

REVIEW OF THE STRATEGIC MANAGEMENT PLAN OF THE TABLE MOUNTAIN NATIONAL PARK (2000 TO 2004)



FINAL REVIEW REPORT



CSIR Report ENV-S-C 2004-094



Prepared for:
South African National Parks
Table Mountain National Park
P.O. Box 37
Constantia 7848

Prepared by:
Environmental Management Services
CSIR Environmentek
P.O. Box 320
Stellenbosch 7599

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PLAN OF THE TABLE MOUNTAIN
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Report information:

Report prepared for:

*South African National Parks
Table Mountain National Park
P.O. Box 37, Constantia 7848
South Africa*

Report prepared by:

*CSIR Environmentek
Environmental Management Services
PO Box 320, Stellenbosch 7599
South Africa*

Contact: Henri Fortuin

Tel: +27 [0]21 888 2412

Fax: +27 [0]21 888 2693

Email: hfortuin@csir.co.za

Authors: S. Davies, H. Fortuin & P. Lochner

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EXECUTIVE SUMMARY

INTRODUCTION

The Strategic Management Plan (SMP) for 2000 to 2004 for the Table Mountain National Park (TMNP) presents twelve Key Performance Areas (KPAs), each with a set of strategies and actions and some with deliverables and indicators specified. During the period under review, TMNP's attention was focused on the fundamental requirements of establishing and consolidating the terrestrial and marine components of the Park, planning conservation priorities and identifying key management actions. These areas of work were underpinned by the creation of partnerships and working relationships with key stakeholders. The process followed in planning and implementation was generally participative, and aimed at reaching a wide range of current and potential users of the park. Emphasis was placed on enhancing the value of the park to the residents of the Cape Town.

The conclusion of the CSIR review team is that Strategic Management Plan for 2000 to 2004 was effectively implemented by TMNP in most areas. We believe TMNP (previously the Cape Peninsula National Park - CPNP) has been successful in establishing the foundations for sustainable management and operation of the Park in the future. During the first five-year phase of implementing the SMP, many of the planned actions were completed as intended. However, it is also evident that there are areas in which actions are not advanced, in particular those focused on research, monitoring through the use of indicators, recording and reporting of information, and management of commercial operators. Priorities for the next SMP for 2005 to

2010 will be to ensure that management is based on sound information gathered from implementation of the SMP and that an adaptive approach to management is followed.

The overall assessment of progress is shown in the Table S1. Park establishment and planning (KPAs 1 and 2) are progressing well. KPAs 3, 4 and 5 require attention towards systematically implementing the planned strategies, and particularly in monitoring progress towards the stated goals. Progress on KPA 11 has been slower than planned, and a concerted effort should be made to implement the SMP in this important area.

RECOMMENDATIONS

Recommendations for the updating of the SMP and lessons learnt that could contribute to the planning and execution of future external reviews are outlined below.

Structure of the updated SMP

The 2000 to 2004 SMP was structured to provide a comprehensive planning tool for managers. The overall assessment of good progress shows that the structure of the 2000 to 2004 SMP was effective to some extent, but certain changes could strengthen the implementation of the SMP over the next five-year period. The current SMP structure, which specifies strategies, actions, deliverables and indicators, could be simplified.

The table below provides, in summary, the overall assessment of progress for each KPA. The approach provides for

Table S1: Summary of progress for each KPA, showing the 3 categories against which each Action in the SMP has been assessed.

<i>Key Performance Area</i>	<i>Actions completed*</i>	<i>Actions in progress**</i>	<i>Actions not started#</i>
KPA 1: Park establishment	91 %	9 %	0 %
KPA 2: Proactive conservation planning and development	93 %	7 %	0 %
KPA 3: Research and monitoring	67 %	33 %	0 %
KPA 4: Invasive and non-invasive alien plant and animal management	76 %	24 %	0 %
KPA 5: Fire management	84 %	5 %	11 %
KPA 6: Cultural heritage resources	85 %	15 %	0 %
KPA 7: Community partnerships and benefits	94 %	0 %	6 %
KPA 8: Cooperative governance	100 %	0 %	0 %
KPA 9: Financial sustainability	93 %	7 %	0 %
KPA 10: Visitor management and services	96 %	4 %	0 %
KPA 11: Commercial operations management	53 %	33 %	14 %
KPA 12: Institutional development	92 %	8%	0 %

* actions designated as completed and completed/ongoing in the detailed review

** actions designated as commenced, in progress but not yet not complete in the detailed review

actions designated as not done in the detailed review

We recommend a streamlined SMP for 2005 to 2010, containing the strategic objectives, planned actions and responsible managers for each KPA, with the detailed planning contained in annual work plans for each KPA. The streamlined SMP would function as a broad level management tool, while the annual work plans (or Annual Plans of Operation - APOs) would contain enough detail to inform day-to-day management activities. Since the SMP is a strategy over five years, five annual work plans should be compiled during the 2005 to 2010 period, preferably by the managers and teams responsible for implementing that action and reviewed by management. The annual work plans will not be part of the SMP, but will provide the supporting 'method statement' for implementation. A review of

cumulative progress should be conducted each year prior to compiling the next annual work plan.

Communication of the SMP

In order to help the SMP become a living document that guides all activity in the Park, the SMP needs to be communicated to all staff. The communication process should include formal presentations by Park managers to different groups of staff, and making the SMP available in shared local area network folders. Annual reviews of KPA work plans should inform the annual updating of the SMP so that it reflects the TMNP's changing priorities and circumstances.

Interaction with other conservation and planning role players

The greater Cape Town area has a unique combination of conservation and development challenges, and a wide range of role players in these fields. TMNP has taken its place as an important and progressive member of the Western Cape community, and is interacting with other stakeholders to achieve its desired outcomes. However, interactions with planning and conservation role players could be stronger and more coordinated in their contribution to TMNP's own conservation and development goals. Further opportunities exist to strengthen these relationships with the aim of achieving an integrated conservation network in the area, and sending a consistent 'conservation message' to visitors and other users of the various parks and facilities in the area. TMNP did not participate in the City of Cape Town's first Integrated Development Planning (IDP) process, and should take up the opportunity to participate in future revisions of the Plan, to ensure that conservation features strongly in the resulting plans for the City.

Factors that contributed to lack of progress

Personnel changes or lack of capacity in certain areas contributed to lack of progress. For example, the Business Manager was only finally appointed in 2004, and initially focussed on building capacity in the financial department during 2003/4. Due to this arrangement, a number of key actions within the KPA for commercial operations management have not been completed to date. Good record keeping and document management linked to both SMP and annual work plans will ensure that a clear record is left of what has been done; this could also form part of the Park's Environmental Information System (EIS). In addition, proper succession planning must ensure

that responsibilities and accountabilities under the SMP are transferred when staff leave or are redeployed within the organisation.

The current structure of the SMP leads to isolation of KPAs, and opportunities for synergy and rationalisation of resources and capacity is lost. Explicit resource and activity links between KPAs should be identified and made explicit, and where KPAs are found to have strong interdependencies, managers should plan to integrate activities and share resources as much as possible. Research and monitoring are particularly cross-cutting activities, and each of the KPAs should incorporate research and monitoring into their individual work plans. In some cases, lack of progress was due to the actions in the SMP being unclear, or not 'unpacked' into more easily implementable sub-tasks. Because there was no formal interim evaluation to serve as an early warning system, there were areas of concern that were not identified timeously, and progress was subsequently found wanting.

CRITICAL AREAS

A recommendation of this review is that the indicators specified in the Inventory and Monitoring Plan need to be implemented and reported on annually. The most effective way would be for such indicators, e.g., sustainability indicators for community projects, to be included in the annual work plan for each KPA. In this form, the indicators would measure alignment with strategic direction and facilitate review of the KPA's progress. As a step towards the Park providing a triple-bottom-line report on all aspects of its performance, indicators should cover the conservation, social and economic aspects of the Park.

VALIDITY OF ACTIONS

Actions should be a logical sequence of steps to reach the objective articulated for the strategy. However, action statements have often been formulated as 'suitcase' statements that actually contain a range of sub-actions to be completed; for example, the action statement 'Develop management plan for MPA' in KPA 1 also doesn't specify the product or purpose of the management plan, and whether it is intended to be a report, capacity development effort or an implemented project. In other words, planning and implementation functions are not clearly separated.

LESSONS LEARNT FOR FUTURE REVIEWS

The review was conducted under strict time and budgetary constraints imposed by the Terms of Reference. However, we did not find that this significantly reduced the quality of the review. In considering the commissioning of future external reviews, we suggest that the following comments be taken into account.

Preparation of staff and managers

Personnel should be adequately prepared for the review process and familiar with the requirements and procedures used. All personnel to be involved with the review should be supplied with the Terms of Reference for the review, and should prepare themselves to participate. Documentation that could inform an assessment of progress should be made available to the reviewers as early as possible in the review process. Participants in the review need to be prepared to make a clear statement on how far they have gone towards achieving each strategy, action or deliverable. An underlying prerequisite is that all staff and managers clearly understand how the

actions in the SMP contribute to the achievement of the Park's overall strategic goals.

Iterative approach

An iterative approach should be taken, with time allocated for review of products by TMNP and for additional input to the draft reports. The review process should plan for at least two iterations of commenting from TMNP.

Scope of reviews

It is not possible to review the broad level strategies of the SMP without a very good understanding of the detail of the actions and their implementation. If broad level reviews are commissioned in future, the requirement for detailed understanding should be recognised and adequate resources allowed for the more detailed review that underlies the product. Although there was lack of progress on some actions as defined in SMP, this did not necessarily mean that progress towards the strategic objectives was not advanced. However, because there was no statement of progress on the strategic objectives, it was difficult to review progress at a strategic level. We recommend that future reviews should address both the strategic and action-specific levels.

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Abbreviations

<i>BEE</i>	Black Economic Empowerment
<i>CAPE</i>	Cape Action for People and the Environment
<i>CCT</i>	City of Cape Town
<i>CPNP</i>	Cape Peninsula National Park
<i>DEA&DP</i>	Department of Environmental Affairs and Development Planning
<i>DWAF</i>	Department of Water Affairs and Forestry
<i>EIS</i>	Environmental Information System
<i>GSB</i>	Graduate School of Business, University of Cape Town
<i>HRMP</i>	Heritage Resources Management Plan
<i>IDP</i>	Integrated Development Planning
<i>KPA</i>	Key Performance Area
<i>MCM</i>	Marine and Coastal Management, Department of Environmental Affairs and Tourism
<i>NHRA</i>	National Heritage Resources Act (No. 25 of 1999)
<i>SAHRA</i>	South African Heritage Resources Agency
<i>SANParks</i>	South African National Parks
<i>SDF</i>	Spatial Development Plan
<i>SMMEs</i>	Small, medium and micro enterprises
<i>SMP</i>	Strategic Management Plan
<i>TMF</i>	Table Mountain Fund
<i>TMNP</i>	Table Mountain National Park (formerly Cape Peninsula National Park)
<i>WCED</i>	Western Cape Education Department
<i>WfW</i>	Working for Water Programme

1. INTRODUCTION

1.1 Background

During October 2004, CSIR Environmentek was commissioned by SANParks to conduct an independent external review of the Table Mountain National Park's progress in implementing the 2000 to 2004 Strategic Management Plan (SMP). The SMP was drawn up in 2000 by Common Ground Consulting as part of the Integrated Environmental Management System (IEMS) and has been implemented by the Park managers and staff over the subsequent four years. During late 2004, the fifth year of operation of the SMP, the Park managers conducted an internal review of progress, in preparation for updating the SMP for a further six-year period from 2005 to 2010. Following the Internal Team Review, TMNP called for the external review in compliance with the Heads of Agreement between SANParks and the City of Cape Town.¹ The SMP is the critical management and performance measurement tool of the Operational Environmental Management System, and sets out management objectives, strategies, actions, deliverables, indicators, timeframe and responsible managers for the Park.

This report has two aims: firstly, to review progress in implementation of the SMP over the 2000 to 2004 period, and secondly, to provide guidance from this review process for the updated SMP for 2005 to 2010, by identifying issues of concern and areas where a change of direction or additional focus may be warranted.

1.2 Structure of the report

This report presents a brief overview, largely in checklist form, of the progress of TMNP towards implementing the SMP between 2000 and 2004. Section 2 outlines the approach taken in conducting the review, the reviewers for each KPA, and participants from TMNP. In Section 3, the literature used to inform the review on a general level, and terms used in the review are described. The SMP strategies and actions are presented in Section 4, along with additional comments on progress and a classification of the level of progress achieved for each action. Following the review table for each KPA, a summary of progress and KPA-specific recommendations are given. Overall conclusions of the review are presented in Section 5, while the reviewers' recommendations for future SMPs and reviews are given in Section 6. Section 7 shows the material gathered during the review, and represents a partial list of products of the first five years of the SMP.

¹ The Heads of Agreement stipulates that an independent body should be appointed by the Park Forum to review and evaluate the administration and management of TMNP by SANParks, based on the 'Operational Environmental Management System'.

1.3 Terms of reference

The following scope of work was issued by TMNP at the briefing meeting for consultants held on 6 September at the TMNP offices in Westlake. The Scope of Work formed the basis of the contract between TMNP and CSIR.

2. SCOPE OF WORK

2.1 Review

- Documents for review will be available at outset.
- Evaluate the performance of the park against the strategies set in the Strategic Management Plan (SMP).
- Use the checklist approach and comment column in the tabular format of the SMP, to evaluate the performance of the park against the strategies set in the SMP.
- Use the internal team evaluation for reference and where necessary interviews with the Heads of Departments.
- Point person for all coordination of interviews, documents, etc. is Mosili Ntene.

2.2 Reporting

Report back to TMNP Management and Park Forum Steering Committee.

2.3 Final product format

- Compile a single concise report showing progress of lack of progress against the strategies set in the SMP in a tabular form and written comments.
- Identify factors within control and above control that contributed to lack of progress.
- Identify critical areas and issues for further review.
- Assess and advise on the approach, format and content of the SMP with the view to inform the SMP for 2010.
- List lessons learnt from the whole assessment exercise to assist the formulation of the SMP for 2010. This should be as an addendum showing gaps, overlaps, and projects completed but not planned for in the SMP.
- Indicate clearly where the TMNP performed well.
- Produce a power point presentation of the findings.

3. FINAL PRODUCT

3.1 Format

The final product must be a report containing the requirements in Section 2 above. The review column must be clearly distinguishable. It must be supplied in digital (word, and adobe files) as well as in printed format. The successful candidate must provide three copies plus one unbound original printed report on final delivery. The candidate must also submit the summary power point presentation of the findings.

