agents delivering on the revenue generating initiatives
- To offer professional service to current clients that will serve to maintain the current client base.
- Act as SANParks brand ambassadors through portrayal of professional image desired from brands of similar nature.

4.1.4 Emerging Market policy

SANParks as a state owned organization has a mandate to make all national parks accessible to all demographic groups within South Africa. The South African emerging market is our main area of focus. We are addressing this market needs through:

- Creating attention through education
- Developing interest through exposure to our product offering
- Cultivating desire through sampling our product
- Making a call to action through provision of affordable packages which are enticing to this market.

Our policy in addressing the various challenges within this market involves:

- Embarking on continuous research to understand the evolving needs of this market.
- Allocate at least 60% of the budget in developing and captivating this market for current and future benefits.

- Identifying strategic partners who can offer financial and capacity assistance in addressing the audience's needs.
- Focusing on educating the younger segment of this market on wilderness destinations as a future investment.
- Create a tourism and nature conservation culture relevant to all South Africans.

4.1.5. Generating revenue from the sale of wildlife and plants.

The aim of this policy is to provide SANParks with the guiding principles for generating income from the sale of wild animals and plants. The SANParks Board has approved that income from the sale of wildlife and plants may be used for the management, expansion and development of the national park system. This is provided for by Sections 19 and 55 of the National Environmental Management: Protected Areas Amendment Act No. 31 of 2004. SANParks' policy on wildlife sales answers to the demand on the part of numerous landholders in South Africa for wildlife to maintain on their land, thereby supporting private sector involvement in biodiversity conservation.

SANParks maintains the following principles in conducting all transactions involving sales of wildlife and plants:

- **Animal/plant selection.** In the selection of animals/plants for sale it is important to avoid as far as possible exerting undesirable selection pressures that may influence the gene pool of populations maintained in national parks. Therefore, when capturing animals or harvesting plants for sale, SANParks will not select for trophy characteristics, or any other morphological feature that may be considered desirable by buyers.
- **Sale of animals for the purpose of hunting.** SANParks recognises the right of buyers of animals from National Parks to use the animals for hunting purposes provided that this is done in accordance with provincial regulations, ethical and welfare principles. Once finalized, the National Norms and Standards for the Regulation of the Hunting Industry in South Africa (which recently underwent public review) will in future determine SANParks policy in this regard.
- **Sale of high value species to generate revenue.** SANParks sells certain high value animal species purely to generate revenue, rather than because it is necessary to control these species for management reasons.
- **Animal welfare.** The highest ethical standards in the treatment of animals are maintained, as guided by SANParks Standard Operating Procedures which are approved by the SANParks Animal Use and Care Committee.
- **Accepted conservation practice: the maintenance of biodiversity.** SANParks will observe the measures necessary for the conservation of biodiversity and the maintenance of the genetic integrity of South African biota, which will be set in the Regulations of the National Environmental Management: Biodiversity Act once these are completed and promulgated. (These Regulations are in draft form at the time of writing.)
- **Quality service to customers and clients.** SANParks strives to supply quality service and products to buyers of wildlife and plants.

4.2 CUSTOMER AND STAKEHOLDER: NATURE BASED TOURISM DESTINATION OF CHOICE

4.2.1 Strategic Objectives Relevant to Tourism

SANParks has adopted the following strategic objectives that will act to guide all decision making processes in respect of tourism development and management processes:

- *Provide sustainable high-quality nature-based, value for money tourism experiences, promoting our biodiversity, cultural and where applicable wilderness qualities, to our strategic advantage.*
- *Contribute to building a broad based constituency for sustainability and conservation in a people-centered way.*
- *Using appropriate nature-based tourism as the best possible financial opportunity to support and supplement conservation. This financial driver should never become an end in itself, and should never erode the core conservation values of the organization. Viewed together with other financial sources, the overall outcome must effectively enable SANParks.*

Recognizing the above overarching values and the competitive realities of the nature-based tourism market, the following supporting strategic objectives hold:

- *Strive for customer service excellence in line with market expectations, but compliant with other values of the organization*
- *Offer a variety of opportunities and products*
- *Offer equitable access, implementing the principle of subsidization if needed*
- *Recognize that apart from limitations of the biophysical environment and the park's desired state, that tourist density may need to be constrained by the experiential perceptions of the marketplace*
- *Recognizing the wider organizational, societal and regional contexts*
- *Promote mutual benefits with our key stakeholders, as well as opportunities for growth and development of neighbouring communities, bearing in mind SANParks is not a development agency*
- *Strategic tourism planning and sustainable product development, using zonation and appropriate style (such as "limits of sophistication", "touch the earth lightly", architectural themes) to achieve the desired state in the park and regional context*
- *And as such, the following value holds to achieve all this;*
- *Practice healthy human resource, governance and business principles,*
- *be guided by sound research and market studies*

4.2.2 Strategic focus and intent regarding the changing of the guest profile to be representative of the demographic profile of the country

SANParks as a state owned organization has a mandate to make all national parks accessible to all demographic groups within South Africa. The South African emerging market is our main area of focus. We are addressing this market needs through:

- Creating attention through education.
- Developing interest through exposure to our product offering.
- Cultivating desire through sampling our product.
- Making a call to action through provision of affordable packages which are enticing to this market.

Our policy in addressing the various challenges within this market involves:

- Embarking on continuous research to understand the evolving needs of this market.
- Allocate at least 60% of the budget in developing and captivating this market for current and future benefits.
- Identifying strategic partners who can offer financial and capacity assistance in addressing the audience's needs.
- Focusing on educating the younger segment of this market on wilderness destinations as a future investment.
- Create a tourism and nature conservation culture relevant to all South Africans.

4.2.3 Visitor safety and security

SANParks strives to ensure safety and security of visitors, staff and environmental resources. Safety and security needs to be maintained in a great variety of situations as some parks are remote, some are situated on international borders, others are coastal, and some are in urban or metropolitan environments. Issues include violent crime, particularly in metropolitan environments, poaching (subsistence and syndicated) and cross-border crime.

SANParks regards it as being vital to maintain parks as havens that are generally safe, secure and free of the crime often encountered in certain urban areas. The public at large requires visible assurance of a secure environment and to have certain guarantees that the resources, especially animals are being protected.

In achieving its mandate for safety and security SANParks works in close partnership with other agencies responsible for law enforcement.

4.2.4 Policy for setting the range of activities open to visitors by zone, explanation of the sensitivity-value analysis and the CDF.

NEM: PAA stipulates that the management plan must contain "a zoning of the area indicating what activities may take place in different sections of the area and the conservation objectives of those sections". NEM: PAA also states that the management

plan may “contain development of economic opportunities within and adjacent to the protected area”.

SANParks currently has two levels of spatial plans:

- Conservation Development Framework (CDF): NEM: PAA requires SANParks to adopt a coherent spatial planning system in all national parks. The overall strategic spatial plan for a national park is what SANParks calls a Conservation Development Framework (CDF). This is a strategic spatial plan for a national park and its surrounds that indicates a range of visitor use zones, areas requiring special management intervention, the placement of visitor facilities, the nature and size of these facilities, entry points and movement routes through the park. It also provides guidelines for the management of land use along the park’s borders.
- Park use zonation: A park use zonation plan is a lean version of the CDF. The primary objective is to establish a coherent spatial framework to guide and co-ordinate various conservation, tourism and visitor experience initiatives in and around a park. The park use zonation is based on the same biodiversity and landscape analyses undertaken for a CDF. However, certain elements underlying the CDF may not be fully incorporated into the park use zonation. In particular, the park use zonation plan will usually not incorporate elements such as a full tourism market analysis. Typically the park use zonation approach is applied in smaller and developing parks, though the long term objective is to have a full CDF for all parks.

The CDF is underpinned by a thorough analysis of the biodiversity, cultural-heritage and landscape limits to development, as well as the tourism opportunities available. Sensitivity-value analysis is a decision support tool for spatial planning that is designed to integrate best available biodiversity information into a format that allows for defensible and transparent decisions to be made. The process is based on the principle that the acceptability of development at a site is based on the site’s conservation value (evaluated in terms of its contribution to the national conservation estate) and its sensitivity (vulnerability to a variety of types of disturbance). The process aims to operate within the principles and philosophy of systematic conservation planning. Typically, the sensitivity value analysis includes the following elements: habitat (including special habitats), biodiversity (including topographic/geomorphic, soil, hydrological, vegetation (including special species sensitivity), aesthetics, cultural heritage (including archaeological sites, historical sites, other sites enjoying protection under SAHRA, sites of spiritual and religious significance, traditional access routes, resources, paths and roads etc).

As an additional aspect, the nature-based tourism opportunities are identified within the park as required by the NEMA: PAA in order to guide tourism development to support the conservation mandate.

SANParks has adopted a dual zoning system for its parks (details of the zones are given in the SANParks CDF manual). The system comprises: a) visitor use zones covering the entire park and b) special management overlays which designate specific areas of a park that require special management interventions.

Once the CDF has been completed for a park, SANParks follows an Integrated Environmental Planning and Management process to ensure sustainable development within the parks.

4.3. CUSTOMER AND STAKEHOLDER: CUSTODIAN OF CHOICE OF PROTECTED AREAS

4.3.1 Park expansion policy

SANParks' expansion and consolidation strategies are aimed at the establishment and expansion of its national parks that represents the biodiversity, landscapes and associated heritage assets of South Africa. The country has set a target of ensuring that 8% of its terrestrial areas and 20% of its coastline are under protection by 2010.

