



INVITATION TO COMMENT

ENVIRONMENTAL MANAGEMENT PROGRAMME

WALKERS ACCOMPANIED BY DOGS

The attached *Draft Environmental Management Programme (EMP): Walkers Accompanied by Dogs*, and the associated *code of conduct* is both a revision and an update of the 2002 EMP, originally prepared for the then Cape Peninsula National Park and the Friends of the Dog Walkers.

The revised EMP seeks to reconcile and align the needs of dog walkers in the Table Mountain National Park (TMNP) with the needs of other users and the legal Mandate of the Park management in accordance with the Protected Areas Act (Act 57 of 2003).

TMNP invites interested and affected persons/organizations to comment on the first draft of the revised EMP, which incorporates comments received from registered stakeholders.

All comments are to be forwarded to Justin Miller via email (dogwalking@natreconservation.co.za) or fax 021 701 5302 or hand delivered to the TMNP Head Office in Westlake by 23rd January 2008.



Table Mountain National Park

*A Park for All, Forever 'n Park vir Almal, vir Altyd
iPaka yoluntu lonke ngonaphakade*

ENVIRONMENTAL MANAGEMENT PROGRAMME:

WALKING WITH DOGS



Version 2.0
December, 2007
Draft for Public Comment

ACRONYMS

CoCT	City of Cape Town
CDF	Conservation Development Framework
EMP	Environmental Management Program
FDW	Friends of the Dog Walkers
I&AP's	Interested and Affected Parties
MPA	Marine Protected Area
NatConCorp	The Nature Conservation Corporation
PAA	National Environmental Management: Protected Areas Act, 57 of 2003
PMP	Park Management Plan
SANParks	South African National Parks
TMNP	Table Mountain National Park

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1. INTRODUCTION

1.1 Context for recreational Environmental Management Plans (EMP's)

Table Mountain National Park (TMNP), one of South Africa's 23 National Parks, is managed by the South African National Parks (SANParks). SANParks is a Schedule 3(a) "public entity" in terms of the Public Finance Management Act, 1 of 1999. The core mandate of SANParks is the conservation and management of biodiversity through a system of National Parks. It functions primarily under the ambit of the National Environmental Management: Protected Areas Act (PAA), 57 of 2003 (as amended) and the "Regulations for the proper administration of Special Nature Reserves, National Parks and World Heritage Sites" (GN R.1061, 28 October 2005) issued in terms of Section 86(1) of the PAA.

Inline with the vision of the Park, "A Park for All, Forever", Park management strives to balance the core business mandates (biodiversity, heritage and tourism management) required by SANParks with the need for management excellence within an urban environment.

The Park is not a continuous land unit but is fragmented by urban development and privately owned land. It is divided into four management areas, as follows (Map 1):



Map 1. Map of Table Mountain National Park (the red line indicates the division between the north, central and southern management areas, the light blue indicates the extent of the Marine Protected Area [MPA] and the darker blue indicates the extent of the restricted zones of the MPA)

- **Area North:** extends from Signal Hill to Constantia Nek.
- **Area Central:** extends from Constantia Nek to the Noordhoek/ Kommetjie Wetlands and includes Hout Bay.
- **Area South:** extends from the Noordhoek/ Kommetjie Wetlands to the Cape of Good Hope.
- **Area Marine:** includes the whole Marine Protected Area.

The Park is a popular destination for a wide variety of outdoor recreational activities with around 25 approved recreational activities occurring in the park. These include mountain biking; hiking; horse-riding; sport-climbing; hang-gliding; fishing; diving; surfing; picnicking; and walking with dogs. In addition, due to its proximity to the City of Cape Town and world renowned tourism destinations such as Cape Point, Boulders and the Table Mountain Cableway, it is a popular tourist destination with more than 4.2 million visits to the park per annum.

A significant challenge for Park management is how to provide for and administer these diverse recreational activities without compromising the experience of other visitors and users, and the integrity of the unique biodiversity and heritage features which the Park is mandated to conserve. To this end, the Park developed in 2000, and revised in 2007, a strategic spatial framework known as the Conservation Development Framework (CDF)¹. The CDF differentiates between Use Zones, Visitor Site and Park Entry Points.

Use Zones define aspects such as the experiential qualities; the type of activities; the degree of interaction with other users; the type and size of facilities; the sophistication of facilities; the type of access, and the standard of roads within each zone.

Visitor Sites note the placement of visitor facilities (tourism and recreation) and infrastructure, and the size & nature of those facilities.

Park Entry Points designate the Points of entry into the Park which may be a Pay Point or Open Access Point.

During the public consultation process in the revising of the CDF, concern was raised by dog walkers, that the updated version of the CDF sought to restrict the areas available for dog walking. In response to the concerns raised, the park management agreed to review the EMP for walkers accompanied by dogs in conjunction with stakeholders. This is inline with the Park's Integrated Environmental Management System which calls for Plans to be updated every five years.

The Parks EMP's are loosely based on the ISO 14000 Standard for Environmental Management Systems (EMS) (SABS, 1996) which seeks to provide a structured and consistent approach in addressing a range of environmental issues relating to the recreational activity. To date the following recreational EMP's have been compiled: Rock and sport climbing (2000); Walkers accompanied by dogs (2002); Horse riding (2004); Mountain biking (2002) and Paragliding and hang-gliding (2004).

¹ The CDF forms an integral part of the new 5-year (2006-2010) Park Management Plan (PMP)

1.2 Profile of walkers accompanied by dogs²

TMNP is one of the few National Parks in South Africa where recreational dog walking is permitted. A comprehensive visitor survey conducted by the Park during 1999-2000 estimated that some 78,000 dog-owners use the Park for recreational dog walking, with the most popular destinations for dog walking including Newlands Forest (60% of users), Cecilia Forest (49%), Constantia Nek (39%), Silvermine south (35%), Noordhoek beach (31%), van Riebeeck Park (28%) and Scarborough Beach (19%). With the incorporation of the popular dog walking areas of Tokai & Cecilia Plantations into the TMNP, the total number of people walking their dogs in the TMNP has increased accordingly.

People who enter the Park with their dogs are a somewhat amorphous group comprising a wide range of individuals, groups and families. Most people walking their dogs do not belong to any organized group, or have any interest in doing so. People generally visit the Park with their dogs for their own exercise, and to enjoy the natural open spaces. Dog owners tend to enjoy the psychological benefits of taking their pets with them, as well as being able to exercise their dogs. It is argued that walkers accompanied by dogs feel more secure and safer in the more remote areas of the Park. As a general rule, dogs that are regularly walked in the park (or other open spaces in the City) tend to be well socialized and are accustomed to interacting with strange dogs and people. A smaller number of these dogs, which are habitually walked in the park, have also attended dog training.

