

**Cape Peninsula National Park**  
**Signal Hill, Kloof Nek and Tafelberg Road**  
**INITIAL DEVELOPMENT FRAMEWORK REPORT**



(September 2002)



ORION PLANNING



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(September 2002)

PREPARED FOR:

**South African National Parks / Cape Peninsula National Park**

PREPARED BY:

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**ABBREVIATIONS**

CCT	:	City of Cape Town
CDF	:	Conservation Development Framework
CMA	:	Cape Metropolitan Area
CMC	:	Cape Metropolitan Council (now the City of Cape Town: CMC Administration)
CPNP	:	Cape Peninsula National Park
CPPNE	:	Cape Peninsula Protected Natural Environment
DEAT	:	National Department of Environmental Affairs and Tourism
DEA&DP	:	Provincial Department of Environment Affairs and Development Planning
DWAF	:	National Department of Water Affairs and Forestry
ECA	:	Environment Conservation Act (73 of 1989)
EIA	:	Environmental Impact Assessment
HIA	:	Heritage Impact Assessment
IEMS	:	Integrated Environmental Management System
I&AP	:	Interested and Affected Party
LUPO	:	Western Cape Land Use Planning Ordinance
NEMA	:	National Environmental Management Act (107 of 1989)
NHRA	:	National Heritage Resources Act (25 of 1999)
PG:WC	:	Provincial Government of the Western Cape
PPP	:	Public-Private Partnerships
SAHRA	:	South African Heritage Resources Agency
SANDF	:	South African National Defence Force
SANParks	:	South African National Parks
SEA	:	Strategic Environmental Assessment
TMAC	:	Table Mountain Aerial Cableway Company

# 1. Introduction

## 1.1 Background to the Study

Following the proclamation of the Cape Peninsula National Park in 1998, South African National Parks (or SANParks) commissioned a number of baseline information, policy and management reports - the most significant being the Cape Peninsula National Park Integrated Management System: Management Policy (2000), the Strategic Management Plan (2000 – 2004) and the Conservation Development Framework for the Cape Peninsula National Park (March 2001).

The Conservation Development Framework (2001), or CDF, using previous studies as a starting point, identified certain sites as important 'gateways' to, and 'visitor nodes' within the National Park. It was noted that many of the gateways and visitor nodes lacked visitor facilities and amenities, and were, in some cases, unsafe. For example, the Signal Hill lookout site was identified as an important visitor node, which, despite high visitor numbers, is degraded, with limited facilities and amenity.

Kloof Nek, Tafelberg Road and Signal Hill Drive are identified as strategic gateways from the City into the Cape Peninsula National Park (See Figure 1). However visitor facilities in this area, other than those at the Lower Cableway Station, are poor or virtually non-existent, while some of the area is degraded.

It is widely recognised that this highly accessible component of the Park is not fulfilling its vast recreational and tourism potential – and importantly, the visitor experience is not being maximised.

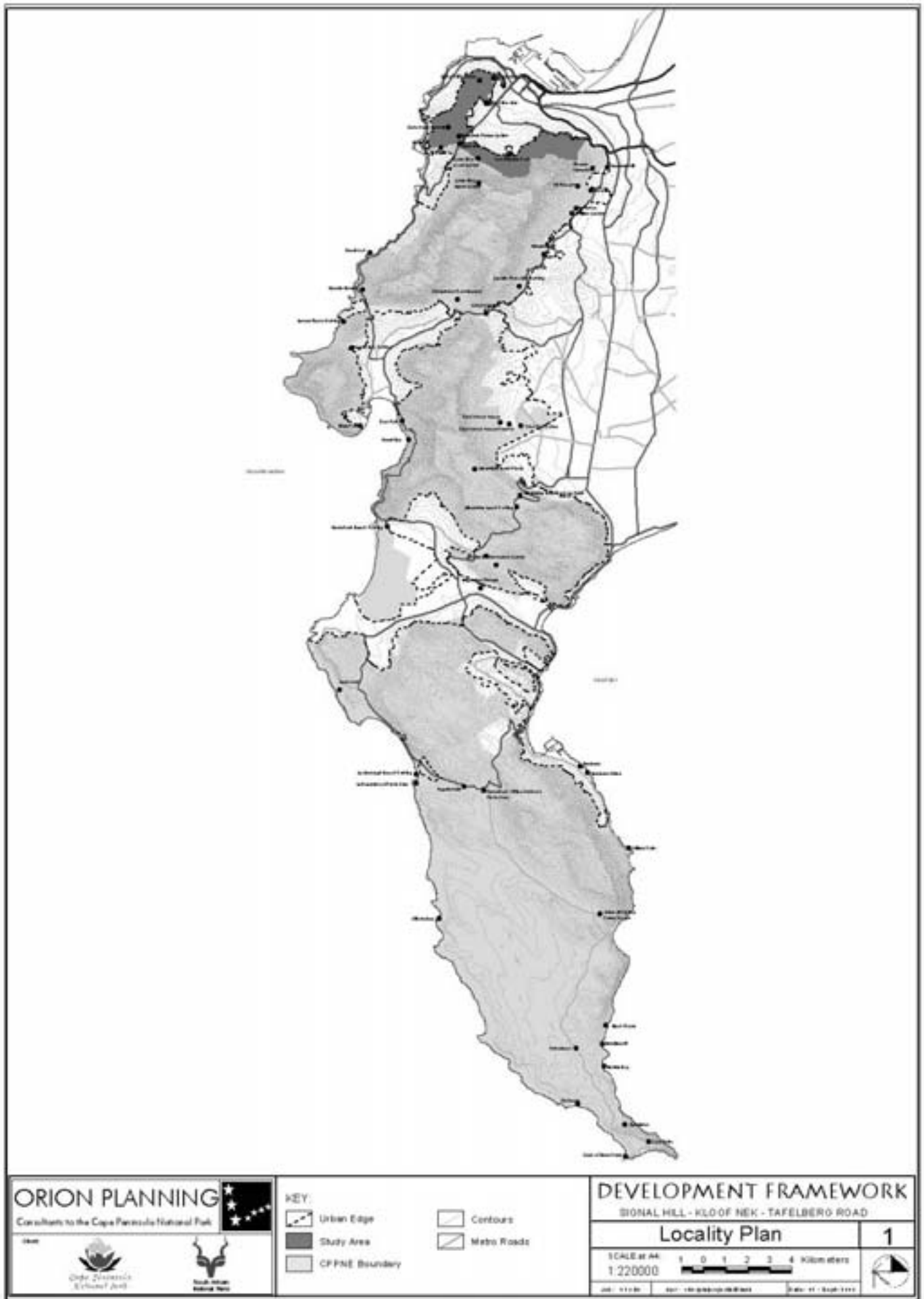
To help realise the potential inherent in the area, SANParks has appointed "Orion Planning" to compile a 'Development Framework' for the Park adjacent to the City centre, as well as more detailed 'Precinct Plans' for specific visitor nodes. This process is a strategic planning exercise with the overall purpose of determining the most suitable way to upgrade the visitor facilities within the planning area, to provide for improved access to and within it, and to safeguard and enhance the key conservation values.

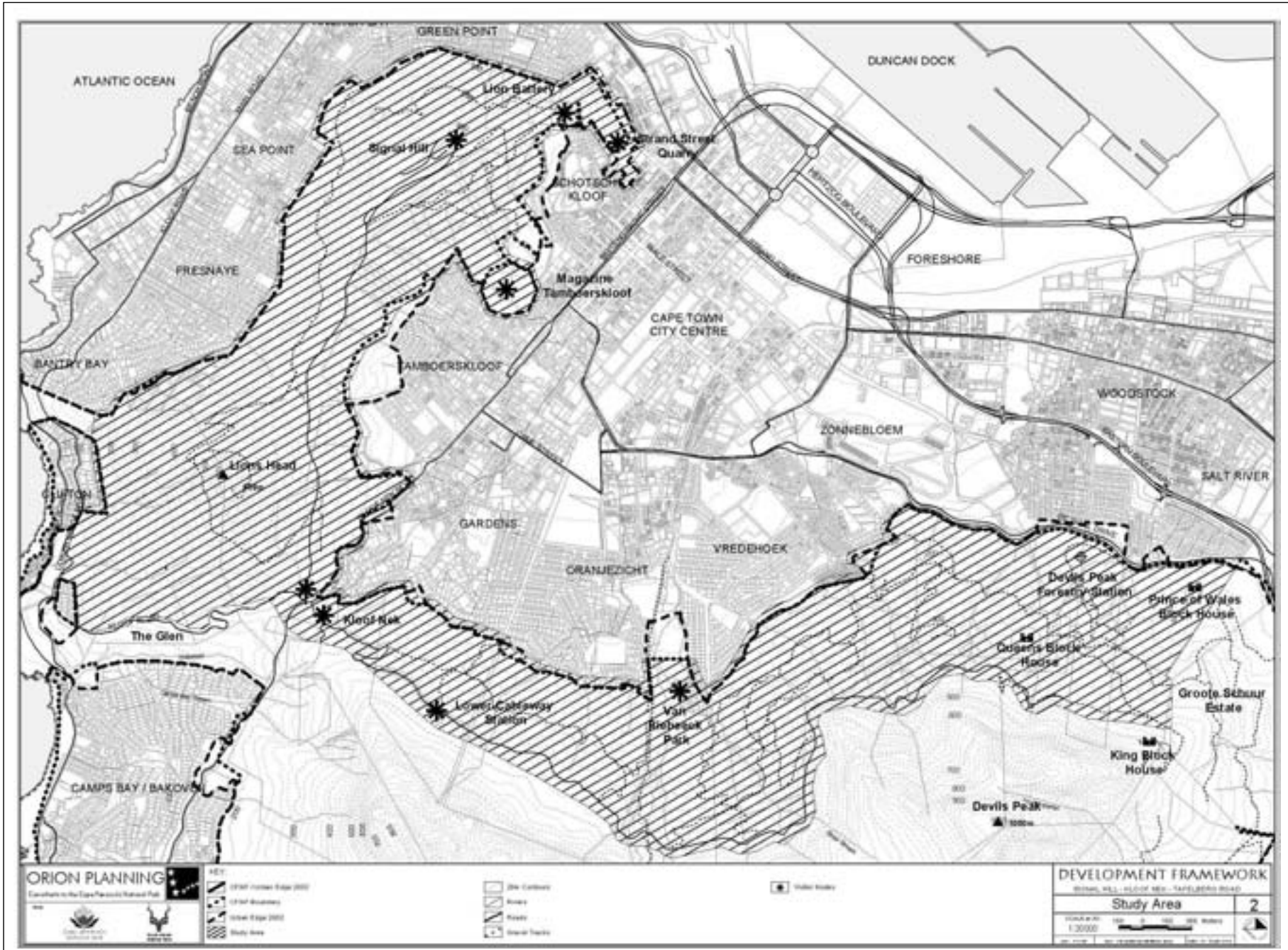
## 1.2 Study Area

The study area consists of Signal Hill, Lion's Head, the Lion Battery, Van Riebeeck Park, the Lower Cableway Station, Kloof Nek, Signal Hill Drive, Tafelberg Road, and the mountain slopes between Tafelberg Road and the urban edge (See Figure 2).

Much of the study area lies within the Cape Peninsula Protected Natural Environment (the CPPNE), and is under the management of the SANParks, in terms of the Heads of Agreement with the City of Cape Town (See Section 3.5, below).

It is noted that the Tamboerskloof Magazine site, a Defence Force endowment property that is managed by the National Department of Public Works (DPW), is not included in the CPNP. SANParks is currently in the process of negotiating with the DPW regarding the future use and management of this site. However, due to its strategic position, and the physical and historical connections with Signal Hill and the Lion Battery, the Magazine site is being included in the strategic level planning of this study.





### 1.3 Brief and Product

The SANParks brief (See Annexure 1) outlined the purpose of the study as follows:

*'The overall purpose of the Development Framework and Precinct Plans is to determine the most suitable way to upgrade the facilities within the planning area, to provide for improved access to and within it, and to safeguard and enhance the key conservation values. The Development Framework will guide the future conservation and development of the area, provide the basis for Precinct Plans for each of the development nodes and provide guidelines on the proposals for the movement and transport of visitors to and between the various sites. It will also provide the information to enable SANParks to release opportunities for private concerns to obtain concessions in the area.'*

Two tiers of products are being undertaken: a Development Framework and detailed site development or Precinct Plans. The aim of the overarching Development Framework is to formulate policies, principles and proposals dealing with the following aspects: the environmental system; the economic and social development system; the services and infrastructure system; the spatial system; and the institutional system. The linkage of the Park with the City is vitally important, and transport and access to various visitor nodes and linkages between them are being studied.

Within the Development Framework, detailed Precinct Plans are being prepared for significant visitor nodes or collections of nodes. The Precinct Plans are to contain broad proposals for the upgrading and rehabilitation of facilities, provide guidelines for potential uses, and for the treatment of the natural and cultural landscape. Within this process, the opportunity for public-private partnerships or concession opportunities will be identified and evaluated.

The product is being informed by existing documentation and available knowledge, including the CPNP's IEM Management Policy (2000), Strategic Management Plan (2000-2004), and the Conservation Development Framework (2001), as well as by the numerous studies that have been undertaken in the recent past. These studies have resulted in the compilation of a vast amount of knowledge, ideas, guidelines and policy. The more significant of these reports, from the perspective of the Signal Hill, Kloof Nek and Lion's Head Development Framework and Precinct Plan study, were reviewed in the Background Information Document (March 2002) – See Annexure 2.

In addition to existing knowledge, an intensive public participation process is being undertaken, to inform the Development Framework and Precinct Plans.

### 1.4 Orion Planning Consortium

Orion Planning is a consortium of consultants appointed by SANParks on the 31<sup>st</sup> January 2002 (See Annexure 1), tasked with the compilation of the Signal Hill, Kloof Nek and Tafelberg Road Development Framework and Precinct Plans.

Orion Planning consists of a 'core team' of: Chittenden Nicks de Villiers, MLH Architects and Planners, and OvP Landscape Architects. The core team is responsible for the project co-ordination and management, town planning, urban design and landscaping component of the project.

The core team is supported by a 'specialist team' of consultants, who are providing the following input: traffic, transport and civil engineering (Ninham Shand), public participation (Chand Environmental and Ninham Shand), viability assessments (LDV), cultural and historical (ACL Urban Renewal and Heritage), tourism and marketing (KPMG) and environmental management input (Ninham Shand).

## **1.5 Structure of the Report**

Section 1 of the report served to outline the background to the study; the study area; and the brief and product. The Orion Planning consortium was also introduced.

Section 2 provides details of the planning and public participation process. The project initiation process is outlined, and details of the review of baseline information provided. An outline of workshops and key I&AP sessions is provided. The open house and information sharing meeting, held in June 2002, is then discussed, as well as the role of the CPNP Planning Steering Committee in the planning process.

Section 3 provides the legislative framework within which the study is taking place. The relevant sections of the National Parks Act, National Environmental Management Act, Environment Conservation Act and National Heritage Resources Act are outlined. Salient aspects of the 'Heads of Agreement in respect of the allocation of Local Authority land in the CPPNE for the purpose of establishing a National Park' are then provided.

Section 4 outlines the policy framework within which SANParks operates. Three key reports recently compiled for SANParks are reviewed: the CPNP – IEMS: Strategic Management Plan (2000-2004); the CPNP – IEMS: Management Policy (2000); and the Conservation Development Framework (March 2001).

Section 5 places the National Park within the City context.

Section 6 outlines the role of the Park as a tourism destination, and discusses the results of the recent visitor survey.

Section 7 provides a description of the Park's cultural heritage.

The Development Framework is introduced in Section 8. The role of the Development Framework is outlined, and guiding principles discussed. The structuring elements of the Development Framework are then dealt with in detail, ie. the Precincts, the Linkage Elements, and the Management Zones.

Section 9 provides detailed descriptions of the three Precincts, ie. Signal Hill Gateway, Kloof Nek, and Van Riebeeck Park – Platteklip.

Section 10 outlines the two important Linkage Elements, ie. Signal Hill Drive and Tafelberg Road, and Section 11 deals with the three Management Zones, ie. Atlantic Seaboard Interface, City Bowl Interface, and the Lower Tafelberg slopes.

Section 12 deals with implementation, and the way forward.

## **2. Methodology and Public Participation**

The Orion Planning consortium's methodology is graphically presented in Figure 3. The process was designed with the view to considering and investigating alternatives, and preparing the Development Framework relatively early on in the planning process. This allowed for the Precinct Plan areas to be identified, and for work to commence on visitor node proposals.

The public participation process to date, in the form of focus group workshops, key I&AP sessions, and the open house and information sharing meeting, is indicated on the methodology diagram. It should however be recognised that the public participation process is flexible, and subject to the nature of the public response to the project, may need to be amended or extended as planning progresses.

### **2.1 Project Initiation**

During the first few weeks of the project, the local councillors were informed of the process and requested to provide the names and contact details of key organisations that should be contacted. City officials, Department of Public Works and the South African Defence Force were informed of the initiation of the project.

The public was informed of the project by means of adverts printed in regional and local newspapers (The Argus, Cape Times, Die Burger, Atlantic Sun and Tatler) to inform the public of the study and to invite them to register as I&AP's. The adverts appeared during the week of the 4<sup>th</sup> – 10<sup>th</sup> March 2002 (Annexure 3)

A media briefing was held on the 20<sup>th</sup> February 2002 with representatives of the press. A press release was provided, and representatives of the Orion Planning and SANParks were present to answer questions. The media was also taken on a site visit. The media briefing resulted in a number of articles being published in the Atlantic Sun, The Argus, and the Cape Times (Annexure 3). A representative of Orion Planning was also interviewed on SAfm and 567 Cape Talk during February.

### **2.2 Review of Baseline Information**

Numerous planning, design, environmental, cultural and engineering studies have been commissioned by SANParks and the previous custodians of the study area in the recent past. These studies have resulted in the compilation of a vast amount of knowledge, ideas, guidelines and policy. The more significant of these reports, from the perspective of the Signal Hill, Kloof Nek and Lion's Head Development Framework and Precinct Plan study, were reviewed in the Background Information Document (March 2002), with the view to informing the preparation of the Development Framework and subsequent Precinct Plans (Annexure 2).

The Background Information Document (or BID) was provided to all members of the public who registered as interested and affected parties, as well as organisations identified by the team as having a potential interest in the project. The complete I&AP database is included in Annexure 3.

### **2.3 Workshops and Key I&AP Sessions**

The team identified that there are multiple users and interest groups who have specific issues and concerns which needed to be considered at the beginning of the project. It was decided that organisations representing interest, community and user groups should be afforded the opportunity to provide insights to the team at the earliest possible stage. A group of 42 organisations representing community and civic bodies, sports and recreational users, environmental organisations, tourism, religious bodies and local government were invited to attend one of three lunchtime workshops held on the 10<sup>th</sup>, 11<sup>th</sup> and 12<sup>th</sup> April 2002. The attendance registers and minutes of these workshops are included in Annexure 3.

### **2.3.1 Focus Group Workshop: Metropolitan Authorities**

The metropolitan authorities were invited to a focus group workshop on the 10<sup>th</sup> April 2002 – minutes available (Annexure 3).

### **2.3.2 Focus Group Workshops: User Groups, Civic Bodies and Professional Institutions**

Key stakeholders and representatives of user groups, civic bodies, professional institutions, and NGO's were invited to attend one of two focus group workshops held on the were held on the 11<sup>th</sup>, and 12<sup>th</sup> April 2002 – minutes available (Annexure 3).

### **2.3.3 Key I&AP Session: DEAT and DECAS**

A meeting with representatives of the National Department of Environment Affairs and Tourism (DEAT) and the Provincial Government of the Western Cape's Department of Environment, Culture and Sport (DECAS) was held on the 17<sup>th</sup> April 2002 – minutes available (Annexure 3).

### **2.3.4 Key I&AP Session: SAHRA**

A similar meeting was held with the South African Heritage Resources Agency (SAHRA) on the 6<sup>th</sup> May 2002. The HIA is to form part of EIA's in the concession phase, once "activity" and "proponent" have been defined in terms of the legislation – minutes available (Annexure 3).

### **2.3.5 Key I&AP Session: Military Specialists**

A meeting took place with military history specialists on the 16<sup>th</sup> May 2002, with a view to elicit information and ideas for the potential use of the various sites – minutes available (Annexure 3).

### **2.3.6 Key I&AP session: SA Scout Association**

A meeting with the SA Scout Association on the 5<sup>th</sup> June 2002, with a view to understanding their activities and requirements – minutes available (Annexure 3).

### **2.3.7 Key I&AP Session: Muslim Judicial Council**

A meeting with Imam Fahiem of the Muslim Judicial Council on the 18<sup>th</sup> July 2002, with a view to discussing the teams initial ideas – minutes available (Annexure 3).

### **2.3.8 Key I&AP Session: Cape Town Tourism**

The team met with Ms Sheryl Ozinsky of Cape Town Tourism, so as to inform her of the planning process, and obtain an understanding of the tourism industry in the City.

## **2.4 Open House and Information Sharing Meeting**

An open house and information sharing meeting was held on the 13<sup>th</sup> June 2002. The study process was outlined, posters displayed, the initial Development Framework was presented, and initial ideas for Precincts were outlined (Annexure 3).

The open house was advertised in the following newspapers: The Mail & Guardian, Sunday Times, Rapport and Atlantic Sun during the week of the 31<sup>st</sup> May to 6<sup>th</sup> June 2002. Invitations were also sent to all I&AP's on the 29<sup>th</sup> May 2002. Copies of the media adverts and invitations are included in Annexure 3. A media briefing was held on the 5<sup>th</sup> June 2002, where the press was informed of the Initial Development Framework proposals. This resulted in a number of articles being published in the press, as well as additional publicity for the open house.

## **2.5 CPNP: Planning Steering Committee**

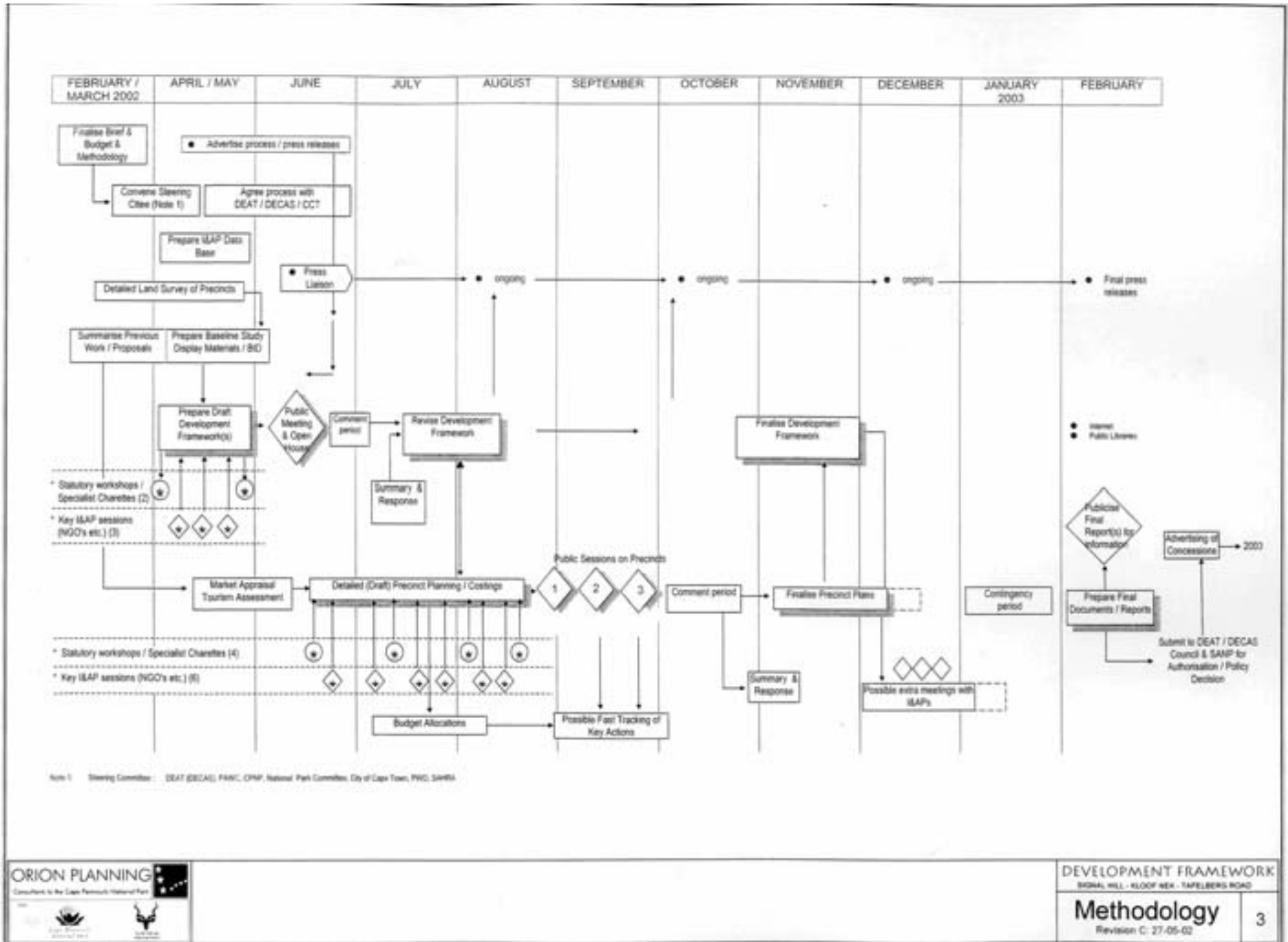
The CPNP: Planning Steering Committee is an authority reference group established as a forum for discussing planning proposals within the CPNP with representatives of the City of Cape Town, SAHRA and the PGWC.

The planning process and proposals were presented to the Planning Steering Committee on three occasions, where valuable input and guidance was provided.

