

**MILLER'S POINT  
LOCAL DEVELOPMENT FRAMEWORK**

**Draft for discussion  
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**Prepared for Cape Peninsula National Park and City of Cape Town**

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## EXECUTIVE SUMMARY

Miller's Point Recreation Area forms part of a 72 hectare City of Cape Town (CoCT) owned property situated approximately 2km south of Simon's Town. Legally described as Cape Farm 1500, the entire property encompasses the lower slopes of a portion of the Swartberg mountain range and extends down to the False Bay coastline. The recreation area, which forms the primary planning focus in this study, is approximately 14ha in extent, located on the seaward side of Miller's Point Drive. It currently comprises a restaurant, holiday accommodation, recreation amenity, boat launching facilities and a clubhouse.

Cape Farm 1500 is included in Schedule A of the Heads of Agreement between SANParks and the City of Cape Town. This designation requires further negotiation between the parties regarding the principle of inclusion of the land into the Cape Peninsula National Park.

The amenity value of the area has deteriorated considerably over a period of time and there have been a series of attempts to address these problems. In 2003, the CoCT extended funding to the Cape Peninsula National Park (CPNP) in support of the establishment of the Park. Certain of these funds have been allocated to planning projects of mutual interests. The preparation of a Local Development Framework (LDF) for Miller's Point is one such project.

The brief for the project required, *inter alia*, the development of a Vision for the site, the identification of optimal long term development options for the site, the preparation of an LDF to guide conservation and development of the area and feasible means of achieving sustainable usage and management.

The project methodology and programme is structured on the basis of the generic principles contained within the National Environmental Management Act of 1998 and the Integrated Environmental Management (IEM) procedures. The project is considered to be a Strategic Environmental Assessment. Accordingly, two previously undertaken Baseline Studies (an Environmental Baseline Study and an Architectural Baseline Study) establish the key environmental considerations for the analysis. A series of restoration/development alternatives are prepared and assessed, to which interested and affected parties are requested to make comment.

In its broader context, the location, topography and natural assets of the site combine to create an extraordinary environment.

- The site is situated within and forms part of the remote Cape Peninsula Protected Nature Area which is internationally branded
- A spectacular setting is created by the dramatic land-sea relationship with a coastal terrace backed by the steep escarpment slopes and ridges of the Swartklip Mountains
- It should be considered a gateway location on the scenic route to the Cape of Good Hope section of the CPNP, a destination of international tourist significance
- It is also a key entry point or springboard into the proposed Cape Peninsula Marine Park, adjacent to the existing Castle Rocks Marine Reserve and in close proximity to a number of renowned dive sites. As such, it provides the opportunity to access, manage and protect an area of exceptional marine and coastal biodiversity. It also provides an opportunity to increase understanding and appreciation of the shoreline and marine ecology

At the site specific level, the location and topography of the site enhance the natural attributes of the site:

- Below the scenic drive, the northern portion of the site slopes steeply down to the sea along a series of natural and artificial terraces, creating uninterrupted and dramatic view corridors at almost all points
- Although the southern portion of the site is more gently sloping, panoramic views of False Bay are still visible from almost all points, as are views back towards the mountain range
- Impressive large granite boulders define the shoreline – in part rocky, in part sandy beach creating areas of visual interest, secluded places, varied walking trails and enclosed bays
- The wind shadow protecting the northern portion of the site provides opportunities for sheltered bathing and whale watching as the Southern Right whales move into the bay in the spring months

However, the site is severely degraded in a number of respects. A key factor impacting the inability to realise these potentials is that of management against a background of limited resources (human and financial). Without the resolution of this critical issue, it is unlikely that any plan to restore and develop the site will be successful.

On the basis of analysis of context, the inherent qualities of the site and previous planning, eight Goals, with associated Objectives are proposed. A Vision is developed which centres on three themes:

- The positioning of the site as a premier scenic, recreational and tourism destination in a remote wilderness zone
- The positioning of the site as a significant gateway to the proposed Cape Peninsula Marine Park
- The promotion of the eco-experience and historical themes that define the role of the site.

Four "Development" Options are then described for assessment in terms of these Goals, Objectives and Vision. They include the "No Development/As Is" option, the option of Restoration, and the implementation of the 1994 Miller's Point Recreational Area Re-development Plan (with two variations). A fourth option proposes more significant departures from the current situation.

Two alternative management proposals suggest either that the entire property be designated Schedule D and contracted in to the CPNP; or that a portion of the site should be contracted directly in to the CPNP; that the southern portion of the site, including the recreational area be managed by the CPNP through a management agreement with the CoCT; and that the northern portion of the site be re-developed by a single concessionaire.

The public amenity value of, and access to the site is to be retained and enhanced and the marine associations extended with the introduction of a Marine Management Unit, a Marine Interpretive Centre and several smaller concessions. The northern portion of the site is considered to be the area with the most potential to generate income and a consolidated, integrated proposal is made for an eco-lodge/boutique hotel, restaurant and associated facilities. Proposals are made to improve the impact of parking on the landscape and a Landscape Framework Plan and design guidelines are proposed.

The Draft Miller's Point Local Development Framework is now available for public scrutiny and comment. Following receipt of comments, the Draft LDF will be revised, alternative options considered if necessary, and a final Report, including a preferred alternative, submitted to the CPNP and CoCT for approval.

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# MILLER'S POINT LOCAL DEVELOPMENT FRAMEWORK

## 1 INTRODUCTION

### 1.1 Study Area

Miller's Point Recreation Area forms part of an approximately 72 hectare City of Cape Town (CoCT) owned property situated approximately 2km south of Simon's Town. Legally described as Cape Farm 1500, the entire property encompasses the lower slopes of a portion of the Swartberg mountain range and extends down to the False Bay coastline. The recreation area, which forms the primary planning focus in this study, is approximately 14ha in extent, located on the seaward side of Miller's Point Drive. It currently comprises a restaurant, holiday accommodation, recreation amenity, boat launching facilities and a clubhouse.

### 1.2 Background to the Study

Attempts have been made for many years to address the deterioration of the Miller's Point facilities. As far back as 1993, the Western Cape Regional Services Council (WCRSC) commissioned a redevelopment plan. This study was undertaken in conjunction with the local structure plans for both Smitswinkel Bay – Simon's Town, and Witsands – Perdekloof, and included the same participative planning process involving the public authorities and environmental and other interested groups. Participation extended to issue and problem identification, and to the development of preliminary solutions thereto. Direct contact was also made with the lessees of portions of the site (in particular the Cape Boat and Ski-boat Club (CBSBC), and the Mobile Home-owners Committee).

The Miller's Point Recreational Area Redevelopment Plan (1994) was put before the WCRSC Council in May 1995 and the following recommendations were approved:

- That the report be noted and that it be submitted to existing public liaison groups, established for the relevant local coastal structure plan area (Smitswinkel Bay to Simon's Town) for their input
- That an investigation into aspects of the sewerage and traffic circulation be extended

Kantey and Templar Consulting Engineers prepared a two phase sewerage upgrade plan, and the first phase was implemented. Financial constraints prevented further upgrade.

Ongoing management problems, the imminent expiry of the mobile home site leases, and the proposal to relocate the CBSBC clubhouse (in terms of the 1994 Miller's Point Redevelopment Plan) precipitated further planning work with a view to identifying future development options. This work was completed in stages, partly as a result of financial constraints, and partly pending the outcome of an investigation into land ownership.

In 1999 an Environmental Baseline Study of Miller's Point was completed. The study brief was to evaluate the desirability on biophysical grounds of additional development, and was to guide any development that may occur.

In 2000, a private developer approached the then South Peninsula Municipality (SPM) with the intention to establish a health spa, hotel and resort at Miller's Point. This proposal, together with serious problems in managing the area (vandalism and an attack on a staff member) resulting in the Executive Committee resolving in May 2000 that, instead of drawing up a Development Framework (for which funds had been budgeted in the 2000/2001 financial year), development options for the site should be explored by following a public tender/proposal call process. It was determined that the development options should be guided by a set of criteria, which would be used both to inform potential development applicants and to evaluate future proposals received.

In August 2000, the SPM Executive Committee resolved that the criteria outlined below should form the basis of a proposal call process.

1. Improvement of the amenity value of the area and its recreational usage, measured by:
  - Continued provision of sizeable public facilities and provision for management thereof
  - Continued public access to the promontory

- Continued provision and management of boat launching facilities, with provision for relocation of the CBSBC clubhouse
  - Compatibility with its location within the Cape Peninsula Protected Natural Area (CPPNE) and with the high environmental sensitivity of the area as determined by the Environmental Baseline Study
2. Recognition of the area as a gateway to the most natural portion of the Peninsula, including
- Continued provision of a restaurant and associated tourist oriented commercial facilities
  - Provision of facilities geared to its location on a prime scenic route
  - Provision of overnight/holiday accommodation available to the general public
  - All development (including landscaping) to be appropriate to the site in scale, architecture and finishes
  - Access to be acceptable to the appropriate road authorities
  - All heritage resources to be conserved and managed
  - The favoured development proposal would be subject to the successful outcome of an Environmental Impact Assessment (EIA), Traffic Impact Assessment (TIA), a detailed Development Framework and all the necessary steps to establish the required use rights
  - An acknowledgement of all outstanding leases

However, this process was suspended pending the resolution of the ownership status with the Cape Peninsula National Park (CPNP) over land ownership, subsequently resolved by a ruling of the Surveyor-General in June 2001, confirming that Council owned the entire property, bounded to the east by the high water mark.

In April 2001, the SPM's Development Co-ordinator recommended that the following elements mitigated against going out on proposal call:

- The existence of leases on much of the property
- The uncertainty around the land holding between Council and the CPNP (subsequently resolved, see above)
- The uncertainty as to which agency would be best suited to manage the area in the long term (Council or the CPNP)
- The commitment of Council to the decision taken by the SPM to contract with the CPNP for the management of the area (this on the understanding that CPNP owned a portion of the site. As this was subsequently found not to be the case, the Council revisited the original recommendation in this regard, although it was agreed that the future of Miller's Point would be a matter to be jointly decided upon by both Council and the CPNP by means of a contractual agreement between the parties).

In 2001, an Architectural Study of Miller's Point was completed. This report was to supplement the Environmental Baseline Study. The brief included an inventory of built structures, an assessment as to the condition and historical significance thereof, and documentation of historical information.

No further action was taken on the matter, as funds for the preparation of a Development Framework were no longer available.

In April 2003, the City of Cape Town decided to extend its funding in support of the ongoing establishment of the CPNP for a further four years. Certain of these funds have been allocated to planning projects that are in the mutual interest of the CPNP and the City. The preparation of a Local Development Framework for Miller's Point is one such project.

### **1.3 Brief and Product**

The brief for the project identified the strategic nature of the site, recognised that the amenity value of the site has eroded over the years owing to a number of factors and required the following:

- The development of a vision for the site with a view to guiding the future use and management of the area, with a special emphasis on conserving the natural resources; improving the recreational amenities

and boat launching facilities; and optimising appropriate development/tourist opportunities. To achieve the above, it would be necessary to:

- Establish and/or consolidate existing information on management problems at Miller's Point, with particular reference to the concerns of the Cape Boat and Ski-Boat Club and to make proposals with regard to the medium to long term resolution of these issues.
- Review the current uses of the area with a view to identifying optimal long term development options for the resort. To this end, a Local Development Framework (LDF) was to be prepared to guide conservation and development of the area and to inform management decisions. The context of diminishing resources available to effectively manage the resort is considered an important informant.
- Briefly strategise feasible means of achieving optimal, sustainable usage and management, including the possibility of establishing realistic development opportunities for partnerships with the private sector. Establish a broad Implementation Framework to direct any such strategies or partnerships.

The LDF was required to be formulated in accordance with the environmental sensitivities of the site, should seek to protect the inherent qualities of the site, promote its natural, historic, visual and scenic attributes and should propose creative (but realistic) conservation and development opportunities.

Apart from its recreational role, the continued use of the site for boat launching and its potential role as a gateway to the southern-most part of the CPNP had to be addressed by the LDF.

#### **1.4 Consultant Team**

Cindy Postlethway (Consultant: Strategic and Urban Planning) was appointed jointly by the CPNP and CoCT to undertake the Project as outlined in the brief described above. SMC Landscape Architects and HHO Africa were appointed as sub-consultants to undertake the Landscape Framework Plan and the Traffic and Transport Input respectively.

Two Baseline Studies were prepared before the commencement of this brief, and are included as part over the overall LDF "package". Doug Jeffery Environmental Consultants and Jess Hughs and Associates, Environmental and Ecological Consultancy prepared the Environmental Baseline Study. Specialist studies were commissioned and contracted consultants included:

Geotechnical study: Lyn Fitchen of Groundwater Consulting services  
Visual assessment: Megan Anderson Landscape Architect  
Archaeological study: Dave Halkett of Archaeology Contracts Office, UCT  
Botanical assessment: Nick Helme of Doug Jeffery Environmental Consultants  
Faunal assessment: Wally Petersen, Kommetjie Environmental Awareness Group  
Bird assessment: Dr Phil Hockey, Consultant Ornithologist

Andrew Berman of Urban Design Services, Architects and Planners prepared the Architectural/Heritage baseline study.

Jess Hughs (Afridev) and Andrew Berman (Urban Design Services) have also been appointed in a review capacity to assess the Draft Miller's Point LDF in accordance with the issues identified in the baseline studies.

#### **1.5 Report Structure**

This Report is essentially divided into six components. Section 2 describes the process directing the project. Sections 3 and 4 describe the legislative and policy context relevant to the preparation of a Miller's Point LDF. Section 5 is a detailed contextual analysis of the site. Section 6 synthesises the opportunities and constraints of the site. Section 7 establishes guiding principles for the restoration and/or development of Miller's Point, and includes a Vision statement. Section 8 outlines and assesses four development options for Miller's Point.



## 2. METHOD AND PROCESS

South African National Parks (SANParks), (and by implication the CPNP) and the CoCT are bound by a number of statutes (see section 3 below) that establish an obligation to ensure the environment is protected for present and future generations. Whether as an authorising agent or as an applicant (as the City, as owner, would be regarded in this instance), any action taken that may significantly affect the environment would have to be guided by the principles set out in National Environmental Management Act 1998 (NEMA). Thus, a municipality has to apply the NEMA principles when making a decision to develop its land, prior to applying for authorisation.

This obligation has guided the development of method and process on this project.

No detailed "activity" or "proponent" (in terms of land use planning law and environmental regulation) can be defined at this stage and thus no formal legislative process is established for the approval of the Miller's Point LDF. However the process by which the project is directed complies with the generic principles embodied in NEMA and the Integrated Environmental Management (IEM) procedure. The Miller's Point LDF is in effect a Strategic Environmental Assessment (SEA).

Once detailed activities are identified as appropriate for the site, and assuming a development agency (either a concessionaire or the authorities themselves) is determined, an Environmental Impact Assessment (EIA) and a Heritage Impact Assessment (HIA) will have to be undertaken.

The Western Cape Directorate of Environmental Affairs and Development Planning (DEA&DP) has verbally agreed to the approach outlined below but despite repeated attempts, have not confirmed this in writing.

Figure 1 describes the project process and programme. Key elements include baseline assessments of the site, the development of alternatives and a structured public participation process. The participation process will include a specialist review of the document by some of those involved in the preparation of the baseline studies. Details of the participation process and the outcome thereof will be included as an appendix in the final report.

## 3. LEGISLATIVE FRAMEWORK

### 3.1 Framework Legislation

#### 3.1.1 The Constitution

The Constitution (Act 108 of 1996) stipulates that all environmental decision-making must be consistent with the constitutional environmental right, contained in the Bill of Rights. The latter grants everyone the right to have the environment protected for the benefits of present and future generations through the prevention of pollution and ecological degradation; the promotion of biodiversity; and the securing of ecologically sustainable development and use of natural resources while promoting justifiable economic and social development.

The Constitution also requires all spheres of government and all organs of state to adhere to the principles of co-operative governance.

#### 3.1.2 National Environmental Management Act 1998 (Act 107 of 1998) (NEMA)

Section 2 of NEMA sets out 18 principles that must be applied to the actions of all organs of state that may significantly affect the environment. The two core principles are:

- Environmental management must place people and their needs at the forefront of its concern and serve their physical, psychological, developmental, cultural and social interests equitably; and
- Development must be socially, environmentally and economically sustainable.

Of additional relevance, there is a requirement that sensitive, vulnerable, highly dynamic or stressed ecosystems, such as coastal shores require specific attention in management and planning procedures, especially where they are subject to significant human resource usage and development pressure.

Chapter 5 of NEMA focuses on promoting the use of appropriate environmental tools. Procedures for the investigation, assessment and communication of the potential impact of activities include:

- The potential impact, including the cumulative impact, of the activity and its alternatives must be assessed
- The significance of the potential impact must be assessed
- Mitigation measures which minimise adverse environmental impacts must be investigated
- The option of not implementing the activity must be considered
- There must be public participation, independent review and conflict resolution

### *3.1.3 Municipal Systems Act (Act 32 of 2000)*

Of relevance to this Report, in terms of Section 4(2), the Council of a municipality must, within its financial and administrative capacity and having regard to practical considerations, strive to provide services in an environmentally sustainable manner.

Section 76 of the Act provides for alternative mechanisms by which a municipality may deliver a service (internally through an administrative unit, business unit or any other internal component; or externally through a service delivery agreement with a municipal entity, another municipality or organ of state, CBO, NGO or any other institution, entity or person legally competent to operate a business activity).

In the event Council opts to provide a service internally, it should provide sufficient human, financial and other resources. Should it elect to utilise an external mechanism, it should consult with the community, follow a competitive selection process, unless it elects to utilise a public service provider, in which case the process is less onerous.

In terms of the Labour Relations Act of 1995, proper consultation should take place with affected staff and unions.

## **3.2 Other relevant legal obligations**

### *3.2.1 Environment Conservation Act (Act 73 of 1989) (ECA)*

NEMA has repealed a number of the provisions of the ECA. However, those pertaining to environmental impact assessment and the control of environmental pollution remain in force.

In terms of the ECA, the Minister issued regulations in September 1997 listing certain activities, which require permission from a competent authority, and which require compliance with EIA regulations or exemption from doing so.

With reference to the property in question, the following are relevant:

- The construction, erection or upgrading of public and private resorts and associated infrastructure
- The change of land use from agricultural or zoned undetermined use or an equivalent zoning, to any other land use

### *3.2.2 National Heritage Resources Act 25 of 1999 (NHRA)*

This Act is the cornerstone of heritage resource regulation in South Africa. All places and objects of cultural significance or of other special value fall within the ambit of the NHRA.