1.3 The purpose of this EMP

This EMP will provide an overarching framework for the regulation, management and monitoring of walkers accompanied by dogs in the TMNP.

This EMP specifically aims to:

- Build on the foundation of the Environmental Management Program for Walkers Accompanied by Dogs (2002);
- Sustain and strengthen a constructive partnership between people walking with dogs in the Park and Park management;
- Identify and mitigate the impacts of people walking with dogs on the biodiversity and heritage features of the park;
- Identify and mitigate the impacts of people walking with dogs on other recreational users and Park visitors;
- Identify the key social issues motivating
- Identify appropriate areas in which people can walk with their dogs;
- Develop regulations, and associated code of conduct, for walkers accompanied by dogs;
- Develop a coordinated and uniform approach to, and activities required for, the implementation and monitoring of the EMP; and
- Identify the roles and responsibilities of the Park and different stakeholders in the implementation and monitoring of the EMP.

² Generally people walking in the Park do not set out with the sole purpose of walking their dogs, hence the term 'walkers accompanied by dogs, as opposed to 'dog-walkers'.

The purpose of the EMP is however not to:

- Replicate information from other Park planning documents;
- Provide a detailed profile, or spatial distribution, of people walking with their dogs in the park;
- Provide a scientifically defensible description of the impacts of people walking with dogs in the park;
- Adopt an authoritarian, regulatory approach in the control and regulation of people walking with dogs in the park; or
- Specify the technical details of, and costs and timelines for, activities identified in the EMP.

1.4 Format of the EMP

The EMP is structured as follows:

- *Section 1* introduces the EMP, including
 - the context for its drafting,
 - the profile of the user group,
 - its purpose, and
 - the consultation process adopted in its drafting;
- *Section 2* profiles the potential environmental impacts of walkers accompanied by dogs on the natural and heritage features of the park, other recreational users and visitors;
- *Section 3* frames the overall vision and objectives for the EMP, and identifies the commitments of the different stakeholder groups to the implementation of the EMP;
- *Section 4* describes the implementation of the EMP, including:
 - identification of areas for walking with dogs, with special management considerations for certain areas,
 - a code of conduct for walkers accompanied by dogs,
 - Park regulations for walkers accompanied by dogs,
 - identification of management and enforcement activities and
 - description of the communication, education and information requirements;
- *Section 5* describes the
 - cooperative governance arrangements for the EMP, and
 - institutional roles and responsibilities for the EMP
- *Section 6* identifies the broad scheduling for the implementation of the EMP.

1.5 Consultation process in the revision of the EMP³

1.5.1 Stakeholders in the drafting of the EMP

The TMNP established a core group of Park staff who provided inputs into the iterative development of the EMP. This group of Park staff are responsible for the planning, management and implementation of the EMP.

³ Note: This section has been included only for the purposes of the public consultation process. It will be removed from the final version of the EMP and included in Annexure 1 as a full record of the consultation process adopted in the drafting of the final EMP.

The TMNP contracted The Nature Conservation Corporation (NatConCorp) to facilitate the consultation process, and produce the revised EMP.

The Friends of the Dog Walkers (FDW) are a group of local citizens who initially approached Park Management in 2001 with a view to opening discussions on the issue of reasonable access to the Park for dogs accompanied by their owners or handlers. Although FDW are not an elected body, they have obtained a broad mandate from interested persons to continue to negotiate with the Park. The primary objective of the FDW is to represent and protect the interests of the dog owning community while respecting the environment and the needs of other interest groups.

NatConCorp and the TMNP advertised in different media (including notices at entrance points to the Park, newspaper advertisements and on the SANParks/TMNP website) for interested and affected parties to register their interest in the EMP, provide their contact details and submit a list of any issues they would like addressed in the EMP. NatConCorp maintained a database of these I&AP's. A copy of the advertisements, and the database of I&AP's and issues raised, are available on request.

The City of Cape Town (CoCT) was invited to participate in the iterative development of the EMP.

A Walking with Dogs Reference Group (the 'Reference Group') was constituted to discuss the development of the EMP. The Reference Group includes representation of the following groups:

- Park Management
- FDW
- CoCT
- I&AP's

1.5.2 Approach to consultation

For the purposes of compiling the first draft of the updated EMP, NatConCorp consulted directly with two core reference groups - the FDW and I&AP's in the one group and the Park management staff and City of Cape Town representatives in the other. Once a first draft of the EMP was compiled, NatConCorp then consulted with a consolidated reference group (the 'Walking with Dogs Reference Group') comprising I&AP's, FDW and the Park management staff.

This second draft of the EMP is circulated for wider public comment. Comments received will be discussed with the consolidated reference group and recommendations included where possible. The revised EMP will then be drafted for approval by the consolidated reference group, and subsequent adoption by the TMNP. Figure 2 provides an illustration of this participation process while Table 1 lists the formal meetings held to date with stakeholders during the iterative drafting of this version of the EMP.

Table 1: Summary of consultative meetings held to date, in the drafting of the EMP

Date	Stakeholder group/s	Objective of meeting
18 September, 2007	Park management staff	Identify approach to, and issues that need to be addressed in, the revised EMP
18 September, 2007	Friends of the Dog Walkers	Identify approach to, and issues that need to be addressed in, the revised EMP
21 November, 2007	Park management staff	Internal review of first draft of EMP
21 November, 2007	Friends of the Dog Walkers	Internal review of first draft of EMP

