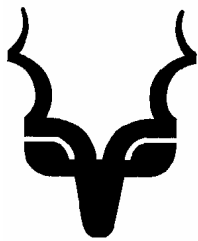


**DRAFT CONSERVATION DEVELOPMENT
FRAMEWORK
FOR THE
CAPE PENINSULA NATIONAL PARK**



Prepared for :

SOUTH AFRICAN NATIONAL PARKS



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FOREWORD

In June 2000 the report "Towards a Conservation Development Framework (CDF) for the Cape Peninsula National Park (CPNP)" was issued to introduce and explain a new planning process initiated by South African National Parks (SANP). At the same time a series of thematic maps of the Cape Peninsula were produced from the Park's Geographic Information System to serve as informants to the CDF. These maps synthesised available information on the peninsula's ecology, heritage resources, visual features, land use, traffic problems and land instability.

The "Towards a CDF" report and the thematic maps were distributed for review by interested and affected parties. In August 2000 submissions received on the report and maps as well as the consultants response to these were recorded in a "Comments and Responses" report. The main stumbling-block to the preparation of a CDF identified was shortcomings in the Park's information base on the cultural heritage resources of the Cape Peninsula. To address this shortcoming SANP appointed a team of experts, who called themselves the CPNP Heritage Landscape Group, to prepare a provisional heritage resources synthesis map as input to the CDF.

With the completion of this map in October 2000 it has been possible to prepare the draft CDF for review by interested and affected parties.

As the next step in the CDF's preparation you are invited to review this draft CDF report and to submit your comments by 9 December 2000 to:

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ACKNOWLEDGEMENTS

Settlement Planning Services (Setplan), as CDF consultants, acknowledge and thank all those who contributed to the draft Conservation Development Framework for the Cape Peninsula National Park. It has been a collaborative effort involving, amongst others, the following:

- ❑ CPNP management and staff
- ❑ Provincial Administration : Western Cape Departments of Local Government, Housing and Planning; and Environmental Affairs, Culture and Sport
- ❑ Cape Metropolitan Council Environmental Management, Spatial Planning and Metropolitan Transport Departments
- ❑ Cape Town Municipality Environmental Management and Spatial Planning Departments
- ❑ South Peninsula Municipality Environmental Management and Spatial Planning Departments
- ❑ South African Heritage Resources Agency
- ❑ CPNP Heritage Landscape Group (Henry Aikman, Nicolas Baumann, Antonia Malan, Noeleen Murray)
- ❑ TerraMare Environmental Data Systems
- ❑ DeVilliers Brownlie Associates
- ❑ All those interested and affected parties who provided valuable comments on the "Towards a CDF" report as well as on the thematic mapping prepared as an informant to the CDF

EXECUTIVE SUMMARY

Background

The Cape Peninsula – from Signal Hill to Cape Point - is world renowned for its unique flora and fauna, spectacular scenery, diverse recreational activities and deep cultural heritage. The recently established Cape Peninsula National Park (CPNP) is situated within a thriving and populous metropolitan area – the City of Cape Town - and attracts millions of visitors each year. Managing the Park on a sustainable basis, especially in relation to the City, poses special challenges.

The Conservation Development Framework (CDF) for the CPNP seeks to address these challenges by setting out a clear spatial framework to guide and co-ordinate conservation and development activities in and around the Park. The CDF builds on previous studies that addressed the issue of how to reconcile the multi-purpose use of the Cape Peninsula. The CDF also draws on current related initiatives such as the CPNP Marine Incorporation Study, the Peninsula Urban Edge Study and the Park Visitor and User Survey.

Following the proclamation of the Park in 1998 CPNP officials consulted widely with the community of Cape Town to put in place a Management Policy and Strategic Management Plan. The need to prepare an overarching spatial framework for the Park was identified and prioritised in this consultation process. The resultant draft CDF, as documented in this report, takes the CPNP Management Policy as its point of departure and makes proposals for an overall spatial framework for the Park.

Study Area

The CDF has been prepared from a peninsula wide perspective, it does not just deal with land under SANP management. Within this study area there is public and privately held land that is not within SANP's jurisdiction. Towards reconciling the environmental conservation objectives of the Park with the objectives of surrounding land owners, the CDF puts forward the Park's viewpoint on what it sees as appropriate land use guidelines to apply along the Park's fringes. *It is recognised that the Park's viewpoint may not necessarily correlate with those of surrounding land owners. Nonetheless the CDF states the Park's position for response and comment by interested and affected parties.*

At this stage the CDF focuses on the terrestrial environment of the Cape Peninsula. A CPNP Marine Incorporation Study is currently underway in parallel to the CDF process. Once public comment has been received on the findings and recommendations of the two studies, the intention is to combine the terrestrial and marine components in the final CDF.

Approach Followed

The CDF has been prepared in accordance with Strategic Environmental Assessment (SEA) guidelines, in terms of which the opportunities and constraints that the environment places on prospective tourism and recreation development

have been assessed. SEA is an appropriate methodology to follow to prepare the CDF as it is driven by the concept of sustainability and it allows for the cumulative effects of tourism and recreation pressures on the Park to be dealt with.

Limits of Acceptable Change

Based on the CPNP Management Policy, specifications of acceptable resource (ecological, heritage and scenic) and social conditions to be achieved in the Park have been set. These represent the levels of environmental quality and visitor experience the Park seeks to uphold, or what are referred to as the limits of acceptable change.

The CDF's management specifications are essentially qualitative in nature. They are a product of the Park's consultative EMS process and represent the collective values of CPNP stakeholders. They are the benchmark against which CDF proposals should be tested. Moreover, for monitoring and evaluation purposes, quantitative measures of the specifications (i.e. sustainability indicators) need to be determined, as is prioritised in CPNP's Strategic Management Plan.

Situational Analysis

As additional informant to the CDF, a situational analysis was undertaken of resource and social conditions in the Park. Using the Park's Geographic Information System (GIS) a series of thematic maps were produced to assess the spatial relationships between different variables.

The significance and uniqueness of the Cape Peninsula stems from the following factors:

- ❑ The Cape's global location and setting (a gateway to Southern Africa and also perceived by many to be the southern tip of Africa and the meeting place of the Indian and Atlantic oceans).
- ❑ As part of the Cape Floral Kingdom the peninsula has the highest number of species and the highest biodiversity for any equivalent sized area in the world.
- ❑ It reflects a gradation of human interventions over time going back to the Early Stone Age period and extending up to the democratic era South Africa has recently entered.
- ❑ It is a landscape renown for the scenic splendour of its mountains, coastline and beaches.
- ❑ It is surrounded by a city of over 4 million people.

Role of the CPNP

As custodian of most of the Cape Peninsula's unique assets, the CPNP fulfils a variety of different roles. These include the following:

- i. From an international and national perspective the CPNP is one of Southern Africa's premier tourist destinations. In terms of both income generation and job creation, **tourism** is a major contributor to the domestic economy. All indications are that tourist numbers will continue to show significant growth in the coming years. Faced with increasing tourist demands and resultant pressures on popular visitor sites, maintaining the quality of CPNP sightseeing experiences emerges as a key theme the CDF addresses. The fundamental **economic** importance of the CPNP and its significant prospects are inextricably tied to the sustainable conservation of its ecological, cultural and scenic attractions.
- i. Situated within the Cape Metropolitan Area (CMA), the CPNP functions as an important daily and week-end **leisure and recreation** area for the Cape Town community as well as for visitors to the city.
- ii. As the habitat for a range of threatened and endemic species, the CPNP fulfils a vital **ecological** role in terms of biodiversity conservation.
- iii. As a landscape that reflects the impacts of mankind on the environment going back to the Early Stone Age period, the CPNP serves a vital role as a **heritage conservation** area.
- iv. As the venue of diverse environmental education, training, research and monitoring functions, the CPNP fulfils a unique and vital role as a **place of learning and caring about the environment**.
- v. As the locality of CMA bulk infrastructure networks and Defence Force installations, the CPNP also serves an important **utility** role.

It is clear that the CPNP functions as a lot more than a nature area. The CDF establishes a spatial framework within which these diverse, and sometimes conflicting, roles can be reconciled on a sustainable basis.

Ecological Considerations

The Park's biophysical information base is relatively well developed and provided insights into the Cape Peninsula's unique ecology, the threats it is subject to, and where these occur. As an informant to the CDF various sets of ecological data on the peninsula were synthesised and an Ecological Significance map produced.

Cultural Heritage Considerations

The Park's cultural heritage information base was found to be insufficient to serve as input to the CDF. To address this shortcoming SANP appointed the Heritage Landscape Group to compile a provisional Heritage Resources Synthesis Map. Their input provided useful insights into the nature, variety and distribution of Cape Peninsula's heritage areas, places and sites.

Visitor Considerations

The preliminary findings of the recent Park Visitor and User Survey also provided useful informants to the CDF regarding visitor profiles, usage patterns, needs and preferences. Of the estimated 4.7 million Park visits per annum, 80% of them take place at only 18 sites. The City Bowl's sites account for approximately 42% of Park visits, the north-eastern and eastern escarpment approximately 26%, the 'deep south' some 27% and the western escarpment only 5%. Current Park visitor/user patterns have the following implications:

- i. Most disadvantaged communities in the CMA live in areas that are not readily accessible to the Park. These communities must thus use public transport to get to the Park. The most accessible Park destination from a public transport point of view is Cape Town CBD, and to a lesser extent the eastern and north-eastern sections of the Park (ie: Tokai Plantation to Rhodes Estate).
- ii. As patronage of the Park by the broader CMA community increases over time (currently only 11% of local visitors to the Park are from low income neighbourhoods), it is mainly through the City Bowl and to a lesser extent through the north-eastern escarpment's Park entry points that future growth in Park access for the domestic market will need to be channelled.
- iii. Access patterns for the growing tourism market (27% of all current visitors) are likely to result in similar access pressures on the City Bowl's Park entry points.
- iv. The western escarpment of the entire Park is likely to remain relatively inaccessible to the overwhelming majority of Park visitors.
- v. In terms of managing visitor impacts by channelling Park access through suitable and appropriately located entry points, the priority area emerging is clearly the City Bowl. Secondary visitor access priorities are the north-eastern and eastern escarpment specifically Rhodes Estate, Newlands plantation, Kirstenbosch, Constantia Nek and Tokai plantation.

CDF Proposals

The CDF's proposals emanate from a synthesis of the variables considered in the situational analysis and the exploration of alternative management and spatial scenarios. The resultant draft CDF incorporates proposals with respect to:

- a set of planning principles that underpin the CDF;
- the demarcation of the Cape Peninsula into functional areas, or what are referred to in the CDF as Use Zones, inclusive of management guidelines for each zone;
- rationalisation of the role and function of the Park's existing and potential Visitor Sites, inclusive of management guidelines for the different categories of visitor sites; and
- guidelines for the sustainable management of the Park / City interface.

Planning Principles

Planning principles underpinning the CDF include the following:

- ❑ 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
- ❑ channelling 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
- ❑ maintaining ecological corridors from Park through urban areas

Use Zones

The CDF's proposed Use Zones serve the following purposes:

- ❑ They reflect the range of activities and experiences which should be accommodated within the different functional areas of the Cape Peninsula.
- ❑ They provide specifications for management on what are the desired resource and social conditions to be maintained or restored in different functional areas of the Park.
- ❑ They provide a means of ensuring overall land use compatibility between the natural and built environments of the Cape Peninsula (in accordance with biosphere planning principles).
- ❑ Given the pending establishment of the Unicity, they provide a point of departure for building consensus between diverse public and private role-players on a co-ordinated approach to the management of the Cape Peninsula's built and natural environments.

The CDF's different Use Zones are as proposed by the UCT Environmental Evaluation Unit in their 1994 investigation into the multi-purpose use of the Cape Peninsula. The CDF delineates Use Zones, each characterised by thresholds of tolerance to change. Their common denominator is that each relates to a different quality of human experience to be upheld in the zone.

The **Remote Zones** make up the core natural areas of the Cape Peninsula. They are the areas within which the presence and impact of people should remain unobtrusive and be subservient to that of nature. Whilst these are the relatively pristine areas of the peninsula and provide refuge from the 'hustle and bustle' of the city, they do not qualify as bona fide wilderness areas. Within the Remote Zone management should set out to:

- protect these relatively pristine areas and "wild" Peninsula landscapes for the appreciation of future generations;
- rehabilitate areas which are currently degraded, but which have the potential to become remote; and
- provide appropriate recreational and educational opportunities that serve to maintain the spiritual and physical well-being of visitors, whilst at the same time maintaining the "wild" qualities of the area.

In the **Quiet Zone** there are more signs of human impact on the environment than in Remote areas, but it remains essentially a place of quietness and naturalness. In many cases this zone comprises the interface, or buffer, between the built and natural environments of the peninsula. As such it is a zone of transition but within it the primary objective remains retaining natural and relatively undisturbed landscape qualities. The Quiet Zone is substantially smaller than the Remote Zone, but accommodates significantly more Park users. It also incorporates most of the Cape Peninsula's heritage areas.

The Quiet Zone should be managed by the controlling authority to accommodate a range of recreation activities. In addition to walking and scrambling, activities such as horse riding, mountain biking and picnicking (no fires) should be allowed in designated areas and along designated routes. Management activities should be similar to those envisaged for Remote Areas, with more focus on the provision and up-keep of facilities and signage, monitoring, the control of use, heritage resource management and urban interface fire management (Ukuvuka initiatives). The impacts of users should be managed at a level that should maintain the area in a natural or near natural state, and ensure the functioning of the area's ecosystems as well as the conservation of cultural landscapes.

The **Low Intensity Leisure Zones** are the well patronised areas of the CPNP that provide accessible, safe, natural areas in which people can relax. They serve as designated localities where leisure and recreational activities take place outside the Urban Edge. Whilst they comprise modified landscapes, the primary management objective is to facilitate a spectrum of leisure and recreation activities that are in keeping with the biophysical, cultural and scenic attributes of their context.

These areas serve as foci for a range of activities, so as to reduce pressure on the more sensitive Quiet and Remote zones. Typically, these areas are disturbed landscapes (such as commercial plantations) where natural ecological processes have been fundamentally altered. As a result they can accommodate significantly larger concentrations of people and activities. Thus, the human experience of this zone is different from the remote and quiet areas of the Park.

High Intensity Leisure Zones are similar in function to the Low Intensity Leisure Zone, but here more concentrated human activities are accommodated. High Intensity Leisure Areas are generally accessible by motor vehicle, and form the basis for access into other use-zones. A range of infrastructure and facilities could be provided in these areas, including: braai facilities, restaurants, rest and bush camps, formal/informal trading, and environmental education facilities. Where applicable EIA and HIA procedures need to be followed in deciding whether to expand or establish new High Intensity Leisure Zones. In all cases High

Intensity Leisure Zones should reflect the ethos and character of the Park. Accordingly higher order and large scale tourist facilities should preferably be accommodated within the urban areas, and not in the designated High Intensity Leisure Zones of the Park.

Visitor Sites

The CDF classifies the Park's existing and potential visitor sites in terms of the following criteria:

- **Scale of Patronage:** A distinction has been made between **high volume** sites (those accommodating more than 100 000 visits per annum), **medium volume** sites (those accommodating less than 100 000 but more than 35 000 visits per annum), and **low volume** sites (those accommodating less than 35 000 visits per annum).
- **Role of the Site:** Each visitor site has been assessed in terms of the primary role it fulfils in the Park. For visitor management purposes a distinction has been made between the following primary roles:
 - **Destinations:** These are essentially the Park's main tourist sites which are visited with the express purpose of seeing or experiencing a specific attraction. They are sites of relatively short duration of visit, primarily for sightseeing purposes.
 - **Transit:** These are sites where the mode of Park access changes (eg: from car to foot) and which function essentially as points of embarkation into the Park.
 - **Leisure:** The primary function of these sites is a place of relaxation and socialisation in a natural setting.
 - **Mixed Use :** These sites have no definitive primary role and serve a variety of purposes such as recreation, leisure, education, transit, sightseeing, refreshments, accommodation, etc.
- **Entry Point:** For visitor management purposes the capacity and characteristics (ecological and cultural) of sites that serve as entry points into the Park were assessed. By definition this includes all transit sites as well as many of the mixed use sites.
- **Patrons:** For visitor management purposes all sites were assessed to determine whether they are used by tourists (foreign and domestic) and/or locals.

Based on the application of these criteria and an assessment of the ecological and cultural characteristics of the different sites, the CDF makes specific proposals for all existing and potential visitor sites in the Park. Development of new visitor sites is not seen as appropriate in the CPNP context. To enhance the visitor experience and cater for the inevitable growth in Park usage, the CDF proposes that existing sites (visitor and utility) are rationalised. Management guidelines for the different functional categories of visitor sites are also specified.

Managing the Park / City Interface

Towards integrating and sustaining a new national park in an historic metropolitan environment, the CDF has formulated proposals for extending the Use Zones from the CPPNE boundary into the urban area. It is recognised that to date private and public landowners surrounding the Park have not been consulted on these draft proposals. Whilst the Park does not have jurisdiction over surrounding land, the proposals put forward for comment are intended to focus attention and stimulate debate on how the new Park / Unicity interface should be managed. From the CPNP's perspective, resolution of this issue is important for the Park to fulfil its environmental conservation mandate.

To this end the CDF delineates the following Use Zones around the Park:

- **Agriculture:** The Agricultural Zones along the eastern escarpment of the Cape Peninsula are landscapes of economic, scenic and cultural/historical significance. The primary management objective is to protect and retain these areas as productive green spaces along the urban fringe, and to ensure compatibility with the abutting built and natural environments.
- **Peri-Urban:** The Peri-urban Zones are mixed use areas (i.e. smallholdings of an extensive residential nature, institutional facilities, farm stalls, etc) of a rural character that fall inside the Urban Edge. They serve as buffers between the urban and natural environments. The primary management objective is to retain their rural qualities in the face of intense urban development pressures.
- **Urban:** The primary management objective within the Urban Zone 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.

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LIST OF ABBREVIATIONS

CDF:	Conservation Development Framework
CMA:	Cape Metropolitan Area
CMC:	Cape Metropolitan Council
CPNP:	Cape Peninsula National Park
CPPNE:	Cape Peninsula Protected Natural Environment
CTM:	Cape Town Municipality
DDF:	Draft Development Framework
DEAT:	Department of Environmental Affairs and Tourism
EEU:	Environmental Evaluation Unit
EIA:	Environmental Impact Assessment
EMS:	Environmental Management System
GIS:	Geographic Information System
HIA:	Heritage Impact Assessment
HRG:	Heritage Resources Group
MSDF:	Metropolitan Spatial Development Framework
NGO:	Non Governmental Organisation
NHRA:	National Heritage Resources Act
SAHRA:	South African Heritage Resources Agency
SANP:	South African National Parks
SEA:	Strategic Environmental Assessment
SPM:	South Peninsula Municipality

1. INTRODUCTION

The Cape Peninsula – from Signal Hill to Cape Point - is world renowned for its unique flora and fauna, spectacular scenery, diverse recreational activities and deep cultural heritage. The recently established Cape Peninsula National Park (CPNP) is situated within a thriving/populous metropolitan area – the City of Cape Town -and attracts millions of visitors each year. Managing the Park on a sustainable basis, especially in relation to the City, poses special challenges.

The Conservation Development Framework (CDF) for the CPNP seeks to address these challenges by setting out a clear spatial framework to guide and co-ordinate conservation and development activities in and around the Park.

In this chapter:

- ❑ The background leading up to the preparation of the Conservation Development Framework (CDF) for the CPNP is outlined.
- ❑ The aims and objectives of the CDF are stated.
- ❑ The study area is defined.
- ❑ The status of the CDF is clarified.
- ❑ The methodology adopted for the preparation of the CDF, as well as the process being followed, are explained.
- ❑ An explanation is given of what the balance of this CDF report covers.