3.2 Timeframe

PowerPoint presentation to TMNP management on 18 October and the Park Forum Steering Committee on 19 October 2004. Delivery of the final product is set for 1 November 2004.

3.3 Budget Factors

Budget is limited and it is recommended that the review work itself should not exceed 10 working days in total.

2. APPROACH TO THE REVIEW

The review used a two-pronged approach of literature and document review, augmented by interviews with responsible managers at Table Mountain National Park. Documents and reports were supplied by Park managers or downloaded from the Park website. Three reviewers from CSIR conducted the review, with four KPAs being allotted to each reviewer as far as possible in line with his or her specific expertise as shown in Table 1.

Table 1. Key Performance Areas reviewed by the CSIR reviewers

<i>Reviewer</i>	<i>Key Performance Areas reviewed</i>
Sarah Davies	KPA 2: Proactive conservation planning and development
	KPA 3: Research and monitoring
	KPA 4: Invasive and non-invasive alien plants and animal management
	KPA 5: Fire management
Henri Fortuin	KPA 6: Cultural heritage resources management
	KPA 7: Community partnerships and benefits
	KPA 8: Cooperative governance
	KPA 12: Institutional development
Paul Lochner	KPA 1: Park establishment
	KPA 9: Financial sustainability
	KPA 10: Visitor management and services
	KPA 11: Commercial operations management

A variety of information sources were used in conducting the review. These included the TMNP website (www.tmnp.co.za), documents, reports and brochures produced by TMNP, and Park management's internal working documents. Interviews were held with TMNP managers in order to supplement the information gained from written sources. The interviews covered each of the 12 Key Performance Areas (KPAs) of the SMP at the level of the planned actions. The schedule of interviews with Park managers held during October 2004 is shown in Table 2.

Table 2. Interview participants and key informants of the review

Key Performance Area	Key informant(s)
<i>13 October 2004 (14:30 to 16:00)</i>	
KPA 6: Cultural heritage resources management KPA 8: Cooperative governance KPA 9: Financial sustainability KPA 11: Commercial operations management KPA 12: Institutional development	Mike Slayen (Manager: Conservation Planning) and Chris Rumbell (Business Manager)
<i>14 October 2004 (09:00 to 12:00)</i>	
KPA 1: Park establishment	Mike Slayen (Manager: Conservation Planning) and Paul Sieben (Area Manager: Marine)
KPA 2: Proactive conservation planning and development	Mike Slayen (Manager: Conservation Planning)
KPA 10: Visitor management and services	Mike Slayen (Manager: Conservation Planning) and Paddy Gordon (Area Manager: North)
KPA 7: Community partnerships and benefits	Xola Mkefe (Manager: People and Conservation) and Fiona Kalk (Manager: Communications)
<i>14 October 2004 (14:00 to 16:00)</i>	
KPA 5: Fire management	Phillip Prins (Coordinator: Fire and Technical Services) and Andrew Brown (Manager: Biodiversity Programme)
KPA 4: Invasive alien plant and animal management KPA 3: Research and monitoring	Andrew Brown (Manager: Biodiversity Programme)

3. EXPLANATION OF REVIEW

3.1 Background documentation used in the review

The following key documents provided general background and context for this review:

- CPNP 2000a. Cape Peninsula National Park Integrated Environmental Management System, Management Policy. South African National Parks.
- CPNP 2000b. Cape Peninsula National Park Integrated Environmental Management System, Strategic Management Plan 2000-2004. South African National Parks/Cape Peninsula National Park.
- TMNP 2004. Internal team review. August 2004. TMNP internal document provided to reviewers by Ms Mosili Ntene.

Documentation received by the reviewers that was specific to a particular KPA is listed under each KPA review table.

3.2 Explanation of progress categories

The review was conducted, as required, at a broad level, focussing on the progress with regard to planned actions. This is primarily a quantitative approach, with little assessment of the qualitative aspects of progress. For example, where an action such as the production of a document or report was planned (e.g. the production of a Conservation Development Framework report for the Park), the presence of this report constituted the completion of that action and the content was not analysed further. In certain cases, where attributes of the deliverable were specified (e.g. that the CDF must include planning principles), the presence or absence of these attributes was considered. Although this review is not a detailed audit of performance, review comments have been made for each action, and an overall assessment of progress given for each KPA.

In assessing progress it was necessary to designate the actions in the SMP as having been achieved or not achieved. This was done using the following scheme agreed with Park management during the review process (Table 3).

Table 3: Scheme used for classifying progress in implementing actions in the SMP

<i>State of progress</i>	<i>Explanation</i>
Actions completed	Actions with defined milestones and those that need to be undertaken on an ongoing basis that have been completed.
Actions in progress	Actions that have been initiated and are underway but are not yet completed.
Actions not started	Actions that have not been done.
Extra actions	Actions completed or initiated that are not identified in the SMP but were deemed necessary for implementation of the SMP.

4. REVIEW OF PROGRESS ON THE KPAS

4.1 KPA 1: Park establishment

<i>Strategy</i>	<i>Actions</i>	<i>Progress</i>	<i>Review comments</i>
1. Consolidate all possible land within the CPPNE, as well as other identified conservation-worthy areas adjacent to and contiguous with the Park under the management control of the CPNP	a) Compile an inventory of all land to be incorporated into the Park	Completed	The Public Land Schedules and Private Land Database have been prepared.
	b) Identify criteria for inclusion of land	Completed	A prioritisation process was undertaken to identify conservation worthy land for inclusion in the Park (Setplan 2001a). This land could be within or outside the CPPNE. This analysis was based on three broad criteria: (i) environmental management requirements for the land, (ii) ecological significance, and (iii) visitor significance.
	c) Prioritise land for inclusion	Completed	The above-mentioned report also provides a prioritisation rating for properties on a scale from 1-15, with 15 being the highest rating. It must be noted that this information is confidential as it potentially affects negotiations with landowners. The highest priority parcels have already been included in the Park.
	d) Compile strategic lists of private and public land inside and outside of the CPPNE	Completed	Refer to comments under (a) and (c) above.
	e) Consolidate private and public land under Park Management control through, for example, the following mechanisms: Contracting in, donation, purchase or incorporation according to principles agreed by Park Management and the Park Committee representing the public.	Completed ongoing	To date 80 % of state land, 97 % of municipal land and 30 % of private land earmarked for inclusion has been consolidated within the Park. A further 30 % of private land is currently being negotiated. The appointed Land Negotiator is playing a key role, initially funded by Ukuvuka and now by SANParks. A legal specialist has also been funded by Ukuvuka and is now contracted by SANParks to assist in this regard. Regarding inclusion of additional public land, two key areas have been identified (i.e. Tokai/Cecilia Plantations and Klaver Valley near Simonstown) and a strategy prepared for each.

Strategy	Actions	Progress	Review comments
	f) Explore Park Management's future involvement in the administration of the CPPNE	Completed	Discussions have been held with the Provincial Administration in this regard. This responsibility will remain with the Province.
2. Establish a marine component	a) Employ a marine co-ordinator	Completed	The Area Manager: Marine was appointed for the establishment of the marine component.
	b) Identify criteria for establishing boundaries for the Marine Protected Area/s (MPA/s)	Completed	Criteria were identified, as indicated in the reports prepared by the Area Manager: Marine.
	c) Undertake public process to establish new MPA	Completed	An objective and consultative process was conducted, as indicated in the reports listed below (e.g. Clark, 2002).
	d) Establish zoning for MPA/s	Completed	The zoning for the MPA has been proposed (Clark, 2002). The MPA and Restricted Zones (previously called 'no-take areas') were proclaimed in the Government Gazette of 4 June 2004.
	e) Develop management plan for MPA/s	In progress	A working draft of the Management Plan is available. This draft has been submitted to MCM. SANParks and MCM need to review and revise the draft.
	i) Appointment of Marine Manager	Extra	The Area Manager: Marine has been appointed.
	ii) Contract staff	Extra	Trained 18 and retained six staff.
	iii) Equipment	Extra	Two boats, two Cameras, telescopes and night scopes have been purchased.

Supporting documentation available to reviewer

- Clark, B M. 2001. A new Marine Park for the Cape Peninsula: Draft Proposal for comment.
- Clark B M. 2002, Cape Peninsula National Park Marine Component: Feasibility Study Report. Prepared by the Cape Peninsula National Park. April 2002.
- DEA and SANParks undated. A Marine Protected Area for Table Mountain National Park (summary brochure issued to promote public comment). Prepared by the Department of Environmental Affairs and South African National Parks.
- Earthworks 2003. Opinion: The capacity of the South African National Parks and the Department of Environmental Affairs and Tourism to enter into an agreement regulating the management of the proposed Cape Peninsula Marine Protected Area. Prepared for SANParks by Earthworks, Newlands.
- Haricharan, S. 2002. Private land consolidation into the CPPNE: Key lessons of the Working Group.

- Magisterial Districts of Cape Town, Wynberg and Simon's Town 2003. Schedule of 'Admission of guilt' fines in terms section 53 of Act 51 of 1977 and Act 57 of 1976.
- MCM and SANParks 2002. Cape Peninsula Marine Protected Area management plan (working draft). Prepared by Marine and Coastal Management and South African National Parks.
- Setplan 2001a. Managing the CPPNE: a strategy for private land consolidation, Prepared for Cape Peninsula National Park, Ukuvuka Campaign, City of Cape Town, WWF-SA and the Park Committee by Settlement Planning Services, Cape Town.
- Setplan 2002a. CPPNE Private Land Database: Land Negotiator's Implementation Report (confidential). Prepared for SANParks by Settlement Planning Services, Cape Town.
- Setplan 2002b. Managing the CPPNE: Land Negotiator's Reference Manual. Prepared for SANParks by Settlement Planning Services, Cape Town.
- Setplan 2003. CPPNE Private Land Database Precinct Details: Property information (confidential). Prepared for SANParks by Settlement Planning Services, Cape Town.

Assessment of actions planned in the SMP:

11 Actions, 10 completed, 1 in progress, 3 extra

Overall assessment

Of the identified actions, most (just over 90%) have been satisfactorily completed for the first five-year phase of planning and implementation (2000 to 2004).

The necessary information (e.g. private land database), guiding documents (e.g. land consolidation strategy) and resources (e.g. land negotiator) are in place. For both the terrestrial and marine components, the establishment and consolidation of the park has been conducted in accordance with the SMP. For the terrestrial component, priorities for the inclusion of additional conservation-worthy land in the TMNP have been identified and are being actively pursued. For the marine component, future expansion is a possibility, but no plans are currently being proposed.

Recommendations

- The Management Plan for the MPA needs to be completed.
- Indicators for the terrestrial and marine components have been defined, but are not monitored and reported on at present. A systematic monitoring programme should be implemented as soon as possible.
- The appointment of the Land Negotiator and legal advisor should be extended for as long as this role is considered necessary for the further consolidation and expansion of the Park.

4.2 KPA 2: Proactive conservation planning and development

Strategy	Actions	Progress	Review comments
1. Prepare the Conservation Development Framework (CDF)	a) Finalise process for development of Conservation Development Framework (CDF)	Completed	The 'Towards a Conservation Development Framework for the CPNP' report set out the approach and process for preparing the CDF. This approach is now being used by SANParks to inform planning in other National Parks.
	b) Undertake a credible stakeholder involvement process	Completed	Full stakeholder comments and responses were provided as reflected in the Comments and Responses Reports for the 'Towards a CDF' and 'Draft CDF' reports. Comments came from a broad mix of local stakeholders, organs of civil society, government and non-government organisations.
	c) Within that process, develop planning principles (within the guidelines set by the CPNP Management Policy) to underpin the CDF.	Completed	Planning principles are provided as part of the CDF Report, which also sets out the various use zones and visitor sites. These appear to be comprehensive and include ecological and heritage sensitivity, visitor needs and the precautionary principle.
	d) Develop baseline of environmental opportunities and constraints	Completed	Baseline synthesis mapping has been done in the form of Ecological Significance, Visual Features, Existing Land Use and Activities, Hazardous and Unstable Areas, Traffic Problems, Provisional Heritage Resources Synthesis, Ecological and provisional heritage significance mapping.
	e) Update baseline information of the Use Zone Map	Completed	This is ongoing work updated through the EIS and specific initiatives such as heritage mapping, alien clearing mapping and fire mapping.
	f) Finalise Conservation Development Framework	Completed	The CDF has been approved by SANParks Board (27/06/01) and endorsed by the City (29/10/03). The CDF sets out the spatial framework for managing conservation, development and recreational activities in and around the Park. Updating of the CDF is planned for 2005. A popular brochure entitled 'Managing a National Park in the midst of a City – CDF for the CPNP' was prepared.

Strategy	Actions	Progress	Review comments
	g) Provide heritage baseline study	Extra	The initial Heritage Baseline Map and Report was produced as an extra action as it was deemed necessary to facilitate the CDF process (this occurred at an early stage before the HRMP had been completed).
2. Prepare local area plans	a) Prioritise local areas for planning	Completed	Prioritisation was done as part of the CDF report (see Table 1 in CDF Report) and is updated annually through the setting of Key Performance Areas for the Planning Dept..
	b) Involve the public in the preparation of local area plans	Completed ongoing	A planning process, which provides for public involvement, is undertaken for each visitor site.
	c) Develop work programme to address all priority local area planning	Completed	Planning is done according to the budgetary and staff resources available to the Planning Department.
	d) Complete planning for priority local areas	Completed ongoing	Local area planning has been undertaken for Signal Hill-Kloof Nek-Tafelberg Road, Groote Schuur Estate, Boulders, Constantia Nek, the Glen, Koeel Bay, Buffels Bay, Bordjiesrif, Buffelsfontein Homestead, Constantia Nek East Fort, Millers Point, Perdekloof, Schusteskraal, Oudekraal, Silvermine picnic area and Noordhoek, Silvermine, Sandy Bay Nek and Scarborough Beach car parks. Local area planning has been undertaken at 25 of the 37 visitor sites managed by SANParks.
	e) Review existing local area plans	In progress	Cape Point and Boulders plans are being reviewed at present.
3. Implement local area plans	a) Identify priority local areas for implementation	Completed	Implementation of plans is done according to budgetary and staff resources available to the Planning Department. There can be a lag period between planning and implementation.
	b) Undertake required conservation and development activities for local areas	Completed ongoing	Implementation of plans has taken place at Boulders, Buffelsfontein Homestead, Cape Point, Mount Pleasant, Noordhoek, Silvermine and Sandy Bay parking areas, Deer Park washhouses, Perdekloof, Silvermine and Newlands braai site, Signal Hill, Orangekloof homestead.