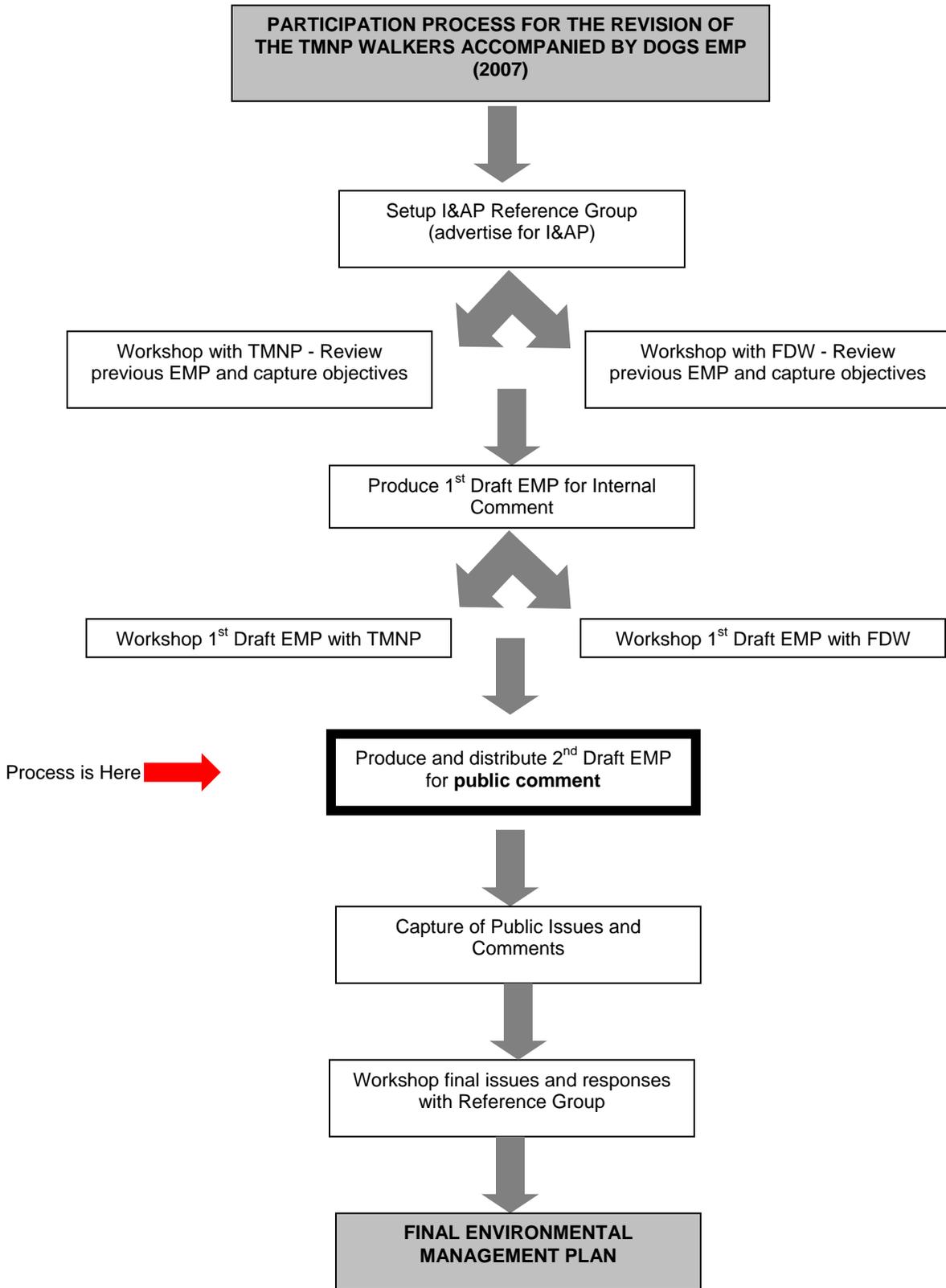


Figure 2: Illustration of the consultation process followed in the revising the EMP

2. ENVIRONMENTAL IMPACTS AND ISSUES

During the initial registration and public participation process, several key issues listed in Table 2a were raised by members of the public and Parks management. It is envisaged that more issues may be received from comments on the 2nd draft.

Table 2a: Key issues raised

Key Issues Raised	Comments
Walkers receive physical and psychological benefit from walking with their dogs	This has been noted and taken into consideration in the drafting of the EMP.
Walkers have historically and traditionally been allowed to walk their dogs within the Park	This has been noted.
Walkers with dogs require several long walks to prevent repetitive walking	This has been noted and taken into consideration in the drafting of the EMP.
Walking with a dog mitigates safety concerns	This has been noted and taken into consideration in the drafting of the EMP.
Self policing should be enhanced and enforced	This has been reviewed in the drafting of the EMP.
Mitigate conflict between user groups	This has been noted and taken into consideration in the drafting of the EMP.
A manageable and practical code of conduct should be enforced	This has been reviewed in the drafting of the EMP.

The identification of these key environmental impacts provides the framework for: (i) the development of the environmental vision and objectives for the EMP (Section 3); (ii) the identification of the areas available for walking with dogs, and any areas requiring special management consideration (Section 4); and (iii) a code of conduct, specific regulations and any other management activities that may be required to mitigate these impacts (Section 4).

To ensure consistency and continuity with the 'Environmental Impacts and Issues' identified in Section 2 of the Environmental Management Program for Walkers Accompanied by Dogs (2002), this section simply constitutes an update of the information contained in the original EMP.

The potential impacts that were identified in relation to activities associated with dogs are presented in Table 2b. The status of these potential impacts, with and without management, is reflected in Table 2b as follows: if they are positive (+); if they are slight/ neutral (0); or if they are negative (-).

Table 2b: The potential environmental impacts of dogs in the Park

Activity	Potential Impact	Status	
		Without management	With management
1. Arrival at the park entrance with dogs	(i) Erosion/compaction of area at entry point	0	0
	(ii) Trampling of, and damage to, indigenous vegetation at entry point	-	0
	(iii) Increased noise	-	0
	(iv) Conflict with other dogs	-	0
	(v) Experience with other visitors or recreational users	-	0
	(vi) Dog faeces	-	0
	(vii) Increased litter	-	0
	(viii) Increased sense of security of dog handler	+	+
2. Walking in the park with dogs	(i) Erosion of footpaths and surrounding area	-	0
	(ii) Trampling and compaction of natural vegetation, notably young sapling plants	-	-
	(iii) Conflict with other dogs	-	0
	(iv) Increased noise	-	0
	(v) Increased monitoring presence in the Park	0	+
	(vi) Disturbance of animals	-	-
	(vii) Disturbance of nesting or ground birds	-	-
	(viii) Dog faeces	-	0
	(ix) Disturbance of heritage sites	-	0
	(x) Increased sense of security of dog handler	+	+
	(xi) Increased litter	-	0
	(xii) Physical exercise of dog and dog handler	+	+
	(xiii) Experience of other recreational users and visitors	-	0

3. EMP VISION AND OBJECTIVES

This section introduces the overarching vision for the EMP and the high level objectives required to achieve this vision. Based on the vision and objectives, this section broadly frames the agreement between park management and people walking with their dogs in the park.