Local Authorities are tasked with a number of powers and duties, including:

- At the time of the compilation of a spatial development plan, to compile inventories of the heritage resources

- To co-ordinate and promote the presentation and use of places of cultural significance for public enjoyment, education, research and tourism.

Provision is made for the undertaking of a heritage impact assessment where it is deemed a development will impact on a heritage resource.

### *3.2.3 Regulations regarding the control of vehicles in a coastal zone GN 1399, December 2001 (ORV Regulations)*

The ORV Regulations promulgated under NEMA have the object of prohibiting the recreational use of vehicles in the coastal zone and controlling other uses of vehicles and boat launching sites in the coastal zone.

The Provincial Authority responsible for the environment is empowered to grant permits for the use of vehicles in the coastal zone and licences for boat launching sites.

### *3.2.4 National Environmental Management: Coastal Zone Bill (Coastal Zone Bill)*

This Bill will in due course repeal the Sea-Shore Act. In terms of this, it is proposed that the primary function of local authorities in relation to coastal management is to manage beaches and other coastal areas under their jurisdiction in an integrated, effective and efficient manner. The adoption of an integrated approach was deemed necessary largely because of the unique ecological nature of the coastal environment, which is one in which biophysical, economic, social and institutional considerations are interconnected.

It proposes that where appropriate, local authorities should promote the establishment of co-management initiatives and public-private partnerships that contribute to sustainable coastal management.

### *3.2.5 Cape Metropolitan Area Guide Plan 1998*

The Guide Plan designates Cape Farm 1500 (including the resort component) as Nature area. Any alternative uses may require application for amendment thereto.

### *3.2.6 Land Use Planning Ordinance 15 of 1985 (LUPO)*

LUPO remains applicable until the Western Cape Planning and Development Act comes into force. It provides for certain procedures to be followed in specified proposed land use changes.

### *3.2.7 Heads of Agreement in respect of the Allocation of Local Authority Land in the CPPNE for the purposes of establishing a National Park (April 1998)*

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

This agreement sets out the terms under which local authority land would be contracted in to the Park for management as a National Park. It also promotes co-operative governance towards meeting respective management objectives.

Land is categorised as Schedule A, B, C or D property, which define principles of inclusion. Miller's Point is defined as a Schedule A property i.e. property subject to further negotiation regarding the principle of inclusion. Schedule B properties were identified as those containing local authority infrastructure, portions of which might require exclusion. Schedule C properties straddle the CPPNE boundary and require further survey. Schedule D properties are those to be included without further research.

## **4. POLICY FRAMEWORK**

#### **4.1 Broader policy context**

##### *4.1.1 Draft South Peninsula Spatial Development Framework (August 2001)*

The draft South Peninsula Spatial Development Framework (SPSDF) amalgamates the Draft South Peninsula Sub-regional Plan (1999) and the draft Extension to the South Peninsula Sub-regional Plan (2000). Although as yet unapproved, the document has undergone extensive public participation and certain aspects are pertinent to this study.

Miller's Point falls into an area designated Primary Nature Area within which the preservation, conservation and enhancement of the biophysical environment should take priority and the eco-tourism potential should be enhanced. Environmental research and education related activities should be allowed in appropriate places and access limited to clearly defined points for the provision of education and tourism related facilities. The site itself is indicated as a tourist/recreation facility (Figure 2).

The use of the coastal zone should be determined by the need for the sustainability of the coastal zone as a natural system. Development should be restricted to existing nodes. Mountain-to-coast links are to be retained. Development along scenic routes should not obscure views or negatively affect the character of the landscape through which it passes.

##### *4.1.2 Cape Peninsula National Park Integrated Environmental Management System: Management Policy (2000)*

Although relevant to the CPNP itself, since Miller's Point is classified in terms of the 1998 Heads Agreement described above, it is considered pertinent.

The Management Policy underwent a comprehensive consultation process. It is a management system that guides the Park's strategic and annual planning as well as its operational management.

A Vision for the CPNP is outlined and founded on a set of guiding principles, of which a number are relevant to this study:

- Custodianship – to respect, protect and promote in the public interest
- Common Heritage – to safeguard the ecological, cultural and scenic resources of the Park
- Sustainability – to balance ecological sustainability, social equity and economic efficiency
- Partnerships – to seek mutually beneficial partnerships with stakeholders
- Co-operative governance – to work together with all spheres and organs of government to ensure the conservation of the Park

Policy is categorised into 11 Themes, each structured by a goal, objectives and policy statements. Of relevance are:

- To establish and consolidate the CPNP and ensure its long term ecological, economic and social sustainability (Theme 1), including:
  - To establish a marine component and integrate its management with that of the terrestrial component
  - To protect and enhance the ecological, cultural and scenic resources of the Park
  - To ensure the Park is financially sustainable, while conserving ecological, cultural and scenic resources
- To facilitate the conservation of cultural heritage through the expression of diverse cultural identities in the Park (Theme 4), including:
  - To rediscover, rehabilitate and nurture cultural heritage resources
  - To conserve and restore natural and cultural landscapes and scenic resources of the Park
- To ensure that physical conservation planning and development maintains and enhances the integrity of ecological, cultural and scenic resources, enables the financial sustainability of the Park and is integrated and co-ordinated with the planning and development of the surrounding Cape Metropolitan area (Theme 5), including:

- To plan proactively and strategically with the relevant authorities for any potential development within, or affecting the Park
- To follow IEM principles and procedures for all planning and development
- To provide a unique experience and world class service and facilities to all users and visitors and ensure the conservation of the Park's resources (Theme 6), including:
  - To manage visitor access on an equitable basis within the carrying capacity of the Park
  - To manage concessionaires and commercial tourism operators to ensure that ecological, cultural and scenic resources and visitor experience are maintained and enhanced
- To provide all with sufficient information and capacity in order that they can undertake their activities within the framework of the policies and plans for the Park (Theme 8), including:
  - To facilitate the development of an education and awareness strategy and associated educational resources relating to the Park
- To ensure that operational impacts on the environment are avoided or minimised (Theme 11), including:
  - To ensure all water, air, ground and water pollution are avoided or minimised
  - To conserve energy and manage waste

A Strategic Management Plan 2000 – 2004 gives effect to this policy to direct the focus of the CPNP in this period.

#### *4.1.3 Conservation Development Framework for the CPNP (March 2001)*

The CPNP Conservation Development Framework (CDF) was prepared in response to the identification, in the CPNP Environmental Management Policy, for a spatial framework for the Park to guide and co-ordinate conservation and development activities in and around the Park.

The CDF was 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. The methodology is driven by the concept of sustainability and allows for the cumulative effects of tourism and recreation pressures on the Park to be dealt with.

The CDF establishes a set of planning principles, on the basis of which the Cape Peninsula is demarcated into functional areas or Use Zones.

The planning principles include:

- Spatial continuity of ecological systems
- Containment of urban encroachment
- Protection of sensitive habitats
- Celebration of heritage sites 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
- Scale and form of visitor facility provision in harmony with 'sense of place' and environmental and social carrying capacities
- Precaution in facility provision where there is uncertainty over impacts

In terms of this CDF, Miller's Point is identified as a Mixed Use Visitor Site in a High Intensity Leisure Zone broadly within a Remote Zone (see Figure 3).

It is proposed that CPNP and public and private landowners should explore arrangements for the co-operative management of the Remote Zone.

High Intensity Leisure Zones accommodate concentrated human activity, are accessible and in resilient or disturbed terrain. 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 activities. These Zones should however reflect the ethos and character of the Park. Accordingly, higher order and large-scale tourist facilities should preferably be accommodated within the urban areas.

The Remote Zones make up the core natural areas of the Cape Peninsula. These are areas where human presence and impact is unobtrusive and subservient to that of nature. They are relatively inaccessible pristine areas that provide refuge from the City, but are not classified bona fide wilderness areas. In terms of the designation, 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 sports rock climbing. No new permanent structures should be located here. Infrastructure and utility sites infringe on the integrity of this zone and where possible should be relocated or removed.

Management activities in this Zone include visitor management, traffic management, control of concessionaires, signage and interpretive facilities, fire management, heritage resource management, footpath maintenance and erosion control.

Mixed Use sites are those with the potential to enhance their current role, existing facilities should be rehabilitated and upgraded and investigations should be carried out to enrich the visitor's experience and enhance the site's carrying capacity. As a prospective high volume mixed-use site, Miller's Point is identified as a site whose future in optimising the potential of the site should be investigated. These sites are not however seen as suitable localities for the establishment of high order, large-scale commercial facilities.

More specifically, Miller's Point is identified as of moderate habitat sensitivity, with a cultural precinct, and the rehabilitation of existing facilities with possible new facilities/uses is proposed.

#### *4.1.4 Draft CoCT Policy: approach to Municipal Resorts 2003*

In terms of this Draft Policy, the CoCT makes a statement of intent to pursue alternative service delivery options for the resorts currently managed by the City. The policy is intended to provide a framework and principles to guide the process of investigating alternative delivery options.

Amongst those options are identified:

- Full municipal delivery service
- Contracting special services
- Complete management contract with the private sector at a predetermined fee
- Lease to a private sector contractor at a fixed fee, with all operating and capital finance provided by the lessee
- Disposal of the land
- Partnerships (public/public or public/private)
- Transference to Provincial Government
- Closure of all or part of a resort

Criteria are established for the assessment of alternative service delivery mechanisms. These include:

- The direct and indirect costs and benefits associated with the proposed option.
- The expected effect on the environment, human health and safety.
- The capacity and potential future capacity of prospective service providers to furnish the skills, expertise and resources necessary for the provision of an effective and efficient service/function.
- The view of and impact on the local communities.
- Staff implications and the likely impact on employment.
- The views of Labour.
- The service/function should be equitable and accessible.
- The option should be financially viable/sustainable.
- Retention of land ownership, environmental integrity and sustainability (maintaining of green open space patterns/systems).

- Access to public beaches should be maintained.
- Adherence to policy objective.
- Proposals should be within all relevant legal and policy parameters of the City of Cape Town.

#### 4.1.5 *Draft CoCT Tourism Spatial Framework November 2002*

This document begins with the following pertinent quotation:

By any standard, the Cape Town region of SA is one of the most beautiful and compelling places to visit on the planet. Here, in addition to a city with fascinating historical sites, excellent museums, vibrant markets and a handsomely restored waterfront, I encountered mountain wilderness, rugged coastlines, sandy beaches, lush gardens, beautiful wine estates, superior hotels and some of the warmest, most welcoming people I have ever met”  
*National Geographic Traveller*

The objectives of this study are to develop a spatial tourism development framework, including recommendations for priority areas for tourism, tourism product development and support infrastructure.

Of relevance to this study, the framework includes some discussion of the CPNP and coastline, regarded as the Peninsula’s most important natural assets. Given the limited development approach established in the CPNP CDF, the supply of overnight accommodation in the National Park is considered unlikely to be increased to any significant degree. Surrounding areas are therefore in a beneficial position to provide accommodation for tourists. The quality of facilities in the Peninsula area should be in keeping with its status as one of South Africa’s most well known attractions.

#### 4.1.6 *Tourism Development Strategy for the City of Cape Town June 2002*

This study forms part of the draft Tourism Spatial Framework. Of relevance is the identification of eco-tourism and adventure tourism as a niche market to be promoted. Nature based tourism and adventure activities are major motivators for visits from overseas and from within southern Africa and the opportunity exists in Cape Town to build on these product strengths and extend these markets.

Eco-tourism is defined as nature based tourism that involves interpretation of the natural and cultural environment and ecologically sustainable management of natural areas. It is a fast growing sector of the tourism industry. Such tourists include those who visit national parks, participate in snorkelling and scuba diving, whale watching and so on.

Eco-tourists have a greater than average expenditure than mainstream tourists. Scuba divers for example spend 82% more than the average tourist on a stay. Significantly higher differences in expenditure are also noted amongst whale watchers.

The adventure tourism sector generally is divided into hard adventure (climbing expeditions, hang gliding, etc) and soft adventure (hiking, snorkelling, kayaking). Adventure travel is both destination and activity driven. The destination itself can motivate adventure travel and unique landscapes and cultures appeal. It is proposed that Cape Town links its scenic attributes and activities much more closely in order to develop this niche market.

## **4.2 Policies more directly relevant to the site**

### *4.2.1 Cape Peninsula National Park Marine component: Feasibility Study Report (April 2002)*

In January 2000, the CPNP, in consultation with Marine and Coastal Management (MCM) embarked on a study to investigate the existing Marine Protected Area (MPA) network and the contribution to conservation, fishery management and human utilisation needs. Once it became clear that a revision of the entire MPA network was required, a public participation process was initiated. The final report recommends that the existing mix of sanctuaries, partial marine reserves and full marine reserves be de-proclaimed entirely and that they be replaced with a single large Marine Park surrounding almost the entire Peninsula. It is proposed that this Park be managed with conservation as the primary focus, but fishing is to be permitted in all areas except the no-take zones. It is further proposed that the Marine Park be incorporated into the CPNP as a marine component and that CPNP take responsibility for the day-to-day management and enforcement requirements of the recreational, subsistence and small-scale commercial fisheries. MCM would continue to manage and enforce the activities of the larger commercial fisheries based at the fishing harbours. The CoCT would continue to administer all other activities in the coastal zone not related to the harvesting of living marine resources in all areas outside the CPNP. It is therefore essential that co-operative relationships be developed between these parties.

The boundaries of the proposed Cape Peninsula Marine Park, together with new no-take zones are shown on Figure 4. It should be noted that aside from a restricted use slipway at Buffels Bay, Millers Point is one of the very few slipways available on the False Bay coast for small commercial, subsistence and recreational fishing and diving.

Underpinning the management of the marine component of the Park is the maintenance of a balance between ecological, social and economic needs. Park management has an obligation therefore to ensure that ecological, natural and cultural resources within the boundaries of the Park are protected, that MPAs within the boundaries of the Park fulfil their role in sustaining fishing activities in surrounding areas, that broader social needs are addressed (i.e. access to recreational, educational and employment opportunities); and that economic needs are met through visitor enjoyment (i.e. generating income).

The CPNP Marine Component: Feasibility report (April 2002) is currently with the Minister, Department of Environmental Affairs and Tourism for the declaration of intent and authority to advertise and seek final approval.

### *4.2.2 Southern South Peninsula Local Structure Plan (May 1998)*

In November 1998 the South Peninsula Municipality adopted the Southern South Peninsula Local Structure Plan (SSPLSP) in terms of Section 4(10)(a)(i) of the Land Use Planning Ordinance No 15 of 1985 and thereafter referred it to the Premier for approval. This approval has not been forthcoming, nevertheless the document is considered as Council policy. Compilation of the document involved extensive public consultation.



Figure 5 illustrates the Spatial Framework of the SSPLSP. In terms of this Plan, Miller's Point is identified as an existing recreation/tourist area proposed for upgrading.

Certain opportunities were identified with respect to Miller's Point. These included:

- The inherent amenity value of the area, located within an area of outstanding natural beauty, together with its historical associations, constitute a strong basis for reassessing the potential of the site
- The proposed relocation of the boat club activities could provide an opportunity to optimise the amenity value of this (most accessible) section of the coastline
- The termination of the mobile home leases could provide the opportunity to make the site more accessible to the public
- Potential for camping in the kloof above the road
- The presence of rare Strandveld vegetation on site

Five goals and associated objectives were identified. Of relevance are the following:

- To protect this area of outstanding ecological importance and natural beauty as characterised by its biodiversity and scenic attributes
- To protect the heritage and cultural attributes of the area and those characteristics which give it a sense of place
- To optimise the nature-based recreation and tourist potential of the area
- To ensure no land use is contrary to the broad conservation objectives for the area
- To ensure effective management of the land.

The Vision Statement is premised on the primary concern of realising the Southern Peninsula as a Conservation Area, where all other land use is subservient to and compatible with the natural attributes of the area.

In order to accommodate appropriate nature-based recreation and tourist facilities, a number of principles were adopted. Of relevance to Miller's Point are the following:

- Public access to nature based recreational usage within the CPPNE is to be managed to ensure protection of the environmental resource base
- The provision of formal recreational facilities to be restricted to upgrading existing facilities
- Limited development rights to provide appropriate tourist facilities could be permitted provided the process follows IEM procedures and takes place within acceptable legal, planning and other frameworks
- The quality of the scenic drive experience must accord with the global importance of the area
- Any conflict must be resolved in favour of environmental conservation
- Miller's Point must be accepted as a metropolitan recreational facility

#### *4.2.3 Simon's Town to Smitswinkel Bay Scenic Drive Report (1991)*

This Report proposes specific policy guidelines for Miller's Point. The underlying principle requires the creation of a balance between optimising the recreation potential of the natural attributes of the area and ensuring they are not overloaded to the detriment of the environmental quality of the area. The following policy guidelines are made:

- Its role as a recreation area of regional significance should be noted
- Short term usage peaks should be catered for in an environmentally acceptable manner
- The boat launching facilities should be promoted but rationalised (particularly parking) and conflict with the recreational amenity minimised
- A landscaping plan promoting the natural attributes of the site should be instituted. Maintenance free indigenous vegetation should be used but appropriate non-indigenous non-invasive species could be planted for screening and wind shelters

- There should be no permanent occupancy of any structure (other than for staff) and ideally all structures should be accessible to the general public for holiday accommodation purposes. The longer term securing of rights for holiday accommodation purposes should be justified only on the basis of the need to generate funds to ensure the bulk of the site is available to the public.
- In principle holiday accommodation, camping and caravanning should be promoted in an aesthetically pleasing, environmentally sensitive manner
- The treatment of all built features (including gates, fencing, signage, service infrastructure) should be sensitive to environmental context.

#### *4.2.4 Scenic Drive Network Management Plan Volume 3 May 2003*

This report identifies the section of Main Road from Smitswinkel Bay to Murdock Valley as being of high visual quality, both with respect to the built and natural environment. The primary resource base is the view of False Bay with the potential for enhancing viewpoints and interpretive opportunities along the shoreline. A landscaping theme similar to that at Chapmans Peak is promoted, and engineering structures are proposed to be sensitive to the natural context. The rationalisation of signage along the route is proposed.

With respect to Miller's Point, the report makes the following comments:

- The potential exists to further improve the tourist and recreational (including interpretive material) amenities. Additional development should however be visually unobtrusive and environmentally sensitive.
- Informal trading requirements need to be assessed
- There is erosion of the embankments along the route to the north of Miller's Point on the mountainside of Main Road
- Parking embayments are uneven and potholed
- There are conflicts between fishing and recreation traffic in peak season

## **5. CONTEXTUAL ANALYSIS**

### ***5.1 Site Context***

Miller's Point is a City of Cape Town (CoCT) owned resort located approximately two kilometres south of Murdock Valley, Simon's Town. The site falls within the Cape Peninsula Natural Protected Environment (CPPNE). Although (just) outside the boundary of the Cape Peninsula National Park (CPNP), it is situated at the base of the Swartkop mountains, designated part of the core natural area of the CPNP. As the first visible development beyond the urban environment of Simon's Town, it represents a natural "gateway" to the remote zones of the southern peninsula (see Figure 6).