Strategy	Actions	Progress	Review comments
4. Initiate and participate in proactive and reactive initiatives for co-ordinated planning and development of the Park and its surrounds	a) Engage with relevant authorities and private landowners	Completed ongoing	The TMNP-CCT Bilateral Forum meets quarterly to discuss issues of mutual interest; in the Planning Steering Committee, park managers have met with CCT, Public Works, SAHRA and the Western Cape planning and environmental management (DEA&DP) and transport departments. Local plans for areas within the Park have public participation components, in which private landowners and other stakeholders can participate.
	b) Actively participate in processes affecting land-use of the Park and its surrounds, e.g. urban edge study, rezoning, structure plans, Catchment Management Plans.	Completed ongoing	Park managers participated in various city planning initiatives, e.g. Catchment Management Fora, structure planning processes, and the Urban Edge study which was completed in 2001. TMNP did not participate in the 2003/4 IDP process of the CCT.
	Planning and implementation of the trans-Peninsula Hoerikwaggo Hiking Trail	Extra	Planning, heritage and engineering reports have been prepared in relation to the proposed trail, a stakeholder group set up and overnight facilities and footpaths are being constructed at present.
	Preparation of 'CPNP Minor Access Points' report	Extra	The 'CPNP Minor Access Points' report was completed during 2003. This study, once implemented, will result in upgrading of access to the Park at 27 minor access points.

Supporting documentation available to reviewer

- Planning Partners 2003. Cape Peninsula National Park Minor Access Points Plan. . Prepared for SANParks by Planning Partners , Cape Town.
- De Villiers Brownlie Associates 2000. Cape Peninsula National Park Towards a Conservation Development Framework Report and synthesis mapping. Comments and Responses Report. August 2000. Prepared for SANParks by De Villiers Brownlie Associates, Cape Town.
- De Villiers Brownlie Associates 2001. Cape Peninsula National Park Draft Conservation Development Framework. CDF Comments and Responses Report. January 2001. Prepared for SANParks by De Villiers Brownlie Associates, Cape Town.
- SANParks 2004b. Table Mountain National Park Heritage Resources Management Plan. Priorities for Heritage Resources Management in the TMNP: 2004-2010.

- Setplan 2000. Towards a Conservation Development Framework for the Cape Peninsula National Park. Prepared for SANParks by Settlement Planning Services, Cape Town.
- Setplan 2001b. Conservation Development Framework for the Cape Peninsula National Park and associated maps. Report 1298/R3.3. Prepared for SANParks by Settlement Planning Services, Cape Town.
- Various baseline maps including the updated Use Zone Map (www.tmnp.co.za).

Assessment of actions planned in the SMP

15 Actions, 14 completed, 1 in progress, 3 extra

Overall assessment

Through the completion of most planned actions, and the extra actions, the SMP has been well implemented in the area of conservation planning. However, review of processes and deliverables produced under these KPAs seems to be fairly *ad hoc*, and needs to be scheduled and planned at regular intervals.

One key element that was missed was the opportunity to participate in the CCT IDP process. In addition, TMNP's interactions with Cape Nature and other conservation bodies [Cape Flats Nature, City of Cape Town Nature Conservation, Cape Nature (formerly Western Cape Nature Conservation Board) etc.] could be stronger, contributing to a more integrated approach to conservation in the greater Cape Town area, and transfer of experience and expertise across boundaries.

Three extra actions that were not planned for in the 2000 to 2004 SMP have been undertaken (planning and implementation of the Hoerikwaggo Trail, Heritage Baseline Map and Report and CPNP Minor Access Points report). The planning and implementation of the Trail could be a significant benefit both to the Park and to communities neighbouring the Park and further afield.

Recommendations

- Participate in future updates and reviews of the CCT IDP and production of the Spatial Development Framework (SDF).
- Schedule regular review of planning priorities, preferably annually.
- Build partnerships and supportive relationships with other conservation bodies in the greater Cape Town area.

4.3 KPA: 3: Research and monitoring

<i>Strategy</i>	<i>Actions</i>	<i>Progress</i>	<i>Review comments</i>
1. Research, document and maintain information on biodiversity	a) Identify indicators for biodiversity monitoring	Completed	Indicators for monitoring biodiversity have been identified in the Inventory and Monitoring Plan (1999). Indicators address the distribution and status of flora (Proteaceae, rare flora, and key indicator species) and fauna (rare fauna, large mammals, small mammals, birds, frogs, invertebrates, invasive alien fauna and key indicator species), and the health of freshwater systems (SASS analyses).
	b) Identify gaps in information	In progress	The newly-appointed Coastal Parks Research Coordinator is currently working on identifying gaps pertaining to biodiversity information. The Research Coordinator has just completed her tour to all coastal parks to identify needs related to research.
	c) Develop research programme aimed at gathering/consolidating data on biodiversity	In progress	As above.
	d) Engage local research institutes and universities to collaborate on priority research projects	In progress	Initially research was co-ordinated by the previous Manager Research and Information Systems and a Research Forum was established but became defunct. In future, this task will be handled by the Research Coordinator as described above.
	e) Solicit research funding support	In progress	Funding is solicited as the need arises. The current major funders are FFEM, GEF and TMF. Examples of the research projects funded include the invertebrate study, afro-montane forest and oral history.
2. Develop targeted monitoring programmes that support strategic objectives	a) Develop monitoring programme to evaluate efficacy of invasive alien clearing	Completed	An Inventory and Monitoring Plan has been developed (1999), with the Alien Clearing Monitoring Programme as a component. In addition, the Alien Clearing Project Managers and Assistant Field Rangers are responsible for monitoring as and when the need arises. Systematic implementation of the monitoring programme will be the priority for the near future.

<i>Strategy</i>	<i>Actions</i>	<i>Progress</i>	<i>Review comments</i>
	b) Develop monitoring programme for fire management	Completed	A fire-monitoring programme has been developed as part of the Draft Inventory and Monitoring Plan. In addition, the Fire Management Plan and the Inventory and Monitoring Plan set out indicators for post fire monitoring (e.g. fire-sensitive species).
	c) Maintain records on faunal and floral elements, both terrestrial and marine	Completed ongoing	Records are maintained for indigenous and exotic flora. For exotic flora records are updated on a quarterly basis. For indigenous flora, field staff use grids to capture newly found species to build up on the existing database. Game counts are conducted annually and the data stored by SANParks .
	d) Maintain information on visitor numbers, profile and usage	Completed ongoing	An extensive qualitative and quantitative 'Visitor and User Baseline Survey' was conducted between 1999 and 2000. This involved a visitor count at 69 entry points over a 12-month period and interviews of a representative sample of 2100 visitors and users from 50 organisations. A summary of the survey results is presented in the brochure entitled 'People and the Park: CPNP visitor and user survey'.
	e) Develop indicators to monitor and evaluate social delivery	Completed	Indicators have been set out in the Extended Public Works Business Plan. Examples include the number of contractors developed and the variety of skills imparted.
	f) Document social ecology 'best practice'	Completed	Social ecology information has been documented in the 'Towards best practice communities and conservation' Conference Proceedings (15–19 May 2000), Berg'n Dal, SANParks.
	g) Collaborate with local authorities on fresh-water systems research and monitoring	Completed ongoing	TMNP participates in the Cape Peninsula Catchment Management Fora.

Supporting documentation available to reviewer

- CPNP 1999. Inventory and Monitoring Plan for Cape Peninsula National Park.
- CPNP 2000. Visitor and User Survey (summary results), Prepared by CPNP based on the detailed survey undertaken.
- Towards best practice communities and conservation: Conference Proceedings 15 – 19 May 2000 Berg'n dal, SANParks.

Assessment of actions planned in the SMP

12 Actions, 8 completed, 4 in progress

Overall assessment

The lack of a current manager tasked with further development and implementation of the Research and Monitoring area restricted the ability to evaluate in-depth the extent to which this KPA has been realised. It was also difficult to understand the motivation behind certain of the actions in this KPA [e.g. Action 1 g) 'Collaborate with local authorities on fresh-water systems research and monitoring'].

Although some actions have been implemented, such as the Visitor and User Survey, the general progress on this KPA has not been systematic and coherent. The lack of a research and monitoring manager within TMNP since the departure of the previous manager contributed to this lack of progress, and towards its direction being skewed towards development of monitoring programmes and away from research and information management of biodiversity in the Park. A structural reason for why this KPA was difficult to act on is that research and monitoring is a stand-alone function in the 2000 to 2004 SMP, with its own KPA and objectives aside from the other management areas. This design may have led to insufficient focus on monitoring in other KPAs, and could lead in future to a lack of coordination between management areas and the inability of management to respond to changing needs and circumstances (i.e. adaptive management).

Recommendations

- In the revision of the SMP for the 2005 to 2010 period, it is proposed that the research and monitoring function be treated in one of two ways:
 - Implement a coordinated programme of research and monitoring that receives support from top management, or
 - Implement a streamlined version of the current KPA, with a research and monitoring component incorporated into each of the other KPAs. A Research and Monitoring Coordinator could then perform a coordinating and review role, ensuring that research and monitoring is integrated across the KPAs and managing administrative tasks such as issuing of collection permits. For example, the Community Partnerships and Benefits team (KPA 8) could most effectively carry out routine monitoring of social benefits and delivery, with periodic review and evaluation by the Coordinator.
- In either case, the research and monitoring champion should coordinate this function and drive it in the management team over the next five years.

- Further efforts should be made to enhance the research output of the Park through cooperation with tertiary and research institutions in order to harness the benefits of up-to-date research for Park management. A second attempt to establish a Research Forum is warranted, since an active, integrated research programme could provide valuable information for Park management. However, the new Research Forum should incorporate learning from the first failed attempt.

4.4 KPA: 4: Invasive and non-invasive alien plant and animal management

<i>Strategy</i>	<i>Actions</i>	<i>Progress</i>	<i>Review comments</i>
1. Remove all woody seed-bearing adult invasive alien plants from within the CPPNE and sustain a follow-up programme	a) Review priority areas for clearing	Completed ongoing	Priority areas were reviewed and prioritised in the 'Alien Clearing Strategic Management Plan' in 2000, and in the Management Unit Clearing Plan of 2003; the Alien Clearing Project Managers, Section Rangers and Assistant Section Rangers also carry out ongoing annual reviews of these priorities which are reflected in the Annual Plan of Operation for each section.
	b) Divide area to be cleared into fixed compartments	Completed	As indicated in the Management Unit Clearing Plan of 2003 fixed compartments were drawn up when reviewing priority areas for clearing and these compartments were the adjusted to meet the practical requirements of alien clearing.
	c) Plan for follow up on post fire recruitment of burnt areas	Completed	Dealt with in Annual Plan of Operation.
	d) Plan for follow-up on cleared areas	Completed	As above
	e) Develop and initiate model for establishing a price for clearing alien vegetation, taking into account socio-environmental variables	Completed	This has been done by using a computer estimate model and production norms tables, which show the required person days per hectare according to alien plant density, species and clearing method. This is available in the Park's EIS.
	f) Train staff, contractors and volunteers	Completed ongoing	Various alien clearing contractor development programmes have been undertaken. Some of the alien clearing contractors are former Park employees who have become independent contractors to the Park. Training is an ongoing component of the alien-clearing programme, and now follows the WfW requirements. Volunteer programmes have also been undertaken. For more detail refer to KPA 7: Community Partnerships and Benefits)

Strategy	Actions	Progress	Review comments
	g) Implement clearing plans through skilled management staff, contractors and volunteers	Completed ongoing	Alien clearing records are kept as part of the EIS. Training and skills records are obtainable from the Human Resources Section. Presently the approach makes extensive use of WfW protocols. The number of alien clearing project managers has been increased to reduce the number of sites per manager to between five and seven. Initial clearing of alien vegetation in the Park is 80 to 90% complete.
2. Avoid or minimise all negative environmental impacts associated with clearing invasive plants	a) Ensure efficient and careful use of herbicide	Completed ongoing	The WfW herbicide policy is used to regulate the use of herbicides during alien clearing operations.
	b) Identify negative environmental impacts	Completed ongoing	Certain impact management measures (e.g. procedures for clearing on steep slopes, herbicide use) are provided for in the contract documentation and monitored by the SANParks team managing the alien clearing program.
	c) Institute mitigatory measures, e.g. where herbicide use is necessary	Completed ongoing	A herbicide use policy is in place and contractors are monitored and audited by the SANParks team.
	d) Ensure efficiency through effective clearing procedures	Completed ongoing	Efficiency of clearing was initially not up to standard but this has improved through later focus on production norms and productivity measurement and training in terms of WfW standards.
3. Undertake accurate monitoring, evaluation and recording of invasive plant clearing and follow-up programmes.	a) Establish criteria for evaluation of alien clearing success	Completed	Two months after the completion of every GEF, Ukuvuka and WfW contract, sites are re-checked for regrowth and coppicing which are the key criteria. In addition, the annual survey of alien plants in the TMNP reviews success of clearing work undertaken.
	b) Maintain and update database of alien clearing	Completed ongoing	This is done through preparation of annual clearing plans and the data is maintained in the EIS alien clearing records.
	c) Encourage research institutes to sustain research into aliens and their control	Completed ongoing	Some research has been done in response to TMNP's call for and funding of post-graduate student projects on alien vegetation control and fynbos restoration after alien clearing.
	d) Monitor before and after clearing and follow-up programmes	Completed ongoing	Monitoring is undertaken before, during and after every alien clearing contract and on an annual basis for the annual survey.
4. Manage the spread and impacts of invasive alien fauna	a) Prioritise programme for the removal of invasive alien fauna	In progress	Himalayan tahr have been given highest priority, and a removal programme is underway. Sambare and fallow deer have been identified as invasive fauna and a program to address this is underway

Strategy	Actions	Progress	Review comments
	b) Identify impacts of invasive alien fauna	In progress	A SANParks survey has been initiated to identify impacts of the identified alien fauna.
	c) Introduce mitigatory measures to reduce impacts	In progress	Removal of the Himalayan tahr has been the focus of this action to address their impacts on erosion and fynbos. . This now needs to be extended to other identified species. All possible removal methods are being investigated
5. Communicate impacts and responsibilities of clearing to landowners and public	a) Clarify legal responsibilities of landowners	Completed	Letters were sent by Ukuvuka Campaign to all landowners informing them of legal responsibilities regarding alien vegetation and fire management requirements and steps to be taken.
	b) Encourage removal of aliens on private land	Completed	In addition to the above, SANParks offers incentives for landowners to contract land into the TMNP. The key incentives are fire management, alien clearing and rates exemption.
	c) Negotiate rates incentives/penalties for non-removal of invasive aliens	Completed	TMNP successfully negotiated a rates exemption for private land contracted into the Park. This is now provided for by the Property Rates Act.
6. Manage non-invasive alien plants, particularly in the context of historical and cultural landscapes and recreational areas	a) Plan to manage non-invasive alien plants associated with defined cultural and historical landscapes at a local area level	In progress	Planning for this action has not been completed. The EIS contains a heritage resource layer, which identifies stands of trees that have heritage value. The TMNP Heritage Tree Holding Action is used to identify and protect these trees until their heritage significance and its implications for management have been resolved. A comprehensive survey of the historic tree plantings has been undertaken. The medium- to long-term planning for these areas will be formalised and incorporated into local areas plans on an ongoing basis.
	b) Maintain non-invasive trees planted for recreational purposes, only where they are in harmony with the strategic objectives of the CPNP	In progress	This action is being addressed through local area planning and management plans.
	c) Phase out areas only used for timber production	In progress	Removal of pine plantations in Silvermine, Newlands and Orangekloof in terms of a phased harvesting programme is ongoing.
	d) Review fire breaks planted with non-invasive alien plants	Completed ongoing	The review of planted fire breaks is complete. Some belts are subject to the Heritage Tree Holding Action and require resolution on future management actions.