## **2.6 Issues Trail**

All input received by the team to date, including correspondence received from I&AP's, input from meetings and the open house, have been collated, and summarised into a 'condensed issues trail'. The issues trail has been divided into a number of categories (e.g. visitor nodes, management concerns, traffic etc.), and indicates how the planning team has responded to the numerous issues raised.

The issues trail is provided in Annexure 4.



### 3. Legislative Framework

SANParks recently commissioned Cliffe Dekker Fuller Moore Inc. to prepare a 'Review of the Legal Framework Applicable to the Development of an Integrated Environmental Management System for the Cape Peninsula National Park and Cape Peninsula Protected Natural Environment (February 2000). The report reviewed the range of legislation that pertains to the Park, including: international law, conventions and treaties; the National Parks Act; the Constitution of the Republic of South Africa; National, Provincial and Local legislation, ordinances and by-laws.

A number of pieces of legislation are briefly summarised below, (from Cliffe, Dekker Fuller Moore Inc., February 2000), with particular emphasis on their implications for SANParks and the current study. The 'Heads of Agreement in Respect of the Allocation of Local Authority Land in the CPPNE for the Purpose of Establishing a National Park' (April 1998) is also briefly discussed.

#### 3.1 National Parks Act (Act 57 of 1976, as amended by the National Parks Act Amendment Act 106 of 1999)

The Cape Peninsula National Park was declared by notice of the Minister of DEAT in GC18916 GN739 of 29 May 1998.

In terms of Section 12(1) of the Act, SANParks is charged to '*control, manage and maintain the parks*'.

Cliffe Dekker Fuller Moore Inc. (February 2000) conclude that '*Provincial legislation and local authority by-laws will generally be applicable within a proclaimed national park. There may be specific instances where, as a result of the provisions of the Constitution, National Parks Act or other statute, the application of provincial legislation and local authority by-laws is expressly or by necessary implication excluded. In particular, this would apply to measures that relate to nature conservation.*'

#### 3.2 National Environmental Management Act (Act 107 of 1998)

The National Environmental Management Act 107 of 1998 (NEMA) states that its purpose is '*To provide for co-operative environmental governance by establishing principles for decision-making on matters affecting the environment, institutions that will promote co-operative governance and procedures for co-ordinating environmental functions exercised by organs of state; and to provide for matters connected therewith.*'

*The principles articulated in Section 2 include:*

*'(1) Environmental management must place people and their needs at the forefront of its concern and serve their physical, psychological, developmental, cultural and social interests equitably.*

*(2) Development must be 'socially, environmentally and economically sustainable'.*

For activities '*that may significantly affect*' the environment, it will be necessary for SANParks to comply with the minimum procedural requirements for investigation and assessment set out in the act. These procedures will be binding on SANParks regardless of whether or not the activity is one

to which the environmental impact assessment regulations promulgated in terms of the Environment Conservation Act apply.

### **3.3 Environment Conservation Act (Act 73 of 1989)**

The act has been largely repealed by NEMA.

Until such time as regulations are published in terms of NEMA, the regulation GN R1183 GG18261 of 5 September 1997, remains applicable.

As these regulations are part of national legislation they are binding on SANParks. However, in terms of s28A a government institution may in writing apply to the Minister or a competent authority, with the furnishing of reasons, for exemption from the application of any provision of any regulation or directive that has been promulgated in terms of the act.

### **3.4 National Heritage Resources Act (Act 25 of 1999)**

The NHRA is expressly binding on all branches of the State and supported bodies (which would appear to include the SANParks). It provides for the replacement of the NMC by the SA Heritage Resources Agency and for the establishment of provincial heritage authorities. The Act identifies objects and places of historical and cultural significance for present and future generations as part of the 'national estate'. These include landscapes and the protection of rare or endangered aspects of South Africa's natural heritage. Those parts of Table Mountain, declared as a national monument under the National Monuments Act are now deemed to be provincial heritage sites and thus are subject to the control of the provincial heritage resources authority (yet to be established).

The Natural Heritage Resources Act (NHRA) has repealed the National Monuments Act (Act 28 of 1969) as well as a section of the ECA.

Table Mountain was declared a national monument in 1958 under the Natural and Historical Monuments, Relics and Antiques Act 4 of 1934.

SANParks is obliged to maintain the resource under its control according to standards and procedures that will be set out in regulations prepared by the national heritage resources authority, to submit to it an annual report on the maintenance and development of those resources and to otherwise comply with prescribed procedures, particularly with regarding to planning, ie. s9(3)(e) 'not take any action that adversely affects such a resource unless the authority concerned is satisfied that there is no feasible and prudent alternative to the taking of that action and that all measures that can reasonably be taken to minimise the adverse effect will be taken; and s9(3)(f) 'at the initiation of the planning process of the project, or at least 90 days before taking any action that could adversely affect such heritage resource, whichever is the greater, inform SAHRA of the proposed action and give them a reasonable opportunity to consider and comment on it'.

The Act also provides for a heritage resource authority to enter into an agreement with a conservation body to provide for the conservation, improvement or presentation of a heritage resource. Such an agreement with the SANParks may be contemplated in order to achieve a level of unified management of the area.

### **3.5 Heads of Agreement in Respect of the Allocation of Local Authority Land in the CPPNE for the Purpose of Establishing a National Park (April 1998)**

The Heads of Agreement is a legal document, entered into between the Cape Metropolitan Council, the Cape Town Municipality, the South Peninsula Municipality, and South African National Parks.

In May 1998, following negotiations between SANParks and public authorities with land holdings in the CPPNE, the CPNP was formally established as one of 19 national parks in South Africa. In accordance with a Heads of Agreement with the Cape Metropolitan Council (CMC), South Peninsula Municipality (SPM) and the Cape Town City Council (now the City of Cape Town), SANParks undertook to manage large portions of local authority land within the CPPNE as a National Park while ensuring ongoing access by local authorities to essential services provided through the Park.

The Heads of Agreement also promotes co-operative governance between SANParks and local authorities towards meeting their respective management objectives. The recent establishment of the Unicity, the City of Cape Town, should facilitate co-operative governance as the CPNP now only has one surrounding local authority.

*Section 14. concerns Integrated Environmental Management. 'All proposed future infrastructural development within the park, including buildings and roads, by any of the parties to this agreement shall be subjected to integrated environmental management processes and shall be effected in accordance with sound environmental management practices...'*

*Section 15. concerns future infrastructure. 15.1 states that 'The South African National Parks shall obtain the prior written consent of the relevant local authority, which consent shall not be unreasonably withheld, for the erection upon any land within the park, including the land forming the subject matter of this agreement, of any building or ancillary infrastructure or facility.' 15.3 states that 'In order to ensure that future buildings comply with the provisions of the National Building Regulations, (i). The relevant local authority shall, as agent of the South African National Parks, scrutinise all plans for buildings to be erected within the park for compliance with the National Building Regulations and advise the South African National Parks accordingly;'. 15.4 states 'it is recorded that the provisions of this clause shall not apply to land within the park, other than land forming the subject matter of this agreement, insofar as it may be ultra vires the Act to proclaim that other land to be a national park and include it in the land defined in Schedule 1 to the Act whilst the provisions of this clause apply.'*

*Section 16. concerns roads. 16.1 states that SANParks 'shall be responsible for the management and maintenance of existing and future private roads and closed roads upon the land'. 16.2 states that 'unless otherwise agreed in regard to specific parts thereof, the relevant local authority or other organ of state shall be responsible for the maintenance of public roads and statutory roads reserves within the future national park'.*

*Section 17. deals with access charges. 17.1 states that 'the South African National Parks shall obtain the prior written consent of the relevant local authority to the levying of charges by the South*

*African National Parks for access by members of the public to those areas of the land where access is currently allowed by the relevant local authority at no charge.*

## **4. SANParks Policy Framework**

During the four years since the formal establishment of the Cape Peninsula National Park, management focused their efforts on various strategic planning initiatives. SANParks committed itself to consultation with the people of greater Cape Town in formulating an Integrated Environmental Management System (IEMS). An IEMS was needed to serve as a basis for the Park's establishment and operation. With funding from the Global Environment Facility, over the period 1998 to 2000, a thorough participatory process was carried out to put in place an effective IEMS for the Park that enjoyed public endorsement. The participatory process followed for the preparation of the IEMS involved the following sequential activities: an Initial Environmental Review, capacity building activities, visioning workshops, the formulation of a CPNP Management Policy, the preparation of a Strategic Management Plan, Internal Systems, Operational and Annual Plans, Programs and Procedures, and monitoring and review.

The Park's IEMS involves the adoption and review of Management Policy and the Strategic Management Plan every 5 years. Annual Business Plans and Audits form the basis of managing operations.

The IEMS process was a strategic planning exercise involving the exploration of management alternatives and reaching agreement on preferred courses of action. The IEMS process encompassed the following activities: identification of critical environmental management issues that need to be addressed; formulation of a common vision for the new Park; agreement on a set of management principles, goals, objectives and policy statements; prioritisation of management actions for the next five years; and the introduction of operational and review procedures.

Arising out of the IEMS process, the need was identified for CPNP management to put in place an overarching spatial framework in terms of which they could co-ordinate their diverse conservation and development activities. This management plan, the Conservation Development Framework, was prepared over the period 2000 - 2001.

These three reports, i.e. the Cape Peninsula National Park - Integrated Environmental Management System: Strategic Management Plan (2000 – 2004), the Cape Peninsula National Park – IEMS: Management Policy (2000), and the Conservation Development Framework for the Cape Peninsula National Park (March 2001), are significant documents, and are reviewed in turn below.

All three reports have been endorsed by the Park Committee, and approved by the SANParks Board. In addition, SANParks has submitted the Conservation Development Framework to the Department of Environmental Affairs and Tourism with a view to obtaining their endorsement.

### **4.1 Cape Peninsula National Park – IEMS: Management Policy (2000)**

The Management Policy for the CPNP was prepared as part of the process of developing an Integrated Environmental Management System, and underwent a comprehensive public participation process.

The Management Policy, together with relevant national policies and legislation, provide the overarching framework for managing the Park and guide the development of the Strategic Management Plan, Annual Plans and Implementation and Operation.

Regular review of the Management Policy will enable the Park Management to respond to changing contexts and responsibilities.

*Guiding principles include:* custodianship, common heritage, transparency in management, duty of care, sustainability, holism, intrinsic value, participation and partnerships, equitable access, precaution, empowerment and transformation, co-operative governance, and excellence in management and service.

*Eleven policy themes are outlined, together with goals, objectives and policy statements:* Park establishment and sustainability; biodiversity; the park community, cultural heritage; conservation planning and development; visitor management; park-metropolitan area interface; awareness, education and training; research, monitoring and information management; legal and institutional requirements; and managing operational impacts.

The overarching goal of each of the themes are as follows (for detailed objectives and policy statements, see the report):

*Goal 1.* To establish and consolidate the CPNP and ensure its long-term ecological, economic and social sustainability.

*Goal 2.* To ensure the long-term conservation and rehabilitation of the biodiversity of the Park.

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

*Goal 4.* To facilitate the conservation of cultural heritage through the expression of diverse cultural identities in the Park.

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

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

*Goal 7.* To manage the interface between the Park and the Cape Metropolitan Area.

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

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

*Goal 10.* To enable compliance with legal and policy pertaining to the Park.

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

## **4.2 Cape Peninsula National Park – Integrated Environmental Management System: Strategic Management Plan (2000 – 2004)**

An Integrated Environmental Management Plan (IEMS) has been developed for the CPNP. The Strategic Management Plan (SMP) is an integral part of the overarching IEMS. The SMP indicates where the Park Management Team intends to focus its efforts over the next five years. It does not identify every operation required in terms of the Policy or by crises that may arise, but prioritises proactive strategies. The SMP, together with the Management Policy, provide a framework for action.

A set of Key Result Areas has been prioritised. Each Key Result Area is directed by a strategic objective for which strategies have been developed. Each strategy will be implemented through a set of actions and will result in a number of deliverables. The implementation of the strategies by those tasked with responsibilities for implementation will be monitored using indicators within a set timeframe. Each of these elements of the Key Result Areas are dealt with in detail in the report.

Key Action Areas are: Park establishment; proactive conservation planning and development; research and monitoring; invasive and non-invasive alien plant and animal management; fire management; cultural heritage resources management; community partnerships and benefits; cooperative governance; financial sustainability; visitor management and services; commercial operations management; and institutional development.

## **4.3 Conservation Development Framework for the Cape Peninsula National Park (March 2001)**

The CPNP is world renowned for its unique flora and fauna, spectacular scenery, diverse recreational activities and deep cultural heritage. The Park is situated within a populous metropolitan area, and attracts millions of visitors each year. Managing the Park on a sustainable basis poses special challenges.

The CDF sort to address these challenges by setting out a clear spatial framework to guide and coordinate conservation and development activities in and around the Park. The CDF built on previous studies that addressed the issue of how to reconcile the multi-purpose use of the Park. The CDF used the CPNP Management Policy as its point of departure and makes proposals for an overall spatial framework for the Park.

In accordance with the DEAT's Strategic Environmental Assessment guidelines, opportunities and constraints that the environment places on prospective tourism and recreation development have been assessed – allowing for the cumulative effects of tourism and recreation pressure.

The CDF incorporates proposals with respect to: planning principles; the demarcation of use zones; the rationalisation of visitor sites; and guidelines for the sustainable management of the Park / City interface.

*Planning principles include:* spatial continuity of ecological systems; containment of urban encroachment into nature or heritage areas; protection of sensitive habitats from intrusive impacts; celebration of heritage sites, places and areas as a community resource; integrated conservation management of natural, cultural and scenic resources; visitor facility provision in line with needs and preferences of visitors; clustering of visitor facilities at accessible sites; channeling visitor access through hierarchy of entry points; differentiating level of facility provision according to scale of patronage; scale and form of visitor facility provision in harmony with 'sense of place' and environmental and social carrying capacities; precaution in facility provision where uncertainty over impacts; monitoring of cumulative impacts; and maintaining ecological corridors from Park through urban areas.

The CDF's Use Zones serve the following purposes: reflect the range of activities and experiences which should be accommodated within different functional areas; provide specifications to management on what are the desired resource and social conditions; provide a means of ensuring overall land use compatibility between the natural and built environment; and provides a point of departure for a co-ordinated approach to management of the Peninsula's built and natural environments.

The CDF designates the following use zones, each relating to the quality of human experience (See Figure 4):

*Remote Zones:* make up the core natural areas of the Cape Peninsula, where the impact and presence of people should remain subservient to that of nature. Management should protect and rehabilitate these pristine areas, and provide appropriate recreational and educational opportunities.

*Quite Zones:* is the buffer between the built and natural environments. Management should accommodate a range of recreation activities, focussing on managing impacts.

*Low Intensity Leisure Zones:* are accessible, safe, natural areas, where leisure and recreation activities occur. These areas, which comprise modified landscapes, are foci for a range of activities, so as to reduce pressure on more sensitive Quite and Remote zones.

*High Intensity Leisure Zones:* are similar to the Low Intensity Leisure Zone, but accommodate concentrated human activity. These zones are accessible by motor vehicle, and provide access into other zones. A range of infrastructure and facilities could be provided in this zone (e.g. braai facilities, restaurants). Higher order and large scale tourist facilities should preferably be accommodated within urban areas.

The CDF classifies the Park's visitor sites in terms of:

*Scale of Patronage:* High volume (>100000 visits per annum), medium volume (35000 – 100000 visits) and low volume (<35000 visits).

*Role of the Site:* Destinations (tourist sites), transit (points of embarkation), leisure (places of relaxation), and mixed use (serve a variety of purposes).

*Entry Point:* For visitor management purposes, entry points have been identified.

*Ecological and Cultural characteristics:* Ecological sensitivity and cultural significance was rated.

*Patrons:* Sites were assessed to determine whether they were used by tourists and/or locals.



Figure 4. Extract from the Conservation Development Framework (2001)

Based on the above criteria, the CDF makes specific proposals for all visitor sites in terms of their current and potential role. Development of new visitor sites is not seen to be appropriate. The CDF proposes that existing sites be rationalised.

The CDF formulated proposals for extending the Use Zones from the CPPNE into the urban area. Whilst the Park has no jurisdiction over surrounding land, this is intended to stimulate debate on how the Park / City interface should be managed. The CDF delineates the following Use Zones:

*Agriculture:* Are landscapes of economic, scenic and cultural/historical significance. The management objective is to protect and retain these areas as productive green spaces along the urban fringe.

*Peri-Urban:* Are mixed use areas, i.e. small holdings and institutional facilities of a rural character that fall inside the Urban Edge. The primary management function is to retain their rural qualities in the face of intense urban development pressures.

*Urban:* The primary management objective is to ensure an equitable, efficient and environmentally sustainable urban form.

The CDF incorporates specific management guidelines for these zones aimed at the sustainable management of the Park / City interface.

The CDF is a framework for planning, not a plan for implementation. Implementation will be achieved through: local area plans; environmental management plans; the Heritage Resources Management Plan; environmental management programmes and Codes of Conduct for different recreation activities; and ongoing environmental and visitor management.

The Lower Cableway Station, Kloof Nek and Signal Hill Lookout sites are classified as 'high volume' visitor sites, with more than 100 000 visits per annum. The Lion Battery, Magazine site, Lion's Head Summit and Van Riebeeck Park sites are classified as 'medium volume' visitor sites, with between 35 000 and 100 000 visits per annum.

The 'management action' and 'priority' of the sites are defined as follows:

*Lower Cableway Station:* Manage as per EMP; Priority low.

*Kloof Nek:* Rehabilitate existing facilities with possible new facilities/uses; Priority high.

*Signal Hill Lookout:* Upgrade facilities, parking and security; Priority high.

*Lion Battery:* Rehabilitate existing facilities with possible new facilities/uses; Priority medium.

*Magazine Site:* Rehabilitate existing facilities with possible new facilities/uses; Priority medium.

*Lion's Head Summit:* Compile EMPR and manage from base to summit; Priority medium.

*Van Riebeeck Park:* Rehabilitate existing facilities with possible new facilities/uses; Priority high.

## 5. The Park within the City Context

The Cape Peninsula National Park is relatively unique in that it is situated within the context of a vibrant metropolitan area – the City of Cape Town, with an estimated population of 3.15 million people (City of Cape Town 2002).

It is argued that the City of Cape Town and the Cape Peninsula National Park are inextricably linked – physically, socially, visually and psychologically. As such, planning initiatives both within the Park, and within the City should be integrated, so as to ensure that they compliment and reinforce each other.

Figure 8, the Development Framework, attempts to graphically indicate how the study area is linked into the City context – by means of access gateways, pedestrian pathways, and public transport routes. The figure also indicates features and tourist nodes within the Park. The Development Framework has served to inform the team about where development opportunities exist - contained within three Precincts. In addition, three management zones have been identified, and two major linkage elements (See Figure 7, and Section 8.4).

A number of studies have been (or are in the process of being) compiled for the City. These studies have varying levels of status in terms of having been adopted by the City as policy. Three of these studies are briefly discussed, with a view to informing and supporting the conservation and development proposals identified within the initial Development Framework.

### 5.1 Cape Town Central City Preliminary Draft Development Framework (2002)

The City of Cape Town Preliminary Draft Central City Development Framework (Alexander Design & Gapp, 2002) is in the process of being compiled. The study has the stated aim of producing an integrated development plan to guide development and manage growth; as well as to redress past inequalities and establish quality environments that functionally and operationally complete with other international cities. While the study focuses predominantly on the inner city area, it recognises that: *'The mountain bowl, Devils Peak, Table Mountain, Lion's Head and Signal Hill should be considered as an important asset related to the Central City in the planning of its relationship to the Central City, securing edges, creating responsive and sustainable access to this world heritage site, linkages pedestrian, public transport and private need to be highlighted in the movement systems of the City Bowl. This creates a positive relationship that needs to be fostered for the benefit of both protecting the mountain and it having an economic impact on the Central City and an amenity for all Capetonians'* (2002:5-4).

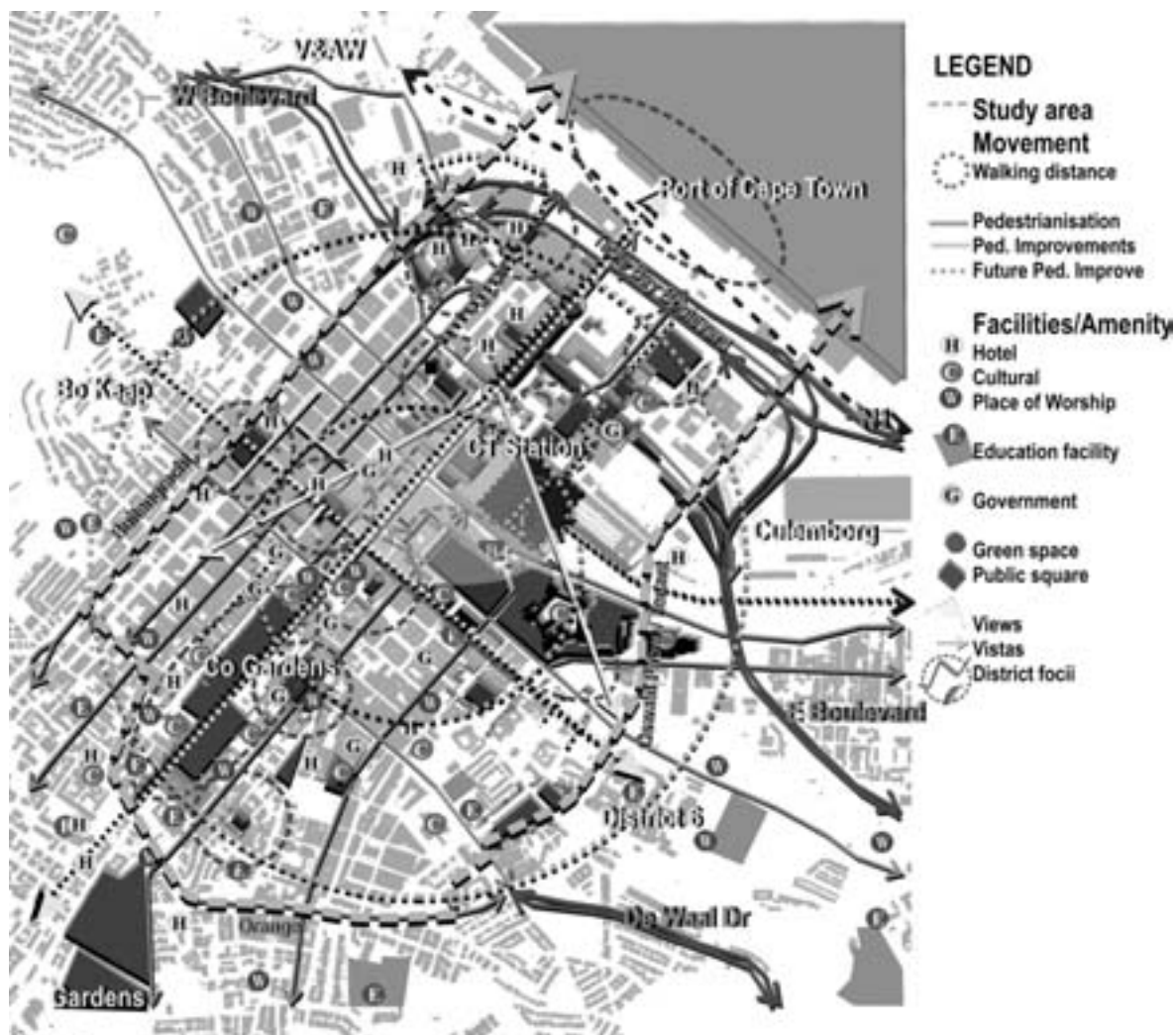


Figure 5. Cape Town Central City Preliminary Draft Development Framework: Public Space and Movement Network, Facilities and Amenities (2002)

## 5.2 Draft City Bowl Development Area (1997)

The Draft City Bowl Development Area (1997) is a strategy document, that while it has not been adopted by the City, remains a source of ideas that influence decision-making in the City. One of the key aspects of study was the use of public space linkages between the mountain, city and sea.

Three links are foreseen: 'west', 'central' and 'east'. The 'west link' is between the V&AW, via the Strand Street quarry, to Signal Hill. The 'central link' is from the Customs House at the harbour, along Adderley Street, the Company Gardens and De Waal Park, to Van Riebeeck Park. The 'east link' is between the small craft harbour (Royal Cape Yacht Club), across Culemborg, Trafalgar Park and the Zonnebloem College, and onto the lower slopes of Devil's Peak.

### 5.3 Integrated Inner City Public Transport System (IICPTS) (1998)

The Integrated Inner City Public Transport System (IICPTS) study argued for the establishment of an inner city public transport system linked to the metropolitan transport system. A critical consequence of this study is that a high frequency bus service is in the process of being established, linking the station, the City and the V&AW. It is understood that this system will be operational by the end of 2002 (See Figure 6).

Should the demand exist, there could be great potential to expand the system to link with visitor nodes within the Cape Peninsula National Park – such as at Kloof Nek, Van Riebeeck, and the Strand Street quarry.

