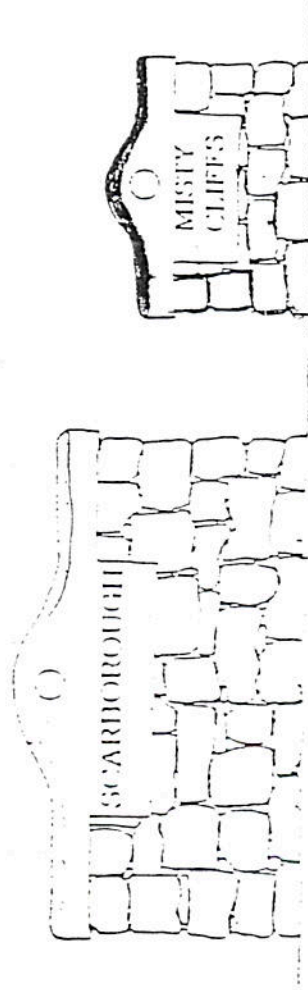


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Scarborough and Misty Cliffs

Draft Structure Plan



Prepared for the South Peninsula Municipality

February 2000

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1.0 Introduction

Scarborough and Misty Cliffs exist as residential enclaves within a large conservation area - the Cape Peninsula Protected Natural Environment (CPPNE) which is in the process of becoming the Cape Peninsula National Park.

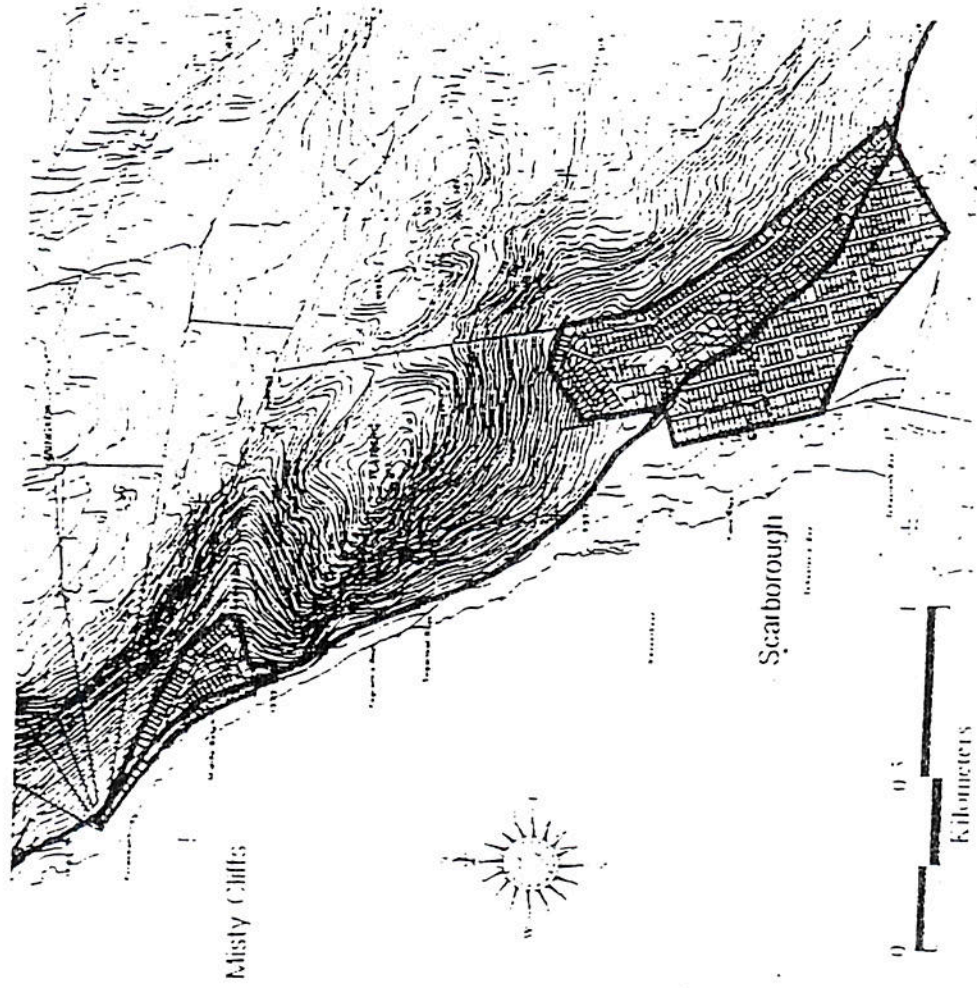
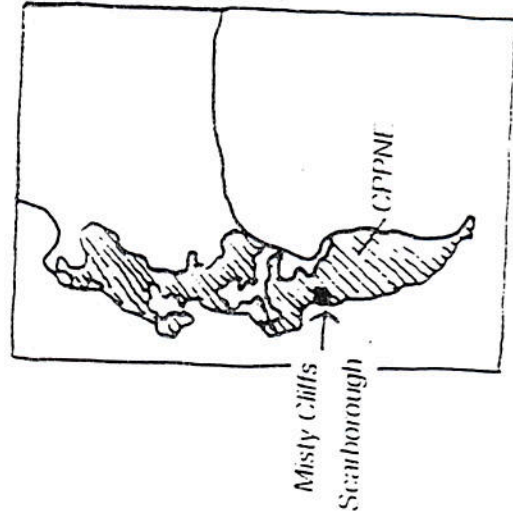
The Cape Peninsula is recognised as a unique landform with global status by virtue of its scenic beauty, the importance of its indigenous vegetation and its physical and biological diversity, its favourable climate, its coastline and mountains and its recreational attributes.

The role of Scarborough and Misty Cliffs must therefore be seen in its larger context whilst taking full account of the expectations of those persons who have chosen to live in these settlements or to use them for recreational or holiday purposes.

Other than the fact that these areas comprise an underlying subdivision plan and fall within the South Peninsula Municipality's Zoning Scheme and Building Regulations, there is no guiding framework to inform the management and development of these settlements - particularly as metropolitan development pressures are rapidly increasing in the more peripheral areas such as these.

1.1 Study Area

In determining the study area, cognisance is taken that the residential settlements cannot be divorced from their surroundings. Consequently, the "study area" is loosely defined as the area depicted alongside.



Study Area

1.2 Background

1.2.1 Local Planning Initiative

A report entitled "Proposals for the Management of Scarborough as a Conservation Village" was compiled in 1996 by an Environmental Working Group made up of Interested and Affected Parties within Scarborough.

The report arose out of a decision taken by the Ratepayers and Residents Association of Scarborough that it should seek the status of a Conservation Village in accordance with proposals put forward by the Draft South Peninsula Sub-Regional Structure Plan.

The Management Guidelines put forward in the report centred around the following recommendations :

- that Scarborough should be managed as a Conservation Village with the following stated aim *"to provide a sustainable basis for utilisation of the natural and built environment of Scarborough for the benefit of present and future generations"*;
- that a Management Plan be drawn up for the management of Scarborough as a Conservation Village.

The report proposed a set of principles that should be included in a Management Plan; these principles covered conservation of the TOTAL environment (built and natural) and its processes, fire management, scenic routes, archaeological and cultural assets, eco-tourism, creation and maintenance of footpaths, infrastructure, law enforcement, job creation and municipal government.

The report also put forward certain proposals regarding development controls and certain principles regarding future land use planning and land usage.

Apart from the worth of the content of the above report, it is important to recognise the significance of the fact that the diverse community groupings came together and produced a joint statement of intent regarding the desired future of the area. This not only signified a recognition of the need to address identifiable problems in the pursuit of an appropriate future for the area but also the potential to perform an integral role in the future management of the area.

1.2.2 Administrative Changes

In terms of the Local Government Re-Structuring Process, Scarborough ceased to be administered by its own Local Council and has been incorporated into the South Peninsula Municipality (SPM).

Scarborough/Misty Cliffs falls within Ward 14 of the SPM which includes Simon's Town and the southern portion of the CPPNE.

The National Parks Board (now the South African National Parks - SANP) was appointed to manage the CPPNE; the major portion of the CPPNE is in the process of being transferred to SANP by the State, Provincial and Local Government bodies and it is the intention of SANP (wherever possible) to enter into contractual agreements with private landowners.

Scarborough and Misty Cliffs are surrounded by privately-owned land and land which is currently being transferred to the SANP by the State.

1.2.3 Community Representation

The community is represented by the following :

- A Ward Councillor
- Ratepayers and Residents Association
- Misty Cliffs Ratepayers Association
- Friends of Scarborough and other focus groups

1.2.4 Commissioning of study

Following a request by the Ratepayers and Residents Association, the Local Authority commissioned consultants to prepare a Management Plan for Scarborough. The consultant team comprised the following :

Project co-ordinator and Land Use Planner : Mark Callaghan

Natural Environmental systems : Wally Petersen (KEAG)

Architect : Nic duPlessis

Landscape Architect : Bernard Oberholzer

Services Infrastructure : Zietsman L.Loyd & Hemsted Inc.

1.3 Consultant's Brief

The proposed Management Plan is seen to comprise three components :

- a Structure Plan or Land Use Framework
- an Administrative Framework
- a Financial Framework.

The Consultant's Brief is to produce a structure plan, it being envisaged that the other two Frameworks will evolve within the Municipality with input from the community.

The structure plan should aim to achieve the following :

- to be founded on Scarborough's unique location within the CPPNE;
- to incorporate the ideas and proposals contained in the community-produced document "Proposals for the Management of Scarborough as a Conservation Village";
- to be informed by a sound environmental base;
- to be able to form the basis for an overall management plan.

The formulation of this plan should comprise of a series of studies ranging from Natural Environmental Systems, Services Infrastructure, Architectural and Landscaping studies.

In conducting these studies, attention should be given to evaluating the existing and future residential and recreational roles of the area, the needs of the community as well as the potential tourism role that Scarborough can perform. From this, guidelines for aspects such as land usage, building construction, landscaping and infrastructural services should be formulated.

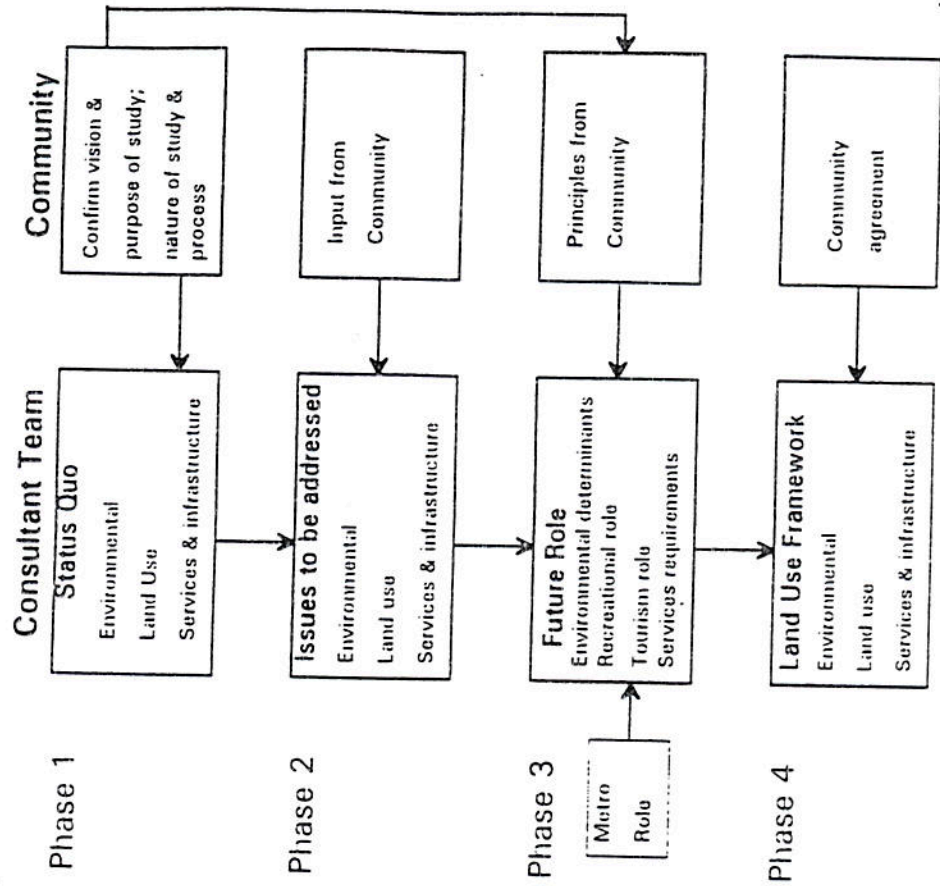
The study is to be undertaken in a manner which promotes effective public participation with formal input from the community occurring during and at the end of the process.

The structure plan should take the form of a spatial plan accompanied by a regulatory component and a set of strategies for land use activities, the nature of the built environment, future use of public land and the sustainability of natural resources, all of which promote a conservation ethos.

For the plan to be able to ensure long-term effectiveness, it must preferably be approved by the local authority as a structure plan (or equivalent) or as a "Special Area" within the existing Zoning Scheme which would need to be approved by Provincial Government.

1.4 Planning Process

An outline of the proposed planning process (shown below) was agreed to by those attending a Public Meeting on 29 July 1997.



