

TOWARDS A
CONSERVATION DEVELOPMENT FRAMEWORK
FOR THE
CAPE PENINSULA NATIONAL PARK



REPORT PREPARED TO INTRODUCE & EXPLAIN THE CDF PROCESS

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INTRODUCTION

In the April 2000 first issue of the Cape Peninsula National Park's (CPNP) official newsletter, ParkNews, it was announced that a **Conservation Development Framework (CDF)** is to be prepared for the Park. The CDF stems from the **integrated Environmental Management System (EMS)** the Park has adopted following an extensive public participation process. In terms of Management Policy :

"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 involving stakeholders, which would assess the need and desirability of proposed development."

This report introduces and explains the CDF process. Using a 'question and answer' format the report explores the following topics :

1. What is a Conservation Development Framework ?
2. Why is a CDF being prepared ?
3. How does the CDF fit in with the Park's other plans ?
4. What process will be followed to prepare the CDF ?
5. What aspects will the CDF cover ?
6. How are concerns previously raised on the Draft Development Framework being addressed ?
7. On what planning principles will the Conservation Development Framework be founded ?
8. How does the CDF fit in with plans of surrounding local authorities ?
9. How can interested and affected parties get involved ?

The CDF is a proactive conservation development planning initiative that is being undertaken in accordance with the Park's draft Management Policy and Strategic Management Plan. The CDF also responds to concerns raised by the public on the 1998 report - "Draft Development Framework for channelling visitors in the CPNP".

1. WHAT IS A CONSERVATION DEVELOPMENT FRAMEWORK ?

The Conservation Development Framework (CDF) being prepared for the Cape Peninsula National Park **is a spatial framework to guide and co-ordinate conservation and development initiatives in and surrounding the Park over the next 5 years.** In practical terms this framework will inform where visitor facilities should be located, which are priority conservation areas, what recreation activities can take place where, etc.

It is essential to safeguard in perpetuity the unique and internationally significant natural and cultural assets of the Cape Peninsula National Park. The CDF will be based on up to date available information and on sound land use planning principles. It will be prepared in terms of relevant environmental procedures and will be consistent with South African National Parks (SANP) management policy.

2. WHY IS A CONSERVATION DEVELOPMENT FRAMEWORK BEING PREPARED ?

A Conservation Development Framework is being prepared for the following reasons :

- a. 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.
- b. 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 aims to involve key role players in a process leading to acceptance of an overall spatial framework for the Park and addresses outstanding concerns regarding the DDF.

- c. At the time of the Park’s establishment a range of visitor sites were inherited by Park management, many of them 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.

- d. Latest research estimates some 4.5 million visits to the CPNP 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 will review and update the 1996 Use Zone Map and demarcate the Park into functional use zones and development nodes (precincts). In addition, the CDF will formulate objectives for the management of different use zones and set guidelines for conservation/development actions appropriate to each use zone as well as for nodes.

- e. 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 'uni-city' 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.

For the above reasons, it is necessary to investigate wider than land currently under SANP management. Accordingly the CDF study area comprises the Cape Peninsula Protected Natural Environment (CPPNE) as well as abutting land extending as far as the Urban Edge.

3. HOW DOES THE CDF FIT IN WITH THE PARK'S PLANS ?

In the period leading up to the proclamation of the CPNP, SANP committed itself to consultation with the people of Greater Cape Town in the formulation of an Integrated Environmental Management System (iEMS) for the CPNP. As illustrated below, the Park's iEMS 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. The CDF, as the Park's overall land use plan, will also be reviewed every 5 years along with the Management Policy and Strategic Plan.