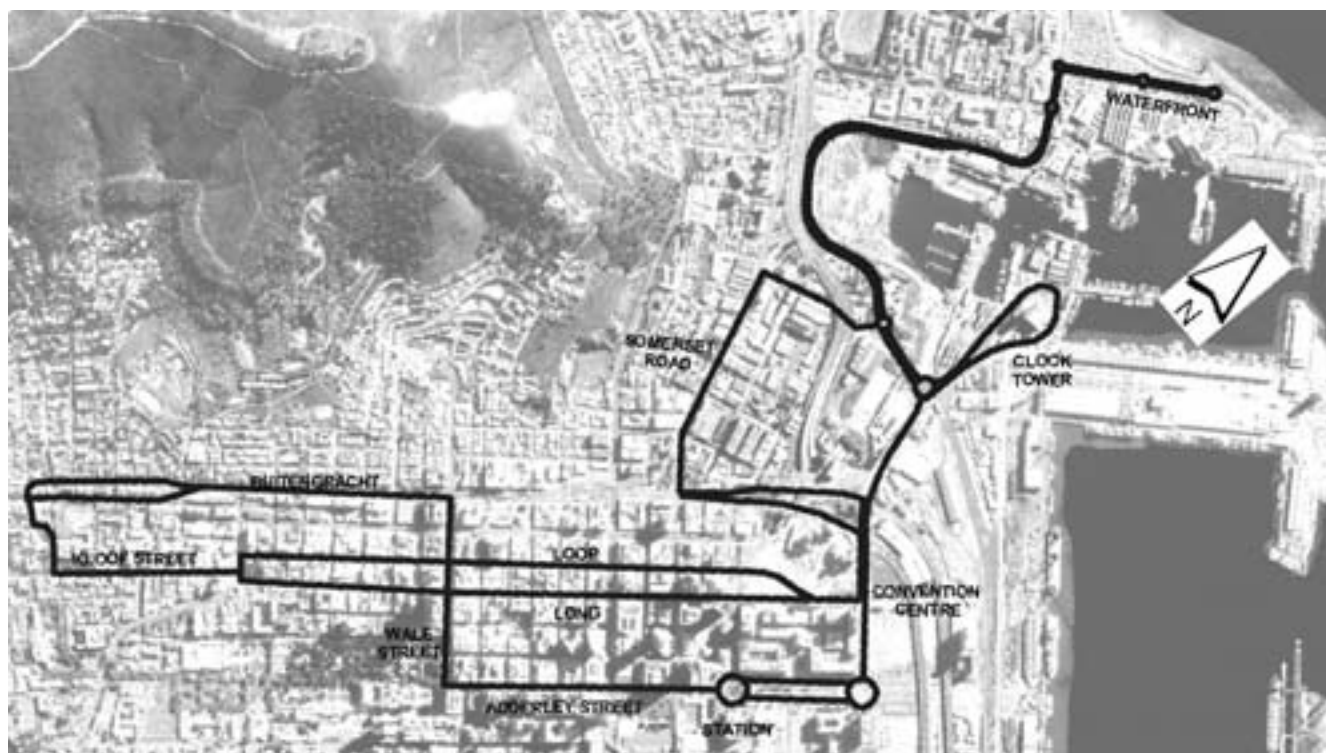


Figure 6. Inner City Bus Route

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## 6. Enhancing Visitor Experience

### 6.1 Tourism

The following extracts are from a speech by Western Cape Premier, Marthinus van Schalkwyk, at the recent conference on Responsible Tourism held in Cape Town in August 2002. They demonstrate the fundamental importance of tourism to the Western Cape economy and emphasise the important role SANParks has in supporting the tourism sector.

*"We can no longer afford the assumption which has dominated the tourism industry for decades, that as long as our numbers increase, the benefits of tourism will eventually filter down to all our people and communities – without too much destruction in the process, and in a manner which will last indefinitely. The reality of tourism has proven, in many cases, to be quite the opposite. Local communities have often been marginalised by mass tourism initiatives and the environment has regularly been the victim rather than the beneficiary of tourism. We need to play a much more active role in ensuring that the benefits of tourism are really felt where they are most needed – especially in the medium and long term. To do this we must find ways to maximise the socio-economic benefits of tourism for local communities, while maintaining the quality of the environment."*

*"Our province cannot afford to not make responsible tourism a priority because the tourism industry is one of the most promising engines of economic growth in our region."*

*"On the international level, tourism grew forty-fold between 1950 and 2000 – it is expected to triple again in the next two decades. The first half of 2002 was the best international tourism season for South Africa and the Western Cape. During the period January to May 2002 overseas arrivals increased by almost 80 000, or 13% compared to 2001."*

*"Since tourist arrivals from Europe, the Western Cape's largest market, increased by almost 17% during this period, our estimates are that tourism to the Western Cape grew at levels beyond the national figures, at approximately 15% for the period. It is no surprise that 8 of South Africa's 10 most visited tourist attractions are in the Western Cape. It is estimated that the Western Cape economy gained an additional R400 million in international tourism revenues and approximately 5000 jobs (including direct and indirect jobs) during the first 5 months of 2002, compared to 2001."*

*"We know that the Western Cape has fantastic tourism potential - we are aiming to attract 4 million tourists by 2010 (compared to 790 000 in 1999) with expenditure increasing to R30 billion (compared to R9,7 million in 1999). The implication is that tourism in South Africa and the Western Cape has entered a new growth phase and that we should do everything possible to sustain such growth in the long term. However, tourism growth will not be sustainable unless the industry protects the natural environment, i.e. the cornerstone of our tourism*

*attractiveness, spreads tourism benefits and wealth to all our communities and respects the social systems and traditions of our local people.”*

*“International experience has shown that responsible and sustainable tourism is often best promoted by public-private partnerships (PPP's) – an essential ingredient of constructive change.”*

In 1996 the White Paper on Development and Promotion of Tourism in South Africa was produced with the following vision:

"... to develop the tourism sector as a national priority in a sustainable and acceptable manner, so that it will contribute significantly to the improvement of the quality of life of every South African. As a lead sector within the national economic strategy, a globally competitive tourism sector will be a major force in the reconstruction and development efforts of the government. Responsible tourism is not a luxury for South Africa. It is an absolute necessity if South Africa is to emerge as a successful international competitor."

(Source: DEAT : Responsible Tourism Manual for South Africa : Guidelines for Responsible Tourism Development)

Around the world, tourism destinations are facing increasing pressures on their natural, cultural and socio-economic environments. Uncontrolled tourism growth, sometimes based on short-term priorities, often results in undesirable impacts on the environment. The White Paper points out:

"Tourism in the Western Cape and its related components and activities have not been managed and developed in accordance with a clear, collective policy and strategy. As a result, the various components of the industry are largely unco-ordinated and inwardly focused. This has resulted in ad hoc and fragmented strategies which failed to capitalise on our diverse tourism resources, thereby limiting the ability of the tourism sector to effectively provide much-needed entrepreneurship, employment and skills development opportunities."

The Western Cape is one of the premier tourist destinations in South Africa and has a wide variety of established attractions. The White Paper points out that constraints to tourism growth in the province include security concerns, inadequate resources and funding, a seasonal market, air travel and infrastructure constraints, HIV/AIDS and limited involvement in the industry by previously neglected communities. There are however a host of opportunities for expanding the province's share of the domestic and international tourism market, but exploiting these will require strategic intervention, including increased funding and mutually beneficial public sector-private sector partnerships.

Tourism offers a host of opportunities. It:

- Is the world's largest generator of jobs, is labour-intensive and can generate immediate employment opportunities as it grows
- Employs a multiplicity of skills and offers training opportunities
- Creates substantial entrepreneurial opportunities, particularly for SMMEs
- Can be beneficial to the environment if it is well-managed
- Potentially builds cross-cultural relations and is a vital force for peace
- Is fully created in the Western Cape with low levels of economic leakage

- Has a high multiplier effect throughout the economy
- Provides many linkages with other sectors of the economy such as agriculture, retail goods, and financial services
- Is often the catalyst that attracts trade and investment.
- **Guiding Principles**

DEAT has recently published national guidelines for responsible tourism in South Africa. These guidelines emphasise the “triple bottom line” of sustainable development and enunciate guiding principles for economic, social and environmental responsibility. Any tourism development in the Park should subscribe to these principles and guidelines that include the following:

- Assess economic impacts as a prerequisite to developing tourism
- Maximise local economic benefits – increasing linkages and reducing leakages
- Ensure communities are involved in and benefit from tourism
- Sound marketing and product development
- Involve the local community in planning and decision-making
- Assess social impacts as a prerequisite to developing tourism
- Maintain and encourage social and cultural diversity
- Be sensitive to the host culture
- Assess environmental impacts as a prerequisite to developing tourism
- Use local resources sustainably, avoid waste and over consumption
- Maintain and encourage natural diversity

## 6.2 Visitor Survey Results

The Cape Peninsula National Park is used by a large and diverse population, for a multitude of activities: scenic drives, walking, viewing, orienteering, picnicking, romancing, rock climbing, paragliding, mountain biking, horseriding, workshops, meditation, education, research, running, organised professional and amateur sports events, competitive sports events, walk with dogs, model aeroplane flying, aerial tourism, cultural activities, eco-tourism, religious activities, bird-watching, recreational botany.

SANParks and the City of Cape Town recently compiled a Visitor and User Survey (2000) for the Cape Peninsula National Park. The survey was undertaken so as to help SANParks to ‘plan and manage its assets effectively’. In order to achieve this, the Park needs ‘accurate, up-to-date information on the number of visitors to the area, as well as their needs and perceptions in relation to the Park’. The CPNP visitor survey was conducted with the aim of providing some of this necessary information on the Park’s visitors and users, as a base against which future progress and projections can be measured. An extract from the Summary Results Report follows:

*‘The survey findings indicate a conservative total of 4,1 million visits to the CPNP over the year-long period (- excluding visitors to Kirstenbosch Gardens, who can access Park areas from the Gardens). Besides the pay points, there were 1,3 million visits per year at 10 high usage sites, 525 000 visits at 11 medium usage sites, and 350 000 visits at 41 selected low usage sites.*

*'The visitor interviews provided useful and accurate information on visitor preferences and patterns for future management of the Park. Capetonians were responsible for most visits (61%), while the most popular international tourist sites were Table Mountain via the Cableway, Cape Point, and Boulders beach. Most visitors were accompanied by family (51%) or friends (36%), and most used private cars as a means of transport to the Park site visited (87%).*

*'Sightseeing, walking or hiking, and picnicking were the main reasons for visiting. As expected, most visitor suggestions for improvements related to basic facilities catering for these popular outdoor activities. Visitors were deeply appreciative of the natural environment, and also recognised the value of environmental education facilities and services, and the need for enhancement of sites of historical and cultural value.*

*'More than 90% of visitors rated their overall experience in the Park positively, as "good" or "excellent". Ratings of particular facilities and services are valuable indicators of priorities to be addressed by the Park management, such as signage, parking, and footpath maintenance. The most common complaint related to the lack of basic necessities such as toilets and taps at many of the sites, and the need for cleaning and maintenance. Visitors were not in favour of large-scale "commercial" developments in the Park, their priority being to retain the natural settings and tranquillity of the Park environment that they currently enjoy.*

*'These findings correspond with other research in the field, indicating great potential for the constructive growth and development of the nature-based and cultural tourism industry. The location of the Park within the Cape's largest city offers unique opportunities in this regard, with visitors and Cape Town residents being the 'lifeblood' of the reserve. The survey has provided valuable baseline information for the Park, and has led to further co-operative initiatives among partners with an interest in the nature-based tourism industry, to gather accurate data to inform decision-making for the development of appropriate facilities and activities.'*

## 7. Cultural Heritage

The preparation of the Development Framework Plan for the study area will have to comply, where applicable, with the provisions of the National Heritage Resources Act (NEMA) (Act 25 of 1999). Table Mountain is a proclaimed Provincial Heritage site in terms of Section 27 of the Act. It is undoubted that the study area is one of the most sensitive heritage areas in the CPNP and will require great emphasis in the planning framework. It is also common cause that Heritage Impact Assessments (HIA's) will be a mandatory requirement for any future development proposal.

A number of discussions were held with the heritage authority in the Western Cape (SAHRA). A letter was addressed to the Director (Dated 11 June 2002, See Annexure 3) in compliance with Section 38 of the Act which requires that *"any person who intends to undertake a development ... must at the very earliest stages of initiating such development, notify the responsible heritage resources authority and furnish it with details regarding the location, nature and extent of the proposed development"*.

The heritage authorities are duly represented on the Steering Committee convened by SANParks and have been party to the evolving plans for the study area, particularly as a commenting agency to the preparation of the CDF. It is also important to point out that no "development activity" per se is contemplated as part of this planning process and preparation of Development Framework and Precinct Plans. Such activity will only be possible after the concession process has identified a preferred public sector partner who will then be required to comply with the various applicable legislation (including the National Environmental Management Act, the Environmental Conservation Act including the EIA Regulations, the NHRA and the Land Use Planning Ordinance where applicable). As per common practice, any Heritage Impact Assessments required will be part of future integrated EIA's to be completed by the proponent (i.e. encompassing visual, traffic, ecological, heritage, economic, social and other impacts). This process is compliant with the accepted "package of plans" approach which will underpin the process ahead.

### 7.1 Heritage studies to date

A great deal of attention has been paid to heritage issues in previous work prepared for the study area. The following studies are highlighted below:

- The IEMS prepared for the CPNP
- The CDF
- The baseline study prepared by Todeschini (May 2000) for the Signal Hill – Kloof Nek and Tafelberg Road Study (Oberholzer for CPNP)
- The Tamboerskloof Magazine Site – Preliminary Planning Study (Baumann, 1999, for the Cape Town Highlanders Trust)
- The Van Riebeeck Park Planning Study (Le Grange & Baumann, Feb. 2000)
- Provisional Heritage Resources Map prepared for CPNP (CPNP Heritage Landscape Group, 2000)

At present (Sept. 2002), the CPNP is in the process of compiling a Heritage Resources Management Plan for the entire Park. This document will guide any future development proposal in terms of cultural historical aspects.

## 7.2 Overarching Framework

The Cape Peninsula National Park – Integrated Environmental Management System: Management Policy (2000), as discussed in Section 4.1, provides the overarching framework for managing the Park. Theme 4 of the Management Policy concerns cultural heritage, which is defined as including: *“tangible and intangible elements of both the built and natural environment, which are integral to a sense of shared and individual identity, e.g. archaeological sites and historical artefacts, buildings, landscapes, music, spiritual beliefs and folklore.”*

The stated goal of this theme is: *“To facilitate the conservation of cultural heritage through the expression of diverse cultural identities in the Park.”*

Further, three management objectives are provided:

- *“To rediscover, rehabilitate and nurture cultural heritage resources, especially where these have been suppressed and neglected.*
- *To encourage the expression and celebration of the diverse cultures and spiritual significance associated with the Park and to facilitate the recognition of the cultural linkages of the Park with surrounding communities.*
- *To conserve and restore natural and cultural landscapes and scenic resources of the Park.”*

The above ‘goal’ and ‘objectives’ – together with the more detailed management statements outlined in the Management Policy (2000) are being embraced by the planning team, and are helping to inform the detailed planning for the Precincts.

## 7.3 Baseline Studies

A report on the cultural and historical aspects of the study area was prepared by Fabio Todeschini (2000). A summary of this report was provided in the Signal Hill, Kloof Nek and Tafelberg Road Phase One Baseline Study (Oberholzer, 2000), and is reproduced below.

### ***“Historical Background***

*Table Mountain, Devil’s Peak, Lion’s Head and Signal Hill have always been considered to be notable features of The Peninsula and of The Cape, and were part of the landscape utilised on a regular, seasonal, migratory basis by KhoiSan inhabitants for about 1700 years before the advent of colonists from Europe.*

*Colonial settlement and landscape adaptations overlaid past traces of use in Table Valley and on Signal Hill, intensifying over the years in sometimes gradual, sometimes rapid waves of change and development.*

*The historical transformation of the study area may be characterised in terms of four interlinked periods:*

- *the pre-colonial and colonial background till about 1820;*
- *the laissez-faire period up to about 1910;*
- *the ‘modern town planning’ period up to 1956;*
- *the contemporary period.*

## **Pre-colonial and Colonial Period**

### *Early Inhabitants*

- *Hunter gatherers migrated in and out of the area on a seasonal basis;*
- *the area modified through the exploitation of fauna and flora;*
- *seasonal and periodic veld burning practised.*

### *Colonial Settlement*

- *Early colonists create defences using the topography and coastline;*
- *Lion's Head and Signal Hill used to observe shipping and for signalling;*
- *defence lines and blockhouses built on the slopes of Devil's Peak during Dutch occupation;*
- *gun emplacements located in Camps Bay, Kloof Nek and higher slopes of Signal Hill;*
- *development of so-called Malay community in the Bo-Kaap area;*
- *'Circle of Islam' formed, including the three tombs at the top of Signal Hill;*
- *Signalling station on Signal Hill in visual contact with the Royal Observatory, providing accurate noon signals.*

## **The Laissez-faire Period**

*Numerous new structures made their appearance on Signal Hill mostly related to look-out, signalling, and defence.*

### *Signal Hill*

- *Expansion of the town, particularly on the gentler slopes during latter half of 1800's – farms converted to urban use;*
- *time ball established at the Lion's Rump Signal Station in 1855;*
- *electric tram service extended in 1901 to Camps Bay via Kloof Road, which in 1902 was linked to a service over Kloof Nek to town. (The service existed until the 1930's and the tracks pulled up in the 1950's);*
- *large numbers of stone pines planted around the study area, and elsewhere in the Cape Peninsula, during the 1850's.*

### *The Lion Battery*

- *Two powerful batteries erected on the spur of Signal Hill, above the docks, in 1891;*
- *first noon gun fired from Lion Battery in 1901;*
- *old Fire Command Post situated to the west of Lion Battery – manned continuously during the Wars 1914-1918, and 1939-1942, (since vacated by the Military).*

### *Signal Hill Cemeteries*

- *Three tombs of Signal Hill cemetery, (closed in 1886), believed to be those of Tuan Guru, Said Aloewie and Nurman.*

### *Mining*

- *Gold quartz was discovered on the Cape Town side of Lion's Head in 1886 – Lion's Head Gold Mining Company formed;*
- *mining of tin on slopes of Devil's Peak above Vredehoek from 1901 to 1912 – the single most important mining venture in Cape Town, (the remains of the mine are in remarkably good state of preservation).*

### **Modern Town Planning Period**

- Suburban development widespread on the lower slopes of Table Mountain, Devil's Peak, Lion's Head and Signal Hill after 1911;
- part of Signal Station utilised as a restaurant – growing popularity of the site, given the increased mobility/use of motor cars;
- Signal Hill was closed to public during World War 2, - road from the summit of Signal Hill to Kloof Nek macadamised in the war years;
- first radar station outside of Britain located on Signal Hill during war years near old Signal Station;
- development of Van Riebeeck Park area – adjustments to water-works, milling and recreation buildings;
- Town Planning Scheme, road widening and new road construction of 1956 became dominant urban development management tools, (in parallel with the Group Areas Act and other associated apartheid legislation);
- various new routes, such as De Waal Drive constructed – urban renewal and clearance became part of mind-set;
- protection of lower slopes of Table Mountain became an issue in the 1950s – declaration of Table Mountain as a National Monument resulted;
- gum-tree belts planted as fire breaks in the study area, chiefly on the Atlantic side, in 1060's.

### **The Contemporary Period**

Recent developments have visually detracted from the area, including out-of-scale residential developments occurring above Fresnaye and Tamboerskloof, the relatively recent housing by City Council above Bo-Kaap, and the 3 towers in Vredehoek.

### **Notable Elements of the Cultural Landscape**

The landscape consists of the following three domains:

- a compact town on the flatter land below, becoming less dense as it reached up-slope;
- a wooded band of variable width, visually absorbing some villas, institutions and places of public recreation; and
- the higher renosterveld slopes, which merged with the rugged wilderness.

Noteworthy spatial relationships within and between the study area and the surrounding urban fabric comprise the following:

- significant axes and alignments, such as the formal approaches to early farmsteads, the sign-line between the Signal Station on Signal Hill and the Observatory, the King's Blockhouse and the Docks;
- old farmsteads, water-works, mines and defensive batteries, cemeteries quarries, and other significant sites;
- vegetation of stature, both indigenous and exotic, including the silver tree and protea stands on Lion's Head, and exotics which are culturally and conservation-worthy, such as the stone pines associated with Kloof Nek and the Glen, the copses of Azleppo pines above Strand Street extension, and the visually distinct gum tree firebreaks on the Atlantic side.

### **Implications for Planning**

*The original pristine environment of the study area has been affected by many layers of cultural adaption at different scales – the ‘cultural landscape’ does not simply comprise a few sites: it invests much of the area with cultural meaning.*

*Specific implications are as follows:*

- *Pre-colonial archaeology of the study area is largely unknown and any future development/adaption should be preceded by a detailed archaeological field study. Ephemeral sites should be protected in terms of the Heritage Resources Act.*
- *Ruined farm buildings, boundary walls, water reservoirs and associated ‘rural’ sites and works within the study area, which are of significance, need protection.*
- *Old military installations and tracks, may be regarded as important archaeological sites in the future, given the increasing interest in military history.*
- *The area has been an important focus of religious activity, and the Kramat on the ridge of Signal Hill is a major religious site today, comprising three known tombs, the earliest dating to the late eighteenth century.*
- *Important sites, routes and paths of heritage value, associated in some cases with exotic planting, have cultural value and provide shade.*
- *The signalling stations established on the summit of Lion’s Head and Signal Hill have historical interest.*
- *The conservation, enhancement and, where appropriate, recycling of specific historical sites needs to be considered. The following prominent sites should feature in the first instance: Tamboerskloof Magazine, Lion Battery, Appleton Camp, Two Quarries on Signal Hill, Kloof Nek, The Glen, Van Riebeeck Park, Old Tin Mine.*
- *The King’s, Queen’s and Prince of Wales Blockhouses and related military sites and access roads.*
- *A landscape framework for the urban-wilderness interface is needed, together with strategic gateways and pivotal recreational/tourist places.*
- *Specific cultural sites should be safe-guarded together with the appropriate re-use of these. Targeted research on themes/sites about which little is known, needs to be undertaken” (Oberholzer, 2000:13-16).*

## 8. Introduction to the Initial Development Framework

This section of the report introduces the initial Development Framework. The principles that guide the planning are outlined, followed by an explanation of the role of the Development Framework. The important issue of alternative development options are discussed. The structuring elements of the Development Framework are then discussed in turn, (i.e. Precincts, Linkage Elements and Management Zones), issues & concerns outlined, and opportunities identified.

### 8.1 Guiding Principles

The preparation of the initial Development Framework has taken place within, and taken cognisance of the SANParks' and Cape Peninsula National Park's "visions", as well as guiding principles developed for the Park during the preparation of the IEMS.

South African Parks have adopted the following vision:

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

The vision for the Cape Peninsula National Park is as follows:

*"A Park for All*

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

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

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

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

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

*We see a Park for all, forever."*

As outlined in Section 4.1, the CPNP: IEMS: Management Policy (2000) provides a comprehensive list of guiding principles that underpin the management policy of the Park:

*"Custodianship, common heritage, transparency in management, duty of care, sustainability, holism, intrinsic value, participation in partnership, equitable access, precaution, empowerment and transformation, co-operative governance, and excellence in management".*

In addition, the Park is subject to the principles and provisions of relevant international treaties and conventions, national and provincial legislation and policy.

Also, as part of the preparation of the Management Policy (2000) of the IEMS, a number of goals, objectives and policy statements were identified and developed (as outlined in Section 4.1, above). Of special relevance is Goal 5, concerning conservation planning and development, and Goal 6 concerning visitor management:

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

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

Goal 5 and 6 encompass a number of significant cornerstones of the planning philosophy underpinning this study, that is:

- the recognition of the need to maintain and enhance the Park's ecological, cultural and scenic resources;
- the requirement for financial sustainability of the Park;
- the integration and co-ordination of the development and planning within the City context; and
- the obligation to provide a unique world-class visitor experience, services and facilities.

Each of these aspects is briefly discussed, and expanded on, in turn:

### **8.1.1 The Maintenance and Enhancement of the Park's Ecological, Cultural and Scenic Resources**

The following criteria have been taken cognisance of for development proposals:

- utilise disturbed areas – protect the pristine,
- follow lines of least resistance in relation to landforms,
- avoid areas of high visibility i.e. ridges, spurs, skyline, steep slopes,
- limit development to the periphery and retain wilderness characteristics,
- restore historical sites,
- recycle existing structures where appropriate.

### **8.1.2 Financial Sustainability of the Park**

The Cape Peninsula National Park – Integrated Environmental Management System: Management Policy (2000), as discussed in Section 4.1, provides the overarching framework for managing the Park. Theme 1 of the Management Policy deals with 'Park Establishment and Sustainability'. Within this Theme, Objective 1(d) requires that SANParks should 'strive to ensure that the Park is financially sustainable, while conserving ecological, cultural and scenic resources'. Stemming from this objective, Policy iii states that 'Park Management shall strive to develop a robust income base

for the Park from diverse sources, while conserving its ecological, cultural and scenic resources'. In this regard, SANParks are in the process of considering the following potential income sources including: grant funding, donations, entry tariffs, commercial developments, sponsorships, merchandising, product development, royalties from concessionaires, season tickets etc.

The CPNP's environmental sustainability is dependent entirely on its financial sustainability. Financial sustainability means a stable and guaranteed income that is not dependent on political or donor goodwill.

The fundamental principle of sustainable development is the so-called "triple bottom line" – environmental, social and economic. (Or "people, planet and prosperity" as coined at the Johannesburg Earth Summit – September 2002). Conservation costs money and that such income can be raised via appropriate and sensitive development.

International precedent and "best-practice" in several parks around the world have demonstrated that the concept of "public-private partnerships" (PPP's) are a valuable vehicle for ensuring enhanced visitor experience and income generating opportunities. Firstly, visitor experience is enhanced by contracting out services that are better provided by the private sector and are not part of the "core" objectives of national parks, and secondly, to ensure that sustainable income is generated to support the core objectives of conservation and biodiversity protection.

Commercial developments in the Park are seen as the upgrading of existing (often degraded sites) within the finite scenic and biological assets of the Park. Given their relatively small financial return they are not seen as the sole option to ensure sustainability of the Park. However, the principle of ensuring that developments are self-sustaining must be applied.

### **8.1.3 The Integration and Co-ordination of the Development and Planning within the City Context**

The Cape Peninsula National Park forms an integral part of the City of Cape Town – from a physical, social, economic and visual perspective. This is particularly true for the study area, which has a profoundly interconnected relationship with the city bowl and the Atlantic Suburbs. As such, it is imperative that both the Park's and City's planning initiatives are co-ordinated and integrated, so as to reinforce and complement each other. This reality has been recognised within the Cape Peninsula National Park – Integrated Environmental Management System: Management Policy (2000).