The setting aside of large conservation areas is primarily designed to maintain essential ecological patterns and processes associated with preserving functioning examples of the country's different biomes, land- and seascapes, and cultural landscapes. Large size also enhances the aesthetic appeal of an area, especially its recreational and spiritual values. Furthermore, expansion of national parks remains necessary in the face of the consequence of climate change and the habitat needs of threatened and endangered species. Thus, for national parks to meet their essential requirement of conserving biodiversity, and meeting human needs, they must:

- *Be large enough to support representative examples of one or more natural ecosystems;*
- *Contribute to biodiversity and ecological processes and preserve special cultural features;*
- *Provide spiritual, scientific, educational and recreational opportunities;*
- *Incorporate the needs and aspirations of local, national and international communities;*
- *Reduce occupation and exploitation that are largely in direct threat to its main purpose.*

Land can be incorporated into a national park based upon any of the following principles:

- *The maintenance of ecological integrity;*
- *An enhancement of biological representation;*
- *An enhancement of biological diversity;*
- *An improvement of economic viability;*
- *A minimisation of threats;*
- *An enhancement of management effectiveness;*
- *To conserve and maintain cultural heritage sites particularly those with universal values.*

Furthermore, land incorporated into a national park will:

- *Be informed by national conservation priorities;*
- *Be in congruence with the accepted objectives of the park;*
- *Follow best information and selection criteria & methodology possible;*
- *Be done with due sensitivity and responsibility to potentially affected and vulnerable sections of society.*

A range of incorporation mechanisms are employed in this strategy which include;

- *The transfer of protected areas already managed by other state agencies or departments to the management of SANParks in order to be accorded the highest level of protection as national parks*
- *The purchase of privately owned land to expand and consolidate or to establish new national parks*
- *The contractual incorporation of privately and communally owned properties, and their proclamation as contractual national park, without a change in land ownership.*

Over 400 000ha of under-conserved biomes have been added to national parks since 1994 through a combination of the mechanisms outlined above. Sources of funding for land acquisition include

- SANParks own resources,
- an annual grant from DEAT for land acquisition, and
- a range of institutional and private donors.

SANParks, however, recognises that in meeting its conservation mandate that people, and particularly the poorly resourced and educated farm labour force and fishing communities, may be initially negatively affected through park expansion programmes.

Therefore, SANParks will, where possible:

- Acknowledge the domestic legal obligations and responsibilities associated with park expansion.
- Avoid the need for resettlement, and where required ensure that Resettlement Action Plans (RAPs), inclusive of an income restoration strategy, are developed and implemented for - and with the input of - every affected and eligible worker.
- In recognition that there is often a time lag between proclamation, consolidation and development of a park and an overall increase in employment, will ensure implementation of RAP's.
- Shall use the land acquisition framework to enhance the opportunities available to those groups most affected by the park expansion programmes and, ultimately, to improve the ecological, economic and social sustainability of conservation and protected areas.
- Recognise that resettlement cannot occur in isolation but, rather, through a joint effort by various responsible government departments tasked with social issues such as the Departments of Land Affairs, Housing, Local Government, Environment & Tourism.
- Acknowledge that it is the general rule to resettle previous occupants of purchased land in order to achieve the purpose of proclaiming a national park.

4.3.2 Transfrontier Parks

International borders are political and not ecological boundaries. Key ecological systems extend beyond South Africa's major bioregions and are subject to a range of often opposing land-use practices. Since the advent of democracy South Africa's Department of Environmental Affairs and Tourism, supported by SANParks and the Peace Parks Foundation, have conceived several TFCA complexes. The overall aim of these cross-border conservation initiatives is to improve regional ecological management, promote

sustainable use of resources by local communities, encourage tourism development and promote regional economic development.

In terms of the international treaty signed between the two governments, the joint management of the two component parks will be the responsibility of the Joint Management Board (JMB), although each park will retain its own administrative structures and the right to administer its own areas as deemed appropriate. And as such, SANParks recognises that each Park has its own Management Plan, which remains the guiding document for the management and development of the individual park, and sovereignty is entrenched in the Treaty. However, there are certain cross-border issues requiring a Joint Management Approach.

4.3.3. Standpoint on Land Claims

National Parks and other protected areas in South Africa face a number of land claims lodged with the Commission for Restitution of Land Rights in terms of the Restitution of Land Rights Act of 1994 as amended. Currently only a few of these claims are gazetted and published for processing and the full extent and impact of land claims in national parks and other protected areas is unknown at this stage. In view of this uncertainty it is not possible to take full cognisance of all pending land claims in the current management plan. However, the SANParks Board has endorsed the restitution process in its policies and strategies and supports the government in the quest to correct past imbalances of land ownership unleashed by the apartheid laws of land ownership which disposed millions of black people of their land. SANParks will co-operate with the Minister of Land Affairs and the Commission for Restitution of Land Rights to realize a sustainable resolution to this challenge within the parameters of the law. Until a claim has been resolved SANParks does not deal directly with the claimants, but always through the Land Claims Commission.

The strategic focus will be the implementation of the Cabinet Memorandum on resolving land claims in nationally protected conservation areas including national parks. Once resolution has been achieved management plans will be revised accordingly. Should a land claimant's claim to land within a protected area managed by SANParks be awarded, a consistent process will be followed to evaluate possible land uses and commercial opportunities within the park management plan, and in particular the CDF (section 4.2.4).

4.3.4. Standpoint on Bioprospecting

SANParks standpoint on bioprospecting will be guided by the draft regulation on bioprospecting, access and benefit-sharing of NEM: Biodiversity Act (which has not yet been promulgated).

The regulations recognise two phases to a bioprospecting project, namely –

- the discovery phase, when the extent of any commercial or industrial exploitation that may result from the project is unknown or unclear; and
- the commercialisation phase.

The regulations prescribe three types of permits, namely –

- research permits, which are required for the discovery phase of a bioprospecting project;
- bioprospecting permits, which are required for the commercialisation phase of a bioprospecting project; and
- export permits.

In terms of section 82 of the Biodiversity Act, none of the above permits may be issued unless the interests of stakeholders are protected. The regulations seek to protect the interests of stakeholders by requiring that-

- an applicant for a research permit must enter into a research agreement with any person giving access to the indigenous biological resources to which the application relates;
- an applicant for a bioprospecting permit must be a enter into a written bioprospecting benefit-sharing agreement with any person giving access to the indigenous biological resources to which the application relates;
- an applicant whose project was initiated by or who will make use of the traditional knowledge, discoveries or use of an indigenous community or communities in respect of the indigenous biological resources to which the application relates, must enter into a written indigenous knowledge agreement with that community or those communities.

In general, research and export permits will be issued by provincial departments responsible for environmental affairs, and bioprospecting permits will be issued by the national Department of Environmental Affairs and Tourism. However, in respect of certain indigenous biological resources, the national Department of Water Affairs and Forestry, the national Department of Agriculture, the South African National Biodiversity Institute, and SANParks will be authorised to issue research permits in terms of these regulations.

4.3.5. Standpoint on Climate Change

SANParks recognizes that adaptation to climate change may require extensive changes to conservation policy in the future. The habitats to which many species are adapted may change to the point that it may be necessary to translocate them outside their historical range to save them from extinction. The exact outcomes of climate change are difficult to predict. In the face of this uncertainty, a flexible approach to mitigate the effects of climate change is to promote landscape linkages and connectivity between protected areas, so that 'biodiversity-friendly' landscapes are as extensive and as interconnected as possible. If this can be achieved adaptive re-dispersal of species may help to off-set the impact of climate change. Barriers to dispersal will increase the likelihood of extinctions. SANParks policy of expanding national parks in a bio-regional context is aimed at promoting such desirable landscape linkages.

4.3.6. Stakeholder Relationship Policy

SANParks recognises that as the custodian of national assets, it has an obligation to engage in stakeholder participation processes to strengthen stakeholder-park relations by empowering stakeholders to contribute to certain decision-making processes in National Parks. As such, SANParks commits itself to the progressive realisation of its vision for stakeholder participation.

It is acknowledged that stakeholder participation is open to interpretation and while the principle is entrenched in law, the guidelines for implementing these principles are open to interpretation in terms of best practice.

While SANParks recognises that the stakeholder participation processes will vary according to the social and geographical environment as well as the complexity of the issue, it should be noted that in order to ensure the sustainability of the SANParks stakeholder participation process, methodologies used should not conflict with legislation or the guiding principles.

Stakeholder participation is an ongoing process that improves communication and interaction between different stakeholders. It allows for stakeholders to become informed about a range of views on issues which will ultimately result in better decisions that are more sensitive to stakeholder concerns and values.

Participation however implies that there is an obligation placed on all stakeholders to accept responsibility to participate in accordance with the guiding principles. The right to participate comes with the responsibility for each stakeholder to fulfil their role within the process, on the basis agreed upon and as such, stakeholders will be held accountable for their actions and behaviour in this regard.

Park Forums have been recognised as the preferred structure through which appropriate stakeholder participation is to be achieved.

All Stakeholder Participation processes in SANParks will:

- Have a clearly stated purpose.
- Identify the stakeholders to participate in the selected process.
- Define and communicate levels of decision-making and stakeholder involvement.
- Seek to notify stakeholders of participation processes through appropriate mechanisms.
- Seek to obtain commitment from all stakeholders to a participatory process based on relevance, integrity, mutual respect, transparency and inclusiveness in order to seek the best possible solution.
- Ensure that the process provides the opportunity for input from all stakeholders within reasonable timeframes, emphasising the sharing of information, joint-learning and capacity building.
- Ensure that processes recognise all knowledge, indigenous and ordinary, as well as the diversity of values and opinions that exist between stakeholders.
- Promote participation by stakeholders through timeous and full disclosure of all relevant and appropriate information.
- Provide feedback on the outcome of the process to stakeholders and demonstrate how their inputs have been considered in the decision making process.
- Ensure that methodologies accommodate the context of the issue at hand and the availability of resources (people, time, money) and do not conflict with these guiding principles.
- Promote effective co-operative governance at a national, provincial and local level.

- Give particular attention to ensuring participation by marginalised communities, communities with specific concerns, or communities that have contractual rights in the National Park.
- Effect capacity building within SANParks to support these guiding principles for stakeholder participation.