1.1 BACKGROUND

The CDF emanates from a number of recent and current planning initiatives; most important of which, in chronological order, are:

- ❑ A Policy for the Multi-Purpose use of the Cape Peninsula, 1994.
- ❑ Table Mountain National Park Use Zone Map, 1996.
- ❑ Cape Peninsula National Park Proclamation, 1998.
- ❑ Draft Development Framework for the CPNP, 1998.
- ❑ Management Policy and Strategic Management Plan for the CPNP, 2000.
- ❑ Peninsula Urban Edge Study, 2000.
- ❑ CPNP Marine Incorporation Study, currently under way.
- ❑ CPNP Visitor and User Survey, currently being undertaken.

These initiatives are outlined below.

1.1.1 1994 Policy for the Multi-Purpose Use of the Cape Peninsula

In February 1993 the Administrator of the Cape appointed the Environmental Evaluation Unit at the University of Cape Town (UCT) to “provide policy and management options for the future planning, development and management of the mountain chain, constituent nature reserves, forests, monuments and other land included in the Cape Peninsula Protected Natural Environment (CPPNE)”.

The resultant policy document released in 1994 encompassed statements of desired future actions relating to the management of the CPPNE. The study

concluded that “the Cape Peninsula has a variety of physical, ecological and social carrying capacities, ranging from areas which can tolerate and should be developed for intensive use, to those which cannot tolerate as much disturbance and should be managed as wild nature protection areas.”

The study recommended that “human use of the Cape Peninsula should take place according to the management objectives of different functional areas, permitted uses varying from area to area.” Different categories of functional areas were recommended in the study with different intensities of prescribed use, ranging from low levels of human use to areas where intensive use would be desirable and acceptable.

Furthermore the UCT study recommended that South African National Parks (SANP) should manage the Peninsula’s conservation areas. Subsequently the Huntley Committee (chaired by Prof. Brian Huntley of the National Botanical Institute), which was appointed to implement the recommendations of the 1994 UCT study, endorsed the recommendation that SANP be appointed to take over managerial custody of the area.

The 1994 UCT report is an important point of departure for the CDF. It provided the broad policy framework within which the Park was established and within which the Park subsequently formulated its own Management Policy. Moreover it established principles and a conceptual approach to the multi-purpose use of the Cape Peninsula that this CDF takes forward.

1.1.2 1996 Table Mountain National Park Use Zone Map

In February 1996 SANP appointed MLH Architects and Planners to demarcate the CPPNE into the different categories of functional use zones recommended in the 1994 UCT study. The 1996 Use Zone Map produced was the first attempt to determine where and how the CPPNE should be used and where different activities should take place.

The 1996 Use Zone Map demarcated the CPPNE into functional zones and indicated from a National Park perspective what uses were seen as being appropriate in the different zones. The 1996 Use Zone Map report recommended that further work should be undertaken on the following aspects:

- ❑ A revision of the CPPNE boundaries.
- ❑ A management policy for the urban fringe (*ie*: the Park/ urban interface).
- ❑ Clarifying the relationship between the SANP and private landowners in the CPPNE.

The 1996 Use Zone Map is thus also an important point of departure for the CDF. It involved interested and affected parties in its preparation and applied the principles and conceptual approach to the multi-purpose use of the Cape Peninsula on the ground. In the light of recent developments and new information, this CDF updates and refines the 1996 Use Zone Map.

1.1.3 1998 CPNP Proclamation

In May 1998, following negotiations between SANP 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 (CCC), SANP 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 SANP and the local authorities towards meeting their respective management objectives.

Other State, Provincial and certain portions of private land have been incorporated into the CPNP. Currently over 21 000 hectares of the 29 000 hectares which make up the CPPNE are managed as part of the CPNP.

With the imminent establishment of the Cape Town Unicity, the CDF thus also addresses the question of the Park/Unicity interface. It puts forward the Park's position on how it sees integration taking place along the urban fringe by extending the coverage of the 1996 Use Zone Map from the CPPNE boundary up to and into the Urban Edge.

1.1.4 1998 CPNP Draft Development Framework

Shortly after the Park was proclaimed, SANP management released the CPNP Draft Development Framework (DDF) for public comment. The 1998 DDF proposed a conceptual framework for channelling visitors into the Park by way of 'Gateways'. The conservation strategy put forward in the DDF was to channel impacts into areas designed to absorb their effects, as well as harness economic and educational spin-offs.

Faced with significant concerns raised by the public on the DDF, CPNP management 'shelved' the DDF and undertook to revisit it once an overall management policy for the Park was in place.

With a CPNP Management Policy now in place the CDF also addresses the issue of how and where to rationalise Park visitor services and facility provision on a Peninsula wide basis.

1.1.5 2000 CPNP Management Policy and Strategic Management Plan

In the period leading up to the proclamation of the CPNP, SANP committed itself to consultation with the people of Greater Cape Town in formulating an integrated Environmental Management System (EMS) to serve as basis for the new Park's establishment and operation. Subsequent to the proclamation of the CPNP, a participatory process was followed to prepare such a management system and associated policies.

As illustrated below, the Park's EMS involves the adoption and review of Management Policy and Strategic Management Plans every 5 years. Annual Business Plans and Audits form the basis of managing operations.

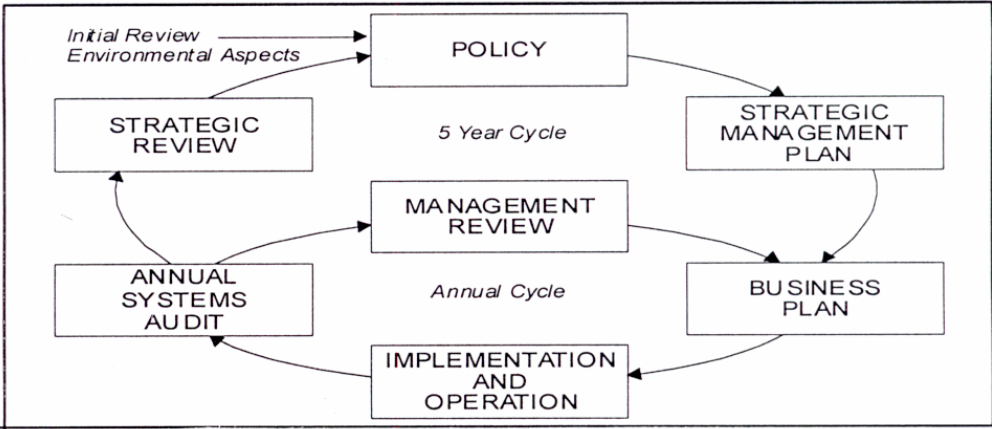


Figure 1

Following far reaching public consultation the Park's first Management Policy is now in place, as is the CPNP Strategic Management Plan for the period 2000-2004.

The CPNP Management Policy calls for the production of an overarching Conservation Development Framework (CDF) that will provide a spatial basis for co-ordinating diverse conservation and development initiatives across the Park. The Strategic Management Plan prioritises the preparation of such a CDF.

The CDF, as the Park's overarching spatial planning framework, will need to be reviewed every 5 years along with the Management Policy and Strategic Plan.

1.1.6 Peninsula Urban Edge Study

In November 1997 VKE Engineers and Planners were appointed by CMC to undertake the Peninsula Urban Edge Study. The study cadastrally defined the 20 year outer extent of urban development around the Peninsula and formulated guidelines for the management of land use on either side of the Urban Edge. The Peninsula Urban Edge Study is currently in the statutory approval stage.

For the first time the spatial extent of urban development around the Park has been fixed, paving the way for protecting the CPNP from urban encroachment and rationalising diverse land uses within the urban fringe. As such the Peninsula Urban Edge Study represents an important informant to the preparation of a Conservation Development Framework for the CPNP.

1.1.7 CPNP Marine Incorporation Study

CPNP's Strategic Management Plan (2000 – 2004) also prioritised the initiation of a study into the possible incorporation of the Peninsula's marine protected areas into the CPNP. This study is currently underway and is being undertaken in parallel with the CDF initiative, with regular exchanges of information between the two exercises.

The Marine Incorporation Study is an important informant to the CDF given the need for a consistent approach to managing visitor and user access to the Park's terrestrial and marine resources.

1.1.8 Current CPNP Visitor and User Survey

Over the 1999 – 2000 period a survey of visitors to, and users of, the CPNP was undertaken. For the first time, this survey provides a current, updateable database of quantitative and qualitative information on CPNP visitors and users, against which future progress and projections can be measured.

The information generated by the survey is an important informant to the CDF as it facilitates effective planning of the range and scale of facilities and services to meet user/visitor needs and Park capacities. It also assists in the identification of priority visitor sites in the CPNP.

1.2 AIMS AND OBJECTIVES OF THE CDF

From the background overview set out above it is evident that the Conservation Development Framework for the Cape Peninsula National Park aims at establishing a spatial basis for the Park's recently adopted Management Policy. It sets out to explore the spatial implications of giving effect to the CPNP's vision of "A Park for All, Forever".

The Conservation Development Framework has been prepared for the following reasons:

- i. The boundaries of the Park, as originally proclaimed in 1998, are continually expanding. As part of the Park establishment programme, the CDF is needed to assist the on-going efforts to consolidate conservation worthy land into the CPNP.
- ii. The 1998 report – "Draft Development Framework for channelling visitors in the CPNP" generated widespread public comment, much of it negative. The CDF, which will replace the 1998 report, represents a response to public concerns previously raised.

The CDF has engaged key role players in a process leading to acceptance of an overall spatial framework for the Park and addresses, along with the Park's Management Policy, outstanding concerns regarding the DDF.

- iii. At the time of the Park's establishment a range of visitor sites were inherited by Park management, many of which are environmentally degraded and subject to problems of 'crime and grime'.

The CDF serves to provide an overall rationale for defining the role and function of priority sites within the Park, as well as to facilitate appropriate remedial action at these sites. A number of sites are currently the subject of detailed planning studies which can only be finalised within the CDF framework.

- iv. Latest research estimates that some 4.7 million visits to the CPNP are made per annum, which makes the Park second only to the Victoria & Alfred Waterfront as the most visited tourist area in the Western Cape. As a land use management instrument the CDF is needed to assist in addressing citywide public access considerations, as well as provide an overall framework within which appropriate services and facilities can be provided for Park users, visitors and tourists at the right places.

The CDF reviews and updates the 1996 Use Zone Map and demarcates the Park into functional use zones and visitor sites. In addition, the CDF defines objectives for the management of different use zones and sets guidelines for conservation/development actions appropriate to each use zone as well as for visitor sites.

- iv. Given the substantial number of visitors to the Park, management and the surrounding local authorities are faced with increasing pressure for the establishment of tourism facilities within and in close proximity to the Park. With the pending establishment of a unicity a CDF is needed to co-ordinate the planning and regulation of land use in the Park and along its fringes.

The CDF serves to help integrate the Park's spatial framework with the land use plans of surrounding local authorities.

Accordingly the CDF, as the overarching spatial framework within which diverse conservation and development initiatives in and surrounding the Park can be guided and co-ordinated, strives to build consensus between Park stakeholders on these issues. The specific objectives of the CDF are as follows:

- i. To update and revise the Use Zone Map prepared for the Cape Peninsula Protected Natural Environment in 1996.
- ii. To rationalise the distribution of visitor facilities and access points on a Park wide basis.
- iii. To formulate conservation development management guidelines for Use Zones, the Park's visitor sites and access points, and the interface between the Park and the Urban Edge.

1.3 STUDY AREA



Figure 2: Study Area

Figure 2 illustrates the various Cape Peninsula geographic areas under consideration in the preparation of the CDF, namely the CPPNE, the Urban Edge and land currently under CPNP management. To meet the objectives of the CDF it is necessary to consider the Park in its Peninsula context and not just focus on land currently under SANP management.

In extending the 1996 Use Zone Map's coverage outside the CPPNE, the CDF demarcates new proposed Use Zones up to and inside the Urban Edge. Within this study area there is public and privately held land that is not within SANP's jurisdiction. Towards reconciling the environmental conservation objectives of the Park with the objectives of surrounding land owners, the CDF puts forward the Park's viewpoint on what it sees as appropriate Use Zones and management guidelines to apply along the Park's fringes. *It is recognised that the Park's viewpoint may not necessarily correlate with those of surrounding land owners. Nonetheless the CDF states the Park's position for response and comment by interested and affected parties.*

The CDF also approaches the rationalisation of the main visitor sites and entry points to the Park from a Peninsula wide perspective. Whilst all visitor sites and entry points are not currently under SANP management, the CDF states the Park's position for response and comment by interested and affected parties.

The draft CDF's proposals focus on the terrestrial environment of the Cape Peninsula. The parallel CPNP Marine Incorporation Study is being released for public review at the same time. When the CDF is revised following the public review period, the intention is to consolidate the marine and terrestrial components in the final CDF.

1.4 LEGAL STATUS OF THE CDF

The CDF is a requirement of CPNP's Management Policy. It is a spatial framework for management to use to guide and co-ordinate conservation and development initiatives in and surrounding the Park. The CDF has no legal status and has not been prepared in terms of any land use planning or environmental legislation. As such the CDF's proposals do not grant any new rights to either the Park or surrounding land owners, nor do they take away current rights.

Once approved by SANP management and the CPNP Committee the CDF will be used as the overarching spatial framework for all Park land. The subsequent implementation of any proposal within the Park emanating from the CDF will still be contingent on the successful completion of an Environmental Impact Assessment (EIA) and/or Heritage Impact Assessment (HIA) where required, in accordance with the requirements of the Environmental Conservation Act 1989 (Act 73 of 1989) and National Heritage Resources Act 1999 (Act 25 of 1999).

1.5 APPROACH FOLLOWED IN PREPARING THE CDF

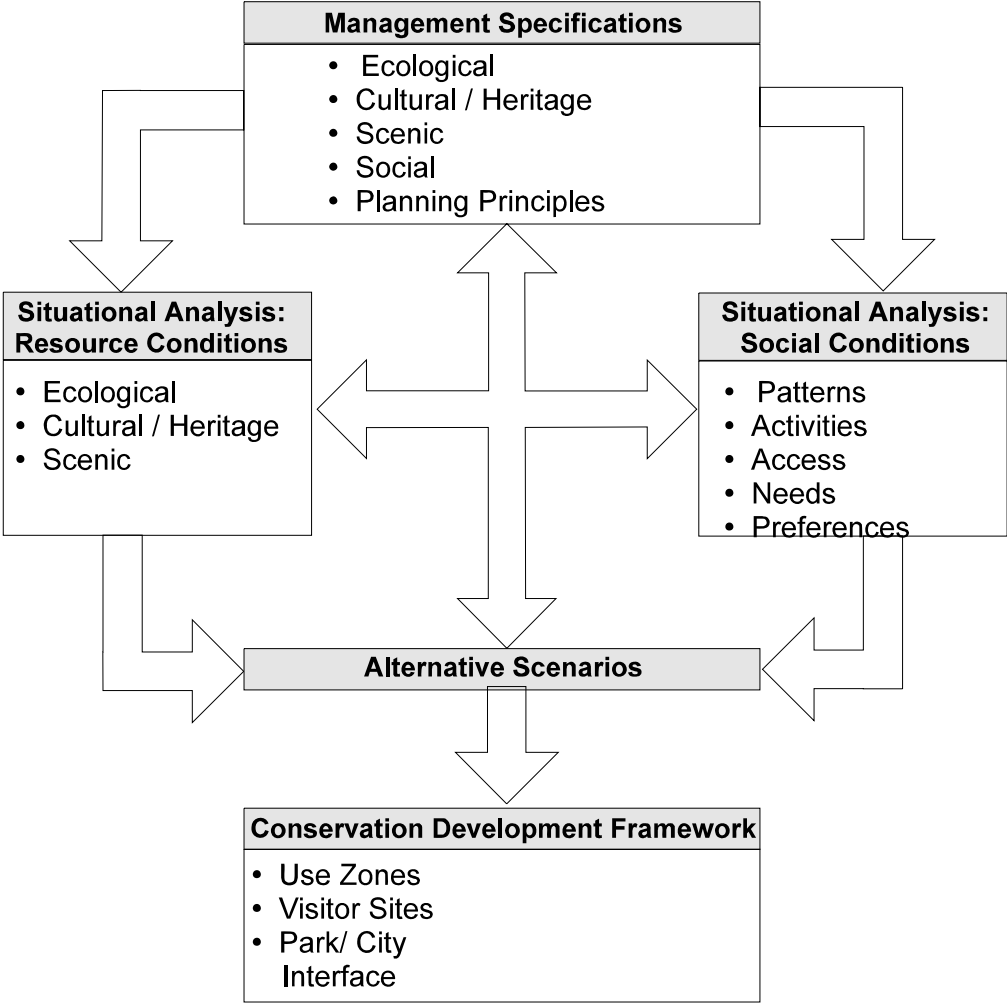
The Conservation Development Framework for the CPNP is being prepared in accordance with the Strategic Environmental Assessment (SEA) Guidelines of the Department of Environmental Affairs and Tourism (DEAT). SEA is an instrument for integrating environmental issues into the formulation of plans or programmes. The DEAT Guidelines define SEA as "a process of integrating the concept of sustainability into strategic decision-making".

In contrast to EIA's which assess the impact of a specific development proposal on the environment, SEA's assess the opportunities and constraints that the environment places on development. It is an appropriate methodology to follow to prepare the CDF as it is driven by the concept of sustainability and it allows for the cumulative effects of tourism and recreation pressures on the Park to be dealt with.

Figure 3 illustrates the SEA approach followed in the preparation of the CDF. The CDF's points of departure are the sustainability objectives as set out in CPNP's Management Policy. These represent management specifications of acceptable resource and social conditions to be achieved in the Park. As such they are the criteria for levels of environmental quality that the CPNP have set, or in other words the limits of acceptable change.

From this basis a situational analysis has been undertaken of resource and social conditions in the Park. This involved analysing the relationship between existing conditions and those seen as being acceptable. Alternative scenarios for achieving the management specifications were then considered in formulating the draft CDF.