Land between Murdock Valley South and Millers Point, although visually part of the natural environment, is privately owned and excluded from the CPPNE. Generally described as the Rocklands area, the major (southern) portion is undevelopable because of steepness of the land. The Rocklands Christian Community Centre, with extensive accommodation buildings, and some farm buildings are located on a plateau closer to Murdock Valley, but are invisible from the coastal road. A portion of Rocklands farm has been contracted in to the CPNP.

The isolated Castle Rock settlement straddles the road immediately south of Millers Point. It comprises 36 plots, together with the parent erf, many of which are built on. It is used primarily as holiday accommodation, although there are at present seven permanent residents. Many of the owners have a long association with the area.

The Draft South Peninsula Spatial Development Framework (Aug 2001) designates Castle Rock, along with the more southerly situated Smitswinkel Bay, as a Conservation Village. These are historic settlements within the natural areas of the Peninsula and it is proposed that development be strictly contained. Compatibility with the surrounding natural environment is regarded as being of primary significance.

## **5.2 Site description**

Millers Point resort forms part of a 72,7 hectare site, extending a little under 1,5 kilometres along the coast of False Bay. It is divided by Main Road, the scenic coastal road linking Simon's Town to Cape Point and beyond. Main Road in the vicinity of Miller's Point is known as Miller's Point Drive, henceforth referred to as such. The developed component of the site lies east of Miller's Point Drive, extends to the high water mark, and is approximately 14 hectares in extent. This is the primary planning focus area. The western portion rises to the lower slopes of the Swartkop Mountains and is, with the exception of a reservoir and wastewater treatment plant and staff cottage, undeveloped. It lies between sea level and the 35m contours and offers magnificent panoramic views of False Bay, extending from Simon's Town to Hangklip.

Originally two erven: Cape farms 1021 and 1022, a recent consolidation now describes the property as Cape Farm 1500, in the ownership of the City of Cape Town (see Figure 7).

In terms of the 1998 Heads of Agreement governing the allocation of land between the local authority and the South African National Parks (SANP), the property has been identified as a Schedule A property. In terms of this, it would be subject to further negotiations between Council and the SANP regarding the principle of inclusion into the CPNP.

At present, the amenity comprises:

- a caravan park with 17 stands
- 22 "mobile" homes
- the Black Marlin Restaurant
- a recreation facility for day visitors, focused on a tidal pool and picnic facilities
- the Cape Boat and Ski-Boat Club house, linked to car-and-boat parking areas, and two slipways
- associated parking, access roads, ablution and staff facilities

The site gains access via two access points, i.e. (i) to the north, serving the caravan park, mobile homes and Black Marlin restaurant; (ii) to the south, serving the recreation facility, ski-boat facilities and related parking areas. The two access points are approximately 750m apart. Internally, the site has a linear road parallel to Miller's Point Drive

linking the northern and southern portions of the site, but has been physically closed off to separate the uses at each of these precincts (see Figure 8).

The northern precinct is used throughout the year, but has a distinct seasonal peak between October and March. Use at the southern precinct is highly variable, with visitorship peaking on selected days in the peak December/January holiday season, and also during snoek runs which occur on an ad hoc basis during summer months.

### **5.3 Historical overview**

For a more detailed presentation of architectural and heritage issues, see the Architectural Baseline Study (2001) undertaken by Urban Design Services included as Appendix 1. The core historic elements are illustrated on Figure 9.

The site has historically been defined in a number of ways:

#### **5.3.1 Farming**

Early references to the site (prior to 1814) indicate the land was used for pasturage. This was on account of its relative flatness on a shoreline and the availability of water.

Land was granted with conditions relating to the protection of the spring, and the right of public access to the thoroughfare and dam. The first grant contains the site of the current structures that exist on the northern portion of Miller's Point and it is likely that various structures described at the time (a small cottage, a slave lodge, cow house and stable, walled in kraal, etc) form at least the core of the existing structures (currently housing the Black Marlin restaurant and staff accommodation) on the site. Dairy farming is the last known agricultural activity prior to transfer of the land to the Divisional Council of the Cape.

These buildings are now of historical significance, and, in part, define the manner in which the northern portion of the site is or can be used.

Photograph 1 is an early photograph (date unknown) of the farm homestead, and photograph 2 a more recent view of the homestead housing the Black Marlin restaurant.

#### **5.3.2 Public right of way and recreation**

In 1961, Miller's Point, which had previously been privately owned, was transferred to the then Divisional Council of the Cape. The option to use the area as a leisure resort was discussed as far back as 1921, but the Council did not believe the expense to be justified.

The initiative to create a leisure resort at Miller's Point was based on the fact that the public had used an 1814 right of way (later converted to a roadway through the property) and out spanning rights to enjoy access to the beach for many years. This access had become controversial and the owner at the time, Mr PA Molteno had restricted public access by fencing off the beach and the ground below the road because it was privately owned.

The site has thus functioned as a recreational resort (both privately and publicly owned) for over 100 years.

#### **5.3.3 Marine**

Early pre-colonial references to the use of the site are contained in a shell midden associated with the large dune immediately west of the tidal pool recreation area. A shell midden is an accumulation of shellfish, bone and stone artefacts, which mark places where people stayed or prepared food. The presence however of early 18<sup>th</sup> Century colonial artefacts mixed in with the shell deposits suggests that part of the midden was deposited fairly recently. The preservation of this midden is important for a number of reasons, one of which is that the presence of colonial artefacts may represent evidence of contact between indigenous groups and early colonists. The midden is likely to be included in the recently announced midden survey of the South African coast to be carried out by SAHRA.

The site has also been used as a whaling station from an early date. At least 2 owners in the early to mid 19<sup>th</sup> century, including Edmund Miller (after whom the site is named) used the site for such purposes. The concrete foundations of Miller's whale blubber cauldrons remain near the tidal pool (a braai has been built on top of it – see Photograph 3). The blubber was put to many uses, including that of providing light for the newly constructed lighthouses at Cape Point and Roman Rock. Remnants of whalebones are found on the site. These are significant historical remnants that need to be conserved. In recent years, the whales have come back to the waters surrounding Miller's Point and in the calving season they can be regularly seen close to the beach at the northern end of the site.

In the past, the site has also been under consideration for a lighthouse to light the approach to Simon's Town. In 1844 plans were drawn up for a lighthouse to be built on the farm Miller's Point, but the site was ultimately not selected for this purpose.

The lease of portion of the land to the Cape Boat and Ski-boat Club since 1970, and the manner in which their lease areas have been developed and used, has reinforced and extended the strong marine associations of the site.

#### 5.3.4 Overall significance with respect to historical and cultural references

A key finding of the 2001 Architectural Study was: *"Since the role of the place is defined above and beyond question, it is clear that the scenic, recreational and tourist potential should be protected, strengthened and enhanced"*.

### **5.4 Natural Environment**

In 1999, the South Peninsula Municipality appointed Doug Jeffery Environmental Consultants and Jessica Hughes and Associates to undertake an environmental baseline study of the Miller's Point resort. The study was to determine, inter alia, the degree to which the landscape has been disturbed; mitigatory measures to deal with this; the degree to which the landscape could be rehabilitated to a more natural state; the likely long term cumulative effects of further development in the area; and the main biophysical constraints and opportunities for development. The full Report, dated September 1999, is appended to this report as Appendix 2. The key findings of this report are outlined below.

A number of specialist studies were undertaken:

- geotechnical (soils, hydrological systems, geohydrology)
- botanical
- terrestrial fauna, excluding birds
- avifauna
- archaeology and historical use
- landscape and visual components

Specialists were requested to identify zones within the study area, which could be regarded as having a High, Moderate or Low sensitivity to development with respect to their field of expertise. The mapping of these zones were then overlaid to produce a composite map showing the different overall sensitivities of the site. The Visual Sensitivity map and Overall Biotic Sensitivity map are attached below as Figures 10 and 11.

The main findings from the specialist reports indicate that in general, from a biotic perspective, the site is heavily disturbed, with the only biotic element contributing to an area of high sensitivity being the botanical attributes of the site. The most sensitive area botanically is the vegetated dune situated between the car park and the tidal pool. Two species of Red Data plants were identified in the Strandveld Thicket, Coastal Duneveld and Asteraceous Fynbos found here. This is identified as the richest remaining area of Coastal Duneveld along the False Bay coast of the Cape Peninsula outside the Cape of Good Hope Nature Reserve.

Archeologically there are three sensitive areas, the largest being the large shell midden that coincides with the area of high botanical sensitivity. Two sensitive historical sites were identified, being the building housing the Black

Marlin restaurant and a demolished structure close to the vandalised kiosk in the tidal pool area. It should be noted that this study was supplemented by the Architectural Study (see 5.3 above).

There is a large area of moderate flora and fauna sensitivity identified between the spoil mound and the caravan park. The area is invaded with alien vegetation and if cleared could become an important natural resource within the site.

The major impacts identified were:

- the trampling and on-going erosion of the dune between the car park and the tidal pool
- alien vegetation invasion of much of the remaining indigenous vegetation of the area
- the degradation of the scenic quality of the area by the operations of the recreational facility.

Constraints to further development include:

- the sensitivity of the dune
- the need to provide a corridor between the dune and the inland areas
- the visual sensitivity of almost the entire site, with the exception of three small areas of moderate sensitivity
- geotechnical constraints above Miller's Point Drive, extending into a portion of the caravan park area.

It was found that the majority of the site has been altered to such a degree that minimal natural systems remain intact. Rehabilitation of the entire site to a functioning natural system would be a substantial task. The southern portion however, between the (northern) slipway, the tidal pool and the clubhouse is still relatively intact and worthy of rehabilitation.

The report makes detailed recommendations for further investigation prior to additional development and for mitigation of impacts if development is to take place. These are outlined on pages 29-34 of Appendix 2.

## 5.5 *Marine environment*

Specialist analysis of the marine environment has not been undertaken as part of this study and will be required as part of any EIA undertaken by future managers/developers of the site. However, the current and future role of the site with respect to access to marine resources requires an acknowledgement of the critical elements in this respect.

Millers Point is located in very close proximity to the Castle Rock Marine Reserve (see Figure 4) This Reserve is one of three marine sanctuaries in the Cape Peninsula that offer full protection to all species (others offer protection to single species). In terms of an analysis undertaken as part of the Cape Peninsula National Park Marine Component Feasibility report (2002), this reserve is the second most successful in the region in terms of a number of criteria reflecting the three overarching MPA objectives of conservation, fisheries management and human utilisation. (see Table 1 below).

Table 1: Summary of COMPARE scores for existing MPAs on the Cape Peninsula.

MPA	Conservation (%)	Fishery Management (%)	Human Utilisation (%)	Overall score (%)
Table Bay Rock Lobster Sanctuary	0	10	24	34
Kommetjie Rock Lobster Sanctuary	0	11	5	5
Cape of Good Hope Marine Reserve (north)	61	55	74	68
Cape of Good Hope Marine reserve (south)	55	50	58	56
Castle Rocks Marine Reserve	55	55	71	64
Glencairn Marine Reserve	7	13	40	27

Kalk Bay Marine Reserve (south)	30	39	53	45
Kalk Bay Marine Reserve (north)	23	34	48	40

Source: CPNP Marine Component Feasibility Report 2002

Immediately south of Miller's Point, the marine environment has a high environmental significance rating, and immediately north, a medium environmental significance rating. The slipway and storm water outflows are regarded as sources of pollution and disturbance.

The principle marine activities immediately offshore from Miller's Point include boat angling and line fishing (commercial, subsistence and recreational), shore angling and abalone harvesting (recreational and subsistence).

Diving is also a significant sport in the area (see Figure 12). There are a number of wrecks, which have been scuttled, in close proximity to Smitswinkel Bay and Millers Point. The "Godetia" (an I&J fishing trawler), the "Bulby" and the "lolite", were sunk close to Smitswinkel Bay in 1969/70 at the request of the False Bay Conservation society who asked that their hulls be used to form South Africa's first artificial reef (see Photograph 4). Two other wrecks were also scuttled and these reefs have become popular sites for divers. The depth, combined with the ghostly appearance of the ships apparently make this an exciting dive.

A navy minesweeper, the SAS Pietermartizberg, was also scuttled in 1994 approximately 2 km north of the northern slipway. This ship has an interesting history. It was formerly HMS Pelorus and led the D-Day invasion of Normandy in the Second World War. It was bought by the SA Navy in 1947 for use as a training vessel and was later converted to a minesweeper. Unlike the other artificial reefs in the area, this has been placed in relatively shallow water. At present, the ship is apparently in perfect condition, making it an interesting and eerie dive. A kelp forest and interesting underwater geological formations in close proximity to the CBSBC clubhouse are similarly dived. There are easy entry and exit points close to the southern slipway or the tidal pool in sheltered waters. There is however potentially conflict between divers and the boat traffic launched from the northern slipway.

The success of the Castle Rock Marine Reserve has also promoted the area for diving. Pyramid Rock, just north of Castle Rock provides an interesting dive and there are many big reef fish secure in the reserve. Fauna is prolific and the fish are very tame. Castle Rocks is a favoured training dive, and underwater photography and night diving spot. Whittle Rock, Partridge Point and Batsata Rock are popular dive and spear fishing sites.

The area is thus a springboard to an area of exceptional marine biodiversity and attractive to a number of users: divers, researchers, anglers and so on. Diving and research activities in particular are activities that, if properly controlled, impact least on the marine environment and Miller's Point offers the potential to expand these uses. This springboard or gateway location in terms of the False Bay marine environment also lends itself to significant interpretive opportunities: publicly accessible information about the marine heritage of Cape Town is currently significantly under-developed and warrants focussed attention.

## 5.6 *Landscape*

As will be discussed elsewhere in this document, Millers Point is considerably degraded in terms of amenity, environmental and landscape value. A Landscape Framework Plan (LFP) will be drawn up as a component of the LDF and is intended to address such degradation in terms of re-establishing natural environmental elements to provide a sustainable ecological basis for the site, while enhancing the value of the site for users and stakeholders. It will also seek to upgrade the landscape value of the site in terms of visual qualities.

The Landscape Analysis is formulated on the basis of all previous work, site observation and independent research analysis

### *The Terrestrial Environment*

This landscape study relates to the site known as Miller's Point which forms part of Erf 1500, and most specifically to the portion of the site located to the east of the Main Road. This portion of Erf 1500 is referred to as 'the resort'. However, the surrounding areas are also taken into consideration, specifically the characteristics of those areas

that have evident direct effect on the resort landscape. Cognisance is taken of the visual impact of the resort as seen from the Main Road and from out at sea.

The portion of Erf 1500 above and to the west of the Main Road is natural mountain slope, which has been largely cleared of alien vegetation (some Eucalyptus species remain along Main Road) and the fynbos has been successfully re-established.

#### *The Marine Environment*

This landscape study does not provide analysis of the offshore marine environment (although the shore line is discussed in the study), and therefore a further specialist marine study is recommended. However, cognisance has been taken of the recreational, amenity, ecological and commercial value of the current and potential offshore marine environment.

Snorkelling is popular off the rocks at Miller's Point. At present the two functioning boat slipways are used to access a number of popular offshore dive sites. Recreational craft and commercial fishing boats are launched from the same slipways and these activities have impacts on the marine environment. (Motorized boats pose a risk of water pollution.) Kayaks are also launched from site, and various offshore events can be observed from the viewpoints throughout the resort and from Main Road. Angling, snorkelling and spear fishing also take place close inshore. Marine poaching within the waters adjacent to the resort is reported.

As within any coastal area of South Africa, the effect of offshore water pollution (oil spills, etc) has potential to cause negative impacts on Miller's Point resort.

The landscape proposals support the protection of the marine environment. Any developments on the (terrestrial) site should be considered, implemented and operated with full recognition of the necessity to prevent damage to the marine environment and marine water quality, in accordance with relevant legislation and best practice.

#### 5.6.1 Geology (Figure13)

##### *Opportunities (Photos 5 – 7)*

- The site is geologically integral with the impressive Simonsberg Mountains (Table Mountain sandstone) and the highly attractive coastline of primarily granite boulders and small sandy beaches.
- There are two small beaches on the site. The northern beach has desirable sand. The southern beach is mainly granite rocks and sandstone boulders, with little sand. The beaches are accessible on foot. The southern beach is relatively close to existing public parking areas.
- The soils above the public road support a natural system of Ericaceous fynbos. Where soils occur in the resort natural fynbos species will naturally become established, providing invasive alien vegetation is removed permanently removed. Where required, the soils will also support indigenous lawn and garden areas.

##### *Constraints*

- At least one landslide from above Miller's Point Drive has impacted on the site. This occurred as recently as 1954, and specialist geotechnical assessment is necessary to assess the likelihood of further landslips. It is recommended that this study is undertaken prior to any further significant site planning.
- The likely occurrence of subsurface granite deposits within the resort may restrict the availability of practical building land. Any areas identified for the construction of buildings will need to be assessed in terms of sub surface granite layers. While these can be removed in order to construct building foundations, the impact of removal will need to be assessed in terms of the costs and the effect on site stability. Specialist geotechnical input is recommended in this regard.
- The depth and type of soil provides for establishment of endemic vegetation, however naturally occurring species are unlikely to develop to heights suitable for full screening of parked vehicles and buildings.
- Pedestrian access via the granite boulders at sections of seashore is limited and there are no significant natural rock pools on the coast.
- The informal road to the reservoir above Miller's Point Drive is subject to erosion.
- The steep and exposed granite embankment above Miller's Point Drive is severely eroded along some stretches. Vegetation has not established on these embankments, and continued erosion is likely (Photo 8).



### 5.6.2 Slopes (Figure 14)

#### *Opportunities (Photos 9, 10)*

- The varying degrees of slopes on the site allow for an interesting landscape, offering a number of existing and potential activity opportunities.
- The topography is such that rainwater is primarily absorbed into the soils and is drained into the sea via groundwater.
- Where steep slopes occur, good elevated views of the bay are provided. The steep areas are proposed to be mainly vegetated and low use areas, which would also create division between other use zones (refer to Fig ???).
- Previously moderate slopes have been excavated to form existing level parking areas.
- Areas of moderate slopes allow for acceptable visual integration into the landscape. Further visual integration can be promoted by designing building heights and rooflines that are sympathetic to the natural landscape.
- Moderate slopes accommodate vehicular and pedestrian access routes.
- Some areas are relatively level and are readily suitable for recreational activities associated with the beach, e.g. the grassed terraces above the northern beach.
- The relatively level areas allow for access for boats into the sea and for vehicular and pedestrian access.
- The coastline has both steep and relatively level slopes into the sea, which provides for stretches of easily accessible seashore, divided by contrasting areas of boulders. The coast therefore has contrasting and interesting qualities, both of which are accessible to resort users.
- The relatively level areas allows for development of new structures, parking etc.