Theme 7 of the Management Policy (2000), deals with the 'Park-Metropolitan Area Interface'. The stated management goal of this theme is: *"To manage the interface between the Park and the Cape Metropolitan Area"*. The following three management objectives are identified within the Management Policy (2000) to achieve this goal:

- *"To seek to ensure that local and provincial authorities and all stakeholders share and contribute to the attainment of the vision and goals for the Park.*
- *To strive to ensure that planning and development affecting the Park or its surrounding urban areas are co-ordinated and integrated.*
- *To strive to ensure that the ecological and social services that are provided to the surrounding urban areas are managed on a sustainable basis."*

### **8.1.4 The Provision of a Unique World-Class Visitor Experience, Service and Facilities**

As expressed in a variety of policy documents, (including the recent provincial white paper on sustainable tourism development, the various vision statements of the City of Cape Town and its tourism agencies as well as the Cape Peninsula National Park Management Strategy and the Conservation Development Framework), the provision of world-class tourism experiences is a fundamental objective of several organisations. All activities within the Park must conform to “best-practice” in terms of design, energy efficiency, waste management etc.

Section 6 of this report has already emphasised the importance of tourism to the national, provincial and local economy. The opportunities inherent in the study area must be grasped with commitment if the objectives referred to above are to be realised.

## **8.2 Role of the Development Framework**

As discussed in Section 1, the role of the Development Framework (and associated Precinct Plans) is to:

- Determine the most suitable way to upgrade the visitor facilities and amenities within the planning area,
- To provide for improved access to and within the study area, and
- To safeguard and enhance the key conservation values.

## **8.3 Consideration of Alternatives**

The consideration of ‘alternative development options’ and the ‘no-development option’ is a key aspect of the environment impact assessment regulations promulgated in terms of the Environment Conservation Act (See Section 3.3, above).

This important issue has been taken into account at several levels of planning – each of which has undergone, or is undergoing, extensive public participation.

The Table Mountain Use Zone Map and Report (1996), and subsequently the CPNP Conservation Development Framework (2001) dealt with the issue of geographic alternatives of gateways and suitable areas for upgrading of visitor facilities. Significantly, the strategic approach undertaken in the preparation of the CDF allowed for the evaluation of the no-development option. Both studies underwent significant public participation processes.

The current study focuses on visitor nodes already identified within the CDF. It has evaluated development requirements, alternatives, and appropriate locations for activities. At the more detailed Precinct planning stage, alternative / appropriate technology will be investigated. The Precinct Plans aim to provide details of the type and scale of development appropriate for specific sites, and guidelines within which potential development and concessionaires must confine themselves.

It is therefore argued that during site-specific EIA processes for the individual concessions – it should not be required that the ‘no development option’ be evaluated. This would undermine the extensive planning and public consultation process that has been undertaken to date.

In addition, it is common cause that the neglected, unsafe and poor state of many visitor sites, Signal Hill in particular, is an indictment on Cape Town's claim to be a "world city" and an appalling waste of opportunity to create tourist facilities, create jobs and protect the environment. It is suggested that the "do nothing" option will result in visitor sites becoming more degraded and unsafe.

## 8.4 Structuring Elements of the Development Framework

Three important structuring elements have been identified by the planning team: Precincts, Linkage Elements and Management Zones – See Figure 7.

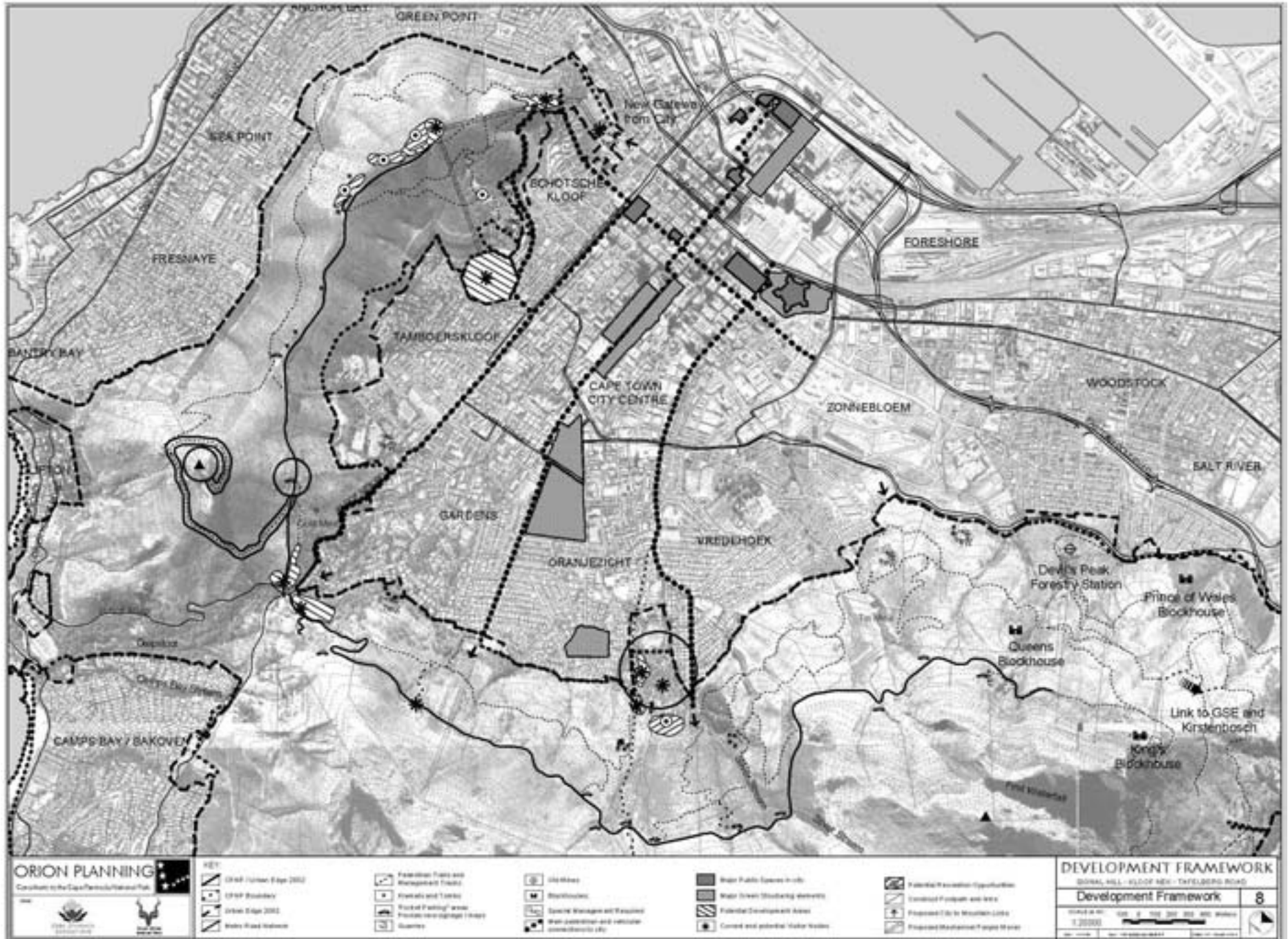
**Precincts** consist of a visitor node, or groups of visitor nodes that have logical connections and are considered and planned as a single entity. The "Precincts" contain the main (potential) visitor "Destinations" as described in the CDF.

**Linkage Elements** are the main movement routes that link Precincts and/or visitor nodes. (Tafelberg Road and Signal Hill Drive are the primary linkages, Military Road has a secondary linkage role.)

**Management Zones** are those areas outside the Precincts, and for which management guidelines are required. These guidelines are typically of a more conservation-orientated nature, and are to a large degree dealt with in the existing CPNP management policies and programs.

Each of these structuring elements are discussed in turn below.





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## 9. Precincts

Based on the planning outcomes of the CDF (2001), and as elaborated through the current planning process, three areas have been identified for further detailed study in the form of Precinct Plans.

The three key Precincts are:

- The “**Signal Hill Gateway Precinct**” – which encompasses a number of “nodes” including:
  - the Strand Street quarry,
  - Lion Battery
  - Signal Hill itself
  - the Bo-Kaap quarry
  - Appleton Camp, and
  - Tamboerskloof Magazine ,
- the “**Kloof Nek Precinct**”, and
- the “**Van Riebeeck Park – Platteklip Precinct**”.

The three Precincts are illustrated on Figure 7.

In each case, the Precinct is described, issues & concerns identified, and opportunities outlined. This information is being used to inform the detailed Precinct planning process to follow.

## 9.1 Signal Hill Gateway Precinct

### 9.1.1 Description of the Precinct

The Signal Hill Gateway Precinct, which consists of a number of visitor nodes (and potential future visitor nodes) is one of the most important sites from a visitor experience perspective of the CPNP and the City of Cape Town. The Precinct, as indicated on Figure 9.1, includes the Strand Street Quarry, the Bo-Kaap Quarry, the Lion Battery, the Signal Hill summit, parking area and associated picnic site, the Appleton Camp, and the Tamboerskloof Magazine site.

Over 500 000 people visit the summit of Signal Hill every year and the Lion Battery is gaining popularity as a destination in its own right.

An integrated development of these sites with the Strand Street quarry site as a new “gateway” to the Signal Hill mountain offers an exciting way to restore sites to generate revenue and to restore and preserve these sites, so as to maximise the opportunities for visitors’ experience.

### 9.1.2 Issues & Concerns

- **Strand Street Quarry**

The Strand Street quarry does not form part of the proclaimed Cape Peninsula National Park. The quarry is owned and managed by the City of Cape Town – who are represented on the Park’s Planning Steering Committee, and are supportive of the planning proposals being developed. Any development proposal for the quarry as a new gateway into the CPNP will require close co-operation between the City of Cape Town and SANParks.

The Strand Street quarry and associated buildings are currently being utilised to varying degrees. The quarry itself is largely vacant, but is used as an informal sports field. It is probable that an alternative sports facility may need to be provided should when this node is developed. An issue of great concern is the existence of a number of squatters in the quarry. Should the City of Cape Town not deal with this situation timeously, it could become a major issue, and may result in the use of the quarry as a gateway into the CPNP being precluded.

The City of Cape Town’s Electrical Engineering Department utilises a number of buildings, associated with an important substation facility for the City, on the southern portion of the site. Due to the nature of the current use, it is suggested that these buildings and operations will be required to remain on the site. However, these buildings do not prevent the new gateway development proposals in this vicinity.

At present, the historically-significant stone building and cottages on Strand Street would appear to be under-utilised.

There is an existing problem of informal housing adjacent to the Electrical Department site – which requires the urgent attention of the City of Cape Town.

The Strand Street quarry has a number of excellent locational imperatives, being situated close to the V&A Waterfront, the Cape Town Convention Centre, the foreshore hotels, and much of the

CBD. The quarry also lies within walking distance of the City's soon to be implemented inner City public transport bus route that will operate along Buitengracht Street.

From a commercial perspective, the site is seen to be a desirable location for a market-related tourism type retail, commercial and office development.

The site either has available, or the potential to link into, existing water, electricity, sewer, stormwater, electrical and Telkom infrastructure. Once details of any new developments are known, the requirements for each of the services must be determined and the suitability of existing services verified, and where applicable, new services provided.

- **Lion Battery**

The Lion Battery is an historical site of great military significance, with exceptional views of the City, and an exciting tourist attraction in the firing of the noonday gun each day. The site is presently under-utilised, and requires a large amount of maintenance and upkeep; but has the potential to become a major attraction from a historic-cultural educational and recreational perspective.

The Lion Battery site is owned by the SANDF, but an agreement is in the process of being reached whereby SANParks will manage the property, while the SANDF continues to be responsible for the firing of the noon-day gun.

Access to the site is extremely difficult being currently restricted to an inadequate road which does not allow for bus transport. Signage to the site, off Buitengracht Street and through the Bo-Kaap is also poor.

The site either has available, or the potential to link into, existing water, electricity, sewer, stormwater, electrical and Telkom infrastructure. Once details of any new developments are known, the requirements for each of the services must be determined and the suitability of existing services verified, and where applicable, new services provided.

The Lion Battery has the potential to serve as a stopover and halfway station for a variety of transport modes between the proposed Strand Street Gateway and Signal Hill.

- **Signal Hill**

Signal Hill is a major 18 hour tourist destination in itself, and as an alternative to Table Mountain when inclement weather prevents use of the cablecar. The Signal Hill summit provides stunning panoramic views to Robben Island, Table Mountain, the City, the Waterfront and Atlantic coastline.

At a meeting with a representative of the Muslim community, it was pointed out that Signal Hill is used as an area for 'moon spotting'. This reality would need to be taken cognisance of in the planning and upgrade of the Signal Hill visitor node.

The increased popularity of the site places strain on the summit and considerable degradation is evident. Public ablutions are completely inadequate and visitors' safety needs to be addressed. Conflict with traffic and vehicular presence on the mountain as well as poor landscaping and lack of attention to signage, interpretation and litter reduces the quality of the visitor experience. From a visual perspective, the radio masts and associated infrastructure is also seen to be problematic.

From a potential development perspective, the lack or limited nature of infrastructural services requires attention: there is no water, sewer or Telkom infrastructure, and limited stormwater infrastructure and electrical supply. Once details of any new developments are known, the requirements for each of the services must be determined and the suitability of existing services verified, and where applicable, new services provided.

- **Tamboerskloof Magazine Site**

The Tamboerskloof Magazine site does not form part of the proclaimed Cape Peninsula National Park. The Magazine site is a Defence Endowment Act property and belongs to the SANDF. SANParks and the Department of Public Works (as agent for the SANDF) are currently negotiating the future use and management of the Magazine site. The development and alternative use of the Magazine site is currently impaired by this unresolved ownership and management issue.

Despite the fact that the Tamboerskloof Magazine site is historically-significant, it is currently not utilised as a tourist destination. The magazine building is a Provincial Heritage Site (i.e. a declared national monument under the NMC), and is desperately in need of maintenance.

While the site either has available, or the potential to link into, existing water, electricity, sewer, stormwater, electrical and Telkom infrastructure, vehicular access to the site from Buitengracht Street is problematic. Once details of any new developments are known, the requirements for each of the services must be determined and the suitability of existing services verified, and where applicable, new services provided.

### **9.1.3 Vision, Objectives & Opportunities**

In order to unlock the potential of this Precinct as a significant visitor destination, the individual nodes need to be considered as an integrated and sustainable system. Key to this principle is making the various nodes accessible to visitors, and offering a range of experiences, all of which should not be at the expense of the environment it's unique location (See Figures 9.2 & 9.3).

An integrated development of the Strand Street Quarry, Lion Battery, Signal Hill (and later the Magazine site) visitor nodes is proposed, with a phased development integrating the major components in four phases:

*Phase I:*

Develop the Signal Hill amenities relying on present road access, but making allowance for future transport systems, i.e. a mechanical people mover between the Lion Battery (and possibly the Magazine site) and bus drop-off on Signal Hill Road. Build appropriate pedestrian foot path from the Strand Street quarry to the Lion Battery. The type of facilities and amenities which could be considered as short term interventions include landscape improvements, parking arrangements, signage, litter bins, improved toilets, and improved picnic facilities.

The thick invasive vegetation over much of the Precinct is a concern from a security as well as ecological perspective, and should be systematically cleared.

*Phase II:*

Strand Street Quarry; critical bulk development allowing for mechanical people mover to Lion Battery.

*Phase III:*

Lion Battery development and link up with people mover from Strand Street Quarry.

*Phase IV:*

Mechanical people mover from Lion Battery to Signal Hill. At this stage, vehicular access to Signal Hill can be reduced to a local bus system, services and emergencies only (See Section 9.2 & 10.2).

The development of promenade links, pathway and viewpoints would form part of each phase to ultimately provide a rational system of linkages.

- **Strand Street Quarry**

As a gateway to Lion Battery and Signal Hill, the Strand Street Quarry may include :

- A transport node and parking for cars, tourist buses and taxis;
- A tourist / visitor information centre;
- Concert venue;
- Museum;
- Tourism retail;
- A terminal / station for a mechanical people mover serving Lion Battery and Signal Hill; and
- A pedestrian gateway to a mountain promenade / viewpoint system linking to Lion Battery.

- **Lion Battery**

Potential activities include an outdoor / indoor military museum, restaurant or refreshment kiosk, toilets, security, pathways, viewpoints, picnic areas, craft-market open-air theatre, extensive landscape restoration, and the provision of space for concession events.

There is a wonderful opportunity for overnight accommodation to be provided at the Lion Battery. The adaptive re-use of the bunkers and other structures for this purpose is a distinct possibility. Such accommodation could be part of the proposed Cape Point to Signal Hill mountain trail, i.e more of a "low key backpacker" type. The site has a history of accommodation – during the Second World War it was used to accommodate signal staff etc. A number of previous prefabricated buildings have been removed, but platforms exist.

- **Signal Hill**

Providing access to Signal Hill directly from the City via a mechanical people mover would highlight and reinforce the need for appropriate visitor facilities which are already lacking. Such a facility would also open the way to removing the requirement to accommodate private vehicles at the summit which presently detract from the visitor experience. An appropriate 'critical mass' development would ensure a permanent site management presence that can reverse and contain environmental degradation and security problems. Such development must however obviously respect the visual integrity and visual exposure of Signal Hill (An "earth-shelter" construction of appropriate scale would be an option).

Such development may include:

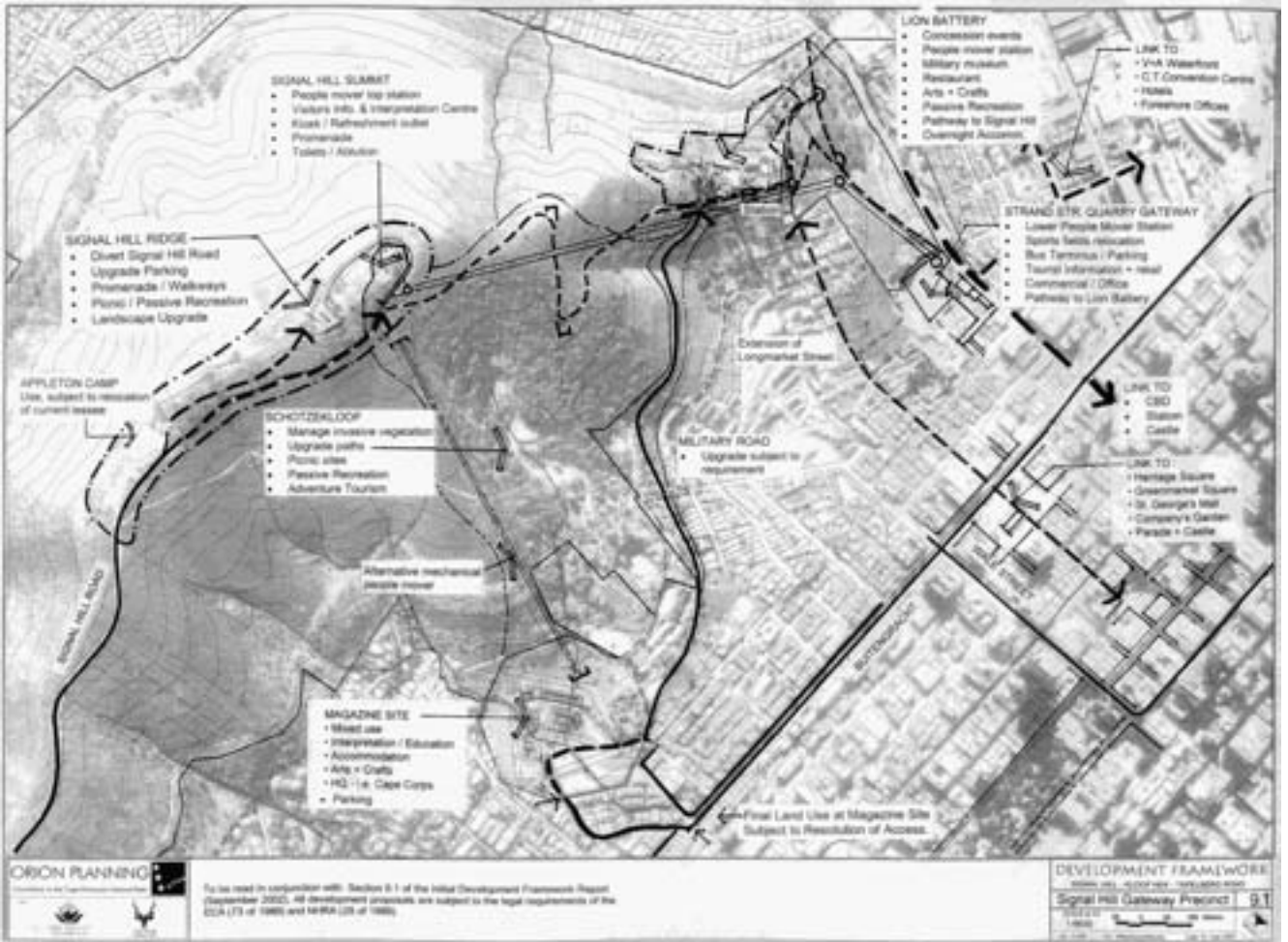
- A visitor information centre with interpretative facilities;
- A refreshment facility;
- A take-off point for a summit promenade, mountain walkways, vantage points and picnic areas; and
- Provide revenue for landscape upgrading and restoration.

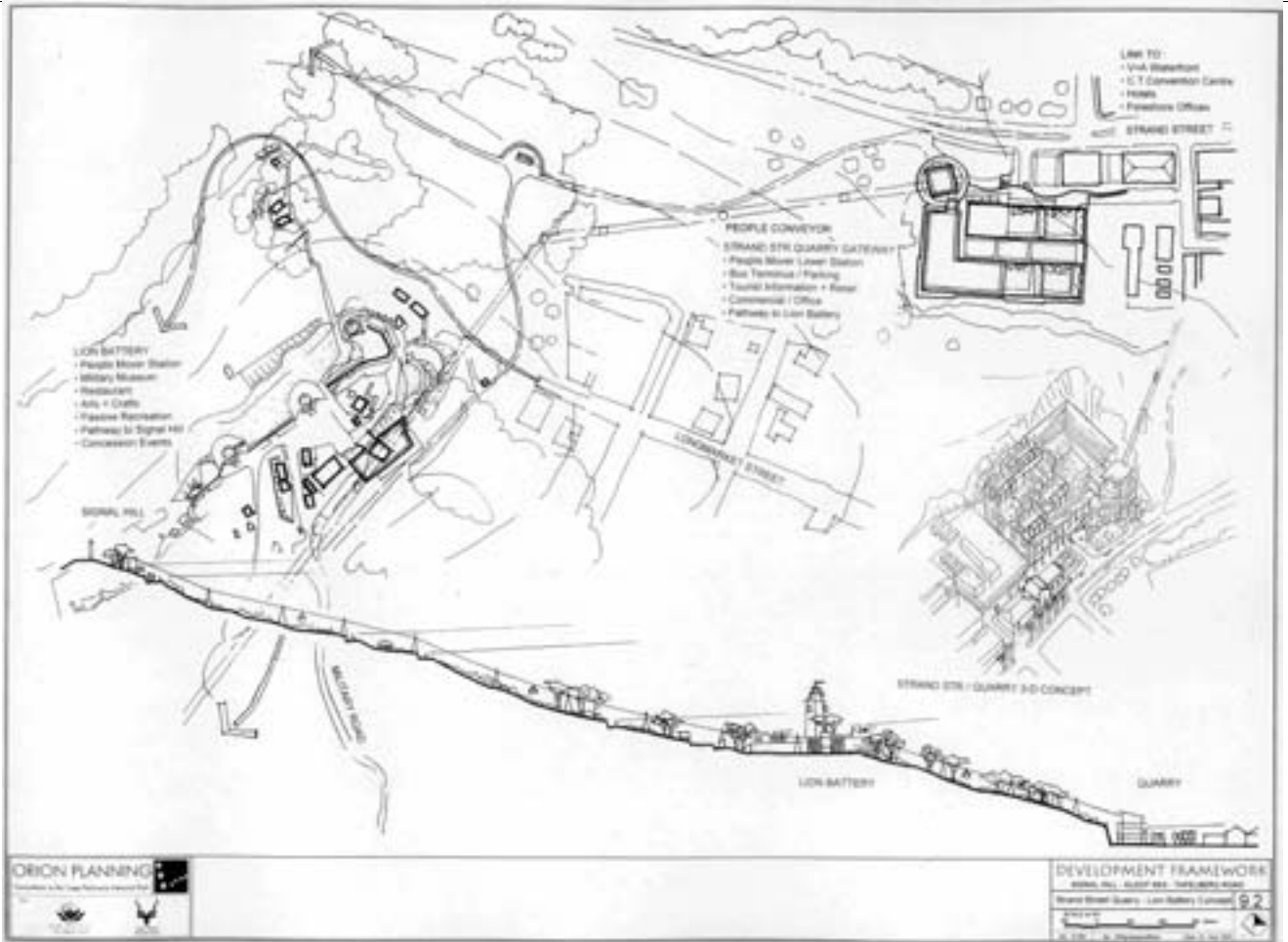
It is imperative that interventions are made soon, the upgrading of Signal Hill has been discussed for decades with huge amounts of professional energy devoted to studies that have not proceeded beyond the reporting and policy stage. Political will is required to give substance to the City's claim to be a world-class tourist destination. See also the Provincial Government's objectives as elaborated in Section 6.

- **Tamboerskloof Magazine Site**

The Tamboerskloof Magazine site could accommodate a variety of uses and activities, including: an historic interpretation / education component, lodge accommodation, tea room, and the headquarters for military regiments – such as the Cape Corps.

It has enormous potential to be used as a tourist destination, provided issues of access can be resolved. Vehicular access to the site from Buitengracht is also problematic given the restricted and quiet residential quality of the adjoining street system. The study team have had preliminary discussions with City of Cape Town and a number of alternative solutions exist to access the site, the preferred road being Carisbrook, linking in to the newly constructed traffic circle on Buitengracht. This will be a left-in left out and will require the closure of Military Road (which has been welcomed as an option by some participants at the workshops). The final use of the site will, to a degree, determine the nature of access required.