3.1 Vision and objectives

The following vision will guide the implementation of this EMP:

To ensure responsible access to, and use of, the Table Mountain National Park for the purposes of walking with dogs, enabled through a collaborative and constructive relationship between park management and stakeholder groups

The following five complementary objectives will direct the activities required to achieve this vision:

- To clearly define areas in the Park available for walking with dogs
- To clearly describe a code of conduct for people walking with dogs in the park
- To ensure effective and ongoing communication and provision of relevant and useful information
- To build the capacity to effectively monitor, and enforce, the compliance with internal park rules
- To cooperatively monitor and review the effectiveness of the EMP

3.2 The agreement between park management and people walking with their dogs

In order for this vision to be achieved, the different stakeholder groups need to commit to the following guiding principles:

3.2.1 The Park Management team will

- Manage the Park in accordance with the legal requirements of the PAA and any other complementary legislation and policy.
- Direct resources and capacity to achieve the park vision and objectives as directed by the strategies and actions framed in the Park Management Plan, and the linked Conservation Development Framework.
- Seek to promote responsible access to, and use of the park by, walkers accompanied by dogs.
- Seek to effectively manage any threats to biodiversity and heritage by walkers accompanied by dogs in the park.
- Seek to strengthen relationships with people walking with their dogs in the park, and groups mandated to represent their interests.
- Continue to identify and assess the significance of the environmental impact of dogs in the Park.

- Comply with the agreements negotiated in this Environmental Management Programme.

3.2.2 Walkers accompanied by dogs will

- Recognize the unique biodiversity and heritage significance of the Park, and acknowledge the Park management's mandated responsibility to conserve this.
- Acknowledge that walking in the Park with dogs could have adverse effects on Parks' users/visitors, and the natural and heritage features, if the activity is not effectively administered.
- Seek to collaboratively work with Park management, and other recreational user groups, on an ongoing basis to facilitate fair and equitable access to, and use of, the Park for the purpose of walking with dogs.
- Comply with the agreements negotiated in this Environmental Management Programme.

4. MANAGEMENT FRAMEWORK

This section seeks to operationalise the vision and objectives described in Section 3. It explicitly identifies the agreed areas of the park for walking with dogs, the code of conduct that will guide and direct the etiquette of people walking with dogs, the elements of the code of conduct that will be enforced by park staff and the mechanisms for communication, informing and educating walkers with dogs about their responsibilities when in the park.

4.1 Identification of areas for walking with dogs

4.1.1 Open Areas identified for walking their dogs

General areas available for walking with dogs that do not differ from current areas are outlined in Map 2 (2a = Table Mountain; 2b = Karbonkelberg/ Silvermine/ Noordhoek beach; and 2c = southern Peninsula) provided dog walkers remain on recognised management tracks and footpaths.

With the assignment of Tokai and Cecilia Plantations to SANParks management, the traditional areas for walking with dogs (east of Orpen Road for Tokai and the entire Cecilia Plantation) are now governed by this EMP.

New areas that are **proposed** to be opened for walking with dogs (were not included in the 2002 EMP) are:

- Tokai Plantation: West of Orpen Rd.
- Noordhoek Wetlands
- Shusterskraal picnic area

4.1.2 Open Areas that will require special management

Of the open areas available for people walking with dogs, the following sites will require special management considerations:

Newlands Forest parking area (see Map 2a) – dogs accompanied by walkers should be leashed from the main parking area, up along the tarred road past the office buildings to the T-Junction at the park helicopter landing pad. All dog faeces must be removed from this route.

Western Table (see Map 2a) – dogs to be kept on a leash.

Rhodes Memorial (see Map 2a) – dogs to be kept on a leash in the designated and signposted area.

Noordhoek Beach parking area (see Map 2b) – access to the beach for walkers with dogs, from the parking area to the beach, is limited to the designated and signposted route. All dog faeces must be removed from the parking area.

Noordhoek corner near Klein Slangkop (as broadly indicated in Map 2b) – a park-designated area may be seasonally closed to walkers with dogs to prevent disturbance of ground-breeding birds.

All picnic areas not closed to dog walking - dogs may only route through these areas on a leash

Willis Walk (see Map 2c) – dogs to be kept on a leash and all dog faeces must be removed from this route.

Scarborough Beach and Parking Area (see Map 2c) – All dog faeces must be removed from these areas.

4.1.3 Areas that are closed for walking with dogs

The following areas of the TMNP remain closed to walkers accompanied by dogs as agreed in the 2002 EMP:

- Cape of Good Hope section (fenced area: Map 2c)
- Orange Kloof (valley bounded by escarpment: Map 2a)
- Rhodes Estate Game Camp (fenced area: Map 2a)
- Boulders (area below Willis walk: Map 2c)
- Oudekraal Picnic Area (fenced area: Map 2a)
- Kirstenbosch Garden (as designated by NBI: Map 2a)