Building on the extensive work already undertaken by the community, the following four Working Groups were established on a volunteer basis:

- natural environment
- built environment
- recreation and tourism
- services infrastructure

The following meetings were held :

- Joint Working Group on 14 August 1997
- Independent Working Groups during August
- Joint Working Group on 4 September 1997
- Joint Working Group on 22 November 1997

The Working Group meetings served to reach a reasonable level of consensus on the scope of the study, the issues that could be addressed and on the underlying principles and policies.

1.5 Next Steps

Once the draft document has been noted and cleared for advertising by the Municipality, it will be formally advertised for comment. Discussions will be held with the Ratepayers and Residents Association regarding the most appropriate means of engaging with interested and affected parties.

1.6 Acknowledgements

The effort and enthusiasm of all those participating in the Working Groups and attending the public meetings is gratefully acknowledged as is the support of the Ward Councillor (Nicki Holderness), the help and guidance shown by the SPM officials and the assistance given by Carel Smit.

Natural Environment	Built Environment
Co-ordinator : Wally Petersen	Co-ordinator : Nic duPlessis
Keith Reeves	Keith Reeves
Terry & Janis Corr	Harold Kolnik
Evzen Dudecek	Shirley Cowling
Craig or Senny Bovim	Ivan & Danielle Harris
Harold Kolnik	Clive Millar
Richard Cowling	
Alex Hitchcock	
Dave Gaynor	
Massimo Cecconi	

Recreation & Tourism	Services & Infrastructure
Co-ordinator : Mark Callaghan	Co-ordinator : Ronelle Louw
Santa Hofmeyr Joubert	Bodo Wens
Bodo Wens	Craig Bovim
Evzen Dudecek	Harold Kolnik
Terry & Janis Corr	Ivan Alberts
Harold Kolnik	Clive Gibson
Magda Thesen	
Michelle Jones-Phillipson	
John Cuthill	
Fiona Barnardo	
Massimo Cecconi	

In addition to the above, each of the Working Groups included a representative of the Ratepayers & Residents Association and of the Friends of Scarborough.

2.0 Related Studies

All related studies point to the uniqueness and importance of the general area from the point of view of the scenic beauty of its coastline and mountains, of its biodiversity and botanical importance and of its recreational importance.

Emphasis is placed on ensuring that the current conservation measures as determined by the Cape Peninsula Protected Natural Environment (CPPNE) boundaries are enhanced.

The isolated location of Scarborough and Misty Cliffs within this large conservation area is recognised as is the need to ensure that their status as pocket settlements is appropriate to their surroundings.

2.1 Draft Metropolitan Spatial Development Framework¹

The MSDF is in its final draft form. It will replace the Urban Structure Plan (previously known as The Guide Plan) for the Cape Metropolitan Area (CMA) prepared in terms of the provisions of the Physical Planning Act (Act No. 88 of 1967).

The aim of the MSDF is to provide a legally approved Spatial Framework for the spatial restructuring of the CMA.

The MSDF has incorporated all of the CPPNE area into an overall Metropolitan Open Space System (MOSS) which, apart from its recreational and amenity role, has an important ecological role to play in conserving biological habitats, significant areas of indigenous vegetation and biodiversity. The emphasis of the MOSS is on conservation, scenic beauty and recreational amenity.

At the scale of this Plan, Misty Cliffs is not identified; Scarborough is depicted as an area of Urban Development determined by a Provisional Metropolitan Urban Edge. The importance of this plan for the current study,

¹ Draft Metropolitan Development Framework for the Cape Metropolitan Area, Cape Metropolitan Council, September 1998

is the emphasis placed on the isolated nature of Scarborough within the MOSS stretching as an unbroken block of land from Ocean View and Kommetjie down to Cape Point.

It is important to note that the designation as MOSS does not affect the current status of the land as a Protected Natural Environment - it simply ties it into the larger network of open space systems.

2.2 Draft South Peninsula Sub-Regional Plan²

This Plan covers the southern portion of the Peninsula and is also in its final draft form.

In terms of this Plan, the area surrounding Scarborough and Misty Cliffs is categorised as a Primary Natural Area which is seen as a high priority conservation area in which no development is permitted other than primary dwellings that cannot be located elsewhere; only essential tourist-related basic amenities could be considered in appropriate areas.

Scarborough and Misty Cliffs are identified as Conservation Villages which refer to existing single residential settlements outside the main urban areas and surrounded by Protected Natural Areas. These areas are proposed in order to protect the surrounding Protected Natural Areas and to prevent Conservation Villages from becoming large urban areas.

The following policies would apply to these areas :

- **Densities:** Only single residential development is proposed. The size and scale of developments should be restricted - with a minimum plot size of 500m².
- **Buildings:** Buildings should be restricted to two storeys or approximately 8m in height. Buildings other than houses are allowed in Scarborough only as long as it is for tourism. They could include: small cluster holiday accommodation, guest houses, information centres, small shops, picnic sites or botanical gardens. Hotels will not be permitted.

² Draft South Peninsula Sub Regional Plan (Draft 3), Cape Metropolitan Council, October 1997

- **Expansion:** No expansion of these areas is permitted into the surrounding Primary Natural Areas. Only limited growth may take place within the boundaries of these Conservation Villages. Building can only go ahead after an Environmental Impact Assessment has been done and permission has been given by the authorities. The village atmosphere may not be changed.
- **Gradient:** No building is allowed on slopes steeper than 1:6.
- **Indigenous vegetation:** Indigenous plants like fynbos and proteas may be grown and harvested as long as this does not damage the natural fynbos areas. Permission must be granted by the conservation authorities.
- **Waste:** Septic tanks may be used but it must be shown first that they will not cause pollution to water supplies which are found underground or to rivers and wetlands.
- **Roads:** When new roads are built or old roads are expanded, they must not destroy valuable vegetation. Roads should also be planned so that they offer good views of the main tourist attractions in the area.

(It should be noted that the policies proposed are in respect of a number of pocket settlements - not just Scarborough and Misty Cliffs. Consequently there are generalisations which are not applicable to the current study such as that prohibiting development on slopes steeper than 1:6 - which would preclude all development above the road at Misty Cliffs and a large percentage of the plots in Scarborough.)

2.3 Draft Southern South Peninsula Local Structure Plan

The study area for this study comprised that part of the southern South Peninsula which falls outside the urban edge and wholly within the Cape Peninsula Protected Natural Environment. Its southern boundary being the Cape of Good Hope Nature Reserve.³

³ With the restructuring of local government boundaries, it is logical that (because of its unique circumstances and the proposals put forward by the South Peninsula Sub-Regional Study) Scarborough should be addressed in terms of the broad planning proposals put forward - although it was not included in the study area as defined.

The emphasis of this plan lay with the need to designate the bulk of the CPPNE area as a Conservation Area with the underlying policy that no further development other than a single homestead unit together with justifiable ancillary buildings in terms of the Rural Zone be given favourable consideration.

Because of the fact that Scarborough was previously administered by its own Local Council, it was initially excluded from the study area. Because the study area was artificially determined by administrative boundaries, the bio-physical base studies covered the broader geographical region. Nevertheless, no detailed studies were undertaken of the land usage in Scarborough and Misty Cliffs.

Emphasis was placed on the location of these (and other) pocket settlements within the CPPNE and the recommendation put forward was that no further expansion of these settlements be permitted and that all development be compatible with their location within a Protected Natural Environment.

The Draft Plan is being referred to the Premier for consideration.

2.4 Draft Peninsula Urban Edge Study

In view of the ever increasing pressures for development, the MSDF identified the need for the establishment of a detailed urban edge.

The objectives of this edge are to protect the valuable agricultural, natural and cultural/historical resources and promote appropriate densification within the urban areas.

A fundamental principle is that the demarcation of an urban edge will not necessarily limit development, but rather control, redirect and manage sustainable development in terms of applicable and feasible policies and strategies.

The proposed urban edge line follows the outer edge of Scarborough and Misty Cliffs.

Urban Transition Zone - A corridor of approximately 100m wide is proposed inside the Urban Edge within which controls are prescribed for

urban development. This is to establish an area of transition to regulate urban development adjoining the edge and in so doing to protect it.

All of Misty Cliffs and the outer three rows of plots in Scarborough would fall within the Urban Transition Zone; the following proposed policies apply:

- no urban development to extend beyond the urban edge;
- the average gross density of urban development must not be increased;
- no urban development to take place on slopes steeper than 1:4 (almost all the plots in Misty Cliffs above the road and many of the upper plots in Scarborough are on slopes in excess of 1:4);
- no urban development to be permitted where geological conditions are proved unstable;
- special attention must be given to architectural and landscaping proposals to create an attractive zone as a transition between urban and rural areas;
- regional and local bulk utility facilities must be provided without impacting negatively on the scenic quality of the Edge Zone;
- where serious visual intrusion of unattractive utilities exist, they should be remedied by rehabilitation or redevelopment;
- identified wetland areas and their tributaries must be clearly defined and statutorily protected. Furthermore; they must be continually monitored to ensure protection of the system;
- only structures or dwellings made principally of fire resistant materials or with adequate fire protection measures should be permitted in this zone. Garden and house sprinklers are recommended;
- developments which would have an adverse effect on the scenic quality of this zone, should not be approved;
- visually conspicuous long boundary walls should not be permitted;
- all invasive alien vegetation that is threatening indigenous plant communities must be eradicated;
- special attention must be given to scenic routes located within the zone to avoid visual intrusion, to maximise views from the road, achieve appropriate set-backs and access and to ensure proper maintenance of the right of way.

Non-Urban Zone - A corridor of no less than 300m wide is proposed outside the Urban Edge, within which policies are prescribed for non-urban development. This is to establish controls for an area of transition so as to

manage and protect rural areas adjoining the edge. The following policies apply :

- all areas outside the Urban Edge should be considered as National Park, Protected Natural Environments or considered for declaration as Limited Development Areas in terms of the Environmental Conservation Act;
- where defensible, trade-offs should be considered granting owners limited development rights within the urban area, in exchange for the ceding of the remainder of the land to the appropriate authority;
- disturbed natural habitats must be rehabilitated and may not be accepted as motivation to permit urban development. Requirements pertaining to the eradication of alien vegetation and the rehabilitation of disturbed areas must be imposed on the owner;
- any form of development, including infrastructural proposals, which are deemed to be appropriate, will require an EIA;
- no indigenous flora, water bodies, historical or archaeological sites or other conservation worthy environments may be destroyed or damaged. Areas identified as having unique habitats must be protected;
- access to natural areas must be controlled to be in harmony with their carrying capacity. The provision of adequate public facilities is acceptable and must be appropriately designed and maintained.

Many of the above policies have direct implications on the situation at Scarborough and Misty Cliffs and the land surrounding them.

3.0 Natural Environment

3.1 Introduction

The natural environment comprises a physical component and a biological component; the latter being dependent upon the former.

This Section seeks to outline the underlying factors making up the various natural systems and biological habitats.

The level of bio-physical diversity found in the area has global importance both from a scientific and scenic point of view. It is the basis for the long-standing proclamation of the area as a Protected Natural Environment, the current process of the area becoming a national Park and the imminent application for World Heritage Status. It is an area of outstanding natural beauty and biological importance.

3.2 Physical Environment¹

To quote from M. van Wieringen :

"The physical manifestations of an area in the form of the distribution and other characteristics of the vegetation, fauna, soils, drainage, access routes, land use and human activities etc.; are as a result of numerous overlapping natural processes; both past and present. The prime components of these processes and the resulting distributions and characteristics are dictated by (a) the geology of the area, (b) the topography, (c) the climate and (d) the hydrology and geohydrology."

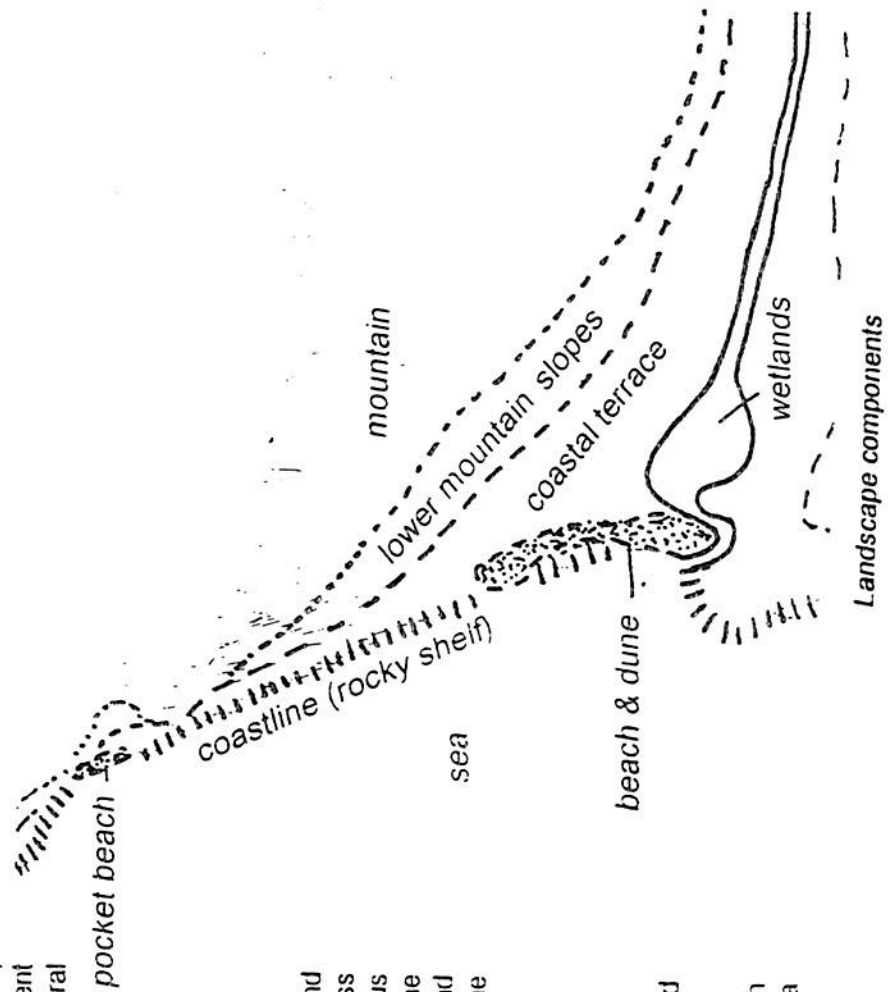
3.2.1 Topography

The landscape is a product of climatic and geological processes and represents the physical place to which people relate.