#### *Constraints*

- The northern section of the resort is characterized by steep slopes that would be impractical to utilize for parking, vehicle access and location of buildings.
- Dense alien vegetation along the east side of Main Road obscures the panoramic views of the resort and False Bay.
- Terraces have been formed to accommodate the original farm (now restaurant building), parking areas, the mobile home areas and the campsite. It would be a large scale and expensive operation to rehabilitate these unnatural landforms to a more natural appearance.

### 5.6.3 Climate (Figure 15)

The site is subject to the typical climatic conditions experienced on the Cape Peninsula, i.e. hot summers, low precipitation and with periodic strong southeast winds, and moderate winters with relatively high precipitation and moderate to strong north west winds.

#### *Opportunities*

- Temperatures in summer are appropriate for sea related resort activities. Winter temperatures are temperate enough for the resort to be attractive to some existing and potential user groups throughout the year.
- The regional climate affects sea life and therefore influences fishing and diving activities.
- The strong winds provide for clean air and clear views, and can be invigorating.
- The northern beach is relatively sheltered from the southeast wind, and could provide an alternative to Boulders Beach at Simon's Town during periods of southeast wind.
- Despite strong winds, the northern slipway allows for launching of boats in almost all weathers.
- Rainfall in summer is limited, allowing a prolonged period for outdoor activities from December to April.
- Winter rainfall promotes development of natural vegetation and fauna habitats, with many species flowering in spring and early summer.
- The climate allows for use of indoor activities at facilities such the restaurant.
- The climate affects marine life and runs of specific fish species are typical along this coastline.

#### *Constraints*

- Winter temperatures are such that typical beach activities are limited to summer months.

- The resort can be unattractive to users of outdoor amenities when the strong winds blow in both summer and winter, and during winter rains.
- The wind velocity also prevents development of vegetation height, and trees are shaped into leaning form by the wind.
- High structures are affected by strong winds, unless they are constructed to withstand the conditions.
- Heavy and prolonged winter rainfall diminishes the extent of external activities that can comfortably take place from approximately April to December. Rainfall can be experienced over the Christmas holiday season.
- Weather conditions affect the height of swells and waves. The safety of those in craft out at sea or swimming close to shore needs to be seriously considered.

#### 5.6.4 Hydrology (Figure 16)

The vegetated mountain slopes above Miller's Point Drive allow for effective absorption of rainwater. Two natural streams carry heavy and prolonged winter rainfall, which is artificially channelled under the Main Road, just south of the entrance to the restaurant and mobile homes/camping area. Thereafter the water is carried by underground pipe and discharged directly into the sea. Storm water on Miller's Point Drive is channelled into the same underground pipes. Elsewhere on the road, storm water is discharged at formal and informal points on the seaward side of the road; thereafter it is absorbed into vegetated ground.

Water falling on roofs, paved parking areas and roads within the resort is effectively discharged down slope towards the sea, without significant erosion of soils and without use of introduced storm water measures.

##### *Opportunities*

- The soil type and high degree of vegetation on found on Erf 1500 allows for high absorption of rainwater, and management of run off is not of significant current concern.
- There are no areas that are waterlogged in the resort.

##### *Constraints*

- There is inadequate natural water on site to provide for irrigation of planting.
- The two underground watercourses are not accessible and there are no natural water features on site.

#### 5.6.5 Vegetation (figure 17)

Prior to introduction of cattle and later development the site was vegetated with Strandveld Thicket, Coastal Duneveld and Dune (Asteraceous) Fynbos.

##### *Opportunities (Photos 11 – 13)*

- Remnants of the original natural vegetation are found on site, which can be protected, conserved and developed. The vegetation in the area of the large dune (midden area) is considered the best remaining example of Coastal Duneveld in the Cape Peninsula, and is in special need of protection from trampling by foot.
- Red data species found on site can be adequately protected, and increased plant species biodiversity can be promoted.
- Existing areas of natural vegetation can be enlarged, and vegetated areas appropriately defined.
- Some of the existing vegetation can be zones as low use zones and also used to define usage zones.
- Existing alien invasive species can be removed systematically, with long term monitoring for re-forestation. This would allow for either natural or cultivated re-establishment of the original natural vegetation. In turn, this would enhance the area as habitat to increased numbers and increased species of fauna. Invasive alien vegetation should be removed from both the upper and lower sections of Erf 1500.
- Alien, but non-invasive plant species can systematically be replaced by naturally occurring species, including the Eucalyptus sp. currently growing along the public road, thus opening up vistas across the bay, and views of the site.

- The removal of alien species on the resort site will limit the re-infestation of fynbos areas already cleared above the public road.
- The retention of indigenous, but non-endemic species can be evaluated in terms of the detailed proposals relating to their location.
- Interpretive signage relating to the Miller's Point vegetation, including alien clearing programs, can be designed and erected on site for education purposes.

#### *Constraints*

- The areas recommended for vegetation on site will reduce the available extent of alternative use area, e.g. parking

#### 5.6.6 Fauna (Figure 18)

##### *Opportunities*

- Although the resort does not currently provide significant habitat for fauna when compared with the surrounding landscape, its function as fauna habitat can be enhanced.
- Removal of alien vegetation, increased populations of endemic plant species and an increase of plant biodiversity will provide larger and enhanced fauna habitat.
- The designation of vegetated area as low use zones will further support fauna habitat.
- Interpretive signage relating to the Miller's Point fauna, including alien vegetation clearing programs, can be designed and erected on site for education purposes. The non-feeding of wildlife (including birds) can be encouraged. Such interpretive signage can include organisms found on the seashore.
- As yet, African Penguins are not known to frequent Millers Point, which allows for the full designation of the seashore for human use.
- The offshore stacks (boulders) provide habitat for a number of species of seabirds, which can be easily observed from the shore.
- Whales can be periodically viewed from the resort, and from the public road from approximately July to November. Dolphins are also observed from the coast.

##### *Constraints*

- Baboons frequent the natural areas of the Cape Peninsula, and can be attracted to food discarded or offered by resort users. As baboons can become aggressive, this situation would be undesirable.
- Baboons and other fauna, including seabirds, can be harmed or killed by materials, e.g. plastic litter and fishing line left on site.
- Offshore activities, e.g. high speed boats, can disturb birds on offshore stacks, as well as marine life, e.g. fish shoals, whales and dolphins.
- Disturbance relating to high use areas and domestic pets on site are likely to disturb fauna.

#### 5.6.7 Built elements (Figure 19)

Built elements on site include the restaurant complex, the mobile homes (temporary structures), the camp site structures, the Cape Boat and Ski-boat Clubhouse, parking areas, the slipways, the tidal pool and a number of individual structures, namely toilet blocks, a timber wendy house, the derelict kiosk, entrance booth at the southern main entrance, and retaining walls. A timber boardwalk links the northern beach with the northern slipway. Further minor structures and items also exist, e.g. archaeological remains (as discussed in 'Archaeology' below) permanent braai stands, a temporary parking attendant booth, parking area booms, light poles, fences, barriers, a telephone kiosk, road signs and on site signage. The existing structures appear to have been placed over an extended period of time, and their introduction into the site has been piecemeal and largely without regard for visual integration (see Photos 14, 15).

##### *Opportunities*

- The restaurant complex layout has the potential to be upgraded, and re-integrated into the larger landscape. The access from Main Road and the parking area can be redesigned.

- The mobile homes could be more fully screened in situ, relocated, or removed from the resort.
- The campsite could be relocated or removed from the resort.
- The campsite permanent structure could be upgraded in terms of visual integration, and potentially integrated into the restaurant, or a potential visitor accommodation complex.
- The mobile home and campsite areas can be redeveloped into a visually sensitive visitor accommodation complex. The design of such a complex could be required to be integrated into the natural landscape, with use of natural materials for construction, e.g. rock and timber. A 'touch the ground lightly' design could apply to structures.
- The Cape Boat and Ski-boat Clubhouse could remain in situ and be more fully integrated into the landscape by use of planting. Alternatively it can be relocated on site (due to the semi-permanent nature of the building construction). In this event the existing location of the clubhouse could be considered as additional natural area, braai area or club parking area.
- The tidal pool is constructed of concrete. The material is in poor condition in some areas. The pool therefore has the potential to be upgraded, and possibly modified or redesigned. Such modifications could provide a sensitive design that is more visually integrated into the seashore and surrounding landscape.
- The recreational area at the tidal pool can be fully re-designed and upgraded.
- The derelict kiosk can be removed. New kiosk facilities can be located in association with the southern parking areas, and integrated with other built elements, e.g. additional toilets and interpretive signage.
- The unsightly toilets at tidal pool can be removed and relocated where they are adequately surveyed, in terms of security. Toilets serving both tidal pool users and northern slipway users can be introduced in the northern slipway/ tidal pool vicinity and at the car park area. Design of toilet blocks can be visually unobtrusive and integrated into the landscape/landforms.
- Proposed buildings can be built into slopes where feasible, to afford greater visual sensitivity, especially when viewed from Main Road. Roof planting can also be considered.
- The construction and operation of upgraded and new developments will be permissible only in terms of environmental management plans (EMPs).
- The archaeological ruins are required to be protected, as discussed in "Archaeology" below, and form displayed elements of historic interest which can be integrated into the proposed resort layout.
- A first aid/ sea rescue equipment/ sea rescue facility/ can be incorporated into one of the proposed development areas e.g. at the diving facility.

#### *Constraints*

- Additional structures can detract from the natural characteristics of the resort, and can increase visual impacts.
- The sloping topography of the site restricts the areas suitable for proposed developments. Cut and fill is undesirable and should be minimised.
- Additional developments shall be required to be low key, with minimum footprint, and preferably single storey only. The size of any additional buildings shall therefore be limited.
- Additional or upgraded developments shall potentially necessitate additional access routes that further disturb or limit natural areas.
- Construction operations at the resort will disrupt normal use to some extent, and will potentially and temporarily impact on fauna habitat.

#### 5.6.8 Archaeological (Figure 9 in 5.3 above)

The resort has a number of known sites of archaeological significance, which are protected in terms of the National Heritage Resources Act, Act 25 of 1999.

The midden:

The large dune is composed (in part) of shell midden. The midden has not been assessed by SA Heritage Resource Agency (SAHRA) but for the purposes of this study it is presumed to be pre-historic.

The restaurant complex:

The restaurant complex includes the historic 'Homestead' and the 'Cottage', both of which are attractive buildings of typical Cape design. The stonewall on the east side of the entrance road to the complex is considered to be of archaeological importance.

The ruins:

There are three ruins found (to date) at the resort, being the remains of a stone building, and 2 concrete structures of unidentified purpose, assumed to be associated with historic whale processing activities.

#### *Opportunities*

- Upgrade of the resort will ensure the enhanced protection of archaeological features. Further archaeological finds may be discovered by chance during the process of upgrading throughout the site.
- The significance of the archaeological ruins can be further investigated, and the extent of the whaling activities on the site can be potentially better understood. Formal excavations can be made to specifically determine the existence of any further archaeological material.
- Interpretive signage can be erected to explain the archaeological significance of the site, i.e. pre-historic human habitation, whaling activities etc.
- Numerous informal footpaths currently cross the midden. They serve as alternative access routes from the public car park to the tidal pool. Therefore the midden requires immediate protection from degradation by stamping. Some current users climb to the top of the midden as it is a high point overlooking the tidal pool and the coast. An alternative formal path system can be introduced to specifically protect the midden, e.g. duckboards/ low boardwalks.
- The restaurant complex layout has the potential to be functionally upgraded and in an integrated design style sympathetic to the original Homestead character. The Cottage could be better integrated into the restaurant complex.
- Alternatively, the restaurant complex and the Cottage could be integrated into a potential visitor accommodation complex.

#### *Constraints*

- An alternative footpath system at the midden may require minor excavation into the midden surface. The natural appearance of the midden area would be altered with the introduction of duckboard/boardwalks. No development can be undertaken without the consent of SAHRA.
- Renovation of the restaurant complex will potentially disrupt commercial activities. Potential to change the restaurant entrance road layout (if required) will be partially determined by the existence of the archaeologically significant stonewall. SAHRA approval will likely be required.
- Further evidence of archaeologically significant activities, buildings and artefacts may be discovered on site during implementation of proposals. This would likely lead to construction delays while matters were investigated by the SA Heritage Resource Agency (SAHRA).

#### 5.6.9 Services

The services to the site include water delivered from the reservoir above Main Road, mains electricity supply, sewerage disposal via on site discharge into the sea and underground Telkom lines to the Restaurant complex, mobile homes Cape Boat and Ski Clubhouse and 3 public telephones to the site. Cell phone reception is available throughout the resort. Storm water treatment has been discussed under 'Hydrology' above.

#### *Opportunities*

- The volume of water currently available to the site is limited by the capacity of the reservoir. Therefore diverse and effective water saving measures can be introduced on site.
- The location and number of toilets and wastewater inlets can be reconsidered throughout the site. The sewerage system/s can be fully upgraded according to the most appropriate water saving technology, and alternative methods of safer disposal investigated and potentially introduced, e.g. earthworm toilets.
- Mains electricity is supplied to the restaurant complex, mobile homes, camping ground, boathouse and for lighting at the northern slipway. The supply is delivered to the resort via overhead cables, which transect Main Road. The overhead cables and support poles are unattractive, and the supply could be instead brought to site under the surface of Main Road.

- The existing internal electricity reticulation system on site can be extended to proposed developments.
- Environmentally alternative energy sources can be fully exploited where feasible and financially viable. These could include solar power and wind power. (Wave power could be considered).
- Bottled LPG gas can be utilized for some applications where electricity is unavailable.
- The existing Telkom telephone lines can be extended on site where required.
- Significant use of radio phones and cell phones can be promoted in place of the extension of overhead telephone landlines.
- Solid waste disposal from the restaurant, mobile homes, camping site and Cape Boat and Ski-boat Club can continued to be removed from site by municipal collection. Visitors to the southern resort precinct can be encouraged to *"Take their litter home with them"*. Litter bins need not be provided on the premise that users who have brought litter to site have the capacity to also take it away with them. Users can be further encouraged to minimise baboon presence by removing their own solid waste from the site.

#### *Constraints*

- The available water supply may not be adequate to support further developments at the resort.
- The landscape is composed of rock outcrops and subsoil rock deposits. Excavation for additional underground service routes may be problematical and costly. Above ground conduits/overhead cables may be necessary.
- The existing sewerage generated in the resort is either collected in septic tanks or is treated prior to discharged into the sea. (Treatment is currently inadequate to prevent poor water quality). Methods of improved and appropriate disposal of increased volumes of sewerage are potentially limited. Soils are often shallow and therefore exclusive reliance on septic tanks throughout the resort is impractical. The closest municipal sewerage pump station is approximately 3.5 kms to the north. The intervening terrain is rocky coastline, where an above surface pipe would negatively impact of the visual quality of the landscape. Excavation for a below surface connection would be impractical due to the rocky and undulating land surface. Increased volume of sewerage on site will necessitate increased and improved treatment and disposal of effluent.
- Alternative energy sources can be expensive and experimental. They may not be fully capable of continuous power delivery, and therefore may only be utilized if supplemented by conventional energy sources.
- The use of bottled gas requires monitoring of supply and normally requires vehicle access for delivery. Gas lamps for illumination are easily extinguished in high winds. Bottled gas also poses a potential safety risk.

#### 5.6.10 Access (Figure 20)

##### *Opportunities*

- The opportunity exists for an integrated revision of the access layout in accordance with new proposals.
- The existing access system can be utilized during implementation of proposed developments, thereby protecting undeveloped areas.
- Some or all of the existing access system can continue to be integrated with the proposed resort layout, if appropriate.
- Where access routes are to be removed, rehabilitation can be implemented.
- Degraded or inappropriate existing road, parking and footpath surfaces can be upgraded
- In areas of proposed development, surface materials that are visually appropriate to the design, function and environment can be introduced.
- The footpath system at the midden and southern beach can be upgraded, as discussed under 'Archaeology' above, i.e. low timber boardwalks can be introduced to minimise trampling of the natural vegetation (see Photos 16, 17).

##### *Constraints*

- Relocating/re-alignment of the access system could result in cuts into slopes, or the need to introduce fill onto the site.
- The cost of relocating/re-aligning and resurfacing the access system could be costly.
- Additional access routes may lead to removal of existing natural vegetation and disruption of terrestrial fauna habitat.

#### 5.6.11 Areas of visual sensitivity from Miller's Point Drive (Figure 21, photos 18, 19)

The visual sensitivity of the resort when approaching on Miller's point Drive from the north is high, and embayments north of the resort overlook the coastline and Milers Point. The northern section of Millers Point resort is highly visible from approximately 1.5 kms away.

The extreme southern section of the resort only becomes highly visible approximately 0.5 kms south of the southern entrance.

The northern entrance is highly visible from Miller's Point Drive, but only when approaching from approximately 200 metres. The entrance is flanked by large scale and colourful signage announcing the Black Marlin Restaurant and the municipal campsite.

The southern entrance is moderately visible from Miller's Point Drive. It is low key and degraded, with road surface in poor condition and a collection of directional and speed limit signs interspersed in the landscape. The existing announcement signage is degraded and indeterminate.

The public and fishing boat parking areas are highly visible within 0.5kms of the southern entrance, when approaching from the south.

At present the resort is primarily screened from Miller's Point Drive immediately above the site due to a dense screen of primarily alien species trees.

The most visible built elements from the road are those painted in light colours, e.g. white. The stone built elements are significantly more visually integrated.

#### *Opportunities*

- Existing built elements that are visible from Miller's Point Drive and the sea can be further visually integrated into the landscape by use of selected wall and roof colours, and screening by means of vegetation. The scale of buildings and the shape/angle of roof lines can be designed to promote visual integration
- The visible mobile homes can be relocated to a less conspicuous area, or removed from site.
- Areas of potential high use can be screened and integrated into the landscape by means of vegetation.
- After dark illumination of external areas (including security lighting) shall be low key and directed downwards (except at slipways, where lights are required for guidance of craft).
- Methods of internal lighting of buildings shall appear subdued when seen from outside.
- The dense (primarily alien Eucalyptus sp.) vegetation along Main Road can be removed to open up a wide panoramic view over False Bay and the resort.
- The large existing embayment on the east of Miller's Point Drive (above the tidal pool) can be developed and furnished as a off-site view site, for use by pedestrians, cyclists and vehicular traffic.
- The existing small embayment on the east of Miller's Point Drive (north of the northern entrance) can be developed and furnished as a off-site view site, for use by pedestrians, cyclists and vehicular traffic.
- The removal and rehabilitation of the formal road connecting the north and south entrances would reduce visual impact when seen from above.
- The public and fishing parking areas can be fragmented and areas inter-planted to reduce visual impact.
- The entrance layout can be re-designed, creating some vegetation screening between the Main Road from the south and the extensive parking areas.
- Signage at both entrances to the resort from Miller's Point Drive can be rationalized. The number of signs, the colours, design and scale can be standardized as appropriate.