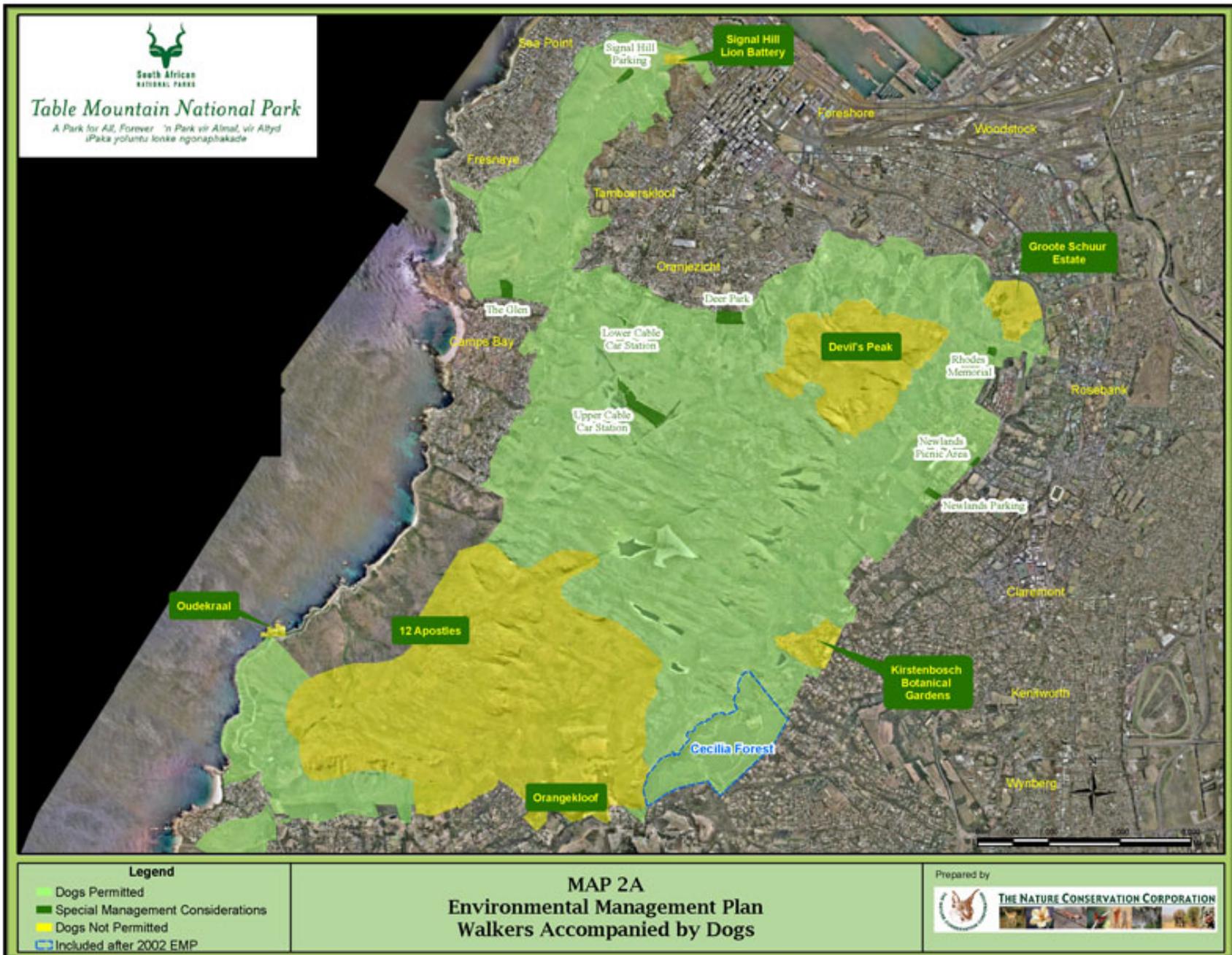
Klawer Valley Restricted Military Area (as designated by SANDF: Map 2c) and Signal Hill Battery.

With the assignment of Tokai Plantation to SANParks Management, the area to the west of Orpen road is currently not available for walking with dogs.

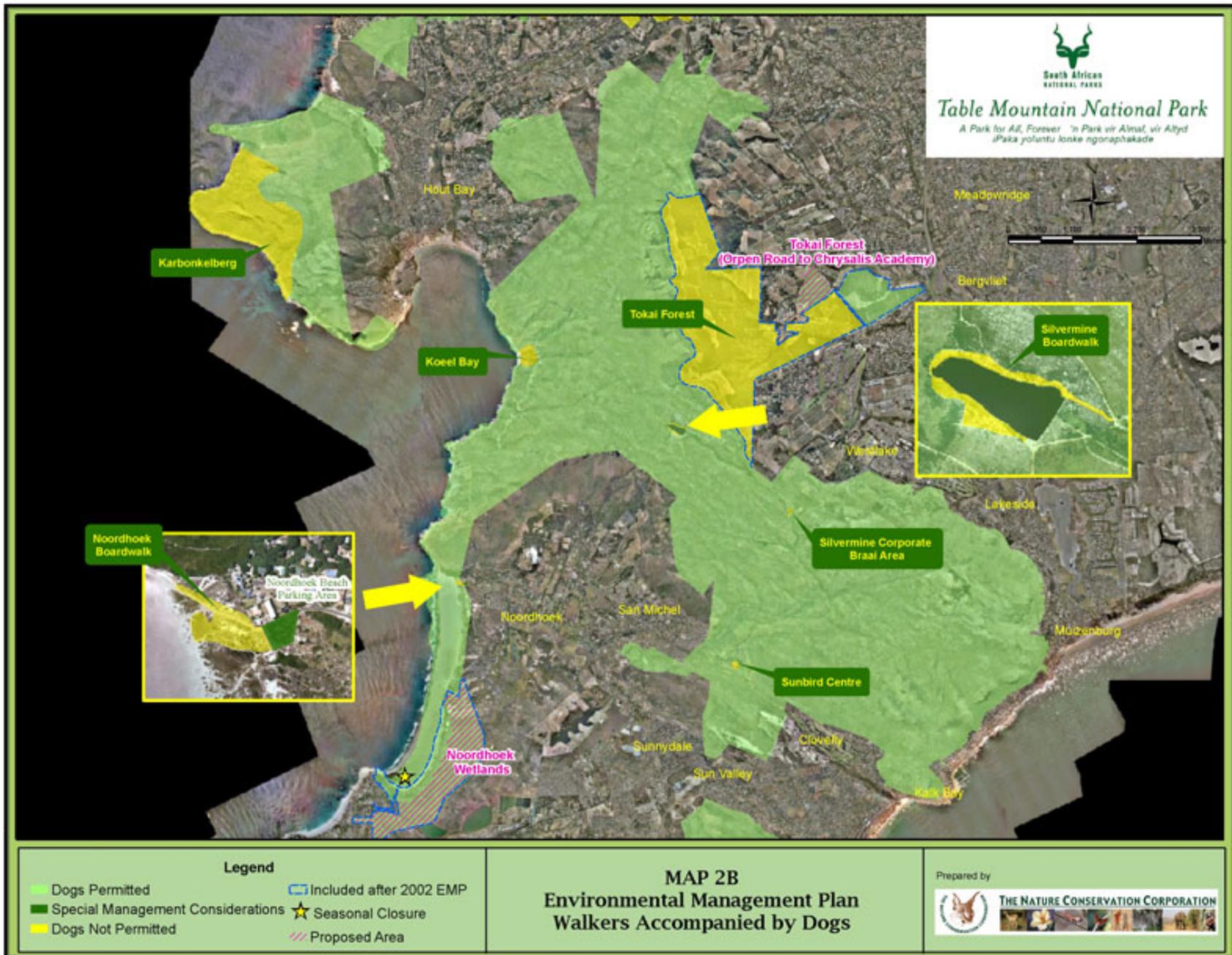
Areas that were closed to walking with dogs between 2002 and 2007, namely the boardwalk area around the Silvermine Reservoir (Map 2b).