Figure 3: Approach Followed



1.6 CDF PREPARATION PROCESS

The CDF is being prepared in terms of IEM procedures. The process being followed is illustrated and explained below:

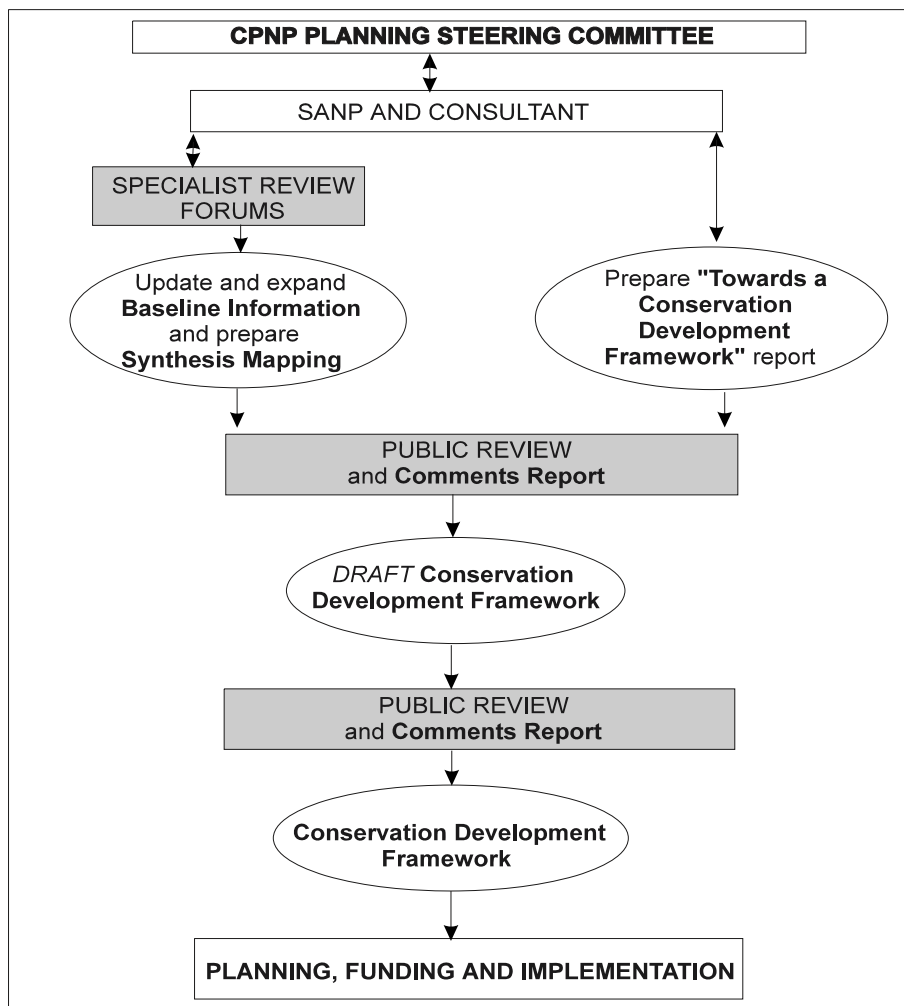


Figure 4

- i. Firstly, a "**Towards a CDF**" report was prepared to introduce and explain the Park's intentions in preparing an overarching spatial framework.
- ii. Simultaneously, **Baseline Information and Sensitivity Maps** used to prepare the 1996 CPPNE Use Zone Map were reviewed, updated and expanded where necessary (see Box 1 and Annexure A). In addition a set of thematic or **Synthesis Maps** was prepared to illustrate ecological, cultural, visual, traffic, geotechnical and land use considerations in the Peninsula. This exercise formed part of the situational analysis and served as an informant to the CDF.
- iii. Next, both the "Towards a CDF report" and the Baseline Information and Synthesis Maps were reviewed. The **review process** was undertaken in June and July. The "Towards a CDF" report was reviewed by the CPNP Planning Steering Committee, specialist forums, I&APs and the public. An external consultant consolidated comment received on the report and

baseline information, and fed these inputs into the CDF process. A "Comments and Responses" report was issued setting out the issues raised in the review process and how these were to be addressed in the CDF.

- iv. On account of shortcomings in the Park's cultural heritage information base, as identified in the review process, a Task Team of heritage specialists was appointed by SANP to prepare a provisional heritage resources map for use in preparing the CDF.
- v. Drawing on the outcomes of the above activities, this **draft Conservation Development Framework** has been prepared.
- vi. A second round **review process** of the draft CDF has been initiated. As with the first iteration, the steering committee, specialist forums as well as the public will be given the opportunity to comment on the findings and recommendations of the draft CDF. An external consultant will once again consolidate and group all comment received, and issue a **Comments and Responses Report** as input to the subsequent refinement and finalisation of the CDF.
- vii. To conclude, issues raised in the Comments and Responses Report will then be addressed and the Conservation Development Framework finalised. The final report will then be subject to the Park's internal approval system, including review by the CPNP Committee, before being adopted as the CPNP's spatial framework.

1.7 STRUCTURE OF THIS REPORT

The balance of this draft CDF report is structured as follows:

- Chapter 2 sets out the environmental and social specifications to be achieved in the Park as set out in CPNP's Management Policy.
- Chapter 3 presents a situational analysis of environmental and social conditions in the Park.
- Chapter 4 considers the opportunities and constraints and alternative scenarios for the meeting of management objectives.
- Chapter 5 presents the CDF proposals, namely the Use Zone Map, visitor sites and management guidelines for both Use Zones and visitor sites.
- Chapter 6 draws conclusions and puts forward recommendations.

2. MANAGEMENT SPECIFICATIONS

“The CPNP, together with relevant local, provincial and national authorities, shall seek to integrate planning and development in areas of their respective control by producing an overarching Conservation Development Framework for the Park through a participative holistic planning process” (CPNP Management Policy 2000).

This chapter provides a conceptual framework to the CDF. It sets out CPNP management specifications, or performance standards, for the desired environmental qualities the Park should exhibit and the experiences it should provide to visitors and users.

To this end the chapter:

- ❑ Sets out guiding principles from CPNP’s Management Policy as well as the Metropolitan Spatial Development Framework (MSDF).
- ❑ Specifies the ecological, cultural and scenic resource conditions to be achieved in the Park.
- ❑ Specifies the visitor and user conditions the Park should offer.
- ❑ Provides a set of planning principles that underpin the CDF.

The management specifications set out in this chapter are essentially qualitative in nature. They are a product of the Park’s consultative EMS process and represent the collective values of CPNP stakeholders. They are the benchmark against which CDF proposals should be tested. Moreover, for monitoring and evaluation purposes, quantitative measures of the specifications (i.e. sustainability indicators) need to be determined as prioritised in CPNP’s Strategic Management Plan.

2.1 CPNP MANAGEMENT POLICY

For the CDF to give spatial expression to the CPNP Management Policy, it must ensure that conservation and development planning for the CPNP:

- i. Maintains and enhances the integrity of ecological, cultural and scenic resources;
- ii. Contributes to the financial sustainability of the Park; and
- iii. Is integrated and co-ordinated with the development and planning of the Cape Peninsula.

Towards the realization of the vision of *“A Park for All, Forever”* the CPNP’s Management Policy sets out the following guiding principles:

- ❑ Custodianship of a valuable public asset
- ❑ Park as common heritage of all
- ❑ Duty of care by all
- ❑ Balance of ecological sustainability, social equity and economic efficiency
- ❑ Park and its surrounds form an indivisible system
- ❑ All life forms and ecological systems have intrinsic value
- ❑ Participation and partnerships

- ❑ Equitable access to the Park and its benefits
- ❑ Precaution in situations of uncertainty
- ❑ Empowerment of stakeholders through capacity building and access to economic opportunities
- ❑ Co-operative governance to ensure conservation of the Park
- ❑ Excellence in management and services.

2.2 METROPOLITAN SPATIAL DEVELOPMENT FRAMEWORK

Towards the sustainable integration of conservation and urban areas within the Cape Peninsula, the following guiding principles of the Metropolitan Spatial Development Framework (MSDF) serve as informants to the CDF:

i. Managing for Sustainability

The MSDF's overall goal is a sustainable and equitable Cape Metropolitan Area (CMA). Its key strategies for reaching this goal are:

- ❑ Urban compaction (containing urban sprawl)
- ❑ Protection of natural and agricultural resources
- ❑ Concentrating higher order urban activities and services in designated nodes and corridors within the built-up area
- ❑ Demarcating an Urban Edge
- ❑ Managing open space systems
- ❑ Encouraging economic innovation and efficiency

ii. Containing Urban Sprawl

Containment involves limiting sprawling development through the demarcation of an Urban Edge and the guidance of growth through management policies. The net effect is to direct urban development inwards resulting in higher densities within built-up areas.

iii. Residential Intensification

Residential intensification, particularly near transport facilities and job opportunities, is to be achieved through infill, conversion of buildings, subdivision (inside the urban Edge), and redevelopment.

iv. Urban Integration

Urban integration encompasses the following:

- ❑ Housing development close to opportunities (job, transport, shopping, social services)
- ❑ Integration of urban land uses, especially at designated nodes or corridors
- ❑ Development of vacant and under-utilized land within the urban edge

v. Redressing Imbalances

The unequal distribution of urban facilities and opportunities should be redressed by:

- ❑ Directing public investment in infrastructure and social services to impoverished areas
- ❑ The development of new and existing centres for economic growth and opportunities

vi. Creating Quality Urban Environments

Urban environments that are conducive to positive social and economic development are to be promoted through mixed use development, addressing security risks and creating a sense of place.

2.3 ECOLOGICAL SPECIFICATIONS

The specifications that have been set in CPNP's Management Policy for the ecological conditions to be maintained in and around the Park are as follows:

- ❑ Rehabilitation and conservation of biodiversity.
- ❑ Conservation of threatened or unique habitats or species
- ❑ Rehabilitation and conservation of degraded ecological resources
- ❑ Rehabilitation and re-introduction of indigenous vegetation
- ❑ Permanent removal of all invasive plants
- ❑ Management of non-invasive alien plants
- ❑ Conservation and re-introduction of locally indigenous fauna
- ❑ Humane removal of problem alien faunal species
- ❑ Establishment of biological corridors for natural systems continuity
- ❑ Incorporation into the Park of terrestrial, freshwater and marine areas that enhance biodiversity
- ❑ Conservation of geological and geomorphological features
- ❑ Management of permitted use of biological resources

2.4 CULTURAL HERITAGE SPECIFICATIONS

The specifications that have been set in CPNP's Management Policy for the conservation of cultural heritage resources in and around the Park are as follows:

- ❑ Rediscovery, rehabilitation and nurturing of cultural heritage resources
- ❑ Protection and management of tangible and intangible cultural heritage resources
- ❑ Restoration and rehabilitation of tangible cultural heritage resources
- ❑ Inclusion of areas of cultural heritage significance inside the Park
- ❑ Encouraging and celebrating cultural diversity and spiritual significance
- ❑ Making accessible to surrounding communities benefits arising from conservation of cultural heritage
- ❑ Linking the cultural heritage resources of the Park with those of the Cape Peninsula
- ❑ Developing interpretative materials and facilities

- Integrating cultural heritage management with other Park management functions
- Managing non-invasive alien plants within the historical context of the landscape

2.5 SCENIC RESOURCE SPECIFICATIONS

The specifications that have been set in CPNP's Management Policy for the maintenance of scenic resources in and around the Park are as follows:

- Conservation of scenic integrity
- Restoration of natural and cultural landscapes and scenic views
- Mitigation of impacts on scenic landscapes.

2.6 VISITOR AND USER SPECIFICATIONS

The following specifications have been set in CPNP's Management Policy for the quality of experience the Park should offer visitors and users:

- Provision of a unique experience
- World-class service and facilities
- 'Channelling' of visitor and user access
- Conservation of the wilderness quality of remote areas
- Maintaining the quality of visitor and user experience
- Developing a path system for different movement modes
- Improving safety and security
- Optimising visitor and user numbers within the carrying capacities of different areas of the Park
- Maintaining an open-access system
- Ensuring affordable access to locals at pay points
- Limiting the spatial extent of high intensity use areas
- Managing access to sensitive or degraded areas
- Creating opportunities for economic empowerment
- Developing mutually beneficial partnerships with stakeholders
- Implementing transformation
- Optimising and delivering benefits to local communities
- Developing volunteer programmes
- Promoting awareness of expected visitor experience
- Managing recreational activities

2.7 CDF PLANNING PRINCIPLES

Whilst the CDF as a spatial framework is open to refinement and revision, such amendments need to be governed by a set of guiding principles. Informed by the guiding principles of the Park's Management Policy and those of the MSDF, the following set of planning principles underpin the Conservation Development Framework. The planning principles set out below are grouped in accordance with the CDF's different themes.

i. Park Establishment and Sustainability

- ❑ Consolidate and protect conservation worthy land, contain urban development inside the Urban Edge, concentrate the provision of higher order facilities and services at designated sites (preferably inside the Urban Edge).
- ❑ Integrate conservation management of the Cape Peninsula's ecological, cultural and scenic resources.

ii. Biodiversity Conservation

- ❑ Provide for the continuity of ecological systems on a peninsula wide basis. This principle has applicability both within and between the Cape Peninsula's terrestrial and marine environments, as well as its urban and conservation areas. Outside the Urban Edge this involves consolidating fragmented natural environments and maintaining ecological corridors. Inside the Urban Edge this involves integrating local and metropolitan open space systems and linking them down to the coast and into the mountains. The resultant 'green structure' should function as a principal structuring element of the Cape Peninsula.
- ❑ Protect the Cape Peninsula's sensitive habitats and core conservation areas from intrusive impacts.

iii. The Park Community

- ❑ Co-ordinate conservation and development initiatives on a peninsula wide basis by building working relationships and establishing partnerships between Park stakeholders, local communities and land owners.
- ❑ Use the Park as a mechanism to empower previously disadvantaged communities both environmentally and economically.

iv. Cultural and Heritage Conservation

- ❑ Recognise, respect and celebrate the Cape Peninsula's varied tangible and intangible cultural sites, precincts, places and landscapes as an important community resource.
- ❑ In contrast to biodiversity conservation principles, promote access to cultural landscapes and use them as localities that give expression to the vision of "*a Park for all, forever*".

v. Conservation Planning and Development

- ❑ The attraction of the Park is inextricably linked to the sustainable conservation of the peninsula's natural, cultural and scenic resources.
- ❑ Use the CDF as means of integrating the Park's conservation and development initiatives with those adjacent to the Park.

- Ensure a consistent approach to environmental conservation and development throughout the Cape Peninsula.

vi. Visitor Management

- Align the type, range, scale and form of Park visitor facility provision with the articulated needs and preferences of users.
- Cluster visitor facilities at locations that are readily accessible to the Park's existing and prospective user profile, with specific attention to availability of public transport and engineering services.
- Channel visitor access into the Park through a network of established and accessible entry points, differentiated according to the scale of patronage.
- Differentiate the level of facility provision at the Park's different sites in accordance with the number of visitors using the site.
- Accommodate larger scale commercial visitor facilities within urban areas, rather than within the Park.
- Identify existing structures within the Park for the accommodation of visitor facilities in preference to 'green fields' development.
- Target cultural precincts on the fringe of the Park that require rehabilitation as prospective localities where appropriate visitor facilities can be established.
- In developing Park visitor facilities ensure that the cultural, social and natural resource qualities giving rise to the locality's unique 'sense of place' are not compromised.
- Apply the precautionary principle to the provision of visitor facilities where there is uncertainty about the nature and scale of potential impacts.
- Assess and evaluate cumulative impacts of incremental development within the Park.

vii. Park – City Interface

- Reinforce the urban edge by maintaining zones of decreasing land use intensity (i.e. transition zones) as one moves from the urban area into the Park.
- Afford appropriate protection to historic rural landscapes along the eastern escarpment of the peninsula.
- Maintain ecological corridors from the Park and through urban areas.

- Integrate fire and alien vegetation management programmes along the Park – City interface.

viii. Awareness, Education and Training

- Use the CDF as a means of forging a common environmental management approach between Cape Peninsula authorities and land owners.
- Raise awareness of and promote community involvement in the understanding of the cultural history relevant to the CPNP.

ix. Research, Monitoring and Information Management

- Establish and monitor sustainability indicators as means of managing visitor impacts.
- Augment Park's ecological information base with cultural and heritage information.

x. Legal and Institutional Requirements

- Where appropriate undertake EIA's and/or HIA's at an appropriate level of investigation for proposed developments within the Park.
- Establish consistency between Land Use Zoning Schemes in operation in the areas surrounding the Park and the CDF.

3. SITUATIONAL ANALYSIS

The Cape Peninsula is internationally recognised for its unrivalled combination of ecological, cultural and scenic resources. The uniqueness of the CPNP stems from the juxtaposition of its extensive conservation areas within a diversified and vibrant metropolitan environment. The CDF strives to establish a spatial basis for sustaining this new Park in the City, to the benefit of both visitors and the local community.

To this end this chapter contextualises the CDF:

- The significance and role of the CPNP is considered.
- A profile of visitors to, and users of, the Park is given.
- An overview of ecological and cultural heritage considerations in the Park is presented.

3.1 SIGNIFICANCE OF THE CAPE PENINSULA

The significance and uniqueness of the Cape Peninsula stems from the following factors:

- The Cape's global location and setting (a gateway to Southern Africa and also perceived by many to be the southern tip of Africa and the meeting place of the Indian and Atlantic oceans).
- As part of the Cape Floral Kingdom the peninsula has the highest number of species and the highest biodiversity for any equivalent sized area in the world.
- It reflects a gradation of human interventions over time going back to the Early Stone Age period and extending up to the democratic era South Africa has recently entered.
- It is a landscape renowned for the scenic splendour of its mountains, coastline and beaches.
- It is surrounded by a city of over 4 million people.

3.2 ROLES OF THE CPNP

As custodian of most of the Cape Peninsula's unique assets, the CPNP fulfils a variety of different roles. These include the following:

- vi. From an international and national perspective the CPNP is one of Southern Africa's premier tourist destinations. In terms of both income generation and job creation, **tourism** is a major contributor to the domestic economy. All indications are that tourist numbers will continue to show significant growth in the coming years. Faced with increasing tourist demands and resultant pressures on popular visitor sites, maintaining the quality of CPNP sightseeing experiences emerges as a key theme the CDF needs to address.

The fundamental **economic** importance of the CPNP and its significant prospects are thus inextricably tied to the sustainable conservation of its ecological, cultural and scenic attractions.

- vii. Situated within the Cape Metropolitan Area (CMA), the CPNP functions as an important daily and week-end **leisure and recreation** area for the Cape Town community as well as for visitors to the city.
- viii. As the habitat for a range of threatened and endemic species, the CPNP fulfils a vital **ecological** role in terms of biodiversity conservation.
- ix. As a landscape that reflects the impacts of mankind on the environment going back to the Early Stone Age period, the CPNP serves a vital role as a **heritage conservation** area.
- x. As the venue of diverse environmental education, training, research and monitoring functions, the CPNP fulfils a unique and vital role as a **place of learning and caring about the environment**.
- xi. As the locality of CMA bulk infrastructure networks and Defence Force installations, the CPNP also serves an important **utility** role.

It is clear that the CPNP functions as a lot more than a nature area. The CDF needs to establish a spatial framework within which these diverse, and sometimes conflicting, roles can be reconciled on a sustainable basis.

3.3 VISITORS AND USERS OF THE CPNP

In terms of responding to the needs and preferences of the Park's patrons, the preliminary findings of the CPNP Visitor and User Survey 1999-2000 provide useful informants to the CDF.

The following aspects are presented below:

- Profile of CPNP visitors and users.
- Popular CPNP sites.
- Issues and implications of the findings of the survey.