As an integral part of the dramatic physical contrast of the Peninsula with its surrounding ocean, the Misty Cliffs and Scarborough area displays a particularly dramatic relationship between sea and mountain.

Apart from the above relationship, the area displays a number of markedly different landscapes :

- the coastal terrace upon which Scarborough is located;
- the lower mountain slopes with their views over the ocean.
- the Schusters River valley with its wetland;
- the coastline with its shallow rock shelf;
- Scarborough beach with its associated dune system;
- Misty Cliffs pocket beach



¹ Most of the text in this Section is taken directly out of the draft Southern South Peninsula Local Structure Plan Appendix Document, October 1996 and from Geotechnical and allied physical conditions affecting development along the Cape Peninsula Urban Edge, M van Wieringen, March 1998

3.2.2 Climate

At a regional level, the area experiences the typical cool wet winters and warm dry summers of a temperate Mediterranean Climate.

At the localised level, the climate is influenced by the topography and the rainfall pattern closely resembles the topographic of the Peninsula with the mountain peaks on the western side of the Peninsula having an annual rainfall of the order of 1 100mm compared to the low-lying coastal terrace of Scarborough experiencing only 5-600mm per annum.

Apart from the generalise wind pattern of winter north-westerlies and summer south-easterlies, the funneling effect of the topography can cause particularly strong south easterly winds.

The westward-facing coastal strip experiences a fairly marked contrast between low morning temperatures and high afternoon temperatures as a result of the late morning shadow-effect of the mountains.

The cold Atlantic waters have a moderating effect on the summer temperatures with fog being a relatively common occurrence from late winter to early autumn.

Misty Cliffs, as the name implies, is frequently hidden in a localised pocket of mist which, it is understood, is the result of a combination of the sea spray emanating from the wave action over the wide and shallow rock shelf and the lack of dissipation of this spray due to the steeply rising mountainside.

While the climate is highly conducive to settlement at Scarborough, it is relatively dry and, with the low fertility of the soils, emphasis is placed on optimising the natural fynbos ground cover and avoiding the planting of exotic vegetation.

Because of the dry summers, the option of rain-water from roof runoff has limited potential - particularly towards the end of summer.

3.2.3 Geology

In general the Peninsula comprises a massive ancient granite base which is overlain by more recent layers of sedimentary rock - namely a thin shale band with thick layers of quartzitic sandstone above. The characteristic

mountain scenery is caused by the blocky nature of the sandstone which is the sole rock type around Scarborough.

Filling and faults have taken place over time resulting in the block of land between the two major fault lines (the Fish Hoek "gap" and the Klaasjagers Valley) being tilted downwards on the western (Scarborough) side of the peninsula; consequently the granite which is so predominant along the False Bay coastline dips below sea level on the Atlantic side.

The significance of this tilting is that the direction of flow of underground and above ground water is towards the Scarborough side of the Peninsula.

Local scree and wind-blown sand deposits are prevalent in the Scarborough area.

3.2.4 Drainage

The Peninsula is characterised by a series of fault lines and folding which, together with the blocky nature of the sandstone, has resulted in isolated peaks and hills and meandering stream courses so that part of the the Schusters River catchment lies immediately eastwards of Scarborough and flows southwards before taking a right-angled bend to return westwards to the coastline - the consequence being that it has a far larger catchment area than would appear from the topography surrounding Scarborough.

Much of the sub-surface water finds its way through faults and joints in the rock, and then along the bedding planes of the sedimentary rock to emerge as seeps and springs. As described, because of the tilt of the strata and the impervious nature of the granite and shale bands, there are many such seeps and springs in the Scarborough area - particularly where bedrock crops out from beneath the more porous scree material.

The significance of this is :

- because Scarborough is dependent on septic tanks, it is where the seeps, springs and rock outcrops appear that the level of absorption of the soil system is the poorest.
- should there be a need to explore underground water sources because of either a lack of Municipal water or too high a cost, the chances are that good underground water sources are available in the form of aquifers.

Soils are either derived from the weathering of the underlying bedrock or a transported downslope by gravity (colluvium - screes), deposited by water (alluvium) or carried by the wind (aeolian).

Because of its underlying rock type, the soils tend to be shallow, nutrient-poor and sandy often with coarse fragments varying from pebbles to boulders. The soil has a low clay content and therefore a low water-holding capacity. These soils, which are acid with a low nutrient status (low fertility) are well suited to fynbos.

From the point of view of building construction, the founding conditions on the steeper slopes are generally good but the sands are highly erodible particularly with exposed excavations.

Below the exposed sandstone, the slopes consist almost exclusively of scree which comprises quartzitic boulders, rock fragments and sand. Generally, the steeper the slope, the coarser the material. In certain areas there could be a danger of rockfalls.

Because of the coarser nature of the material, relatively steep slopes can be cut without them collapsing which tends to result in huge scars on the hillside. The slopes are often too steep to be vegetated and are highly subject to erosion.

The founding conditions on scree are often unpredictable because ground water flows may occur within the screes which could lead to the under-mining of structures, collapsed slopes and occasional landslides.

On the lower slopes, where the scree is less coarse, exposed cuttings tend to be more unstable even in the short term.

On the flat sandy areas, the conditions for building are generally stable, but problems may occur with founding in wetter areas associated with seeps or near springs. Generally, the poorer the soil fertility, the better the founding conditions for building.

Fault zones should be avoided because they represent a line of weakness which is subject to weathering, movement and the emergence of springs. It

is noted that there is a prominent fault line leading to the north-eastern boundary of Scarborough.

3.2.6 Economic materials

Quartzitic sandstone boulders are in relatively plentiful supply when site excavation takes place on the mountain slopes. While this serves as a useful, attractive and traditional building material, its excavation purely for the sake of the deposit should be avoided at all costs. Consequently, its retrieval should be restricted to localised building operations within the building footprint. Surplus material should be used for landscaping purposes.

3.2.7 The coastline

As with climatic factors, coastal processes can be understood at the larger regional scale and at the localised scale.

At the larger scale, the coast is influenced by ocean currents, wind and wave patterns and longshore sediment transport. The Scarborough coast is subject to the cold, high energy swell from the south-west.

The rocky promontory south of the Schuster's River outlet has resulted in a relatively sheltered bay which, because of the relative dropping-off in energy, has allowed for the accumulation of sand to form the beach.

The beach tends to grow in summer through the net accretion of sand, while in winter, storms tend to remove the sand resulting in a steeper beach profile.

A rise in sea level of 0,5 metres has been estimated over the next 50 years. The maximum high water level currently being taken to be +2,5 metres, which includes sea level rise. Informed opinion ought to be obtained with regard to the implications of sea level rise at Misty Cliffs.

The coastline is considered to be relatively stable along this portion of the Peninsula with the pocket beaches of Scarborough and Misty Cliffs being protected from beach erosion by the abutting rocky ledges.

3.3 Biological Environment

3.3.1 Introduction

Scarborough and Misty Cliffs are situated in a biological environment which has an immensely rich biodiversity of fauna and flora. The reason for this impressive biodiversity is due to the wide spectrum of natural habitat types found around the villages.

The southern boundary of Scarborough consists of a natural wetland which although man modified to some extent is still of great ecological value. This wetland is also very important from an aesthetic viewpoint and plays an important role as a natural filter and catchment area.

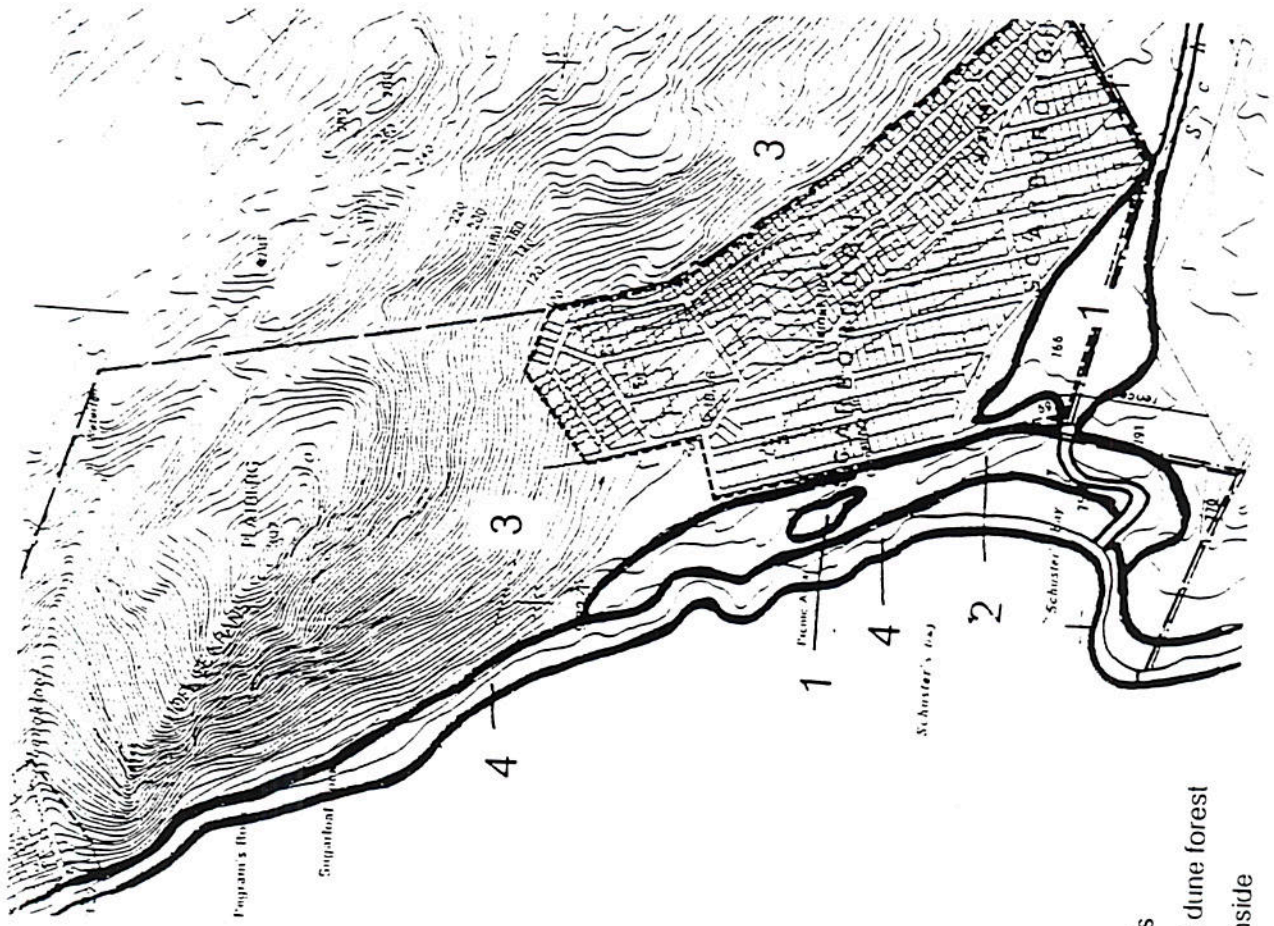
The western border consists of dune forest and dune asteraceous fynbos – both of these habitats are botanically important as well as providing refuge for many species of fauna.

The eastern and northern boundaries of Scarborough consist of loose scree and weathered sandstone associated with the mountains. These mountains are home to many other creatures and plants specially adapted to such habitat.

Misty Cliffs is surrounded on three sides by the weathered sandstone of the mountain and its associated vegetation.

Both villages are fronted to the west by a coastline containing beautiful beaches and a productive intertidal zone. Thus if one considers the variety of habitat types associated with these villages one can begin to grasp the richness of the biological environment with which we are dealing.

Bad planning and poor control have, however, led to the biological environment within the village boundaries being largely denuded. The relative importance of the various habitat types for the fauna and flora is discussed below. Sadly, all of these habitats have been modified by humans to some degree.



- | | |
|---|-------------------------|
| 1 | Wellands |
| 2 | Dunes & dune forest |
| 3 | Mountainside |
| 4 | Beach & intertidal zone |

Biological habitats

3.3.2 The wetlands

3.3.2.1 Flora

The wetlands to the south of Scarborough are associated with the Schusters River which flows through the wetlands and out to the sea. The spongy, peaty soil is typical of ancient wetlands. This wetland has a vital role to play in acting as a catchment area and indeed it receives most of the run off from the southern part of Scarborough. The wetland is covered with fynbos plants especially adapted to the acidic nutrient poor soil.