These guidelines provide a foundation for both SANParks officials and stakeholders to determine roles, responsibilities and processes, while recognising local diversity and context.

4.3.7 Operational Management Policy

Informed decisions around development and operational activities in national parks are based on the Conservation Development Framework (CDF) which follows a Strategic Environmental Assessment (SEA) approach in devising a zoning plan for the park. Such investigations must consider the context, the institutional framework, the bio-physical parameters, the social arena, and the economic domain. Within a protected area, the desired state and objectives of the park, the landscape, as well as the tourism and recreational opportunities provide the context.

The following environmental guiding principles are applicable to the management plan for all national parks;

- the disturbance of ecosystems and loss of biological diversity are avoided, or, where they cannot be altogether avoided, are minimised and remedied;
- the pollution and degradation of the environment are avoided, or, where they cannot be altogether avoided, are minimised and remedied;
- the disturbance of landscapes and sites that constitute the nation's cultural heritage is avoided, or where it cannot be altogether avoided, is minimised and remedied;
- a risk-averse and cautious approach is applied, which takes into account the limits of current knowledge about the consequences of decisions and actions;
- the negative impacts on the environment and on people's environmental rights be anticipated and prevented, and where they cannot be altogether prevented, are minimised and remedied.
- environmental management must be integrated, acknowledging that all elements of the environment are linked and interrelated, and it must take into account the effects of decisions on all aspects of the environment and all people in the environment by pursuing the selection of the best practicable environmental option.
- environmental justice must be pursued so that adverse environmental impacts shall not be distributed in such a manner as to unfairly discriminate against any person, particularly vulnerable and disadvantaged persons.

- responsibility for the environmental health and safety consequences of a policy, programme, project, product, process, service or activity exists throughout its life cycle.
- the participation of all interested and affected parties in environmental governance must be promoted, and all people must have the opportunity to develop the understanding, skills and capacity necessary for achieving equitable and effective participation, and participation by vulnerable and disadvantaged persons must be ensured.
- decisions must take into account the interests, needs and values of all interested and affected parties, and this includes recognising all forms of knowledge, including traditional and ordinary knowledge.
- the social, economic and environmental impacts of activities, including disadvantages and benefits, must be considered, assessed and evaluated, and decisions must be appropriate in the light of such consideration and assessment.
- decisions must be taken in an open and transparent manner, and access to information must be provided in accordance with the law.
- the costs of remedying pollution, environmental degradation and consequent adverse health effects and of preventing, controlling or minimising further pollution, environmental damage or adverse health effects must be paid for by those responsible for harming the environment.
- sensitive, vulnerable, highly dynamic or stressed ecosystems, such as coastal shores, estuaries, wetlands, and similar systems require specific attention in management and planning procedures, especially where they are subject to significant human resource usage and development pressure.

4.3.8. Risk Management Policy

Corporate Risk Management has become a focus area in all corporate governance frameworks and public sector legislation as a requirement in terms of the Public Finance Management Act.

Enterprise is the undertaking of risk for reward. A thorough understanding of the risks accepted by an organisation in the pursuance of its objectives, together with those strategies employed to mitigate those risks, is thus essential for a proper appreciation of the organisation's affairs by the board and stakeholders.

Corporate Risk Management ultimately is about proactively identifying and understanding the factors and events that may impact the achievement of strategic and business objectives, then managing, monitoring and reporting these risks. Effective Corporate Risk Management is not about eliminating or avoiding risks, but rather taking acceptable risks and managing them. As such, the purpose of the SANParks Corporate Risk Management Framework is to outline the minimum requirements, policy and procedures for Risk Management within SANParks.

SANParks Corporate Risk Management objectives are to:

- Create the correct awareness and understanding of risk at all levels of the organisation.
- Instil a culture of Corporate Risk Management and risk ownership being practised as everyone's responsibility.
- Engage risks and manage them well within the risk appetite of the organisation.
- Embed Corporate Risk Management in the way the business is run.
- Comply with appropriate Corporate Risk Management practices in terms of corporate governance guidelines.
- Embrace the King II guidelines – also disclosing the level of compliance on an annual basis.
- Be able to measure the effectiveness of Corporate Risk Management effort through the risk management process and in conjunction with the Balanced Scorecard system.

The aim is to establish a culture in SANParks of disclosure of risk as well as ownership of Corporate Risk Management being practised as everyone's responsibility.

4.4. CUSTOMER AND STAKEHOLDER CONTRIBUTION TO LOCAL ECONOMIC DEVELOPMENT

SANParks strives to promote and enhance the contribution of national parks to local economies. The tourism draw card provided by a national park tends to have the effect of creating numerous associated business opportunities that can often synergize with and enhance other local attractions, particularly if promoted in partnership. SANParks' strategic objective of providing nature-based tourism destinations of choice is therefore in harmony with the aim of contributing to local economies.

An additional source of local benefit is the Expanded Public Works Programme. This programme aims to channel government funds through national parks to the "poorest of the poor" by means of biodiversity, eco-tourism and infrastructure initiatives to achieve government Poverty Alleviation objectives. In so doing the programme provides critical tourism infrastructure and improves biodiversity conservation in national parks. The potential to economically empower and capacitate local communities by drawing them into conservation programmes is especially valuable.

SANParks administers four projects under the extended public works programme; (1) Poverty Relief project, (2) Coast Care project, (3) Working for Water project and (4) Working for Wetlands project. The following general guidelines are applicable to the expanded public works programme;

Provide the capacity to implement projects - SANParks, as appointed implementing agent of DEAT will ensure that the necessary capacity is sourced to implement projects - internally or through the appointment of a consultant. Provision will be made in the organisation to manage and oversee processes/contracts/agreements to ensure compliance with the Memorandum of Agreements signed with DEAT and or DWAF.

Code of best practice - The execution of the programme and all planning/developments associated with it must consider a code of best practice in terms of the impacts on the social, economic and environmental aspects of the programme.

Labour-intensive methods – Programme projects aim to provide jobs to the poorest of the poor and it is therefore vital that developmental activities focus on the labour-intensive methods to support this ultimate goal of any poverty relief project. Research into labour-intensive methods to implement projects must be effected if there is a need, and labour-intensive methods and processes developed where it does not exist.

Sustainability of projects - SANParks see national parks as platforms for rural development and are committed to make the programme sustainable in that non-core functions in national parks will be outsourced to SMME's in the communities around the parks. The programme will therefore be the start of the process to create SMME's (through relevant training as part of the programme) that will be able to continue to deliver certain duties to a park after the completion of the poverty relief programme.

Transformation and equity - The programme will be executed within the transformation and equity guidelines of government and SANParks. These aspects will be taken into consideration during all processes and functions that form part of the programme.

Empowerment - The entire programme will focus on empowering local communities in social and economic aspects to ensure sustainability of the programme in the long-term. The programme will aim to capacitate individuals and communities with skills to improve their social, economic and natural environment.

Training - The training of employees during the programme is not only prescribed by DEAT and or DWAF, but is also of importance for SANParks to achieve sustainability of the programme. Training must be of a high quality, cover all aspects and spheres of the programme and be accredited.

4.5 INTERNAL PROCESSES: LEADERSHIP IN BIODIVERSITY AND CULTURAL HERITAGE

4.5.1 Resource Utilisation Policy

The aim of the resource utilisation policy is;

- *To provide institutional governance for resource use at corporate level.*
- To provide guidelines that will prevent over-exploitation of resources with the goal of sustaining biodiversity, ecosystems, heritage sites, seascapes and landscapes and minimizing negative impacts.
- To inform management decision making.
- To comply with the relevant legislation by promoting sustainable use in National Parks, allowing SANParks to be proactively aligned with "benefits beyond boundaries" theme of the Vth World Parks Congress.
- To differentiate between commercial and subsistence users, and between different categories of protected area use zones.

- To give people an opportunity to access resources, thereby enhancing their sense of ownership that will enable a mutually beneficial relationship with stakeholders.

Specific guidelines

Institutional and governance aspects

1. Resource use decisions must be open, fair, transparent, accountable and communicated, and should be subject to 'due diligence assessments'.
2. Resource use must retain the ecological, aesthetic, socio-cultural, heritage, archaeological and spiritual integrity of social-ecological systems.
3. Resource use should be used as a management tool to achieve the desired state stipulated in the park management plan.

Scientific aspects

1. SANParks operates from an established knowledge base of current and possible future exploited resources, including their distribution, conservation status and trends, and cultural and historical value for each Park.
2. Resource use is defined within the type of use
 - E.g. the demand, seasonal use patterns, method of harvesting, quantities that can be harvested, and the user groups involved in harvesting.
3. Resource use is defined by criteria to assess their utilization potential, including
 - Biological – levels of use (if applicable) that would be ecologically sustainable
 - Cultural – levels of disturbance that cultural resources e.g. rock art could sustain.
4. Resource use is put into perspective
 - Collation of all information such as distribution, population dynamics, and social-ecological processes affecting the resource
 - Identification of gaps in knowledge about the resource, and if possible fill those gaps
 - Development of a zonation plan for the Park to delineate non-use areas, use areas, and temporal use areas, and overlay this with the distribution of potentially utilizable resources.
5. Decision making processes are collaborative, and stakeholders are engaged in the process.
6. In cases where there is a commercial interest, the user carries the research and monitoring costs. Where local community members propose the use of resources, they commit to contributions in kind by e.g. conducting monitoring as a way to 'pay' for their privileges.

Economic and legal aspects

1. Cost-benefit analyses are conducted including all stakeholders' viewpoints.
2. 'Rights of access' are defined, determine who qualifies to use resources, and who should pay for resource use.
3. Zonation of areas of utilization are preceded by adequate research and monitoring.
4. Intellectual property rights (whose knowledge is being used or exploited) need to be clearly defined.
5. The underlying philosophy is that nothing is absolutely free, except in cases where there is an historical claim to the land or resources.
6. Certain ecosystem goods and services are dynamic and unpredictable, and yields may vary over time. Measures therefore need to be taken to avoid direct dependency on unreliable resources.