3.3.1 Profile of CPNP Visitors and Users

Distinguishing between those Park patrons who do not live in Cape Town (referred to here as CPNP visitors) from those who do (referred to as CPNP users), the Survey's findings indicate the following profile:

Overall Visits:

- In total the CPNP has some 4.7 million visits per year (inclusive of the 600 000 visits per annum to Kirstenbosch which is not managed by SANP)
- Visitors comprise approximately 39% (1.82 m) of total visits and users 61% (2.88 m)
- Most people visiting the Park were accompanied by family (51%) and friends (36%)

Overseas Visitor Profile:

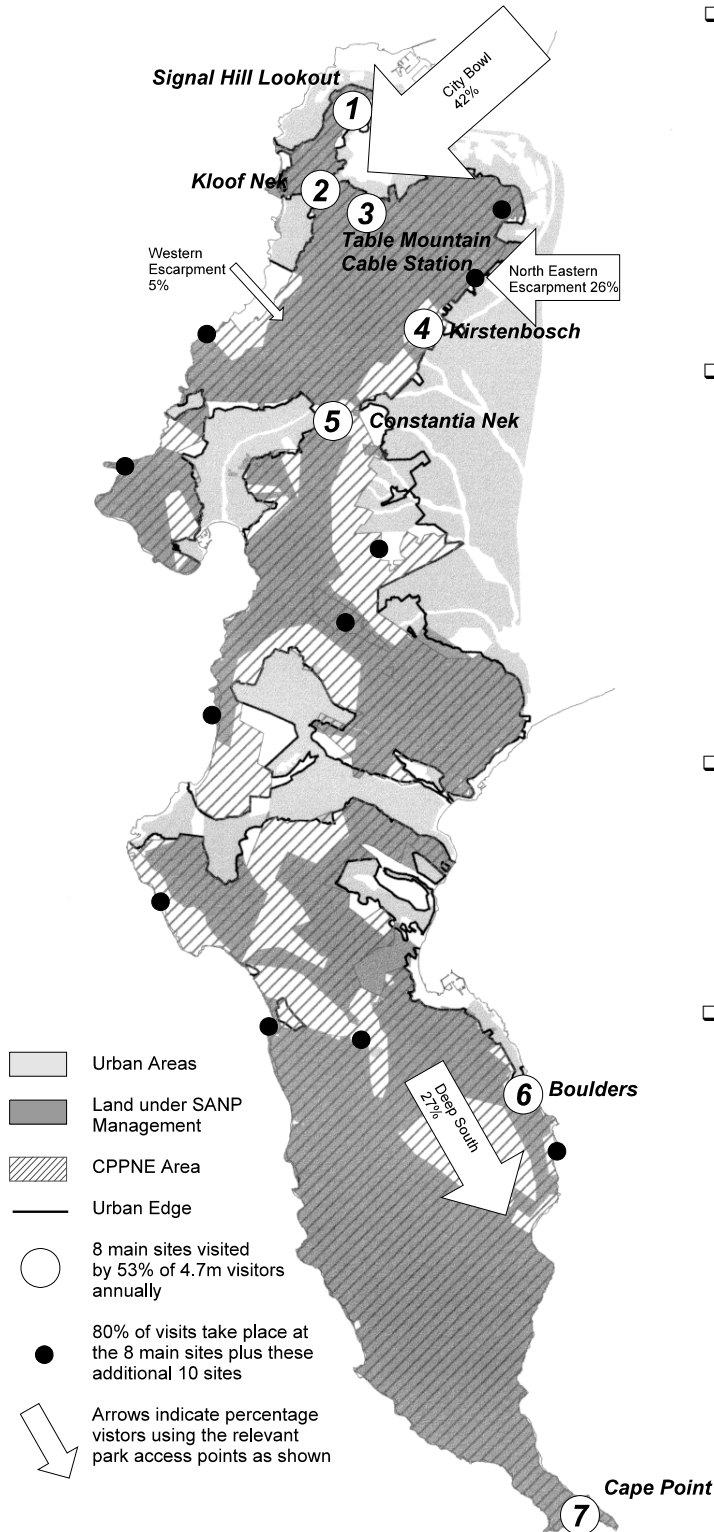
- 69% of visitors are from overseas and their main reasons for visiting the Park are as follows:
 - Sightseeing 86%
 - Walking 46%
 - Swimming 7%
 - Beach use 6%
 - Picnicking 4%
- International visitors spend a short time in the Park, with 42% visiting for less than an hour and 40% between 1 and 3 hours.
- 37% of international visitors had visited the Park before.
- Overseas visitors ratings of their overall experience in the Park on average were higher than that of locals.
- Quality of the natural environment was rated higher by international visitors than by local visitors.

Profile of Local Users:

- The majority of local Park users were from middle- and high-income suburbs of Cape Town (45% and 44% respectively), and only 11% were from low-income areas.
- Most users live within 10 km of the Park (72%), almost a quarter between 10 and 20 km away, and only 5% from further a field.
- The main reasons people gave for using the Park were as follows:
 - Walking 46%
 - Sightseeing 34%
 - Picnicking 13%
 - Braaiing 10%
 - Swimming 8%
 - Cycling 5%
 - Running 3%
 - Fishing 2%
 - Diving 1%
 - Rock climbing 1%
 - Flora/fauna 1%
- Local users spend on average longer in the Park than visitors with 28% spending less than an hour, 40% between 1 and 3 hours, and 31% more than 3 hours.
- Local users spend longer in the Park the further away they live
- 93% of local users had visited the park before, and the most frequent periods of use are weekly and monthly
- Users from lower-income groups rated their overall Park experience lower than higher-income groups
- Signage and parking received the lowest overall ratings, with those who lived furthest from the Park giving the lowest ratings
- The private motor car (87%) is the most common mode of transport used to get to the Park

3.3.2 Popular CPNP Sites

Figure 5 below illustrates the spatial distribution of visits across the Park. It is evident that CPNP patronage patterns are highly concentrated, as reflected in the following statistics:



- 53% of the total 4.7 m annual Park visits take place at only 8 sites, namely: Table Mountain Cable Station, Cape Point, Kirstenbosch, Signal Hill Lookout, Boulders Beach, Constantia Nek, and Kloof Nek.
- 80% of total Park visits take place at 18 sites (sites as listed above plus Silvermine, Oudekraal, Soetwater, Miller's Point, Sandy Bay walk, Newlands forest walk, Noordhoek beach, Perdekloof, Rhodes Memorial, Scarborough beach and Tokai forest).
- An additional 11 locations account for approximately 12% of annual Park visits, at a rough average (good weather) of less than 500 visits per day at these sites.
- A further 41 locations attract some 8% of total visits at an average of less than 100 visits per day.

3.3.3 Issues and Implications

From a preliminary analysis of the Survey findings to date the following CDF issues and implications are identified:

□ **Role of the CPNP:**

Visitors and users expressed their deepest appreciation of the value of the Park as a conservation environment which serves as a place of retreat and relaxation.

□ **Facilities Required:**

The provision and upgrading of basic facilities to serve the needs of those walking, sightseeing or picnicking was emphasised by respondents. Basic facilities were defined as follows:

- Toilets
- Information and signage
- Walkways, footpaths and trails
- Safety and security
- Protection and promotion of sites of historical and cultural value
- Education and interpretative facilities
- Picnic facilities (upgrades and new)
- Shade and seating where visitors have to wait
- Parking, road upgrading and peak season traffic control
- Litter control and prevention of vandalism
- Protection and maintenance of the environment

□ **New Developments:**

The vast majority of respondents stated a preference for limited, sensitive development of appropriate facilities in keeping with the protected natural environment and outdoor activities. A strong aversion was expressed for developments perceived as 'large scale' or "commercialised".

The main concerns raised about the prospect of new visitor facilities in the Park related to them being "environmentally friendly" with respect to their scale, design, materials and location. Facilities perceived as 'large scale' and 'high impact' were generally considered to be more appropriately accommodated within the urban areas.

Respondents expressed a preference for the efficient use of existing facilities within or close to the Park, as well as the multi-use of facilities. Furthermore, respondents expressed a willingness to pay user fees for the establishment and maintenance of appropriate facilities.

Mixed responses and suggestions were made regarding visitor facilities such as refreshment kiosks, tea rooms and craft sales outlets.

3.4 ECOLOGICAL CONSIDERATIONS

The ecosystems of the Cape Peninsula are widely recognised to be unique, and have the following features (as per the findings of 1994 UCT Study p34-38 and as illustrated in the Ecological Significance Thematic Map which formed part of the June 2000 "Towards a CDF" report):

- ❑ As part of the Cape Floral Kingdom, the area has the highest recorded species density for any temperate or tropical region of the world for any equivalent sized area) as well as the highest number of endemic plant species.
- ❑ Several faunal groups also exhibit high levels of species richness and endemism.
- ❑ The streams and wetlands of the Cape Peninsula are diverse in terms of chemistry, habitat type and biotic community structure. They support high levels of floral and faunal diversity as well as a high degree of faunal endemism. Much of the surface hydrology of the Cape Peninsula represents ecosystems poorly represented elsewhere.
- ❑ Oceanographic conditions along the Cape Peninsula provide an extremely favourable habitat for a wide variety of marine plants and animals.
- ❑ The abiotic features of the Cape Peninsula, comprising the rocks, minerals, soils and landforms support, or are integral to maintaining, the rich diversity of life.
- ❑ Ecosystems of the Cape Peninsula provide a variety of services: they cleanse water, disperse and absorb pollution, and maintain soil fertility. Plants stabilise soil and prevent erosion, contributing to stable and scenically attractive landscapes.

Notwithstanding these ecological features, the richness of the Cape Peninsula's biodiversity is under serious threat. It is for this reason that biodiversity conservation is a central theme of CPNP's Management Policy. Current threats to the ecological integrity of the Park that CPNP management faces include:

- ❑ the possible loss of rare and endangered plant species;
- ❑ invasive alien plants and animals;
- ❑ abnormal and intense fire regimes aggravated by dense stands of alien plants;
- ❑ urban encroachment into nature areas;
- ❑ increased recreational use of the Cape Peninsula;
- ❑ modifications to surface hydrology; and
- ❑ soil erosion.

3.5 CULTURAL HERITAGE CONSIDERATIONS

In the June 2000 report entitled 'Towards a Conservation Development Framework for the CPNP', a thematic map of cultural and historic features was prepared from CPNP's GIS data files. Comment from the South African Heritage Resources Agency (SAHRA), the Cape Town City Council (CCC), NGOs and

members of the public indicated significant shortcomings in the heritage resource information base, which could affect the preparation of an adequate CDF.

As a result the CPNP appointed a multidisciplinary team, referred to here as the Heritage Landscape Group (HLG), to prepare a provisional synthesis map of the heritage resources in the CPNP. This Park management see as a preliminary step before moving on to the preparation of a Heritage Resources Management Plan, as required in terms of Section 47 of the National Heritage Resources Act (NHRA), Act 25 of 1999, and as prioritised in CPNP's Strategic Management Plan.

In their report to SANP the HLG supports the position taken by the World Heritage Convention, adopted by UNESCO in 1972, "linking the concepts of nature conservation and the preservation of cultural sites and thus acknowledges that cultural identity is strongly related to the natural environment in which it develops" (SANP Symposium 1998:4).

Further, in the context of South Africa, the HLG emphasises the need to transform notions of heritage to include previously marginalised and silenced histories. National parks have been precincts of privilege - spaces that excluded most South Africans. This artificial separation has caused tensions and distress, especially in a Park located within a densely populated urban environment, such as Cape Town.

Map 1 illustrates the provisional Heritage Resources Synthesis Map prepared by the HLG as input into the CDF. The provisional map has been prepared in accordance with the definitions set out in the NHRA and identifies heritage areas, places and sites.

Pending the preparation of a Heritage Resources Management Plan for the CPNP, in their report to SANP the HLG propose that a suitable information gathering and dissemination system is introduced that has the capacity and flexibility to incorporate a range of resources into **heritage registers**. Together these would form a resource from which useful outcomes could be created for management and public consultation purposes.

In their report to SANP the HLG point out that the CPNP includes places and sites representing the distant early human past through to the modern human history of the Cape. There is particular potential for the integration of key prehistoric sites into scenic routes as well as identifying places representing the history of South Africa.

Historical layering helps gain a sense of this chronological depth and allows one to conceptualise continuity and change through time. The table below is embedded in the heritage register for the identification of documented areas, places and sites of known date/period. The recording process identifies areas of rich or complex history and indicates levels of significance.

In general, the Early Stone Age is relatively poorly represented, so these sites are rated with high significance by archaeologists. Many traces of the Middle and Late Stone Age and early contact period have been obliterated by subsequent settlement and developments, but the topographical landscapes of those periods remain.

Period	Date
<i>Indigenous</i>	
Early Stone Age	± 3 million to 300 000 years ago
Middle Stone Age	± 300 000 to 30 000 years ago
Late Stone Age	30 000 to pre 2000 BP
Late Stone Age	Post 2000 BP to 1500 AD
Early contact	About 1500 AD
<i>Colonial</i>	
Dutch East India Company	1652 to 1795
Transitional British & Dutch occupation	1795 to 1814
British Colony	1814 to 1910
Union of South Africa	1910 to 1961
Republic of South Africa	1961 to 1996
<i>Democratic</i>	
Republic of South Africa	1996 to present

The provisional Heritage Resources Synthesis Map prepared by the HLG is a synthesis indicating some of the complex issues around the cultural landscape of the CPNP. The status of the map is simply a provisional synthesis of some criteria able to be mapped. The map indicates how the CPNP is integrated with the city: it shows the relationship between urban conservation areas and the natural conservation landscapes.

The emphasis on integration enabled the HLG to identify some areas of major and immediate significance. For example, specific parts of the CPNP (such as Table Mountain and Cape Point) are entities that are viewed by the public from afar and have visual, spiritual and cultural landscape significance as well as historical significance.

For the purpose of this synthesis map, significant cultural landscapes were identified as broad zones in which there is an intensity of heritage areas. They may be, variously, known archaeological sites, buildings and building precincts, areas, spaces, routes, nodes or zones - built or landscape features - which have significance through known presence or associated use and memory.

The heritage areas shown on Map 1 are listed below: (Note that the names used are merely descriptive and that the HLG recognises that the places are known by other associated naming.)

Heritage Areas

1. Signal Hill
2. Lion's Head, Kloof Nek and the Glen
3. Van Riebeeck Park
4. Grootte Schuur
5. Table Mountain
6. Newlands
7. Suikerbossie
8. Orangekloof
9. Constantia Nek
10. East Fort
11. Tokai
12. Silvermine Dam
13. Die Josie
14. Chapman's Point
15. Groot Silwermyl
16. Kalk Bay
17. Imhoff's Gift
18. Soetwater
19. Witsand
20. Klienplaats dams
21. Perdekloof
22. Redhill / Klaver Valley
23. The Boulders
24. Miller's Point
25. Smitswinkel Bay
26. Buffels Bay / Smith's Farm
27. Cape Point
28. Camps Bay Kramat
29. Oudekraal / Bellsfontein Kramat

4. MANAGEMENT ALTERNATIVES

Having set the specifications for environmental resource and social conditions to be maintained in the Park in Chapter 2 and assessed the current situation in Chapter 3, in this chapter management alternatives are considered.

In the chapter:

- the opportunities and constraints that the environment presents for recreation and tourism are presented;
- means of integrating ecological and heritage resource conservation efforts in the Park are explored;
- the appropriateness of Use Zones are then considered as are options for visitor access and facility provision; and
- alternative models for managing the multi-purpose use of the Cape Peninsula are considered.

4.1 OPPORTUNITIES AND CONSTRAINTS

Opportunities that the Cape Peninsula environment presents for tourism and recreation include the following:

- i. The range of landscapes, habitats, heritage areas and scenery across the peninsula provides for diversity of visitor experience and caters for those who want to pursue either active or passive outdoor interests.
- ii. Given the geographic extent of the peninsula's natural areas and the relative inaccessibility of much of the terrain, the Park provides a unique refuge from the stresses of urban living.
- iii. The floral and faunal diversity of the peninsula and the relatively pristine condition of many of the natural areas means that the Park can provide a first hand experience of nature to many.
- iv. As a place that was first impacted on by humans millions of years ago, the Cape Peninsula presents a unique legacy of how people have responded to the environment over the ages. Appreciation of these valuable heritage resources and recognition of the significant tourism opportunities arising from their discovery is a relatively new phenomenon.

Constraints that the Cape Peninsula environment places on tourism and recreation include the following:

- i. The rugged topography and the geography of the peninsula provides a natural restriction on public access.
- ii. Land shortages and development pressures emanating from the urban environment undermine the integrity of abutting natural areas.
- iii. Steep topography and geotechnical instability restrict the availability of areas suitable for recreation pursuits.

- iv. The proximity of the peninsula's various sensitive habitats to urban areas makes them vulnerable to human impacts.
- v. The scenic qualities of the landscapes of the peninsula are periodically diminished as a result of the area being a fire prone environment.

4.2 INTEGRATING ECOLOGICAL AND CULTURAL HERITAGE CONSERVATION

Historically South Africa's National Parks focused on conserving the biophysical environment. Cultural heritage considerations were perceived to be something separate that took place outside Parks and involved the preservation of isolated buildings or sites designated as being of historic significance. SANP, in its Corporate Plan, commits itself to move away from this old paradigm and move towards Parks that embrace the natural and cultural heritage of South African society.

The unique natural and cultural resources of the Cape Peninsula and its urban setting presents a golden opportunity for the CPNP to demonstrate the required transformation of South Africa's National Parks. The Park's new Management Policy recognises this and takes up the challenge.

Some argue that ecologically the entire Park is of high conservation importance. Others are of the opinion that from a cultural heritage perspective the entire peninsula is of high conservation importance. Separate conservation management approaches and systems for biophysical and cultural resources are clearly not appropriate in the Park. An integrated approach is required that recognises that trade-offs will occasionally need to be made.

Towards providing a spatial framework for Park management to use in integrating their biophysical and cultural resource conservation efforts, Map 2 consolidates ecological and heritage resource management areas. It has been prepared from inputs from the Park's environmental managers as well as the Heritage Resources Group.

4.3 APPROPRIATENESS OF USE ZONES

The appropriateness of adopting the experiential Use Zones as basis for managing the multi-purpose use of the Park was considered in the course of preparing the CDF. It is recognised that the Use Zones are not consistent with the Zoning Schemes adopted by surrounding local authorities.

The local authority Zoning Schemes were not adopted in the CDF as their different zoning categories prescribe uses for buildings and land portions. They do not encapsulate the different experiential qualities the Park strives to offer visitors. In addition there is no consistency between the Zoning Schemes of the South Peninsula and Cape Town Municipalities and they are in any event scheduled to be revised and consolidated in the new unicity. For these reasons local authority Zoning Schemes are not appropriate for the CDF's purposes.

4.4 CHANNELLING VISITOR ACCESS INTO THE PARK

The CPNP has as its vision "A Park for All, Forever". The guiding principle as set out in the Park's Management Policy is that stakeholders in the CPNP shall have organised equitable access to the Park and to benefits that are derived from the Park. Special measures may be taken to ensure access to the Park by categories of disadvantaged persons.

The CPNP has numerous existing formal and informal access points. The Park's Management Policy calls for the CDF to investigate formalised access areas as a mechanism to channel visitors and minimise their spatial extent and impacts. In terms of meeting this objective, the review of current Park visitor/user patterns and transportation considerations in Chapter 3 highlighted the following implications:

- vi. Most disadvantaged communities in the CMA live in areas that are not readily accessible to the Park. These communities must thus use public transport to get to the Park. The most accessible Park destination from a public transport point of view is Cape Town CBD, and to a lesser extent the eastern and north-eastern sections of the Park (ie: Tokai Plantation to Rhodes Estate).
- vii. As patronage of the Park by the broader CMA community increases over time (currently only 11% of local visitors to the Park are from low income neighbourhoods), it is mainly through the City Bowl and to a lesser extent through the north-eastern escarpment's Park entry points that future growth in Park access for the domestic market will need to be channelled.
- viii. Access patterns for the growing tourism market (27% of all current visitors) are likely to result in similar access pressures on the City Bowl's Park entry points.
- ix. The western escarpment of the entire Park is likely to remain relatively inaccessible to the overwhelming majority of Park visitors.
- x. In terms of managing visitor impacts by channelling Park access through suitable and appropriately located entry points, the priority area emerging is clearly the City Bowl. Secondary visitor access priorities are the north-eastern and eastern escarpment specifically Rhodes Estate, Newlands plantation, Kirstenbosch, Constantia Nek and Tokai plantation.

4.5 MODELS FOR MANAGING THE MULTI-PURPOSE USE OF THE CAPE PENINSULA

The 1994 UCT study into the multi-purpose use of the Cape Peninsula recommended the establishment of a National Park as an appropriate conservation management model. In preparing the CDF consideration was given to the option of extending the National Park management model to that of a Cape Peninsula Biosphere Reserve.

Biosphere Reserves are areas of terrestrial and coastal / marine ecosystems which are internationally recognised within the framework of UNESCO's Man and the Biosphere programme. The appeal of the Biosphere Reserve option is that they are intended to be representative of the world's ecosystems and are regarded as key components for achieving a balance between the goals of conserving biodiversity, promoting economic and social development and maintaining associated cultural values.

Biosphere Reserves are made up of core, buffer and transition zones, the delineation of which is not inconsistent with the system of Use Zones adopted in the CDF. In other words if at some stage it was decided to pursue the option of a Biosphere Reserve for the Cape Peninsula, the CDF's Use Zones could form the basis of demarcating the Reserve's core, buffer and transition zones.