#### *Constraints*

- The generally high visibility of the resort limits the selection of areas where proposed development could sensitively take place. (This is especially applicable in terms of visibility from Miller's Point Drive if the alien vegetation on the east side of the road is removed.)

- The removal of *all* the alien trees along Miller's Point Drive will expose the restaurant, mobile homes and camping site to the road. Similarly, the northern beach will be seen from the road. At present it is screened.
- The highly visible public parking and fishing parking areas are on existing levelled ground and the potential for alternative parking location or parking layout is limited.

#### 5.6.12 Areas of Visual Sensitivity from Site (Figure 22)

##### *Opportunities*

- Areas of natural vegetation should be fully retained, and increased where possible, e.g. at the Cape Boat and Ski-boat Clubhouse.

- Increased areas of vegetation on the resort have the capacity to enhance visual integration of structures and provide some screening.
- Some visually intrusive elements, e.g. the toilet block at the tidal pool and the mobile homes could be removed.
- Visually sensitive design of any proposed structures will reduce negative visual impact in developed areas.
- The removal and rehabilitation of the formal road connecting the north and south entrances would reduce visual impact of moving and parked vehicles..



- Resurfacing of paved areas using materials of appropriate colour and texture would improve visual integration of roads and parking areas. In situ concrete, most types of concrete brick and asphalt are not recommended. Stone or timber kerbs/edging are recommended in place of concrete kerbs.
- Removal of damaged, unsightly and ad hoc signs and bollards is recommended. Introduction of a consistent, low key and visually appropriate signage and bollard system is suggested.
- Removal of damaged, unsightly and ad hoc site furniture and external lighting is recommended. Introduction of a consistent and visually appropriate site furniture and lighting system is suggested.
- Removal of damaged, unsightly and ad hoc fencing and gates is recommended. Introduction of a consistent and visually appropriate fencing system is suggested. security fencing, if required should be unobtrusive.
- Removal of poorly constructed and degraded braai facilities is recommended. Introduction of visually integrated braai and picnic areas is recommended. Use of natural materials, e.g. local Table Mountain sandstone (or granite), is recommended for the construction of braai stands and associated seating, etc.
- Brightly coloured or highly visible elements should not be displayed at the restaurant / visitor accommodation complex/es, e.g. sun umbrellas and flags.
- Those opportunities discussed under 'Areas of Visually Sensitivity from Miller's Point Drive' (see above) also apply

#### *Constraints*

- Increased areas of vegetation on site would reduce the 'flexible' usage of some areas, e.g. at the area south of the Cape Boat and Ski-boat Clubhouse and the terraces above the northern beach.
- Measures taken to reduce visual impact on site may compromise the scale and design, and potentially the function/capacity of proposed developments.
- The cost to construct with natural materials, e.g. stone, is typically greater than brick and concrete.
- The timber boardwalks in association with the midden should follow the midden contours in order to prevent visual disruption of the skyline. However this would not allow views from the highest point on the midden. (Elevated views would nevertheless be seen from the boardwalks.)

### **5.7 Lease and income generation**

The site is characterised by a patchwork of lease areas and uses, illustrated on Figures 8 and 23. Differentiated management efficacy and degrees of accessibility to the general public are the result (see Figure 24). Each use area is described in detail in section 5.8 below.

Income accruing from the leases varies considerably partly related both to Council's ability to collect fees (for example the extent to which it can staff the control point at the tidal pool amenity) and partly due to the level of user charges (which are not necessarily reflective of the intensity of use). Table 2 indicates the income over a 12 year period from the areas directly managed by Council.

Income from the recreational area is specifically dependant on Council's capacity to collect user fees at the pay point. The 2001/2002 and 2002/2003 financial years have seen a peak income (R80 831 and R83 851 respectively). But the previous financial year 2000/2001 saw a record low in income collection (some R9 000), and in the 8 previous years, income varied between R35 000 and R45 000.

At present user charges at the tidal pool are R6.00 per adult and R3.50 per child. Cars are charged an additional R6.00 and buses R18.00. The facility is "closed" at 6pm.

Annual income generation from the site is described in Table 3 below.

Table 3: Total annual income, all lease areas 2002/2003

Lease area	Income 02/03	Additional comments
Caravan Park	R143 000	
Mobile Homes	R152 000	Billing figures much higher, dispute over rentals
Recreation Area	R83 800	
CBSB Club	R2	
Black Marlin	R117 000 minimum	Rent includes a 2% turnover clause, total not available
<b>TOTAL</b>	<b>R495 803 minimum</b>	

Most of these rentals, by commercial standards, are considered low. In view of this, it is significant that no provision has been made on Council's capital budget for Miller's Point since 2001. The operating budgets have been cut back severely: in the 2001/2002 financial year, R360 942 was provided on the operating budget (including provision for salaries and overtime). In the 2002/2003 financial year, only R92 154 was provided on the operating budget. This reduced amount goes to pay, amongst other things, a site supervisor and two labourers, all of whom live permanently with their families on the site.

In detail:

The caravan park sites are currently charged out at R60 per site per night out of season and R100 per site per night in high season (December – 15 January). Income has been increasing progressively since 1992. The income generated is close to that income generated from the more permanently occupied mobile homes.

For many years the mobile home sites, most being approximately 120 m<sup>2</sup> in extent were leased at a relatively low rental. Rents have increased in recent years and although there are some disputes with lessees regarding payment to be made, the sites are leased for between R1 071,40 and R1 359,60 per month. This includes certain services. From 1982, stands have been leased for a periods of 6 years and 6 months, with a 5 year renewal option. The current leases are all due to finally expire in March 2006, with no extensions to be granted. The mobile home structures or "Plettenbergers" are owned by the lessees and are required to be moved at the end of the lease period. Initially, no permanent additions were permitted to the homes but over time, a number of additions (legal and illegal) have been made. By far the most significant has been the tendency for the supporting structure of the mobile homes to become permanently bricked in, as metal support struts rusted in the sea air. Despite the prefabricated nature of these homes, and the uncertain and short term tenure (although for many years the leases were regularly renewed), they represent a substantial investment to the owners, some homes having been sold for up to R200 000.

The Black Marlin Restaurant rental is currently set at R9 743,60 per month, escalating annually by 10%. A turnover rental clause is included (2% quarterly turnover less rental paid). The total lease area is approximately 1730 sq.m. in extent. The restaurant is currently leased to Kristensen Oceanfront Restaurants, a Danish company, with a 24% share owned by the Industrialisation Fund for Developing Countries, an independent self governing fund which is financed primarily by the Danish Government.

The Cape Boat and Ski Boat Club has been leasing a portion of its current lease area since 1970 when it was under the control of the former Divisional Council of the Cape. This lease has been extended to allow for the construction of the northern slipway and associated parking. In all, the current leased area is approximately 17 640 sq.m. in extent. The most recent lease was amended to apply for a 15 year period, and expired on the 31 December 2000. Although the Club applied for a renewal of the lease, it was only extended for one year and now continues on a month to month basis.

The recent history of leasing has unfortunately been fraught with conflict. This has had a deleterious impact on the extent to which

the lessees can make capital outlays on needed improvements. At present the Council has taken the decision to restrict any further lease extensions – Table 4 indicates lease expiry dates:

Table 4: Miller's Point lease expiry dates

CBSB Club	Month by month
Mobile Homes	31 March 2006
Black Marlin	31 July 2006

### **5.8 Detailed land use and user analysis**

Refer to Figure 8

#### 5.8.1 Mountainside

The area immediately above Main Road is undeveloped natural landscape, with the exception of a waste water treatment plant and reservoir serving Miller's Point (described further in 5.7 below). The CPNP has undertaken alien clearing on its land above Cape Farm 1500 and has informally extended this alien clearing to significant portions of CF 1500.

#### 5.8.2 Caravan Park

The caravan park, situated at the northern terraced end of the site is partially enclosed by mobile homes. It comprises 17 stands, four of which have permanent caravans for hire. The park is restricted to caravans – no tents are allowed. Ablution facilities and a games room (essentially a large "wendy house") are provided. It is managed by the site supervisor, a CoCT employee.

The caravan park gains access from the internal parallel link road, to which access is controlled, but not always enforced. A short circular drive provides access to the caravan sites and some of the mobile homes.

The park has been included in the top 100 caravan sites in South Africa published by "Caravan and Outdoor Life" for the past three years. Whilst no surveyed user information is available, it appears the site is 60% occupied throughout the year, with a peak in December where bookings are made a year in advance. Many of the users are regulars, some having visited the site for 27 years. Most visitors appear to be South African, a large proportion of which are from Cape Town itself.

#### 5.8.3 "Mobile" Homes

There are 22 "mobile" home dwellings mostly densely clustered on the site – situated on a number of terraces around the caravan park, below the restaurant, and (four) along the internal service road south and beyond the restaurant.

Seven of the homes are permanently occupied. The remainder are used as holiday houses, over weekends and in the peak season. Almost all the lessees are Capetonians.

Parking occurs on-site at each of the homes, for which adequate space is available.

Photographs 20 – 22 illustrate the character of the mobile homes.

#### 5.8.4 North beach

Below the restaurant complex is a small, beautiful, secluded beach with exposed granite boulders (Photos 6, and 7 in Section 5.5.1 above, and photo 10 in 5.6.2 above). Originally a rocky beach and not suitable for swimming, the rocks were gradually moved, and the sand now remains throughout the year. It is accessed via a well maintained lawn (Kikuyu) area, with play equipment and toilet facilities. A boardwalk extends along the coast from the beach to the slipway but access to the slipway is barred by a locked gate. (Photo 21) The beach is generally for use by the caravan park and mobile home users, although it is theoretically open to other users at a nominal fee. A number of other users of the site have indicated a desire to access this beach. The area is managed by Council staff.

#### 5.8.5 Black Marlin Restaurant

The Black Marlin Restaurant, established for 27 years, is housed in a collection of historic buildings that form the most prominently developed node at Miller's Point. The original restaurant is situated in a late 19<sup>th</sup> Century homestead, described as a grade 2 building, which means it is of regional significance and no alteration or demolition may occur without the permission of Heritage Western Cape (Photo 22). A narrow ancillary wing, now used as the restaurant management office, was probably used originally as servants or slave quarters or a stable. A more recent patent system of covered seating is located between the restaurant and the site supervisor's house. The front steps originally linking the building to the site have been bricked up and the building now does not relate effectively to the site.

The restaurant is open seven days a week for lunch, and Monday to Saturday for supper (18:00 to 21:00). Most of the restaurant's business occurs at lunchtime and although there is a clear seasonal influence on patronage (see below), there is little distinction between week days and weekend days.

The restaurant currently seats 180 inside (104 in a glass enclosed area and 76 in the main house) and 160 outside. Table 5 below indicates patronage in 2002 and 2003.

Diners from tour buses are generally accommodated in the glass enclosed "Marquee" and are 100% foreign tourists. 75% of the lunch al la carte are also foreign tourists, whilst 75% of the evening diners are local. Thus, at present just over 80% of the restaurant's business comprises foreign tourists. Peak season for the tour operators seems to be October to November, and low June to August. Non package-tour tourists seem to peak January to March. Generally however, October to April are the busier months. Local patronage is equally seasonal.

The restaurant does not lease but has exclusive use of the adjoining parking area, currently accommodating a loading zone with two bays and general parking, used both by large tour buses and cars, but not demarcated for such specifically. Deliveries are made generally on Tuesdays and Fridays before noon or after 3pm. The parking area associated with the restaurant provides parking for approximately 80 normal vehicles, with no formal provision for tour buses. Due its linear configuration, buses generally have difficulty manoeuvring out from the parking area. The restaurant management reported no other problems associated with the use of the parking area, with the supply adequate to meet the demand. The restaurant access leads off the access to the northern Miller's Point precinct.

There is currently a staff complement of 55. Eighteen of the staff are local to the area, many others are from Khayelitsha. The restaurant transports most of its staff to and from the site by taxi, privately run rikki taxis or private cars since there is no public transport access to Miller's Point.

The restaurant has a security system and armed response, but apart from the occasional car break in, it has not experienced significant crime.

Table 5: Black Marlin Restaurant: patronage 2002 and 2003

	2002				2003			
	Total	Tours	A-L-C	EVE	Total	Tours	A-L-C	EVE
JAN	5400	2261	2382	757	5901	2346	2600	955
FEB	7915	2778	4071	1066	5643	2805	1810	1028
MARCH	5710	2221	2836	653	5040	2737	1415	888

APRIL	4567	2596	1582	389	3838	1708	1552	578
MAY	3509	2068	1146	295	3797	2774	672	351
JUNE	2154	1066	930	158	2144	1450	582	112
JULY	2289	947	1145	197	2806	1386	1160	260
AUG	3824	1816	1674	334	3084	1979	876	229
SEPT	3876	2057	1542	277	3289	1994	1014	281
OCT	6759	4411	1658	690	6609	4767	1228	614
NOV	6685	4302	1496	887	0			
DEC	4751	2202	1564	985	0			
TOTAL	57439	28725	22026	6688	42151	23946	12909	5296

Source: Black Marlin Restaurant Manager

### 5.8.6 Cape Boat and Ski Boat Club and launching facilities

The Cape Boat and Ski-boat Club, with a current membership of approximately 170, is located on the southern portion of the site and facilities include the following:

- a club house with a vehicle-and-boat parking area (lease stipulates a 37 car and boat trailer facility, although it is not specifically marked as such), with an electronically controlled access point (approximately 2500sqm – 68 sqm/ vehicle-and-boat) (Photo14, Section 5.6.7 above, Photo18, Section 5.6.11 above and Photos 23, 24);
- a slipway into Rumbly Bay (henceforth described as the southern slipway);
- a slipway and breakwater on the northern edge of the central spoil mound (henceforth described as the northern slipway), with an associated vehicle-and-boat parking area (lease stipulates 56 car and boat trailer facility, although it is not specifically marked as such) (roughly 3 900 sqm area – provides for 70 sqm/ vehicle-and-boat) (Photos 25 – 27)
- pay point and access roads.

It is significant to note that despite its relatively limited membership and constituency, in terms of the lease agreement, the Club is solely responsible for managing the launching of all boats (including commercial craft) from the launching areas, for ensuring the facility is open to any public user and for the development and maintenance of the parking areas and all other facilities.

The clubhouse is located in the far south corner of the site. A prefabricated aluminium and timber structure, it was constructed in 1971 on fill material, originally provided by a landslide in 1954, but supplemented by dumping until relatively recently. The site is insufficiently compacted and consequently unstable. This has required the Club to take stabilising precautions on at least 4 occasions. There are attendant insurance problems.

The clubhouse is used as a recreational and social facility, with a licensed bar and kitchen. It occupies a prominent location and has a commanding presence and view. A timber wendy house structure above the club parking area is used for staff accommodation. A full time manager and two staff are generally on site every day, although there is no presence at night.

A launching ramp constructed soon after the first lease was granted exists in the lee of the bank below the clubhouse (the southern slipway), built with a low interest loan by the then Divisional Council. However, under certain weather (south easterly winds) and (low) tide conditions, launching from this ramp was (and is) dangerous. After a number of options were considered, the Divisional Council eventually granted a lease to the Club for the purposes of constructing the northern slipway on the northern side of the spoil mound, access roads and a parking area. This slipway is located in an area substantially more protected from the prevailing south-easterly winds.

This northern slipway (the “Hymie Steyn Ramp”) and associated facilities were constructed in 1977 with funds raised by the Club and a grant from the Department of Sport and Recreation. The conditions of the lease included the provision of buoys to ensure the water safety in relation to the northern beach and the privacy of the caravan

park; and that the amenity be at the disposal of the public (previously, the slipway was for the use only by Club members).

In 1980, construction on a new slipway breakwater was begun. In 1984, the breakwater and a new landing jetty were completed.

In general, these facilities are in good condition. There is a marked contrast between those facilities and roads maintained by the club, and those maintained by Council. A programme of alien vegetation clearance is underway in the CBSBC lease area. The roadway from the parking area to the northern slipway has recently been resurfaced. Work has started on a temporary gravel roadway on top of the breakwater to allow for a mobile crane to restore the breakwater, under constant threat of subsidence due to the natural action of the sea. Given the substantial cost likely to be incurred, this work has however been shelved until the lease agreement with the CoCT is resolved.

The CBSBC members have exclusive use of the parking area adjacent to the clubhouse. It is a secure parking area, with CCTV and an electronic controlled gate. Club members are entitled to a 50% discount on the launching fees. This parking area also provided secure parking for anglers during inter-club, inter-provincial, national and international competitions, which the club regularly organises and hosts. These events can attract anything up to 40 teams. The club assists in various development activities, particularly with the youth and camps are held in the clubhouse. It is also ideally placed to assist in sea rescues and fish tagging and marine research activities. There is a radio link to the Cape Point light house. The Club is significant in the recreation fishing community and in many ways could be considered to represent "your average angler" and fishing in False Bay. Their presence has in many ways impacted on and directed the development of Miller's Point.

The public parking under the management of the club is accessed via a manually operated boom, controlled from a kiosk. All non-club members are charged R30.00 per boat for the use of the slipway. However, the kiosk is not permanently manned and the boom is generally left open in order to avoid vandalism. Fees are then collected by the club staff on vehicle departure. During weekdays, the boom is permanently closed.

As this slipway is the only launching facility on the eastern shore of False Bay to which the public has unrestricted access, it has assumed a significant role for many users.

Currently between 80% to 85% of the slipway users are commercial fishermen. Fishing from Miller's Point represents significant financial income to many of Cape Town's low income communities. However it is also an activity that presents severe management difficulties, especially during seasonal fish runs. It is generally accepted that intensity of commercial fishing activities during the seasonal fish runs result in temporary management chaos. This applies in particular to period of the snoek run, which generally occurs in July/August, and sometimes in September/October. During these periods up to 100 boats and their crews launch from the slipway every day. Queuing to launch a boat, and also retrieve, can take longer than an hour. Catches are cleaned at sea, resulting in offal being washed up onto the beaches. Offal may also be thrown into bushes after landing. Unacceptable levels of alcohol consumption also occur on site, together with other anti-social activities, including vandalism of toilets and dustbins. At peak times many fishing boat crews sleep on the site overnight. With regard to the parking of vehicles-and-trailers, generally the public boat parking area gets occupied first (even by club members), after which the CBSBC parking area is used.