Supporting documentation available to reviewer

- CPNP 2000a. Alien Clearing Strategic Management Plan.
- CPNP 2002. The Invasive Alien Plant Clearing Programme.
- Maps of alien clearing compartments.
- TMNP 2003a. Alien Clearing Plan of Operations 2003/2004.
- TMNP 2003b. Management Unit Clearing Plan.
- WfW undated. Herbicide Policy adopted by the Working for Water Programme.

Assessment of actions planned in the SMP

25 Actions, 19 completed, 6 in progress.

Overall assessment

The overall goal of removing all seed-bearing adult invasive alien plants from the Park is ambitious. However, progress has been good, and the use of the Ukuvuka programme to accomplish some of the tasks was reasonable and efficient. The faunal component of alien invasive species management has taken a back seat to alien plant management for understandable reasons. However, the management framework is in place for alien clearing and considerable progress has been made with clearing priority areas, so that attention can now be focused on refinement of management techniques, more methodical monitoring systems, and follow up clearing.

Recommendations

- More attention needs to be paid in future to the identification, management and monitoring of how clearing of aliens impacts on the environment and biodiversity, and on developing and use of indicators for post-clearing recovery of indigenous vegetation.
- The faunal component of the alien invasive species management programme must be developed, so that that current and future problem species are identified and managed appropriately. This should address the full range of vertebrate and invertebrate taxa.

4.5 KPA: 5: Fire management

<i>Strategy</i>	<i>Actions</i>	<i>Progress</i>	<i>Review comments</i>
1. Plan and implement controlled burns where necessary	a) Review fire-history records	Completed ongoing	Detailed fire history records are maintained for all fires in the Park and kept in the office of the Manager: Fire and Technical Services. A fire report form is completed for all fires (wild fires and prescribed burns). Fire records are captured immediately after each fire and those larger than 1 hectare are loaded on the EIS every quarter.
	b) Assess the need and plan for controlled burns	Completed ongoing	The Fire Risk Map is maintained on the EIS and is updated annually to indicate low, moderate and high fire risk areas. Fire risk assessment is undertaken by Managers in terms of the procedures set out in the Fire Management Plan for prescribed burns which are undertaken in autumn/winter.
	c) Identify areas burned too often	In Progress	Areas that are in danger of being burned too often are informally identified by area managers. However, this needs to be done more systematically and regularly.
2. Develop and implement a Fire Management Plan	a) Develop procedures and protocols for wildfires and control burns	Completed	Protocols and procedures are set out in the Fire Management Plan. A fire risk database informs annual planning of areas to be burnt (see 1(b) above).
	b) Assess maintenance procedures (e.g. fire-breaks and infrastructure)	Completed ongoing	The circum-Peninsula firebreak has been identified and established in terms of the CSIR (2004) study. The firebreak is reviewed and amended annually. This information is maintained on the EIS which provides details on each section of the firebreak. The Fire Management Plan sets out maintenance procedures.
	c) Assess and develop staff and volunteer capacity and training	Completed Ongoing	Training courses in fire fighting are provided to volunteers every month. Staff such as General Workers, Field Rangers and Section Rangers receive refresher training every two to three years. However, the bulk of fire fighting is outsourced with only the core expertise supplied by the Park.

Strategy	Actions	Progress	Review comments
	d) Develop inter-agency programmes for co-operation for fires	Completed ongoing	The Fire Protection Association has been established to co-ordinate landowners and authorities. Two further Memoranda of Agreement have been established to provide additional assistance with fire fighting: the SANParks/City Memorandum of Agreement (MOA) and the Working on Fire MOA.
	e) Collaborate with local authorities and landowners for the removal of alien trees from the urban edge	Completed ongoing	Ukuvuka has led this initiative - 95% of the circum-Peninsula firebreak has been established although alien vegetation along the urban edge on private and certain public land is still a fire hazard. A proposed amendment of the Municipal Fire Community and Safety by-law has been proposed to deal with this issue.
	f) Identify biodiversity conservation determinants for control burns	Not done	This action has not yet been addressed. A systematic monitoring system would allow tracking of the effects of burning on biodiversity and heritage values; since the alien clearing and burning programmes are so closely linked, they could establish a single, integrated monitoring programme.
	g) Determine and meet legal responsibilities	Completed	The Fire Management Plan sets out the requirements in the National Veld and Forest Fire Act and the Fire Protection Association has been established to meet these.
	h) Assess and enforce recreational fire-free zones for the Park	Completed	Fire-free zones have been identified through the CDF (i.e. the 'remote and 'quiet' and other specified zones). This information is conveyed to the public through signage at Park access points.
	i) Acquire the necessary infrastructure and equipment for fire management	Completed ongoing	Necessary equipment has been acquired but in some instances is in short supply. Some equipment is not dedicated purely to fire management, but is also used for other purposes. TMNP keeps fire fighting helicopters on stand by during the fire season. The Fire Management Plan provides an inventory of fire-related equipment.
	j) Implement fire protection measures for the Park and local authority infrastructure	Completed	The Fire Protection Association has been established. The TMNP Fire Management Plan also provides guidance on this aspect. Fire protection measures such as the circum-Peninsula fire break and removal of alien vegetation have been effected.
	k) Form Fire Protection Association(s)	Completed	The Fire Protection Association has been established.

<i>Strategy</i>	<i>Actions</i>	<i>Progress</i>	<i>Review comments</i>
	l) Explore registration of CPNP as a local authority in terms of the National Veld and Forest Fire Act (1998)	Completed	A Fire Memorandum of Agreement with City of Cape Town is completed and awaits final signature.
3. Maintain accurate fire history records for all areas of the Park	a) Update fire history records	Completed ongoing	A fire report form is completed for all fires larger than 1 hectare, this includes wild fires and prescribed burns. Fire records are captured immediately after the fires and these are loaded on the EIS every quarter .
	b) Develop monitoring programme for post-fire recruitment of aliens.	Not done	No systematic monitoring is in place for the monitoring of post-fire vegetation recovery.
4. Promote the awareness of visitors and the general public on the periphery of the Park regarding their responsibilities in protecting their properties and the Park from accidental fires	a) Establish and communicate legal responsibility regarding fire to land owners and neighbours	Completed ongoing	Ukuvuka and the Fire Protection Association have undertaken this task directly with landowners and more generally to the public through media, communications and public meetings.
	b) Develop public communication campaign	Completed	Ukuvuka initiated and intensive fire awareness campaign directed at the public in general and at landowners in particular.

Supporting documentation available to reviewer

- TMNP 2002. Notes on Trappieskop prescribed burn. www.tmnp.co.za.
- CSIR 2004. Table Mountain National Park Fire Management Plan Prepared for Table Mountain National Park by CSIR Environmentek. CSIR Report No. ENV-S-C 2004-043. Stellenbosch, South Africa.

Assessment of actions planned in the SMP

19 Actions, 16 completed, 1 in progress, 2 not done.

Overall assessment

Overall, progress has been good, and the Fire Management Plan has been designed, implemented and updated during the first five-year period. Information management appears to be working well through the EIS. The Ukuvuka programme has been used to good effect. Biodiversity determinants, species-level monitoring, and the formation of the Fire Protection Association have not been completed.

Recommendations

- The identification of biodiversity indicators relevant to fire management, particularly in relation to the interactions between fire and alien clearing and biodiversity management needs to be initiated and completed in order to protect biodiversity, identify optimal fire frequencies and areas that have been or are in danger of being burnt too often.

4.6 KPA: 6 Cultural heritage resources

<i>Strategy</i>	<i>Actions</i>	<i>Progress</i>	<i>Review comments</i>
1. Identify, research and document information on tangible and intangible cultural heritage resources associated with the Park	a) Form cultural heritage working group	Completed	Before the initiation of the Heritage Resources Management Plan 2004-2010 (SANParks, 2004), a heritage working group called the CPNP Heritage Landscape Group was established with three heritage specialists. This group oversaw the development of the Heritage Resources Management Plan (HRMP, SANParks 2004b). The Park is currently in the process of forming a Heritage Working Group within the Park Forum.
	b) Audit tangible and intangible heritage resources	Completed ongoing	Tangible resources have been inventoried, spatially mapped, recorded and stored on the EIS. The system has provision for capturing updates and amendments. The intangibles are dealt with through an oral histories framework, but are not linked to the EIS.
	c) Collect and document oral information	Completed ongoing	A number of oral histories have been collected and documented. Examples include oral history of the Luyolo community and Antonie's Gat at Cape Point.
	d) Develop a framework for interpretation	In progress	Guidelines for definition and management of heritage resources are addressed in the Park's Heritage Resources Management Plan 2004-2010 (HRMP). Interpretive material is provided at Buffelsfontein education centre, in the Teachers' Training Manual and at Table Mountain, Cape Point and Boulders. Although a specific framework is not in place, interpretation is undertaken.
	e) Facilitate research programmes	In progress	Research programmes facilitation has been planned for filling gaps and building new knowledge after the completion of the HRMP. The management of heritage resources within the Park first required the consolidation of existing records and information and the identification of gaps in the available information. Park Forum Heritage Working Group will play a big role in research programmes. An example of a possible research focus would be pre-colonial history.

<i>Strategy</i>	<i>Actions</i>	<i>Progress</i>	<i>Review comments</i>
	f) Compile comprehensive spatial and non-spatial database on cultural heritage resources	Completed	A GIS-based spatial and non spatial database has been completed. Details on its content and attributes are given in Table 3.1 and Appendix 2 of the HRMP
2. Manage tangible and intangible cultural heritage resources	a) Develop overarching cultural heritage resources management plan	Completed	The HRMP for the TMNP 2004-2010 has been completed and will be submitted to SAHRA for approval.
	b) Take steps to manage impacts on tangible cultural resources	Completed ongoing	Section 5 of the HRMP gives guidance on assessments for planning, and procedures for management. Management interventions at heritage sites are underway at Buffelsfontein Homestead, Boulders, Wash Houses and East Fort.
	c) Identify priorities for restoration, stabilisation and rehabilitation, and integrate with CDF and local area plans	Completed ongoing	Priorities for restoration, stabilisation and rehabilitation have been identified in section 6, Box 2 of the HRMP and will be further identified in the SMP for 2010 and specified in annual plans.
	d) Prepare site-specific management plans where required	Completed ongoing	Prepared as required, e.g. East Fort Management Plan, Wash Houses, Buffelsfontein Homestead, Boulders, Peers Cave.
	e) Restore priority sites	Completed ongoing	Restoration of priority sites has been undertaken at Boulders, Cape Point, Buffelsfontein Homestead, Silvermine Homestead, East Fort, Upper Wash House, Orangekloof.
3. Develop materials, methods and facilities that develop an appreciation and respect for the diverse cultures and spiritual significance associated with the Park	a) Identify and prioritise the development of education facilities and materials	Completed ongoing	Environmental education classes at Buffelsfontein, Bordjiesrif and Sunbird Centres have been established and are guided by the Teachers Training Manual. Further work will be done through the implementation phase of the HRMP.
	b) Develop educational materials and facilities	Completed ongoing	The Teachers' Training Manual has 5 modules, and the video 'Hoerikwaggo: People of the Mountain' has been produced. Educational material is both generic and site-specific at places such as Buffelsfontein, Boulders etc.

Available supporting documentation

- EnAct International 2002. Legal Review. Identification and description of the legal obligations of South African National Parks in respect of the management of heritage resources within the Cape Peninsula National Park. Prepared for SANParks by EnAct International, Cape Town.

- SANParks 2004. Table Mountain National Park Heritage Resources Management Plan. Priorities for Heritage Resources Management in the TMNP: 2004-2010.
- SANParks undated. Hoerikwaggo: People of the mountain. Video.
- SANParks undated. The Cape Peninsula National Park. An Educator's Resource. Five modules.
- Standish B, Boting A, van Zyl H, Leiman T & Turpie J. 2004. The economic contribution of the Table Mountain National Park. Prepared for SANParks by UCT Graduate School of Business, Cape Town.

Assessment of actions planned in the SMP

13 Actions, 11 completed, 2 in progress.

Overall assessment

Most actions are completed and ongoing. A statement on the underlying strategic plan that guided the actions and their time frame would have provided a basis for assessing how coherently this KPA was implemented. However, the recently completed HRMP 2004-2010 provides an overall framework for action, with management priorities recommended in Section 6 of the HRMP report. Though it is evident that spatial and non-spatial priorities were informed by available funding and other strategic priorities for activities in the Park, an omission from both this report and the Status Report of March 2003 are specific statements that define criteria that were used to determine priorities, i.e., how resources are deployed in time and space, together with indicators to measure and determine progress. Oral histories should be consolidated and documented.

Recommendations

- The Table Mountain Heritage Resources Management Plan 2004-2010 should be incorporated into the new strategic management plan of the Table Mountain National Park.
- The omission of criteria for decision making and setting of priorities and indicators of performance should be corrected.
- Oral histories should be documented, and linked to the spatial database of tangible heritage resources.