The CDF identifies the Biosphere Reserve option as a management model that warrants serious consideration. At this stage it is seen as premature to pursue this option for the following reasons:

- ❑ Internationally Biosphere Reserves are unprecedented in an urban context, but UNESCO are currently giving consideration to their urban applicability.
- ❑ The CPNP is still in its formative stages and introducing a new management model at this stage could dissipate the Park's current establishment programme.
- ❑ The Biosphere Reserve model is a relatively new concept that is not widely understood. Introducing the concept at this stage could well add to the public confusion that already exists over diverse environmental initiatives currently underway.

5. CONSERVATION DEVELOPMENT FRAMEWORK

The chapter:

- introduces the Conservation Development Framework's proposals by reviewing the purpose of the CDF, its products and the context within which the proposals have been made;
- explains the CDF's Use Zone proposals illustrated on Map 3 and sets out management guidelines for each zone;
- explains the CDF's Visitor Sites proposals illustrated on Map 4 and sets out management guidelines for the different categories of visitor sites; and
- explains the CDF's proposals for managing the Park / Unicity interface.

5.1 INTRODUCTION

5.1.1 Purpose of the CDF

The Conservation Development Framework for the Cape Peninsula National Park aims at establishing the spatial basis of the Park's recently adopted Management Policy. It sets out to address the following issues:

- How to integrate the recently established Park with surrounding activities and land uses in the Cape Peninsula.
- How to reconcile urban development with the imperatives of ecological, cultural and scenic resource conservation within the Cape Peninsula.
- Where and what level of Park visitor facilities should be established across the Cape Peninsula.
- How should visitor access into the Park be managed.

Accordingly the CDF, as the overarching spatial framework within which diverse conservation and development initiatives in and surrounding the Park can be guided and co-ordinated, strives to build consensus between Park stakeholders on these issues. As the overall spatial plan for the Park, the CDF addresses each of the CPNP Management Policy's 11 key action areas (as presented in Chapter 2).

5.1.2 CDF Products

To meet these objectives the CDF, as presented in the balance of this chapter, comprises the following three inter-related components:

- i. The demarcation of the Cape Peninsula into functional areas (i.e. Use Zones), inclusive of the specification of management guidelines for each of the Use Zones.
- ii. The formulation of a spatial framework for Park visitor facility provision and access, inclusive of the specification of management guidelines for the range of visitor sites and access.
- iii. Guidelines for managing the Park / City interface.

5.1.3 CDF Context

The CPNP, formally established in 1998 and continuously expanding as additional land is contracted under Park management, introduces a new paradigm to land use planning and management in the Cape Peninsula. It is necessary to prepare the CDF from a Cape Peninsula perspective, rather than solely a Park perspective, to allow for the sustainable integration of the Park in its unique and historic urban context.

The Cape Peninsula's ecological systems, cultural and scenic landscapes, access and services networks (etc) all transcend cadastral borders. The environmental integrity of both the CPNP and the Cape Peninsula are thus inextricably tied together.

It is for these reasons that the Use Zone Map prepared for the CDF covers the entire Cape Peninsula. In doing so, it is recognised that the managing authority, SANP, does not have jurisdiction over abutting public and private land in the Cape Peninsula. Accordingly, the proposed Use Zones do not imply, confer or take away existing land use rights. As input to the pending unicity, the CDF attempts to establish a common frame of reference for the sustainable use of the Cape Peninsula by diverse interest groups.

5.2 USE ZONES

5.2.1 Origin of Use Zone Mapping

Based on the recommendations of the 1994 study by the Environmental Evaluation Unit (EEU) of the University of Cape Town entitled "Policy for Multipurpose Use of the Cape Peninsula", it was decided that human use of the CPPNE should take place according to the management objectives of different functional areas.

In 1996 a follow-up study was undertaken by MLH Architects and Planners in association with the CSIR to demarcate the CPPNE into functional areas (also referred to as Use Zones) as recommended in the EEU report. The output of the study was a Use Zone Map which informed the subsequent establishment of the CPNP and has served to date as its initial overall spatial framework.

The Park's Management Policy calls for the updating and refinement of the 1996 Use Zone Map as part of the CDF process.

5.2.2 Purpose of Use Zones as a Management Instrument

The 1994 EEU study highlighted that the Cape Peninsula has a great variety of physical, ecological and social carrying capacities. These range from areas which can tolerate and should be developed for intensive use, to those which cannot tolerate as much disturbance and should be managed as 'wild' nature protection areas.

In accordance with the 'limits of acceptable change' approach to environmental management introduced in Chapter 2, it is recognised that Park's have both ecological and social (i.e. recreational experience) carrying capacities. It is

recognised that determining what the capacity of the CPNP is to accommodate visitors and/or development is both a science and a value judgement.

The challenge faced by Park management is seeking consensus on value judgements concerning what constitutes a desirable CPNP experience. The public participation process that informed the drafting of the Park's first Management Policy provides useful insights into understanding this issue, as do the preliminary findings of the Visitor and User Survey.

As stated in the preliminary findings of the Survey, **"there is evidently a strong common interest between the values expressed in Park policy and those of CPNP visitors, in that the comments of visitors were overwhelmingly in keeping with the primary conservation ethic expressed in SANP policy"**.

From this perspective management of the Park is not about managing the number of visitors. It actually involves management of users and their impacts on resources and other users, with respect to:

- ❑ The scale of the impact
- ❑ The type of use
- ❑ The timing and location of use
- ❑ Visitor behaviour.

Thus Use Zones remain an appropriate management instrument in support of the CDF's objectives. They serve the following purposes:

- ❑ They reflect the range of activities and experiences which should be accommodated within the different functional areas of the Cape Peninsula.
- ❑ They provide specifications for management on what are the desired resource and social conditions to be maintained or restored in different functional areas of the Park.
- ❑ They provide a means of ensuring overall land use compatibility between the natural and built environments of the Cape Peninsula (in accordance with biosphere planning principles).
- ❑ Given the pending establishment of the Unicity, they provide a point of departure for building consensus between diverse public and private role-players on a co-ordinated approach to the management of the Cape Peninsula's built and natural environments.

As recommended in the 1994 EEU report, "functional areas should be characterised by thresholds of tolerance to change (i.e. by their intrinsic physical and ecological, and potential social carrying capacities, and by setting their limits to acceptable change)". The overall goal for the different Use Zones remains maximising societal benefits and minimising environmental losses on a sustained basis.

5.2.3 Revisions to 1996 Use Zone Map

Whilst the Use Zone classification system devised in the 1994 EEU study has been adopted as a point of departure, as part of the CDF process the following revisions to the 1996 CPPNE Use Zone Map have been made:

- i. To address Park – City interface considerations, Use Zones have been extended from the CPPNE boundary up to the Urban Edge boundary so as to cover the entire Cape Peninsula. This involved demarcating the so-called urban fringe into functional areas, as well as demarcating Use Zones within the urban environment.
- ii. The following new Use Zones were incorporated to accommodate functional areas outside the CPPNE:
 - ❑ Agriculture
 - ❑ Peri –Urban (as recommended in the 1994 EEU Report)
 - ❑ Urban
 - ❑ Conservation Village
- iii. Overlays have been incorporated of the various infrastructure, defence and forestry utility sites across the Peninsula. In addition the Cape Peninsula's scenic drives have also been overlain the Use Zones.

Once the CPNP Marine Incorporation Study is complete it will be necessary to incorporate the Marine sub-zones into the CDF Use Zone Map.

5.2.4 Overview of Use Zones

Given the Cape Peninsula's varied natural, cultural and scenic attributes (as reviewed in Chapter 3) which are juxtaposed to and integrated with urban development, the area offers both residents and visitors a range of unique human experiences. The common denominator of the system of Use Zones adopted in the CDF is that they all relate to the quality of human experience that each zone seeks to embrace. Map 3 illustrates the CDF's proposed Use Zones for the Cape Peninsula.

The primary objectives, demarcation criteria and management guidelines for the different Use Zones, as set out in the 1996 MLH "Table Mountain National Park Use Zone Map" report, are still applicable. These are referenced for each Use Zone in the sections below:

i. Remote Zone:

The Remote Zones make up the core natural areas of the Cape Peninsula. They are the areas within which the presence and impact of people should remain unobtrusive and be subservient to that of nature. Whilst these are the relatively pristine areas of the peninsula and provide refuge from the 'hustle and bustle' of the city, they do not qualify as bona fide wilderness areas.

The following criteria have been used in delineating areas of predominately remote character:

- ❑ remote and/or rugged areas/landscapes - with limited human impact;
- ❑ areas offering opportunities for solitude;
- ❑ sense of distance from urban area;
- ❑ areas which are accessible to public only on foot, except for the Good Hope Section of the CPNP where existing roads are used;
- ❑ minimal visual contact with other users; and
- ❑ areas that are generally more challenging for walkers and subject to hazardous changes in climate.

Areas demarcated Remote include: the bulk of the Good Hope Section of the CPNP; Swartkopberge, Grootkop – Rooikrans, Slangkop, and Brakkloofrant; Kalk Bay- Muizenberg Mountains; Spitskop, Chapman's Peak, Noordhoek Peak, Constantiaberg, Vlakkenberg; karbonkelberg; Klein Leeukop; and Twelve Apostles, Orange Kloof, Back Table, Table Mountain and Devils Peak.

Within the Remote Zone only activities which do not detract from the remoteness of the environment should be allowed, such as walking, nature-observation, research, environmental education, traditional, and sport rock climbing. In most cases, access into remote areas will be on foot only. Users should be encouraged to stay on paths. Mountain bikes should not have access to the Remote Zone, except along designated cycle routes.

No new permanent structures should be erected in the Remote Zone and the history of derelict structures should be investigated and recorded. Low-key, sensitively designed signage and route markers should be provided.

Within the Remote Zone management should set out to:

- ❑ protect these relatively pristine areas and "wild" Peninsula landscapes for the appreciation of future generations;
- ❑ rehabilitate areas which are currently degraded, but which have the potential to become remote; and
- ❑ provide appropriate recreational and educational opportunities that serve to maintain the spiritual and physical well-being of visitors, whilst at the same time maintaining the "wild" qualities of the area.

Management activities in this zone include clearing and control of alien vegetation, control over recreational activities, erosion control, fire management and footpath maintenance. Footpath maintenance and upgrading is of particularly important as quality footpaths reduce human impact on the environment.

Infrastructure and utility sites infringe on the integrity of the Remote Zone. Where possible existing infrastructure within Remote Zones should be relocated or removed. Utility sites should be rationalised, and where appropriate removed to lower impact areas. Any new infrastructure or utility sites will be subject to IEM and HIA procedures where applicable.

No new development rights should be granted in the Remote Zone. CPNP management and public and private land owners should explore arrangements for the co-operative management of the Remote Zone.

ii. Quiet Zone:

In the Quiet Zone there are more signs of human impact on the environment than in Remote areas, but it remains essentially a place of quietness and naturalness. In many cases this zone comprises the interface, or buffer, between the built and natural environments of the peninsula. As such it is a zone of transition but within it the primary objective remains retaining natural and relatively undisturbed landscape qualities.

Criteria used to demarcate the Quiet Zone were:

- ❑ areas of higher ecological disturbance than Remote areas;
- ❑ areas in proximity to urban development;
- ❑ areas where the terrain offers some physical challenge to users;
- ❑ areas already used for a variety of recreational activities;
- ❑ areas where infrastructure exists for human use, e.g. footpaths, cycle trails, and ablution blocks;
- ❑ areas that are relatively intensively used - where users should have relatively frequent contact with other users;
- ❑ areas to which access is gained from transit sites (e.g. car parks), but direct access into the zone on foot, bicycle and horse as may be appropriate, (i.e. only non-motorised); and
- ❑ areas where monitoring and control of activities should be possible.

The Quiet Zone is substantially smaller than the Remote Zone, but accommodates significantly more Park users. It also incorporates most of the Cape Peninsula's heritage areas.

In the City Bowl it extends from the contour path down to the Urban Edge, inclusive of Signal Hill and Lions Head. Along the north-eastern escarpment it extends from the contour path down to the Urban Edge, inclusive of Rhodes Estate and Newlands Forest. Along the north-western escarpment it extends from the Pipe Track down to the Urban Edge.

Along the Constantiaberg escarpment, the modified landscapes of plantations and vineyards displace the Quiet Zone. In the Fish Hoek – Noordhoek valley the quiet Zone frames the Urban Edge along the mountain and incorporates the Noordhoek Wetlands. In the south the Quiet Zone borders the urban areas and incorporates the modified landscapes along the South Peninsula's principal movement routes.

The Quiet Zone should be managed by the controlling authority to accommodate a range of recreation activities. In addition to walking and scrambling, activities such as horse riding, mountain biking and picnicking (no fires) should be allowed in designated areas and along designated routes.

Management activities should be similar to those envisaged for Remote Areas, with more focus on the provision and up-keep of facilities and signage, monitoring,

the control of use, heritage resource management and urban interface fire management (Ukuvuka initiatives). The impacts of users should be managed at a level that should maintain the area in a natural or near natural state, and ensure the functioning of the area's ecosystems as well as the conservation of cultural landscapes.

Facilities that should be provided in these areas include: footpaths and viewing sites; cycling and horse riding trails; discrete, sensitively designed ablution facilities; interpretative facilities; fire breaks; taps, bins, benches and educational signage and route markers. Public access should be allowed on foot, bicycle or horse where appropriate. Vehicular access should be allowed for managers only and should be strictly controlled. However, vehicle access for user groups could be allowed by special arrangement, and where considered appropriate.

From the Park's perspective, a very restrictive policy should be adopted with respect to new developments in the Quiet Zone. Following participatory EIA and HIA processes, only limited and appropriate development in keeping with the natural and cultural qualities of the area should be considered at suitable localities.

iii. Low Intensity Leisure Zone:

The Low Intensity Leisure Zones are the well patronised areas of the CPNP that provide accessible, safe, natural areas in which people can relax. They serve as designated localities where leisure and recreational activities take place outside the Urban Edge. Whilst they comprise modified landscapes, the primary management objective is to facilitate a spectrum of leisure and recreation activities that are in keeping with the biophysical, cultural and scenic attributes of their context.

These areas serve as foci for a range of activities, so as to reduce pressure on the more sensitive Quiet and Remote zones. Typically, these areas are disturbed landscapes (such as commercial plantations) where natural ecological processes have been fundamentally altered. As a result they can accommodate significantly larger concentrations of people and activities. Thus, the human experience of this zone is different from the remote and quiet areas of the Park. Newlands, Cecilia and Tokai Plantation Forests, as well as The Glen are examples of Low Intensity Leisure Areas in the north, and in the south Silvermine, Tokai and Perdekloof picnic areas.

The primary management goal in Low Intensity Leisure Zones is to provide easily accessible, safe and scenic areas for a range of relaxation and leisure activities. Within Low Intensity Leisure Zones car-parks, view sites, botanic gardens, picnic sites, information/education centres, and ablution facilities should be provided. Only limited, sympathetic development should be allowed in these areas, linked specifically to tourism, recreation and management of the Park.

Leisure activities which will typically occur here include walking, dog walking (where permitted), picnicking, cycling, horse-riding and organised events such as fun-runs and orienteering.

iv. High Intensity Leisure Zone:

High Intensity Leisure Zones are similar in function to the Low Intensity Leisure Zone, but here more concentrated human activities are accommodated. High Intensity Leisure Areas are generally accessible by motor vehicle, and form the basis for access into other use-zones.

The following criteria were used to delineate the High Intensity Leisure Zone:

- ❑ areas near the base of the mountain;
- ❑ resilient disturbed terrain, and transformed landscapes, such as forest plantations;
- ❑ areas where various forms of access is possible, including motor vehicles and car parks; and
- ❑ areas where appropriate facilities exist.

Examples of existing High Intensity Leisure Zones are Millers Point, the Upper Cable Station precinct, Rhodes Memorial, Soetwater and Kirstenbosch. The Zoo Site is proposed for redeployment as a High Intensity Leisure Zone.

A range of infrastructure and facilities could be provided in these areas, including: braai facilities, restaurants, rest and bush camps, formal/informal trading, and environmental education facilities. Where applicable EIA and HIA procedures need to be followed in deciding whether to expand or establish new High Intensity Leisure Zones. In all cases High Intensity Leisure Zones should reflect the ethos and character of the Park. Accordingly higher order and large scale tourist facilities should preferably be accommodated within the urban areas, and not in the designated High Intensity Leisure Zones of the Park.

Management activities in the High Intensity Leisure Zone include visitor management, traffic management, control of concessionaires, signage and interpretative facilities, fire management, heritage resource management, footpath maintenance, and erosion control.

v. Other Zones

Excluded from the CDF Use Zone Map are the zones of **Special Preservation** (i.e. ecologically significant sites) and Sites of **Special Interest** (i.e. cultural areas and scenic routes) which were included in the 1996 Use Zone Map. These have been excluded from the revised Use Zone Map as they reflect ecological as well as heritage management areas (see Chapter 4 and Map 2) and not 'experiential' zones. For similar reasons **Utility Sites**, **Scenic Drives** and the **Urban Edge** are shown as overlays on the Use Zone Map.

The CDF Use Zone Map also illustrates the Park's proposals concerning appropriate Use Zones (farming, peri-urban, etc) outside the CPPNE and extending into the urban area. These are explained at the end of this chapter as part of the guidelines for managing the Park / City interface.

5.3 PARK VISITOR SITES AND ACCESS

5.3.1 Classification of Visitor Sites

The preliminary findings of the recent Visitor and User Survey, as set out in Chapter 3, confirm that Park usage patterns are concentrated at a few sites. For visitor management purposes the Park's visitor sites have been classified in terms of the following criteria:

□ **Scale of Patronage:**

Whilst accurate records of the number of people visiting the Park's various sites are not available, from the preliminary findings of the Visitor and User Survey a distinction has been made between **high volume** sites (those accommodating more than 100 000 visits per annum), **medium volume** sites (those accommodating less than 100 000 but more than 35 000 visits per annum), and **low volume** sites (those accommodating less than 35 000 visits per annum).

□ **Role of the Site:**

Each visitor site has been assessed in terms of the primary role it fulfils in the Park. For visitor management purposes a distinction has been made between the following primary roles:

- **Destinations:** These are essentially the Park's main tourist sites which are visited with the express purpose of seeing or experiencing a specific attraction. They are sites of relatively short duration of visit. Examples are the Table Mountain Upper Cable Station, Cape Point, Signal Hill Lookout, and Boulders Beach. The main activity undertaken here is sightseeing.
- **Transit:** These are sites where the mode of Park access changes (eg: from car to foot) and which function essentially as points of embarkation into the Park. Examples include: Table Mountain's Lower Cable Station; Newlands and Cecelia Plantation Parking areas; Silvermine South Parking area; and Scarborough, Noordhoek and Sandy Bay (Sunset Rocks) Beach Parking areas.
- **Leisure:** The primary function of these sites is a place of relaxation and socialisation in a natural setting. Examples include the Park's designated picnic areas at Perdekloof, Silvermine North, Oudekraal, Schusterskraal, Olifantsbos, Platboom, and Black Rocks.
- **Mixed Use :** These sites have no definitive primary role and serve a variety of purposes such as recreation, leisure, education, transit, sightseeing, refreshments, accommodation, etc. Examples include Kirstenbosch, Kloof Nek, Constantia Nek, Rhodes Memorial, and Soetwater.

The CPNP's head-office, regional offices and depots are not classified as visitor sites, but are demarcated as Park facilities on Map 4 (Visitor Sites).

□ **Entry Point:**

For visitor management purposes the capacity and characteristics (ecological and cultural) of sites that serve as entry points into the Park were assessed. By definition this includes all transit sites as well as many of the mixed use sites.