7. Responsibility sharing between SANParks and stakeholders has to be promoted through incentives and disincentives.
8. The resource use policy should enhance people's livelihoods without undermining livelihood diversity.
9. In accordance with the Regulations of NEM: PAA, the quantity and economic value of resources utilized should be submitted to the Minister by the end of June each year.

Stakeholder engagement aspects

1. Measures and criteria will be employed to prioritize users, in terms of their rights of access to resources.
2. A stakeholder profile is required for each user
 - A general description of their institutional or cultural affiliation
 - How they are legally or institutionally organized
 - Their existing livelihood strategies
 - Their historical claims to resources
 - The resources they intend to use
 - The intended level, and purpose, of use, e.g. whether use will be subsistence or commercial
 - The method of extraction
 - The potential benefits to the park
3. An assessment of the request considers all available scientific information about the resources, its conservation status and its ecological function.
4. When an application is received, a call for expressions of interest will be made, which will allow for equal opportunity.
5. Park forums are involved in the final decision-making processes at the local level.

4.5.2 Herbivore Management Policy

This herbivore management policy focuses specifically on the process of herbivory carried out by the large herbivores present in SANParks. Large herbivores are defined as all wild ungulates, and ostriches.

- In managing herbivores to conserve biodiversity, SANParks accepts and follows the shift from the equilibrium paradigm to the non-equilibrium paradigm (Mentis *et al.* 1989, Westoby *et al.* 1989). This paradigm shift moves away from the concept of carrying capacity and recognizes the importance of heterogeneity or flux of ecosystems and the role of landscape patchiness, disturbance and change in promoting ecosystem resilience.
- because we take a complex systems view, we accept a certain amount of change to ecosystems (including that brought about by herbivores through their feeding), using adaptive management to ensure continuous learning
- we therefore recognise that large herbivores are capable of positively and negatively influencing biodiversity over a range of scales, and that herbivory is a key process shaping ecosystem dynamics and biodiversity.
- herbivore management is undertaken in the context of overall management for biodiversity representivity, and promoting the ecosystem's resilience and integrity, focusing on the ecological processes that influence biodiversity rather than on species/population sizes *per se*
- we therefore manage herbivores primarily as ecosystem drivers, the key issue shifting away from carrying capacity, to how much change (through herbivore impacts) within the desired state is acceptable.

- we employ Strategic Adaptive Management for learning about herbivore-vegetation dynamics, dealing with the uncertainty of the consequences of allowing flux in herbivory, focusing management on the ecosystem process of herbivory, and allowing herbivory to bring about sufficient ecosystem change/flux while providing a safety net to prevent unacceptable or irreversible change to the vegetation and associated faunal communities of the ecosystem
- Larger protected areas are usually better able to represent a wider range of different states, than smaller areas, since they are more likely to have the full spectrum of complementing natural processes functioning. It is therefore more realistic to practise “minimum interference”, with wider limits of change allowed, in larger parks, while smaller parks may require more intervention to prevent the system from passing beyond the upper or lower limits of acceptable change into an undesired state. However, some degree of change is recognized as desirable even in smaller parks.
- The management option, or combination of options, ultimately selected from the toolbox of available management actions should be viewed in the context of the particular driver or controller of herbivory that is being targeted for management, and has value trade-offs with tourism, intrinsic existence, etc.
- While SANParks recognises that water availability is a key driver of the spatial context of herbivore feeding and can potentially be used to manipulate the patchiness of herbivore impacts, borehole closure is less feasible in smaller parks where the distances between remaining water sources may not be great enough to produce or sustain patchy herbivore impacts. It is also less feasible in more mesic environments where herbivores are less water dependent.

4.5.3 Species of Conservation Concern (Including Rare and Threatened Species)

Rare species have traditionally been defined as those species with restricted distributions or species that occur at low densities, while the Red Data concept (IUCN 1994b) encompasses an assessment of species rarity and/or population vulnerability. This often forms the basis of regional and even international species-specific conservation actions, underpinning the requirement to afford some species special conservation status and therefore focusing conservation actions.

As a member of IUCN, SANParks has a commitment to supporting the IUCN Species Survival Commission in its endeavours to prevent species extinctions due to anthropogenic causes. This will, however, be done in support of the conservation values (section 2.2.2). SANParks will therefore strive to prevent extinction, within National Parks, of species on the IUCN’s global critically endangered or endangered lists, and will work with other conservation initiatives to secure and strengthen the future of such species over their historic distribution ranges. Where appropriate, we will further strive to put in place appropriate monitoring and conservation efforts for other threatened species or lower taxonomic division (considering recommendations of experts for invertebrate taxa for which no formal red-listing has been done) according to a realistic prioritisation framework. However, except in crucial instances for the survival of globally critically endangered species, management for system integrity and biodiversity must take precedence over species management.

SANParks recognizes that it is imperative that a realistic prioritization framework is established in order to allocate resources sensibly and according to priorities. To this end, species of concern will be subjected to a relative ranking procedure according to

pre-defined criteria (or where the scores for these are unknown or unavailable, this is done on the advice of experts) and then classified into categories. Details on the ranking procedure are given in the SANParks Policy on Species of Conservation Concern.

Metapopulation Management of Species of Conservation Concern

Many species occur today in a number of geographically separated small 'subpopulations'. A population made up of separated subpopulations is referred to as a 'metapopulation'. In historical times individuals would have moved periodically between subpopulations, promoting an exchange of genes, thereby maintaining genetic heterozygosity. Given the fragmentation of habitats imposed by human development, natural immigration and emigration are no longer possible, and subpopulations may be subject to loss of genes and inbreeding depression. In such cases it is necessary to promote the introduction of 'new blood' by bringing in new breeding individuals at intervals. Examples of Red List species which SANParks currently needs to manage as 'metapopulations' are black rhinoceros and Cape mountain zebra. Population models which estimate likely loss of genetic heterozygosity give guidelines on the desirable rates of exchange of individuals. A general rule of thumb is that one new individual should be brought in every generation, provided that the individual breeds successfully.

4.5.4 Fire Management Policy

SANParks recognizes that fires need to be managed from two perspectives:

1. Fire security, the mitigation of risks to human life and property, and
2. The management of fire as a factor critical for conserving biodiversity.

Point 2 entails maintaining fire as a natural factor in those ecosystems which are fire adapted, and the prevention of unnatural fires in other ecosystems (e.g. forest cores) which are not adapted to fire.

In terms of fire security SANParks is under the provisions of the National Veld and Forest Fire Act 101 of 1998 (the Veldfire Act). The Act aims to control the spread of veld fires by imposing obligations on landowners to prepare and maintain firebreaks and to maintain readiness (in terms of risk mitigation procedures, trained personnel, protective clothing and equipment) to suppress or control fires. The Act thus applies both to preventing the spread of a veldfire through good management or operational practices, and to extinguishing veld fires through procedure set out in the Act. The Veldfire Act provides explicitly for compliance with environmental requirements, as well as for the management of risk to life and property. The Act provides for the formation of fire protection associations the members of which, subject to the approval of the Minister responsible for the Veldfire Act, may agree mutually to modify the certain provisions of the Act, including the burning of firebreaks.

In maintaining the role of fire in ecosystems, it is recognized that many ecosystems are both fire-prone and fire dependent in the sense that a certain range of fire regimes may be required to maintain biodiversity.

A fire regime is largely characterized by:

- **Fire frequency** - a probability distribution of the intervals between successive veld fires;
- **Fire season** - a probability distribution of veld fires in each month of the year; and
- **Fire intensity** - a range of veldfire intensities.
- **Fire size** - The area covered by individual fires.

One reason for the dependence of biodiversity on the fire regime is that certain species have survived and coexisted because they are adapted to a particular natural fire regime. If the natural fire regime is well understood, then the maintenance of that regime is likely to result in the retention of the biodiversity of plant communities. Fire is also important in shaping landscapes and creating mosaics of vegetation types (which add to biodiversity), through its affect on less fire-prone vegetation types. For example, the distribution pattern of forest patches is considered to be largely the result of hot berg winds fires restricting forest vegetation to wind-shadow areas. Fire is thus a natural disturbance agent on the forest edge, and maintains the forest-fynbos boundary. These natural ecological processes must also be maintained. It follows that the ideal fire regime for the maintenance of natural diversity is one of exhibiting a natural range of variability in respect of fire frequency, fire intensity and fire season (in other words the same area should not be exposed to the same fire frequency, season and intensity rotation after rotation).

However, modern systems have often been altered to the point where the current fire regime may be quite different to that which prevailed under 'natural' conditions. For example in developed areas fragmentation of the landscape by human impacts, major roads and other developments may limit the spread of fire, leading to a low fire frequency and often excessively high intensity fires when it does burn. In other situations man-made fires may be currently more frequent or more intense (e.g. resulting from increased fuel loads of alien plants) than in the past. In some cases it may be possible to apply management actions that mimic the natural regime. Very often, however, it is difficult or impossible to establish what the natural fire regime may have been, and impacts of the current fire regime on biodiversity may not be clear.

In situations of uncertainty, the approach to developing fire management measures that are appropriate for the maintenance of biodiversity follows the process of adaptive management described elsewhere in this Policy Framework. As is the case for the management of large herbivores and other factors which may influence biodiversity objectives, decisions on fire management measures are guided by Thresholds of Potential Concern. These are "upper and lower levels along a continuum of change in a selected environmental indicator which, when reached, prompts an assessment of the causes which led to such an extent of change, and results in either (a) management action to moderate such causes, or (b) re-calibration of the threshold to a more realistic or meaningful level".