4.7 KPA: 7 Community partnerships and benefits

<i>Strategy</i>	<i>Actions</i>	<i>Progress</i>	<i>Review comments</i>
1. Create effective mechanisms for on-going communication with stakeholders	a) Develop CPNP communication strategy	Completed	A Communications Strategy has been developed (SANParks 2004a). The main thrust of the strategy is pro-active communication. The next step is to prioritise actions and implement them.
	b) Maintain stakeholder database	Completed	The database is in place, and is constantly updated and maintained.
	c) Explore alternative communications mechanisms (publications, TV, radio etc)	Completed ongoing	Communication is chiefly through <i>Park News</i> , press releases and media interviews. There are additional ways to reach poor communities, using 'word of mouth' more effectively, such as visits to schools, using buses, and more contact with communities, in addition to mass media communications.
2. Develop mutually beneficial partnerships with communities and interest groups	a) Identify potential partnerships	Completed ongoing	A range of partnerships are in place, with volunteers, 'friends' groups and adjacent communities. These are identified in the recently completed Communications Strategy. Communities are engaged through urban structures. Seven townships adjacent to the Park are focused upon; those further away are linked through the Park Forum and the Public Works Programme.
	b) Work in partnership with existing structures	Completed Ongoing	Examples of collaboration are the Park Forum, in which a broad range of organisations participate are the TMNP-CCT Bilateral Forum, Land Consolidation Working Group, Fire Protection Association, Western Cape Dept. Of Education and Development fora for all seven townships around the Peninsula.
	c) Set up new partnerships in collaboration with interested and affected parties	Completed Ongoing	Partnerships for community development are explored through outsourcing of opportunities under DEAT poverty relief funding, invasive alien clearing and Public Works Programme
3. Develop volunteer programmes	a) Identify areas for volunteer involvement	Completed	Volunteers are involved in fire fighting, visitor information, alien clearing etc. A Volunteer manager has been appointed, a Volunteer Committee set up and a volunteer strategy is in place with incentives.
	b) Develop volunteer programme	Completed	The Volunteer Manager has developed a volunteer programme

<i>Strategy</i>	<i>Actions</i>	<i>Progress</i>	<i>Review comments</i>
4. Develop an effective community education and awareness strategy	a) Ensure that visitor centres can be used as sites for experiential learning	Completed Ongoing	Global Environment Facility (GEF) funding is used for such projects e.g. Buffelsfontein, Sunbird, Silvermine, Boulders, Orange Kloof and Bordjiesdrif (proposed).
	b) Develop links with environmental education networks to facilitate the development of education programmes	Completed	Close links with the Western Cape Education Department (WCED) and schools are maintained.
	c) Develop a Park file, linked to the school curriculum and linked to the web page, for teachers on how to use the Park as a learning resource	Completed	A Teachers' Training Manual has been developed in collaboration with WCED (SANParks, undated). There is an Environmental Experience portfolio on the Steering Committee of the Park Forum. It is not viable at present to house the curriculum on the Park's website; the new website in mid 2005 will include a comprehensive section on the environmental experience programme.
	d) Provide training for teachers	Completed Ongoing	Ongoing environmental experience teacher training workshops are held in the Park. Teachers are trained and gain credits for in-service training, TMNP buses are used to transport pupils from schools to the Park.
5. Identify and enable access on an equitable basis to sustainable direct and indirect economic and other benefits derived through the Park	a) Facilitate mechanism of accessing the Park for disadvantaged communities	Completed	City grant funds have been used to purchase two buses for this purpose and there will be special rates for learners. Special access rates are offered to community groups entering the Park at paid access points (e.g. Cape Point).
	b) Assess the feasibility of developing the participation of neighbouring communities in conservation and tourism	Completed	Participation has been facilitated through the Public Works Programme. The UCT GSB report (reference cited under KPA 9) analysed the financial investment in the natural capital of the mountain and the sea, and the broader economic impact of the TMNP on the local economy (e.g., contribution to tourism, ecosystem services, consumptive uses, existence value). This analysis should be used to broaden the framework for participation.
	c) Determine criteria for awarding contracts and benefits with emphasis on disadvantaged persons, in collaboration with potential beneficiaries	Completed	SANParks tender and procurement procedures provide for this. The alien clearing programme and more recently the footpath upgrade programme funded by the Public Works Programme have provided for this.

<i>Strategy</i>	<i>Actions</i>	<i>Progress</i>	<i>Review comments</i>
	d) Provide support to Park contractors to become independent businesses	Completed Ongoing	The alien clearing programme and Public Works Programme provide opportunity for contractors to become independent service providers to various initiatives within the Park.
	e) Develop sustainability indicators for community projects	Not done	Such indicators will be project related, since the project sets the nature of the relationship. The aim of the projects is to empower and inspire people to use the Park, and to create awareness of the value of the Park.

Available supporting documentation

- SANParks 2004a. Communications Strategy. Internal report.
- SANParks 2004b. Table Mountain National Park Heritage Resources Management Plan. Priorities for Heritage Resources Management in the TMNP: 2004-2010.
- SANParks undated. The Cape Peninsula National Park. An Educator's Resource. Five modules.

Assessment of actions planned in the SMP

17 Actions, 16 completed, 1 not done.

Overall assessment

Most actions are completed, with some ongoing, and progress for the KPA has been good. The one action that was not done is the important task of developing sustainability indicators for community projects. These are required for measuring and determining progress against objectives in the strategic management plan.

Recommendations

- Criteria for decision making and setting of priorities and indicators of performance, where they don't exist, must be developed and documented.

4.8 KPA: 8 Co-operative governance

<i>Strategy</i>	<i>Actions</i>	<i>Progress</i>	<i>Review comments</i>
1. Support a representative & accountable Park Committee (PC) with policy, review, monitoring and advisory functions	a) Seek clarity on TOR of PC	Completed	There have been two Park Committees since the Park was established. Following the dissolution of the last Park Committee, a consultative process was used to set up a new Park Forum with clear terms of reference. The Steering Committee for this Forum has 17 portfolios, with a working group for each portfolio, e.g. land consolidation, heritage. It has ongoing communication with all stakeholder groups and with Park management. The new Steering Committee was approved by the SANParks Board in August 2004.
	b) Request timeous nomination procedure for new PC	Completed	The minutes of the meetings of previous Park Committees and the current Park Forum reflect the nomination procedures used. The current Park Forum Steering Committee members were appointed by a process of consensual agreement.
	c) Plan for review of IEMS by PC	Completed	External review of the strategic management plan was commissioned in October 2004 (this review).
	d) Submit monthly reports to PC	Completed ongoing	Reports on various Park activities have been presented to Park Committee/Forum meetings.
2. Nurture co-operative relationships with local and provincial authorities and stakeholders	a) Develop and maintain bilateral forums	Completed ongoing	Previously, bilateral fora with CMC, South Peninsula and Cape Town local authorities have been consolidated into a single TMNP-CCT Bilateral Forum.
	b) Develop local advisory/community forums where required	Completed	Examples are the Boulders Advisory Forum, Baboon Management Team, Volunteer Forum, Baboon Management Team and Hoerikwaggo Stakeholder Forum.
3. Manage Park-CMA cross-boundary impacts	a) Identify and prioritise issues	Completed ongoing	These are identified in the CDF and prioritised on an ongoing basis by the Park and the City (e.g. baboons, fire).
	b) Develop action and response plans to manage cross-boundary impacts	Completed	Emergency response plans have been completed, including mountain rescue, fire management plan and infrastructure management plan.
	c) Collaborate on response plans for emergencies and disasters	Completed Ongoing	This is undertaken through emergencies such as fire and rescue activities.

Strategy	Actions	Progress	Review comments
	d) Develop species-specific management strategies for problem animals, in consultation with local authorities and stakeholders	Completed	Management plans and monitors for penguins at Boulders, and chasers for baboons.
4. Co-operate with local authorities in defining and maintaining the urban edge and transitional zones	a) Participate in finalisation of Urban Edge Study	Completed	The TMNP participated directly in the preparation of the Urban Edge study that is now finalised.
	b) Investigate determination of transitional zones and management guidelines	Completed	The CDF and local area plans include guidelines for and spatial definition of various management zones.
	c) Participate in investigation of Biosphere Reserve concept	Completed	A study was undertaken to investigate this concept, and the 'Table Mountain Chain – Peninsula Biosphere Reserve: pre-feasibility study' was commissioned by the City of Cape Town. The concept was found not to be practicable for the Peninsula because of the layers of authority implicit in its administration.
5. Improve the management of municipal infrastructure in the Park	a) Develop guidelines for the upgrading and maintenance of municipal infrastructure within the Park	Completed	The report 'CPNP-City Infrastructure Management Agreement' provides for this.
6. Communicate with the public to improve management of the Park-CMA interface	a) Identify priority issues for communication	Completed Ongoing	A Communications Strategy has been developed through which priority issues are identified.
	b) Communicate with the public	Completed Ongoing	Communication with the public is via website, press releases, Park News etc. A stakeholders list provides for more direct contact..
7. Involve relevant stakeholders in decisions where their interests are affected	a) Develop and apply criteria for involvement of stakeholders in strategic decision-making	Completed Ongoing	The Park Forum provides for structured stakeholder involvement. Consultation is done at policy and project levels rather than on day-to-day management actions.
	b) Initiate public involvement processes/communications to elicit stakeholder comment on strategic decision-making	Completed ongoing	Public involvement takes place around a range of issues in the Park. Examples are public participation for the Park management policy, the CDFs, the establishment of the MPA, the HRMP, local area planning and the Park's name change.

Available supporting documentation

- CPNP undated. City Infrastructure Management Agreement.
- CPNP undated. Table Mountain Chain – Peninsula Biosphere Reserve: pre-feasibility study.

Assessment of actions planned in the SMP

18 Actions, 18 completed.

Overall assessment

All actions are completed, with some of them of an ongoing nature. The consolidation of both the TMNP and the City of Cape Town means that only one bilateral forum is needed, which leads to better collaboration and management at the Park-CMA interface. The supporting documentation for this KPA was not sufficient for an in-depth evaluation of how this KPA has been realised.

Recommendations

- Criteria for decision making and setting of priorities and indicators of performance, where they don't exist, must be developed and documented.

4.9 KPA 9: Financial sustainability

<i>Strategies</i>	<i>Actions</i>	<i>Progress</i>	<i>Review comments</i>
1. Ensure financial accountability and align financial management system with that of the SANP system	a) Facilitate an annual independent audit of CPNP financial records	Completed ongoing	Audits are conducted annually on projects and operational funds (started this year). Examples of audit reports were not provided by SANParks as part of this review.
	b) Provide relevant financial information to field management	Completed ongoing	From 1998 to 2003, SANParks used the Prophecy accounting system which had limited capacity to provide the necessary information to field staff. In Sept. 2003, the Great Plains system was implemented and Managers now receive monthly financial reports on actual expenditure versus budgets.
	c) Facilitate access to audited statements by the public	Completed	The SANParks Annual Financial Statements are posted on the Intranet and are available on request to the public.
2. Improve the management of financial resources	a) Align charges with markets	Completed ongoing	This has been achieved by introducing a dual tariff structure. An entry fee at the main pay points has been set at a level to maximise returns from foreign tourists and the introduction of the Green Card, replaced by the Wild Card, to ensure affordable access to local visitor.
	b) Reduce expenditure by improving efficiency	Completed ongoing	Added efficiency has been achieved through consolidation of management of Table Mountain and the Peninsula mountain chain under SANParks, and through outsourcing of non-key services. From 1998 to 2004 the TMNP staff complement reduced from 184 to 119, although the land under management increased from 16 000 ha to 24 000 ha. The associated financial benefits to the broader Cape Town community are assessed in the UCT GSB (2004) report. Ongoing focus on internal cost reduction may be necessary, but this is more of an overarching goal than a specific action.
	c) Prepare accurate and realistic annual budgets in consultation with management team that are in line with the SMP objectives	Completed ongoing	Annual budgets are prepared for each Department based on the SMP and the APOs prepared by the Area Managers.

<i>Strategies</i>	<i>Actions</i>	<i>Progress</i>	<i>Review comments</i>
	d) Provide monthly financial reports timeously by cost centre	Completed ongoing	With the new Great Plains system, monthly financial reports are provided for each cost centre.
	e) Ensure implementation of SANP procurement policy	Completed ongoing	The SANParks procurement policy is used for all procurements. Park staff have been trained on the Procurement Policy. A Black Economic Empowerment (BEE) policy has been drawn up.
	f) Identify opportunities for outsourcing functions where this is most cost-effective	Completed ongoing	Gate management, security, alien clearing, catering and footpath repair/construction programmes are being outsourced to small contractors. Development and implementation of the new BEE Policy is in process.
3. Develop a robust and diverse income base	a) Identify sources of potential income: Grant funding and donations, entry tariffs, commercial developments, sponsorships, merchandising and product development, royalties from concessionaires, season tickets, etc.	Completed ongoing	A diverse income base has been established. For example, this includes gate entry fees, concession fees, filming permits, lease rentals, grants, donations, merchandising sales and season tickets (Go Green, Wild Cards). These income sources need to be maximised and Business Plans prepared to realise this.
	b) Develop procedure for environmental control in developing income base	Completed	Environmental standards are set in the lease agreements and contracts with commercial operators in the Park. At this stage a formal Code of Conduct only exists for the filming industry and other permitted events and activities.
	c) Support funding initiatives that assist the CPNP's conservation objectives	Completed	This is being achieved through the DEAT Poverty Relief, Working for Water and City Programme. Funding has also been secured via the Marine Living Resources Fund for the forthcoming three years, with the potential for this to become a permanent source of funding. Funds are also raised for land acquisitions.
4. Actively market resources and services	a) Develop marketing strategy	In progress	A draft 'Branding Strategy' has been prepared and submitted to Head Office for approval..
	b) Develop marketing materials	Completed ongoing	Examples include brochures, adverts and the website

Supporting documentation available to reviewer

- Standish B, Boting A, van Zyl H, Leiman T & Turpie J. 2004. The economic contribution of the Table Mountain National Park. Prepared for SANParks by UCT Graduate School of Business, Cape Town.

Assessment of actions planned in the SMP

14 Actions, 13 completed, 1 in progress.

Overall assessment

The overall evaluation for this KPA is that it is 'completed and ongoing'. Most of the actions are being implemented, though many have only been started recently and there is a need for improvement. There was a shortage of supporting documentation, which is also an indication that these actions are still in an early phase of implementation. However, with the recent appointment of the Business Manager it is expected that the situation will improve further.

Recommendations

- Ongoing training is needed on the new financial system and time required to customise it to required levels.
- An analysis needs to be undertaken of the alignment of charges with market needs, and an action plan prepared.
- An analysis is required of the options for optimising the potential sources of income, and Business Plans need to be prepared. The Business Plans should build upon the existing audit of park assets; and the analysis of those audit results that was done in order to promote maximisation of revenue income.