New areas **proposed** to be closed to walking with dogs are:

- The 'remote wilderness zone' (as designated in the TMNP CDF) of the Twelve Apostles, Devil's Peak.
- The 'remote wilderness zone' (as designated in the TMNP CDF) of the Karbonkelberg, including the abutting coastline (see Map 2b).
- Noordhoek boardwalk (see inset in Map 2b)
- Environmental education areas – Sunbird Environmental Education Centre



Map 2a: Areas in the Northern region (Signal Hill to Llundudno) of TMNP where people accompanied by dogs may walk (designated in shades of green)



Map 2b: Areas in the Central region (Llundudno to Kommetjie) of TMNP where people accompanied by dogs may walk (designated in shades of green)



Map 2c: Areas in the Southern region (Kommetjie to Cape Point) of the TMNP where people accompanied by dogs may walk (designated in shades of green)

4.2 Code of Conduct for walking with dogs

The management focus of this EMP is an ongoing communication with, and education of, people walking their dogs in the Park. The principal message for this communication and education program is captured in a succinct 'code of conduct'. All persons taking their dogs into the Park need must adhere to this code of conduct.

The objective of the code of conduct is to:

- Inculcate courtesy and consideration towards other Park users and visitors; and
- Develop a respect for, and reduce the impacts on, the globally and nationally unique natural and cultural features of the Park

The following code of conduct will guide the activities of walkers accompanied by dogs in the TMNP⁴:

- Walking with dogs must only occur in the designated areas (see accompanying maps) and subject to any special management conditions that may apply.
- All Park notices and Park signage, and any legitimate instruction from a Park official, must be complied with.
- All dog handlers must be in possession of a valid Wild Card with the necessary dog walking activity permit loaded onto the card
- No more than two dogs per person can be taken into the Park.
- Dogs taken into the park must be under the control, and within sight, of the handler at all times.
- Dog handlers must always carry a leash. Dogs must be leashed:-
 - Upon instruction from any Park official.
 - As required by any official Park notice and/or signage.
 - While passing through designated parking areas, picnic areas and braai sites.
 - If the handler is unable to control the dog or if it is aggressive or otherwise dangerous.
- When meeting a leashed dog, the handler of the unleashed dog should provide space for both dogs to pass without contact.
- Dog handlers must remain on Park approved paths and tracks at all times.
- Dog handlers must remove their dog's faeces from paths, car parks and any other demarcated areas used by park visitors and/or park staff. Faeces should be removed and deposited in bins, where these are provided.
- Dog handlers must ensure that their dogs do not injure or kill any wild life
- Dog handlers should not allow their dogs to interfere with the pleasure of other users in the Park.
- Dog handlers should give right of way to people unaccompanied by dogs.
- Dog handlers should restrain their dogs from disturbing any wild life

⁴ Provisions in the Code of Conduct that contain the word '*should*' represent desirable etiquette for dog handlers and will not necessarily be regulated and enforced by SANParks

- Bitches in heat should not be walked in Park
- Aggressive dogs should be muzzled on request from a Park official.
- Dogs taken into the park should have a valid rabies vaccination

4.3 Internal rules for walking with dogs

It has been found that self-policing, on its own, is currently inadequate to enable Park Management to achieve its conservation mandate. To complement self-policing, the following provisions of the code of conduct (see 4.2) will be regularized to enable them to more effectively enforce and compliance, where necessary, with this EMP (Table 3):

Table 3: The proposed internal rules to mitigate the environmental impacts of dogs in the Park

Proposed internal rule	Proposed penalties/fines ⁵
Walking with dogs may only take place in the designated areas and subject to any special management conditions that may apply	
All Park notices and Park signage, and any legitimate instruction from a Park official, must be complied with ⁶	
People walking their dogs in the Park must be in possession of a valid Wild Card	
No more than two dogs per person may be taken into the Park	
Dogs taken into the park must be under the control, and within sight, of the handler at all times ⁷	
Dog handlers must always carry a leash	
Dogs must be leashed:- Upon instruction from any Park official. As required by any official Park notice and/or signage. If the handler is unable to control the dog, or if it is aggressive or otherwise dangerous	
Dog handlers must remain on approved paths and tracks at all times	
Dog handlers must remove their dog's faeces from any demarcated areas and Park paths, tracks and car parks	
Dog handlers must ensure that their dogs do not injure or kill any wild life	

To regularize these provisions, SANParks will gazette 'internal rules' for walking with dogs in the TMNP, in terms of Section 35 of the Regulations for the proper administration of Special Nature Reserves, National Parks and World Heritage Sites (the 'regulations').

The exclusive Wild Card for TMNP (Cape Town's Wild Card), with the necessary dog walking activity permit ('activity permit') loaded onto the card, will constitute the 'Special Use Permit' provided for in terms of Section 35 of the regulations.

⁵ To be developed with the dog walking 'Reference Group'

⁶ This is already enforceable in terms of the *Regulations for the proper administration of Special Nature Reserves, National Parks and World Heritage Sites*

⁷ For the purposes of enforcement, 'control' will be defined as: (i) the ability of the handler to return the dog/s to heel; and (ii) if a dog cannot be seen, it is considered as out of 'sight'. Dogs transgressing any provisions of the Code may also be deemed to not be under control.

Currently the Wild Card for TMNP:

- Is an electronic 'smart card';
- Costs R45; Allows 12 free entries to park pay entry points (Cape of Good Hope, Tokai, Boulders, Oudekraal, Silvermine) and the use of braai and picnic sites at Newlands and Perdekloof);
- Allows recreational and sporting permits to be loaded onto the card for an additional fee;
- The additional fee for walking with dogs is R55⁸ (i.e. total cost of card is R100);

The internal rules for walking with dogs in the Park, and the map of areas designated for walking with dogs, will be provided to all Cape Town's Wild Card holders. The internal rules, and maps of designated areas, will also be indicated on park notices and/or signage at main Park entry points for people walking with dogs. The full EMP will be posted on the park's website, hard copies of the EMP will be made available at all TMNP offices and electronic copies of the EMP will be e-mailed on request.

The enforcement of these internal rules will be directed by Chapter 8, Sections 61-64 of the regulations. Although still to be agreed by the Reference Group, failure to comply with the internal rules may result in a warning, a fine, eviction from the park and/or withdrawal of the dog walking activity permit (the 'Special Use Permit' as described in the regulations), depending on the nature of the transgression and the number of previous warnings.

Section 5.2 describes the roles and responsibilities for the implementation of activities associated with the development of the internal rules.