Fish runs also attract fish hawkers, who await the return of the boats in the recreational area parking lot. Typically this results in approximately 30 additional vehicles on site. On-site fish hawking previously took place from the large gravelled embayment on the east of Miller's Point Drive, just above the site. Hawking has since been prohibited due to unsafe traffic conditions created by vehicles stopping and departing, and there is currently no formal provision for this activity. The system currently in place has hawkers awaiting the return of the boats along the access road to the slipway, where bidding takes place with the fishermen. Upon an agreed transaction, the hawkers retrieve their vehicles from the recreational parking area, and proceed to either the CBSBC parking area, or the public boat parking area, where the transfer of fish takes place. As the CBSBC parking area is often empty or less full than the public boat parking area, the CBSBC parking area is used first for the transfer of fish. It is also preferred by some fishermen as they have the opportunity to use the southern slipway to clean their boats. As the

public boat parking area empties out, some fish transfer takes place there. The re-introduction of on-site commercial and retail fish hawking may need to be considered.

Severe circulation problems on the site are experienced on peak fishing days, especially when these coincide with peak visitor days. Conflict points exist at the southern Miller's Point access as well as at the closely spaced entry/exit points to the 3 parking areas. There is further no formal parking layout for vehicles and trailers, contributing to the chaos on site.

Recreational, commercial and charter diving have become increasingly popular although certain commercial operators have been banned from using the facility for unacceptable launching practices, which hinder other users. The wrecks, which have been scuttled in the area, are frequently accessed by divers from Miller's Point. Recreational anglers who are not club members use the facility, as do rescue and other official users (NSRI, Metro Rescue, Police water wing, Marine and Coastal Management, SA Navy, etc). There are two demarcated helipads that are used in assisting rescue and evacuation operations.

There are a growing number of kayaks, small dinghies and wind surfers launching at the southern slipway, taking advantage of south easterly wind conditions. The "Miller's Point run" is now a popular kayaking race from Miller's Point to Fish Hoek. The southern slipway was previously used in Pentathlon races in the change from cycling to paddle-skis.

Poachers have historically been diving for abalone along these shores. The slipway provides easy access to Cape Point and the habitat of the West Coast Rock lobster. Poaching syndicates use the slipway to land crayfish, perlemoen and illegally netted fish, particularly at night and they are difficult to control.

It is difficult to obtain accurate user counts for this portion of the site. The uses and associated levels of usage are seasonal and weather dependent. Some months can see 300 boats launched, others only 10. Some uses, such as kayaking, are winter sports. Other events, such as the snoek runs are unpredictable: not only is it not possible to predict when they will occur, but even whether it will occur. There have been a number of seasons with no snoek runs. Some users rely on the south-easterly winds. Others cannot operate in such conditions. Fishing is both a day and night activity. It is also possible that the current fishing quota restrictions will start to have a significant impact on the extent to which the facility is used.

#### 5.8.7 Recreation area, tidal pool and associated parking

The coastal environment in this area of the resort is magnificent, with rich tidal pools, dramatic granite boulders, attractive sandy beaches and views across the bay.

Much of the southern portion of the site is allocated for use as a picnic and recreation amenity (Photos 28 – 31). A tidal pool was constructed some decades ago at the promontory tip amongst the boulders and rock pools. A lawn picnic and braai terrace is situated between the tidal pool and the dune, together with rock faced ablution and change room facilities. A second ablution facility is located on the Rumbly Bay side of the resort, serving a small beach (south beach) and picnic area. A third toilet is tucked behind the boulders above the northern slipway. A ruined beach kiosk is located at the northern end of the recreation area.

The recreation area is served by a gravel parking area west of the dune and appears to have been informally extended. There are no formally marked bays, but provision has been made for 4 rows of parking, roughly demarcated with a row of trees in the middle. The capacity of the formal parking area is approximately 200 bays, and of the informal area about 50 bays (this however does not take into account provision for bus parking on the site.) A control point is located at the entrance to the public parking area and a footpath leading from the parking area, between the dune and the spoil mound above the slipway, provides recognised access for users of the tidal pool facility. The Rumbly Bay area is also accessible from the parking area. However, the access control kiosk is only manned over the peak season, some weekends and public holidays.

Note: the spoil mound continued to accommodate dumping (including from Council works) until 4 to 5 years ago. (Photos 32, 33)

However, the recreation area is frequently in exceptionally poor condition. The tidal pool requires major repairs. The associated embankment is subsiding, the safety wall is collapsing and conditions are potentially dangerous for bathers. Few actual braai sites are demarcated and with demand far exceeding supply, many visitors simply create their own braai sites. The old kiosk has been severely vandalised and remains open, with no roof. The ablution facilities have also been repeatedly and severely vandalised. Virtually no funds have been made available for repairs and they remain in a generally poor condition. One of the ablution blocks subsided some 5 years ago, creating cracks in the roof, which remain un-repaired. Outflow pipes lead directly into the sea and appear to be in poor condition (it should be noted however that the Cape Metropolitan Coastal Water Quality Committee annual report for 2003 lists Miller's Point as amongst the cleanest beaches on the False Bay coast). There are no litter bins as a result of the vandalism and money has not been made available for some three years to replace them. As a consequence, litter should be collected daily in black bags. Staffing is inadequate to provide this level of service and as a consequence, litter is often strewn across the site (It appears that some effort has lately been made to clean up the site, as observed during a site visit on a weekday early in December 2003 – the site was remarkably clear of litter.)

The dune between the tidal pool and the parking area has been identified as being of significant conservation value. It contains almost certainly the richest remaining dune fynbos and strandveld patch along the False Bay coast of the Cape Peninsula and two red data species have been recorded in the area. An unexcavated shell midden is also located on the dune. However, the dune has been heavily trampled by uncontrolled access by visitors to the tidal pool area. This has accelerated wind erosion and threatens the habitat and the midden.

Uncontrolled access from the parking area to Rumbly Bay has also provided significant opportunities for poachers.

The area has in recent years become a "hot spot" for criminal and anti-social elements. Vandalism is a significant problem, cars are regularly broken in to, the Cape Boat and Ski-Boat Club has experienced numerous break-ins and an armed robbery, and a Council official has been attacked and hospitalised for a fractured neck. With no full time surveillance, the dune area is targeted for a variety of anti-social activities and the area is generally unsafe.

In an attempt to curb this problem, the Cape Boat and Ski-Boat Club installed CCV cameras over their parking area and Council employed two security guards. However, budget cuts have reduced the two guards to one, who currently secures the caravan park area. The Cape Boat and Ski Boat Club do have a supervisor, with a small cottage situated in close proximity to the club-house. However he does not reside on the site as the risk to his personal safety is considered too high.

It is difficult to obtain accurate user figures for the recreation area. The 1993 Re-development plan indicates high volumes over the peak season (see Table 6) although numbers are comparatively low in the context of other Cape Town recreation areas.

The Environmental Baseline Study for Miller's Point (1999) reports a fluctuating usage pattern with some 3000 – 4000 people on public holidays to a handful of visitors out of season and on weekdays. It further states that during the peak season, the facilities are overcrowded, the optimum carrying capacity being in the region of 1000 –1200 people. The source of this information is unknown, although it is assumed it was largely derived from the 1993 MP Redevelopment Plan.

More recent data suggests that visitor numbers have dropped dramatically from the early 1990's. The CPNP visitors survey indicates no more than 3000 - 4000 people over the entire December or January month and declining, as indicated in Table 7. However, it should be noted that the CPNP user survey figures are in fact provided by pay point data, not direct surveys and, since CoCT have inconsistently staffed the pay point, these figures are unreliable. This may have led to a serious undercounting at the site, and should be used with caution.

Table 6: Number of people on the beach over peak season 1992/3

Date	Miller's Point	Soetwater	Monwabisi
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December 24, 1992	400	300	15 000
December 25	1 000	2 000	20 000
December 26	4 000	10 000	32 000
December 27	3 000	15 000	18 000
December 28	700	15 000	10 000
December 29	400	750	9 000
December 30	300	800	9 000
December 31	700	900	29 000
January 1, 1993	1 500	10 000	32 000
January 2	3 000	15 000	25 000
January 3	2 500	15 000	30 000
TOTAL	17 500	84 750	229 000

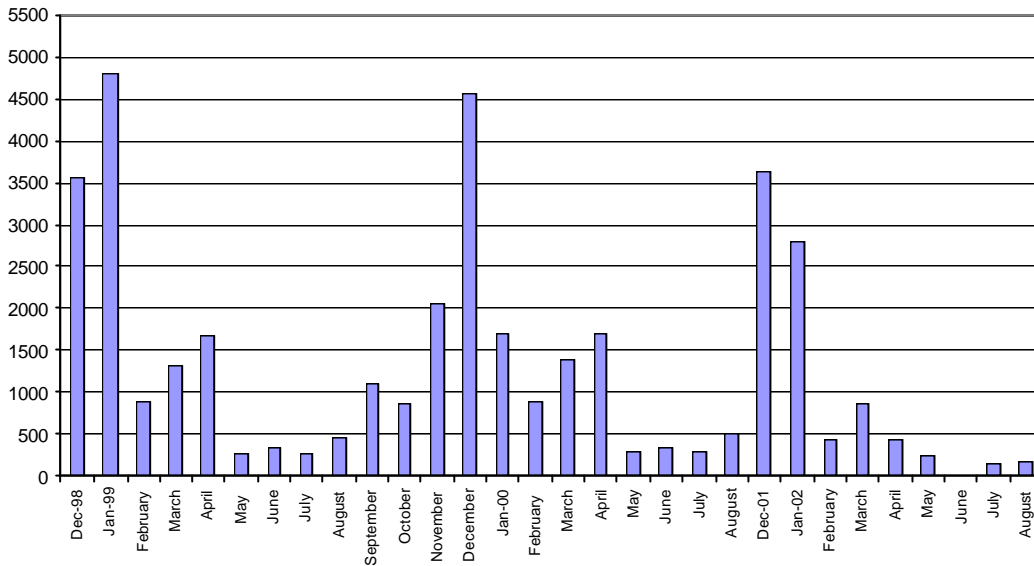
Source: Millers Point Recreational Resort: Redevelopment Plan 1993

Table 7: Miller's Point Visitor volumes 1998 to 2002

DATE	Miller's Point visitors	Cape Point visitors
December 1998	3 554	
January 1999	4 793	
February	882	
March	1 330	
April	1 692	
May	267	36 318
June	345	32 963
July	267	28 469
August	461	44 248
September	1 098	37 244
October	865	52 794
November	2 052	84 133
December	4 572	
January 2000	1 698	
February	900	
March	1 400	
April	1 700	
May	300	
June	350	
July	300	
August	500	
December 2001	3 639	
January 2002	2 806	
February	451	
March	870	
April	439	
May	241	
June	12	
July	157	
August	180	

Source: CPNP Visitors Survey 1998 – 2002

### Miller's Point Visitor Volumes : 1998 - 2002



Despite the unreliability of the data, the information is useful in that it reveals extreme fluctuations throughout the year in the use of the recreation area.

The site supervisor has indicated that visitor volumes have been in decline in recent years, although probably not to the extent as indicated by the CPNP figures. The maximum number of visitors on a peak recreational day has declined from about 3 000 people/day five years ago to about 1 500 people/day at present. He ascribes the decline to the deterioration of the facilities, and considers that an improvement in the facilities would see the numbers increase again.

It is important to note that even the peak season visitor numbers fluctuate significantly. Since the southern portion of the site is exposed to extreme weather patterns, a strong south-easterly wind can limit use. A visit by project team members to the site on 30 December 2003 revealed no cars or boats at all at the southern precinct.

The CPNP Visitor Survey 1999/2000 indicates that the profile of visitors to Miller's Point is 95% local and 5% overseas tourists. During the summer season, many local visitors arrive by bus. School groups in particular use the site during the week, at weekends organised church and other outings are made by bus. At any one time, 6 to 10 buses and mini-bus taxis can be using the parking area. The braai facilities are a key attraction to local residents who use the facilities.

Table 8: Comparative pay point visitor volumes 1998 to 2000

Period	Miller's Point	Cape Point	Boulders	Soetwater
Dec 98-Apr 99	12 241	410 327	182 317	32 468
May – Aug 99	1 340	141 998	67 482	2 214
Sept – Nov 99	4 015	174 171	98 766	4 034
Dec99-Apr00	10 270	378 360	185 368	38 745

Source: CPNP Visitors Survey 1998 – 2002

Table 9: % of Cape Town residents who have visited Cape Town resorts/attractions

Resort / attraction	% residents who have visited
Millers Point	23,9
Cape Point	62
Kirstenbosch	59,6
Rhodes Memorial	45,4
Signal Hill	42,4
Soetwater	28,3
Sandy Bay	23,9
Noordhoek beach	21,2
Boulders	17
Scarborough beach	16,6

Household Survey on Environment and Tourism 2001 (CoCT, CPNP)

#### 5.8.8 Staff housing

The Council's site supervisor is housed in a building situated adjacent to the Black Marlin Restaurant. It is sited at right angles to the contour and the road, unlike other buildings in the vicinity. Linked to the core historic homestead, it is speculated that the building may have originally had a specialised function. The building has been extensively remodelled over the years.

Below the Black Marlin Restaurant is a cottage housing one of the Council staff. It appears to be the remnants of an early 19<sup>th</sup> Century Cape longhouse, although there is little of the original structure left. For the past 100 years, the building has been used as a dwelling. It may have been used as stables or slave quarters before that (Photo 15 in Section 5.6.7 above).

A third staff cottage, with no inside toilet, is situated on the mountain side just above Miller's Point Drive some 200 metres from the northern access to the site.

An administration complex is situated adjacent to the caravan park. It is a 1960's institutional type building, face brick and in relatively good condition.

#### 5.8.9 Passing trade

No formal analysis of traffic bypassing the site on Miller's Point Drive has been undertaken. However, it is worth noting that much of this traffic may, in a re-developed site, be considered a potential user population. It's location en-route to Cape Point in particular ensures a certain potential captive market (see Tables 7,8 and 9 in 5.8.7 above).

Miller's Point is on the principal route utilised by peninsula tour operators – most tours begin in Cape Town and travel through the peninsula in a "clockwise" direction, through Kalk Bay, Simon's Town, Cape Point, Noordhoek, Chapman's Peak, Hout Bay, Cape Town. Miller's Point as a facility is not a destination for these tours, although the Black Marlin is, being the luncheon stopover for many tours (albeit brief). Independent tourists and Capetonians seeking recreation opportunities also bypass the site, although many utilise the view points in the vicinity.

The viewing point above the recreation area is also a stopping point (and sometimes a turning point) for cyclists – a user group for whom there is no provision at present.

Finally Miller's Point is close enough to Simon's Town to form part of the route for joggers or walkers.

#### 5.8.10 Summary of Access, Parking & Use Patterns (see Figure 25)

The following main points related to access, parking and use patterns are highlighted :

##### Miller's Point Drive & Access Points (Photo 34)

- Access to the site via the two major access points is generally adequate and no real problems are experienced by traffic entering and exiting from these points.
- 
- Sight distance to the south at the northern access point is however sub-standard
- Traffic flows along Miller's Point Drive are reasonably low.
- The posted speed limit on Miller's Point Drive (90km/h) is excessive.

##### Parking (Photo 26,27 in Section 5.8.6 above and Photo 35)

- Overall parking supply in the southern precinct is sufficient (possible oversupply) to accommodate normal demand during peak season, but not on exceptional days (e.g. 26/12 & 01/01).
- Currently provision is made for about 200 vehicles in the formal parking area (with no formal demarcation of bays), and 50 vehicles in the informal area (no dedicated provision for buses).
- Existing person capacity of the site based on the formal and informal public parking supply is 1 300 – 1 600 people, with the lower estimate based on a private : public modal split of 70/30, and the higher estimate on a 50/50 split.
- This estimate corresponds with the 1994 study identifying a (high density) capacity of 1 200 – 1 500 persons for the picnic and day-visitors area.
- The combined visual impact of the two vehicle-and-boat and public parking areas is negative, as they cover an extensive and consolidated area, giving the impression of a sea of (mostly under-utilised) parking space.
- The close proximity of the three separate internal access points to the parking areas contributes to congestion on peak days.

##### Internal Circulation

- The internal layout of the access to the parking areas in the south is sub-standard, and contributes to congestion.
- On peak days, severe circulation problems occur at the three closely spaced access points as movements of recreational vehicles, hawkers' vehicles and vehicles with trailers take place to and from, as well as between the parking areas.
- The site has a linear road system linking the northern and southern portions, but a closed boom between the northern slipway and the restaurant currently restricts access between these portions.
- The access to the northern slipway is congested on peak days, as it is too narrow to accommodate two-way movements. Vehicles waiting to launch their boats are backed up along the road.

##### Use Patterns

- The number of visitors on a peak recreational day has declined from about 3 000 people/day 5 years ago to about 1 500 people/day at present.
- The decline in patronage is ascribed mainly to the deterioration of the facilities. Following the upgrading of facilities, visitor numbers are likely to increase again.
- Patronage during the peak December/January holiday season is highly variable, and is dependent on especially wind conditions.

#### 5.9. Services

It should be noted that it has not been possible to obtain an as-built services plan from the CoCT. This will obviously be a requirement for any future development.

#### 5.9.1 Water supply

Water to the site is supplied from a reservoir situated just above the waste water treatment plant (TWL 50m, capacity 50kl), which in turn is supplied by the Murdock Valley reservoir (TWL 80m, capacity 120kl). The pipeline from the Miller's Point reservoir ends at the CBSBC clubhouse. It is occasionally bypassed during periods when it is being cleaned, during which time the Murdock Valley pressure is supplied.

The reservoir is too low to adequately supply all the existing facilities at Miller's Point and there are serious problems with water pressure, particularly for the uses situated to the north of the site. It would appear that part of the problem lies in the corroding pipes. There is less of a problem in the recreation area where gravity ensures a more sustainable pressure, but the clubhouse users experience serious problems.

Accessing the direct supply from Simon's Town may put a strain on the Murdock Valley area and any redevelopment of Miller's Point is likely to require a new reservoir, with possible upgrading of the pipeline between Murdock Valley and Miller's Point.

#### 5.9.2 Waste Water

For many years, Miller's Point was serviced by a series of septic tanks and soakaways. There were a number of problems associated with discharges direct into the sea. The facilities were also inadequate to deal with the peak holiday influx.

However a waste water treatment plant has been built on the mountain side of Miller's Point Drive, just above the northern access point to the site. It is a Beacon Watertech Model 300 rotating biodisk plant. The plant was upgraded in 1992 and is capable of treating 60 kl/d of wastewater.