4.10 KPA 10: Visitor management and services

<i>Strategy</i>	<i>Actions</i>	<i>Progress</i>	<i>Review comments</i>
1. Plan for and manage visitor facilities	a) Monitor and manage visitor numbers and their environmental impacts	Completed ongoing	Broad visitor numbers can be obtained from income statements, the Visitor and User Survey conducted in 2000 and from gate records. At present, numbers are managed only by opening and closing times, and not through setting limits on visitor numbers. The EMPs prepared for different recreational activities in the park (see strategy 5 in this KPA) assist in managing environmental impacts.
	b) Plan for and develop visitor facilities within CDF and local area plans	Completed	Also see KPA 2, Strategies 2 and 3. Planned facilities are detailed in park precinct plans.
	c) Monitor visitor numbers	Completed ongoing	Monthly statistics are submitted for gate points. The survey done in 2000 reflects visitor numbers in the open access parts of the park.
	d) Survey visitor opinions	Completed	A major visitor survey was undertaken in 2000 and a comprehensive set of reports produced. This survey provided qualitative (interviews) and quantitative (survey counts) information on: number of visitors to different sites, place of residence, duration of visit, main activities, and opinions on various aspects of park management. The Park maintains a comprehensive press clippings file at their Westlake office. Several micro-surveys have subsequently been done, for example for the name change from CPNP to TMNP, for the Marine Park, and for student projects, usually focused on specific areas or activities.
2. Rationalise, develop and maintain the road, footpath, and bridle and bicycle path systems in the Park	a) Review road, footpath, bridle and bicycle path system in Park	Completed	Plotting of all footpaths and tracks has been completed and is available on the EIS. This has been rationalised for the footpath upgrading programme and the EMPs for horse riding and mountain biking in the Park.

Strategy	Actions	Progress	Review comments
	b) Prioritise path and road development, decommissioning and maintenance	Completed	A path prioritisation report is available (Supplied).
	c) Develop path specifications and establishment and maintenance costs	Completed	A path specification booklet is available (Supplied). Maintenance costs are reflected in budget statements of Park and Public Works Program.
	d) Regular inspections of public footpaths	Completed ongoing	Inspections are recorded in staff pocket books. Incident reports should be incorporated in the Park Facilities Register.
	e) Prepare schedule of road repair and reconstruction requirements	Completed	Actions in this regard have been carried out and are detailed in the five-year maintenance plan.
	f) Evaluate signage in terms of needs and aesthetics	Completed ongoing	A signage manual 'The CPNP Signage Guide' with standards has been prepared. Signage needs are being mapped and implemented on an ongoing basis.
	g) Implement signage system	Completed ongoing	Signage has been implemented for all designated major and minor access points into the Park. Footpath signage within the Park is currently being implemented. Signage mapping exercise includes numbering individual signs for replacement.
	h) Develop contractor capacity	Completed ongoing	Alien clearing contractors have been developed and footpath contractors are being developed as part of the Poverty Relief programme. A contractor database is available.
3. Strive to ensure visitor safety	a) Outsource security management	Completed	Security at access gates has been outsourced. Contracts are on file at the Westlake offices. Further security outsourcing is being investigated.
	b) Appoint and train volunteers	Completed ongoing	Considerable work has been done under the guidance of the Volunteer Manager on the coordination and training of volunteers. A register of volunteers is available from the Volunteer Manager.
	c) Establish collaborative relationships with policing authorities and emergency services	Completed ongoing	Minutes of meetings with emergency authorities exist. There is also a MOA with Wilderness Search and Rescue (WSAR).

Strategy	Actions	Progress	Review comments
	d) Liaise with local authorities and stakeholders on security issues	Completed ongoing	A Safety Portfolio has been established within the Park Forum Steering Committee. Park staff liaise with City security (emergency services, magistrates, Community Policing Fora) and other stakeholders ('friends' groupings and NGOs) on safety issues within and around the Park.
4. Promote and manage access to the Park	a) Set management guidelines for different use zones	Completed	CDF and EMPs for different activities have been drawn up (see comments under strategy 5 of this KPA). Additional EMPs have also been identified.
	b) Provide season ticket and special user discounted rates to enable equitable access	Completed	<i>Go Green</i> card established, which became the <i>Wild Card</i> . The <i>Wild Card</i> now applies to the 'Cape Cluster', which is much broader than the TMNP. There is now a need for a local card specific to the TMNP.
	c) Monitor pay access points and control access where required	Completed	Access at pay-points is controlled only by opening and closing times; and not through setting a maximum carrying capacity. Visitor numbers are available.
	d) Identify areas requiring special management strategies and protection from visitor use	Completed	These are identified in the CDF (e.g. afro-montane forests in Newlands, Kalk Bay, Noordhoek wetlands). Ongoing research adds to this information.
	e) Facilitate access for disadvantaged groups on request	Completed ongoing	Two buses obtained to facilitate transport of disadvantaged groups to the park. Special rates applied to community groups visiting the pay areas.
	Universal access provided	Extra	Provided at Silvermine Boardwalk, Boulders, Olifantsbos cottage, Noordhoek and Scarborough Beach.
5. Manage visitor activities	a) Determine and manage appropriate activities for different zones and local areas through CDF process	Completed	EMPs developed for various recreational activities in the Park, i.e.: dog walking, horse riding, mountain biking, sports climbing, and paragliding and hang gliding. These were prepared jointly with user groups, and are adapted as the need arises. They include a Code of Conduct for each user group.
	b) Train visitor management staff to regulate and assist visitors of the Park	In progress	On the job rather than formal training is provided. Staff pocket books will reflect incidents.
	c) Develop volunteer programme for visitor management	Completed ongoing	A programme is in place for volunteers to assist visitors (Buffelsfontein, Boulders, Table Mountain).

<i>Strategy</i>	<i>Actions</i>	<i>Progress</i>	<i>Review comments</i>
	d) Provide visitor information and signage	Completed ongoing	Signage at all designated major and minor access points. Interpretation provided at Buffelsfontein Boulders, Table Mountain and at sites operated by concessionaires (i.e. at Cape Point and the Cable Car). Various brochures have been developed. Additional brochures and signage being developed. Signage manual has been prepared.
	e) Identify and register all organised user groups and develop Codes of Conduct	Completed ongoing	See Action 5 above. EMPs have been developed and include Codes of Conduct for different user groups. There is also a need to check and update the register of user groups on a regular basis.
	f) Identify and manage impacts of different visitor uses	Completed ongoing	This is done through the EMPs and the Code of Conduct prepared for each user group.
	Coordinate with Wilderness Search and Rescue (WSAR)	Extra	Staff members are trained and assist with rescues co-ordinated by WSAR. Different courses are provided, such as first aid, cave rescue, mountain rescue etc.

Supporting documentation available to reviewer

- CPNP 2000. Visitor and User Survey (summary results), Prepared by CPNP based on the detailed survey undertaken.
- CPNP and Friends of the Dog Walkers 2002 EMP for walkers accompanied by dogs in the CPNP. www.tmnp.co.za.
- CPNP and MTB Working Group 2002. EMP for recreational mountain cycling in the CPNP. www.tmnp.co.za.
- CPNP and Cape Peninsula Horse Riding Working Group 2003. EMP for horse riding in the CPNP. www.tmnp.co.za.
- Other EMP documents also available on sports climbing, orienteering, paragliding and hang gliding. www.tmnp.co.za.
- Various maps (www.tmnp.co.za).

Assessment of actions planned in the SMP

27 Actions, 26 completed, 1 in progress, 2 extra.

Overall assessment

The actions in this KPA have been completed and more than half are of an ongoing nature. A comprehensive visitor survey was undertaken in 2000 that provides a valuable benchmark. A set of EMPs have been developed in collaboration with key user groups that guide the activities of these groups and minimise negative impacts.

Recommendations

- Conduct annual visitor surveys, at a level of detail between the 2000 survey and the recent 'micro-surveys'.
- Check and update the register of user groups on a regular basis.
- Conduct formal training of staff and volunteers in visitor management.
- Set up a register of facilities and infrastructure for the TMNP, to formally capture information that is currently known to section managers but not recorded. This could be built into the EIS. For example, information could be captured on the condition of a road or footpath and when it was last maintained.
- Options for further improvement in managing activities include assessing the cumulative effects of various users in a particular areas (e.g. positive or negative interactions between different user groups), and analysing and applying a maximum visitor carrying capacity for certain areas (e.g. Boulders).

4.11 KPA 11: Commercial operations management

Clarification of terms

- *Concessionaires* are the Table Mountain Aerial Cableway Company (TMACC) who run the Cable Car and Concor who run the restaurant and other facilities at Cape Point;
- *Operators* manage the controlled access points and other operations in the Park, and include the two concessionaires (i.e. TMACC and Concor).
- *Contractors* provide a service to the Park and are usually beneficiaries of focused contracts (e.g. alien clearing, catering etc.);
- *Leaseholders* are mainly private residential tenants.

<i>Strategy</i>	<i>Actions</i>	<i>Progress</i>	<i>Review comments</i>
1. Manage environmental impact of all commercial operators in the Park	a) Develop and enforce Code of Conduct for all commercial operators in the Park	In progress	Codes of Conduct are in place for concessionaires and the film industry but not for commercial operators in open access areas (e.g. private guides, tours, recreational activities). For concessionaires, Codes of Conduct are integrated into the leases or contracts. Applicable Codes of Conduct need to be developed for commercial operators. A process is underway to address this issue.
	b) Monitor commercial operators in the Park	Completed ongoing	Concessionaires, filming and other events are monitored. The operators that are known to the Park are monitored through their contracts and EMPs; the unknown ones are of more concern. For filming, company must have an Environmental Control Officer. Park is pushing ISO 14001 accreditation for operators (TMACC already has this).
	c) Limit/prevent commercial operators in sensitive areas	Completed Ongoing	CDF identifies nodes for tourism activities, and forms the basis for future management. This action links to the visitor management actions in KPA 10.
	d) Limit number of commercial operators where necessary	In progress	CDF identifies nodes for commercial activities. The focus of outsourcing to concessionaires has been to limit operators to one in each area. Certain commercial activities in the open access areas are not managed (e.g. guided hikes, cycle tours etc).

Strategy	Actions	Progress	Review comments
	e) Evaluate performance of commercial operators, including their impact on visitor experience	In progress	Commercial operators submit annual audited financial statements. However, their environmental performance is not always reported to SANParks. With the increasing implementation of ISO14001 by operators, environmental reporting should be required of all operators. The impact of the operators on visitor experience has not been surveyed.
	f) Act effectively against commercial operators when they violate the Code of Conduct	Completed ongoing	TMNP acts against operators who contravene contractual conditions or Codes of Conduct, and further aims to identify and register all commercial operators in the Park. A formal Code of Conduct has been developed for the film industry activities and for concessionaires.
2. Release commercial opportunities in an equitable manner	a) Focus on SMMEs in the release of commercial opportunities	In progress	This is effected through the poverty relief programmes. The next challenge is to identify opportunities financed through park operational budget. The Park has a BEE policy and uses unemployed people for footpath upgrading, infrastructure upgrading, demolition, etc. Alien clearing contractors are independent. No information was provided by SANParks on the number of SMMEs or the value of contracts issued. The park is in the process of defining the criteria for an SMME.
	b) Identify opportunities for commercial operations through franchising, subcontracting, community-driven enterprises, joint ventures, special interest tours, apprenticeships and employment	Completed ongoing	A range of park services and functions are outsourced to a variety of commercial operators. This will be formalised through the Economic Empowerment Policy, which is being prepared. Park must adhere to the PFMA.
3. Manage contractors	a) Identify opportunities for the involvement of contractors	Completed Ongoing	The main opportunities identified are for alien clearing, footpath maintenance, gate operation and security.
	b) Develop base of emerging contractors through training	Completed ongoing	44 alien clearing and 10 footpath contractors have been trained by SANParks. Additional contractors are being trained through the poverty relief funded programmes.
	c) Develop specifications (cost, method and environmental performance) for all contract activities	Completed	Norms and Standards models for alien clearing have been developed.

Strategy	Actions	Progress	Review comments
4. Manage leaseholders within the Park	a) Identify opportunities to involve disadvantaged individuals as leaseholders	Not done	The audit of park assets will identify opportunities for leaseholders to involve disadvantaged individuals in terms of the BEE policy.
	b) Ensure adequate contribution of profits to Park from leaseholders	Completed ongoing	TMNP houses leased at full market rate. Concessionaires pay fees according to their particular contractual obligations.
	c) Develop environmental performance components to contracts	Completed	Standard contract documents set out environmental standards for contractors.
	d) Develop EMPs for concessionaires where appropriate	Completed	This is done per concessionaire. TMACC is implementing ISO14001, which will require an EMP. The Park is encouraging concessionaires and other operators to adopt the ISO14001 environmental management standard.
5. Manage commercial operators in the Park	a) Complete inventory of operators in the Park	In progress	In general, this objective has been initiated. TMNP is trying to regulate operators that are unknown at present. There will be a registration fee, possibly through a regulating body for that profession or area, and a variable fee based on profits or turnover. The Business Manager has been tasked to complete this inventory.
	b) Establish registration system, including collection of fees	Not done	The Business Manager has been tasked to work on a system to register operators and collect revenue.
	c) Develop and enforce Codes of Conduct and where appropriate, implement environmental performance contracts for operators in the Park	In progress	Codes of Conduct are in place for concessionaires, leaseholders and contractors, as well as the film industry, but are not in place for 'free' operators, who have yet to be identified and regulated. Codes of conduct need to be developed for private operators undertaking activities in the Park without contracts/permits.
	d) Where the Park allows access to sensitive areas, formalise agreements with operators	Completed	Contracts have been signed with concessionaires operating in the park and access to sensitive areas (e.g. Orangekloof) is by permit only.
	e) Monitor operators	Not done	Park needs to register 'free' operators before monitoring can take place
	f) Restrict access by operators where necessary	In progress	Operators are restricted in sensitive areas although due to open access nature of the Park this is not always possible.

Supporting documentation available to reviewer

Concession contracts, contracts, leases.

Assessment of actions planned in the SMP

21 Actions, 11 completed, 7 in progress, 3 not done

Overall assessment

Overall, approximately half of the actions for this KPA have been completed or are ongoing. The other half of the actions have recently been initiated or not done. The lack of comprehensive documentation for this KPA restricts the ability to evaluate in-depth the extent to which this KPA has been realised. A Business Manager has been appointed.

Recommendations

- Prepare a Code of Conduct for all commercial operators in the Park.
- Explore the potential for developing a wider base of commercial opportunities for SMMEs.
- Develop an efficient way of monitoring the environmental performance of operators and leaseholders in the Park.
- Develop the reporting on financial sustainability, together with a suite of financial indicators (collated annually) that will provide a readily accessible understanding of the progress being made on this KPA.