The seasonal vleis are covered with bullrush (*Typha capensis*) reedbeds which act as an important filter for surface water before it drains off into the river and from there into the sea. Certain parts of the wetland have been modified through man and this has undoubtedly had an effect on the flora. Another threat posed to the flora is the alien infestation through predominantly Port Jackson (*Acacia saligna*).

A berm and fence have also been placed through the middle of this wetland effectively splitting it in two. A number of illegal shacks have been erected here and the movement to and from these abodes has also had an impact on the flora. Most of the indigenous species of plant associated with wetlands such as this would still be growing in the area and if the disturbed portions are reclaimed the vegetation would have a very good chance of recovery.

3.3.2.2 Fauna

The wetlands provide an important source of food, refuge and shelter for a wide variety of species. The following numbers of species have been recorded at the wetlands, many of which use the area for breeding: 10 mammals, 6 reptiles, 6 amphibians and 35 species of bird. For any species of fauna, habitat is the most important criteria, therefore if we wish to maintain this diversity then we need to protect and where possible rehabilitate the habitat.

From a faunal perspective the most important species which utilise the wetlands are the Cape Clawless Otter, Gysbok, Water Mongoose and the Arum Lily Frog. Cape Galaxias, an indigenous species of fish, can also be found.

3.3.2.3 State of environment

The large wetland to the south of Scarborough has been modified detrimentally by humans. Excavation work has taken place in certain areas with little or no reparation.

A berm and fence also run through this wetland, and ideally these should be moved to enable the wetland to once again function as an holistic natural system.

This wetland is also under threat of possible future development, and this urgently needs to be resolved. No development should be allowed on the "wetland" portion of the plot.

The wetland area is also badly invaded with Port Jackson and these trees should be cut down and the stumps treated with herbicide. This wetland also plays a vital role as a sponge and filter, receiving most of the run-off from the southern part of Scarborough. Seepage from septic tanks also enter this system and it is recommended that water quality tests be undertaken on a regular basis by the CMC's Department of Scientific Services.

This wetland has great potential as an outdoor classroom and walkways and bird hides are ideas that could be explored.

The wetland area to the north of the car park should be upgraded and the stormwater which now flows out onto the beach should be diverted into the this wetland.

3.3.3 The dunes and dune forest

3.3.3.1 Flora

The Scarborough dunes and dune forest are coming under increasing pressure from human recreation. This area is a valuable resource providing a useful buffer zone against the wind action. Without this natural frontal forest barrier the integrity of the beach would be seriously compromised. Alien infestation is quite heavy within these thickets. The most important species of plant associated with the dune thickets is the protected White Milkwood (*Sideroxylon inerme*).

The dune forest is being degraded through uncontrolled access to the beach.

The same applies to the dune asteraceous vegetation found on the foredunes.

The vegetation on these dunes needs to be protected as it plays a crucial role in stabilising the dunes and maintaining an essential reservoir of sand for the beach.

3.3.3.2 Fauna

The forests are an important refuge for many species, in particular the Cape Clawless Otter which breed in amongst the thickets. Any alien clearing done in this region should be done in strips in order to ensure that some shelter remains until the indigenous vegetation can re-grow.

The thickets are also an important nesting ground for many species of bird. The dunes themselves are an important habitat for creatures such as mole-rats and mole snakes and should be protected.

3.3.3.3 State of environment

Most of this area now falls under the jurisdiction of the South African National Parks.

Existing problems are uncontrolled and excessive access through the dune forest which also leads to excessive trampling of the dune vegetation. At the moment the edge of the forest is also used as a garden refuse dump, this is extremely unsightly and an alternative site should be explored. As regards the entire dune forest area this should be upgraded according to the study done by PG Desmet (Institute for Plant Conservation, University of Cape Town).

3.3.4 The mountainside

3.3.4.1 Flora

The vegetation found on the mountains surrounding Scarborough is known as Mesic Oligotrophic Proteoid Fynbos. Well over 500 species of flora could be found here including many rare, endangered or threatened species. One of the biggest threats this unique flora faces is once again a problem of uncontrolled access which leads to people making their own paths leading to trampling and erosion.

3.3.4.2 Fauna

The most common visitor from the mountains is the Cape Chacma Baboon and this has led to a great deal of conflict between humans and baboons within the villages. It should however be borne in mind that the baboons on the Cape Peninsula are a protected species and residents who live on the edge of a National Park should do everything they can not to encourage these visits. The baboon issue is discussed later. The fauna on the mountain does however also come under threat from the villages, in that uncontrolled dogs hunt in the area.

3.3.4.2 State of environment

All of the land above Scarborough and Misty Cliffs is privately owned and forms part of the Red Hill Conservation Area – a private nature reserve. Continued walking access into the mountain area is at the discretion of the owners who have requested that those who wish to use the pathways obtain an annual permit obtainable at a nominal fee. This will act as a contribution to the substantial costs incurred by the landowners in managing this area. These landowners have had to deal with many problems in the past: access control, erosion, degraded paths, alien infestation, uncontrolled dogs and fires. It is essential for residents to realise that the undeveloped and pristine nature of this land creates the visual splendour and beauty they enjoy.

That the owners have declared the land a private nature reserve and are actively doing alien clearing and maintenance is in the long term interest of Scarborough residents who want to see the area maintain its natural and pristine setting. The exact same applies to Misty Cliffs. It is recommended that some form of cost sharing be investigated between the landowners and residents, as it is in everyone's interest.

3.3.5 The beach and intertidal zone

The beaches are utilised by many species of bird for foraging and breeding. The two most common being the Whitefronted Plover and the endemic African Black Oystercatcher. Both species lay their eggs in the kelp and debris above the high tide mark. They are vulnerable to disturbance, particularly uncontrolled dogs.

The intertidal zone remains productive despite overexploitation of many species such as the black mussels. Certain areas of the rocks such as

debris above the high tide mark. They are vulnerable to disturbance, particularly uncontrolled dogs.

The intertidal zone remains productive despite overexploitation of many species such as the black mussels. Certain areas of the rocks such as immediately to the west of the car park have at times been effected by excessive algae build up caused by a constant flow of stormwater onto these rocks over the winter months.

The future of the Scarborough beach is to a large extent dependent on the protection of the sand dunes as this supplies the reservoir of sand upon which seasonal beach movement depends. Specific problems are that of uncontrolled dogs. The choice may eventually boil down to either having uncontrolled dogs on the beach or otters, lovers and oystercatchers.

Some of the paths leading down to the beach from the scenic drive between Scarborough and Misty Cliffs are not needed and should be blocked off. Others need to be upgraded.

The intertidal zone is under threat from the over-exploitation of the resources such as black mussels. People need to be informed as to the regulations and bag limits and this could be done through the information brochure which has been previously mentioned. All stormwater outlets onto the beach need to be investigated as the continuous flow of nutrient rich water into the rock pools can lead to eutrophication.

3.3.6 Scarborough Village and Misty Cliffs

Within the confines of the village it is obvious that a number of environmental aspects can be improved upon. Invasive alien plants are a huge problem -- road verges, public open spaces, gardens and empty plots are covered in these destructive invaders. These aliens within the village are in effect maintaining a seedbank of aliens right on the edge of a National Park and they must be removed.

Poorly planned roads and uncontrolled access to the mountain has led to problems of erosion and this needs to be addressed. The open spaces and seepage areas and entrances to the villages should be actively greened with indigenous vegetation.

The above comments apply also to Misty Cliffs

3.3.7 Implications for Future Land Usage

The most important reason for the diversity of life around the villages of Scarborough and Misty Cliffs is the relative isolation of the villages and the great diversity of natural habitats which surround them. Residents are privileged to be able to live in places of such beauty and natural richness. Sadly, all of these natural environments have already been negatively effected by the impact of humans.

The area within the village boundaries of Scarborough has been badly degraded through lack of control and planning. Despite previous mistakes the villages and surrounding areas remain immensely beautiful and it is vital that every attempt is made to preserve and where possible upgrade this environment. Many of these problems can be dealt with through the necessary upgrading and better control. Any new developments should take cognisance of the sensitivity of the natural environment and all future land usage requires careful thought and planning.

Scarborough is ideally situated to play an active role in environmental education.

The areas immediately adjacent to Scarborough to the south and to the west are in the process of being placed under the control of the South African National Parks, whilst the areas to both the east and north are under private landownership and form part of the Red Hill Conservation Area. Whatever management decisions are recommended for these areas will have to involve these parties.

4.0 History and Pattern of Settlement

Evidence exists of the area being inhabited by Late Stone Age people - sometime between 30 000 years to as recent as 300 years ago. Although the evidence (in caves and overhangs and shell middens along the coastline) is sparse it is crucial that it is protected for its cultural importance.

In the context of this study, the evidence of early settlement in this area is symbolic of the need to understand the natural systems in order to live compatibly with them.

Whereas colonial settlement took place in the southern part of the Peninsula from the mid-1700's, this took place on the eastern / False Bay side - potential harbour facilities in the more sheltered bay, more fertile soils and easier access from the northern Table Bay settlement.

The first land grant in this area took place in 1738 to Jurgen Schuster - this being Wildschutsbrand which had earlier formed part of an area designated as a hunting concession area to protect the total decimation of game on the Peninsula. It has not been possible to establish the exact boundaries of Wildschutsbrand, but it would appear that it stretched down to the coast to include the Scarborough area.

With the consolidation of settlement in the Simon's Town area, the eastern side of the Peninsula south of the Noordhoek/Kommetjie amphitheatre remained markedly devoid of settlement and even tracks as depicted on early maps.

A 1901 map shows a track from Wildschutsbrand down the south side of Schusters River but no tracks on the northern side and no connection with the Wilsands area. The significance of the track on the southern side of river is that it leads to the more sheltered corner of the bay with its stand of milkwoods and would have almost certainly have been used as a picnic and overnight camping area for some 200 years.

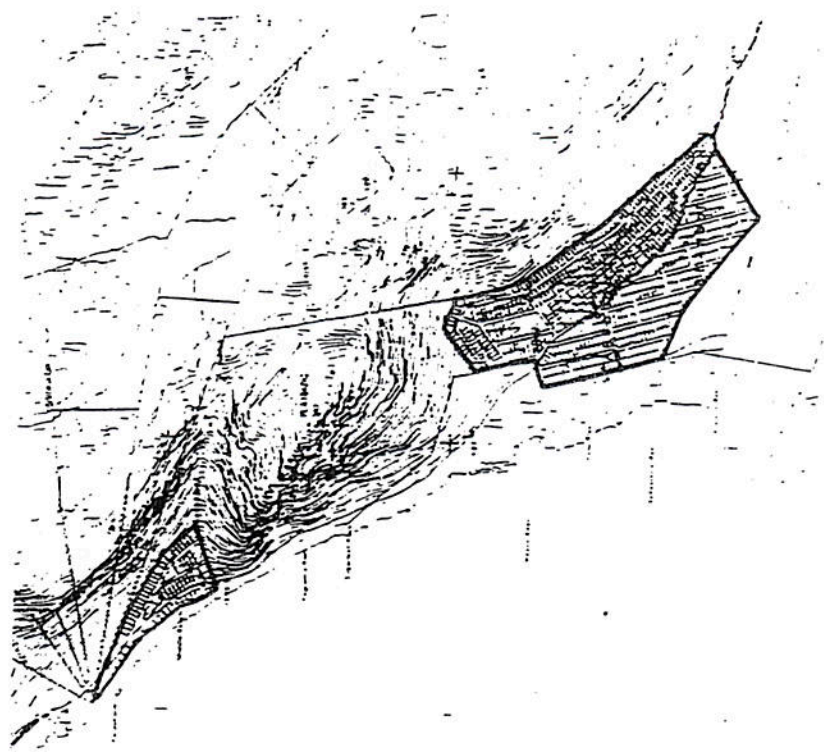
A 1906 map shows nothing on the Scarborough side but Simon's Town well developed and settlement at Wildschutsbrand.

Both Scarborough and Misty Cliffs were proclaimed as townships in the 1920's. The subdivision layouts having remained unchanged since then.

In the early part of this century, the proclamation of such townships (referred to as General Plan townships) took place throughout the Peninsula in a haphazard and (in many instances) in a totally inappropriate manner in relation to the topography and the natural environment.

While the Scarborough layout accords in a broad sense to the topography of the area, no cognisance was taken of the more detailed nature of the area (ridges, streams and major rock outcrops) and, in particular, the steepness of the land in certain portions.

The layout of Misty Cliffs is even more inappropriate in terms of the steepness of the land and the inability to achieve access along prescribed roadways.



Subdivision layouts imposed on (rather than informed by) the landscape

Despite the rigidity of the underlying subdivision plan, the early construction of cottages at Scarborough took place in a very haphazard manner, with access being dictated by the natural landform. As recently as 1976, other than the roads closest to the beach, very few access "tracks" followed the road layouts.