## 9.2 Kloof Nek Precinct

### 9.2.1 Description of the Precinct

The Kloof Nek Precinct occupies a particularly strategic position in the geography of the Peninsula, being only one of two positions between the City and Fish Hoek where 'breaks' occur in the mountain chain. Consequently, both Kloof Nek and Constantia Nek have a rich cultural and social history.

The Kloof Nek Precinct includes two distinct areas:

- **Northern Zone**

The area to the north of the intersection includes a number of houses and structures as indicated on Figure 10.1. The 'footprint' of disturbed and built areas is extensive and is split between the area below Signal Hill Drive and that sandwiched between the Drive and Kloof Nek Road. This area has been used for many years for a number of public utility uses, in particular, as a mountain base for the City of Cape Town's Fire and Amenities Departments, including standby quarters for fire fighting staff, etc.

Currently, there are a number of buildings that are rented out to the general public, with income accruing to the CPNP.

- **Southern Zone**

The disturbed land to the south of the intersection includes the parking platforms below Tafelberg Road and a toilet block, indicated on Figure 10.1. The 172 bay capacity parking area was built to provide for the demand for additional parking during peak Cableway use periods. It is however generally underutilised, and has safety and security problems due to lack of surveillance.

The southern zone encompasses an extensive area of disturbance, platforms having been cut into old terraces for purposes of parking.

The City of Cape Town's Water Department buildings and infrastructure, while falling within the CPPNE, remains within the City's control, and has been excluded from the Precinct planning area.

- **Transport Infrastructure**

Kloof Nek is characterised by the nexus of three major metropolitan transport routes (all proclaimed main roads), Kloof Nek Road to the City, Kloof Road to Clifton and Camps Bay Drive to Camps Bay. At this same point, Tafelberg Road and Signal Hill Drive have their origins. The intersection is thus very complicated.

Vehicles exiting from Tafelberg Road, Signal Hill Drive and Kloof Road operate at low levels of service during certain times of the day, when the through traffic on Kloof Nek Road and Camps Bay Drive is high. There is limited storage capacity in the median of the intersection, with space for only two or three cars without blocking traffic attempting to travel through the intersection. This is a particular problem for tour busses exiting Tafelberg Rd and wanting to enter Kloof Road, Signal Hill Drive or Kloof Nek Road.

There are also points of conflict between turning movements of vehicles exiting and entering Kloof Road and Signal Hill Drive. The presence of bus stops in the vicinity of the intersection adds to the complications experienced.

- **Services Infrastructure**

The Kloof Nek Precinct has available, or the potential to link into, existing sewer, stormwater, electrical and Telkom infrastructure. In some cases, the condition of the pipes would need to be investigated. In terms of the water infrastructure, any new development would need to make provision for pumping and storing water, due to low water pressure in the area.

- **Previous Development Proposals**

During the mid-1980's the Kloof Nek site was the subject of a "proposal call" by the City of Cape Town. The site was identified for parking, restaurant(s), outdoor museum, interpretative facilities, Lower Cableway Station / ticket office and public transit stop, all linked to a new visitor centre. The proposals were terminated due to land ownership issues.

## **9.2.2 Issues & Concerns**

The following issues and concerns have been identified :

- The need to improve traffic movement and vehicular safety at the intersection;
- The need to improve pedestrian movement and safety at the intersection;
- The need to improve bus stops, pedestrian shelter and interpretative information;
- Peak traffic flows and special events place particular pressure on the intersection;
- The need to improve ablution facilities for people arriving by public transport;
- The need to improve the pedestrian access route to the Lower Cableway Station which is unsafe, unattractive and has to compete for space with vehicles;
- The need to improve access to the Pipetrack, Lower Cableway Station and Lion's Head;
- The lack of viewpoints, seating and shade;
- The lack of security which means that the parking areas are underutilised due to a lack of safety;
- The history of development attempts and proposal calls carried out at the Kloof Nek site which have failed;
- The lack of creative and sustainable use of existing facilities in the northern zone; and
- Potential visual impact of development.

## **9.2.3 Vision, Objectives & Opportunities**

Given its strategic 'gateway' position, good accessibility, magnificent views, existing built fabric and infrastructure, Kloof Nek has the potential to become a major tourism development opportunity (This has already been identified in previous studies and by previous administrations).

The opportunity to create a new controlled Gateway to the CPNP, and specifically Tafelberg Road (and therefore the Lower Cableway Station) and Signal Hill Drive, must be realised in the longer term. Such a capital cost would need to be 'cross-subsidised' by a private sector partnership investment in any such development opportunity – See Section 10.2.

The potential exists to develop a major tourism development which could include an hotel (in the form of a “lodge”), visitor reception areas and ancillary public amenities and facilities. Detailed planning at the Precinct level must establish the scale and position of such development. This would be confirmed in detailed EIA’s.

Both a medium term and a long term strategy should be devised.

A number of improvement ideas and development/concession opportunities have been identified :

- Much of the area has been disturbed by previous earthworks (southern area) or contains a large footprint of existing buildings (north of the intersection).
- Slopes and current platforms could allow for sympathetic development to be ‘contoured’ into the mountain.
- The area is highly accessible to the CBD and Atlantic seaboard.
- The site has magnificent views of Table Mountain and the City.
- Services are readily available, but will probably require an upgrade depending on the scale of future development.
- The potential to create secure parking and a formalised departure point to the Lower Cableway Station that would take takes the pressure off Tafelberg Road. Development should include a tourism information desk and other interpretative signage.
- The opportunity to create a shared Gateway to both Tafelberg Road and Signal Hill Drive area (in the longer term) by means of a new bridge over Kloof Nek (refer to detailed description below).
- Existing vegetation (stone pines and other exotics) provide visual screening to both the north and south areas.
- A need/demand exists to provide refreshments, information, orientation for visitors proceeding to the north and south.
- Potential uses to be considered include a restaurant(s), tea room, an appropriately scaled tourist ‘lodge’, a conference facility or more modest ‘backpackers accommodation’.
- Other ‘public’ uses could include a museum, outdoor sculpture garden, art gallery, environmental education centre etc.
- **Conceptual Road Proposal – Possible Controlled Access Point**

Consultants Ninham Shand have prepared a conceptual diagram, included as Figure 10.2. This illustrates that a connection between Tafelberg Road and Signal Hill Drive is achievable without a major impact on the existing road network. However this would require a new bridge over Kloof Nek. The visual impact concerns are obvious, and would need to be addressed by a Visual Impact Assessment (VIA). However, the imageability and landmark opportunities of such a structure should not be discounted. (There are many “best practice” examples worldwide of aesthetic and attractive bridge structures – for example the new bridge over the Thames connecting the Tate Modern, as well as Santiago Calatrava’s bridge in Bilbao, Spain - Refer to Figure 10.5).

The alternate options of an ‘underpass’ or ‘tunnel’ were briefly investigated by the design team but are hugely restrictive in terms of meeting access control objectives, maintaining existing metropolitan route linkages, and ease and excessive cost of construction.

Figure 10.2 illustrates that a new bridge connecting Signal Hill Drive and Tafelberg Road could create significant benefits to rationalising the intersection at this point. Metropolitan traffic would proceed as before, whilst traffic destined for the Park could exit via an upgraded intersection off Kloof Nek Road. This creates the opportunity to stack cars within a structured parking arrangement, which would be linked to a major concession opportunity such as an hotel / lodge which could cover the cost of construction of such an arrangement.

Associated with this is the prospect of improving the viability of operating comprehensive shuttle bus services or other forms of public transport along Tafelberg Road and Signal Hill Drive, which would be grade separated from City traffic. This, on the assumption that access and parking is levied and that funds accruing are used to offset transport infrastructure, rolling stock and system operating costs. In this regard, it is preferred that access to and movement within the Park be viewed holistically, as this should improve financing and sustainability prospects. From a geometric perspective, the concepts proposed are attainable.

- **Conceptual Development Scenario – Southern Area**

Figure 10.3 illustrates an indicative building footprint that could be accommodated on the southern area without extending beyond the current disturbed area and area used for parking purposes. The development opportunity could combine a potential lodge / hotel along with a visitor reception area encompassing restaurant(s), tea rooms, visitor facilities etc.

It is considered that the lower portion of the site could be for a relatively large “lodge” type development. Control of architecture and material will be fundamental to ensure mitigation of visual impact. Preliminary investigations indicate that between a 40 to 60 bed facility could be constructed on the areas of existing fill, accommodating enough parking to serve the lodge as well as the Lower Cableway Station / Tafelberg Road traffic.

Figure 10.3 illustrates an indicative footprint of a possible visitor/reception area. Figure 10.4 illustrates an indicative section through the site. It is imperative that the existing forest of stone pines in the ‘glen’ below is retained as these will provide a great deal of screening from below.

Figure 10.5 illustrates, by means of photographs, the nature of precedent considered appropriate.

This Precinct must address the issues highlighted above regarding visitor arrival experience. A number of exciting opportunities exist to create experiential entrance features which could include outdoor interpretive signage, sculpture and “landmark” structures.

- **Conceptual Development Scenario – Northern Area**

Figure 10.1 illustrates two indicative building areas that could be accommodated on the northern area without extending beyond the current disturbed area and area presently occupied by buildings.

The area presently containing primarily ‘residential scale’ structures to the west of Signal Hill Drive is well screened by means of mature vegetation, some exotic. These will be important to retain and manage to ensure low visual impact of any development in this area. Overnight accommodation has been mooted as a potential use, either using the existing buildings, or by means of constructing an architecturally more appropriate cluster of buildings (As the Youth Hostel will be moving out of the Glen/Roundhouse area, this area could be considered for such a use).

The area to the east of Signal Hill Drive is quite extensive in nature, with a number of disjointed buildings and access ways. There needs to be a rationalisation of building and space requirements from both SANParks and the City of Cape Town prior to detailed Precinct planning. This issue is subject to ongoing discussion.

Depending on the amount of space available, a range of uses could be accommodated on this site including restaurants and tea rooms, overnight accommodation, and public uses such as museums and other tourist facilities.

Clearly, the lodge/hotel suggested for the southern area could also be accommodated on the northern area, which possibly has slightly superior screening advantages given the nature of the terrain and the existing trees.

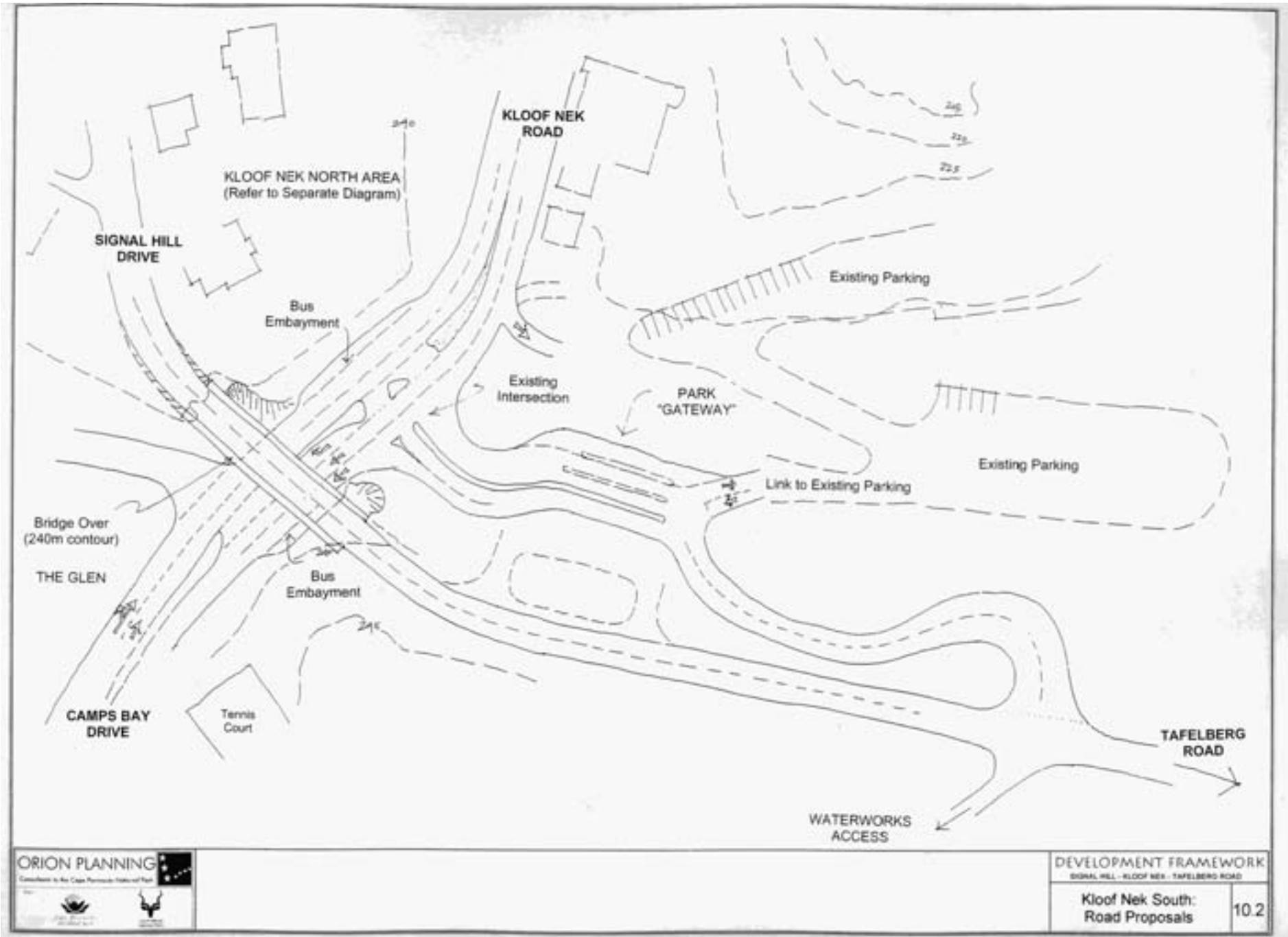
- **The Higgovale Quarry**

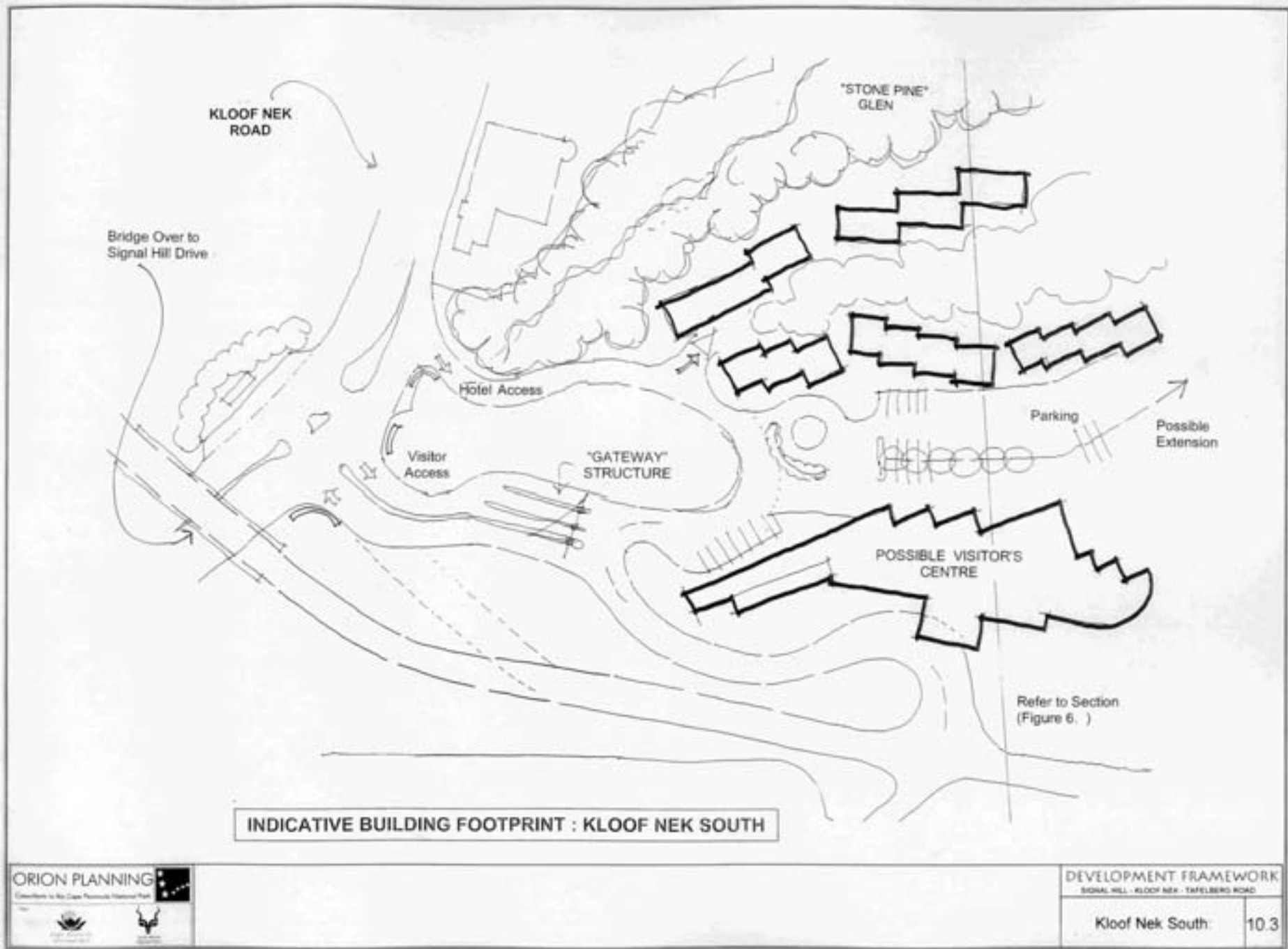
This quarry site is referred to here as it is close to the Kloof Nek Precinct. The quarry is a disused granite quarry, purportedly used, *inter alia*, for the dressed stone in the St. George's Cathedral. (*pers com* Mr Mike Scott). Some semi-dressed stone is still in situ, and could be the subject of an information board.

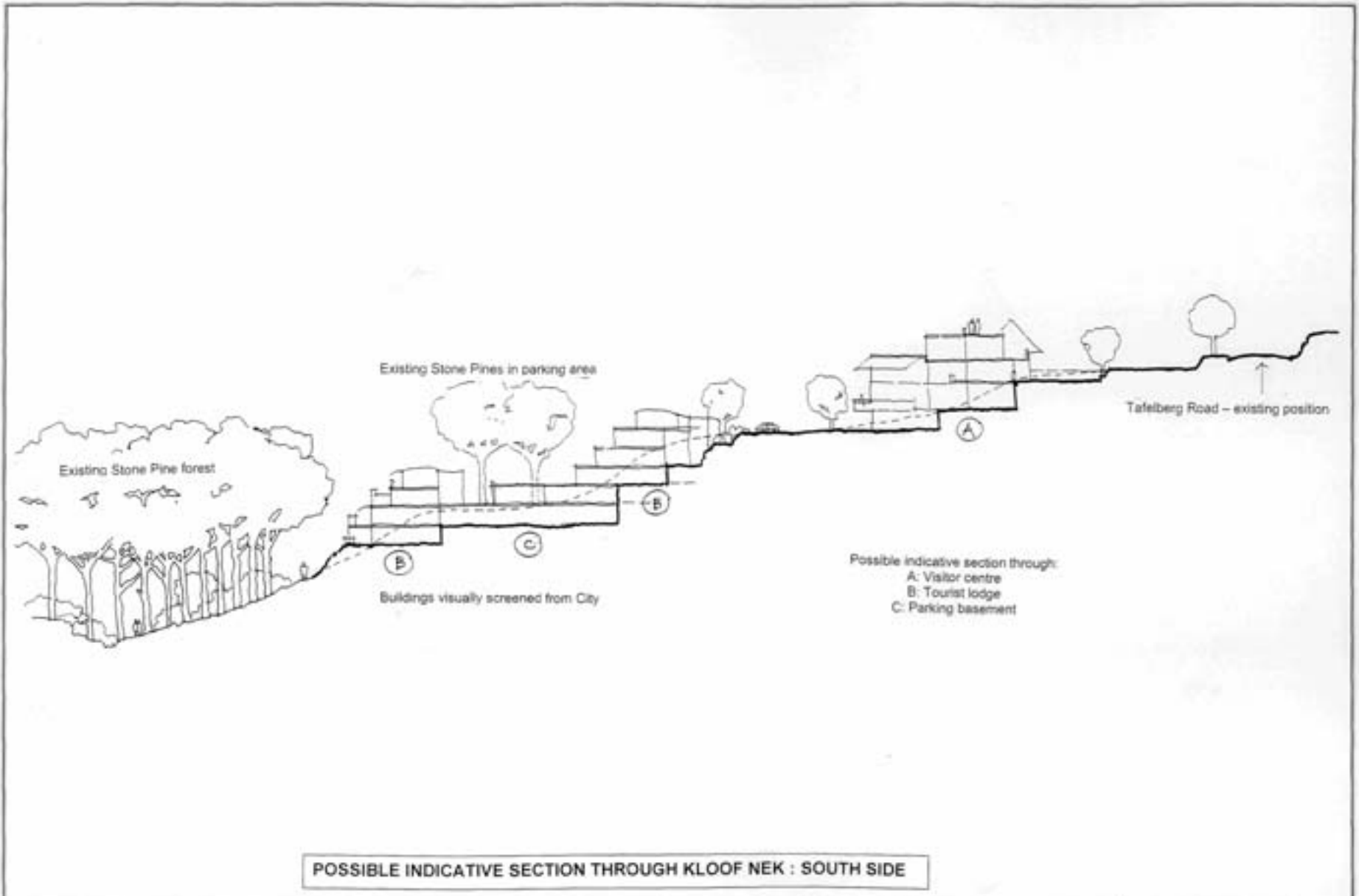
The site was also used at one time by the Cape Pistol Club as a shooting range. It is currently extensively used as an adventure sports venue by sport rockclimbers and by abseil groups. A number of bolted climbing routes exist and the site is even mentioned in several guide books and web sites used by the adventure sports fraternity (*pers com* Mike Scott).

Problems that exist include the lack of access (vehicles park in Higgovale), and lack of fencing and control, (there is a public safety issue as the slopes on the Table Mountain side are unstable). The quarry is also apparently a favoured spot for nesting owls!









DEVELOPMENT FRAMEWORK	
SIGNAL HILL - KLOOF NEK - TAFELBERG ROAD	
Kloof Nek South:	10.4



Examples of Visitor Centre : Penguin Island, Australia



Examples of Mountain Lodge Architecture



Examples of Bridges : Santiago Calatrava

**ORION PLANNING**  
 Consultants to the Cape Peninsula National Park

**DEVELOPMENT FRAMEWORK**  
 SIGNAL HILL - KLOOF NEK - TAFELBERG ROAD

**PRECEDENT IMAGERY: 10.5**

## 9.3 Van Riebeeck Park – Platteklip Precinct

The Van Riebeeck Park Planning Study - Phase 1: Analysis (February 2000) was recently prepared for SANParks by Lucien le Grange and Nicolas Baumann (See Annexure 2). The study, which included a public participation process, provides a thorough analysis of the site, identifies issues, attributes, as well as opportunities and constraints inherent in Van Riebeeck Park and its environs. It provides an excellent basis on which the current conservation and development proposals for this Precinct are being formulated.

### 9.3.1 Description of the Precinct

Van Riebeeck Park is uniquely situated, straddling the interface between the Cape Peninsula National Park and the City (See Figure 11). The park serves both as a recreational amenity and 'gateway' to the Cape Peninsula National Park for the residents of the central city and immediately surrounding suburbs. The use of the Park by the wider metropolitan community is currently limited by the lack of available public transport.

Vehicular and pedestrian access to Van Riebeeck Park occurs via two major routes. Access to the eastern part of the park is by way of Deer Park Drive West. Access to the western part of the park is off Sidmouth Road. Informal pedestrian access is possible along footpaths off Homeleigh Road. The parking areas at the picnic site accommodates 30 to 50 cars. Informal parking occurs in the vicinity of the Wash Houses.

Le Grange and Baumann describe Van Riebeeck Park as being a special place:

*"It has unique qualities, related both to the Park as a whole and to the different spaces and places within it. These range from places with wide dramatic panoramic views of mountain and sea, to enclosed introverted, sylvan and archadian spaces which encourage pause and reflection. Qualities are a function both of the physical and non-physical nature of the place and the evidence of layering over time. In many instances the Park reflects the history of Cape Town over time; from the pre-Colonial period when indigenous people would have benefited from the perennial water flow, to the evidence of occupation by Malaysian and Indonesian exiles and slaves, to the use of water as a source of cultivation and to drive the mills along the Platteklip stream, to the use of water to supply Cape Town's first municipal water scheme in the late eighteenth century to the present use of the area as a place of both active and passive recreation. Water is a constant theme. It is a place of many parts, of wide expanses and hidden spaces. Qualities are both tangible and intangible; educational and sensual" (Le Grange and Baumann, 2000:5).*

Le Grange and Baumann (2000:6) identified six periods of usage of Van Riebeeck Park, which are briefly summarised as follows:

- The *pre-Colonial period*, when pristine fynbos flora is presumed to have existed on the ridges, and indigenous trees along the river courses. Khoisan are likely to have periodically occupied the stream edges.
- During the *Colonial period*, 'de Grendel van de Platteklip' was built, as well as water-mills on the Platteklip Stream. The first Muslim graves or Kramats were probably established during this period. The first plantations were also planted during this period.
- During the *period up to 1860*, the first phase of the water supply system was installed – with the upper reservoir, weir and filter beds.

- In the *period from 1860-1888*, the second phase of water supply was installed, together with the semi-detached cottages.
- Between *1888 to 1935*, the Wash Houses were built, and the surrounding residential development began.
- The *Contemporary period* was characterised by further modification. With the formal establishment of Van Riebeeck Park in 1952, the playing fields and picnic area was established. Exotic vegetation was introduced – and the historic buildings and infrastructure became adapted or in disuse.