4.12 KPA: 12 Institutional development

<i>Strategy</i>	<i>Actions</i>	<i>Progress</i>	<i>Review comments</i>
1. Train staff, contractors and volunteers	a) Identify training needs	Completed ongoing	Staff training needs are identified through annual reviews of KPAs for individuals. Upgrading staff skills is a top priority. Staff are encouraged to continue their education – ABET, post-graduate studies. Emphasis is also on training of general worker staff to become field rangers and contractors.
	b) Develop training programme	Completed	TMNP has a range of training programmes. Various training courses are provided to staff as required, e.g. fire fighting, financial system, etc. Training of field rangers includes project and financial management.
	c) Implement training programme	Completed	TMNP Training Programme.
	d) Maintain training records	Completed ongoing	All training is recorded on the Park's training database.
	e) Evaluate performance of staff, contractors and volunteers	Completed ongoing	Annual 360 degree and KPA assessments of staff. Volunteer activity is assessed on an ongoing basis.
2. Implement an employment equity strategy	a) Identify employees from disadvantaged communities within the CPNP with potential for fast-tracking	Completed ongoing	System is in place with set targets and priorities. Employment Equity Plan and Workplace Skills Plan not provided; BEE policy in progress.
	b) Encourage promotions from within staff	Completed	A record of all staff promotions is kept.
	c) Direct employment drives at disadvantaged groups	Completed Ongoing	Recruitment has focused on this area, and a record of appointments is maintained.
3. Review current organisational staff structure to ensure effective implementation of the Management Policy	a) Review and change, if necessary, current staff structure	Completed ongoing	Since its establishment, the Park has been through a number of review and restructuring exercises. Organisational restructuring is currently in progress.
	b) Establish competence criteria for key functions	Completed Ongoing	Staff have key performance areas (KPAs). Balanced Score Card has been introduced.
4. Implement IEMS	a) Implement plans	Completed ongoing	SMP, annual and project plans implemented. EIS is support tool for IEMS.

<i>Strategy</i>	<i>Actions</i>	<i>Progress</i>	<i>Review comments</i>
	b) Apply procedures	Completed ongoing	Example: Fire management procedures.
	c) Monitor performance	In progress	Monitoring will be looked at when the 5-year evaluation of the IEMS is done. This commenced with the present review of the strategic management plan.
	d) Annual Systems audits	Completed Ongoing	SANParks EMS Auditors Report .
	e) Review of system and policy on a five year basis	In progress	Workshops have been held to assess the efficiency of the IEMS. This review of the SMP will contribute to a comprehensive review of the IEMS in the coming months.
	f) Update legal information	Completed ongoing	Initial legal review, 'CPNP Legal Review', was undertaken for the Park, as well as a specialist heritage legal review, 'Identification and description of the legal obligations of SANParks in respect of the management of heritage resources within the CPNP' (EnAct, 2000). Various legal opinions and other information are maintained at corporate level.
5. Identify and manage operational impacts resulting from operations and develop and update management procedures in order to avoid or minimise such impacts	a) Identify operational impacts	Completed ongoing	EMPs are done for sites, with management procedures for building and upgrading.
	b) Develop management procedures	Completed ongoing	Done when the need arises. Example: procedure for use of herbicide .
	c) Update management procedures where necessary	Completed Ongoing	Done when the need arises.
6. Investigate the development of a Park-specific set of regulations in accordance with the National Parks Act	a) Maintain up-to-date information on all aspects and applications of the National Parks Act, including feedback on operations undertaken in terms of the Act	Completed Ongoing	Undertaken for all Park activities and recorded where appropriate in the EIS.
	b) Recommend modification of the legislation as appropriate, to meet the current needs to the CPNP and with input from Park Committee	Completed Ongoing	Submissions have been made on the Protected Areas Bill, Biodiversity Bill and Property Rates Bill.
	c) Develop recommendations to SANP Directorate for writing Park-specific regulations	Completed	Park Management responded and comments were given on regulations required in terms of the Protected Areas Act.

<i>Strategy</i>	<i>Actions</i>	<i>Progress</i>	<i>Review comments</i>
7. Ensure that data required to inform management decisions are effectively integrated and accessible	a) Establish and maintain a GIS-based database of Park information to facilitate strategic and operational decision-making	Completed ongoing	Park's web-based EIS is in place and available for use by all relevant staff. The approach developed is being used by the City of Cape Town and Cape Nature.
	b) Develop user-friendly applications for Park staff	Completed	The Environmental Information System is up and running and staff can run structured queries in order to interrogate the data.
	c) Create a computer network infrastructure integrating SANP corporate and CPNP requirements	Completed	Great Plains and Room Seeker systems, intranet and a central electronic mail server have been implemented.
	d) Provide ongoing technological support to optimise the CPNP's efficiency	Completed	AST is the operator appointed by SANParks to provide support.

Available supporting documentation

- EnAct International 2002. Legal Review. Identification and description of the legal obligations of South African National Parks in respect of the management of heritage resources within the Cape Peninsula National Park. Prepared for SANParks by EnAct International, Cape Town.

Assessment of actions planned in the SMP

26 Actions, 24 completed, 2 in progress

Overall assessment

All actions have been completed. Documentation of the employment equity and workplace skills plans was not provided; these should form the basis for staff training and recruitment. Auditing and monitoring procedures for this KPA need to be improved.

Recommendations

- An outline of the transformation process and where the Employment Equity Plan and Workplace Skills Plan fit in, should be documented, and used to direct staff training and recruitment.
- Procedures for auditing and monitoring of institutional development must be improved.

5. CONCLUSIONS

The SMP for 2000 to 2004 presents twelve Key Performance Areas (KPAs), each with a set of strategies and actions and some with deliverables and indicators specified. During the period under review, TMNP's attention was focused on the fundamental requirements of establishing and consolidating the terrestrial and marine components of the Park, planning conservation priorities and identifying key management actions. These areas of work were underpinned by the creation of partnerships and working relationships with key stakeholders. The process followed in planning and implementation was generally participative, and aimed at reaching a wide range of current and potential users of the park. Emphasis was placed on enhancing the value of the park to the residents of the Cape Town.

The conclusion of the CSIR review team is that Strategic Management Plan for 2000 to 2004 was effectively implemented by TMNP in most areas. We believe TMNP (the former CPNP) has been successful in establishing the foundations for sustainable management and operation of the Park in the future. During the first five-year phase of implementing the SMP, many of the planned actions were completed as intended. However, it is also evident that there are areas in which actions are not advanced, in particular those focused on research, monitoring through the use of indicators, recording and reporting of information, and management of commercial operators. Priorities for the next SMP for 2005 to 2010 will be to ensure that management is based on sound information gathered from implementation of the SMP and that an adaptive approach to management is followed.

The overall assessment of progress is shown in Table 4. Park establishment and planning (KPAs 1 and 2) are progressing well. KPAs 3, 4 and 5 require attention towards systematically implementing the planned strategies, and particularly in monitoring progress towards the stated goals. Progress on KPA 11 has been slower than planned, and a concerted effort should be made to implement the SMP in this important area.

Table 4: Overall assessment of progress for each KPA

<i>Key Performance Area</i>	<i>Actions completed*</i>	<i>Actions in progress**</i>	<i>Actions not started#</i>
KPA 1: Park establishment	91 %	9 %	0 %
KPA 2: Proactive conservation planning and development	93 %	7 %	0 %
KPA 3: Research and monitoring	67 %	33 %	0 %
KPA 4: Invasive and non-invasive alien plant and animal management	76 %	24 %	0 %
KPA 5: Fire management	84 %	5 %	11 %
KPA 6: Cultural heritage resources	85 %	15 %	0 %
KPA 7: Community partnerships and benefits	94 %	0 %	6 %
KPA 8: Cooperative governance	100 %	0 %	0 %
KPA 9: Financial sustainability	93 %	7%	0 %
KPA 10: Visitor management and services	96 %	4 %	0 %
KPA 11: Commercial operations management	53 %	33 %	14 %
KPA 12: Institutional development	92 %	8%	0 %

* actions designated as completed and completed/ongoing in the detailed review

** actions designated as commenced, in progress but not yet complete in the detailed review

actions designated as not done in the detailed review

6. RECOMMENDATIONS AND LESSONS LEARNT

6.1 General recommendations for updating the SMP

Structure of the updated SMP

The 2000 to 2004 SMP was structured to provide a comprehensive planning tool for managers. The overall assessment of good progress shows that the structure of the 2000 to 2004 SMP was effective to some extent, but certain changes could strengthen the implementation of the SMP over the next five-year period. The current SMP structure, which specifies strategies, actions, deliverables and indicators, could be simplified. We envisage a streamlined SMP for 2005 to 2010, containing the strategic objectives, planned actions and responsible managers for each KPA, with the detailed planning contained in annual work plans for each KPA (see Table 5). The streamlined SMP would function as a broad level management tool, while the annual work plans would contain enough detail to inform day-to-day management activities.

Table 5: Suggested structure for the updated SMP for 2005 to 2010

<i>Key Performance Area</i>	<i>Strategy</i>	<i>Action</i>	<i>Responsibility for management (position, name) *</i>
KPA 1	Strategy 1	Action 1	
		Action 2	
	Strategy 2	Action 1	
...			
KPA 12	Strategy 1	Action 1	
		Action 2	
	Strategy 2	Action 1	

* Position and name-to be updated as appropriate if responsibilities or structures change

Since the SMP is a strategy over five years, five annual work plans should be compiled during the 2005 to 2010 period, preferably by the managers and teams responsible for implementing that action and reviewed by management. The annual work plans will not be part of the SMP, but will provide the supporting 'method statement' for implementation. A review of cumulative progress should be conducted each year prior to compiling the next annual work plan (see Figure 1).

The use of annual work plans to complement the SMP is aimed at addressing the following shortcomings of the current SMP structure:

- Actions specified in the SMP will be prioritised, since they will be addressed in the work plan for a specific year; for example, lower priority actions could be postponed for action in Years 4 and 5 of the SMP cycle.

- Where actions specified in the SMP are vague or unclear, or contain a variety of required sub-actions, these can be clarified and/or 'unpacked' in the annual work plan.
- The SMP will become a more flexible planning framework, which can be modified during its five-year lifespan if necessary (for example, should restructuring or staff changes occur, departmental responsibilities could be re-allocated), while detailed planning is done annually.
- Clear responsibilities can be allocated to individuals, not just at department level, because annual work plans are updated annually, and can take account of restructuring or personnel changes.
- The annual work plans can be examined to ensure that integration is taking place between the different KPAs, for example, to ensure that research and monitoring are included in the different KPA work plans, and thus facilitate the implementation of a monitoring and evaluation system.
- Annual work plans can be linked to a document management system (and potentially the EIS) to formalise the recording of progress and regularly update records on progress.
- Different types of indicators can be integrated into the annual work plans, such as output indicators that track the achievement of defined milestones, impact indicators that aim to track the impact of an action or strategy on the ground (i.e. on complex receptors such as human communities or biodiversity). Impact indicators can operate at various levels, and can be aggregated for communication purposes into headline or sustainability indicators.

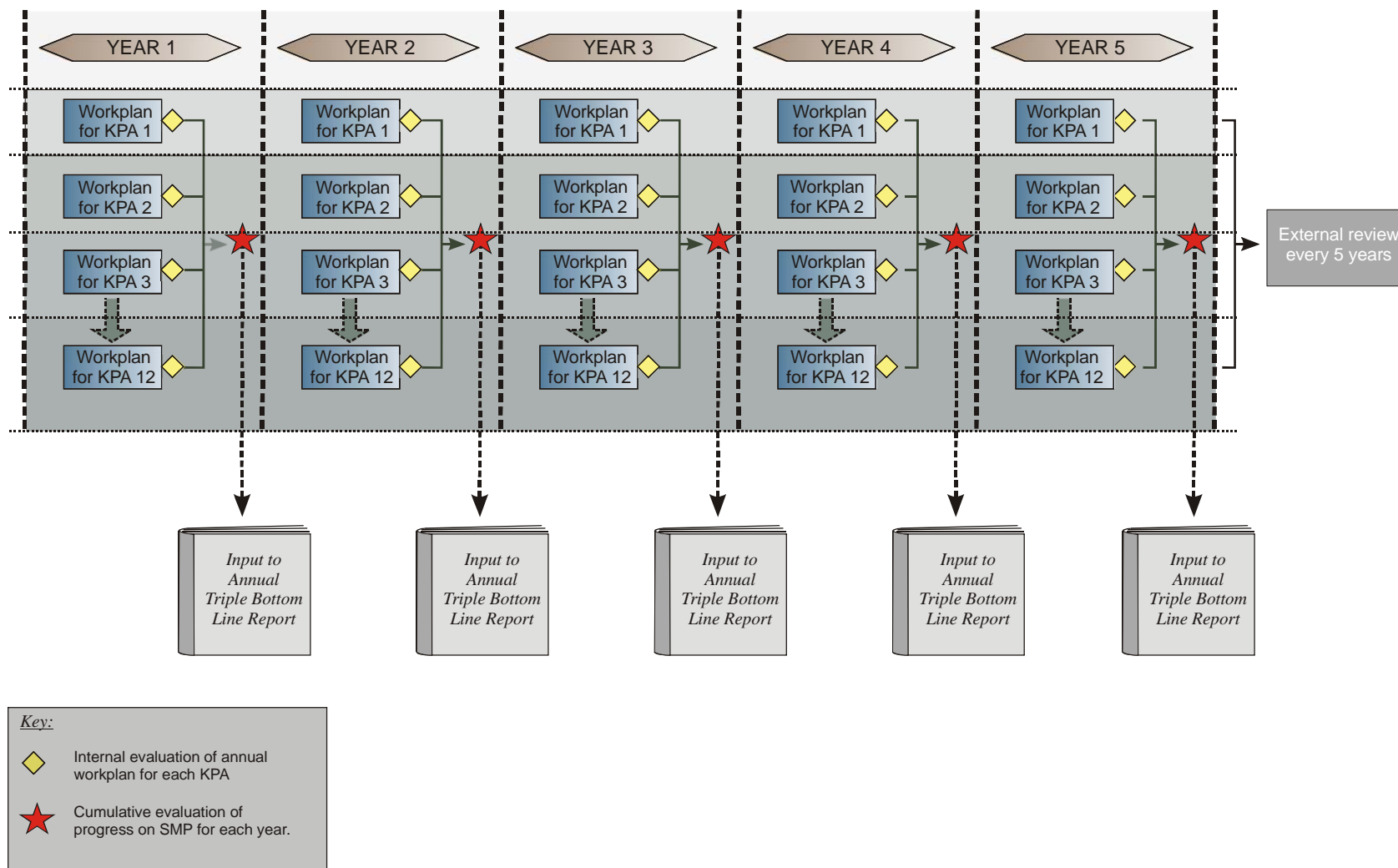


Figure 1: Proposed structure of annual work plans in relation to the SMP

Communication of the SMP

In order to help the SMP become a living document that guides all activity in the Park, the SMP needs to be communicated to all staff. The communication process should include formal presentations by Park managers to different groups of staff, and making the SMP available in shared local area network folders. Annual reviews of KPA work plans should inform the annual updating of the SMP so that it reflects the TMNP's changing priorities and circumstances.