Design capacity was based on the following assumptions:

Restaurant: 300 patrons contributing 9 kl/d

Plettenberg Homes: 30 homes, contributing 15 kl/d

Caravan Park: 20 sites contributing 9 kl/d

Supervisors homestead: 1,5 kl/d

Cape Boat and Ski-boat Club: 1,5 kl/d

Day visitors: 1 200 contributing 18 kl/d

Spare capacity: 6 kl/d

The effluent from this treatment works links into the existing reticulation from the caravan park soak away and currently discharges on to the rocks below the caravan park. The bacteriological quality of the water in this area is poor as a result of the poor quality discharge from the soak away.

Despite the design capacity, the ablution facilities in the recreation area still operate from septic tanks and discharge into the sea. There was to have been a second phase to the waste water upgrading plan, whereby the recreation area facilities would be linked in to the treatment works. However this has never occurred.

The Club also operates on a septic tank and soak-away, and there appear to be no capacity problems.

There are currently no plans to provide an outfall for this installation.

The labourer's cottage on the mountain side of Miller's Point Drive also still operates from a septic tank.

#### 5.9.3 Electricity

The site is supplied with mains electricity throughout, although the hot water for the caravan park and mobile homes is supplied via bottled gas geysers. Power is not reliable, particularly during the winter season or strong winds.

Visually intrusive overhead utility lines and elevated kiosks are situated on the seaside of, and next to, Miller's Point Drive

#### 5.9.4 Solid Waste disposal

Waste is collected daily by resident Council staff from the Plettenbergers and caravan park, and stored in black bags behind the administration complex. The bags are then transferred to black bins and the Simon's Town municipal rubbish collection service collects them from the site once a week.

The Black Marlin Restaurant however contracts a private waste collection agency to collect from them on a daily basis, early in the morning from October to March. Out of peak season, waste removal occurs four times a week, also in the mornings.

The rubbish from the recreation area is collected in black bags when resources permit and stored in the open in the parking area. When deemed appropriate, the Muizenberg Amenities Directorate is contacted to collect the black bags.

Baboons have, in recent years, become a problem particularly in the vicinity of the caravan park, mobile homes and restaurant. They arrive at least three or four times a week on average. There are no baboon proof solid waste containers on the entire site, with the exception of the CBSBC clubhouse (Photo 36).

The Cape Boat and Ski-boat Club clubhouse used to be serviced by Council but, finding the service erratic and unreliable, the Club have contracted privately to have their solid waste removed as and when necessary. Baboon proof storage is provided until collection.

#### 5.9.5 Storm-water

Storm-water from Miller's Point Drive and water from natural mountain streams are channelled underground in the vicinity of the northern access point and discharged into the sea. Elsewhere, there are no introduced storm-water measures and the vegetated ground has sufficient absorptive capacity to accommodate current run-off.

#### 5.9.6 Telkom

Telkom services are available on the site (underground cables to the restaurant, mobile homes, CBSBC) and a public telephone is situated on Main Road at the southern access point.

### **5.10 Land Use Zoning**

Erf 1500 (Miller's Point) is zoned in terms of the Divisional Council of the Cape Town Planning Regulations, as revised December 1973. Despite current land use, the land is zoned Rural. This Rural Zoning has been used to allocate rights to "all land within Council's jurisdiction not zoned or designated for any other purpose". Such land may be used for forestry, extensive farming, parks and scenic reserves and also nature reserves and "any use or activity whatever may be permitted by consent of Council and Provincial Administration". Sub-divisions are restricted to not less than 21,5 ha.

## **6. SYNTHESIS: OPPORTUNITIES AND CONSTRAINTS**

### **6.1 Opportunities (see Figure 26)**

6.1.1 In its broader context, the location, topography and natural assets of the site combine to create an extraordinary environment:

- the site is situated within and forms part of the remote Cape Peninsula wilderness area which is internationally branded
- a spectacular setting is created by the dramatic land-sea relationship with a coastal terrace backed by the steep escarpment slopes and ridges of the Swartklip Mountains
- it should be considered a gateway location on the scenic route to the Cape of Good Hope Nature section of the CPNP, a destination of international tourist significance
- it is also a key entry point or springboard into the proposed Cape Peninsula Marine Park, adjacent to the existing Castle Rocks Marine Reserve and in close proximity to a number of renowned dive sites. As such, it provides the opportunity to access, manage and protect an area of exceptional marine and coastal biodiversity. It also provides an opportunity to increase understanding and appreciation of the shoreline and marine ecology

6.1.2 at the site specific level, the location and topography of the site enhance the natural attributes of the site:

- below the scenic Miller's Point Drive, the northern portion of the site slopes steeply down to the sea along a series of natural and artificial terraces, creating uninterrupted and dramatic view corridors at almost all points
- although the southern portion of the site is more gently sloping, panoramic views of False Bay are still visible from almost all points, as are views back towards the mountain range
- impressive large granite boulders define the shoreline – in part rocky, in part sandy beach creating areas of visual interest, secret places, varied walking trails and enclosed bays
- the wind shadow protecting the northern portion of the site provides opportunities for secluded bathing and whale watching as the Southern Right whales move into the bay in the spring months
- the CBSBC clubhouse is located on a platform which, although unstable and artificially created, extends beyond the natural line of the coast and provides for dramatic and commanding views of False Bay

6.1.3 The vegetated dune and surrounding naturally vegetated areas on the southern portion of the site are highly significant from both a botanical and archaeological perspective

6.1.4 The strong and varied historical associations of the site are articulated in the original homestead complex and a number of artefacts on the site. In addition to their inherent value they provide potential focal points of interest

6.1.5 Since the role of the place is defined above and beyond question, it is clear that the scenic, recreational and tourist potential could be protected, strengthened and enhanced

6.1.6 The designation of the site as a Schedule A property in terms of the CoCT/SANParks Heads of Agreement, and the proposal to declare the Cape Peninsula Marine Park provide the opportunity to make significant improvements with respect to management. It provides the potential to move from crisis (or no) management to proactive management; and to incorporate the management of natural processes into operational and institutional arrangements

6.1.7 whilst also creating a number of problems, the proposed termination or short term nature of all the existing leases create re-development opportunities without such legal encumbrances

6.1.8 Certain activities, such as the fish hawking and the snoek runs are identified as problems on the site. However, controlled, they have the potential to add significantly to the marine and cultural associations of the area

6.1.9 The peak use periods on the southern precinct by and large take place in separate seasons (snoek runs from July – October; peak recreational periods December – January), allowing for possible shared use of facilities.

6.1.10 From a traffic operations perspective, the current main access points and flow characteristics along Main Road do not pose major restrictions on possible redevelopment initiatives. Substantial spare traffic flow capacity on Miller's Point Drive would accommodate additional trips generated by new developments on the site.

6.1.11 Initiatives to restructure the parking regime for vehicles-and-boats exist and can be incorporated in proposals.

## **6.2 Constraints and problems (see Figure 27)**

6.2.1 a key factor impacting on a number of problems experienced at Miller's Point is that of management:

- the site is unevenly managed. Each lessee has certain management responsibilities but have varying capacities to effect such management. Neither are any management principles established for such

lessees. Those portions of the site managed by the City are also managed to differing degrees, with the northern portion of the site adequately managed. The condition of the southern portion of the site in certain respects reflects extremely poor management (the point however needs to be made that this is not a reflection on the resident staff, but rather on the broader uncertainties, structures and systems that impact on site management).

- The history of lease extensions has been long, poorly communicated and conflictual. This has led to a great deal of uncertainty and unwillingness by lessees to invest where needed on the site without security of tenure.
- Capital and operating expenditure and staff resources allocated to the site have declined continuously for a long time, and dramatically over the past few years, to the extent that the amenity cannot operate at anything other than minimal levels.

6.2.2 There are significant problems in managing some of the marine related activities. The snoek runs have a highly negative impact in a number of respects; there are some user conflicts at the northern slipway; and poaching occurs both from the site directly (particularly just north of the caravan park area) and through use of the slipway.

6.2.3 Located as it is on a promontory, on the coastal ridge and adjacent to a scenic drive, almost the entire area is classified as having high visual sensitivity. Only a small area to the west of the tidal pool protected by the dune, a small area to the south-west of the northern slipway, and a small area between these two areas, adjacent to the road leading to the parking area and protected by the spoil mound are regarded as of moderate visual sensitivity. No areas of low visual sensitivity have been identified.

6.2.4 Geodetically, the study area above Miller's Point Drive is classified as highly sensitive with respect to topography, erosion, slope stability and a shallow water table. There is a small portion of this highly sensitive area that extends into the caravan park area where there is likely to be a shallow water table and where the slope is relatively steep. Of concern is the potential for landslides from the slopes of the Swartberg Mountains (the 1954 landslide which created the platform for the CBSB club-house is relatively recent) and a more detailed investigation in this regard is necessary.

6.2.5 The sewerage system is deficient in certain respects; there are problems with the water pressure; electricity supply is unreliable in the winter months; and solid waste removal systems uneven.

6.2.6 Access to the southern portion of the site in particular is largely uncontrolled. This leads to overcrowding with subsequent trampling and associated erosion. Littering, vandalism and other anti-social or criminal activities, destruction of the natural habitat, uncontrolled braaiing with associated fire risks, are all negative impacts on the visual quality of the area and is indicative of a general disrespect amongst many users for the environment.

6.2.7 On peak holidays, recreational fishing sometimes coincides with day-visiting/ picnicking, resulting in the full utilisation of all parking areas. This does appear to be a rare occurrence, and very few such dual peak conditions were experienced during the past 2003/4 period.

6.2.8 Use of the southern portion is further highly seasonal, variable and unpredictable, which complicates management of the site (i.e. difficulty in allocating the correct quantum and timing of management resources), and requires careful sizing of facilities to prevent either insufficient or excess provision.



6.2.9 The decline in visitor numbers to approximately the environmental carrying capacity of the site (1 200 – 1 500 people) is positive, however an improvement in facilities may lead to demand levels of a few years ago (approximately 3 000 people). This in turn will require effective access management to restrict numbers to within capacity provisions. There are also reportedly potential social reasons why such controls may not be easy to enforce (e.g. traditional congregation of extended families who arrive at different times).

6.2.10 With the exception of the 'permanent' Plettenberger residents and anglers, the highly seasonal usage of much of the site (October to March, with a significant peak in December/January) makes it difficult to manage impacts such as parking and traffic, the need for ablution facilities, water and solid waste removal .

6.2.11 There is significant infestation of alien vegetation, with attendant fire hazards and threats to the indigenous vegetation, much of which is rare Duneveld vegetation

6.2.12 Many of the existing structures on site are unsympathetic to the context. In particular, the Plettenbergers are considered visually inappropriate and in the case of the four located along the internal service road to the south of the Homestead complex, visually intrusive. The administration buildings are institutional in character and have "the appearance of a police station". The CBSBC clubhouse, whilst not inappropriately designed, is visually prominent due to its location.

6.2.13 Signage, overhead utility lines, the reservoir and waste water treatment plant, fencing, and parking area treatment are all visually intrusive

6.2.14 The historical associations of the site are not adequately recognised either in the treatment of the sites, the nature of additions or restorations, or the manner in which lease boundaries split the original homestead complex.

6.2.15 The northern slipway breakwater and the tidal pool both require extensive repair

## ***MILLER'S POINT LOCAL DEVELOPMENT FRAMEWORK***

### **7. GUIDING PRINCIPLES**

The goals and objectives, which guide the development of a vision for Miller's Point, are derived from its context, and from the inherent qualities of the site. They also reflect key elements of previous planning initiatives.

#### ***7.1 Goals and Objectives***

#### **GOAL 1**

To ensure the assets of the area are appropriately managed for the protection of the ecosystem, and ecological integrity

#### **Objectives:**

- To restore, promote and integrate the terrestrial and marine components of the site
- To consolidate the core conservation areas and ensure effective natural corridors
- To reflect the remote wilderness character of the site's context in all restoration and development/redevelopment of the natural and built environment
- To restore the indigenous vegetation landscape

#### **GOAL 2**

To conserve and restore the outstanding scenic attributes of the area

**Objectives:**

- To restrict new development, where possible to areas of moderate visual sensitivity, or to mitigate impacts in this regard
  - To ensure built structures “touch the earth lightly”, and reflect both the wilderness character of the area and the historical references
  - To ensure utilities, signage and fencing are appropriately designed to reflect the visual sensitivities of the site
  - To restore the scenic attributes of Miller’s Point Drive
- 
- To maintain the site in a manner appropriate to its visual sensitivity and amenity value

**GOAL 3**  
To rehabilitate and enhance the historic, cultural and marine attributes of the area

**Objectives:**

- To conserve the remnants of past settlement and usage, and enhance user understanding of them (eg: through interpretive information)
- To link the restoration and re/development of the site to a celebration of its historical roots

**GOAL 4**  
To enhance the sense of place and unique identity of Miller’s Point

**Objectives:**

- To maximise opportunities to realise the visual attributes of the site in all respects
- To develop a clear identity for the site linked to its position in a remote, wilderness zone and to its historical references, particularly marine
- To establish the site as a destination in its own right

**GOAL 5**  
To improve the opportunity for people to experience and enjoy the site in all its significant dimensions

**Objectives:**

- To increase the environmental awareness of all user groups
- To optimise the eco-experience and promote nature based recreation and tourism
- To acknowledge the site’s role as a recreation facility of regional significance
- To ensure that the scale and form of visitor facility provision is in harmony with ‘sense of place’ and environmental and social carrying capacities

- To regulate accessibility to the area in accordance with the sustainable carrying capacity of the area
- To promote the sense of a well –managed site, one which is safe, attractive and with appropriate facilities and amenities

### **GOAL 6**

To ensure any development or activity works harmoniously with the natural and historic landscape within which it is located

#### **Objectives:**

- To cluster activities where possible to retain the natural integrity of the site
- To phase out activities or development which do not promote the above
- To promote a “responsible tourism” ethic amongst visitors, operators and management

### **GOAL 7**

To establish the most sustainable basis for achieving site development goals and objectives

#### **Objectives:**

- to embrace a policy of “triple bottom line” accountability that measures success from a financial, environmental and social/cultural perspective
- To promote an ecologically sensitive, sustainable design, growth and development approach. This should include systems which promote cyclical rather than linear flows of natural resources and waste products
- To ensure all stakeholders share and contribute to the attainment of a vision and goals for the site
- To promote more activities which attract more visitors throughout the year, without derogating from the “off season” opportunity for the site to recover from periods of intense use
- To promote public-private partnerships in addressing the challenges of Miller’s Point

### **GOAL 8**

To seek effective and integrated management of the site

#### **Objectives:**

- To promote a conservation ethic amongst all custodians of the land
- To incorporate the management of natural processes into operational arrangements
- To limit too many and disparate management arrangements
- To maintain the site as a public resource
- To clarify jurisdiction and responsibilities; to co-ordinate internal organisational structures
- To seek mutually beneficial partnerships

#### **7.2 Vision**

### **VISION**

- *To position Miller’s Point as a premier scenic recreational and tourism destination respectful of its position in a remote wilderness zone of the Cape Peninsula National Park.*
- *To establish Miller’s Point as a significant gateway*

## 8. CONSIDERATION OF ALTERNATIVES

Consideration of alternative development options is a key aspect of the integrated environmental management (IEM) procedure, as well as the environmental impact (EIA) regulations.

A number of development options for Miller's Point are thus outlined below, and are assessed in terms of the Goals, Objectives and Vision proposed for Miller's Point. These options are also to be assessed through the public participation process before a preferred option can finally be selected. Other alternatives may emerge through the public participation process.

### 8.1 Option 1

#### **OPTION 1: NO DEVELOPMENT**

*Leave the site as is*

In essence, whilst theoretically an option, there would be no advantage to continuing managing Miller's Point as is in the current context. The site is already a highly disturbed landscape. Years of lack of development and poor management have led to degradation of the natural and built assets and it is not a sustainable operation under these circumstances.

Neither the Vision nor any of the goals and objectives would be met by leaving the situation as is. Many of the problems identified in this report have been common knowledge for a number of years. However, the delay in preparing an integrated Development Framework for the site in order to pave the way for restoration and re-development has meant a significant deterioration in the facilities. Further delays will increase the costs of rehabilitation and make the site less attractive to developers who could potentially subsidise the necessary improvements.

### 8.2 Option 2

#### **OPTION 2**

*Rehabilitation of the site*

#### 8.2.1 Proposal to rehabilitate

To fully rehabilitate the site to the likely former natural vegetation, i.e. pre cattle grazing and the more recent developments, would entail significant financial cost with little gain in terms of amenity value.

In the event of full rehabilitation all unnatural landforms, e.g. the terraces below the restaurant the landfill area and the car parks would need to be re-formed/removed to create more natural profiles. Significant earthworks would be necessary. All built elements, including roads and the tidal pool, excepting those archaeological elements protected in law, would be required to be removed. All non-locally occurring vegetation would be cleared, with intense follow up clearance operations and on going monitoring of re-infestation of invasive alien species. The site would then need to be rehabilitated by gradual natural re-establishment of vegetation, or by fully or partially planted with natural locally occurring species. The latter option would be labour intensive. An extensive irrigation system would be required, which may not be adequately supplied by the existing water system.

Should a full rehabilitation option be elected, public access to the site would likely be discouraged, as site usage would degrade the rehabilitation process. The only remaining facilities on the site would be the historic Homestead and the Cottage, and the value of Miller's Point as a commercial and public amenity would be significantly compromised.

### 8.2.2 Assessment

Rehabilitation of the site is vital in order to restore, protect and enhance the natural attributes of the site – significant as its location is. However, all studies to date accept that Miller's Point is already a highly disturbed landscape with an accepted metropolitan role as a tourist and recreation amenity. To restore the site would have severe financial implications. With current management practices and uses as they are, this option would not be sustainable. It is suggested that rehabilitation alone will neither resolve current problems nor optimise the site's natural and other attributes as identified in the vision and goals and objectives. It will however go some way to partially meeting Goals 1, 2 and 3 and related objectives.

The option for costly full rehabilitation is not recommended as the value of Millers Point as a unique resort is considered greater than its value as a rehabilitated area within an already existing, large scale natural landscape.

Rehabilitation of essential natural elements, as opposed to full rehabilitation to pre-development landscapes must then be a critical element of any acceptable development option but not the only action.