From a legal-cadastral-management perspective, the buildings (houses, offices, stables and wash-houses) and much of the upper slopes of the Platteklip River valley are located on Erf CF 856. The sports fields and a surveyed but unregistered township of 18 erven are located on Erf VRE 1154. Erf VRE 1154 is a Schedule A property in terms of the Heads of Agreement between SANParks and the local authority (See Section 3.5). Schedule A properties require a negotiated agreement between the local authority and SANParks regarding the incorporation of these properties into the National Park. The lower portion of Erf VRE 1154, consisting of the playing fields and adjacent lawned area, is to be subdivided off, and is to continue to be managed by the City of Cape Town. The bulk of the site, i.e. Erf CF 856 and Erf CRA 658 to the west and Erf VRE 1165 to the east are part of the Proclaimed Contractual National Park – Schedule D properties. The Van Riebeeck–Platteklip Precinct thus consists of the land to the south of the sports fields, up to and including Tafelberg Road, and between the river courses of the Silverstroom and Saddle Streams (as indicated on Figure 11).

The Park is surrounded by Single Dwelling and General Residential zones. Herzlia and St. Cyprians Schools and an old age home are located in close proximity.

Le Grange and Baumann (2000) suggest that Van Riebeeck Park can be divided into a number of components, based on the modification of the landscape, and its usage.

- The eastern sub-area incorporates the picnic sites, mountain bike trails and hiking paths. It is largely covered by Stone Pines, grassed areas and interspersed with other exotic vegetation.
- The lower western sub-area is a modified landscape and incorporates the Wash Houses, filter beds, semi-detached cottages, some Kramats and the lower reaches of the Platteklip Stream.
- The upper sub-area is less accessible, is more quite, and has been less modified. Usage is limited to the jeep tracks and foot paths.

Le Grange and Baumann (2000:41) undertook an initial assessment of significance of Van Riebeeck Park, and concluded that the park is considered significant for the following reasons:

- Its role as a secondary gateway to Table Mountain;
- A special 'landscape of water' in terms of its historical role within the development of Cape Town; and
- As a public park and amenity.

The following elements of significance which make up the cultural landscape of Van Riebeeck Park have been identified and described in detail in Le Grange and Baumann (2000:44-54): the Platteklip Stream, the Platteklip Route, De Grendel van de Platteklip, the Oranjezicht Boundary Wall, the Wash Houses, the Platteklip Mill (now cottages), the Upper and Lower Reservoirs, the Filter Beds, the Kramats, the Van Riebeeck Park and associated area, and the Crow's Nest. These cultural elements are an important asset that should be used in the conservation and development of the area.

The Van Riebeeck Park environment is an important asset giving character. The three streams are the life blood of the area (i.e. Platteklip, Silwerstroom, Saddle). The rich variety of indigenous trees, fynbos as well

as the cultivated pine plantations and blue gums, help give a sylvan quality, and together with the landforms (ridges and ravines) help frame spaces.

### 9.3.2 Issues & Concerns

Le Grange and Baumann (2000:58) raised a concern about the name of Van Riebeeck Park – suggesting that the name is at odds with the goal of making the park more accessible to the greater population of Cape Town. They point out that Van Riebeeck Park was formally established, and named, in 1952, as part of the 300 year celebrations of Colonial rule in South Africa. They go on to suggest that the name 'Platteklip Park' might be more appropriate.

A major concern is that the park is not fulfilling its full potential in providing a quality recreational experience and amenity to the City's residents. For example, the picnic site does not have adequate parking and associated facilities. The general park landscape, while having vast potential, has a neglected feel, with invasive vegetation out-competing indigenous species. The cultural heritage of the site (such as the Kramats, waterworks infrastructure and historically-significant buildings and structure) are being neglected, and are, in some instances, falling into disrepair. No cultural interpretation is currently provided.

As a consequence of there being no permanent presence in the park, and the overgrown nature of the vegetation, security has become an increasing concern. Vagrants and an undesirable element are resulting in many users feeling unsafe. This sentiment was clearly expressed in the recent Visitor Market Assessment for the Cape Peninsula National Park (2000).

Historically, Van Riebeeck Park acted as the first gateway to the summit of Table Mountain, with a path connecting the City via Platteklip Stream, to Platteklip Gorge. Van Riebeeck Park has been identified within the CDF as an entry point to the CPNP. However, as a consequence of the erosion of the pathway between Van Riebeeck Park and Tafelberg Road, direct access to the upper slopes of Table Mountain is not possible. As a result, Van Riebeeck Park acts more as a destination than as a point of access to the greater Table Mountain.

A number of planning documents commissioned in the recent past, such as the City of Cape Town Preliminary Draft Central City Development Framework (2002) and the Draft City Bowl Development Area (1997) identify the importance of Van Riebeeck Park in the creation of a green spine linking the mountain to the sea, via the Company Gardens and Deer Park Drive.

There is an issue regarding the unregistered township of 18 erven located on Erf VRE 1154. It is suggested that SANParks should apply to the Surveyor-General to have the relevant diagram cancelled. This will preclude the possibility of the layout being registered and developed in the future.

The site either has available, or the potential to link into, existing water, electricity, sewer, stormwater, electrical and Telkom infrastructure. Once details of any new developments are known, the requirements for each of the services must be determined and the suitability of existing services verified, and where applicable, new services provided.

It is suggested that the 'do-nothing' situation is such that, until such time as a more permanent presence in the park becomes a reality, the issue of safety of the users of the park can not be expected to be resolved.

Importantly, a valuable amenity resource of the City will remain underutilised.

### 9.3.3 Vision, Objectives & Opportunities

The locational, cultural and environmental assets inherent in Van Riebeeck Park, together with the issues and concerns outlined above, provide SANParks with both challenges and a number of opportunities.

The following specific suggestions were made by users of Van Riebeeck Park during the Visitor Market Assessment (2000): improve the popular circular trail through the use of interpretative signage; explore linkages onto the mountain; contact mountain biking fraternity regarding trails and maintenance; explore possibilities of developing 'Crows Nest' for accommodation; explore the links between MADESA Trust (a capacity-building and product orientated design initiative) and the historical buildings for the possible development of an artist's retreat / craft market / tea-room; explore links with museums in developing the wash houses into a museum/interpretation centre; the Kramats have strong spiritual significance – links with the Muslim community should be strengthened.

Three broad areas of opportunities for Van Riebeeck Park have been identified, and are discussed in turn below:

- **Van Riebeeck Park as a Gateway to the CPNP**

The reconstruction of the path along the Platteklip Stream between Van Riebeeck Park and Tafelberg Road will enable Van Riebeeck Park to assume its role as a gateway to Table Mountain. This will mean that residents from the City Bowl, Southern Suburbs and the Cape Flats will not be forced to travel by car to Kloof Nek and along Tafelberg Road, to park at the base of Platteklip, in order to walk up Platteklip Gorge. Instead, they will have the option of parking at Van Riebeeck Park. In addition, Van Riebeeck Park is within walking distance from public transport routes along De Waal Drive at the Garden Centre, or the Cape Town Station. This will have the added positive effect of reducing traffic on Tafelberg Road.

In addition, Van Riebeeck Park should be promoted as a gateway to the jeep tracks on the footslopes of Table Mountain. These tracks are ideal for mountain cycling and walking with dogs. Appropriate links to historical and cultural features (such as Kramats, old mines, canon, and blockhouses) should also be promoted, by means of signage, maps and interpretation.

In order to fulfil this function, parking will need to be improved, together with directional access signage through the surrounding urban fabric from the Garden Centre. The security of users and vehicles needs to be resolved together with the other uses of the site (see below).

- **Van Riebeeck Park as an Amenity**

As discussed above, the Van Riebeeck Park has great potential to provide a unique wilderness-urban park amenity. It is proposed that the picnic site should be demarcated, upgraded, and formalised, so as to accommodate larger numbers of visitors. The facilities in the form of tables, seating, refuse bins, parking area and toilets will need to be upgraded. Associated with this, a landscape restoration project would need to be implemented. It is proposed that the stone pine canopy be retained – where this does not impact negatively on sensitive riverine vegetation.

It is suggested that SANParks could enter into a public-private partnership for the management of this facility. This could result in the development of a refreshment / information / security kiosk - especially during peak visitor periods.

- **The Restoration and Reuse of Structures**

As described above, there are a number of structures and buildings within Van Riebeeck Park that are currently underutilised or disused, and as a consequence are falling into disrepair. It is suggested that a number of these culturally-significant structures should be restored, and that a number of the buildings provide opportunities for the sensitive renovation and selective reused.

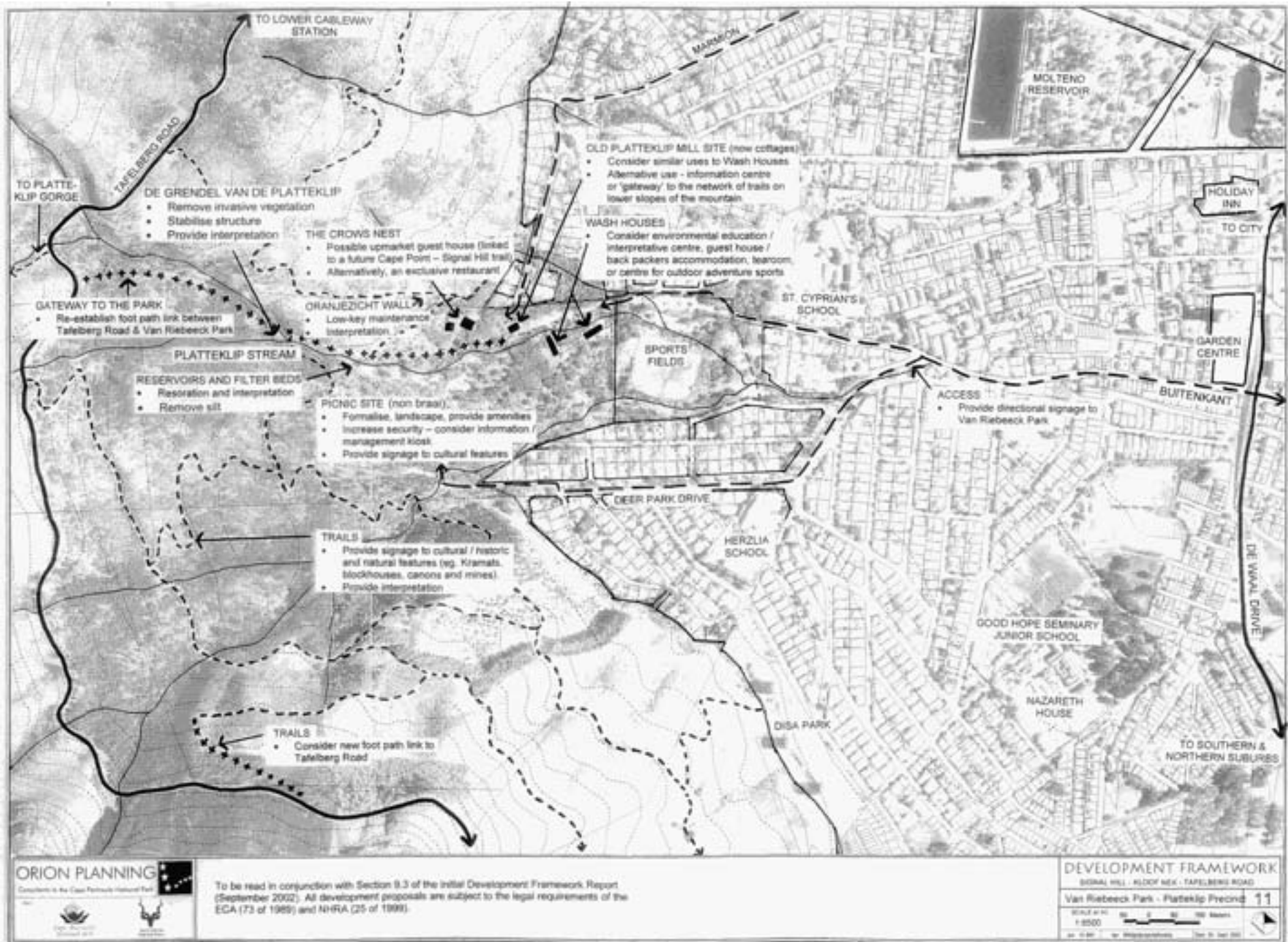
***De Grendel van de Platteklip:*** In order to save the ruins from further decay, invasive vegetation should be removed from the stonework and surrounds. The site also lends itself to interpretation. In a similar vein, the Oranjezicht boundary wall requires low-key maintenance, and possibly interpretation.

***Wash Houses*** (including stables): These two buildings lend themselves to a number of possible uses, including an environmental education or interpretative centre - Le Grange and Baumann (2000) suggest the possible theme of water and its role in the growth and development of the City; or the role of Muslim culture and the role of slaves in the history of the City. Other uses that could be considered include a guest house/back packers accommodation, tea room, or centre for outdoor adventure sports.

***Old Platteklip Mill site*** (now cottages): The cottages are currently used by the City of Cape Town's water works department – and will require resolution. These cottages could accommodate similar uses to the Wash Houses. An alternative use could be as an information centre or 'Gateway' to the network of trails on the lower slopes of the mountain. Maps and other interpretative information could be supplied here.

***Reservoirs and Filter Beds:*** Le Grange and Baumann (2000) suggest that the reservoirs could be repaired (cleaned out, railings to dam wall, surfaces to be improved); that interpretation be developed; and that consideration be given to the reinstatement of the filter beds as part of the overall interpretation of the water theme, linked to the wash houses and the location of the Mill and the upper and lower reservoirs.

***The Crows Nest:*** The Crow's Nest is currently used by the City of Cape Town's Water Works Department – and this use requires resolution. It is proposed that this dwelling should be investigated for the use of an upmarket guest house, possibly linked to a future Cape Point – Signal Hill trail. Alternatively, a small restaurant could be considered. Vehicular access to the site would have to be carefully considered so as not to impact negatively on the adjacent residential neighbourhood.



## 10. Linkage Elements

As outlined previously, Linkage Elements are the main movement routes that link Precincts and/or visitor nodes. Within the study area, two primary linkage elements are identified: Signal Hill Drive and Tafelberg Road. A secondary linkage element which has an important future role is Military Road which connects the Lion Battery to the City at the Buitengracht / New Church Street intersection. The primary Linkage Elements are discussed in turn below, while the secondary Linkage Element was discussed in Section 9.1.

An important issue that relates to both roads is their jurisdiction and management. The City of Cape Town have indicated their desire to hand the roads over to SANParks. SANParks are amenable in principle to this idea but have a concern relating to the future costs of maintenance of these routes which carry high volumes of traffic. This issue needs to be subject to further detailed study.

### 10.1 Signal Hill Drive

#### 10.1.1 Description of the Linkage Element

Signal Hill Drive extends from Kloof Nek in the south, to the Signal Hill parking area in the north. Signal Hill Drive has been identified as a 'scenic drive' in terms of the draft Scenic Drive Network Management Plan (MCA et al. 2002), with spectacular views of Table Mountain, Lion's Head, the V&AW, Green Point Common and Robben Island.

There are a number of demarcated and potential roadside and open area parking bays on Signal Hill Drive, including approximately 95 bays at the Lion's Head trailhead gate; 110 in the vicinity of the Kramat; 90 in the area around the Appleton Camp; and 33 on the Signal Hill summit. In total, there is potential for approximately 410 vehicles.

Much of the road has a design speed of 60km/h, while the sign posted speed is 40km/h. The road width varies from 6.2 to 8.7m, with shoulders varying from 0m to 8m.

#### 10.1.2 Issues & Concerns

Ninham Shand (2000:17) state that *'capacity seems to comfortably exceed demand for most of the parking areas along Signal Hill Drive, and for the road itself. The exception is the Signal Hill parking area, where capacity is likely to exceed demand during the peak season, with overflow demand required to use other parking areas along Signal Hill Drive'*. In particular, capacity problems are experienced during events and at full moon. A concern regarding the road geometry has been noted – especially with reference to the bus turning radii and the load carry capacity of the road.

There is a major concern regarding personal safety and safety for vehicles on Signal Hill Drive. Incidents of rape, muggings, hijackings, vehicle theft and theft from vehicles continue to be reported.

The Lions Head gateway: The Lion's Head trailhead is well utilised, but is poorly-defined, lacks signage and information, and lacks amenities in the form of potable water and toilets. The general landscape is poor, and the surface of the parking area is eroded.

The Kramat: The Kramat, off Signal Hill Drive, is a significant cultural asset. While the Kramat is well-maintained, the associated parking area is rutted and eroded, and requires on-going maintenance.

The Appleton Camp and Signal Hill parking area fall within the Strand Street Gateway – Lion Battery – Signal Hill – Tamboerskloof Magazine Precinct, and were discussed in Section 9.1.

From an aesthetic perspective, the silver-painted post and cable bollards that line much of the roadway are seen to be visually-intrusive; consideration should be given to their being replaced, or to be painted a more appropriate colour.

In a number of instances, the surfaces of small roadside parking areas along Signal Hill Drive are gravel, and subject to erosion.

### **10.1.3 Vision, Objectives & Opportunities**

Due to the vitally important role that Signal Hill Drive plays in the tourism industry of Cape Town, and the fact that the area is used extensively by residents of Cape Town for a variety of recreation purposes, it is suggested that the issue of security should be foremost in the City of Cape Town and SANParks' agenda. This could consist of both closed-circuit television as an extension of the City's CID, and additional patrols.

As outlined above, SANParks are in the process of looking at the Lion's Head gateway, while the Appleton Camp and Signal Hill parking area have been discussed elsewhere in the report.

The main opportunity for intervention lies in the replacement of the bollards with a more visually-appropriate form. In addition, the provision of interpretative signage and garbage bins at some of the more significant parking areas / view points should be considered. As has been successfully implemented elsewhere in the CPNP, signage could be sponsored.

## **10.2 Tafelberg Road**

### **10.2.1 Description of the Linkage Element**

Tafelberg Road is an important scenic drive route, providing access to the Lower Cableway Station, the trailheads of numerous walks on Table Mountain, and various view points along the road. . Tafelberg Road has been identified as a 'scenic drive' in terms of the draft Scenic Drive Network Management Plan (MCA et al. 2002).

The surfaced section of the road is 6.3km, between Kloof Nek in the west and the termination turning circle in the east, some 200m short of a locked gate. An unsurfaced management track continues to the Devils Peak Forest Station. An opportunity exists to connect this management track to Rhodes Estate as discussed in the Draft Conservation Development Framework for Groote Schuur Estate.

The Lower Cableway Station of the Table Mountain Aerial Cableway is situated on Tafelberg Road, some 1.5km from the Kloof Nek intersection. The adjacent parking area can accommodate: 9 x 60/20 seater busses, 5 x Rikki Taxis, 1 x Beachcomber bus, 2 x Cableway Shuttle busses, 7 x Minibus Taxis, and 5 x Sedan Taxis. Beyond the Lower Cableway Station, there is demarcated parking for a further 19 private

motor vehicles (Ninham Shand, 2000). More recently, provision has been made for the parking of 8 x 60 seater buses on the mountain side of Tafelberg Road, beyond the Lower Cable Station.

There are an estimated 143 parking bays between Kloof Nek and the Lower Cableway Station, and an additional 394 bays after the Lower Cableway Station.

### **10.2.2 Issues & Concerns**

As with Signal Hill Drive, there is a concern regarding personal safety and safety for vehicles on Tafelberg Road. The road is well used by hikers and joggers and there have been incidents of threats to personal safety in the past.

During peak times, Tafelberg Road becomes severely congested with vehicles. SANParks managers have pointed out that this situation is considered to be very problematic, in that emergency vehicles such as fire fighting or mountain rescue vehicles, could potentially have difficulty in carrying out their duties.

An additional impact of having a large number vehicles parked on Tafelberg Road is the negative visual impact of both the vehicles themselves, as well as the reflections off their windscreens.

There is a conflict between vehicles and pedestrians on Tafelberg Road – especially between Kloof Nek and the Lower Cableway Station – which serves to reduce the experience of the visitor.

From an aesthetic perspective, the silver-painted post and cable bollards that line much of the roadway are seen to be visually-intrusive; consideration should be given to their replacement.

Tafelberg Road provides access to a number of trailheads to walks on Table Mountain and historic sites (such as the blockhouses, mines and Kramats), and various view points along the road – many of which provide spectacular views of the City and beyond. At these points, small, unsurfaced roadside parking areas exist. Many of these parking areas are poorly defined, landscaping is non-existent, with few rubbish bins, and there is only one set of poorly located and maintained public toilets.

### **10.2.3 Vision, Objectives & Opportunities**

As outlined above, Tafelberg Road is a scenic drive, with an important tourism and recreational role. As a consequence, it is suggested that the issue of security should be foremost on the City of Cape Town and SANParks' agenda. This could consist of closed-circuit television as an extension of the City's CID, or patrols.

It is suggested that the bollards that occur along much of Tafelberg Road should be replaced with a more visually-appropriate form. In addition, the provision of interpretative signage and garbage bins at some of the more significant parking areas / view points should be considered. As has been successfully implemented elsewhere in the CPNP, signage could be sponsored.

It is suggested that a number of focal areas on Tafelberg Road – at water courses, view points and at trailheads – should be given detailed design and landscaping treatment.

It is understood that SANParks has identified the parking area at the trailhead to Platteklip Gorge for an urban design exercise, and landscaping upgrade program. It is suggested that SANParks should consider the placement of toilets, potable water and a telephone at this highly used venue. Signage and interpretation should also be provided.

A very important issue requiring resolution is that of congestion on Tafelberg Road during peak usage periods – such as at holidays and weekends. A phased traffic management concept plan is outlined below (See Figure 12).

- Immediate action

It is proposed that the present parallel parking bays on the outer side of the road west of the Lower Cableway Station, be relocated to the mountain-side of the road. This will have a significant effect in reducing visual impact of these cars from the City – often an unsightly row of cars stretching for kilometers. It will also allow for a pedestrian walk way / broadwalk, with viewpoints, to be constructed on the outer edge of the road, connecting the Kloof Nek parking area and the Lower Cableway Station. This should dramatically reduce unacceptable traffic-pedestrian conflict.

It is recommended that this action should occur immediately. It can be achieved at relatively low cost and will significantly increase visitor experience.

- Short term proposal

Building on the above proposal, a certain amount of active management intervention is required in the short term. This proposal suggests that a boom be placed across Tafelberg Road at the current Kloof Nek parking area, as well as at the eastern end of the Lower Cableway Station management zone. The booms will remain open for much of the time. However, during peak periods, once the available parking on Tafelberg Road west is full (approximately 140 bays), the booms will be closed. Excess private vehicles will be required to use the parking at Kloof Nek, and will use a shuttle service to the Lower Cable Way. The shuttle service itself could be a concession opportunity. Members of the public who wish to travel beyond the Lower Cableway Station so as to access the various foot paths and view sites, will be allowed to do so (the Green Card could be used as an entrance requirement). In addition, all private parking bays in the vicinity of and beyond the Lower Cableway Station, are to be converted to dedicated public transport bays.

This proposal will require a management agreement between SANParks, the CCT and TMAC.

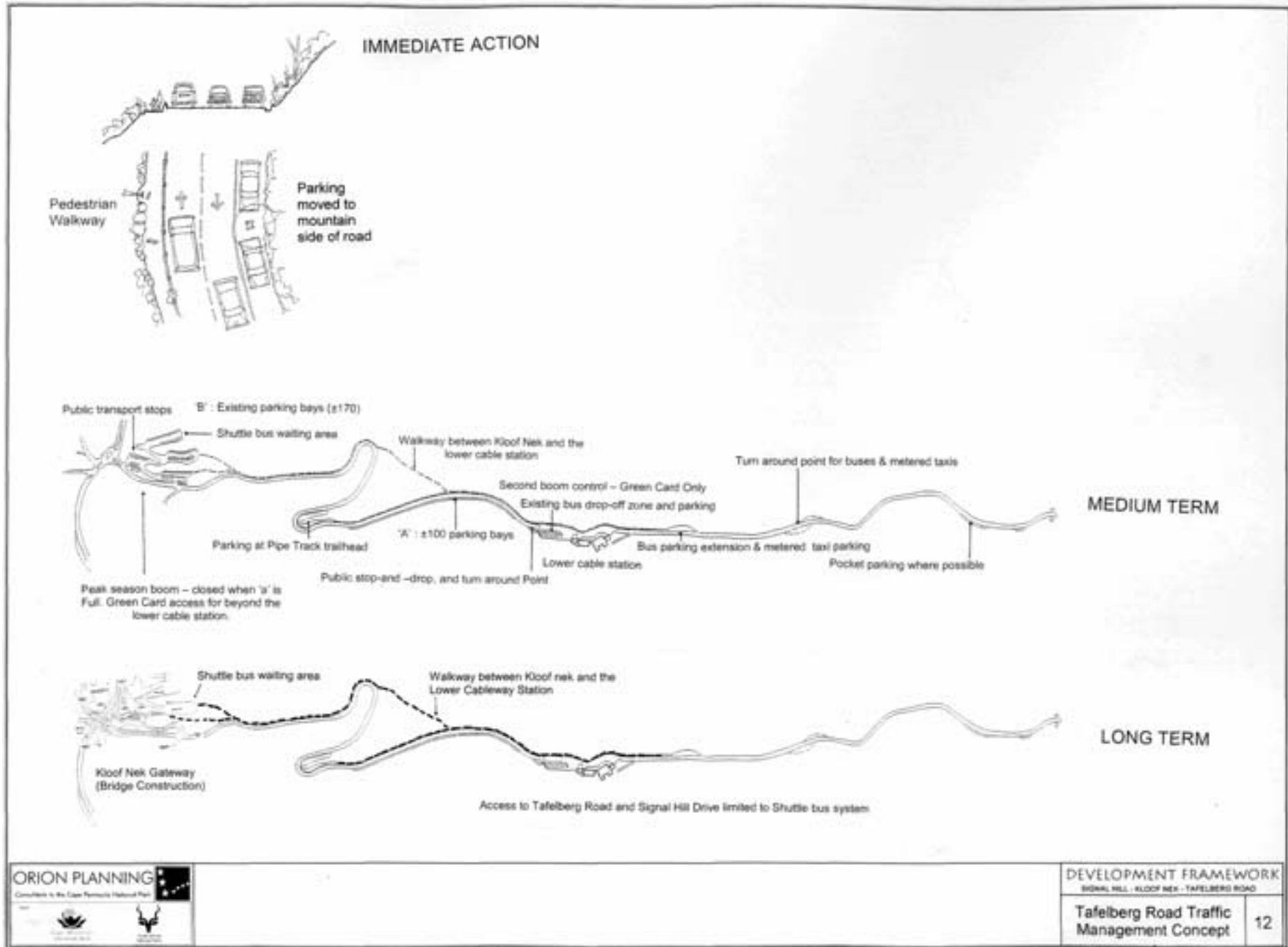
- Medium term proposal

A medium term proposal, which will require that Tafelberg Road (and Signal Hill Drive) be placed under the control of SANParks (but following an agreement with the CCT on the issue of shared maintenance costs) will see public vehicle usage being limited, and an efficient shuttle service operating between Kloof Nek, the Lower Cableway Station and on to the end of Tafelberg Road. Public transport vehicles will be able to continue to use the road up to the Lower Cableway Station. This proposal will facilitate the safe use of Tafelberg road for walkers, joggers and cyclists. Clearly, the proposal will require a public participation process prior to being implemented and requires negotiation with TMAC, so as to ensure in principle, that the shuttle service does not increase the total cost of getting up the cableway.