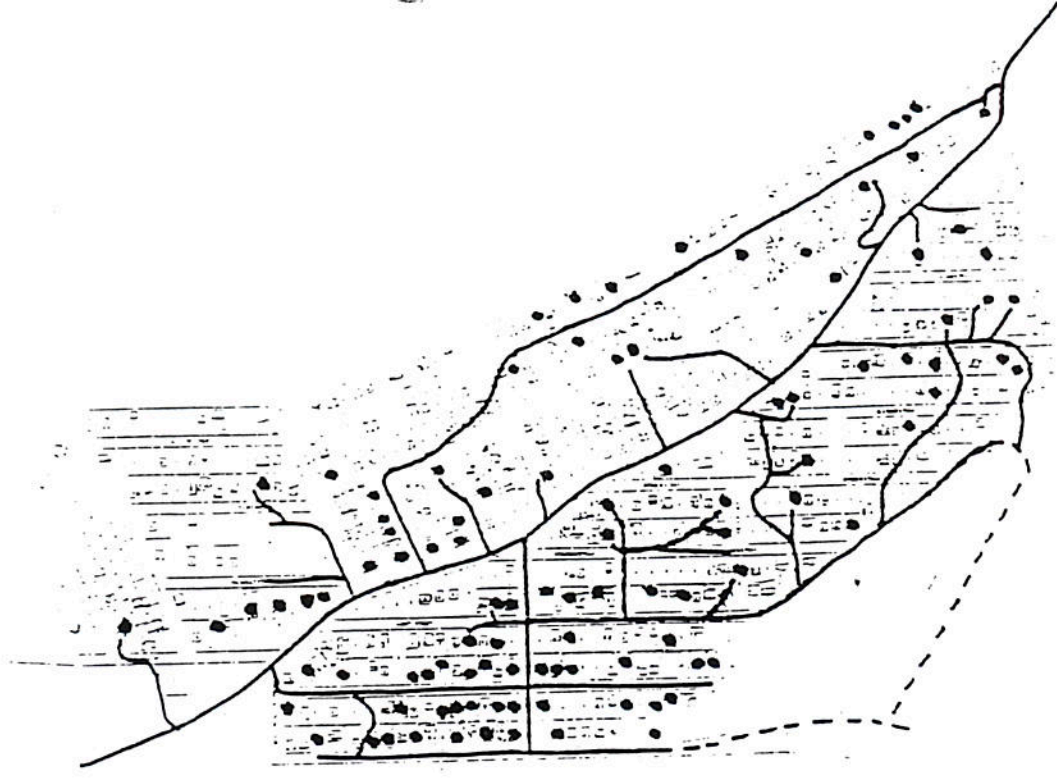
Since its establishment, Scarborough was used primarily as a holiday retreat. The rate of development was very slow and it is only in the last twenty years (and more particularly in the last 10 years) that the area has become established as a village - its character being determined by the underlying subdivision layout.

From its earliest settlement, the area would have exhibited the need for a balance with the natural environment - whether it be reliance by the early inhabitants on shellfish as a major food source to the current ability of the natural environment to sustain the increasing level of pressure on the land as the area becomes rapidly more developed, as holiday cottages give way to permanent residential accommodation and as the level of tourism increases.

Culturally, apart from the archaeological evidence of early settlement, the recognition of Camel Rock as a distinctive landmark and the Camel Rock Restaurant as a long-standing establishment, there is nothing which must, because of its cultural importance, be conserved. It could be argued that some of the older cottages which remain as a legacy of the early days of a remote holiday retreat should be conserved but reality will almost certainly dictate that this will be at the discretion of the owners. Notwithstanding the National Monuments Council's legal ability to regulate the demolition or alterations to buildings older than 50 years, there are no buildings of architectural or cultural merit to justify the use of this clause.

At a localised level, however, there are numerous examples where landowners have responded appropriately to the area - minimisation of earthworks, scale and form of building, building materials used, colour of exterior finishes, treatment of access roads and driveways, stabilisation of unavoidable or existing embankments, use of indigenous vegetation, treatment of boundaries. It is imperative that such positive elements are taken note of and used to inform future development or to refashion existing development.

The challenge lies in trying to achieve a built environment which is capable of overcoming the rigidity and sterility of the underlying subdivision plan.



State of development in Scarborough in 1976 - still showing response to natural environment

5.0 Existing Land Use

5.1 Introduction

The land usage of the area has been determined by a number of factors :

- township proclamation took place because it was inherently suitable for residential development;
- its scenic beauty, recreational attributes and remote character made it highly desirable as a holiday retreat and as a place to visit for a wide range of recreational activities;
- its accessibility to the metropolitan area and the development pressures experienced in the urban area have made it increasingly attractive for permanent residence;
- the increasing number of permanent residents has resulted in the need for certain basic community facilities;
- the Single Residential zoning of erven and the strong views of the residents have resulted in the area retaining its almost exclusive single residential character;
- its location on the Peninsula's major tourist route has resulted in the establishment of two restaurants;
- the location of the area within the CPPNE together with the quality and diversity of natural habitats has resulted in it becoming a focus for environmental education.

It is the aim of this Section to explore, in some detail, the different land uses, the interrelationships between these uses and the conflicts and opportunities which exist.

5.2 Residential

5.2.1 Extent of Development

Scarborough comprises 608 plots, the bulk of which measure approximately 500m². All the properties are zoned for Single Residential purposes. As at the end of 1997, 386 (63%) had been built on with 222 plots lying vacant.

Misly Cliffs comprises 63 plots of which 27 had been built on by the end of 1997 (42%) with 36 lying vacant.

5.2.2 Implications of Future Development

Of the properties still to be built on in Scarborough, 57 comprise slopes steeper than 25% and an additional 16 have no road access because of the steepness of the land or because of rock outcrops. This means that 33% of the properties still to be built on require particularly careful treatment to avoid being harmful to the environment - physically and visually.

Whereas much of the vacant land in Scarborough is infilling amongst existing development, there is a block of land (comprising some 20 plots) which has yet to be developed on the northern slopes. A similar block of land exists in Misly Cliffs above the existing dwellings - comprising 32 plots.

Insensitive development of the properties in these blocks of land could be of great damage to the physical and visual environment of the immediate area and the general surroundings.

The extent of development still to take place will have a marked effect on the capability of the road system to accommodate additional parking - particularly on the steeper properties where on-site parking is either restricted or impossible.

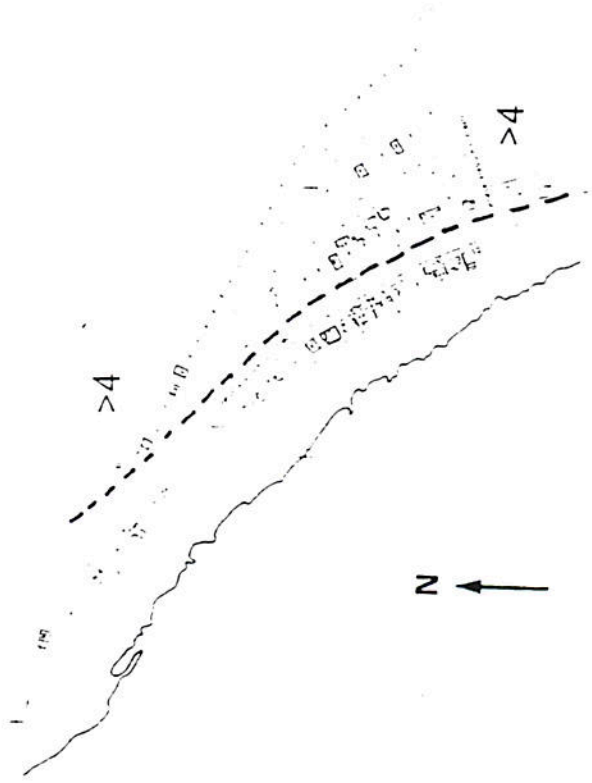
The attractions of the area will always ensure that residents will have a greater proportion of weekend and holiday visitors than a conventional urban setting so that, not only are there problems of a rigid township layout having been superimposed on inappropriate terrain making it difficult to achieve on-site parking, but the layout has no flexibility to cater for abnormally high visitor parking.

Future development will have the following impacts:

- additional septic tanks on the groundwater system;
- additional traffic and space demands on the roads;
- additional water demands in areas with existing low water pressure;
- the need for additional community facilities;
- increased consolidation of the built environment;
- greater pressure on the natural environment generally

The implications of the above will be explored in more detail in Section 8.

Areas with slopes steeper than 1:4 are indicated by a ">4".



Misty Cliffs - state of development



Scarborough - state of development

5.2.3 Rate of development

While there are no readily available statistics showing the rate of building over the years, the single accurate benchmark is 1976 when 104 dwellings were in existence in Scarborough and 16 in Misty Cliffs.

For much of its first 50 years of existence, other than a clustering of cottages around the beachfront, the impact of building at Scarborough will have been gradual - an average over this period of 2/year. More recently, the tempo of building has increased dramatically with an average over the last 20 years being 13/year.

By 1976 the bulk of the dwellings below the road at Misty Cliffs had already been built and the rate of building since then has been relatively slow (11 dwellings in 20 years) - primarily due to the difficulty of building and of gaining access to properties because of the steepness of the land.

5.2.4 Property sales

The rate of sales serves as an indicator of likely future rates of development and it is highly significant that almost a third (29%) of the total number of plots in Scarborough have changed hands over the past 5 years.

It is even more significant that the trend has followed a rapidly increasing number of annual sales from 1992 to 1996 - the numbers being 9, 17, 20, 42, 71.

Of the number of sales in 1995, the number of vacant and built plots were the same; in 1996, 53% of the plots sold were built plots.

The price of sales is clearly competitive at the scale of the metropolitan market and it can be anticipated that, given the uniqueness of its location and its exceptional scenic and recreational attributes, property prices will escalate - particularly as the scarcity value increases.

The likely implications of these trends are :

- because of holding costs (high interest rates, site rating on property and rates increases), vacant properties are likely to have been purchased for building rather than investment purposes;
- property values are likely to lead to the original small cottages giving way to more substantial dwellings;

- purchasers of existing dwellings are more likely to have purchased for living rather than holiday purposes;
- the general scale of building is likely to emulate the many large dwellings currently being built or recently completed - this is particularly applicable on the steeper properties where cost effectiveness is required to offset the high building costs associated with these sites;

- again, because of the costs involved, it is likely that these dwellings will be used for permanent living rather than for holiday purposes.

The combination of the above is the possibility that Scarborough could change from its laid-back informal character to that of a suburban nature.

Currently 33% (127) of the dwellings in Scarborough are permanently occupied. As this is based purely on the addresses of the property owners, the number is likely to be considerably more.

Despite the high cost of construction and the current scale of building construction at Misty Cliffs, its unique location and character could yet determine that future development is relatively low-key - depending on the expectations of the property owners.

5.3 Recreation and amenity¹

As a land use, recreation constitutes an important function in the area - walking, swimming, surfing, fishing and the general appreciation of the coastline and mountainside which, apart from their relatively unspoilt nature and exceptional scenic beauty, comprise a range of diverse experiences and biological habitats - marine and terrestrial.

These recreational attributes together with the amenity value of the area attracted the existing property owners to the area and will be the reason for others to choose to settle or spend holiday time in the area.

While an obvious statement, it is important to note that the recreational and amenity attributes are not within the village but within its surroundings. This is particularly important because of the fact that all the surrounding land is either under the jurisdiction of the South African National Parks or is privately owned - and all the land falls within the CPDNE.

¹ Dictionary definition of "amenity" - *Pleasantness (of place, mode of life)*

The residents of Scarborough /Misty Cliffs are therefore reliant on other bodies or individuals for continued usage of the surrounding resources and the quality of these resources/experiences.

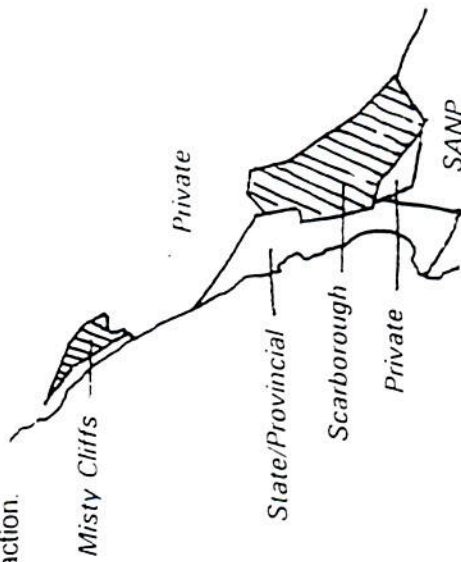
With regard to the coastline, there is no danger of any form of impeded usage, but there certainly is the reality of the use of these resources being increasingly sought after by the metropolitan population and, in some cases, this will affect the quality of the recreational experience.

Being nature based, the recreational pursuits demand little in terms of infrastructure; the important factors being the capacity and quality of parking facilities, access paths, ablution facilities, the general state of upkeep of the area and, with regard to marine resources, the extent to which the exploitation of such resources are regulated and policed.