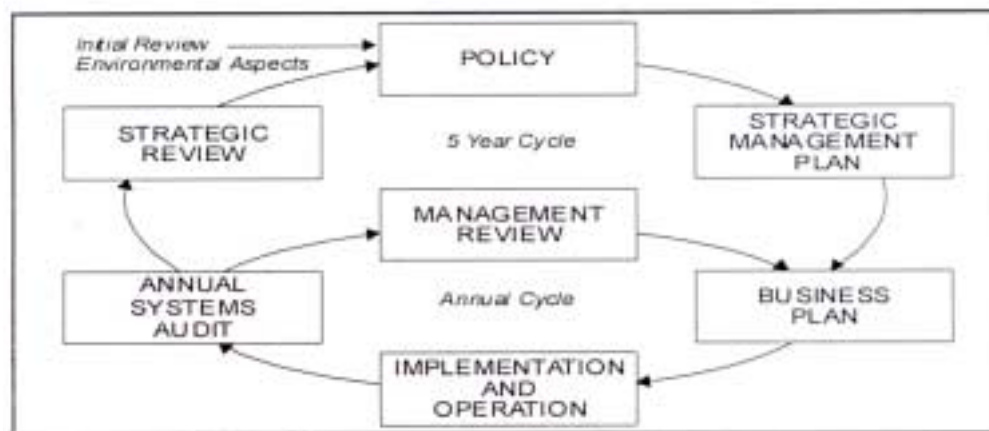


Figure 1

Following far reaching public consultation the Park's first Management Policy is now in place, and a draft Strategic Management Plan for the period 2000-2004 is being considered. The Management Policy calls for the production of an overarching Conservation Development Framework for the Park. The draft Strategic Management Plan schedules the preparation of a CDF in Year 1.

Whilst the CDF forms part of the Park's iEMS, it differs from the draft Management Policy and Strategic Management Plan in that it has a specific focus on spatial land use considerations. The CDF addresses those objectives of the Park's Management Policy that have spatial implications.

Complimentary local planning studies are underway for CPNP sites needing urgent attention, such as Groote Schuur Estate, Constantia Nek, the Glen and Van Riebeeck Park. Detailed planning of these sites will take place in the context of the CDF and following the Integrated Environmental Management procedure, and the CDF in turn will be informed by the findings of the baseline studies undertaken at these sites.