It is further recognized that management measures necessary for fire security do not necessarily enhance biodiversity conservation, and there may be a need to reconcile the two. An example of this is that the burning of firebreaks along the border of properties in accordance with the Veldfire Act may in some situations fragment the landscape, limiting the spread of natural fires to the extent that fire frequency may be abnormally low. Mutual agreements between members of fire protection associations to relocate or, where feasible, dispense with firebreaks - as provided for by the Veldfire Act - are encouraged as a means of promoting management practices which are both cost-effective and biodiversity-friendly.

4.5.5. River management policy

SANParks recognizes that freshwater ecosystems are the most threatened of all systems in South Africa (Driver et al. 2005). Given that water is a limited resource in South Africa, SANParks recognizes that freshwater likely to be the single major resource issue, and also the leading biodiversity issue. All national parks have segments of rivers (albeit some only ephemeral) flowing through them or along their boundaries. In common with the situation nationwide, the majority are under severe threat. Through participation in the River Health Programme, the Kruger National Park Rivers Research Programme, Working for Water and Working for Wetlands SANParks has a long-standing commitment to the conservation of inland waters.

In managing rivers SANParks:

- Accepts that water allocation is informed by user needs and is regulated through co-operative governance.
- Understands that resources are ultimately managed via people and peoples' attitudes towards them.
- Accepts that we interact with a wider mosaic of elements in socio-ecological systems and that we influence, and are influenced by, these.
- Strives for sustainable, resilient and integrated bio-regional and catchment solutions, recognizing that natural capital in most inland waters is highly strained, and that in many cases we are thus working backwards from over-allocation to sustainability.
- Recognizes that South Africa is a developing country requiring water to be used appropriately, but defends above all the ability of the river to continue delivering ecosystem goods and services to society as a whole, rather than focusing only on biodiversity or endangered species issues.
- Strives to play a leading role in influencing river management in a sustainable direction in South Africa and the southern African region, especially transboundary rivers which pose a particular challenge.
- Undertakes research, management and monitoring efforts that are commensurate with the relative importance of river-related biodiversity.
- Manages headwaters under its custodianship to deliver adequate water of sufficient quality.
- Manages river segments lower down the catchment assertively meet its biodiversity mandate, wherever possible and feasible, in a co-operative manner.
- Strives to influence water allocation in such a way, that, wherever feasible and equitable, this favours more holistic and sustainable freshwater outcomes.
- Undertakes to incorporate in its constituency building the requisite emphasis on freshwater conservation issues.
- Strives, wherever meaningful, to integrate freshwater issues with those of surrounding systems, including terrestrial, estuarine, coastal and marine systems.

4.5.6 Marine and Coastal Systems Policy

SANParks acknowledges the importance and benefits of Marine Protected Areas (MPAs) according to the IUCN. Importance of MPA - *MPAs safeguard the life-support processes of the sea, natural marine habitats provide the foundation for sustainable*

nature based tourism, and MPAs act as insurance policies for fisheries. Benefits of MPAs - conservation of biodiversity, protection of attractive habitats and species on which tourism can be based, sustainable/Increased productivity of fisheries, increased knowledge of marine science, refuge for exploited species, and protection of cultural sites such as sacred places, wrecks & lighthouses.

The aim of the policy is

- To conserve biological diversity and productivity of marine and coastal systems of South Africa
- To restore overexploited/depleted stocks to provide a source for surrounding areas
- To become the single management authority over Marine Protected Areas linked to terrestrial National Parks.
- To build a working relationship with relevant authorities such as MCM

The following guiding principles are upheld for marine and coastal management;

- SANParks recognize that marine conservation and sustainable use, although seen by some as opposing, are intimately related.
- SANParks recognize that the goals of an MPA are various:
 - Protection: of biodiversity
 - Restoration: of depleted stocks
 - Wise use: of resources
 - Understanding: through continued monitoring and research
 - Enjoyment: Public access and recreation, through education
 - In perpetuity: protection for future generations
 - Co-operative governance with other marine authorities

4.5.7 Rehabilitation policy.

Rehabilitation of impact sites, altered vegetation

This section deals with the principles and operating procedures for the rehabilitation and restoration of land within National Parks.

An area is considered transformed if in terms of biophysical environment it does not represent the natural state. Most transformation processes are human-induced but there are also natural forms of transformation (e.g. change in the stability of river banks due to high rainfall season thus leading to collapsing of river banks). Vegetation transformation includes change of vegetation community in terms of composition, density and structure. That will also include invasion of vegetation community by alien species. Soil transformation includes soil erosion and change in the chemical composition of the soil (e.g. through accumulation of inappropriate nutrients due to fertilizers).

Often transformation is accompanied by loss in ecosystem functioning such that the extent of transformation or change in some areas renders ecosystem repair an essential part of our future survival strategy. Mechanisms of aiding the ecosystem to reach a functional state are called rehabilitation whereas restoration is intended for the system to reach its original state. Restoration is often impossible to reach due to a variety of interventions that have to be made. Rehabilitation on the other hand is attainable since it is aimed at returning of a functional system. Rehabilitation needs to be an integral part of land management, with the aim of returning a degraded system to some form of cover or state that is protective, productive, aesthetically pleasing, or valuable in a conservation sense.

In restoring landscapes, it should be kept in mind that most ecosystems are dynamic and hence restoration goals cannot be based on static compositional or structural attributes. This means assumptions underlying restoration goals should not be based on outdated concepts of ecosystem functioning. This is particularly true in relation to assumptions on the stability of ecological systems and their ability to return to particular equilibrium states following disturbance. An ultimate goal of restorations should be to develop a system that is functional and sustainable in the long term. Within this broad sense of objective, setting clear and achievable goals is essential, and these should focus on the desired characteristics for the system in the future, rather than in relation to what these were in the past. This means the aim of restoration should not be to re-create the past.

A further important task is the development of effective and easily measured success criteria. Many parameters could be considered for inclusion in restoration success criteria, but these are often ambiguous or hard to measure. More importantly, the success of restoration should not be measured against the structure and dynamics of an undegraded system. This is because the underlying differences of such two systems may not be the same.

Restoration should be integrated with management policy, i.e. restoration should be placed within a broader context of sustainable land use and conservation. In terms of nature conservation there is no substitute for preserving good quality habitat, and the maintenance and management of such habitats should be a priority.

Each park should have its own 10-point plan that will be integrated with management policy.

1. Identify areas that need restoration
2. Grade the areas in their level of degradation
3. Grade the systems in their level of importance
4. Identify the processes leading or that have lead to degradation
5. Determine realistic goals for restoration
6. Develop methods to reverse or ameliorate the degradation (these can be in stages and they should be aimed at the goals in 6)
7. Develop easily observable measures of success
8. Develop practical techniques for implementing these goals at a scale of the problem
9. Document and communicate these techniques for the inclusion in the land-use planning and management strategies
10. Monitor and assess progress of restoration relative to the agreed-upon goals, and adjust procedures if necessary.

4.5.8. Invasive Alien Species

The SANParks Invasive Alien Programme's main objective is to anticipate, prevent entry and where feasible and/or necessary control invasive alien species in an effort to minimize the impact on, and maintain the integrity of indigenous biodiversity in national parks. The achievement of this objective will be facilitated through actions under the following sub-objectives:

- (i) *Strategy and Support* - To develop a long-term strategy for the management of invasive alien species, by evaluating the current and projected future overall scale of threat, by addressing organisational and infrastructural capacity, by developing policy,

building support for continued high level commitment and by being informed by advances in invasion ecology.

- (ii) *Prevention* - To anticipate and evaluate imminent or potential risks to national parks, as well as pathways of invasion and develop effective mechanisms to monitor, manage or mitigate these.
- (iii) *Control* - To ensure the effective and timely development and implementation of integrated control strategies, in such a manner that both rapid response and long-term maintenance goals are met.
- (iv) *Research* - To promote and develop a coordinated research programme in order to develop a clearer understanding of the dynamics and impacts of alien species invasions.
- (iv) *Awareness* - To develop awareness programmes to inform and educate on the consequences of invasive alien species and facilitate global invasive alien species initiatives.

It is acknowledged that a coordinated, well integrated approach is required, spanning the social, economic and biophysical realms,

The management of invasive alien species in national parks founded on and embedded within a number of complementary and partially overlapping pieces of legislation, including

- National Environmental Management Biodiversity Act (Act 10 of 2004)
- National Environmental Management Protected Areas Act (Act 57 of 2003)
- Conservation of Agricultural Resources Act (Act 43 of 1983)
- Animal Diseases Act (Act 35 of 1984)
- The Convention on Biological Diversity, Article 8(H).

South Africa (and therefore SANParks) as signatories to the International Convention on Biodiversity, under Article 8 (H) have an obligation to “prevent the introduction of, control or eradicate those alien species which threaten ecosystems, habitats or species”. In addition, the National Environmental Management Biodiversity Act, Chapter 5, part 1 deals directly with invasive alien species and includes regulations dealing with these species as well as providing detailed invasive species lists for plants, terrestrial invertebrates, aquatic species, birds, reptiles and mammals. This Act overlaps with the Conservation of Agricultural Resources Act which provides regulations for and a list of alien plant species.

Following this broad international and national legislative framework dealing with invasive species, a number of policies, both corporate and park specific, are in place, and including the SANParks corporate policy for Invasive Alien Species. SANParks strives to remove all alien species where possible, control, maintain and where necessary, restore previously invaded or planted areas, in order for these sites to resemble or form part of the functioning landscape and ecosystem. This is based on the principles that SANParks recognises that invasive alien species are one of the greatest threats to the biodiversity of the SANParks estate. Further, that under the guiding international conventions, national legislation, and by means of its own objectives and existence, invasive alien species impact on and harm the core conservation business of SANParks. SANParks has a responsibility to lead by example, provide awareness and educate the broader SANParks constituency about invasive alien species in the interests of South Africa’s ecological and economic environment.