□ **Patrons:**

For visitor management purposes all sites were assessed to determine whether they are used by tourists (foreign and domestic) and/or locals. As is to be expected the Park's tourist destinations serve predominantly the visitor market, whereas a place like Constantia Nek serves mainly the local market.

5.3.2 Proposals and Guidelines for Visitor Sites

The CDF's proposals for visitor sites, as detailed in Table 1 and illustrated in Map 4, are based on the application of the above criteria to assess the current and prospective role of all sites in the Park. The ecological, cultural, scenic and visitor management specifications set out in Chapter 2 were applied as indicators of what constitutes the limits of acceptable change.

Following this approach development of new visitor sites is not seen as appropriate in the CPNP context. To enhance the visitor experience and cater for the inevitable growth in Park usage, the CDF proposes that existing sites (visitor and utility) are rationalised. Proposals and management guidelines for the different functional categories of visitor sites are as follows:

i. Destinations

High volume tourist destinations (eg: Cape Point, Upper Cable Station, Signal Hill Lookout, Boulders) should be maintained as places of short duration visits for sightseeing purposes. To accommodate increasing visitor numbers yet retain the natural, cultural and scenic special qualities of these sites, they should not be diversified into mixed use sites.

Appropriate facilities to meet the basic needs of high volumes of tourists are required here (e.g. ablution facilities and shade cover where people have to queue), as are interpretive facilities. Key activities for management here include visitor management, traffic management, signage, safety and security, access control and monitoring compliance with Environmental Management Plans (EMP) for these sites.

The same principles apply at medium volume (i.e. Cape of Good Hope) and low volume (i.e. Silvermine North Lookout, Mosterts Mill and East Fort Hout Bay) tourist destinations, but the scale and capacity of these sites should be kept less than that of the high volume destinations.

Table 1: CPNP CONSERVATION DEVELOPMENT FRAMEWORK : VISITOR SITES : EXISTING & PROPOSED

VISITOR SITES	Role in	Existing/ Potential Role	Park Entry Point	Type of Activity	Patrons	Cultural Precinct	Habitat Sensitivity	Management Action	Priority
High Volume:	(More than 100 000 visits per annum)								
Upper Cable Station	Destination	Existing		Sightseeing	Visitors & Users	Yes	High	Manage as per EMP	low
Lower Cable Station	Transit	Existing	Yes	Varied	Visitors & Users	Yes	Low	Manage as per EMP	low
Cape Point	Destination	Existing		Sightseeing	Visitors	Yes	High	Rationalise facilities & manage traffic	medium
Kirstenbosch*	Mixed Use	Existing	Yes	Varied	Visitors & Users	Yes	Moderate	n/a	n/a
Kloof Nek *	Mixed Use	Potential	Yes	Varied	Visitors & Users		Low	Rehabilitate existing facilities with possible new facilities/uses	high
Signal Hill Lookout	Destination	Existing		Sightseeing	Visitors & Users	Yes	High	Upgrade facilities, parking & security	high
Boulders	Destination	Existing	Yes	Sightseeing	Visitors & Users	Yes	High	Implement & manage as per Development Framework	high
Constantia Nek*	Mixed Use	Potential	Yes	Varied	Users	Yes	Low	Upgrade facilities, access & security	high
Rhodes Memorial	Mixed Use	Potential		Varied	Visitors & Users	Yes	Moderate	Upgrade facilities, parking & security	high
Zoo Site	Mixed Use	Potential	Yes	Varied	Users	Yes	Low	Rehabilitate existing facilities with possible new facilities/uses	medium
Tokai Plantation Picnic Area	Leisure	Existing		Recreation	Users	Yes	Low	Upgrade facilities, access & security	medium
Tokai Manor precinct*	Mixed Use	Potential	Yes	Varied	Users	Yes	Low	Rehabilitate existing facilities with possible new facilities/uses	medium
Millers Point*	Mixed Use	Potential		Varied	Visitors & Users	Yes	Moderate	Rehabilitate existing facilities with possible new facilities/uses	medium
Medium Volume:	(Between 35 000 and 100 000 visits per annum)								
Lion Battery*	Mixed Use	Potential	Yes	Varied	Visitors & Users	Yes	Low	Rehabilitate existing facilities with possible new facilities/uses	medium
Magazine Site *	Mixed Use	Potential	Yes	Varied	Visitors & Users	Yes	Low	Rehabilitate existing facilities with possible new facilities/uses	medium
Van Riebeeck Park	Mixed Use	Potential	Yes	Varied	Users	Yes	Moderate	Rehabilitate existing facilities with possible new facilities/uses	high
The Glen	Mixed Use	Potential	Yes	Varied	Users	Yes	Moderate	Rehabilitate existing facilities with possible new facilities/uses	medium
Mt Pleasant (Rhodes Estate)	Mixed Use	Potential		Varied	Users	Yes	Moderate	Rehabilitate existing facilities with possible new facilities/uses	low
Newlands Forest Forest Station*	Transit	Existing	Yes	Varied	Users	Yes	Low	Upgrade facilities, parking & security	medium
Cecilia Plantation Parking	Transit	Existing	Yes	Parking	Users		Low	Upgrade facilities, parking & security	low
Perdekloof Picnic Area	Leisure	Existing		Varied	Users	Yes	Low	Upgrade facilities, parking & security	low
Smitswinkel Forest Station	Mixed Use	Potential	Yes	Varied	Visitors & Users	Yes	Medium	Rehabilitate existing facilities with possible new facilities/uses	medium
Buffels Bay	Mixed Use	Potential		Varied	Visitors & Users		Medium	Rehabilitate existing facilities with possible new facilities/uses	low
Bordjesdrif	Mixed Use	Potential		Varied	Users		Medium	Rehabilitate existing facilities with possible new facilities/uses	low
The Homestead	Mixed Use	Potential		Varied	Visitors & Users	Yes	Moderate	As per Existing Plan	high
Scarborough Beach Parking	Transit	Existing	Yes	Parking	Users		Moderate	Upgrade basic facilities, parking & security	medium
Soetwater*	Mixed Use	Existing		Varied	Users	Yes	Moderate	Rehabilitate existing facilities with possible new facilities/uses	medium
Silvermine N Picnic	Leisure	Existing	Yes	Recreation	Users		High	Upgrade as per landscape plan	high
Silvermine S	Transit	Existing	Yes	Parking	Users		Moderate	Upgrade facilities, parking & security	medium
Noordhoek Beach Parking*	Transit	Existing	Yes	Parking	Users		Moderate	Upgrade facilities, parking & security	high
Sandy Bay Nek Parking	Transit	Potential	Yes	Parking	Visitors & Users		Moderate	Upgrade facilities, parking & security	medium
Oudekraal	Leisure	Existing	Yes	Recreation	Users	Yes	Moderate	Upgrade facilities, parking & security	high
Cape of Good Hope	Destination	Existing		Sightseeing	Visitors & Users	Yes	Moderate	Upgrade facilities & parking	low
Sunset Rocks Parking*	Transit	Existing	Yes	Parking	Visitors & Users		Low	Upgrade facilities, parking & security	low
Low Volume :	(Less than 35 000 visits per annum)								
Silvermine N View Site	Destination	Existing		Sightseeing	Visitors & Users		Low	Upgrade parking	low
Mosterts Mill*	Destination	Existing	Yes	Sightseeing	Visitors	Yes	Low	Investigate future role	medium
Koeel Bay	Mixed Use	Potential		Varied	Visitors		High	Investigate future role	high
East Fort	Destination	Existing		Sightseeing	Visitors & Users	Yes	Moderate	Upgrade facilities, parking & security	medium
Apostle Battery	Mixed Use	Potential	Yes	Varied	Visitors & Users	Yes	Moderate	Investigate future role	low
Orangetree Eco Museum	Mixed Use	Existing		Varied	Users	Yes	High	Management Plan under preparation	high
Brigantine Triangle	Transit	Existing	Yes	Parking	Visitors & Users	Existing	Moderate	Upgrade facilities, parking & security	low
Schusterskraal Picnic Area	Leisure	Existing		Recreation	Users		Moderate	Upgrade facilities, parking & security	medium
Olifantsbos	Leisure	Existing		Recreation	Users		Moderate	Upgrade facilities, parking & security	low
Platboom	Leisure	Existing		Recreation	Users		Moderate	Upgrade facilities, parking & security	low
Black Rocks	Leisure	Existing		Recreation	Users	Yes	Moderate	Upgrade facilities, parking & security	low
Goldfields Centre	?	Existing		?	?		Moderate	Investigate future role	low
Sunbird Centre	Env. Centre	Existing		Education	Users	Yes	Moderate	Upgrade facilities	low

* sites under separate or joint management with SANP

ii. Mixed Use Sites

At those mixed use sites that are identified in Table 1 as having potential to enhance their current role, existing facilities should be rehabilitated and upgraded and investigations carried out into possible new facilities that enrich the visitor's experience and the site's capacity to accommodate visitors.

The CDF proposes that attention is focused on upgrading the capacity and experience offered at mixed use sites that are well located in terms of visitor access patterns. The City Bowl is prioritised, specifically Kloof Nek as a prospective high volume mixed use site and Park entry point where the possible redeployment of superfluous Forest Station facilities should be assessed. In addition Van Riebeeck Park, the Magazine site and Lion Battery are also prioritised as prospective medium volume mixed use sites where there is scope to upgrade Park access as well as provide for a range of visitor and user experiences and activities.

Recognising the physical, ecological and heritage resource limits to the City Bowl serving as the primary gateway to the Park, the CDF identifies Rhodes Memorial and the Zoo site as prospective alternative high volume mixed use sites that currently have under-utilised capacity. Similarly Millers Point, Constantia Nek and the Tokai Manor House precinct are also identified as a prospective high volume mixed use sites whose future should be investigated in detail. Optimising the potential of these sites needs to be assessed in detail and the CPNP's ecological and heritage resource specifications used to determine the limits of acceptable change that can be considered here.

Other proposed medium volume mixed use sites that are identified as having unrealised potential are The Glen, Mount Pleasant, Smitswinkel Forest Station, Buffels Bay, Bordjesdrif, and The Homestead. The scale and nature of upgrading that should be considered at these places is again the product of a detailed local assessment of what the limits to acceptable change are at these places.

Low volume mixed use sites identified as having unrealised potential that should be investigated further include Koeel Bay and Apostle Battery.

In all cases existing and proposed mixed use visitor sites within the Park are not seen as suitable localities for the establishment of high order, large scale, commercial facilities (e.g.: hotels). The appropriate context for these type of facilities is within urban areas.

The correlation between existing and proposed mixed use visitor sites and heritage areas presents both a planning challenge and an opportunity to publically celebrate the Cape Peninsula's varied and vibrant cultural heritage. Resolving planning issues requires an assessment of context and not isolated sites. EIA and HIA processes provide for the reconciliation of ecological, cultural and social imperatives and the resolution of planning proposals.

iii. Transit Sites

The CDF proposes maintaining existing transit sites to function primarily as points of embarkation into the Park. In terms of the limits of acceptable change specifications, they are not seen as being suitable for diversification into mixed use sites. They should be retained as parking areas and only complementary basic facilities (security, ablutions, signage, defined footpaths, etc) should be considered here.

Proposals include the Lower Cable Station as the only high volume transit site. Medium volume transit sites proposed include Newlands Plantation Forest Station parking area, Cecelia Plantation parking area, and the parking areas serving Sandy Bay, Noordhoek and Scarborough beaches. The Brigantine Triangle is identified as a prospective low volume transit site serving Peers Cave.

iv. Leisure Sites

The CDF proposes maintaining designated picnic areas primarily as low intensity leisure sites. In terms of the limits of acceptable change specifications, they are not seen as being suitable for diversification into mixed use sites. Tokai Plantation picnic area should be retained as a discrete high volume leisure site, separate from a prospective mixed use site at the Tokai Manor House precinct.

Medium volume leisure sites include Perdekloof, Silvermine North, and Oudekraal picnic areas. Low volume leisure sites include Schusterskraal, Olifantsbos, Platboom and Black Rocks picnic areas.

5.4 MANAGING THE PARK / CITY INTERFACE

Towards integrating and sustaining a new National Park in an historic metropolitan environment, the CDF has formulated proposals for extending the Use Zones from the CPPNE boundary into the urban area (see Map 3). It is recognised that to date private and public landowners surrounding the Park have not been consulted on these draft proposals. Whilst the Park does not have jurisdiction over surrounding land, the proposals put forward for comment are intended to focus attention and stimulate debate on how the new Park / Unicity interface should be managed. From the CPNP's perspective, resolution of this issue is important for the Park to fulfil its environmental conservation mandate.

As illustrated in Figure 3, the following Use Zones have been delineated around the Park:

- **Agriculture:** The Agricultural Zones along the eastern escarpment of the Cape Peninsula are landscapes of economic, scenic and cultural/historical significance. The primary management objective is to protect and retain these areas as productive green spaces along the urban fringe, and to ensure compatibility with the abutting built and natural environments.
- **Peri-Urban:** The Peri-urban Zones are mixed use areas (i.e. smallholdings of an extensive residential nature, institutional facilities, farm stalls, etc) of

a rural character that fall inside the Urban Edge. They serve as buffers between the urban and natural environments. The primary management objective is to retain their rural qualities in the face of intense urban development pressures.

- ❑ **Urban:** The primary management objective within the Urban Zone is to ensure an equitable, efficient and environmentally sustainable urban form.
- ❑ **Conservation Villages:** The Conservation Villages are historic human settlement enclaves within the natural areas of the peninsula. Their primary management objective is to contain growth and urban development pressures and retain their unique character.

As a contribution to the search for an appropriate means of managing the complexities of the Park / Unicity interface, the CDF has formulated draft management guidelines for each of these Use Zones. These guidelines are set out in Table 2 and for each Use Zone they encompass management:

- ❑ objectives
- ❑ principles
- ❑ mechanisms
- ❑ actions
- ❑ responsibilities

5.5 ACTIVITIES GUIDELINES

The determination of guidelines for recreational activities within the Park was not part of the CDF's terms of reference. In 1996 this topic was extensively researched as part of the preparation of the Table Mountain National Park Use Zone Map. Annexure A sets out extracts from MLH Architects and Planners report on this subject.

The 1996 Activity Guidelines are included as part of the CDF package for comment by interested and affected parties.

Table 2; for Managing the Park / Unicity Interface

Use Zone	Management Objective	Principle / Guideline	Management Mechanism	Action / Programme Required	Responsible Party
<p>(1) Farming</p>	<p>(i) Maintain and enhance the agricultural character of the Farming Use Zone.</p>	<p>(i) Employ agriculture as the primary land use in order to:</p> <ul style="list-style-type: none"> • Maintain and enhance agricultural character of the area. • Ensure sustainable agri-resource utilisation for agri-purposes. 	<p>(i) LUPO/PDA. (ii) Sub-division of Agricultural Land Act, 1970 (Act 70 of 1970). (iii) Western Cape Policy for the Establishment of Agricultural Holdings in the Urban Fringe, 2000. (iv) Draft Peninsula Urban Edge (1999)</p>	<p>(i) Maintain urban edge. (ii) Restrict sub-division of agri-land as per Dept. of Agri. Criteria.</p>	<p>(i) SPM, CTM (ii) Dept. of Agric. (iii) CMC. (iv) Land Owner.</p>
		<p>(ii) Allow for a mix of rural land uses while retaining agriculture as the dominant use, in order to ensure the economic viability of the agri-sector through:</p> <ul style="list-style-type: none"> • Diversification and intensification of agriculture. • Strengthening the rural economic base and local income generation. • Agri-processing of on-site produced product (e.g. winery). • Tourist facilities and activities. • Rural urban linkages. 	<p>(i) LUPO/PDA. (ii) Local authority zoning schemes and health regulations. (iii) Specific local authority policies e.g. B&B guest house, agri-processing policy guidelines.</p>	<p>(i) Compilation and enforcement of local authority guidelines / regulations for consent uses (e.g. wineries, B&B's, guesthouses). (ii) Co-ordination between planning, tourism and agri-industry regarding demand type and quality of facilities required. (iii) Rationalise anomalies in policies regarding consent uses. (iv) Rationalisation and non-conforming uses: • Consent use application. • Compliance with Consent Use criteria. • Rehabilitation of impact of non-conforming use.</p>	<p>(i) SPM, CTM. (ii) Local Tourism Buro's and Cape Metropolitan Tourism. (iii) Agricultural sector and industry. (iv) Local community representative structures (e.g. farming community)</p>

Use Zone	Management Objective	Principle / Guideline	Management Mechanism	Action / Programme Required	Responsible Party
	(ii) Maintain and enhance environmental integrity in Farming Use Zone.	(i) Reduce the impact of farming activities on remaining natural areas within and abutting the Farming Use Zone through achieving a balance between farming and conservation and ensuring that environmental considerations are fully integrated into agricultural activities and developments.	(i) Environment Conservation Act, 1989 (Act 73 of 1989); (Government Notice R1182; 5 Sept. 1997). (ii) LUPO/PDA. (iii) Conservation of Agricultural Resources Act, 1983 (Act 43 of 1983). (iv) National Water Act, 1998 (Act 36 of 1998). (v) National Environmental Act, 1998 (Act 107 of 1998). (vi) National Veld and Forest Act, 1998. (vii) CMC's draft Integrated Metropolitan Environmental Policy (IMEP). (viii) Local authority zoning regulations.	(i) Application of Exemption and Authorisation under EIA regulations for Scheduled Activities: <ul style="list-style-type: none"> • New cultivated lands (previously natural veld); • Land use changes and undertaking "Scheduled Activities". (ii) Introduction of a Land Care and Land Management Programme to address: <ul style="list-style-type: none"> • Combating and preventing soil erosion; • Protection of natural vegetation; • Combating of weeds and invader plants; • Protection of aquatic systems; • Reducing and preventing ground and surface water pollution; • Removal and / or screening of disused machinery, equipment, etc; • Reducing fire hazard; and • Sensitive building and signage design. (iii) Employment of Working for Water Programme and Ukuvuka Fire Stop Programme. (iv) Rationalisation of non-conforming and unauthorised uses. (v) Establish Fire Prevention Committees. (vi) Establish Land Care Committees. (vii) Employment of Integrated and Environmental Management (IEM) frameworks.	(i) Dept. of Agriculture. (ii) DWAF. (iii) DECAS. (iv) SPM and CTM (v) Farm owner / user. (vi) CMC.

Use Zone	Management Objective	Principle / Guideline	Management Mechanism	Action / Programme Required	Responsible Party
				(viii) Employment of stricter environmental management by farmers and increased participation in environmental programmes i.t.o.: <ul style="list-style-type: none"> • EIA regulations for Scheduled Activities. • Accepting greater environmental responsibility (E.g. biological pest control and restricting spray drift). • Establishing conservancies on farms to protect wetlands, river courses and conservation worthy flora and fauna habitats. Incorporation of such areas in ecological corridors with linkage to MOSS beyond the urban edge. • Farmers being partners in rehabilitation and maintenance programmes (e.g. Ukuvuka, Landcare). 	
	(iii) Securing an effective rural edge for the Farming Use Zone.	(i) Prevent intrusion of non-agricultural activities into the Farming Use Zone through establishing maintaining and enforcing a fixed rural edge and complimentary management zones for: <ul style="list-style-type: none"> • the edge abutting the urban/peri-urban area. • the edge abutting the CNPP. 	(i) Draft Peninsula Urban Edge Study (1999). (ii) MSDF. (iii) Local authority zoning regulations.	(i) Management of urban edge i.t.o. draft urban edge study proposals. (ii) Establish a CNPP – SPM – CTM forum to monitor and manage the edge.	(i) CNPP. (ii) SPM and CTM. (iii) Land owners. (iv) CMC.