4. WHAT PROCESS WILL BE FOLLOWED TO PREPARE THE CDF?

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

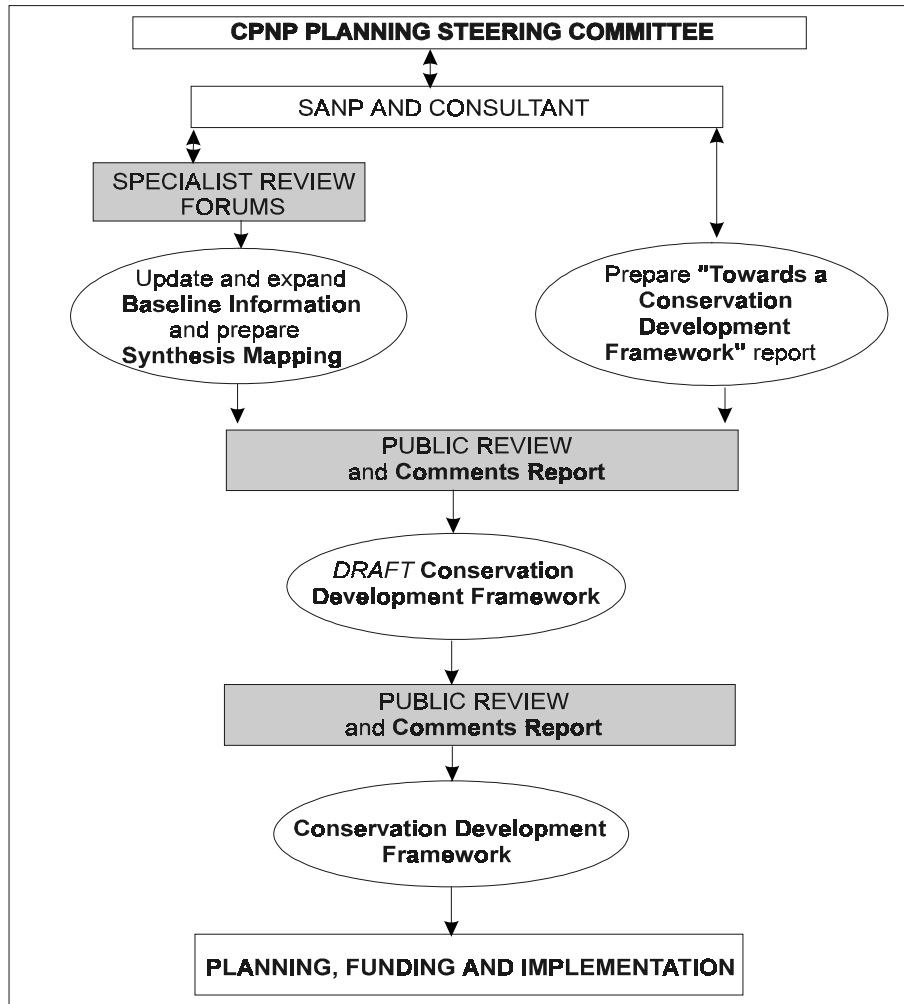


Figure 2

- a. Firstly, this **"Towards a CDF"** report has been prepared to introduce and explain the Park's metropolitan land use planning initiative. This report serves to bridge the 1998 Draft Development Plan (DDP) and the CDF.
- b. Simultaneously, the **Baseline Information and Sensitivity Maps** used to prepare the 1996 CPNP Use Zone Map have been reviewed, updated and expanded where necessary (see Box 1 and Annexure A). In addition a set of **Synthesis Maps** have been prepared which illustrate the broad characteristics of the study area. These will inform the subsequent demarcation of functional land use management zones in the CDF.

- c. Next, both the "Towards a CDF report" and the Baseline Information and Synthesis Maps will be reviewed. The **review process** will be undertaken in June by an authority's steering committee, by specialist forums and by I&APs and the public. An external consultant will consolidate comment received on the report and baseline information, and feed these inputs into the CDF process.
- d. Drawing on the outcomes of the above three activities, a **draft Conservation Development Framework** will then be prepared. The draft CDF will comprise a report and accompanying maps.
- e. Once the draft CDF has been tabled, and should there be no unforeseen delays, a second round **review process** will be undertaken in September 2000. 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 classify all comment received, and issue a Comments Report as input to the subsequent refinement and finalisation of the CDF.
- f. To conclude, issues raised in the Comments 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.

KEY ROLE PLAYERS INVOLVED IN PREPARING THE CDF	
ROLE PLAYER	DESCRIPTION
Cape Peninsula National Park	Specific involvement of Environmental Management, Research and Information Systems, Planning, and Social Ecology divisions.
CPNP Planning Steering Committee	Advisory forum of planning, environmental, traffic and tourism officials from SANP, Provincial Administration of the Western Cape, Cape Metropolitan Council, South Peninsula Municipality, City of Cape Town, South African Heritage Resources Agency and the Department of Environmental and Cultural Affairs and Sport. This forum serves to co-ordinate CPNP planning initiatives with those of the other authorities.
Specialist Review Forums	'Peer review' teams of specialists in the fields of flora, fauna, geology, recreation, tourism, cultural heritage, visual aspects, spatial planning, financial and legal aspects. These forums, which include representatives from the Institutes of Architects and Landscape Architects and the CPNP's scientists research forum, will serve to guide, advise and monitor the interpretation of baseline information used to inform the CDF.
Consultants	Settlement Planning Services (Setplan) as lead CDF and baseline information consultants; deVilliers Brownlie Associates responsible for the synthesis of specialist and public inputs made in the course of the CDF's preparation.
The public	Targeted at those who made comments on the 1998 DDF report and those on the Park's stakeholder database, and opportunity for any other interested or affected party to make input.

Box 1

UPDATE AND SYNTHESIS OF BASELINE INFORMATION

In 1996 a study was carried out to classify the future Park into the following Use Zones:

- Special Preservation
- Remote
- Quiet
- Low Intensity Leisure
- High Intensity Leisure
- Utility Sites
- Sites of Special Interest

As part of the CDF the baseline information used to compile the Park's 1996 Use Zone Map has been reviewed and updated where new information was available (see Annexure A). In addition a new set of synthesis maps have been produced, each of which illustrates different categories of baseline information.

In order to understand where the conservation worthy areas are and how they relate to Park access and usage, the following set of synthesis mapping has been prepared on a Geographic Information System as informants to the CDF :

- Terrestrial and Marine Ecological Significance Map**, which includes spatial information on flora (plant hotspots, species diversity, rare and endemic species), amphibian and invertebrate hotspots, habitats important for birds and mammals, and aquatic systems.
- Visual Features Map**, which records scenic routes and visually prominent landscape features.
- Cultural and Historical Features Map**, which records the locality and nature of historical features as well as some of the cultural landscapes along the Cape Peninsula.
- Unstable and Hazardous Areas Map**, showing areas of geological instability and the extent of recent fire damage.
- Access and Traffic Problem Areas Map**, highlighting the primary access routes, visitor sites, and congestion areas.
- Current Land Use and Activities Map**, which illustrates land use patterns inside and along the fringes of the Park, as well as tourist and recreation facilities and activities.

As a separate assignment an inventory of the Park's infrastructure is currently being compiled. Once this data become available they will be incorporated into the GIS that under-pins the CDF.