### 8.3 Option 3

**OPTION 3a**  
*Implementation of Miller's Point Recreational Area Re-  
development Plan 1994*

#### 8.3.1 Proposal for re-development and restoration (See Figure 28)

Policy Guidelines include:

- Continued role as a regional recreation and day-picnic area
- Seasonal peaks need to be accommodated in an environmental acceptable manner and without impacting negatively on the site out of peak
- Boat launching facilities to be promoted, rationalised and conflicts with other users minimised
- A judicious landscaping plan which promotes the natural environment – using low maintenance, indigenous vegetation
- Re-assess mobile home usage and promote short term holiday accommodation for the general public (longer term rights to occupancy justified on basis of need to generate funds to promote short term occupancy for a wider public)
- Development to be determined by natural carrying capacity of the area and design of all structures, services to be environmentally sensitive

The site is proposed to be divided into three precincts: the southern area comprising picnic areas, the tidal pool and natural areas; the northern area comprising the restaurant, caravan park and overnight accommodation; and a central area which consolidates the boat launching and club facilities, including the re-location of the CBSBC clubhouse to the area above the northern slipway.

Visitors to the picnic area would be limited to 1 200 to 1 500 people (the picnic area remains a high density picnic area – 15sq.m per person - the accepted standard is 40 sq.m per person). Carrying capacity is based on the opinion of officials as to the capacity of the site and services; on the existing parking infrastructure (300 cars, maximum 1 200 people); and public participation the results of which have deemed this to be a reasonable number – it was noted that the very short peak season did not justify the necessary expenditure and maintenance and environmental impact of an expanded facility.

Braai facilities are to remain a feature of the site but to minimise fire risk, they are proposed to be centralised into two areas – close to the tidal pool and on the site on which the CBSBC clubhouse is currently situated. A refreshment kiosk concession is proposed to be linked to the access control point.

The caravan park remains relatively unchanged, and the adjacent beach is to be used primarily by users on the northern portion of the site.

It is proposed that if the Plettenbergers are to remain, long term leases are only justified if significant funds can be generated to promote the recreational aspects of the remainder of the site. In this event, all structures must be aesthetically pleasing, compatible with the natural environment and located so as not to detract from the scenic drive, the recreation area or False Bay itself.

Alternative accommodation could also include holiday cottages (2 or 3 along the internal service road, and the farmstead below the Black Marlin Restaurant could be converted); and overnight tented camping on the lower grassed terrace

An extensive landscaping programme is proposed, which incorporates screening of visually intrusive structures and parking areas, the removal of alien vegetation, improved signage and fencing, improved but limited landscape furniture and ablution facilities.

These improvements are costed in 1994 terms at approximately R3 090 000

### **OPTION 3b**

*As per 3a but a camp site is proposed to be located on the mountain side of the scenic drive, in the kloof above the Black Marlin. Additionally, it is proposed that the Plettenbergers remain, (under the conditions established in 3a), but that the four southern most visually intrusive structures along the internal service*

### **OPTION 3c**

*As per 3a or 3b, but improvements proposed to management. Lease area for the caravan park and the Plettenbergers to be consolidated and managed by a single concessionaire, or linked to lease of the restaurant. CBSBC lease area to be consolidated. Lease conditions to promote environmental responsibility and active contributions to restoration of the site and*



#### 8.4.1 Proposal for re-development and restoration

##### 8.4.1.1 Precinct Management (see Figures 29, 30):

The Miller's Point site is a public resource of significance and it is proposed that it should remain so – no new freehold opportunities are considered. However, if the Vision for Miller's Point is to be achieved, improved, sustainable management is critical to the successful implementation of any plan for the restoration and re-development of the site. Strategic partnerships with both the private and public sectors are seen as key to the resolution of this. Two options are considered appropriate in this regard.

#### **OPTION 4a)**

With respect to the northern portion of the site, it is suggested this represents an ideal single concession opportunity. The terms of the concession must include commitments to site restoration and on-going maintenance, monitoring with respect to environmental impacts and adherence to the principles established by the Miller's Point LDF. The nature of the landscape, the current and proposed uses suggest that it is this portion of the site that represents the critical financial opportunity with respect to restoring and enhancing the more publicly accessible southern portion of the site. Thus, maximising financial gain from the concession of this area (provided it meets all other environmental considerations) must be a primary goal, and the establishment of structures to ensure an appropriate transfer of funds for the management of the southern portion of the site must be undertaken.

With respect to the southern portion of the site, it is maintained that this should be regarded as the precinct most accessible to the general public for use as an enhanced recreation amenity and slipway facility. As such, it is also the area most difficult to manage. Moreover, the nature of the facilities proposed require appropriate management and enforcement personnel, with the requisite authority – traditionally public management agencies. Funds that could be generated for capital improvements and effective maintenance are limited by the need to maintain traditional user access to the site and user charges appropriate to such use.

The identification of the site as a gateway to the False Bay component of the proposed Cape Peninsula Marine Park is regarded as the key to unlock the management problems that beleaguer this portion of the site.

In terms of the Cape Peninsula Marine Park proposal, the SANParks is to be the management authority for the Marine Park. In terms of the CoCT/SANPark Heads of Agreement, Miller's Point is identified as a Schedule A property, the future of which is of mutual interest to both parties. The CPNP is also a public authority with relevant management experience and enforcement capacity.

It is therefore proposed that the entire southern portion of the site be managed by the CPNP in terms of a management contract with the CoCT, negotiated in accordance with the requirements of the Municipal Systems Act and the draft CoCT Approach to Municipal Resorts Policy. It is critical that the terms of this agreement include a funding transfer from the CoCT to the CPNP in appropriate proportion to the funds generated by the concession granted on the northern precinct. The CPNP would also have access to other funding sources such as the Marine Living Resources Fund that could be used to offset any funding shortfalls.

Event management (in particular of the snoek runs, any competitions run by the CBSBC and peak season arrangements) and the management of natural processes should be incorporated into any agreed operational arrangements.



Portions of this southern precinct could then, by agreement with the CoCT, be subject to additional private sector concessions in order to render services or provide activities as proposed in the Miller's Point LDF.

With respect to the land mountainside of Miller's Point Drive, land use proposals (see below) indicate that it more appropriately forms part of the Remote Zone of the Swartberg Mountains. It is therefore proposed that the land be contracted in to the CPNP as a Schedule D property in terms of the Heads of Agreement. Appropriate arrangements will need to be made with respect to service access to the Miller's Point Reservoir and Wastewater Treatment Plant.

#### **OPTION 4b)**

Consideration of the feasibility of implementing Option 4a) has highlighted the *critical* necessity for the successful concessioning of the northern portion of the site and the requisite transfer of funds from the CoCT to the CPNP as operator of the southern precinct. Without this, the feasibility of implementing the changes proposed for the southern precinct is jeopardised.

Given significant resource constraints, other priorities and difficulties in ring-fencing funding within the CoCT, it is therefore proposed that a second management option be considered. That is that the entire property, Cape Farm 1500, be designated as Schedule D in terms of the abovementioned Heads of Agreement, to be managed by the CPNP. This management responsibility would include releasing portions of the site for concession (as per 4a)) and retaining the funds generated in this respect.

#### 8.4.1.2 Land Use Proposals (see Figure 31)

##### *Mountainside Precinct:*

That portion of erf 1500, which lies to the west of Miller's Point Drive, is clearly an integral part of the Swartkop Mountain range. It is fairly precipitous, where the scenic character is of a wilderness quality, enhanced by recent alien clearing and erosion containment by the CPNP. There are currently no CPNP proposals to initiate recreational activities such as hiking within this Remote Zone.

It is therefore proposed that no further development in this area should occur.

It is recommended that further geotechnical investigations be undertaken to determine the potential risks associated with slope instability.

##### *Northern Precinct*

The site should in essence provide a showcase for responsible eco-tourism.

The existing built fabric of historic significance, the partially terraced landform, the sheltered nature of the bay, small secluded beach and dramatic views lend this portion of the site for primary use as short term holiday accommodation. A boutique hotel, a series of accommodation lodges or eco-village would be considered appropriate.

Whilst much of the existing use of the site is, with improvements to the manner in which they impact on the scenic quality of the site, not entirely inappropriate, it is suggested that they do little to maximise this unique location. The qualities of site demand a more coherent, integrated, environmentally sensitive, and responsible approach to development. It also requires a more ambitious approach.

It is therefore proposed that a single concessionaire manage and develop the site. The quality of restoration and development demanded by the site, and the identification of this precinct as the potential generator of significant income imply that the development is likely to be oriented to the high income market. This in turn will require acceptance of the need for a certain amount of security and restricted public access. It also implies the need to provide long term security of tenure, commensurate with the investment required.

It is proposed that the integrity of the entire historic homestead complex be restored and form the core around which re-development occurs. The terraced landform should be retained in essence and provides an ideal platform for a series of short term accommodation units or lodges.

Additional land uses could include a restaurant, limited conference facilities, a small spa, opportunities for special events such as weddings and functions, and recreation facilities associated with the beach.

It is also proposed that all staff required to be permanently housed on the site (and the isolation of the site would imply that this is necessary), including those staff associated with the southern portion of the site could be housed here.

The restoration of the historic homestead complex will have to be guided by a conservation study commissioned by the successful concessionaire. All other structures on site, including utilities, should have a limited footprint and constructed of materials in keeping with the wilderness character of the area, and the historical and marine references. Buildings should preferably be individually expressed and low rise to break presentation and visual impact.

With appropriately sensitive treatment, it is suggested that the traditional boundaries of this portion of the site could even be extended further north along the coast to the erf boundary, and a series of accommodation units and view platforms, tucked into the slopes could be constructed.

Preference should be given to developments that also demonstrate a commitment to sustainable development and design principles. The sensitive integration of structures, utilities, access and circulation into the natural and cultural environment is essential. Alternative servicing arrangements, including the sustainable use and reuse of water, sewage, solid waste and energy should be demonstrated.

Precedent for this kind of eco-tourism use is considered to exist in many of the more recent game lodge/ eco-tourist /boutique hotel developments in Africa. In particular, developments such as CC Africa's Ngorongoro Crater Lodge in Tanzania (ranked fifth Best Small Hotel in the world and 17<sup>th</sup> in the top 100 Hotels in the world by the prestigious United States *Travel & Leisure* 2003 World's Best Awards), and their Phinda Private Game Reserve in the Greater St Lucia Wetland Park (winner of the first Imvelo Responsible Tourism Award in 2002). Sabi Sabi in Mpumalanga combines organic architecture and luxury leisure with conservation and education programmes, habitat rehabilitation and a variety of community initiatives. It has won numerous awards, including the prestigious Fair Trade in Tourism trademark, the 2002 Imvelo Award for best practice in water conservation, and the Conde Nast Accolade Award for Earth Lodge. Local examples include Spier estate in Stellenbosch, also awarded a Fair Trade in Tourism trademark and Monkey Valley Resort in Hout Bay (see Figure 32).

#### *Southern precinct*

The southern precinct should be retained as the publicly accessible area, albeit in a significantly more controlled fashion than is the case at the moment.

The dune should be rehabilitated, access controlled through a system of boardwalks and it should become a focal organising force on the site. An ecological corridor, linking the dune to the mountain should be created.

The recreation area around the tidal pool should remain but should be significantly enhanced in all respects and archaeological and historical references identified and appropriately treated.

The Rumbly Bay beaches (the southernmost rocky beach and adjacent sandy beach (south beach) enclosed by granite boulders) should be managed as remote zones with limited formal facilities (such as braai sites and lawn areas) available in order to protect the unique sense of place these beaches provide.

The northern and southern slipways and associated uses should also remain key organising elements. However, with the proposed management changes, it is proposed that a CPNP Marine Enforcement Office be developed at the foot of the spoil mound in direct sight of the northern slipway. This will allow for significantly improved management of the slipway and 24 hour surveillance possibilities. Details of the requirements would have to be

established. However it is anticipated the facility could include an office, tea room, ablution and change room facilities for approximately 10 staff, vehicle storage area and possibly a boat shed.

The CB&SBC clubhouse should remain as is and the association the club has with the site maintained. Not only has the Club a long history on the site, creating its modern day marine identity, it has also invested significantly in the site and is a use that reinforces the vision for the site. Its role in promoting responsible use of marine resources, in monitoring and sea rescue, in environmental education, and in attracting regional, national and international angling competitions should be retained and enhanced. It provides for surveillance over the more remote areas of the site and reinforces a family oriented recreation role.

The CBSBC lease should be renegotiated as a sub-lease arrangement with the CPNP, the terms of which should be to their mutual satisfaction where possible. Of principle concern is that without the slipway income, the financial viability of the club becomes marginal (although its costs will also decrease proportionately as it will no longer be responsible for the maintenance of the slipway and associated facilities – the CPNP would be). Although the club could seek more innovative ways of raising funds, it may also be appropriate to negotiate for the provision of certain services by the club in order to ensure viability.

In order to enhance the marine status of the site, expand its user base to tourists and even out some of the more significant seasonal fluctuations in use, a Marine Interpretive Centre is proposed. Ideally, it should be located at the base of the dune, on the western edge in an area of moderate visual sensitivity. A feasibility study would need to be undertaken, but it is in accordance with an international study currently underway on interpretive facilities for the CPNP. It could include an auditorium, an exhibition space (which could also be linked to interpretive information on the dune fynbos, the midden and the whaling station history of the site), administration and ablution facilities.

Additional concession opportunities exist for linked outdoor interpretive facilities. The relatively protected bay created by the granite boulders surrounding the tidal pool is ideal for underwater interpretive trails and a Diving Charter concession could both manage the trail and facilitate the expansion of the adventure sport market. There would be the added benefit of surveillance by full time operators, at least during the day.

Precedent for this exists (in part) in the concessions to dive companies operating at Storms River Mouth in the Tsitsikama. The facilities required (generally for the storage of equipment and the recharging of tanks, toilets and change rooms) are small scale and could provide additional services to dive charters utilising the slipway. The declaration of the Cape Peninsula Marine Park, and the attendant marketing as part of the CPNP, is likely to start drawing international and local tourists who might currently bypass the site.

Fish hawkking is among the other uses proposed to be accommodated. If managed effectively, such a use could potentially enhance the marine and cultural associations of the site. It is an activity associated particularly with the snoek runs and is a unique window into Cape Town culture. Although not anticipated to be a permanent feature, as exists for example at the Kalk Bay harbour, it is an activity that occurs regardless of regulation and can provide animation and value to harbour related activities. Previously informally accommodated on the scenic drive viewing point above the site (and subsequently prohibited), it could be accommodated in a flexible manner on the parking area, in close proximity to the Interpretive Centre in order to access water, ablution and solid waste disposal services. When not in use by hawkers, the area could revert to parking. As an alternative option, the possibility of returning the hawkers to a formalised trading area on the viewing point could also be considered.

#### 8.4.1.3 Parking and Access Related Proposals (see Figure 33)

##### *Internal access arrangements and rationalisation of parking areas*

- The internal layout of the access loop serving the parking areas needs to be revised by establishing a clockwise one-way system.
- An entrance-only access is proposed directly opposite the inbound leg of the access loop for boats-and-trailers to ease congestion at the existing confluence point, with the control point set back to create stacking space. Exiting vehicles will still use the existing access.
- Two alternative access arrangements for the northern slipway are put forward for further consideration - Alternative 1: retain the existing access, but widen it to ease congestion; Alternative 2: create a one-way

circular loop by using the existing gravel pedestrian path, and a portion of the public parking area for exiting vehicles.

- With Alternative 2, a triangular space in the public parking area can be created, to be used by hawkers bidding with the fishermen, as well as for fish hawking to the public (suitable cleaning facilities will need to be provided).
- Shift the access control to the public parking area by  $\pm 20\text{m}$  to create stacking space for vehicles waiting to enter.
- Widen the inbound access leg to create a mini-circle, making allowance for all movements between parking areas, including separate approaches to the public parking and club boat parking areas.
- A portion of the internal link between the northern and southern precincts is proposed to be removed and incorporated into the adjacent landscape, to reinforce and give effect to the distinct land use proposals for each of the precincts.
- The boardwalk concept for the dunes fronting the parking will allow for more direct access, complementing the existing access.

#### *Proposals related to Miller's Point Drive & Access Points*

- The existing access points should be adequate to accommodate future traffic demand. Improvements that need to be considered are (i) the provision of a southbound left turn lane at the approach to the southern access; and (ii) resolving the inadequate sight distance to the south at the northern access through the clearing of vegetation.
- Possible improvements to the access points include "gateway statements" such as the erection of stone pillars and appropriate and informative signage.
- Consideration should be given to reducing the posted speed limit on Miller's Point Drive from 90km/h to 70km/h.
- The substantially sized scenic drive viewing point is under-utilised, and could be incorporated into the southern precinct as a viewing area for southbound traffic only, and again making the site available for fish hawkers.

## Northern Precinct

Formal provision should be made for buses serving the Black Marlin or any future restaurant and hotel/eco-village, and options for circulation investigated.

### 8.1.4.4 Services

A detailed technical assessment of the services serving the site has not been possible and this should form part of detailed planning once concessions and management agreements are agreed in principle. Clearly components of the existing system, particularly water, waste water, and solid waste arrangements require upgrade. However, the existing capacities should not be seen as determining factors – improved control, sensitive development and alternative, ecologically sensitive, cyclical systems of service provision could see enhanced capacity without impacting negatively on the environment. It is entirely possible to limit dependency on traditional service infrastructure linked to the urban areas – visitor volumes to Cape Point, Table Mountain Cableway, Spier Estate in Stellenbosch, or a number of the petroport facilities along the national roads are indicative of the possibilities for service provision on high user volume sites in remote or rural areas.

It should be a requirement of both concession opportunities offered and management agreements that an alternative services delivery system be proposed in accordance with the extent and nature of visitor volumes anticipated – and that once agreements are concluded, an integrated service plan be prepared and costs proportionately allocated.

### 8.4.1.5 Landscape Framework Plan (see Figure 34)

The Landscape Framework Plan represents the synthesis of the opportunities and constraints described in the Landscape Analysis, and serves as an informant with respect to the recommended Miller's Point Local Development Framework (MPLDF) Option 4, as outlined above.

Landscape and architectural guidelines are illustrated on Figures 35 and 36

### 8.4.2 Assessment

Option 4 as described above has been developed specifically in order to meet the Goals, Objectives and Vision outlined in Section 7. It is thus the preferred option of the project team at this stage. However, it is anticipated that this will require revision as a result of public participation and/or alternative options or variations of the current proposals will emerge.

## 9. CONCLUSION

In terms of the project process and programme, this Draft Report is intended primarily to consolidate and expand existing information about Miller's Point, and to provide a series of restoration and development options for public debate.

Once comments have been received, it is anticipated that an Issues Trail and Comments Report will be prepared, responding to those comments. Alternative proposals, or amendments to the existing proposals will need to be considered, after which the project team will select a preferred option for presentation and approval thereof from the relevant authorities. This final Draft Report will include an Implementation Plan and summary of detailed recommendations arising from selection of a preferred alternative.