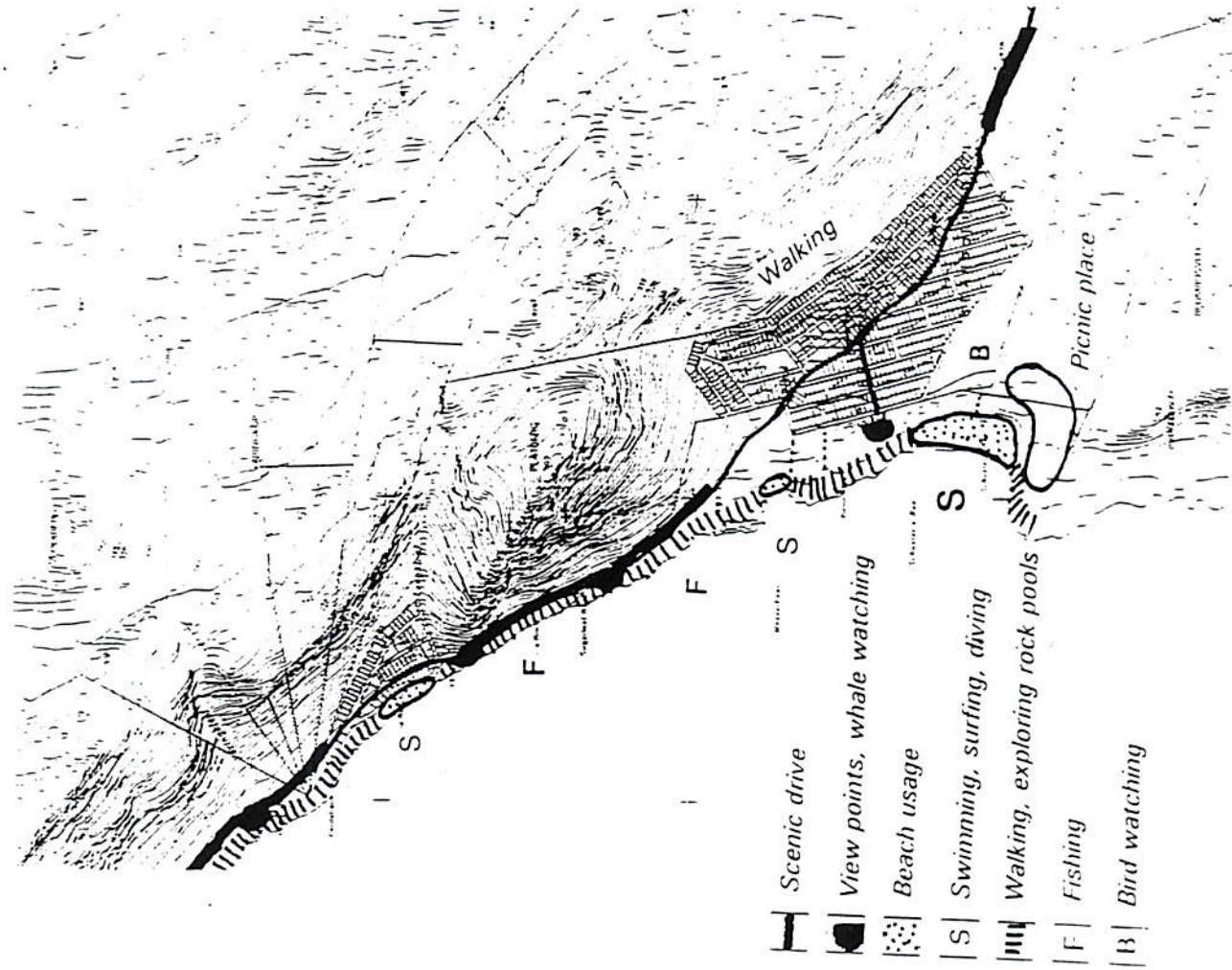
With regard to the surrounding mountainside, all the land is privately owned and forms part of a Private Nature Reserve. Past abuse has resulted in the owners having to resort to a permit system in order to regulate usage of the area.

Apart from informal picnicking along the coastline, the Point is much used as a formal picnic area by the metropolitan population.

Underlying the quality of all the recreational and amenity attributes is the quality of environmental management and the ability of the relevant authorities and individuals to avoid and guard against degradation of the environment caused by deliberate, thoughtless or accidental actions or, in some instances, inaction.



Properly ownership around Scarborough and Misty Cliffs



Recreation facilities

5.3 Community facilities

Given the usage of the area as a holiday retreat, past residents have had little need for community facilities and services. Although a school site was provided for in the township layout, there has not yet been any need for such a facility and the site houses the Community Centre which is used for a range of activities - but primarily as a formal meeting place.

Retail services are limited to the very small "Mickey's Mousetrap" outlet which provides an informal, basic but essential service. This site also serves as an important community focus - letter-boxes and notice board.

5.4 Commercial facilities

The Camel Rock Tearoom / Restaurant has been a feature of Scarborough for many years. The recent rezoning and subsequent development of Cobbs Restaurant, took place against much opposition by the local community. It was approved on appeal by the Provincial Premier. While serving the needs of the local community, both these facilities are very much dependent on the trade associated with the scenic drive.

There are a number of bed-and-breakfast establishments and a backpackers lodge.

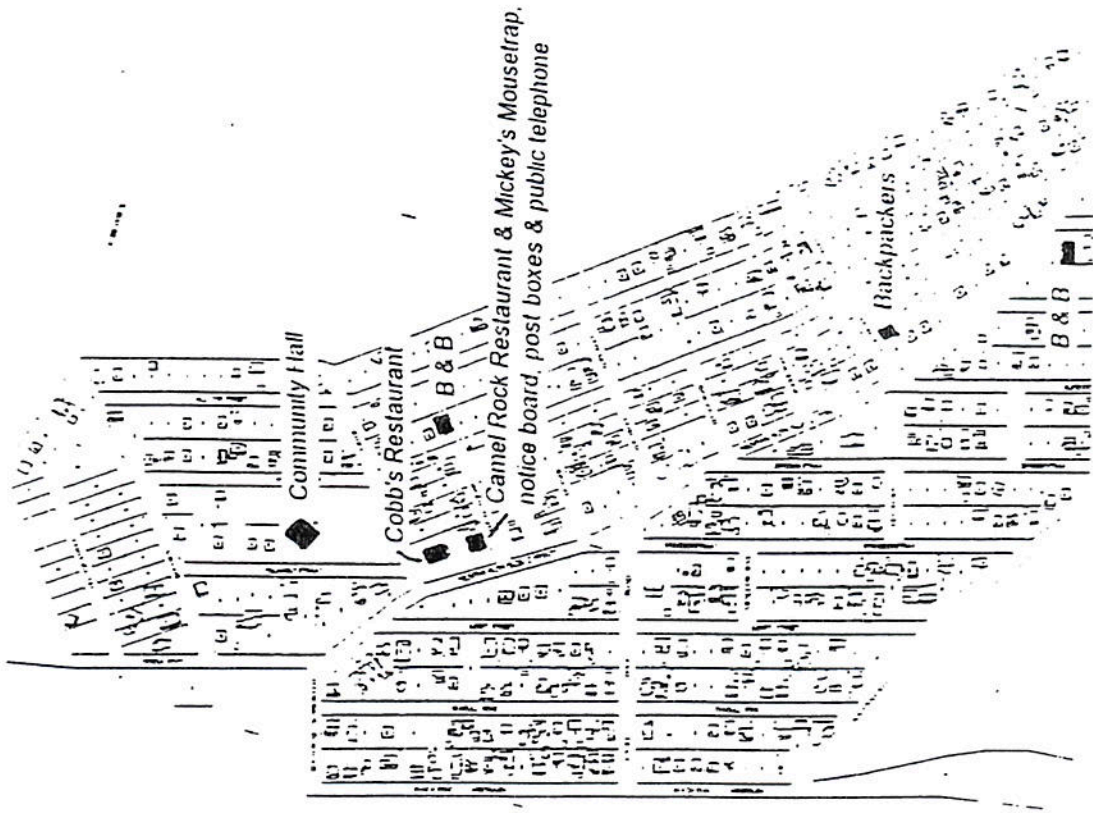
A fair number of residents work from home and it can be anticipated that, with advanced technology, this will increase markedly; the critical factor being the extent to which the businesses rely on customer visits or service delivery.

Much conflict exists within the community regarding the potential for tapping into the tourist market and the desire to restrict commercial activity to that which has already received approval.

5.5 Environmental education

Because of the quality and diversity of its physical and biological habitats, the area has been much used for environmental education outings for all sectors of the population.

Again, conflict exists within the community with regard to the extent to which the area should promote itself with regard to environmental education - with cognisance needing to be taken of the implications to Scarborough in terms of pressure of people and also to the need to view the provision of environmental education facilities in the broader context of the National Park.



Community and Commercial Facilities

6.0 Services and Infrastructure

Good planning is based on good information, and the general geology, geohydrology and soil conditions underlying the township are varied and range from steep sandstone outcrops at the higher elevations through to gentler slopes with variable layers of sandy hillwash and wind blown sand down to the lower lying wetlands and sandy beach areas. A good understanding of this variable substrate is important to make realistic recommendations regarding stormwater, and the continued use of onsite sewage disposal systems.

6.1 Roads

6.1.1 General

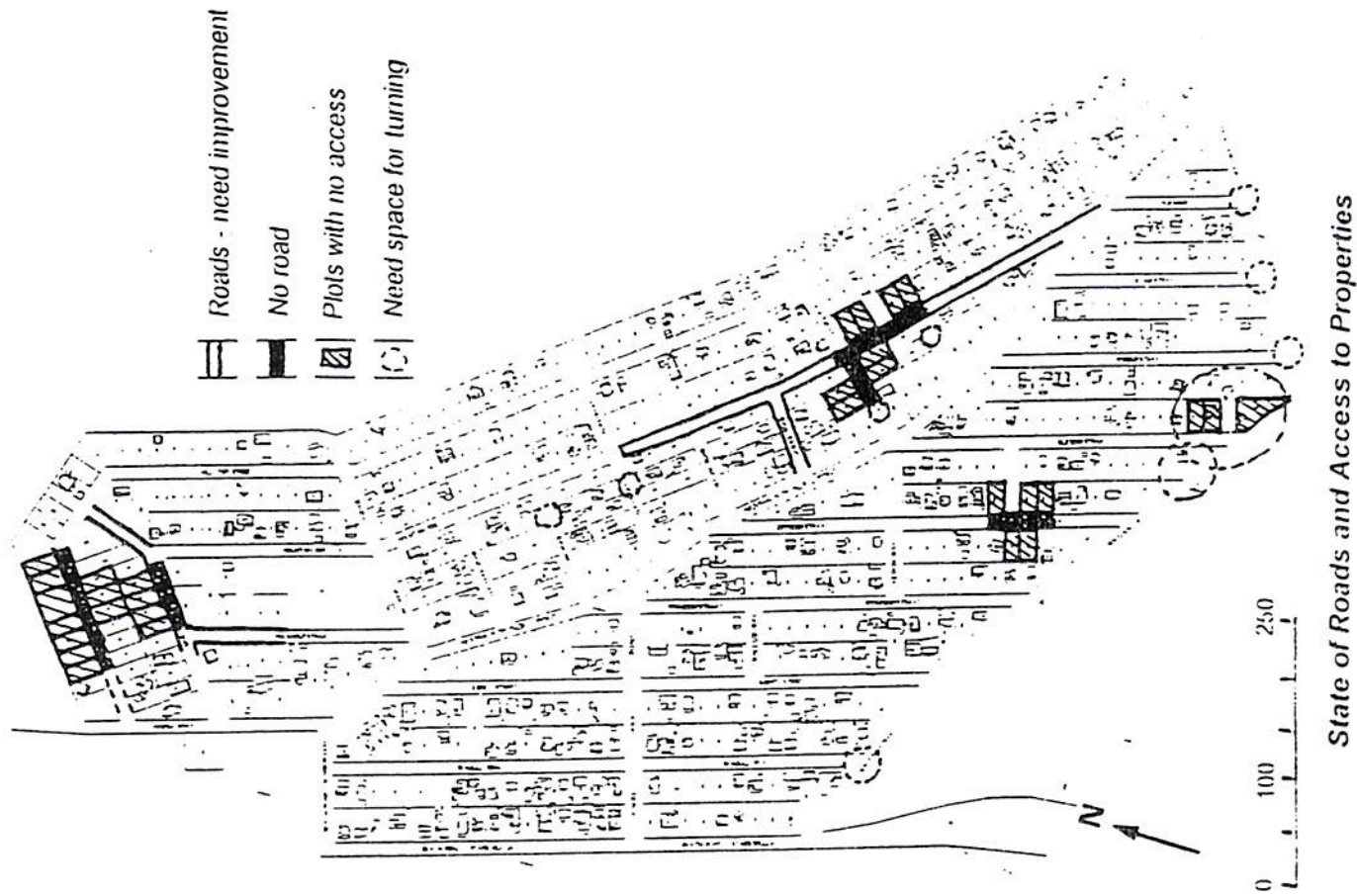
Access to all properties is provided via public roads, with the majority of road reserve widths being 12,59m (40 Cape feet).

In general the topography of the land above Main Road is very steep (slopes up to 1:3) while the slopes below Main Road are more gentle (1% to 6%). On the steep slopes the construction of the roads along the contours has resulted in cut and fill situations with exposed embankments.

6.1.2 Present Situation

No building plans for the development of a property will be approved until there is reasonable road access to the property. Roads are constructed by the South Peninsula Municipality according to a road construction programme. Property owners are entitled to undertake road construction themselves, but such roads will be maintained by the Municipality only if constructed to standard specifications.

To date approximately 70% of the proposed roads within Scarborough and Misty Cliffs have been constructed. A further 20% will need to be constructed for the development of erven to take place. Construction of the remaining 10%, mostly links between existing roads, is impractical due to the topography and steepness of the land within the road reserves (vertical cliffs, slopes of 1:2, etc.). The construction of the links are in some cases not warranted.



State of Roads and Access to Properties

Most of the existing roads are provided with gravel surfacing mostly from imported sources, while a few roads are surfaced with asphalt or bituminous seals and a few steep sections have been provided with rudimentary concrete surfacing. In general, the condition of the roads is bad and many are in urgent need of maintenance.

The township layout does not take into account the topography or natural features in the area, which results in inappropriately designated road reserves and erven without easy access to the road system. These erven are penalised for the lack of access, and their resale values would reflect the lack of access.