Park-specific regulations list the non-invasive alien species that may be permitted in the park, for example garden plants or working animals such as dogs and horses.

4.5.9. Restoring Biodiversity By Re-Introducing Species That Occurred In Historical Times

Many species have been lost from our ecosystems, and are no longer found in areas where they were present in historical times. These are frequently species which are incompatible with human activities, examples being the large mammalian predators and many large herbivores. In other cases changes to the habitat brought about by human development have resulted in the disappearance of species. It is the policy of SANParks to as far as possible restore the diversity of species that were present in historical times, provided that habitat conditions have either remained adequate or can be rendered adequate through rehabilitation measures. The restoration of species is one of the priorities for new national parks. Even in some of the long-established national parks, however, it is sometimes necessary to restore populations that have been lost, or to reinforce populations which have declined. It is currently a particularly high priority to introduce appropriate species across the international boundaries in transfrontier protected areas

The following general principles govern introduction of species into national parks:

- Introduction should only take place if there is good evidence that the species occurred in the area in historical times. It is recognized, however, that anthropogenic climate change may modify the ranges of many species, and that it may in future be necessary to promote the spread of individuals into areas outside their historical ranges. This would be contemplated only if climate change (or other anthropogenic factors) had so modified the habitat in the historical range that the survival of the species could no longer be assured there.
- The quality of the habitat is important, and therefore the introduction is subject to a scientific assessment of the amount and quality of habitat for the species in question.
- Consideration should be given to whether the original causes of extinction have been removed.
- The potential impact of an introduced species on the ecosystem needs to be considered. This is important especially for large predators as they may impact on prey species.
- Disease considerations may also be important.
- Where there are different subspecies or ecotypes of a species, care is taken to introduce only the subspecies or ecotype that was most likely to have occurred in the region in historical times.
- Where possible, individuals for introduction into a park are chosen from the geographically nearest possible source, or otherwise the source that is most similar to the park in terms of habitat conditions.
- A sufficient number of individuals should be introduced, as this is a critical factor influencing the success of reintroductions. For mammals the success rate

increases with increasing numbers of founders (Griffith et al. 1989), up to a level of 20-40 individuals. Increasing the numbers beyond this level is not associated with a substantial increase in success rate.

The techniques used in reintroducing species into national parks follow the SANParks Standard Operating Procedures approved by the Animal Use and Care Committee, in particular the Standard Operating Procedures for the Capture, Transportation and Maintenance in Holding Facilities of Wildlife.

An agreement between a national park and neighbouring community is required especially with regards to the re-introduction of predators.

4.5.10. Large Carnivore Management Policy

The policy endeavours to;

- enhance the biodiversity of the area by ensuring not only the presence of large carnivores, but the introduction of carnivory as an important ecological process.
- improve the wild dog conservation status as it is the only one of the four (cheetah, lion and spotted hyenas) that is an endangered species.
- improve the ecotourism value of the area where this can be enhanced by the presence of large carnivores. (Notably, this must be balanced with the impact that the introduction of large carnivores, especially lions, could have on other forms of ecotourism such as hiking)

The following guiding principles underpin the large carnivore management policy:

Use Value (destructive use)

Although SANParks supports the sustainable use of natural resources, it is opposed to the destructive (including hunting) use of large carnivores within its statutory national park proclaimed land. SANParks appreciates that ecotourism may in certain circumstances have harmful effects on the population. Levels of harassment or other stress to animals shall be kept low enough to avoid seriously impairing reproductive success.

Reintroductions of large carnivores

- i. To avoid costly mistakes, all proposed introductions should be comprehensively investigated and scientifically planned, preferably by scientists with the necessary expertise to comprehend the genetic and ecological implications of such translocations.
- ii. All conservation agencies should have laws and administrative control to ensure that accidental or illegal introductions are minimised and if they occur, are promptly investigated and followed by the necessary remedial measures.

Uncertainty and risk

SANParks avoids a level of uncertainty and risk in the management of large carnivore because of the potential danger posed by these species. In terms of this policy there is a need to conduct research in order to determine the problems that occur when reintroducing these animals. There are three sources of risk that SANParks recognises in the reintroduction and management of large carnivores;

- a. *Environmental conservation impacts* – these could include for example the loss of other species (herbivores and carnivores) as a result of the reintroduction of large carnivores
- b. *Potential Impacts on Neighbours*. Risks need to be assessed transparently in consultation with neighbouring land holders and community.

The SANParks policy on breakouts by predators is given in section 4.6.2.3.

4.6 Policy on integrated planning and mitigating the impact of external and internal development on biodiversity

4.6.1 Mitigating impacts of developments on biodiversity (=managing operational impacts on biodiversity)(including EIA regulations)

SANParks adopt the following strategy for development in parks in accordance with EIA regulations, to mitigate the impacts on biodiversity.

- *Project Initiation* - Prior to the undertaking of an Environmental Study a potential project must be evaluated according to the desired state of a park, the Conservation Development Framework and the zoning plan.
- The following questions are upheld:
- In terms of the Desired State of the Park, is this project acceptable in terms of the park's values and objectives? For example, if the park's objective is to promote biodiversity and recreational tourism, then an industrial type project would conflict with these objectives.
- Is there an appropriate zone within the park where this project may be situated in terms of the Zoning Plan?
- Are their suitable areas within the identified zone to place the proposed project that will not conflict with existing activities? For example, if the activity layer of the CDF shows that the entire extent of a zone it already utilized for other tourism products or an activity, then introducing another product is potentially problematic.
- Does the proposed project comply to the limitations placed in terms of the CDF? For example, if the project is not dependent on the existence of a national park in order to be implemented, then it is most likely to be incompatible with the mission statement of SANParks.
- When any one of these questions is answered with a 'no', then the proposed project may be considered as not being feasible and/or suitable within a national park prior to a SEA being undertaken. A Strategic Environmental Assessment (SEA) may be undertaken despite the questionable nature of the project to establish the suitability and or feasibility of the project. This is, however, considered to be a high risk process as the costs incurred will be high and the outcome will in all likelihood be negative.
- *Strategic Level Decision* - A proposed development or activity within a park that is new or that may have implications park-wide, or to a region within larger parks, must be assessed using the SEA approach. Based on the outcomes of the SEA,

senior management must decide on the suitability of the development or activity within the park. If there is a significant reason why the development should not go ahead for financial, social, biophysical, product or market related reasons or it's in conflict with the desired state of the park, the objectives of the park or the operational criteria then the project must be amended to address these issues or stopped in totality. Should the project get the go-ahead, then senior management must decide on the most suitable scale, type, location and operating criteria of the development or activity as determined in the SEA.

- *Site Selection* - The determination of an area or a site for a development or activity must be informed by the outcomes of the SEA. The determination of a site must follow an agreed site selection methodology that is relevant to the context of the park in which the proposed development or activity shall take place and takes cognizance of all issues raised in the SEA. The site selection methodology must, as a minimum, consider the SANPark's site selection methodology template, site details (as described below) and Green Building Design criteria. Senior management must ensure all potential sites identified are within the areas determined to be suitable in the SEA for the proposed development or activity and ensure a comparative EIA is conducted for all sites. SANPark's site selection methodology takes ecological, socio-cultural, landscape, technical and tourist criteria into account when selecting a site.
- *Site Layout* - As per SANPark's site layout guideline. The guideline must be revised and adapted to the context in which the proposed development or activity is to take place.
- *Operational Management Plan* - The OMP must be developed with the Concessionaire Manual as the guideline. The Operational Management Plan (OMP) must detail the operational criteria that apply to the development or activity (e.g. the minimum requirements with regards to the management and control of waste, water, energy, guiding etc.) and must be agreed to by senior management. The OMP may be generic for specific types of developments or activities, or may be site specific depending on the issues evaluated in the SEA. The OMP is used as the foundation on which the inspecting and auditing of the activity/activities is undertaken. An independent Environmental Control Officer (ECO) must be appointed to oversee compliance and who must compile an inspection checklist and an audit checklist. The ranger must be capacitated by the ECO to undertake inspections to be submitted to the ECO and the internal responsible person.
- *Environmental Impact Assessment* - Once potential sites have been selected as per the site selection methodology within areas identified as suitable for the development or activity, then an EIA must be conducted by a suitably qualified independent consultant. The EIA must comparatively assess all potential sites with respect to their suitability in complying with the conditions of the SEA, the proposed scale and type of development to take place, and potential impacts from the development as well as from activities that shall take place on site. The EIA must provide the feed-back loop to the SEA and OMP with regards to feasibility of requirements and propose suitable mitigation measures. The EIA process must be managed and reviewed by a suitably qualified internal person, and forwarded to senior management for approval prior to being submitted to the Department of Environmental Affairs and Tourism for a Record of Decision.

- *Environmental Management Plan* - To ensure the mitigation measures identified in the EIA are implemented, the EIA consultants must compile an Environmental Management Plan (EMP) for the construction contractors for any and all developments. Where the development or activity is of a non-permanent nature, then the consultants must be required to contextualize the Operational Management Plan to ensure it is appropriate (e.g. includes suitable rehabilitation measures are taken for the landscape). A suitably qualified internal person must approve the contents of the EMP prior to the issuing of a tender. The EMP must form part of the tender documentation. The ECO must submit audit reports to the internal responsible person once a month and/or the project manager.
- *Enforcement* - The internal responsible person must be appointed as an Environmental Management Inspector (EMI) Level 1. Their duties must include ensuring enforcement and compliance with the EMP, OMP, Codes of Conduct, Legislation, and all other park norms and standards. The ranger's responsibilities include the undertaking of inspections as per the inspections checklist and reporting to the ECO, and enforcing legislation.