4.4 Communication, information, awareness and education

The EMP is underpinned by ongoing communication and education of this EMP and its code of conduct to users of the Park. As such the following activities are required in order to affect this EMP:

- The communication of the agreements contained in, and responsibilities for, the EMP to all affected Park staff and walkers accompanied by dogs
- Ongoing communications by Park staff and the FDW with people walking with their dogs in the park
- Issue of a press release to different media about the approved areas, and internal rules, for walking with dogs in the park
- Constitution of the Walking with Dogs Reference Group, with agreed terms of reference and representation
- Annual review of the EMP by the Walking with Dogs Reference Group
- Development and installation of Park notices at main entry points describing the internal rules for walking with dogs in the park
- Development and installation of Park signage depicting areas where walking with dogs is allowed, and any special conditions that may apply

⁸ This also allows unlimited access through the Silvermine entry pay point

- Development of a single page information sheet depicting the approved areas, and the code of conduct (and internal rules), for walking with dogs in the park. This information sheet will accompany the issue of the Cape Town's Wild Card recreational permit for walking with dogs.
- Circulation of the final EMP to all registered I&AP's and current holders of recreational permits allowing for walking with dogs in the park
- Ad hoc development and implementation of education courses/programs for Park staff (e.g. dog handling) and dog handlers (e.g. dog training).
- Integration of elements of the EMP (notably the code of conduct) into existing park information media, communications materials, awareness initiatives and educational programs.
- Ad hoc publication of results of research and monitoring initiatives to determine the impacts of walking with dogs

Section 5.2 describes the respective responsibilities in the implementation of these communication, information and education activities.

5. INSTITUTIONAL FRAMEWORK

This section describes the cooperative governance arrangements to oversee the implementation of this EMP, and the roles and responsibilities of each of the stakeholders.

5.1 Cooperative governance arrangements

One of the aims of the EMP (see Section 1.3) is to 'Sustain and strengthen a constructive partnership between people walking with dogs in the Park and Park management'. This is also reflected in the vision (see Section 3.1)

A key mechanism for achieving this objective is the establishment of a cooperative governance structure, the 'Walking with Dogs Reference Group' (the 'Reference Group').

A preliminary Reference Group was informally constituted during the process of developing this EMP (see Section 1.5). It is envisaged that this Reference Group will be formalized on adoption of this EMP.

The Reference Group must include, but is not limited to, representation from at least:

- Park Management
- City of Cape Town
- Friends of Dog Walkers
- Mountain Bike and Horse Riding Working Committee

The TMNP park management will be responsible for convening meetings of the Reference Group.

The Reference Group will meet at least once annually to review progress in the implementation of the EMP, and address any key issues that have arisen during the year under review. The Reference Group may also meet, as required, to discuss any proposals to amend the areas approved for, or closed to, walking with dogs and any suggested changes to areas subject to special management arrangements.

The specific functions of the Reference Group are described in Table 4 below

5.2 Roles and responsibilities

The roles and responsibilities in the implementation of the EMP are detailed in Table 4.

Table 4: Roles and responsibilities in the implementation of the EMP

Institution/ Cooperative governance structure	Roles and responsibilities
TMNP Park Management	Participation in the development of the EMP Adoption of the final EMP Overall responsibility for the implementation of the EMP Gazetting of 'internal rules' for walking with dogs in the TMNP Publishing of the relevant penalties and fines Ensuring the effective administration of the dog walking activity permit (and associated internal rules and map of approved areas) on the Cape Town's Wild Card Posting of notices and signage at entry points presenting the 'internal rules', and the approved areas, for walking with dogs Public communications about the EMP and its contents

	<p>Posting of this EMP on the park website and to I&AP's on request</p> <p>Monitoring and enforcement of compliance with the internal rules for walking with dogs in the TMNP</p> <p>Development, installation and maintenance of receptacles for dog faeces</p> <p>Ongoing education of, and communications with, people walking with dogs about the EMP generally, and the code of conduct specifically</p> <p>Administration and management of areas requiring special management considerations</p> <p>Convening the Walking with Dogs Reference Group</p> <p>Identification of new areas, or temporary/permanent closure of existing areas, for people walking with dogs</p> <p>Identification of new restrictions, or relaxing of existing restrictions, for people walking with dogs</p> <p>Contracting ongoing research and monitoring programs to assess the socio-economic, heritage and ecological impacts of dogs</p>
<p>Friends of the Dog Walkers</p>	<p>Participation in the development of the EMP</p> <p>Ad hoc training and development of park staff in dog handling</p> <p>Ad hoc educational programmes for dog handlers on mitigating the impacts of dogs on other users and the natural and heritage features of the park</p> <p>Building mutually cooperative relationships between FDW membership and park management</p> <p>Maintaining communications with the dog-owning community that walks in the park about the EMP and its contents</p>
<p>Walking with Dogs Reference Group</p>	<p>Collaboratively developing the draft EMP</p> <p>Making a recommendation to park management on the adoption of the draft EMP</p> <p>Annual reviewing of areas/paths approved for walkers accompanied by dogs, and any special management conditions associated with these areas/paths</p> <p>Annual reviewing of the efficacy of the EMP and its implementation</p> <p>Consideration of park management, other recreational user groups, or dog handler requests for temporary or permanent closure of areas/paths, or opening of new areas/paths, for walking with dogs</p> <p>Consideration of park management, other recreational user groups, or dog handler requests for new restrictions (temporary or permanent), or relaxing of existing restrictions, for people walking with dogs</p> <p>Annual review of the penalties and fines</p> <p>Ad hoc discussions around issues of concern regarding walking with dogs</p>

6. SCHEDULING OF IMPLEMENTATION

This section describes the activities that are required to enable implementation of this EMP.

Table 5 describes the key implementation activities identified in this EMP, the prioritization of the activity, the responsibility for the activity and the anticipated scheduling.