Sources of material suitable for road building purposes occur in the Red Hill area but, being in a Protected Natural Environment, all mining has been stopped because of the impact upon the environment.

6.1.3 Proposals

It is proposed that an extensive Management Plan be prepared to address maintenance of present roads and construction of future roads. A "Five Year Plan" is suggested, incorporating a programme for the construction of new roads and upgrading of existing roads and associated stormwater drainage, with a budget and priority allocation for the annual funds for maintenance and new construction.

In considering such a plan, the following guidelines should be adhered to:

- The role of the minor roads in a small community should be recognised as being more than a means of gaining vehicular access to individual erven. In steep neighbourhoods, roads acts as one of the few areas where neighbours and children can interact and meet. The encouragement of a greater use of the road reserve for non-vehicular movements and social activity and their appropriate planting and landscaping all help with the development of a community spirit which is essential if the concept of a Conservation Village is to become a reality.
- Acceptable road access to properties should be provided within the environmental constraints in the particular road reserve. The cost of providing such access should be borne partially by the owners of erven benefiting from the access by means of a levy on building approval, and partially by the council.

- The pavement design of newly constructed and existing upgraded roads should conform to appropriate engineering standards approved by the Council while considering the financial implications and the impact of the standards on the required use of the road and its surrounding environment.

- Appropriate modifications to the road standards normally associated with townships on more level areas should be considered to take account of the steep and rocky nature of the local environment in Scarborough. Road standards should be graded according to the following criteria :

- Number of erven taking access from the road, the traffic count and the need for through traffic;
- The grade of the section of road and the ground conditions;
- The need for large vehicle such as refuse removal trucks to regularly use the roads;
- The need for a formal stormwater system and the other services in the reserve.

- An appropriate reduction in the standard road widths, turning circles and grades should be considered particularly where roads are short, provide access to six or less erven, or are in environmentally sensitive or highly visible areas. Cut and fill should be limited, and construction of sidewalks should be restricted to the primary roads. The use of passing and parking bays in narrow roads should be encouraged. The location of services within the road width for small gravel roads should be accepted.

- Roads should be constructed with a crossfall against the natural contours, and with a stormwater channel along the lower edge of the road. This measure will retard erosion of the roads and reduce maintenance. The channel should ideally be lined with natural materials such as rock embedded in concrete. Refer to Typical Road Section for details.

- Rather than importing road making materials from distant areas, the use of materials from the local area should be explored, whilst taking cognisance of the need for environmental conservation

- Typically, the identification and use of the existing in situ soils that have been modified by lime or cement stabilisation or with ionic soil stabilisers should be used in road construction in preference to imported crushed stone from a quarry, and the use of natural stone retaining wall in preference to formal brick or block structures .

- The winding nature of existing roads where they follow contours should be maintained, as this inherently limits speed, and acts as a natural traffic calming mechanism. The installation of speed humps should only be considered if specifically requested by residents in a particular area.
- Where it is impractical and unnecessary to construct formal links between existing roads, the existing road reserve areas should be utilised for:-
 - off-street parking and turning and passing facilities. The road reserve areas could also be used for pedestrian access (stairways, footpaths), which would form part of the walkway system through the village.
 - Consideration should be given to offering the designated road reserve to the adjacent property owners for incorporation into their garden. Appropriate servitude rights may need to be a condition of such a purchase if the rights exist. The revenue from such purchases should be placed in designated funds for furthering the aims of Scarborough as a Conservation Village.
 - Where larger tracts of land consisting of several erven exist which do not have individual access, and these belong to one owner, consideration should be given to converting the rights of those erven and the associated road reserve into a special area, by allowing the equivalent number of units to be built where appropriate on the land with appropriate design constraints. The owner would in turn be responsible for the provision of access to each unit without being constrained to the original road reserves and zoning conditions.

Access to erven on steep slopes need to be appropriately addressed as follows:

- Downhill access could be provided with shared accesses with associated improved environmental appearance (such as stone packed and vegetated retaining walls).
- Uphill access could be provided by creating "caves" in the embankment for garages with natural cladding and retaining walls (rock packed, vegetated) rather than long visible driveways scarring the mountainside.

It is proposed that the Management Plan include the upgrading of Main Road (M65), within Misty Cliffs and Scarborough villages as well as the section between the villages (approximately 1.4km).

The road forms part of the scenic route identified within the Southern Peninsula, and is used extensively by local and overseas tourists as well as

residents from neighbouring villages. Parking facilities for viewing purposes as well as for surfers should be provided at appropriate locations. Effective speed control measures should be installed at the entrances to Misty Cliffs and Scarborough. The appropriate use of rumble strips and the construction of a designated entrance structure or welcome notices to the village should be positioned at either end of the road through the Village.

The purchase of certain road building equipment for regular road maintenance should be considered. A tractor with a grader blade and trailer could be considered to maintain the existing gravel roads, and prevent them deteriorating to the extent that they need reconstruction. This could also be used to clear sand and debris from constructed sand traps in the stormwater systems.

The Management Plan should also address road signage. All traffic signage should conform to the South African Road Traffic Manual, whereas information signage should be uniform in design, and aesthetically pleasing to conform to the Conservation Village concept - see Landscaping Guidelines.

Street lighting within the road reserves is not warranted, however some low level lighting should be considered at the major intersection points onto Main Road to illuminate the signage and assist visitors to the area.

The implementation of the road-widening scheme should be critically reviewed from the point of view not only of any possible future widening but also from the point of view of making best use of the roadside in terms of pedestrian access, landscaping and the treatment of property boundaries.

6.2 Sewerage

6.2.1 General

Presently, all sewerage disposal is based on septic tank/soakaway systems.

The majority of overland and underground water generated within Scarborough filters towards the welland areas situated close to the beach and on the southern boundary of the village, from where it flows into the Schusters River and towards the ocean.

6.2.2 Present Situation

An Environmental Evaluation Report on Scarborough¹, compiled in 1991, found that no effluent pollution was present in water samples taken from the wellands area. This may be due to the fractured nature of the Table Mountain Sandstone which underlays the greater portion of the village.

Although no effluent pollution has been recorded in the wellands and no reports of soakaways overflowing have been received, there have been reports of foul smells. As only approximately 63% of the plots in Scarborough have been developed, the effect of further development on the sewerage disposal systems needs to be investigated to prevent future problems.

Another critical factor, is the increasing proportion of residents living permanently in Scarborough. The loading on the underground water system and the wellands will inevitably show a marked increase, the extent of which will need careful monitoring.

6.2.3 Proposal

It is proposed that the Management Plan include the following measures to ensure long term hygienic sanitation conditions:

- Routine testing of the wellands and streams should be carried out to

- monitor the bacterial and pollution levels of the water.
- A report should be commissioned to investigate the effects of additional sewerage disposal due to further development and more permanent residents, on the village drainage systems and the wellands. The report should also investigate the effect of any encroachment of the wellands, on the drainage and future sewerage systems of the village.
- The report should address various methods of sewerage disposal such as the installation of a "small bore" reticulation system that takes the liquid outflow from septic tanks without the capacity for solids, the use of small communal sewerage treatment facilities for, say, 10 houses, utilisation of the existing wellands for effluent treatment, the construction of artificial wellands and other environmentally appropriate solutions.
- Should the long term use of septic tank and soakaways be found to be problematic, the report should identify public open land suitable for sewerage disposal facilities.
- The location of soakaway systems in any of the identified natural drainage routes should be avoided, and where erven are situated in such areas, the use of a communal soakaway, that serves more than one erf could be considered. These should be located away from the drainage zone.

6.3 Potable Water

6.3.1 General

Presently all developed properties are provided with local council water supply from the Brakkloof reservoir in Fish Hoek. The water mains are situated within the registered road reserves.

Irrigation of gardens represents one of the greatest water uses within the community. The use of appropriate planting and gardening techniques can make a substantial difference to this demand.

The fact that many house owners still use their houses only over weekends, and during the holiday periods, means that the peak flow requirements relative to the annual average flows are very high. The opportunity to recover the capital costs of the system at the standard water rates is thus reduced.

Currently there appears to be little if any use made of boreholes or ground water for irrigation or other purposes. The geological structures within the area should be studied to determine whether suitable sources of groundwater are likely to exist within the vicinity, and whether these could be used as a supplementary water supply.

The capacity of the existing bulk water main to accommodate the peak demands from future development of the Village needs to be examined. Methods of reducing the water demand should be actively pursued. Limiting the size of individual erf connections to a maximum of 22mm should be considered to limit the peak demand.

6.3.2 Present Situation

At Misty Cliffs, no water mains have been installed within the public road that has been constructed off Main Road. All connections are taken off the water main situated in Main Road. Council will install water mains within the public roads as development of the erven progresses.

In Scarborough, the mains do not form ring systems due to roads not being completed and the inaccessibility and rocky conditions of some areas.

During peak periods pressure problems are experienced along the upper slopes of Scarborough (Hilltop Road). A booster pump system has recently been installed off Mimosa Road to alleviate the pressure problem. The effectiveness of this booster pump system will be determined during the coming peak summer period.

6.3.3 Proposal

The installation of outstanding water mains within the township should be incorporated in the "Five year plan" envisaged for upgrading of the roads.

Communications to residents regarding the need to conserve water should be made.

The provision of fire hydrants at suitable positions, especially near the mountain areas, should be incorporated in the Fire Management Plan.

Provision of water from a back up system or temporary supply reservoir for use should problems be experienced on the main bulk supply line should be considered. The implications of making all owners responsible for ensuring a minimum of 3 days of their average water supply (or 4 to 5 Kl) in storage tanks situated on their erven should be considered.

6.4 Stormwater

6.4.1 General

Various springs arise during the winter months on properties and in the upper mountainous areas. These springs appear when the impermeable strata are exposed, or are close to the surface in the natural drainage routes. The flow from the springs result in small streams and saturated subsurface conditions within some roads and erven.

The state of vegetation in the areas both above and within the village have a very significant influence on the natural flow of both stormwater run off and on the natural seepage of groundwater. The eradication of alien vegetation and the controlled burning of the fynbos is thus an integral part of any stormwater management plan, and needs to be monitored and controlled.

The influence of a fire in the catchment areas above the village has a very significant effect on the vegetation and hence the stormwater. It has been reported that after an extensive and severe fire in mountainous areas, a one in 20 year flood, with associated very severe erosion can result from a normal winter storm.

Erosion is the result of uncontrolled stormwater, and the potential for severe erosion in areas that have been stripped of vegetation and topsoil is significant. Any stormwater system that concentrates the water should be designed with a view to the likelihood of erosion.

The treatment of the stormwater should try to emulate the natural flows in the area as much as possible.

6.4.2 Present Conditions

Sections of existing roads have been provided with stormwater elements (open channels and piping). Other sections shed stormwater off the road at regular intervals and have no formal system. Some stormwater is shed from the main road from where it currently flows through several erren to the wetland area.

Two formal stormwater systems have been installed by the local authorities a few years ago. One system is situated from Mountain Rise Street to Melkhout to Mimoso Road. The second system is situated up Pincushion Way Behind Camel Rock Restaurant. Three additional systems have been planned, but not constructed.

The main system which discharges next to the parking area for the beach is depositing considerable amounts of sand and debris into the outlet channel, and the main outlet pipe is continually choked with sand

Very little runoff appears to occur for large parts of the township. It would seem that percolation of stormwater into the soil, and its further movement in underlying soil strata plays a pivotal role in the natural drainage of the area.

6.4.3 Proposal

Erven that are at risk from stormwater or flooding should be identified, and the responsibility for ensuring adequate drainage in these areas be

determined.

The stormwater system should preferably reflect the natural flow of the run off. Where formal stormwater systems are introduced, these should contain detention facilities, which should also act as sand and debris traps. Mechanisms to encourage reintroduction of the captured stormwater back into the subsurface system should be looked at.

It is suggested that a Stormwater Management Plan be prepared for the Scarborough, Misty Cliffs areas. The report should provide information on the stormwater runoff during various flood recurrence periods, positions of springs and streams, etc., It should include the design of stormwater systems for Scarborough and Misty Cliffs. The design should address the provision of stormwater elements along roads (channels, pipes), linking them to more formal systems. The various springs and streams would also be routed to the formal systems.

The stormwater elements should be designed to enhance the conservation character of the village. The use of open channels, with permeable bases and the construction of various sand trap and detention ponds should be encouraged.

The use of the following construction materials and structure should also be encouraged:-

- stone packed channels and stone pitched headwalls
- earth retention ponds with walls constructed of stone and natural materials.

The participation of local residents in the gathering of information regarding seasonal springs, streams and subsoil conditions would be essential to provide a representative Stormwater Management Report.

The channel to the main stormwater system that discharges adjacent to the beach parking area needs to be cleared of sand. A sand trap that can be cleared when necessary should be constructed at this point to prevent sand and debris washed down in the system from entering the wetland area. The routing of this water into the wetland area, and from there to the sea needs to be examined.

6.5 Electrical Supply

6.5.1 Present Situation

Electrical supply is provided by the Cape Town Council, Electricity Department.

Electrical supply is provided via overhead and underground lines situated within the road reserves.

Along certain road sections the cables are situated on surface level, posing an unacceptable safety risk.

It is proposed that all existing and future electrical cables be buried to conform to the Conservation Village concept of Scarborough.

6.5.2 Proposal

The installation of new cables and burying of existing cables should be incorporated in the "Five Year Plan" envisaged for upgrading of the roads.