- Long term proposal

The long term proposal requires a large amount of investment in infrastructure (as per Section 9.2). This proposal sees both Tafelberg Road and Signal Hill Drive being closed as public roads. Transport along

these roads would then take the form of an efficient shuttle bus or tram system. All vehicles will be required to enter the Park at a formal gateway at Kloof Nek. This proposal requires that a bridge be constructed over Kloof Nek Road, and both current entrance roads being closed, and replaced with a single shared entrance Gateway.



## 11. Management Zones

As discussed in Section 8.4, management zones are those areas that fall outside the three Precincts (See Section 9) and the two linkage elements (See Section 10), and for which management guidelines are required. These guidelines are typically of a more conservation-orientated nature, and are to a large degree dealt with in the existing CPNP Strategic Management Plan (2000 – 2004), annual plans and implementation and operation plans.

It is not the intention of this report to replace or undermine these plans, which have been the subject of thorough consultation process (including the Park Management Team, the Joint Discussion Forum, and the Park Committee), but rather to identify issues, concerns and opportunities that require specific management intervention.

It is recommended that SANParks establish a policy whereby all commercial ventures that utilise the assets of the Park as the basis for their activities, contribute to capital infrastructure and management costs.

Three management zones have been identified, which have similar physical environmental and locational imperatives, viz. the Atlantic seaboard interface, the City bowl interface, and the Lower Tafelberg slopes.

### 11.1 Atlantic Seaboard Interface

#### 11.1.1 Description of the Management Zone

The Atlantic Seaboard Interface includes the western slopes of Signal Hill and much of Lion's Head, above the suburbs of Green Point, Sea Point, Fresnaye, Bantry Bay, Clifton and Camps Bay (See Figure 7&13), and to the north of The Glen. The eastern boundary of this management zone is Signal Hill Drive.

Much of this area is covered with a '*Protea nitida* community', with smaller areas of 'high and low density *Leucadendron argenteum*' (B. Low in Oberholtzer, 2000).

The most significant vegetation of stature are the fire breaks of gum trees (*Eucalyptus cladocalyx*) that form an almost continuous belt along the urban edge.

The most common activity in the zone is that of walking on the network of paths that traverse the area – the most well-used of which are the paths that lead to the summit of Lion's Head. In addition, paragliders use the management track to access their launch site overlooking Camps Bay.

As outlined in Section 10.1, above, SANParks are currently in the process of looking at upgrading the Lion's Head gateway on Signal Hill Drive. It is further suggested that the impact of walkers on the Lion's Head summit should be monitored, and if necessary appropriate measures instituted to manage the numbers and associated impacts, in particular the unauthorised commercialisation of the Lion's Head summit and environs.

There is an issue of an unregistered township layout on the lower western slopes of Lion's Head, immediately above Bantry Bay.

### 11.1.2 Management Objectives

The management objectives should include:

- The rationalisation of foot paths, together with the upgrading and on-going maintenance thereof, in terms of the CPNP footpath management program. The provision of quality signage is also essential.
- The rationalisation of 'informal connections' between the suburbs, and mountain slopes.
- Fire management as prescribed within the Strategic Management Plan (2000-2004).
- The management of invasive and non-invasive plants and animals as prescribed within the Strategic Management Plan (2000-2004). In this regard, the future of the gum belts on the urban edge needs to be carefully considered, in consultation with adjacent landowners. Should it be decided that the gum belts are not be removed, consideration should be given to their replacement by indigenous species, so as to soften the interface between the urban edge and the National Park.
- SANParks should apply to the Surveyor-General to unregister township diagram cancelled. This will preclude the possibility of the layout being registered and developed in the future.
- SANParks are to negotiate with commercial operators, so that they contribute towards management and maintenance costs.

## 11.2 City Bowl Interface

### 11.2.1 Description of the Management Zone

The City bowl interface includes the east-facing slopes of Lion's Head and Signal Hill, between the suburbs of Gardens and Tamboerskloof and Signal Hill Drive (See Figure 7&13).

The major indigenous vegetation type is ' low density *Leucadendron argenteum*', with areas of pine (*Pinus pinaster* & *Pinus pinea*) and gum trees (*Eucalyptus cladocalyx*) (B. Low in Oberholtzer, 2000).

These slopes support relatively low usage, although a number of informal walking paths traverse the area.

As a consequence of the low levels of activity, and the overgrown invasive vegetation in certain areas within this management area, there is a very real threat to the safety of tourists and recreational users of Signal Hill and Lion's Head. Associated with this is the issue of squatting.

### 11.2.2 Management Objectives

The management objectives should include:

- The investigation into whether there is any demand for foot paths in this management area.
- The rationalisation of 'informal connections' between the suburbs, and mountain slopes.
- Fire management as prescribed within the Strategic Management Plan (2000-2004).
- The management of invasive and non-invasive plants and animals as prescribed within the Strategic Management Plan (2000-2004). In this regard, the future of the gum belts and pine forests on the urban edge needs to be carefully considered, in consultation with the adjacent landowners. Should it be decided that the gum belts are not be removed, consideration should be given to their replacement by indigenous species, so as to soften the interface between the urban edge and the National Park.



## 11.3 Lower Tafelberg Slopes

### 11.3.1 Description of the Management Zone

The Lower Tafelberg slopes management area consists of the largely northward-orientated slopes of Table Mountain, between Tafelberg Road and the residential neighbourhoods of Gardens, Oranjezicht, Vredehoek and Woodstock (See Figure 7&14a&b). The management area is divided into two by the Van Riebeeck Park-Platteklip Precinct (See Section 9.3).

B. Low (In Oberholtzer, 2000) identified a complex pattern of vegetation communities, including the indigenous: '*Protea nitida* community', 'Low density *Leucadendron argenteum*', 'West Coast Renosterveld / mountain fynbos on granite', and '*Leucospermum conocarpodendron* community'. Alien vegetation communities include: '*Pinus pinaster* and *Pinus pinea*', '*Acacia saligna*' and '*Eucalyptus cladocalyx*'.

The major indigenous vegetation type is 'low density *Leucadendron argenteum*', with areas of pine (*Pinus pinaster* & *Pinus pinea*) and gum trees (*Eucalyptus cladocalyx*).

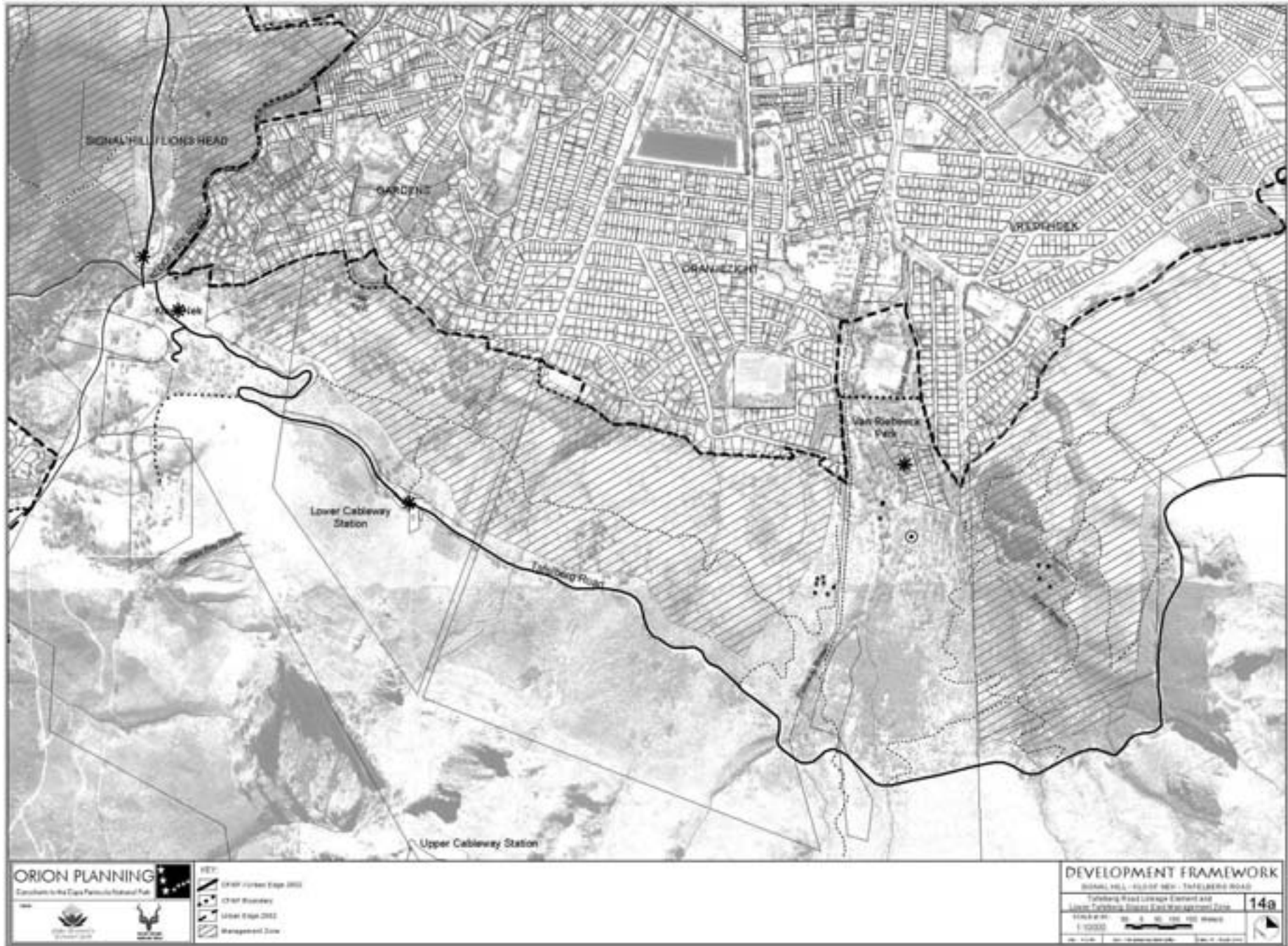
The recreational activities that occur in this management zone tend to be limited to the numerous foot paths and management tracks that traverse the area.

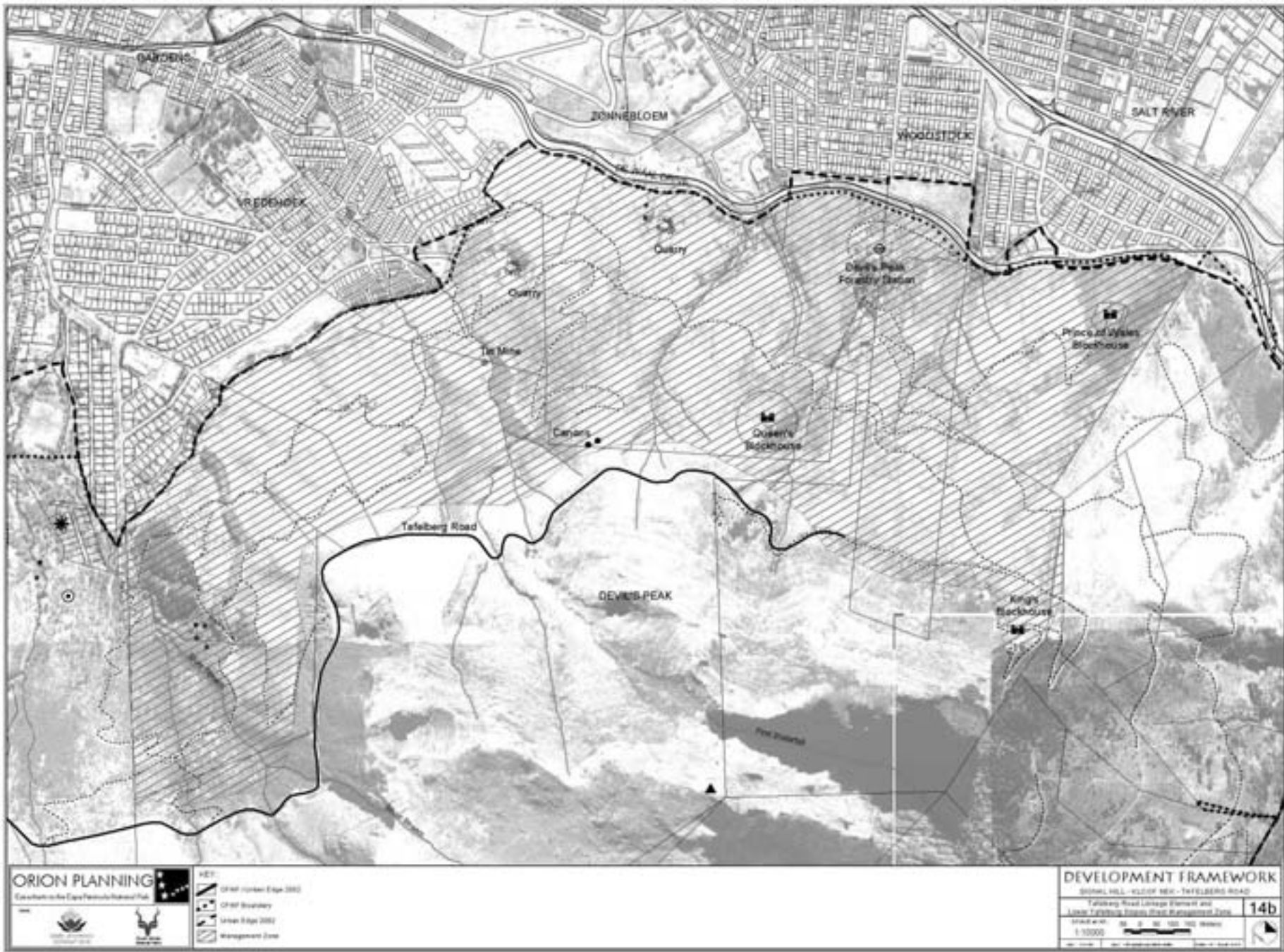
This management area has a rich heritage of mining activities, religious sites, and fortifications (See Figure 14a&b).

### 11.3.2 Management Objectives

The management objectives should include:

- The rationalisation of foot paths, together with the upgrading and on-going maintenance thereof, in terms of the CPNP footpath management program (The reconstruction of a path along the Platteklip Stream between Van Riebeeck Park and Tafelberg Road is proposed in Section 9.3). The provision of quality signage is also essential.
- The use of the management tracks by mountain cyclists should be encouraged, as a form of informal security / surveillance mechanism. The on-going maintenance of these tracks needs to take place – possibly with the assistance of the mountain biking fraternity.
- The rationalisation of 'informal connections' between the suburbs, and mountain slopes.
- Fire management as prescribed within the Strategic Management Plan (2000-2004).
- The management of invasive and non-invasive plants and animals as prescribed within the Strategic Management Plan (2000-2004). It is suggested that the gum tree belts and non-invasive pine forests associated with the Van Riebeeck Park-Platteklip Precinct should be retained, as important place-making and wind shelterbelts.
- An investigation into the feasibility of connecting the various cultural, religious and historical heritage sites such as the blockhouses, Lion Battery and the radar site on Signal Hill (the idea of a military history trail has vast potential); the provision of signage from appropriate access points (such as Tafelberg Road and Van Riebeeck Park); and the provision of interpretation at each of the sites.





## 12. The Next Steps & Implementation

This initial Development Framework Report (September 2002) has been prepared as a basis for discussion with I&AP's at a series of workshops to be held at the end of September 2002.

Following the workshops, the various proposals will be reviewed, with the knowledge and input obtained from the workshops. The proposals will be then be workshopped between the Team, SANParks, and the CPNP Planning Steering Committee, with a view to finalising the Development Framework, Precinct Plans and supporting Document.

The Development Framework will then be presented to SANParks and the CPNP Planning Steering Committee by the Team.

SANParks will then publicise the documentation, and forward to DEAT / DEA&DP, CCT, and SAHRA.

Following adoption by the relevant organisations, SANParks may then advertise concession opportunities and / or public-private partnerships. It is noted that scoping reports will need to be undertaken for individual developments; however, the current planning process is deemed to form part of the "alternatives" screening process (As discussed in Section 8.3).

### 12.1 Implementation

The implementation process will be phased, over many years. However, in line with discussions held with DEAT / DEA&DP, there are a number of implementation tasks that SANParks could undertake once a level of agreement has been reached between the relevant approving authorities, and prior to the full approval of the Development Framework documentation.

It is suggested that this implementation would be focussed on improving the amenity value of the Park. In particular, SANParks could start to construct new footpaths linking different places of interest together, such as Van Riebeeck Park to Tafelberg Road along the Platteklip River; Strand Street quarry to the Lion Battery and beyond to the top of Signal Hill; and the various features of historical and cultural heritage that are located in the east of the study area, below Tafelberg Road. At the same time, signage could be further improved, and the issue of safety needs to be addressed.

Other immediate issues that could begin to be get attention include improving parking areas at popular visitor destinations, providing appropriate rest rooms and toilets in certain areas where this can be permanently manned, such as at Platteklip Gorge on Tafelberg Road and at Van Riebeeck Park.

At a similar early stage parking along Tafelberg Road could be relocated, at relatively little expense, to the inner edge of the road and a dedicated pedestrian foot path / boardwalk built on the outside edge.

Bus parking on the eastern side of the Lower Cableway Station could be improved, and a dedicated bus turning area set aside, as is recommended in the Report.

Implementing the more significant upgrading and development proposals for the three Precincts as elaborated in this report will require a longer process. It is anticipated that more specific planning, design

and broad feasibility assessment for these Precincts will occur during the next few months of this planning process. This will lead to the identification of potential public-private partnership and / or concession opportunities which SANParks may pursue.

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**SANParks / Cape Peninsula National Park  
Signal Hill, Kloof Nek & Tafelberg Road Development Framework  
CONDENSED ISSUES TRAIL (Sept. 2002)**

CATEGORY	DESCRIPTION OF ISSUE	RESPONSE
Management concerns	<ul style="list-style-type: none"> <li>• The issue of cleansing needs to be addressed.</li> <li>• Residents are paying high rates and expect good management of the area.</li> <li>• Concern regarding commercialisation of Park. SANParks need to have a public participation on the policy they had adopted around concessions.</li> <li>• Squatters, vandalism and security were important issues to users, and there appears to be little or no management by the CPNP.</li> <li>• CPNP Management does not appear to respond to adjacent landowners' complaints.</li> <li>• Some sort of entrance fee was being considered to control access, whether through a gateway or some other development.</li> <li>• Good plans for emergency evacuations must receive attention.</li> <li>• Compliance of concessionaires to agreements and controls must be ensured.</li> </ul>	<p>Agree; has been raised throughout the Report.</p> <p>As of 2003, the City of Cape Town will not contribute any money to the CPNP.</p> <p>Concession policy has been adopted by SANParks at a National level, through the requisite procedures.</p> <p>These concerns are shared by SANParks.</p> <p>The context of this issue is unclear; all concerns are being taken cognisance of during this planning process.</p> <p>The 'green card' as a method of supporting the CPNP is being encouraged by SANParks.</p> <p>This issue is receiving attention from both SANParks and the current planning process.</p> <p>Agreed.</p>
Process	<ul style="list-style-type: none"> <li>• Initial key stakeholder workshops were insufficient for capturing issues.</li> <li>• Suggested participation approach is not taking the public with the process.</li> <li>• Do not want to see a repeat of the Glen. Living on the urban edge, the community had participated in many public processes which all appear to have led nowhere. Unfortunately people's</li> </ul>	<p>The public participation process, as outlined in S2 of the Report has been thorough, and has allowed for input throughout the process. Further opportunities will be given during the detailed planning stage.</p> <p>The participation process provides for public input throughout and issues and concerns can be raised at any point.</p> <p>Certain previous processes have been inappropriately conceived, or implemented. This current process is attempting not to repeat previous mistakes.</p>

previous experiences with the Park have undermined their confidence. Public participation to individually affected land owners should be increased.

- Does a CPNP Visitor Management Strategy exist yet?
- Need overarching principles for development of the nodes.
- The Final Development Framework should be submitted for public comment for at least a further 21 days after it has been completed.
- Information distribution should take place through community radio as well as the press, to ensure a wider audience.
- SANParks should issue some sort of commitment or memorandum of understanding to the people involved in the process.
- The original node identification document was rejected by some sectors of society. How does that document fit into this process?
- The status of the CDF was queried. It still needs to get City approval as it was a condition of the transfer of land agreement.
- Gateway sites are critically in need of attention.
- Concern was raised about the inclusion of Devil's Peak in this development framework.
- UCT and other tertiary institutions should be approached to assist in the study and provide information.
- This planning process needs to be able to stand up to appeals – both the process and the product.
- Does study area include Rhodes Memorial?
- The team should be familiar with the Cape Peninsula Fire Management Plan and the Natural Interface Study Fire Management Zone documents and these should be addressed in

The IEMS and CDF has dealt with issues concerning visitor management.

Agreed – see S8.1 of the Report.

Agreed – see S12 of the Report.

Agreed – see S2 of the Report – the project has been aired on both SAfm and 567 Cape Talk, and both regional and community newspapers are being used for information distribution.

SANParks is bound by the provisions of the Act, their Corporate Plan and associated Management Policy – all of which requires open and consultative planning and implementation. See S4 of the Report.

The document in question was superseded by the CDF – see S4.3 of the Report.

The CDF has been endorsed by the Park Committee and approved by the SANParks Board; and has been submitted to the City of Cape Town for endorsement.

Agreed – that is one of the reasons why this study has been commissioned.

Devil's Peak, above Tafelberg Road is excluded from the study.

A large, multi-disciplinary team has been assembled. Work undertaken previously will be taken cognisance of.

Agreed – see S3 of the Report.

No – the Rhodes Estate is the subject of a separate planning initiative. Conservation, veld and fire management is not the subject of this study – but will be taken cognisance of when formulating development proposals.