Table 5: Implementation program for the EMP

Activity	Priority*	Responsibility	Anticipated completion/ implementation date
1. Adoption and initial communication of the EMP			
1.1. Adopt the final EMP	High	Park management	Completion: February, 2008
1.2 Initiate focused public communications in different media about the EMP and its contents	Moderate	Park management	Implementation: April, 2008
1.3 Circulation of the final EMP to all registered I&AP's and current holders of recreational permits allowing for walking with dogs in the park	Moderate	Park management	Implementation: March, 2008
1.4 Development of a single page information sheet depicting the approved areas, and the code of conduct (and internal rules), to accompany the issue of the Cape Town's Wild Card recreational permit for walking with dogs	High	Park management	Implementation: March, 2008
1.5 Communicate the agreements contained in, and responsibilities for, the EMP to all affected park staff	High	Park management	Implementation: Immediate
1.6 'Post' the EMP on the park website	Moderate	Park management	Implementation: March, 2008
2. Establishment of cooperative governance arrangements for EMP			
2.1 Formally constitute, and convene, the Reference Group with agreed terms of reference and representation	High	Park management	Implementation: April, 2008
3. Administration, gazetting and enforcement of internal rules			
3.1 Gazette 'internal rules' for walking with dogs in the TMNP (including publishing of the relevant penalties and fines)	Moderate	SANParks corporate	Completion: December, 2008
3.2 Monitor and enforce compliance with the internal rules for walking with dogs	High	Park management	Implementation: Immediate (and/or as internal rules are gazetted)
3.3 Administer and manage areas requiring special management considerations	High	Park management	Implementation: Immediate
3.4 Ensure the effective administration of the dog walking activity permit on the Cape Town's Wild Card	High	Park management	Implementation: Immediate
4. Ongoing communication, education and awareness of EMP			
4.1 Educate, and communicate with, people walking with dogs about the EMP generally, and the code of conduct specifically	High	Park management	Implementation: Immediate
4.2 Train and develop park staff in dog handling	Low	FDW	Implementation: As required

Activity	Priority*	Responsibility	Anticipated completion/ implementation date
4.3 Initiate educational programmes for dog handlers on mitigating the impacts of dogs on other users and the natural and heritage features of the park	Low	FDW	Implementation: As required
5. Development, installation and maintenance of relevant park infrastructure and facilities			
5.1 Post notices and signage at all entry points presenting the 'internal rules', and the approved areas, for walking with dogs	High	Park management	Completion: Main entry points - December, 2008 Minor entry points - December, 2009
5.2 Develop, install and maintain receptacles for dog faeces at key park entry points	Low	Park management	Completion (installation): June, 2009 Implementation (maintenance): July, 2009
6. Research, monitoring and review of EMP			
6.1 Contract ongoing research and monitoring programs to assess the socio-economic, heritage and ecological impacts of dogs	Low	SANParks Scientific Services	Implementation: As required
6.2 Annually review the efficacy of the EMP and its implementation	High	Reference Group	Implementation: 1st Review – March, 2008 Annually thereafter
6.3 Annually review the areas approved for walkers accompanied by dogs, and any special management conditions associated with these areas	High	Reference Group	Implementation: 1st Review – March, 2008 Annually thereafter
6.3 Identify new restrictions, or relaxing of existing restrictions, for people walking with dogs	Moderate	Reference Group	Implementation: As required

6.1 Performance indicators

The following indicators will be used for assessing the performance against the EMP:

Table 6: Performance indicators for the EMP

Indicator	Target for indicator	Data collection frequency
1. Number of Wild Card holders with the necessary dog walking activity permit	> 95% of estimated number of dog handlers using park	Annually
2. Record of Reference group meetings	At least one meeting/annum, with minutes of meeting and record of decisions	Annually
3. Number of entry points to park used by people walking their dogs, with the necessary signage and notices	All major Park entry points with relevant signage and notices	Annually
4. Profile and penalties and fines issued by Park staff in terms of internal rules	Annual decrease in number of penalties and fines issued	Monthly
5. Extent of the Park (as total kilometres of footpaths and tracks) accessible to walkers accompanied by dogs	Not less than the total area available as per the 2002 EMP.	Annually

CONTRIBUTORS

The following individuals contributed to the raising of issues, and drafting of the review of this EMP⁹:

NAME	AFFILIATION
A Visser	Private
A. Thompson (Mrs)	Private
AF Tooke, Dr	Private
Alan Barnard	Private
Alastair Potts	Department of Botany, UCT
Alexandra Dunn	Private
AN Van Leeuwen	Private
Andre and Sandra Schoon	Private
Andre Pulfrich, Dr	Pisces Environmental Services
Ann and Arnold van der Riet	Private
Anya Klages	Private
B Hitenaus Mrs	Private
Bernard & Jeanette Shapiro	Private
Binny Ridgway	Private
Brian Elton	Private
Carla Brogan	Private
Catherine Burnett	Private
Catherine M. Richardson.	Private
Cecil Whiteman	Noordhoek Environmental Action Group
Charlotte Barnard	Private
Cheryll Cowley	Private
Chris and Juday Barratt	Private
Cobus Scholtz	Private
Crecilda van den Berg	TMNP - Section Ranger
Danny Fisher	Tabankula Treatment Centre
Debbie Stewart	Private
Dominique Posen	Private
E Wilson	Private
Emile and Berta Van Rooyen	Private
Frank Hunziker	Private
Gavin Bell	TMNP - Area Manager
Geoff and Rosemary Duncan	Private
Geraldine Goncalves	FDW
Gerald Rosenthal, Dr	Private
Gill Weinberg	Private
H. Berry Mr & Mrs	Private
H. Berry Mr & Mrs , Hudson, Cochrane, M. Dittcott, P. Du Toit, D. Hardie, L. Forguson	Small elderly walking (hiking) group
Hardie	Private
Hennie Delport	TMNP - Section Ranger
Howard and Rosie Garstka	Private
Iming Lin	Private
Jackie King, Dr	Freshwater Research Unit, Zoology Department, UCT
James Jackelman	Envirocentric
James Reeler	Private
Janice Collins	Private
Jason Sole	The Technology Syndicate
JB Geidt	The Capricorn Link
Jean Gray, Mrs	Private
Jenny Brown	Private
Jenny Owen	Private
Jette Moughton	Private
Jill Mac Arthur	Private
Jo Lorentzen	Private

⁹ This will continually be updated. A full list of registered I&AP's is provided in Annexure 1

NAME

Sandra Hollermann
Sarah Brockenhurst
Sharon Bielen
Sheridan Marks
Shirie Rebelo
Stephen Jacobs
Steve Gohl
Sue Montgomery
Susan Woodward
Suzanne O'Meara
Sylvia Hammond
T Hislock
Taryn Blyth
Taryn Rossenrode
Teri-Lin Robertson
Tessa Gauntlett
Ursula Sauerborn
Val Bennet
Vanessa Munro
Victoria Draper
Wendy Lopatin
Wolfgang Thomas
WS Robson

AFFILIATION

TMNP - Section Ranger
Private
Private
Private
The Natural Step
Private
Private
Private
Private
Private
Trails club
FDW
CapeNature
Private
Private
Private
FDW
Private
Dog walkers of Cape Town
Private
Private
Private