The level of detail of baseline information is not sufficient for the detailed planning of individual sites, but suffices for the purposes of establishing an overall spatial framework for the Park.

Box 2

5. WHAT ASPECTS WILL THE CDF COVER ?

Scope

The CDF deals with the terrestrial environment of the Cape Peninsula. As a separate but parallel exercise to the CDF, a study is underway aimed at the incorporation of the Cape Peninsula's marine resources into the CPNP. Information will be exchanged between the two processes to integrate the terrestrial and marine components.

The CDF should be seen as a metropolitan land use planning initiative as the CPNP extends from Cape Point to the City Bowl and accommodates 4.5 million visits per year. The CDF should not be seen as a detailed plan that attempts to rationalise all facilities in the Park. It should rather be seen as an overarching spatial framework, with a modest 5 year time horizon, that covers the entire conservation area with a focus on those areas that are problematic to manage, namely:

- popular sites,
- the fringes of the Park,
- high volume Park access points, and
- tourism and recreation nodes in and around the Park.

It establishes management objectives for different use zones within the Park, and guidelines for development within identified nodes.

The CDF will identify development nodes for which detailed planning will be undertaken following the Integrated Environmental Management procedures, and environmental Impact Assessments will be undertaken where required. Interested and affected parties will be involved in determining appropriate activities and uses and the potential cumulative effects of successive development projects will be assessed.

Content

The CDF will :

- a. Incorporate an up to date synthesis of the various ecological and cultural sensitivity and use maps, revised in the light of public comment;

- b. Specify the planning principles and criteria used to revise the Use Zone Map, as well as the scale and nature of high intensity use areas and development nodes;
- c. Demarcate the Park into composite Use Zones, each with a specific set of management objectives and conservation development guidelines;
- d. Focus on and prioritise those areas that are problematic to manage, namely popular sites, Park access points, tourism and recreation nodes, and the Park's fringes;
- e. Identify nodes having potential for tourism, recreational and conservation related development opportunities, as well as the scale and nature of such nodes.
- f. Evaluate if spatial plans for areas abutting the Park are consistent with the CDF; and
- g. Address the financial and legal implications of the CDF at a broad level only.

6. HOW ARE CONCERNS PREVIOUSLY RAISED ON THE DRAFT DEVELOPMENT FRAMEWORK BEING ADDRESSED ?

The 1998 Draft Development Framework (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.

134 Submissions were received on the DDF, much of it critical. The main areas of concern raised on the DDF and how these are being dealt with, are set out in Box 3.

AREAS OF CONCERN	HOW ADDRESSED ?
<p>Process: Questionable process followed, inadequate public participation</p>	<ul style="list-style-type: none"> ❑ The CDF stems from the Park's EMS system which involved an extensive public participation process. The CDF is supported by a communication programme and opportunities for public input at key milestones.
<p>Context: The absence of a context within which the DDF was prepared, specifically the absence of it forming part of a strategic planning and assessment framework and the lack of an underlying policy framework</p>	<ul style="list-style-type: none"> ❑ The Park's IEMS has been set-up specifically to overcome this shortcoming. As a result there are now clear links between the CDF and preceding and subsequent planning ❑ This "Towards a CDF" report assists in establishing the context, objectives and process to prepare the CDF with I&AP and public input.
<p>Access and Gateways:</p> <ul style="list-style-type: none"> ❑ Too focused on gateways; many were of the opinion that alternatives had not been considered ❑ Confusion over the function, scale and scope of gateways; fear that all would be pay-points 	<ul style="list-style-type: none"> ❑ The CDF will revisit the gateway concept and consider a range of alternatives at different scales. Where appropriate the options will be explored ❑ The CDF will explore ways of controlling, channelling and managing access to the Park, especially at peak visitor periods so as to minimise impacts.
<p>Over commercialisation:</p> <ul style="list-style-type: none"> ❑ Over emphasis on commercial development inside the Park ❑ Need for CPNP to be financially self-sufficient challenged 	<ul style="list-style-type: none"> ❑ The Park's new Management Policy addressed the issue of commercialisation and sets out principles and policies on this matter. ❑ The CDF will explore the spatial implications of this policy, as well as Management Policy concerning economic empowerment and financial self-sufficiency. ❑ The CDF will seek to rationalise provision of facilities on a Park wide basis in accordance with the environmental opportunities and constraints of the place and the intensity of its use
<p>Beyond the Park:</p> <ul style="list-style-type: none"> ❑ Development should take place outside the Park ❑ Need to address the 'bigger picture', not the Park in isolation 	<ul style="list-style-type: none"> ❑ The CDF will inform expansion of the Park to incorporate conservation worthy areas ❑ Ways of managing the Park/Urban Edge interface will be addressed ❑ Institutional arrangements for managing the Park's surrounds will be explored in the CDF