<p>the Development Framework.</p> <ul style="list-style-type: none"> <li>• The Malay Quarter should be dealt with in this study. The residents of this area must be consulted.</li> <li>• Can the boundary of the study area be altered to include some of the Bo-Kaap issues?</li> <li>• The study must take cognisance of the links between the identified nodes and the urban interface. Some of the proposals may be mutually exclusive.</li> <li>• A general principle for the Development Framework should be that development is limited and that only existing footprints be utilised.</li> <li>• Provide a definition of “precinct” versus “node”.</li> <li>• Lion’s Head has not been identified as a precinct or node in the BID.</li> </ul>	<p>The Bo-Kaap is part of the City of Cape Town area of jurisdiction; and falls outside the management control of SANParks. The Bo-Kaap community will, like all I&amp;AP’s be consulted, and connectivity to this area will be considered – see above.</p> <p>No.</p> <p>Agreed – see S5 &amp; S8 of the Report.</p> <p>Agreed - see S8.1 of the Report.</p> <p>See S8.4 of the Report.</p> <p>Lion’s Head is an important visitor node, which has been identified by SANParks as requiring particular management input.</p>
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<p>Funding concerns</p> <ul style="list-style-type: none"> <li>• CPNP needs funds to maintain and upgrade these sites.</li> <li>• The City has a moral obligation to continue contributing to the Park on an ongoing basis.</li> <li>• Fundraising is its own dynamic sector of world economies – if we are to develop world class facilities, we should embrace this approach in a consistent fashion.</li> <li>• Hold concerts of well-known artists to raise the funds required for CPNP.</li> <li>• A tolling system for private vehicles may be appropriate.</li> </ul>	<p>Agreed – see S8.1 of the Report.</p> <p>The issue of funding of the Park is beyond the scope of the current brief, and is an important issue to be resolved between the City of Cape Town and SANParks.</p> <p>See S8.1 of the Report.</p> <p>This is a good suggestion, but the issue of an appropriate venue needs to be resolved.</p> <p>This issue is beyond the scope of this study – but may need to be considered by SANParks.</p>
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<ul style="list-style-type: none"> <li>• The green card initiative and the policy that people should contribute something for their mountain usage should be implemented on a wider basis. The green card may exclude current users, as it may be too expensive. We must cater for the locals, not necessarily the tourists and ensure the preservation of the user experience.</li> <li>• There is no evidence that alternative economic approaches have been considered, let alone investigated. Key questions need to include what range of economic and financial opportunities and instruments exist. These need to be evaluated against criteria of the Park's role and development strategy.</li> <li>• The most critical limiting factor of this project is the lack of a creative approach to the financial framework and funding options.</li> <li>• Comment on the Development Framework should be requested from the Economic Development and Tourism / Cape Metropolitan Tourism.</li> </ul>	<p>The 'green card' initiative is in the process of being reviewed by SANParks – with a view to encouraging all users of the Park to voluntarily contribute to the management and maintenance of the Park. Tourism has been recognised as a significant economic and job-creation sector, and needs to be embraced – but not at the expense of ecological and heritage degradation – see S8.1.</p> <p>The Park is committed to investigating a diverse income base, including grant funding, donations, entry tariffs, commercial developments, sponsorships, merchandising, product development, royalties from concessionaires, season tickets etc.</p> <p>See above. This issue is beyond the scope of this study.</p> <p>Agreed – see S2 of the Report.</p>
<p>Radar site concerns</p> <ul style="list-style-type: none"> <li>• The historical sites should be preserved and planning should acknowledge this.</li> </ul>	<p>Agreed – the team has communicated with the SSS Radar group. No structures of note remain. Interpretation is incorporated in the planning proposals.</p>
<p>Safety concerns</p> <ul style="list-style-type: none"> <li>• Crime levels, the attraction of criminals should the areas be developed, vehicular safety, pedestrian safety as well as trader security should all be considered.</li> <li>• Evacuation and Fire plans should be developed for all precincts.</li> </ul>	<p>An important issue across the study area. A presence at visitor nodes would increase surveillance and security. Where invasive vegetation has resulted in a refuge for criminals, it is suggested that it be removed.</p> <p>Acknowledged – to be developed as part of the SANParks – CCT emergency plans.</p>
<p>Concern about privacy issues</p> <ul style="list-style-type: none"> <li>• Residents voiced their concern about the invasion of privacy should the areas be developed and more tourists attracted, specifically at the Magazine site.</li> </ul>	<p>This issue will obviously need to be taken cognisance of during the detailed precinct planning and design stages.</p>

<p>Issues relating to Cableway</p> <ul style="list-style-type: none"> <li>• There is opposition to the suggestion of a cableway from Signal Hill to the Waterfront.</li> <li>• There is a proposal to move the restaurant from the top of Table Mountain to the lower cable station; this could influence the Tafelberg Road/ Kloof Nek Gateway options.</li> </ul>	<p>This option has been foreclosed by development at the V&amp;AW.</p> <p>There are currently no proposals in this regard.</p>
<p>Concern about invasive plants</p> <ul style="list-style-type: none"> <li>• Concern was expressed about the level of infestation. Something should be done about it.</li> </ul>	<p>SANParks have an on-going management plan for clearing invasive vegetation throughout the Park. Where invasive vegetation is particularly problematic from a planning, visual or ecological perspective, this is highlighted in the Report.</p>
<p>Traffic and congestion problems</p> <ul style="list-style-type: none"> <li>• Access is a problem in most areas. Access, parking and the accommodation of tour buses are important issues that require consideration.</li> <li>• Traffic on Tafelberg Road needs to be controlled to curb congestion. Access control should also be considered.</li> <li>• All user groups need to be accommodated when planning access and parking facilities e.g. hikers park their cars and walk.</li> <li>• Widening of certain roads and the provision of turning circles for tour busses should be considered.</li> <li>• Too much traffic could alter the nature of the suburbs adjacent to precincts.</li> <li>• Plans for the Kloof Nek area should consider peak traffic flows as well as special events e.g. Two Oceans, Downhill Extreme.</li> <li>• Emergency evacuation and response scenarios should be accommodated in planning (e.g. access for fire fighting purposes).</li> <li>• Other public transport options should be considered. Different modes of travel should be taken in account such as walking, horse riding, cycling, tours, public transport and private vehicles.</li> <li>• Table Mountain Aerial Cableway Co. Ltd built the road to the lower cableway station and accordingly asked that access via</li> </ul>	<p>This issue has been dealt with throughout the Report – see especially the proposals for the new Strand Street Gateway precinct (S9.1 &amp; S10.2).</p> <p>See S 10.2.</p> <p>Agreed.</p> <p>To be the subject of detailed precinct and development planning.</p> <p>Agreed. Development will need to be appropriately-scaled, and take cognisance of the carrying capacity of public streets.</p> <p>Agreed. S9.2 &amp; S10.2 put forward short, medium and long-term proposals for Kloof Nek / Tafelberg Road.</p> <p>Acknowledged – to be developed as part of the SANParks – CCT emergency plans, in association with detailed precinct planning.</p> <p>Agreed – see for example S10.2.</p> <p>Refer to S10.2 and S9.2. SANParks and TMAC are encouraged to work closely in formulating a traffic management proposal for</p>

Tafelberg Road to the station be maintained for staff and visitors.	Tafelberg Road.
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<b>Signage</b> <ul style="list-style-type: none"> <li>CPNP should provide more literature and interpretive signage about the paths and destinations / sites. Tourism requires the distribution of more information together with basic safety instructions for hiking.</li> </ul>	This issue is recognised by SANParks, and is reiterated throughout the Report.
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<b>Parking, pavements and walkways</b> <ul style="list-style-type: none"> <li>Need to establish linkages to Sea Point, perhaps via Glengarrif road (also links historical military sites). Opportunities outside the Park should be linked to the Park via mapped access points, signage and paths.</li> <li>Development should be limited to an appropriate scale such that minimal amenity value is lost to parking, etc.</li> <li>The pedestrian walkways and pavements are insufficient in the Kloof Nek area.</li> <li>Shade structures at parking areas, picnic spots, viewing areas and along paths should be considered</li> <li>Full moon nights attract vast numbers of people to Lion's Head.</li> <li>No more paths or "view points" should be built. Only maintenance should be carried out and erosion protection to existing paths.</li> <li>Uses such as mountain-biking and dog-walking need to be controlled.</li> <li>A cycle track extending along the whole of Tafelberg Road to Rhodes Memorial was suggested.</li> <li>Cyclists currently use the firebreaks in Rhodes estate to get around to Tafelberg Road.</li> <li>Access must be rationalised for pedestrians and cars.</li> </ul>	<p>The only proposed new gateway in to the Park is the Strand Street Quarry gateway. Signage from the metropolitan area to Park gateways is an important issue to be agreed to between SANParks and the CCT roads authorities.</p> <p>Agreed – see S8.1.</p> <p>Acknowledged – see S9.2 &amp; S10.2.</p> <p>Noted – the visual impact of these could however rule out such interventions.</p> <p>Acknowledged – will need to be taken cognisance of during the detailed planning for the Signal Hill precinct.</p> <p>SANParks have an ongoing program of path maintenance. Where additional linkages are necessary, these have been indicated on the Development Framework.</p> <p>Environmental Management Plans for dog walkers and MTB's exist and will be implemented in the Park.</p> <p>This proposal has been on the table for some time – and is not precluded by the Development Framework.</p> <p>Noted – a management track link between Rhodes Estate and Tafelberg Road is required.</p> <p>Referring to Tafelberg Road – see S10.2.</p>
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<ul style="list-style-type: none"> <li>• Paths should be along the contours and should not crosscut them. Paths tend to erode faster and log paths should be established between grades.</li> <li>• Congestion at Tafelberg isn't too severe. However parking at Kloof Nek is under-utilised. Perhaps a shuttle service should be set in place to encourage people to use the parking and take a shuttle to the cableway. Lessons should be learnt from the Cape Point development. The car park can be away from the destination point.</li> <li>• Lion's Head currently does not have a gateway. Something more formal with shade and trees is needed.</li> </ul>	<p>Noted.</p> <p>See S9.2 &amp; 10.2.</p> <p>Noted – SANParks is currently considering this issue.</p>
<p><b>Facilities</b></p> <ul style="list-style-type: none"> <li>• It is not necessary to have Kiosks all over the mountain. Refreshments are necessary at destination points rather than gateways. Gateway implies people simply moving "through".</li> <li>• Consider some sort of community craft market inside the Noon-gun "dungeons" with an emphasis on Muslim crafts and food e.g. tailors, (vat makers) coopers, tamboer makers. Crafts should be linked to the local environment and community, not "Africa" in general.</li> <li>• Avoid duplication of the development at the Glen.</li> <li>• Proposals should be wheelchair friendly.</li> <li>• Facilities should be world-class, providing a good and appropriate visitor experience.</li> </ul>	<p>Noted.</p> <p>Noted – see S9.1.</p> <p>Noted.</p> <p>Agreed – the principle of universal access is applied by SANParks.</p> <p>Agreed – see S8.1</p>
<p><b>Environmental concerns</b></p> <ul style="list-style-type: none"> <li>• The mountain has an important role in the education of youth. This should not be ignored as it could play a great role in future.</li> <li>• How does the Development Framework fit into the environmental regulations.</li> <li>• Carrying capacity should be considered when formulating a vision for the area. The visitor experience should be kept in mind i.e. visitors want to experience nature, unspoilt and uncluttered.</li> </ul>	<p>Agreed.</p> <p>See S3.</p> <p>See S8.1. The DF served the role of identifying gateways and visitor node opportunities within the context of the CDF; while the Precinct Plan process will ensure that the carrying capacity of the landscape is</p>

- There should not be increased noise pollution for surrounding residents.
- Ecological and economic aspects must be sustainable and compliant to legal requirements and conventions signed by South Africa e.g. Biodiversity Convention.
- Vegetation rehabilitation is critical to the future of the Park and the Fynbos.
- More information leaflets about the fauna and flora are needed for tourists.
- CPNP should endeavour to be an emission free zone. The busses/shuttles should be electric or use compressed air, not fossil fuel driven. This would be appropriate practice for a nature area.
- Environmental impacts of development must be considered for each precinct
- The Signal Hill area is a renosterveld relic. The vegetation in area is significant and unusual and this must be considered. This vegetation type is also the most threatened within the Fynbos Biome.
- The Peninsula Mountain chain should be kept as a reserve not developed as a tourism venture.
- A minimal amount of building is necessary to improve the *status quo*. Removal of alien vegetation, proper maintenance/ follow-ups, tidying up and beautification would improve things and would not be too costly.

not exceeded.

It is recognised that impacts on surrounding residents need to be minimised during the detail precinct and development design stage.

Agreed – see S3.

SANParks have an ongoing invasive vegetation program.

Acknowledged.

This idea is difficult to achieve in the short term, but warrants further investigation.

Yes, requirements of the ECA (73 of 1989) are applicable.

Acknowledged – any development proposal would need to take cognisance of this, and use areas that have already been disturbed.

See S8 for discussion regarding the financial sustainability of the Park and the 'no development' scenario.

In many cases this is true. However, a certain amount of appropriately located development has the ability to enhance the visitor experience – see S6 of the Report.

<b>Visual Impacts</b>	<ul style="list-style-type: none"> <li>• Should the vantage point over Camps Bay not be included in this study?</li> <li>• There should not be increased light pollution for surrounding residents - Tafelberg Road precinct.</li> <li>• Illuminated bus stops on Kloof Nek at night had a negative visual impact.</li> <li>• Need to reduce the visual impact of any facilities in the Signal Hill precinct.</li> <li>• The Development Framework must look at elevations and consider underground development to reduce the visual impact.</li> <li>• The visual profile and architectural style is important and must be acceptable to surrounding neighbourhoods.</li> </ul>	<p>The site in question, lies within the Kloof Nek Road reserve, and is outside the SANPark's area of jurisdiction.</p> <p>An issue that needs to be taken cognisance of during the detailed design stage.</p> <p>Noted – the bus stop falls outside the jurisdiction of the Park.</p> <p>Acknowledged – importance of screening, possible below-ridge options.</p> <p>The precinct plans and detailed development plans will need to take cognisance of this issue.</p> <p>Acknowledged.</p>
<b>Building, town planning or construction related aspects</b>	<ul style="list-style-type: none"> <li>• Building regulations and requirements should be strictly enforced</li> <li>• Design of development is critical and should be environmentally friendly, energy efficient and sustainable. The designs should reflect best practice.</li> </ul>	<p>Agreed – covered in terms of the Heads of Agreement – see S3.5 of the Report.</p> <p>Agreed and supported.</p>
<b>Scouting issues</b>	<ul style="list-style-type: none"> <li>• SASA expressed concern regarding the potential range of ideas of the Appleton site. In the previous study SASA ideas were ignored- there was no response from previous study team and no acknowledgement of the correspondence. SASA want to be involved early enough to influence the planning. They want acknowledgement of Appleton and the role it plays in the planning process. The ideas for Appleton should receive unbiased consideration before alternative sites are discussed. The Scouts serviced children who don't have other recreation options – SASA currently tends to attract poorer children, not wealthy ones.</li> <li>• Appleton should be a Scout Centre for Enviro Excellence in the future. Appleton serves many of the members as an enviro</li> </ul>	<p>SASA has met with both the planning team and SANParks. It is understood that should the Appleton Camp be required as part of the future development of Signal Hill, then a suitable alternative venue would need to be agreed to.</p> <p>The location of this type of facility is questioned. It is suggested that there could be synergy between SASA and SANParks in the</p>

<p>gateway – used by both local and international scouts.</p> <ul style="list-style-type: none"> <li>Do not destroy old radar sites at Appleton. Remove unsightly fences.</li> <li>Perhaps use Appleton as a tourist information/ environmental education centre.</li> </ul>	<p>development of an environmental centre in the northern part of the Park.</p> <p>No structures of note remain. Interpretation potential exists. Fences are part of the SASA infrastructure.</p> <p>Noted – however this type of facility would be potentially better located elsewhere.</p>
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<p>Bo-Kaap Community</p> <ul style="list-style-type: none"> <li>Opportunity for a Muslim Cuisine Restaurant should be made in this area.</li> <li>The team should be aware that this community will not tolerate liquor being sold in restaurants in the area.</li> <li>Any activities/ facilities planned for Signal Hill should be properly discussed with the Bo-Kaap and Schotshekloof communities</li> <li>The City Bowl has relatively little open space, and any attempt to build over open space would likely be opposed by the community.</li> <li>Any access via the Bo-Kaap community to the Lion Battery and Noon Gun needs to be in full consultation with these communities.</li> </ul>	<p>Acknowledged – see S9.1.</p> <p>At a meeting with Imam Fahiem of the MJC, it was agreed that this issue would need to be sensitively dealt with – and that it could be resolved.</p> <p>All I&amp;APs will continue to be involved in the planning process.</p> <p>It is unclear as to which open space is being alluded to.</p> <p>The carrying capacity of public streets will need to be considered when evaluating potential uses for the Magazine site and Lion battery.</p>
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<p>Cultural / historical issues</p> <ul style="list-style-type: none"> <li>The military history of the area must be acknowledged and be a focus for attractions.</li> <li>Suggested the use of the Lion Battery as a coastal artillery museum.</li> <li>There should be educational facilities to educate people about the military history of the area.</li> <li>The Khoi-San consider the entire mountain sacred and that they</li> </ul>	<p>Agreed – see S7 and the proposals outlined in S9.1.</p> <p>See proposals outlined in S9.1.</p> <p>See proposals outlined in S9.1.</p> <p>The planning team and SANParks continue to attempt to engage with</p>
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have not been consulted on the ownership, management or future plans for the CPNP

- Khoi-San resources have not been specifically noted by the study team. The sacred Khoi-San sites need to be demarcated
- The cultural character of the Signal Hill/ Bo-Kaap area must be retained in the design of any developments and that local mason and craftsmen should be utilised.
- Historical significance of the Magazine site must be embraced and enhanced
- World War II and military interest should be highlighted in the Signal Hill area
- Support for the conservation/ preservation of old buildings not the erection of modern high rise structures
- The largely uncelebrated history of the Malay community in the military history of the country – the Cape Corp should be acknowledged
- The Lions Battery was similar in many ways to the Citadel site in Halifax, Nova Scotia. The Canadian Parks authority manages the site. Period costumes and uniforms are worn, guns are fired, and the community is involved
- Heritage issues are important and Van Riebeeck Park must be properly investigated before planning was too set.
- Buildings on the Magazine site are declared Heritage sites and SAHRA would need to play an important role.
- Napoleon used to drink wines produced from grapes grown on Signal Hill.
- The issue of Table Mountain's status as a National Monument in terms of the former National Monuments Council Act is important (Declared in the 1950's – 60's, up to Constantia Nek, excluding Groote Schuur. In terms of the new NHRA, Table Mountain is currently a Provincial Heritage Site, and needs to be re-evaluated for National status. If Table Mountain should be a declared a

the Khoi-San community, and will continue to do so.

Requests to the Khoi-San for input regarding this matter have proved fruitless.

Acknowledged.

Acknowledged.

Agreed – see S9.1.

Where appropriate structures exist, their reuse is supported.

Agreed – see S9.1.

Noted.

See S9.3.

Agreed.

Noted.

Noted – see Section 3.

<p>National Heritage Site, SAHRA should have a management role.</p> <ul style="list-style-type: none"> <li>• Will SAHRA be involved in the concession programme.</li> <li>• It is very important that we discover more about the heritage sites, ruins and the history of the people’s lifestyle in order to conserve it.</li> <li>• Fort Wynyard and the military facilities should be upgraded.</li> <li>• The original old gun that was based at Signal Hill is in safe keeping and should be returned to the site.</li> <li>• It is rumoured that the hill was full of tunnels and suggested that these might be an alternative and fun access alternative.</li> </ul>	<p>SAHRA will be involved into the scope of the legislation – (see S3.4 &amp;S7) and has been involved since the inception of the study. Agreed – see S7.</p> <p>Fort Wynyard is outside the scope of this study. Agreed – SANParks and SANDF to follow up this issue.</p> <p>Noted.</p>
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<p><b>Magazine site</b></p> <ul style="list-style-type: none"> <li>• Facilities / uses proposed to date: a living history museum; public park / open space for community purposes; a modal transport facility for access to the Lion Battery and potentially Signal Hill; an entry point to the Park; tea room; headquarters for the citizen defence units; stables for police horses, hotel, backpacker lodge and restaurant.</li> <li>• Fort Wynyard, Lion Battery and Magazine site were historically linked. This should be considered in the planning exercise (gateway / walking path).</li> <li>• Links with the Hout Bay fortifications and Robben Island should be considered.</li> <li>• General concern arose about the future of the Magazine site and the nature of development ideas entertained by the planning team.</li> <li>• The history of the site should be honoured. Interest in military history is growing, therefore perhaps idea of a military route.</li> <li>• Concern about the closure of the preschool at the site.</li> <li>• Concern about potential noise and traffic effects of the</li> </ul>	<p>Noted.</p> <p>Acknowledged – see S9.1.</p> <p>Noted.</p> <p>The Magazine site falls outside the CPNP – and will require further negotiation between the SANDF and SANParks.</p> <p>Agreed.</p> <p>It is too early to comment on the future of this facility. Should it be incompatible with future uses, an alternative facility will need to be sought.</p> <p>Development of this site will need to take cognisance of the access</p>
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<p>development of the Magazine site.</p> <ul style="list-style-type: none"> <li>• Strong support for a gateway providing bus parking, taxi stops and modal transport.</li> <li>• Rehabilitate natural vegetation and use for environmental education purposes.</li> <li>• Future development should leave the sites simple and unspoilt with no toilets and restaurants.</li> <li>• Public meeting showed strong support for providing information/ toilets/ kiosk.</li> <li>• There is a need for housing in the area, but this sort of development would not enhance the mountainside.</li> </ul>	<p>constraints.</p> <p>Again, the gateway role will potentially be constrained by the nature of the access.</p> <p>This is one of many options.</p> <p>The 'do nothing' scenario is not favoured – See S8.3.</p> <p>Acknowledged.</p> <p>Any proposal for residential development would need to be carefully evaluated – given its position beyond the urban edge and status of buildings as National Monuments.</p>
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<p>Van Riebeeck Park</p> <ul style="list-style-type: none"> <li>• Facilities / uses proposed to date: outdoor events (similar to the concerts at Kirstenbosch), picnic facilities, restoration of the slave trail, lower cost bungalow accommodation for the Park, and a tea garden.</li> <li>• The historic/cultural trail pathways should be rehabilitated and maintained.</li> <li>• Architecture in this area should be rationalised, as there are many unsightly buildings.</li> <li>• The people of the greater Cape Town (especially the Cape Flats) should be consulted, as they were major users of this site.</li> <li>• Upmarket lodges / accommodation would not be appropriate for this area or these users.</li> </ul> <p>• <b>Formalise parking, but provide it in moderation</b></p>	<p>Noted.</p> <p>Agreed – see S9.3</p> <p>It is suggested in S9.3 that structures that are currently not utilised, or under-utilised, be reused for compatible uses.</p> <p>No one is being excluded from the planning process.</p> <p>It is agreed that large-scale accommodation facilities would not be appropriate – however, backpacker-type accommodation; and/or upmarket; lodges within the current structures should be considered – see S9.3.</p> <p>Agreed.</p>
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<p>Kloof Nek /</p> <ul style="list-style-type: none"> <li>• Facilities / uses proposed to date: B&amp;B or bungalows,</li> </ul>	<p>Noted.</p>
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<p>Tafelberg Road</p>	<p>backpacker's accommodation, and tourism desk at the “ Kloof Nek gateway.</p> <ul style="list-style-type: none"> <li>• A gateway in this area would also act as a gateway to the Glen development.</li> <li>• There must be an effort to rationalise the existing buildings in the area. Perhaps consider as a CPNP branch office.</li> <li>• Whatever is planned for the area should only use existing footprints.</li> <li>• Conference-type facilities at the Kloof Nek gateway are inappropriate as there is insufficient space for facilities of this nature and associated parking.</li> <li>• Tourism-related development, other than that around Tafelberg Road and the cableway, generally not favoured.</li> <li>• Request for information on what is being considered for the Queen's Blockhouse end of Tafelberg Road.</li> <li>• Small shuttle services in the Kloof Nek area should be considered.</li> <li>• Overnight facilities should be provided at the Kloof Nek gateway, which are affordable and provide an eco-tourism experience.</li> <li>• Strong support for a link to Rhodes Memorial and to historical/cultural features.</li> <li>• If the Lower Cableway Station were planning the same sort of commercial ventures, they would be in direct competition with the proposed gateway development. Duplication of these types of developments would destroy the ambience of the area and introduce unsustainable businesses due to competition.</li> <li>• Restore the landscape and consider rehabilitating the indigenous vegetation.</li> </ul>	<p>It is suggested that this is not possible from a physical road infrastructure perspective.</p> <p>Noted – see S9.1.</p> <p>Noted – see S9.1.</p> <p>Noted – see S9.1.</p> <p>Noted – see S9.1.</p> <p>There are no development proposals for this part of the study area.</p> <p>See S9.2 &amp; S10.2.</p> <p>Noted – see S9.2.</p> <p>Noted – see the Development Framework.</p> <p>Noted. As far as the planning team are aware, there are no plans for additional commercial ventures at the Lower Cableway Station.</p> <p>Noted.</p>
<p>Signal Hill Gateway</p>	<ul style="list-style-type: none"> <li>• Facilities proposed to date: Sundial and geological museum, cable car to waterfront starting at Fort Wynyard, amphitheatre development at old quarry in Bo-Kaap, open-air theatre, shrine on</li> </ul>	<p>Noted.</p>

<p>Signal Hill, Zen healing/ Islamic ritual bath, Bible reading facility (with proceeds going to feeding street children), reintroduction of vineyards to the lower slopes and a hotel (possibly at the Magazine).</p> <ul style="list-style-type: none"> <li>• Lion Battery should be enhanced as a tourist attraction.</li> <li>• Children were rollerblading on the existing parking area near Signal Hill. Perhaps if closure of the road was being considered, this type of activity could be entertained.</li> <li>• There is a need for shaded seating and viewing areas on Signal Hill.</li> <li>• The Jerusalem planning scenario/ case study shouldn't be slapped onto Signal Hill.</li> <li>• The people of the City Bowl should be widely involved with the planning of an amphitheatre (in the Higgovale quarry), because they would be affected by the impacts of any development in the study area.</li> <li>• The Kramat areas are sacred and should be kept quiet for those people wanting to pray there. Many people use the area at night and excessive light and noise nearby would not be tolerated.</li> <li>• The school located on the noon gun road should be consulted, as the children often use the road as an extension of their recreation space.</li> <li>• Consider providing access from the Green Point side.</li> <li>• Providing toilets on top of Signal Hill should be a priority, as this affects tour business.</li> <li>• There is no water on Signal Hill; development in this area would require pipes to be laid.</li> <li>• Landownership is scattered, the paths are in bad condition at the Lion Battery and noonday gun and the buildings need rationalisation.</li> </ul>	<p>Agreed – see S9.1.</p> <p>Noted.</p> <p>Agreed.</p> <p>This is not the intention – it merely serves as an example of appropriate landscaping intervention.</p> <p>Noted.</p> <p>Noted.</p> <p>Noted – see S9.1.</p> <p>Noted – S9.1 proposes a new gateway to the Park from the Strand Street Quarry.</p> <p>Agreed – however water availability needs to be resolved.</p> <p>Noted.</p> <p>Agreed – see S9.1.</p>
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<ul style="list-style-type: none"> <li>• Signal Hill is a good area for a tourism focal point (short-stay, high visitor volume).</li> <li>• There should be no structures on Signal Hill that can obstruct flight path or launching of gliders and model planes.</li> <li>• The noise issue is of particular concern as the city is an amphitheatre shape and any noise is carried throughout the suburbs. No amplified noise can be tolerated.</li> <li>• Reducing the road at the end portion to pathway width would be a disadvantage to the elderly and disabled.</li> <li>• Perhaps there should rather be a circular drive around the top of Signal Hill.</li> <li>• There should be uncontrolled 24hr vehicular access to Signal Hill.</li> <li>• Lighting on pathways would soon be vandalised.</li> <li>• Interpretative signage should be provided, but in moderation.</li> </ul>	<p>Agreed – but access from Kloof Nek is an issue.</p> <p>Noted.</p> <p>Noted.</p> <p>This proposal would not be carried out in isolation – but as part of a redevelopment of the entire visitor node. Wheelchair access will be accommodated in all new development proposals.</p> <p>Noted.</p> <p>Agreed – the issue of a permanent presence is supported.</p> <p>A design issue that can be resolved.</p> <p>Interpretative signage is seen as being an important aspect throughout the study area.</p>
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