4.6.2 Mitigating impact of parks on neighbours

4.6.2.1 Disease management

Animal diseases that are both indigenous and endemic occur within the various national parks. It has been acknowledged that these diseases are components of biodiversity and contribute to the natural ecological processes within these systems. As much as management policies for the various parks aim to conserve their flora and fauna components, it is equally important that these animal diseases are present.

Indigenous diseases can be further classified into those that are "silent" or result in tolerance between host and pathogen or parasite in their traditional hosts, and animals diseases that are inherently fatal in the species that they infect. Foot and mouth disease, African horse sickness, African swine fever and Malignant catarrhal fever are examples of "silent" indigenous diseases. Although often of little consequence in their wildlife hosts, these diseases can often infect domestic livestock, resulting in significant production losses and / or high mortality rates, and even potentially in significant losses to the country from an international trade perspective. These diseases are present in a number of national parks, and are a potential source of infection for the domestic stock of the communities frequently associated with the boundaries of these areas. It is important that SANParks prevent the movement of these infectious agents into these communities and from becoming more widely distributed within South Africa.

Inherently fatal diseases are represented by Anthrax and Rabies and, although, these diseases are indigenous and considered natural diseases of the African continent they can result in mortalities should they infect certain wildlife species. Due to the small populations of several species of animals held by the various National Parks and the high monetary or ecological value of certain species it may be appropriate to develop and implement control measures to minimize the impacts of these diseases. Certain animal diseases maintained by wildlife populations have zoonotic potential and can infect humans, especially those associated with wildlife populations.

A number of alien diseases, including Bovine tuberculosis and Canine distemper, have the potential to seriously affect wildlife populations directly, or may undermine wildlife

management efforts. The source of these diseases is domestic animals and once within a wildlife population they can be transmitted between individuals with varying morbidity and mortality rates. To protect biodiversity these diseases must be prevented from entering national parks and becoming established within the indigenous animal populations.

The aim of the corporate policy on animal disease management is to provide SANParks with guiding principles to:

- ◆ maintain the natural fluxes of indigenous diseases as a component of biodiversity
- ◆ where possible avoid the introduction and/or limit the impact of alien diseases
- ◆ minimize the spread of disease from National Parks to neighbouring communities and commercial agriculture.

SANParks maintains the following principles in managing disease:

- **Legal Adherence.** SANParks adheres to the Acts referring to animal disease management within South Africa. Parks affected by temporary disease control measures during an outbreak and / or environmental contamination situations will adhere to the regulatory requirements.
- **Spread of disease.** SANParks supports relevant strategies and guidelines designed to prevent the spread of disease to neighbouring communities and between National Parks.
- **Resource Allocation.** SANParks will allocate resources in proportion to the perceived disease risk, threat or impact.
- **Park Disease Status.** SANParks strives to operate from an established and maintained inventory of diseases in the animal populations for each National Park. The disease status of a Park will also be determined by its geographical position as related to gazetted disease controlled areas.
- **Surveillance and Investigation.** SANParks strives to develop and implement passive surveillance and problem investigation procedures for each National Park to detect the occurrence of disease or an increased disease risk.
- **Monitoring.** SANParks strives to develop monitoring systems for each National Park to detect the fluxes in endemic diseases (controlled and others), to prevent the introduction and mitigate the impact of alien diseases, to detect emerging diseases.
- **Research.** SANParks prioritizes research for specific diseases for each National Park depending on the threat posed to biodiversity or surrounding communities
- **Management or control strategies.** SANParks strives to develop and implement, as required, scenario and contingency plans for each National Park to mitigate the effects of controlled, alien, zoonotic or emerging diseases.
- **Treatment of individual animals.** SANParks adheres to non-interference at the individual level unless it benefits a population of conservation concern. The prevention and or treatment of disease in individual animals may occur during capture or in captive confinement or to mitigate the effects of human induced disease events.

- **Knowledge management and sharing.** SANParks, with regards to disease management, supports capacity building and transfer of skills, and relevant knowledge to both internal and external stakeholders.
- **Constituency building.** SANParks strives to establish, through co-operative governance, synergistic relationships with relevant individuals and agencies, to develop and implement the disease management policy.

More detailed aspects of policy are dealt with in the SANParks 2006 Animal Disease Management Policy.

4.6.2.2 Policy Regarding Damage-Causing Animals, Including The Smaller Predators (Jackal, Caracal), Their Impact On Neighbours

The aim of this policy is to provide management guidelines that will enable park management to formulate standard operating procedures for problem animals in the context of each national park.

The guiding principles include;

- to ensure that infrastructural designs, construction and maintenance are done in a manner that does not allow for the “creation” of problem animals through allowing access to food sources or potential roosting/breeding/nesting sites
- effective waste management from source (refuse bins) to final disposal (incinerator or removal)
- to maintain functional and effective fences, where applicable, around tourism facilities, breeding enclosures, refuse sites, staff accommodation, etc within national parks, as well as functional and effective internal fences and boundary fences to prevent potential problem biota
- to educate and sensitize all park staff, concessionaires, contractors, visitors, etc on problem animal issues and how they can be of assistance in limiting problem animal management
- to inform and liaise with provincial authorities, other government institutions and affected stakeholders regarding problem biota management and to formulate possible joint management action.
- problem animals are generally a man-induced problem and management action should be focused on prevention rather than cure.
- wherever possible, and provided that satisfactory results can be obtained and immediate situations are not life threatening the first management option should be a non-lethal option.
- control measures used should have as little impact as possible on the natural environment and ecosystem functioning
- use minimum/least invasive methods wherever possible
- all control actions should at all times conform to legal requirements for health and safety, environmental, agricultural, veterinary and provincial laws and regulations
- Where applicable guidance may be given to livestock owners on better methods of protecting stock from predation or crops from destruction.
- It is often certain individual animals that tend to develop habits that cause damage to humans. In such cases control efforts should attempt to focus on those individuals for example by tracking them and shooting or capturing them.

- Translocation of damage causing animals is seldom justifiable and should be avoided. Many animals, including the large predators are highly territorial and strangers newly released into occupied habitat are chased or killed by residents. Translocation is only viable if animals can be moved into vacant habitat where they will not come into conflict with humans.
- where applicable all control measures must conform to the SANParks Standard Operating Procedures for Lethal Population Management or the SANParks Standard Operating Procedures for Capture, Translocation and Maintenance in Holding Facilities of Wildlife. Where methodology needs to differ from the Standard Operating Procedures it should be submitted to the SANParks Animal Use and Care Committee for approval. In general the highest acceptable ethical and humane standards and respect for life are maintained.

4.6.2.3. Large Predators: Breakout policy

Apart from the behavioural and ecological aspects of large carnivore management, another challenge in managing large carnivores is to minimise conflict with neighbouring communities through predator breakouts. Predator-proof fencing is an important component of large carnivore management, especially in smaller protected areas. This entails not only the erection of the fence, but adequate patrolling and maintenance. On the other hand fencing may disrupt movements of dispersing sub-adults, resulting in unnaturally high levels of conflict between the resident predators. Metapopulation management is designed to address this and the larger the area the less relevant and persistent this problem will be. Ways to approach these dilemmas are as follows:

- a. Set limits of acceptable predator and prey numbers and manage populations within these.
- b. Adopt a strategic adaptive management approach setting generous Thresholds of Potential Concern (TPC's) which need to be monitored.
- c. The first approach is conservative, and will not lead to an increased understanding of ecosystem dynamics. The latter approach, with its TPC's as a safety net, will help reveal the extent to which natural processes can take place without intervention in these parks

4.7 Cultural Heritage policy:

4.7.1 Cultural Heritage Resource Management Policy

The aim of this policy is to manage and sustain the significance, authenticity and integrity of the tangible and intangible cultural heritage resources for which SANParks is responsible, for the enjoyment and benefit of all South Africans and of the world.

Cultural Heritage Resource Management in all national parks will be guided by the following general principles;

- SANParks acknowledges South Africa's rich and diverse cultural heritage and is committed to ensuring the safeguarding of this heritage in the areas under its jurisdiction.

- SANParks accepts responsibility for ensuring that the effective protection, preservation and sustainable utilisation of cultural resources is integrated into the process of environmental management of all national parks.
- SANParks' trusteeship should include both the natural and cultural heritage components, that the cultural assets be taken into account in development projects and that the needs and values of especially local/neighbouring communities are honoured in this respect.
- In the case of any developments or projects relating to Cultural Heritage all parks liaise and consult with the Manager for Cultural Resource Management & Indigenous Knowledge.
- Complete integration of cultural heritage and indigenous knowledge into the physical and development planning process as well as park management.
- Informed decision-making based on national priorities; respect for culture and traditions and SANParks conservation and development priorities.
- Public consultation and involvement in policy development and decision-making.
- SANParks must ensure that negative impacts on all forms of cultural heritage are mitigated and positive impacts are enhanced for the benefit of present and future generations. There should be co-operation and negotiation between stakeholders, executive agencies, consultants and specialists in the CRM field as a basis from which to develop effective and appropriate management strategies, policy, procedures, codes of practice, guidelines, mitigation techniques and methods, norms and standards, etc.
- An inclusive approach to determining resource significance and value so that the values of all cultures represented in South Africa are embraced and reflected.
- SANParks use cultural resources in a sustainable way in order to meet present and future human needs, history reconstruction, capacity development and image building.
- SANParks resolve potential and real conflict between preservation and development and to enhance the SANParks' continuous efforts to safeguard the future of national parks.
- SANParks ensure greater sensitivity and respect to cultural perspectives and beliefs during archaeological research including excavation of sacred and burial grounds as well as other forms of research practices.
- SANParks promote a multidisciplinary approach to research on cultural resources as well as perspectives on cultural resource management and indigenous knowledge.

SANParks identifies with and seeks to promote the following principles expressed in the NHRA on heritage resources management:

- (2) To ensure that heritage resources are effectively managed-
 - (a) The skills and capacities of persons and communities involved in heritage resources management must be developed; and
 - (b) Provision must be made for the ongoing education and training of existing and new heritage resources management workers.