Use Zone	Management Objective	Principle / Guideline	Management Mechanism	Action / Programme Required	Responsible Party
	(iv) Enhancing visitor experience within the Farming Use Zone.	(i) Extension of Park visitor experience through increased public access to facilities (e.g. farmsteads, working farms, farmstays) and natural areas within the Farming Use Zone, subject to: <ul style="list-style-type: none"> • owners permission. • minimal impact on natural environment. 	(i) Local authority zoning regulations i.t.o. permitted tourist activity / use. (ii) Occupation Safety Act. (iii) Permission of owners and appropriate indemnity insurance.	(i) Provision of information signage. (ii) Incorporate in tourist directories (e.g. wine route, farmstays). (iii) Be co-ordinated by tourism authorities to facilitate visitor requirements and appropriate standards.	(i) Local Tourism Buro's and operators. (ii) Cape Metropolitan Tourism. (iii) Land Owner.
	(v) Protection and maintenance of the rural landscape and cultural heritage resources in the Farming Use Zone.	(i) Need to protect and enhance the scenic resources and cultural / heritage resources.	(i) National Heritage Resources Act, 1999 (Act 25 of 1999). (ii) CMC Scenic Route Study. (iii) CMC Outdoor Advertising Policy (iv) Minerals Act, 1991 (Act 50 of 1991). (v) Conservation of Agricultural Resources Act, 1983 (Act 43 of 1983). (vi) Environment Conservation Act, 1989 (Act 73 of 1989).	(i) Declaration, protection and restoration of: <ul style="list-style-type: none"> • Cultural and significant landscapes (e.g. land use patterns, vistas). • Historic buildings, farmsteads and sites. (ii) Co-ordinate and standardised signage policy. (iii) Rehabilitation of disturbed areas (e.g. areas scarred by erosion or quarrying). (iv) Appropriate building and landscape design guidelines and regulations for new development and restoration projects. (v) Maintenance of rural routes (e.g. controlled location of craft vendors, building setback, clearing of alien vegetation in road resources).	(i) SAHRA. (ii) CMC. (iii) Cape Metropolitan Tourism and local tourism buro's. (iv) DECAS. (v) Land owners. (vi) SPM and CTM. (vii) PAWC Roads. (viii) Dept. of Minerals and Energy.

Use Zone	Management Objective	Principle / Guideline	Management Mechanism	Action / Programme Required	Responsible Party
(2) Peri-Urban	(i) Maintenance and enhancement of the peri-urban landscape and its cultural and heritage resources.	(i) Need to rehabilitate, protect and enhance the scenic resources and aesthetic character of the peri-urban use zone given the current transformation of the area due to: <ul style="list-style-type: none"> • Increasing land use diversification and intensification. • Commercialisation and the need for exposure. • Exploitation of natural and non-renewal resources. 	(i) National Heritage Resources Act, (Act 25 of 1999). (ii) LUPO/PDA. (iii) Conservation of Agricultural Resources Act, 1983 (Act 43 of 1983). (iv) Environment Conservation Act, (Act 73 of 1989). (v) South African National Roads Agency Act, 1998 (Act 7 of 1998). (vi) Advertising on Roads and Ribbon Development Act, 1940 (Act 21 of 1940). (vi) CMC Scenic Routes Study. (vii) CMC Outdoor Advertising Policy.	(i) Declaration, protection and restoration of: <ul style="list-style-type: none"> • Cultural and significant landscapes (e.g. land use patterns). • Historic buildings, farmsteads and sites. (ii) Rehabilitation and maintenance of rural movement routes, including: <ul style="list-style-type: none"> • Adequate set-back of developments and screen planting. • Restricting roadside developments and associated signage. • Controlled location of craft vendors with landscape rehabilitation conditions in event of venture failure. • Removal of alien vegetation and dumped material. (iii) Co-ordinated and standardised signage policy to achieve: <ul style="list-style-type: none"> • Signage being informative and reflecting the rural character of the area. • Appropriate siting to reduce visual impact on rural landscape. (iv) Rehabilitation of disturbed areas (e.g. areas scarred by erosion or quarrying). (v) Initiate community based programmes to remove alien vegetation, restoration of indigenous vegetation flora and remove dumped wastes. (vi) Appropriate landscape and building design guidelines and regulations for new developments and structures, and the restoration of existing developments and structures. (vii) Establish conservancies to protect conservation worthy habitats. Incorporate such areas in ecological corridors and greenbelts linking to MOSS.	(i) SAHRA. (ii) CMC. (iii) Cape Metropolitan Tourism ad local tourism buro's. (iv) SPM and CTM. (v) DECAS. (vi) PAWC Roads. (vii) Land owners / users. (viii) Peri-urban community. NGO's and CBO's. (ix) DWAF. (x) Dept. of Agric.

Use Zone	Management Objective	Principle / Guideline	Management Mechanism	Action / Programme Required	Responsible Party
	(ii) Appropriate Management of Smallholding Area.	<p>(i) Employ existing smallholding as extensive residential areas in order:</p> <ul style="list-style-type: none"> Maintain and enhance the rural character of the CMA rural area. Promote agro-tourism. Retain and reinforce the accommodation of and agriculture of retained activities (e.g. Some as a transitional zone or buffer between the Park and urban zone, i.e. a functional buffer to the Park. 	<p>(i) LUPO/PDA.</p> <p>(ii) Sub-division of Agricultural Land Act, 1970 (Act 70 of 1970).</p> <p>(iii) Draft Western Cape Policy for the Establishment of Agricultural Holdings in the Urban Fringe, 1999.</p> <p>(iv) Cape Metropolitan Area Structure Plan, 1989.</p>	<p>(i) Application and enforcement zoning regulations.</p> <p>(ii) Promotion of smallholding areas as tourist attractions (e.g. cottage industries, rural accommodation, horse trails, etc.).</p> <p>(iii) Restricting further cadastral fragmentation.</p>	<p>(i) SPM and CTM.</p> <p>(ii) Land owner / user.</p> <p>(iii) Dept. of Agric</p> <p>(iv) PAWC.</p>
		<p>(ii) Allow for limited development of other rural uses while retaining the smallholdings character to facilitate:</p> <ul style="list-style-type: none"> Intensification of use of holdings. Strengthening of income / affordability of maintenance. Tourist facilities and activities. Future economic sustainability of holdings. Rural urban linkages. 	<p>(i) LUPO/PDA.</p> <p>(ii) Local authority zoning regulations are health regulations.</p> <p>(iii) Local authority policies for smallholding areas or specific policies (e.g. guesthouses).</p> <p>(iv) Environmental Conservation Act, 1989 (Act 73 of 1989).</p>	<p>(i) Compilation and enforcement of authority guidelines / regulations for consent uses (e.g. guesthouses, resorts).</p> <p>(ii) Consultation between local authority and smallholders (e.g. association) regarding and use types required / permissible.</p> <p>(iii) Rezoning consent use or departure application.</p> <p>(iv) Application for Exemption or Authorisation under EIA regulations.</p> <p>(v) Rural enterprises need to be of appropriate form and scale i.t.o.:</p> <ul style="list-style-type: none"> Economic viability. Environmental performance. In-keeping with rural character. 	<p>(i) SPM and CTM.</p> <p>(ii) CMC.</p> <p>(iii) Local community representative structures.</p> <p>(v) Cape Metropolitan Tourism and local tourism buro's.</p> <p>(vi) DECAS.</p> <p>(vii) Land owner / user.</p>

Use Zone	Management Objective	Principle / Guideline	Management Mechanism	Action / Programme Required	Responsible Party
	(iii) Securing on effective use for the Peri-Urban Use Zone.	(i) Need to prevent intrusion of activities (e.g. urban) which will threaten the role / function of the peri-urban zone, i.e. transitional / buffer between urban areas and Park. Similarly need exists to prevent uses / activities within peri-urban zone from negatively impacting upon Agri-One Zone and Park.	(i) Draft Peninsula Urban Edge Study (1999). (ii) MSDF. (iii) Local Authority zoning schemes.	(i) Fix edge and complimentary management zones where such edge does not form part of the draft Peninsula Urban Edge. (ii) Statutory proclamation of draft urban edge. (iii) Establish a GRIPP-SPM-CTM forum to monitor and manage edge.	(i) CNPP. (ii) SPM and CTM. (iii) CMC. (iv) Land owners.
	(iv) Enhancing both visitor and user experience and use within the Peri-Urban Zone.	(i) Need to secure and enhance public areas (e.g. plantations) growing within the Urban-fringe Zone as such areas represent: <ul style="list-style-type: none"> • A rural experience to the city / urban zone dweller / user. • Rural leisure activities (e.g. walks, mountain bike trails) for the city / urban dweller / user. • Tourist and leisure activities for the visitor (e.g. crafts, trails). 	(i) Local Authority zoning regulations. (ii) Permission of land owners. (iii) Appropriateness safety and resource mechanisms.	(i) Provision of informative signage. (ii) Co-operation management / regulation between land owner (e.g. state) and local authority. (iii) Appropriate access control and safety signage and resource information / equipment. (iv) Appropriate management to reduce environmental degradation (e.g. no-go areas, refuse containers, designated routes, etc.).	(i) City-based leisure and sport organisations. (ii) Cape Metropolitan Tourism and local tourism buro's. (iii) Users and visitors. (iv) Land owners (e.g. SAFCOL).

Use Zone	Management Objective	Principle / Guideline	Management Mechanism	Action / Programme Required	Responsible Party
(3) Urban Zone	(i) Containment of the Urban Zone.	(i) Need for containment of the urban use zone through: <ul style="list-style-type: none"> • Enforcement and management of the urban edge. • Compaction within the urban edge. 	(i) MSDF. (ii) Draft Peninsula Urban Edge Study (1999).	(i) Management of urban edge i.to. draft urban edge study. (ii) Statutory proclamation of draft urban edge. (iii) Location of higher-order facilities and services (e.g. hotel) in designated urban areas and corridors in order to prevent intrusion into Park or Agri or Peri-Urban Use Zone.	(i) SPM and CTM. (ii) CMC. (iii) Land owners.
	(ii) Forestry of urban-rural linkages.	(ii) Need for linkages between urban and rural areas to facilitate: <ul style="list-style-type: none"> • Access to the Park and rural experience. • Contact between the urban / rural and Park experience. • Environmental linkage between the rural and urban Use Zones. • Areas for rural leisure activity for urban users. • Diversity of visitor experience . 	(i) MSDF. (ii) CMC's Draft Integrated Metropolitan Environmental Policy (IMEP). (iii) MOSS.	(i) Identification, demarcation, establishment and maintenance of different urban rural linkages, including: <ul style="list-style-type: none"> • ecological corridors and greenbelts. • Roads. • Walkways and hiking trails. • Rural leisure activity areas (e.g. plantations). (ii) Link to MOSS (when appropriate) e.g. ecological corridors.	(i) SPM and CTM. (ii) DECAS. (iii) CMC. (iv) Land owners. (v) PAWC Roads.
(4) Urban Conservation Village Use Zone	(i) Maintenance and enhancement of Urban Conservation areas and Conservation Villages.	(i) Need for declaration, proclamation, restoration and maintenance of urban and village cultural and significant landscapes, historical buildings and sites given: <ul style="list-style-type: none"> • cultural and historic significance. • visitor experience. 	(i) SPM and CTM zoning regulations, especially special zones / regulations appropriate to urban conservation. (ii) National Heritage Resources Act, 1999 (Act 25 of 1999). (iii) CMC Scenic Routes Study.	(i) Application and enforcement of zoning regulation, especially specific regulations relating to: <ul style="list-style-type: none"> • Urban conservation. • Restoration of cultural and historical resources (e.g. building sites). • New development within the urban conservation and conservation village use zone. 	(i) SPM and CTM. (ii) SAHRA.

6. CONCLUSIONS & RECOMMENDATIONS

6.1 CONCLUSIONS

Establishing and managing a national park in the midst of a thriving metropolitan area presents unique challenges to CPNP management. Towards meeting these challenges Park officials consulted widely with the Cape Town community to put in place a Management Policy as well as a Strategic Management Plan. What this consultative process prioritised was the need to prepare an overarching spatial framework for the new Park. Such a framework is required as a management tool to guide and co-ordinate diverse conservation and development activities across the Park.

The resultant draft Conservation Development Framework for the CPNP, as documented in this report, puts forward for comment by interested and affected parties a proposal for an overall spatial framework for the Park. The CDF has been prepared from a peninsula wide perspective, it does not just deal with land under SANP management. At this stage it focuses on the terrestrial environment of the Cape Peninsula. A CPNP Marine Incorporation Study is currently underway in parallel to the CDF process. Once public comment has been received on the findings and recommendations of the two studies, the intention is to combine the terrestrial and marine components in the final CDF.

The CDF builds on previous studies that addressed the issue of how to reconcile the multi-purpose use of the Cape Peninsula. The CDF has been prepared in accordance with Strategic Environmental Assessment guidelines, in terms of which the opportunities and constraints that the environment places on prospective tourism and recreation development have been assessed. Based on the CPNP Management Policy, specifications of acceptable resource (ecological, heritage and scenic) and social conditions to be achieved in the Park have been set. These represent the levels of environmental quality and visitor experience the Park seeks to uphold, or what are referred to as the limits of acceptable change.

As additional informant to the CDF, a situational analysis has been undertaken of resource and social conditions in the Park. Using the Park's Geographic Information System a series of thematic maps were produced as part of the situational analysis to assess the spatial relationships between different variables. The Park's biophysical information base was found to be relatively well developed and provided insights into the Cape Peninsula's unique ecology, the threats it is subject to, and where these occur.

The Park's cultural heritage information base was found to be insufficient to serve as input to the CDF. To address this shortcoming SANP appointed the Heritage Resources Group to compile a provisional Heritage Resources Synthesis Map. Their input provided useful insights into the nature, variety and distribution of Cape Peninsula's heritage resources and was used to inform the CDF's proposals.

The preliminary findings of the recent Park Visitor and User Survey also provided informants to the CDF regarding visitor profiles, usage patterns, needs and preference. In formulating the CDF alternative means of reconciling management objectives regarding environmental conservation, visitor experience and the Park's integration with the City were explored.

The resultant draft CDF incorporates proposals with respect to:

- a set of planning principles that underpin the CDF;
- the demarcation of the Cape Peninsula into functional areas, or what are referred to in the CDF as Use Zones, inclusive of management guidelines for each zone;
- rationalisation of the role and function of the Park's existing and potential Visitor Sites, inclusive of management guidelines for the different categories of visitor sites; and
- guidelines for the sustainable management of the Park / City interface.

Map 5, the Conservation Development Framework, consolidates these proposals in an overarching spatial framework for the Cape Peninsula National Park.

6.2 RECOMMENDATIONS

Towards taking the draft CDF forward the following recommendations are made:

- i. The availability of the draft CDF should be publicised, it should be made accessible through public libraries and the Park's web site, and all interested and affected parties should be invited to submit comment on the CDF.
- ii. The draft CDF should be referred to Cape Peninsula statutory authorities for comment.
- iii. The draft CDF should be reviewed by the CPNP Committee, management and staff and comments submitted.
- iv. At minimum a one month comment period should be allowed for, following which the consultants appointed by SANP to manage the CDF comments process (deVilliers Brownlie Associates) should synthesise all comments received.
- v. Comments received on the draft CDF as well as on the CPNP Marine Incorporation Study should be assessed by Park management and the CDF consultants (Setplan), and responses formulated as to how the issues raised will be addressed.
- vi. deVilliers and Brownlie should then compile a CDF "Comments and Responses" report to serve as record of the consultation process.
- vii. The draft CDF should then be amended by Setplan to address the issues raised and incorporate the marine component.
- viii. A final CDF should be issued to SANP for their internal approval process.
- ix. In line with the Park's EMS, the CDF should be reviewed every five years along with the CPNP Management Policy and Strategic Management Plan.

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ANNEXURE A: ACTIVITIES GUIDELINES

Extract from "Table Mountain National Park Use Zone Map" 1996, prepared by MLH Architects and Planners in association with CSIR for SANP.

Following extensive consultation in 1996 with user-groups and other interested and affected parties, and after consideration of relevant planning these Activities Guidelines were compiled. The purpose of these guidelines is to provide a reference to managers, detailing where the more common activities should take place and under what conditions. The list as presented here is not comprehensive; additional activities that did not come to the Consultants' attention at the time of writing will have to be evaluated by the managers in association with relevant bodies, according to their likely impacts on the Park and its users. However, in general, activities should be compatible with the use-zone in which they occur.

1. OVERARCHING PRINCIPLES

The CPNP is unique in that it occurs within an urban context and is used for a variety of recreational activities. The guidelines set out below for the conduct of each activity is intended to aid the managers in accommodating these activities in managing the balanced and equitable use of the Peninsula. In particular, these guidelines aim to reduce conflict between activities and the cumulative negative impacts of the activities on ecological processes in the Park.

Using the Use-Zone Map as guide, managers should aim to ensure that activities that are not in conflict with its management goals, are accommodated and supported in the Park. In establishing use areas and user guidelines, the managers should be guided by what the specific needs of the activity are and how these needs can be met within the overall management objectives of the Park. In addition to the principles outlined earlier, the following understandings should inform the management of activities:

1.1 Asset

The mountain chain is a valuable asset to the people of Cape Town, the country as a whole and even as part of our international heritage. As such, the Park serves an important role as a natural resource and in providing visual, leisure, educational and scientific resources.

1.2 Control mechanisms

Lower-impact activities should not be formally controlled. However, the increasing number of users will probably necessitate the implementation of some sort of mechanism to manage the impact of certain activities especially higher impact activities on the environment and on other users of the Park.

Managers should consult with all interested and affected parties (such as organised recreation activity groups) in establishing appropriate and equitable formal management mechanisms for the different activities. The needs of foreign visitors to the country should be borne in mind when establishing such mechanisms.

1.3 Self-policing

Given an open access policy the managers will have to rely on users to take a responsible attitude towards the Park and its use. Education programmes (through schools, libraries, environmental education centres) and signage should be used to encourage appropriate codes of conduct.

1.4 Access points

Entrance points to the mountain chain, which are accessible by vehicles, are regarded as critical to the management of the Park.

In addition to the many formal entrance points onto the mountain and into the Park, there are numerous less formal entry points to the mountain (for example entry points along Boyes Drive). The provision of appropriately scaled and designed signage at these points should be investigated.

1.5 Integrated Environmental Management Procedures

The managers should be committed to a transparent and open public participation process with respect to any future development within the Park. In this regard, all new proposals should be subject to Integrated Environmental Management, where initial scoping indicates this as being necessary. Individuals or organisations other than the SANP who wish to introduce new developments or activities will be responsible for initiating IEM procedures.

2. POLICY RELATING TO THE ESTABLISHMENT OF NEW ACTIVITIES IN THE PARK

Any person or group wanting to establish a new activity in the Park should do so through negotiation with the managers. Such a person or group should be able to indicate where the activity is proposed, how it will be managed, what the needs of the activity are (e.g. infrastructure), and why the Park is a desirable location for the activity. Such a person or group should also be responsible for undertaking IEM procedures. The managers, in considering the proposal, should take the following into account :

- (a) the actual or potential impact of the activity;
- (b) the location of the activity with relation to use-zones;
- (c) the conflict with existing users;
- (d) the need/demand for the activity; and
- (e) the appropriateness of the Park for the proposed activity.

The managers may well decide not to allow the proposed activity or to apply certain conditions which it feels are necessary to ensure the proper use of the Park.

3. POLICY RELATING TO THE LIMITATION OF EXISTING ACTIVITIES

The managers can limit or reduce the extent or impact of any activity on the following basis :

- (a) the number of users or participants has dropped to such a degree, that for management purposes it is desirable for the activity to only occur in specific or more limited localities;
- (b) the impact of the activity in a particular area(s) or on a feature(s) is in conflict with the overall management objectives of the Park;
- (c) the activity is in major conflict with other users; and/or

- (d) the activity is occurring without permission, or in contravention of an agreed Code of Conduct.