Box 3

7. ON WHAT PLANNING PRINCIPLES WILL THE CDF BE FOUNDED?

The CDF will be based on the Park's Management Policy. To be consistent with this Policy, the CDF must ensure that conservation and development planning for the CPNP :

- Maintains and enhances the integrity of ecological, cultural and scenic resources;
- Contributes to the financial sustainability of the Park; and is
- Integrated and co-ordinated with the development and planning of the surrounding Cape Metropolitan Area.

The CDF will develop a specific set of land use principles to guide the planning of the Park, which will be consistent with IEM principles as set out in the National Environmental Management Act and those of the Development Facilitation Act. To this end the following principles will inform the CDF:

- a. **Environmental Sustainability.** It is of overriding importance that the CDF safeguards the ecological, cultural and scenic resources of the Park now and in the future.
- b. **Financial Sustainability.** The CDF will strive to balance the imperative of environmental sustainability with the need for the Park to generate diverse revenue sources so that it may become financially sustainable.
- c. **"Sense of Place".** Within the Park there are a range of unique and different environmental experiences, each shaped by local ecological, cultural and scenic characteristics. The demarcation of Park Use Zones and development nodes must reflect the character of these places and identify degraded areas where restoration action is necessary.
- d. **Equitable Access.** Whilst the Park is for all, the CDF's Use Zones should control and manage access into and within the Park. Core conservation areas should have limited access. Conversely access to popular visitor sites on the fringes of the Park should be promoted within acceptable limits.
- e. **Nodal Facility Provision.** In line with the Park's goal of excellence in managing the Park and servicing visitors, appropriate levels of services and facilities for Park patrons should be provided at suitable nodes. To minimise impacts these

should be limited to existing sites with the CDF rationalising their respective roles and functions.

- f. **Urban Integration.** The CDF should reinforce the urban edge and prevent urban encroachment, especially along the fringes of the Park.
- g. **Participation and Partnerships.** Stakeholders in the CPNP shall have the opportunity to participate in the ongoing success of the CPNP through mutually beneficial partnerships.

8. HOW DOES THE CDF FIT IN WITH PLANS OF SURROUNDING LOCAL AUTHORITIES ?

The CDF will be prepared in line with the appropriate principles and policies of the Metropolitan Spatial Development Framework (MSDF), specifically its Urban Edge and Metropolitan Open Space System (MOSS) components, as well as the Spatial Development Frameworks of municipalities abutting the Park.

The establishment of a National Park in the midst of a metropolitan area has introduced a new paradigm to land use planning in the Cape Peninsula. Most of the Structure Plans for neighbouring areas were prepared prior to the establishment of the Park. As such the CDF will inform the necessary review and updating of current land use plans, as well as assist in regularising land use management along the Park's fringe in a uni-city set up.

9. HOW CAN INTERESTED AND AFFECTED PARTIES GET INVOLVED IN THE CDF ?

The CDF process, announced in the April 2000 ParkNews, forms part of this year's CPNP communication programme. Diverse media are being used to publicise the CDF's progress and present opportunities for the public to make input.

Provision will be made for public review of the following three products :

1. This "Towards a CDF" report.
2. The synthesis mapping prepared as informants to the CDF.

3. The draft Conservation Development Framework report and its accompanying maps.

All those who commented on the DDF in 1998 and all those on the CPNP stakeholder data base have been mailed invitations to provide inputs. The main libraries are being used to make the documentation and mapping accessible to the public. All information will also be posted on the Park's web site.

A data base of CDF participants will be put together, records kept of inputs, and all comments made will be synthesised by independent consultants and reported on.

THE NEXT STEP

Before proceeding with the CDF's preparation, at this stage comment is invited on this "Towards a Conservation Development Framework" report, as well as on the Synthesis Maps prepared as informants to the CDF. Such comment will be of use in refining the CDF process and enlightening its contents.

To this end these two products have been distributed and presented to various Specialist Review Forums. In addition the report and maps have been placed in the main libraries and are also available for perusal on the Park's web site (<http://www.capepeninsula.co.za>).

The public is urged to participate in the process and comments should be submitted by 30 June 2000 to :

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