- (4) Heritage resources form an important part of the history and beliefs of communities and must be managed in a way that acknowledges the right of affected communities to be consulted and to participate in their management.

(5) Heritage resources contribute significantly to research, education and tourism and they must be developed and interpreted for these purposes in a way that ensures dignity and respect for cultural values.

(7) The identification, assessment and management of the heritage resources of South Africa must-

- (a) take account of all relevant cultural values and indigenous knowledge systems;
- (b) take account of material or cultural heritage value and involve the least possible alteration or loss of it;
- (c) promote the use and enjoyment of and access to heritage resources, in a way consistent with their cultural significance and conservation needs;
- (d) contribute to social and economic development;
- (e) safeguard the options of present and future generations; and
- (f) be fully researched, documented and recorded.

4.7.2 Environmental Education Policy

(The section below needs revision and confirmation by the People and Conservation Division)

4.8 INTERNAL PROCESSES: ENHANCE RESEARCH AND DEVELOPMENT

4.8.1 Policy regarding research in parks, registration of registration of projects biophysical sciences

SANParks research may have multiple purposes (i.e. to explore, describe and explain) for understanding the ecological patterns and processes of the national parks it manages using a scientific approach. It is based on the premise that research does not always produce perfect knowledge.

SANParks research is governed by a set of professional norms and values;

- *universalism* – irrespective of who conducts research and regardless of which park it was conducted, the research is to be judged only on the basis of scientific merit.
- *skepticism* – each research is subjected to intense criticism and scrutiny.
- *disinterestedness* – researchers must be neutral, impartial, receptive and open to unexpected observations or new ideas
- *communalism* – knowledge gained from research must be shared with others within the limitations of intellectual property rights
- *honesty* – research demand honesty in interpretation and reporting.

4.8.2 Social Science Research Policy

The aim of the corporate policy on social science research is to develop, plan, implement, and oversee a social science research strategy, and programme, tailored to inform the fulfillment of SANParks' mandate, the realization of SANParks' full potential as well as the contribution of the Organisation in terms of playing an instrumental role in responding to national imperatives such as poverty reduction, job creation and promoting the value of conservation.

SANParks subscribes to the following principles in social science research:

- Sound policies for Social Science research reflecting international conventions, national policies and legislation.
- Effective collaboration within and between SANParks, local communities and all social science research stakeholders.
- Building capacity within SANParks, local communities and with tertiary education institutions on issues of social science research.
- Conducting research that contributes to sustainable resource utilisation and management in SANParks as the resource custodian, for the benefit of the nation.
- The joint management of developing and existing protected areas
- The enhancement of biodiversity conservation through a sound and congruent social science research effort
- Acceptable research ethics
- Providing specialist People and Conservation inputs into park management plans through research interventions

The researcher should recognise that an ethical code of conduct to guide social research is only as robust in as far as it is brought to bear in the research process. The research should therefore ensure that any study proposal and/or study plan will demonstrate an awareness of potential harmful consequences or risks of the proposed research and how the researcher will deal with them. This researcher should agree to the following ethical principles:

- *The Principle of Due Consideration of Consequences*
 - In the planning of research, researchers should consider the foreseeable consequences of their research. The ability to reasonably predict the consequences of social research will rely on an understanding of the context of the research subjects. Due diligence on the part of the researchers should therefore be shown in terms of understanding the context and the anticipated research consequences within the given context. Due diligence facilitates attention to fairness towards research subjects in the planning phase of the research.
- *The Principle of Respect and Protection*
 - Research should preferably be undertaken with, and not merely on, the identified community. Research should be conducted with respect for the dignity and self-esteem of the individual and for basic human rights.
 - Research and the pursuit of knowledge should never be regarded as the supreme goal at the expense of participants' personal, social and cultural values.
 - The researcher must respect the autonomy and protect the welfare of all participants, and must therefore obtain the informed consent of the participants. This consent should be given in writing where necessary, according to accepted guidelines, especially if the research is of a sensitive nature. The researcher should be concerned particularly about the rights and interests of more vulnerable participants, such as children, the aged and the disabled. In general, all research must observe the international norms of avoiding harm, providing benefit wherever possible and acting justly.

- Constitutionally, a 'child' means a person under the age of 18 years. Research that can equally well be done with adults may not be done with children. However, where children are the participants, legal consent should be given in writing by either the parents, guardian, or custodian - whenever possible, on the understanding that the child has the freedom to withdraw from the research at any stage.
- The researcher should respect the right of individuals to refuse to participate in research and to withdraw their participation at any stage. Participation in research requires informed, uncoerced consent of participants. Researchers should inform participants, in language they can understand, of the aims and implications of the research project and of any other considerations which might reasonably be expected to influence their willingness to participate.
- Information obtained in the course of research, which may be of a sensitive nature and which may reveal the identity of a participant or an institution should be treated as confidential unless the participant or institution agrees to its release. Research findings relating to specific individuals, institutions and organisations should be reported in a way that protects the personal dignity and right to privacy of participants. Furthermore, whenever methodologically feasible, participating individuals and institutions should be allowed to respond anonymously or under a pseudonym to protect their privacy. The researcher should be constantly aware that the research might prejudice the position of research participants if measures are not taken to prevent such prejudice.
- Where feasible, participants may be suitably recompensed on condition that all participants are offered similar rewards and that such rewards are related to the sacrifices required of them to make their contribution, e.g. transport costs, meals, and tokens of appreciation, thereby observing the norms of justice and the avoidance of detriment.

The Principle of Transparency

- Before undertaking any research the researcher should ensure that the participants are clearly briefed on the aims and implications of the research as well as the possible outcomes and benefits of the research. Participants should also be informed of any additional factors that might reasonably be expected to influence their willingness to participate.
- Should the methodology of a research project necessitate the concealment of information, the researcher should before conducting such a study determine whether the use of such a methodology is justified by the project's prospective scientific, educational or applied value, determine whether alternative procedures that do not require the concealment of information could be used instead, and ensure that the participants are given the reasons for the concealment of information as soon as is practically possible.
- In the communication of their findings, researchers should subscribe to the principles of honesty, transparency and scrutiny by the public and their peers.
- No financial or other inducement should be offered to participants, whether children or adults, or parents/guardians of children, to ensure a particular research result.

The Principle of Scientific and Academic Professionalism

- Researchers should conduct their research, if applicable, in accordance with the professional code of the association of which they are members.
- Researchers should not misuse their positions or knowledge as researchers for personal power or gain.
- Researchers should at all times strive to achieve the highest possible level of scientific quality in their research that complies with the principles of intellectual property rights.

Archaeological and paleontological research

All research in these disciplines must comply with the SANParks regulatory policy statement (draft) on research in the fields of Archaeology, Palaeontology and Rock Art.

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4. GLOSSARY

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

Fauna: A collective term that refers to animals.

Flora: A collective term that refers to plants.

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

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

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

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

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

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

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

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

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

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

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

Invasive alien species: Plant or animal species not found naturally in an area, and which are characterised by a tendency to rapidly increase their distribution, out-competing plants or animals indigenous to that area.

Landforms: Natural features of the earth's surface.

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

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

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

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

compatible. A declared protected area in terms of Section 20 of the National Environmental Protected Areas Act No. 57 of 2003

Non-permitted extractive uses:

These are any extractive uses for which there is no permit provided on a case by case basis.

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

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

(the) Park: the physical entity that is the National Park.

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

Park Management: the Park Management institution and the executive officers and personnel appointed by SANP to manage the Park.

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

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

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

Problem animals (=damage causing animals): Animals that frequently come into contact with and negatively impact on human activity.

Propagation: The establishment and reproduction of plants.

Quarrying: The open mining of rocks and minerals.

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

Restoration: Returning the existing fabric of a place to a known earlier state by removing accretions or by reassembling existing components without the introduction of new material. (**Reconstruction:** Returning a place as nearly as possible to a known earlier state and is distinguished by the introduction of new or old material into the fabric.)

AND/OR

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

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

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

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

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

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

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

Traditional and ordinary knowledge: *Traditional knowledge* is the knowledge or customs acquired and handed down over generations, often by word of mouth. *Ordinary knowledge*, by contrast, is the knowledge and understanding of the natural environment acquired by experience.

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

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

Translocation: The movement from one place to another.

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

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

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

APPENDIX 1: KEY INTERNATIONAL CONVENTIONS AND NATIONAL LEGISLATION

International Conventions

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

National Legislation and Policy

- Constitution of the Republic of South Africa Act, No 108 of 1996
- National Parks Act 57 of 1976 (as amended by the National Parks Amendment Act 106 of 1998)
- National Environmental Management Act 107 of 1998
- National Environmental Management: Protected Areas Act No. 57 of 2003
- National Monuments Act 28 of 1969
- Environmental Conservation Act 73 of 1989
- World Heritage Convention Bill of 1999
- Natural Heritage Resources Act 25 of 1999
- National Heritage Council Act 11 of 1999
- Rhodes Will (Groote Schuur Devolution) Act 9 of 1910
- Defense Endowment Property and Account Act 33 of 1922
- National Forests Act 84 of 1998
- National Veld and Forest Fire Act 101 of 1998
- Conservation of Agricultural Resources Act 43 of 1983
- National Water Act 36 of 1998
- Water Services Bill 1997
- Mountain Catchment Areas Act 63 of 1970
- Sea-Shore Act 21 of 1935
- Sea Fishery Act 12 of 1988
- Marine Living Resources Act 18 of 1998
- Sea Birds and Seals Protection Act 46 of 1973
- Expropriation Act 63 of 1975
- Physical Planning Act 125 of 1991
- White Paper on the Conservation and Sustainable Use of South Africa’s Biological Diversity, 1997
- White Paper on Coastal Development, 1999