4. POLICY RELATING TO THE EXPANSION OF EXISTING ACTIVITIES

The scope or extent of existing activities can be increased subject to the following :

- (a) the expansion is planned and executed in conjunction with the managers;
- (b) the expansion is not in conflict with the overall management objectives of the Park;
- (c) the expansion will ensure an acceptably low environmental impact and should not cause undue conflict with other users;
- (d) the expansion does not threaten or undermine areas of special preservation or ecological sensitivity; and
- (e) the expansion occurs within the context of the identified use-zones.

5. ACTIVITIES GUIDELINES

5.1 Walking

DESCRIPTION OF ACTIVITY : Recreational walking (including scrambling), on formal footpaths, tracks, jeep tracks and roads is the single most popular activity on the Peninsula mountain chain.

MANAGEMENT PRINCIPLE : The cumulative impact of walking should be managed through the use of appropriately designed paths and signage.

CRITERIA FOR DESIGNATION : The opening of any new path will require extensive investigation. The type of path will depend on landscape sensitivity and anticipated volume of usage. The existing path system should be rationalised - inappropriate paths should be closed, and well utilised paths should be upgraded to an acceptable minimum level of construction. The various mountain clubs will be a major supplier of information concerning the path network, and should be consulted extensively when drawing up a footpath management plan.

The current work being done by the Mountain Club of South Africa should provide a basis for management. In addition to this project, a number of studies have been undertaken to identify suitable footpaths - of particular note is the feasibility study into the development of hiking trail in the Cape Peninsula undertaken by the CPPNA MAC in 1987. This study investigated the establishment of a walking tour from Signal Hill to Cape Point, with overnight facilities in the urban areas as well as some appropriately sited mountain huts.

CODE OF CONDUCT/CONTROL :

- Walkers must remain on designated paths.
- The impact on the flora and fauna, and sensitive habitats such as wetlands should be prevented.
- Littering, loud music or anti-social behaviour will not be allowed.
- Voluntary compliance must be encouraged.
- Appropriate signage, route markers, and information for walkers should be provided.

DESIGNATED USE AREAS : On suitable (marked) paths throughout the mountain chain.

5.2 Walking with dogs

DESCRIPTION OF ACTIVITY : The walking of dogs by owners for the purpose of relaxation and enjoyment is a very popular and widespread activity.

MANAGEMENT PRINCIPLE : Dogs are prohibited in National Parks. As a compromise a balance which provides sufficient areas for dogs to be walked should be provided. It is necessary to retain the remote qualities of some areas which are not suitable for dog walking as a result of the impact on the Park's fauna and flora.

CRITERIA FOR DESIGNATION :

- Where dogs will not disturb sensitive flora/fauna.
- Where there will be no conflict with other users.

CODE OF CONDUCT/CONTROL :

- Dogs should be on leads.
- A leash should be used at all times.
- Owners will be responsible for removing dog faeces from public areas and paths.
- Owners are responsible for accidents/injuries as a result of their dogs.
- Taps and troughs should be provided in dog walking areas.
- Dogs only to be allowed in designated areas.

5.3 Braaing

DESCRIPTION OF ACTIVITY : Braaing at one of the formally designated braai areas is an important recreational and social activity on the Peninsula.

MANAGEMENT PRINCIPLE : Braai areas should cater for a full range of experiences as required by different user groups.

CRITERIA FOR DESIGNATION : Braai areas are, by definition, high-intensity leisure areas and should thus only be located in areas compatible with such activity. A site, or proposed site, should :

- be accessible by vehicular traffic, and have adequate parking some distance from braai places;
- not impact adversely on ecologically sensitive areas, other users, or adjacent property owners;
- be spatially definable;
- have appropriate facilities such as taps, litter bins and ablution blocks;
- have appropriate information facilities and signage; and
- be located in low fire hazard areas, e.g. sheltered from wind and away from dense vegetation.

CODE OF CONDUCT/CONTROL :

- Fires are only allowed in the designated, specially constructed braai spots.
- Dogs or other pets are not allowed in braai areas.
- Activities which interfere with the enjoyment of other users are prohibited.
- Set opening and closing times are required.

- The site should be supervised by the managers, and access controlled at certain high usage times/sites if deemed necessary.

5.4 Picnicking

DESCRIPTION OF ACTIVITY : Picnicking at one of the numerous picnic spots, is an important recreational activity on the Peninsula.

MANAGEMENT PRINCIPLE : As a result of the great demand for picnic areas, a range of facilities should be provided, catering for the varying needs of the greater community. This will require a range of appropriate management and control methods.

CRITERIA FOR DESIGNATION :

A site or proposed site should :

- be within high or low intensity leisure zones;
- be accessible by vehicular traffic, or after a short walk;
- not impact adversely on ecologically or culturally sensitive areas, other mountain users, or property owners;
- be clearly definable; and
- have appropriate information facilities and signage.

CODE OF CONDUCT/CONTROL :

- Activities which interfere with the enjoyment of other users are prohibited.
- Quality ablutions facilities and parking areas should be provided.
- Entry fees to cover costs of maintenance and security at certain sites, must be implemented.
- Set opening and closing times are required.

5.5 Beach utilisation

DESCRIPTION OF ACTIVITY : Beaches offer a range of passive and active recreational opportunities and experiences including sunbathing, swimming and picnics.

MANAGEMENT PRINCIPLE : Management should recognise that beach use differs according to their location and nature, and therefore the experience they offer. Management must therefore ensure that the activities occurring on beaches are compatible with the inherent characteristics of the beach and the use-zone within which it falls.

CODE OF CONDUCT/CONTROL :

- In general, the public should enjoy unhindered access to beaches. However, certain beaches (e.g. Boulders Beach) requires an entrance payment in order to manage the numbers using the beach, especially during peak periods when overcrowding would otherwise occur and when additional facilities, cleaning and management are required.
- Activities which interfere with the enjoyment of other users (e.g. loud music) are prohibited.
- Dogs and horses should only be allowed on designated beaches (e.g. Noordhoek).

5.6 Caving

DESCRIPTION OF ACTIVITY : The exploration, study, survey and conservation of caves.

MANAGEMENT PRINCIPLE : The use of caves should be managed so as to ensure the conservation of this important resource and the safety of the Park users.

CODE OF CONDUCT/CONTROL :

- The locality of caves deemed to be sensitive to human impact, especially those which are centres of high endemism (or where further research is required to determine their importance), or are dangerous for the general public, should not be publicised or mapped. Footpaths to these caves should not be signposted, and where appropriate, be actively blocked and revegetated.
- The South African Speleological Association (SASA) should be encouraged to guide and co-ordinate responsible exploration and scientific research into geological, biological and archaeological aspects of all cave systems.
- Paths should be maintained to the more well known, and less dangerous caves (as identified below) and interpretive/information signage erected. These caves could be marked on appropriate maps.

5.7 Concerts

DESCRIPTION OF ACTIVITY : Open air concerts, including musical performances, plays and theatre. It has been noted that there is an increasing demand for appropriate venues for these activities.

MANAGEMENT PRINCIPLE : The demand for venues should be accommodated where appropriate and in keeping with the management goals of the Park; suitable sites identified; measures taken to implement appropriate development strategies; and management controls put in place.

CRITERIA FOR DESIGNATION : By definition these areas are high intensity leisure areas. A site or proposed site:

- requires access by vehicles, and sufficient parking facilities;
- should not adversely affect the ecological integrity of the site, and the surrounding property owners;
- needs a detailed investigation prior to implementation; and
- needs appropriate control for the size of the venue.

CODE OF CONDUCT/CONTROL :

- Permission should be granted by the managers prior to the performance in terms of the National Parks Act.
- The impact of the audience should be properly managed and controlled.
- Performances should, in general, only occur on weekends and public holidays.
- The noise impact on surrounding areas should be kept to acceptable levels. The use of noise screens should be investigated where necessary.

5.8 Cultural events

DESCRIPTION OF ACTIVITY: In addition to concerts mentioned above, a number of religious activities and memorial events, mostly related to specific sites, occur within the Park.

MANAGEMENT PRINCIPLE: The need for various cultures to exercise their cultural and religious beliefs should be accommodated within the social and environmental carrying capacity of the site.

CRITERIA FOR DESIGNATION:

- These events usually take place at sites of religious or cultural importance, for example kramats.

CODE OF CONDUCT:

- Participants should ensure that their impact on the environment and other users is prevented.
- Whereas events related to the religious calendar could be anticipated by the managers (eg the sighting of the new moon) and impacts monitored and provided for, other events such as memorial services should be discussed with the managers in advance.

5.9 Hang-gliding and paragliding

DESCRIPTION OF ACTIVITY : The Peninsula offers excellent conditions for the pursuit of recreational hang-gliding and paragliding.

MANAGEMENT PRINCIPLE : The managers should seek to facilitate the activity of hang-gliding and paragliding, through the provisions of a limited number of appropriately located launch sites. The ecological impacts of the activity on the fynbos vegetation and underlying soils should be monitored and evaluated so as to limit the impact on the Park.

CRITERIA FOR DESIGNATION :

- Impacts of each individual site have to be investigated by the managers, in consultation with representative organisations, on an ongoing basis.
- Appropriate access should already be in place. Vehicular access to launch sites within Remote and Quiet Zones should not be allowed.
- Ecologically sensitive areas should not be utilised.
- Sites should be clearly defined.

CODE OF CONDUCT/CONTROL :

- An appropriate control mechanism should be considered by the managers.
- Only those areas agreed with the managers, and which have appropriate launch facilities to be used.
- The managers should, in consultation with the appropriate clubs, prepare a Code of Conduct which should form the basis for the Parks use.
- In general, access to launch sites is to be appropriate to the zone in which it falls, i.e. no vehicular access into Remote and Quiet Zones.
- In special cases, the managers may consider giving vehicular access to sites where appropriate.

- There should be on-going negotiation and control with respect to the proclamation of new launch sites and the maintenance of current ones.

5.10 Horse riding

DESCRIPTION OF ACTIVITY : Recreational riding of horses is recognised as a legitimate activity within the Park, but one which can have high ecological impacts and conflict with other users.

MANAGEMENT PRINCIPLE : The managers should aim to guide horse-riders along appropriate routes, so as to minimise their impact on the Park and on other users.

CRITERIA FOR DESIGNATION :

- No new trails through areas of ecological sensitivity, or remote zones. Current trails through sensitive areas should be closed after consultation with affected parties.
- Limit impact on other users, through the use of appropriate routes and signage.
- Routes of sufficient design standard or upgradable to the appropriate standard.
- Where possible, existing jeep tracks should be utilised.
- Any new trails to be subject to detailed studies.

CODE OF CONDUCT/CONTROL :

- An appropriate control mechanism should be considered by the managers.
- Riding groups should not exceed four riders.
- Horse riders should give way to other users.
- The managers should, in consultation with organised riding groups, prepare a comprehensive Code of Conduct.
- Special permits, with controls should be required for official competitive or group riding events.

5.11 Mountain biking (ATBs)

DESCRIPTION OF ACTIVITY : The use of mountain bikes or all-terrain bicycles (ATBs) is a rapidly growing recreational activity, ranging from recreation cycling through to serious sport cycling.

MANAGEMENT PRINCIPLE : The needs of this user group as well as the impacts that uncontrolled use will have on the Park should be recognised, controlled and managed.

CRITERIA FOR DESIGNATION :

- A range of routes catering for different levels of experience, should be provided.
- No new trails through areas of ecological sensitivity.
- Where possible, jeep tracks should be utilised.
- Limit impact on other users, through right-of-way signage.
- Paths require appropriate design standards.
- Both circular and 'there-and-back' routes should be provided.
- Any new trails should be subject to detailed investigation.

CODE OF CONDUCT/CONTROL :

- An appropriate control mechanism may be implemented by the managers.
- ATBs should be restricted to specified routes, which should be signposted, and maintained to an adequate standard.
- A Code of Conduct should be compiled by the managers in conjunction with relevant bodies, which should form the basis of the ATB use of the Park.
- Special permits with strict controls should be considered for official competitive or group cycling events.

5.12 Organised group activities

DESCRIPTION OF ACTIVITY : Organised, official group events including : fun runs, ATB and horse-riding events, and cross-country runs.

MANAGEMENT PRINCIPLE : Group activities, because of their potential impact on other users and the Park, will have to be effectively controlled and managed.

CRITERIA FOR DESIGNATION :

- No activities within remote areas, or ecologically sensitive areas.
- The number of entrants, and the type of activity should determine the appropriate use-zone.
- The impact on other users of the Park should be minimised.

CODE OF CONDUCT :

- The number of participants, marshals and spectators of events should be stipulated in advance and numbers kept to levels compatible with the area.
- Application for permits, along with a deposit, should be obtained by the organisers from the managers prior to the event. The cost of the permit should depend on the scale and nature (i.e. commercial or charity) of the event.
- Full responsibility (including financial) should be taken by the organisers with respect to damage caused during the event.
- The managers should be provided with estimates of start/finish times, the route and number of participants.
- The organisers should be responsible for cleaning up.

5.13 Orienteering

DESCRIPTION OF ACTIVITY : Traversing the environment on foot, off path, with a map and compass. This takes place as an organised group event.

MANAGEMENT PRINCIPLE : Orienteering, because of its potential impact on other users and the environment, should be effectively controlled and managed.

CRITERIA FOR DESIGNATION :

- The number of entrants should be appropriate for the area, i.e. the physical and social carrying capacity should not be exceeded.
- As a result of potential ecological damage, orienteering is seen to be more appropriate in disturbed areas such as forest plantations. Quiet areas could also be considered.
- No events should take place within Remote zones, or ecologically sensitive areas.

- The exact extent of the use area should be negotiated with the managers prior to authorization.
- The managers reserves the right to restrict use areas, or implement no-go areas where this is seen to be appropriate.

CODE OF CONDUCT/CONTROL :

- Limited number of participants, marshals and spectators as agreed to with the managers.
- Application for permits, along with a deposit, should be obtained by the organisers from the managers prior to the event.
- The managers should be provided with estimates of start/finish times, the route and numbers of participants.
- Full responsibility (financial) should be taken by the organisers with respect to damage caused during the event.
- The impact on other users should be minimised, e.g. through the use of temporary information signboards.
- The organisers are responsible for cleaning up.

5.14 Rock Climbing - Sport

DESCRIPTION OF ACTIVITY : Rock climbing, where ropes and other safety equipment are secured by means of permanently fixed bolts drilled into the rock face, is a growing sport in the Peninsula.

MANAGEMENT PRINCIPLE : Sport climbing must be accommodated within the Park in a manner which does not impact negatively on scenic and natural resources.

CRITERIA FOR DESIGNATION :

Sport climbing routes :

- should not interfere with recognised traditional climbing routes; and
- should be subject to detailed investigation, and approval by the managers in association with relevant user bodies.

CODE OF CONDUCT/CONTROL :

- Climbing should only take place on the slopes/faces negotiated between the managers and a user body(ies), and designated for the purpose.
- The code of conduct as developed by the Sport Climbing Policy Committee of the Mountain Club of South Africa should be the starting point. It should be refined in consultation between user groups and the managers.
- Where possible the first bolt of a route should be placed out of reach of the general public. Only stainless steel bolts should be used on the routes; all bolts should be camouflaged and undesirable bolts should be removed.
- Footpaths should be maintained by the managers, and signposted with differential marking aimed at sport climbers.
- Climbers should be made aware of birds of prey (including Peregrine Falcon, White-necked Raven, Jackal Buzzard and Black Eagle) which nest on ledges in (areas such as Elsie's Peak, Muizenberg Peak, Lakeside Ridge and the Mine) and are susceptible to disturbances during the breeding season. As a result, climbers must obey signboards placed at the foot of the climbs and restrict their climbing

routes accordingly, so as to minimise disturbance to these important species.

DESIGNATED USE AREAS : A list of officially recognised routes should be drawn up by the managers in consultation with relevant user groups.

5.15 Rock Climbing - Traditional

DESCRIPTION OF ACTIVITY : The climbing of rock faces using ropes and other equipment for protection, but using only natural cracks and crevices in the rock to place the equipment through which the rope is secured, has for many decades been a major source of recreational enjoyment.

MANAGEMENT PRINCIPLE : Traditional climbing needs to be controlled so that the cumulative impact on popular routes is minimised.

CODE OF CONDUCT/CONTROL :

- Traditional climbers should take due regard of the surrounding vegetation and geology and prevent their impact.
- Footpaths to the more popular climbs should be maintained by the managers, and signposted with differential marking aimed at climbers.
- Climbers should be monitored, and impacts on these routes should be prevented.
- Climbers should be made aware of birds of prey (including Peregrine Falcon, White-necked Raven, Jackal Buzzard and Black Eagle) which nest on ledges (in areas such as Elsie's Peak, Muizenberg Peak, Lakeside Ridge and the Mine) and are susceptible to disturbances during the breeding season. As a result, climbers should be encouraged/forced to obey sign-boards placed at the foot of the climbs and restrict their climbing routes accordingly, so as to minimise disturbance to these important species.

5.16 Target shooting

DESCRIPTION OF ACTIVITY : Organised and controlled target shooting practice currently occurs within a number of the quarries on the lower slopes of Table Mountain and Signal Hill.

MANAGEMENT PRINCIPLE : Management should aim to rationalise the number of sites used so as to free some quarry sites for other activities. The long-term desirability of this activity within the Park should be investigated.

CRITERIA FOR DESIGNATION : Shooting should take place in areas which are physically enclosed, and where the activity will have low impacts on other users of the mountain.

CODE OF CONDUCT/CONTROL :

- Permits or short-term leases should be granted to recognised clubs only, who should take responsibility for the actions of their members. They should have to be willing and able to expel members for misconduct.
- Legal safety precautions must be taken to protect public and users.
- The aim should be to have one representative body, and reduce the number of sites - this will require a review of current lease agreements.

- A register of all the members should be kept by such a representative body.

5.17 Fishing

DESCRIPTION OF ACTIVITY : This activity includes the use of the coastal zone of the Park for fishing, shellfish collection, lobster catching and the harvesting of any other marine resource on a non-commercial basis.

MANAGEMENT PRINCIPLE : The managers are required to control and manage the activity to ensure the long-term sustainability of the resource. Launch facilities should be kept at an appropriate level of repair for safe and efficient use.

CRITERIA FOR DESIGNATION : N/A.

CODE OF CONDUCT/CONTROL :

- The managers should utilise the current legislation as laid down by the Marine Living Resources Act, 1998 (Act 18 of 1998).
- The managers are required to educate and inform the users of this resource in order to minimise impacts on this resource.

Depending on the outcome of the CPNP Marine Incorporation Study additional reserves may be proclaimed and current reserves de-proclaimed where this is seen to be beneficial to sustainable coastal management.

6. ACTIVITIES THAT SHOULD NOT BE PERMITTED

MANAGEMENT PRINCIPLE : Activities which have unacceptable, widespread negative impacts on the ecological processes and/or other uses of the Park should be excluded. These activities are :

- All motorised vehicles and motor bikes (except for management purposes and in cases of emergency).
- Overflying by all aircraft (below an agreed altitude or within a defined envelope), or landing within the Park boundary (except for emergencies, fire control or management purposes).

7. GENERAL USER GUIDELINES

- No removal of any natural elements (including flowers, plants and stones).
- No littering.
- No throwing of stones.
- No fires (except in specifically demarcated areas).
- Be aware of potential hazards - e.g. smoking on mountain leading to veld fires.
- No short cuts - stay on mapped pathways and tracks.
- Adequate dress (warm clothes) needed and water to be carried at all times.
- A third party should be aware of routes and estimated time of arrival.

These guidelines should be communicated to users at access points through signage or officials of the Park where possible.