Interaction with other conservation and planning role players

The greater Cape Town area has a unique combination of conservation and development challenges, and a wide range of role players in these fields. TMNP has taken its place as an important and progressive member of the Western Cape community, and is interacting with other stakeholders to achieve its desired outcomes. However, interactions with planning and conservation role players could be stronger and more coordinated in their contribution to TMNP's own conservation and development goals. Further opportunities exist to strengthen these relationships with the aim of achieving an integrated conservation network in the area, and sending a consistent 'conservation message' to visitors and other users of the various parks and facilities in the area. TMNP did not participate in the City of Cape Town's first Integrated Development Planning (IDP) process, and should take up the opportunity to participate in future revisions of the Plan, to ensure that conservation features strongly in the resulting plans for the City.

Factors that contributed to lack of progress

Personnel changes or lack of capacity in certain areas contributed to lack of progress. For example, the Business Manager was only appointed in 2002, and initially focussed on building capacity in the financial department during 2003/4. Due to this arrangement, a significant number of actions within the KPA for commercial operations management have not been completed to date. Good record keeping and document management linked to both SMP and annual work plans will ensure that a clear record is left of what has been done; this could also be part of the EIS. In addition, proper succession planning must ensure that responsibilities and accountabilities under the SMP are transferred when staff leave or are redeployed within the organisation.

The current structure of the SMP leads to isolation of KPAs, and opportunities for synergy and rationalisation of resources and capacity is lost. Explicit resource and activity links between KPAs should be identified and made explicit, and where KPAs are found to have strong interdependencies, managers should plan to integrate activities and share resources as much as possible. Research and monitoring are particularly cross-cutting activities, and each of the KPAs should incorporate research and monitoring into their individual work plans. In some cases, lack of progress was due to the actions in the SMP being unclear, or not 'unpacked' into more easily implementable sub-tasks. Because there was no formal interim evaluation to serve as an early warning system, there were areas of concern that were not identified timeously, and progress was subsequently found wanting.

Critical areas

A recommendation of this review is that the indicators specified in the Inventory and Monitoring Plan need to be implemented and reported on annually. The most effective way would be for such indicators, e.g., sustainability indicators for community projects, to be included in the annual work plan for each KPA. In this form, the indicators would measure alignment with strategic direction and facilitate review of the KPA's progress. As a step towards the Park providing a triple-bottom-line report on all aspects of its performance, indicators should cover the conservation, social and economic aspects of the Park.

Validity of actions

Actions should be a logical sequence of steps to reach the objective articulated for the strategy. However, action statements have often been found to be a 'suitcase' of a range of sub-actions, for example, 'Develop management plan for MPA' in KPA 1 also doesn't specify the product or purpose of the management plan, and whether it is intended to be a report, capacity development effort or an implemented project. In other words, planning and implementation functions are not clearly separated.

Another example of a complex action can be found in KPA 3, with the action 'Engage local research institutes and universities to collaborate on priority research projects', where sub-actions should be specified, and where the completion of all of them would be the completion of the stated action. To avoid having to describe actions as 'ongoing', a final sub-task could, for example, be described as 'ongoing collaboration maintained'. The detail for such sub-actions should not be included in the SMP, but would be more appropriate in the annual work plan for each KPA.

6.2 *Specific recommendations for the individual KPAs*

KPA 1: Park establishment

- The Management Plan for the MPA needs to be completed.
- Indicators for the terrestrial and marine components have been defined, but are not monitored and reported on at present. A systematic monitoring programme should be implemented as soon as possible.
- The appointment of the Land Negotiator should be extended for as long as this role is considered necessary for the further consolidation and expansion of the Park.

KPA 2: Proactive conservation planning and development

- Participate in future updates and reviews of the CCT IDP and production of the Spatial Development Framework (SDF).
- Schedule regular review of planning priorities, preferably annually.
- Build partnerships and supportive relationships with other conservation bodies in the greater Cape Town area.

KPA 3: Research and monitoring

- In the revision of the SMP for the 2005 to 2010 period, it is proposed that the research and monitoring function be treated in one of two ways:
 - Implement a coordinated programme of research and monitoring that receives support from top management, or
 - Implement a streamlined version of the current KPA, where a research and monitoring component is incorporated into each KPA, and a research and monitoring coordinator performs a coordinating and review role, ensuring that research and monitoring is integrated across the KPAs and managing certain administrative tasks (such as issuing of collection permits). For example, the Community Partnerships and Benefits team (KPA 8) could effectively monitor social benefits and delivery with periodic review by the monitoring coordinator.

In either case there is a strong need for a research and monitoring champion who will coordinate this function.

- Further efforts should be made to enhance the research output of the Park through cooperation with tertiary and research institutions in order to harness the benefits of up to date local research for Park management. A second attempt to establish a Research Forum is warranted, since an active, integrated research programme could provide valuable information for Park management. However, the new Forum should incorporate learning from the first experience.

KPA 4: Invasive and non-invasive alien plant and animal management

- More attention needs to be paid in future to the identification, management and monitoring of alien clearing impacts on the environment and biodiversity, and on the development and use of indicators for post-clearing recovery of indigenous vegetation.
- The faunal component of alien invasive species management should be developed to ensure that current and future problem species are identified and managed appropriately. This should address the full range of vertebrate and invertebrate taxa.

KPA 5: Fire management

The identification of biodiversity indicators relevant to fire management, particularly in relation to the interactions between fire and alien clearing and biodiversity management needs to be initiated and completed in order to protect biodiversity, identify optimal fire frequencies and areas that have been or are in danger of being burnt too often.

KPA 6: Cultural heritage resources

- The Table Mountain Heritage Resources Management Plan 2004-2010 should be incorporated into the new strategic management plan of the Table Mountain National Park.
- The omission of criteria for decision making and setting of priorities and indicators of performance should be corrected.
- Oral histories should be documented, and linked to the spatial database of tangible heritage resources.

KPA 7: Community partnerships and benefits

Criteria for decision making and setting of priorities and indicators of performance, where they don't exist, must be developed and documented.

KPA 8: Cooperative governance

Criteria for decision making and setting of priorities and indicators of performance, where they don't exist, must be developed and documented.

KPA 9: Financial sustainability

- Ongoing training is needed on the new financial system and time required to customise it to required levels.
- An analysis needs to be undertaken of the alignment of charges with markets needs, and an action plan prepared.
- An analysis is required of the options for optimising the potential sources of income, and Business Plans need to be prepared. The Business Plans should build upon the existing audit of park assets; and the analysis of those audit results that was done in order to promote maximisation of revenue income.

KPA 10: Visitor management and services

- Conduct annual visitor surveys, at a level of detail between the 2000 survey and the recent 'micro-surveys'.
- Check and update the register of user groups on a regular basis.
- Conduct formal training of staff and volunteers in visitor management.
- Set up a register of facilities and infrastructure for the TMNP, to formally capture information that is currently known to section managers but not recorded. This could be built into the Environmental Information System (EIS). For example, information could be captured on the condition of a road or footpath and when it was last maintained.
- Options for further improvement in managing activities include assessing the cumulative effects of various users in a particular areas (e.g. positive or negative interactions between different user groups), and analysing and applying a maximum visitor carrying capacity for certain areas (e.g. Boulders).

KPA 11: Commercial operations management

- Prepare a Code of Conduct for all commercial operators in the Park.
- Explore the potential for developing a wider base of commercial opportunities for SMMEs.
- Develop an efficient way of monitoring the environmental performance of operators and leaseholders in the Park.
- Develop the reporting on financial sustainability, together with a suite of financial indicators (collated annually) that will provide a readily accessible understanding of the progress being made on this KPA.

KPA 12: Institutional development

- An outline of the transformation process, and where the Employment Equity Plan and Workplace Skills Plan fit in, should be documented, and used to direct staff training and recruitment.

- Procedures for auditing and monitoring must be improved.

6.3 Lessons learnt for future reviews

The review was conducted under strict time and budgetary constraints imposed by the Terms of Reference. However, we do not believe that this significantly reduced the quality of the review. In considering the commissioning of future external reviews, we suggest that the comments that follow be taken into account.

Preparation of staff and managers

Personnel should be adequately prepared for the review process and familiar with the requirements and procedures used. All personnel to be involved with the review should be supplied with the Terms of Reference for the review, and should prepare themselves to participate. Documentation that could inform an assessment of progress should be made available to the reviewers as early as possible in the review process. Participants in the review need to be prepared to make a clear statement on how far they have gone towards achieving each strategy, action or deliverable. An underlying prerequisite is that all staff and managers clearly understand how the actions in the SMP contribute to the achievement of the Park's overall strategic goals.

Iterative approach

An iterative approach should be taken, with time allocated for review of products by TMNP and for additional input to the draft reports. The review process should plan for at least two iterations of commenting from TMNP.

Scope of reviews

It is not possible to review the broad level strategies of the SMP without a very good understanding of the detail of the actions and their implementation. If broad level reviews are commissioned in future, the requirement for detailed understanding should be recognised and adequate resources allowed for the more detailed review that underlies the product. Although there was lack of progress on some actions as defined in the SMP, this did not necessarily mean that progress towards the strategic objectives was not advanced. However, because there was no statement of progress on the strategic objectives, it was difficult to review progress at a strategic level. We recommend that future reviews should address both the strategic and action-specific levels.

7. LIST OF PRODUCTS

The following list of products includes all documents used or referred to in this review, and represents a partial list of reports and records from the first five years of the Park.

- Clark, B M. 2001. A new Marine Park for the Cape Peninsula: Draft Proposal for comment.
- Clark, B M. 2002. Cape Peninsula National Park Marine Component: Feasibility Study Report. Prepared by the Cape Peninsula National Park. April 2002.
- CPNP 1999. Inventory and Monitoring Plan for Cape Peninsula National Park.
- CPNP 2000a. Alien Clearing Strategic Management Plan.
- CPNP 2000b. Visitor and User Survey (summary results), Prepared by CPNP based on the detailed survey undertaken.
- CPNP 2002. The Invasive Alien Plant Clearing Programme.
- CPNP and Friends of the Dog Walkers 2002. EMP for walkers accompanied by dogs in the CPNP. www.tmnp.co.za.
- CPNP and MTB Working Group 2002. EMP for recreational mountain cycling in the CPNP. www.tmnp.co.za.
- CPNP and Cape Peninsula Horse Riding Working Group 2003 EMP for horse riding in the CPNP. www.tmnp.co.za.
- CPNP undated. City Infrastructure Management Agreement.
- CPNP undated. Table Mountain Chain – Peninsula Biosphere Reserve: pre-feasibility study.
- CSIR 2004. Table Mountain National Park Fire Management Plan Prepared for Table Mountain National Park by CSIR Environmentek. CSIR Report No. ENV-S-C 2004-043. Stellenbosch, South Africa.
- De Villiers Brownlie Associates 2000. Cape Peninsula National Park Towards a Conservation Development Framework Report and synthesis mapping. Comments and Responses Report. August 2000. Prepared for SANParks by De Villiers Brownlie Associates, Cape Town.
- De Villiers Brownlie Associates 2001. Cape Peninsula National Park Draft Conservation Development Framework. CDF Comments and Responses Report. January 2001. Prepared for SANParks by De Villiers Brownlie Associates, Cape Town.
- DEA and SANParks undated. A Marine Protected Area for Table Mountain National Park (6 page summary brochure issued to promote public comment). Prepared by the Department of Environmental Affairs and South African National Parks.

- Earthworks 2003. Opinion: The capacity of the South African National Parks and the Department of Environmental Affairs and Tourism to enter into an agreement regulating the management of the proposed Cape Peninsula Marine Protected Area. Prepared for SANParks by Earthworks, Newlands.
- EnAct International 2002. Legal Review. Identification and description of the legal obligations of South African National Parks in respect of the management of heritage resources within the Cape Peninsula National Park. Prepared for SANParks by EnAct International, Cape Town.
- Haricharan, S. 2002. Private land consolidation into the CPPNE: Key lessons of the Working Group.
- Magisterial Districts of Cape Town, Wynberg and Simon's Town 2003. Schedule of 'Admission of guilt' fines in terms section 53 of Act 51 of 1977 and Act 57 of 1976.
- Maps of alien clearing compartments.
- MCM and SANParks 2002. Cape Peninsula Marine Protected Area management plan (working draft). Prepared by Marine and Coastal Management and South African National Parks.
- Other EMP documents also available on sports climbing, orienteering, paragliding and hang gliding. www.tmnp.co.za.
- SANParks 2004a. Communications Strategy. Internal report.
- SANParks 2004b. Table Mountain National Park Heritage Resources Management Plan. Priorities for Heritage Resources Management in the TMNP: 2004-2010.
- SANParks undated. Hoerikwaggo: People of the mountain. Video.
- SANParks undated. The Cape Peninsula National Park. An Educator's Resource. Five modules.
- SANParks undated. The Cape Peninsula National Park. An Educator's Resource. Five modules.
- Setplan 2000. Towards a Conservation Development Framework for the Cape Peninsula National Park. Prepared for SANParks by Settlement Planning Services, Cape Town.
- Setplan 2001b. Conservation Development Framework for the Cape Peninsula National Park and associated maps. Report 1298/R3.3. Prepared for SANParks by Settlement Planning Services, Cape Town.
- Setplan 2001a. Managing the CPPNE: a strategy for private land consolidation, Prepared for Cape Peninsula National Park, Ukuvuka Campaign, City of Cape Town, WWF-SA and the Park Committee by Settlement Planning Services, Cape Town.
- Setplan 2002a. CPPNE Private Land Database: Land Negotiator's Implementation Report (confidential). Prepared for SANParks by Settlement Planning Services, Cape Town.

Setplan 2002b. Managing the CPPNE: Land Negotiator's Reference Manual. Prepared for SANParks by Settlement Planning Services, Cape Town.

Setplan 2003. CPPNE Private Land Database Precinct Details: Property information (confidential). Prepared for SANParks by Settlement Planning Services, Cape Town.

Standish B, Boting A, van Zyl H, Leiman T & Turpie J. 2004. The economic contribution of the Table Mountain National Park. Prepared for SANParks by UCT Graduate School of Business, Cape Town.

TMNP 2002. Notes on Trappieskop prescribed burn. www.tmnp.co.za.

TMNP 2003a. Alien Clearing Plan of Operations 2003/2004.

TMNP 2003b. Management Unit Clearing Plan.

Towards best practice communities and conservation: Conference Proceedings 15 – 19 May 2000 Berg'n dal, SANParks.

Various baseline maps including the updated Use Zone Map (www.tmnp.co.za).

Various maps (www.tmnp.co.za).

WfW undated. Herbicide Policy adopted by the Working for Water Programme.