6.6 Telephone Service

6.6.1 Present Situation

Telecommunication services are presently supplied by Telkom, via overhead cables on poles.

Where practical and economic, it is recommended that existing and future Telkom cables be installed in an underground duct and drawbox system in order to conform to the Conservation Village concept.

6.6.2 Proposal

Meetings should be arranged with Telkom representatives to ascertain the financial implications of the installation of underground Telkom services.

The costs to be incurred by the residents would be negotiated.

A program for the installation of underground Telkom services should be prepared, considering the "Five Year Plan" envisaged for upgrading of the roads.

6.7 Landfill Sites, Dumping and Waste Management

6.7.1 Present Situation

Garden refuse is removed by a private company on a regular basis.

Household refuse is presently removed twice weekly by the local authorities. Where access to erven is obtainable, the refuse trucks collect bags at the erven. Where erven are inaccessible, residents transport the bags to collection points.

Presently the number of communal collection points are inadequate, some of them are situated at highly visible sites, their internal layout is ineffective and the overall design does not meet aesthetic and environmental requirements.

With many residents staying only for the weekend, garbage is often left outside for collection on Sundays, where it lies until collected. This garbage should be placed in the communal collection facilities.

As an alternative to the dependence on transportation of solid wastes to the metropolitan dump site, the Ratepayers and Residents Association is exploring the usage of an incinerator which would dispose of all non-recyclable material in an environmentally acceptable manner.

6.7.2 Proposal

It is proposed that a report on effective dumping and waste management in Scarborough be prepared. The report should further explore the use of an incinerator system, coupled with a recycling programme and should also deal with the following issues:

- Identifying suitable sites for communal collection points.

- Providing guidelines regarding the design and maintenance of the collection points

- Investigating the possibility of baboon proof rubbish bins. It is proposed that the purchasing of baboon proof rubbish bins by residents be made compulsory and that fines be given for leaving plastic refuse bags outside for collection.

- The report should also investigate the possibility of utilising garden refuse and alien vegetation chopped down in the Scarborough area, for example manufacturing bark chips for use as erosion protection and mulch in gardens. The allocation of a suitable site for storing and utilising the alien vegetation should be investigated.

- The selection of an appropriate site for dumping and storage of rocks and spoil from building activities, that can be used for other building activities.

6.8 Control of Development and Implementation of the Guidelines

The control and implementation of the ideals of the Management Plan are as important as the drafting of the document. These controls should include a form of an agreement between any owner or builder and the controlling authorities, giving undertakings to comply with the requirements of the plan, and mechanisms for ensuring this compliance. The signing of such an Environmental Contract should be a prerequisite to any planning permission being given for building or construction.

The use of a building or pavement deposit to be held by the appropriate authority against the compliance with the guidelines should be considered.

6.9 Proposed Reports

In order to prepare a comprehensive five year management plan for the Services and infrastructure, it has been recommended that the following reports are initiated.

- A geotechnical evaluation report
- A review of the existing and planned roads, and proposals for standards for the repair and construction of these roads.
- Evaluation of suitable methods of repair and construction of roads
- A sewage investigation into the continued use of on-site septic tank and soakaway facilities for existing and future development and the impact of this on the quality of subsurface ground water, and the water in the wetland area. A review of alternatives to the existing sewage system.
- A review of the current and future annual and peak water demands of the community and how these should be met. The possible use of other sources of water or temporary storage, and how the water demand can be reduced.
- A management plan to consider which areas are at risk from flooding, where additional stormwater facilities are required, and how to upgrade the existing system. In addition, the installation of detention ponds and sand entrapment facilities in the system, and an evaluation of the stormwater outlet to the wetland and the sea need be considered.
- Liaison with the electricity suppliers and Telkom regarding the burying and upgrading of their facilities.
- An evaluation of the desirability and viability of an incinerator system for domestic waste disposal.

7.0 Regulatory Control and Guidelines

In addition to the land use rights in terms of the zoning of the land (outlined below), the usage of the surrounding land is affected by the fact that it falls within the Cape Peninsula Protected Natural Environment.

The applicability of the provisions of the Western Cape Planning and Development Act are explored and the effectiveness of the existing regulations is discussed.

7.1 Zoning Scheme and Building Regulations

In terms of the Land Use Planning Ordinance (LUPO) No 15 of 1985, the South Peninsula Municipality¹ administers all land use through its Zoning Scheme which comprises a Zoning Plan for Scarborough / Misty Cliffs and the Scheme Regulations for the general area.

In terms of the Zoning Scheme, the bulk of the properties are zoned for Single Residential purposes. The only other zonings are the two Commercially-zoned properties, the School site, Public Open Space and Local Authority Purposes.

State-owned land and land reserved for road-widening purposes are shown as such.

All building construction in Scarborough and Misty Cliffs is regulated by the Zoning Scheme and the Building Regulations. These determine the following building parameters :

- Street building line of 4,5m
- Side building line of 1,5m (depending on the frontage of the erf)
- Rear building line of 3m
- Maximum site coverage of 50%

- Height restriction of 8m as measured from the finished ground level to the mid-point between the eaves and the ridge or to the top of the parapet or cornice in the case of a flat roof.

The welland property (Erf 766) and all privately-owned land surrounding Scarborough and Misty Cliffs is zoned for Rural Purposes which permits, as of right, a single homestead unit with whatever ancillary buildings are required by the permissible use of the land, subject to :

- the minimum subdivision size being 21,5ha;
- no building being erected nearer to 30m to any boundary;
- the coverage of dwellings, including labourer's accommodation, not exceeding 500m²;

Building plan approval is necessary for all buildings and boundary walls.

Provisions are contained within the National Building Regulations and Building Standards Act (Act No. 103 of 1977) to take legal action against owners who undertake unauthorized work.

7.2 Cape Peninsula Protected Natural Environment

All land outside of the Scarborough and Misty Cliffs township layouts falls within the Cape Peninsula Protected Natural Environment (CPPNE) which was proclaimed in terms of the Environmental Conservation Act (73 of 1989). The purpose of the CPPNE is "to substantially promote the preservation of specific ecological processes, natural systems, natural beauty or species of indigenous wildlife or the preservation of biotic diversity in general"

The implications of the CPPNE are that the Provincial Premier's approval is required before any land can be subdivided or any building can be erected or altered on a property. A required permit is issued on the basis of a recommendation from the Technical Advisory Committee which is operating on an interim basis until a more permanent arrangement is established through the Cape Peninsula National Parks (CPNP) administration of the area.

¹ The South Peninsula Municipality came into being on 1st July 1997, having replaced (in name only) the Southern Sub-Structure which, through the Local Government Restructuring Process, replaced the Scarborough Local Council on 5th December 1995.

7.3 The Western Cape Planning and Development Act, 1999

The new Act provides for the preparation of a Development Framework for any particular area. Although it does not confer or take away any right, a Development Framework establishes the guidelines for future land use as determined in a holistic and participative manner.

A Development Framework differs from a Structure Plan in that it lays more emphasis on the need for an integrated implementation strategy. It is designed to be a pro-active vehicle for guiding and facilitating the objectives of the plan.

The definition of Development Framework reads "means a plan or written strategy to attain the objectives of development planning ...". Development Planning is defined as "a strategic and participatory process to integrate economic, sectoral, spatial, social, infrastructural, institutional, fiscal, land reform, transport, environmental and other strategies with a view to the optimum allocation of scarce resources to the various sectors and geographic areas and to supporting the whole of the population in a manner which promotes sustainable growth and equity ...".

The above definition is the process applicable to the local authority's entire area of jurisdiction. The appropriate planning vehicle for an area such as the study area would, in terms of the Bill, be referred to as a "Specific Development Framework".

An important aspect of the Bill is the inclusion of general planning and development Principles which, inter alia, include:

- encouraging environmentally sustainable planning and development practices and processes, by:
 - promoting development within the fiscal, institutional and administrative means of the Province; (*substitute the Province with the area?*)
 - promoting the establishment of viable communities;

- promoting sustained protection of the environment,
- meeting the basic needs of all communities in an affordable manner, (*substitute all communities with the community*)
- ensuring the safe use of land, with due regard to factors such as geological formations, dangerously undermined areas and flood plains;
- development should harmonise with the ecological characteristics of the environment;
- development should heed the natural processes which control any specific environment;
- development in unsuitable environments, such as areas with a high water table, swamps, flood plains, steep slopes and areas sensitive to drift-sand, should be discouraged; (*add wetlands*)
- development planning should heed carrying capacity restrictions, especially with regard to water shortages. (*add and underground water quality with regard to the use of septic tanks*)

Given the specific location of the study area, it is suggested that the term "Land Use Framework" would be more appropriate where conservation as an element of land usage becomes an important component of the plan.

² The comments in italics are suggestions regarding the applicability of the Principles to the study area

7.4 Effectiveness and Appropriateness of Existing Regulations³

The existing legal provisions are generalised across the entire area of jurisdiction of the South Peninsula Municipality and do not address the specific characteristics or conservation needs of the area - either in an enabling or regulatory sense.

In terms of the Zoning Scheme Regulations an area can be declared a Special Area in order to impose special provisions/controls for the area because of "the desirability of preserving places of historical or scientific interest or places of beauty and scenic drives". Quite clearly, such a declaration should be imposed over Scarborough and Misty Cliffs in order to provide for the appropriate regulation of land usage in these areas.

Because there is no comprehensive legal framework applicable to an area such as the study area, recourse has to be made to a wide range of legal provisions in order to safeguard the environment - the problem lies with the fact that these are generally applicable to "after the event" situations when the damage has already been done.⁴

A very real factor is the inability to adequately police the regulations. Staff shortages at key levels, are exacerbated by the fact that the South Peninsula (because of the widely scattered nature of its settlement pattern) is a difficult and expensive area to manage in terms of staff resources - and this applies particularly to areas such as Scarborough and Misty Cliffs.

Unauthorized building work in an area as sensitive as portions of Scarborough and Misty Cliffs, can have serious environmental effects which can impact not only on the specific site but on the general area. Although LUPO and the National Building Regulations contain penalty clauses for

contraventions and unauthorized building activities, these penalties are frequently insufficient in themselves to prevent such contraventions taking place.

7.5 Status of this Structure Plan and Special Area

This Structure Plan would not give or take away land use rights, but it would provide guidelines (reached through a participatory process) which inform decision-making.

The declaration of the area as a Special Area is an amendment of the Zoning Scheme and imposes legal rights and obligations. It can only be arrived at through formal advertising and, similarly, can only be amended or departed from through a formal process of advertising.

³ These comments are largely taken from the Appendix Document of the Draft Southern South Peninsula Local Structure Plan, October 1996

⁴ An example of this is that, in terms of Section 31A of the Environment Conservation Act (No. 73 of 1989), if, in the opinion of (the authorities) any person performs any activity or fails to perform any activity as a result of which the environment is or may be seriously damaged, endangered or detrimentally affected, (the authorities) may direct such person to cease such activity or take such steps as (the authorities) may deem fit

8.0 Future Role of Area

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8.3 Village or Suburb

8.1 Introduction

The future role of the area will be determined by factors both within the area (the wishes and actions of the residents which, to some degree, will be dependent on the prevailing land use rights) and from outside of the area in the form of metropolitan forces.

The biggest changes affecting Scarborough / Misty Cliffs are :

- the increasing rate of house construction;
- the increasing number of people living permanently in the area;
- the increase in tourism.

While the above changes are irreversible and, in all likelihood, will display an ever increasing rate of growth, there is one change - altitude - which is still manipulable and which will ultimately determine the role and character of the area.

8.2 Consolidation as a Residential Village

For decades, Scarborough operated as a remote, laid back holiday place with those living permanently being very much in the minority. With increasing population growth, increasing pressure on urban land, increasing mobility and the resulting rapid movement outwards into the urban periphery there has also been the desire to create or maintain a linkage with the natural environment - whether it be through the acquisition of smallholdings or large plots or having access to the coastline or mountainside.

The trends outlined in Section 5 (increasing rate of building, of property sales and of permanent occupation) combined with the scenic and recreational attributes of the area have resulted in what can now be described as a residential village.

Although certain areas still retain the character of yesteryear, many properties display a decidedly suburban character and give no indication of being located in anything other than a suburban environment.

The terms "village" and "suburb" carry a significant difference in meaning; one could debate this difference at length, but the dictionary definition sums it up well :

- "village" being an "assemblage of dwellings in country district", and
- "suburb" being an "outlying residential district of city".

The terms "in country" and "of city" would seem to constitute the fundamental difference between the two.

From a locational point of view, given its restricted size and remoteness from the more built up areas of the metropolitan area, Scarborough is quite clearly a village rather than a suburb.

However, given its rigid layout, the informality that previously existed (in terms of the road access pattern and the holiday cottages), and still persists in certain portions of Scarborough, could well change should the scale and character of the dwellings and the treatment of the properties (and particularly the boundaries) take on a more "urban" feel.

The response of the individual owner to a property will depend, partly, on the extent to which the owner brings suburban values to the area - expectation of a fully serviced, well "kept" environment with tarred roads, pavements, well-maintained grass verges and open spaces, streetlights together with the increasing insularity caused by high walls and security measures. Although initially localised, such a response by a single owner could predictably result in a rapid cumulative response to neighbouring properties.

At a broader scale, the expectations of suburban convenience would inevitably include pressure for a larger shopping facility.

8.4 Village or Conservation Village

The justification for the strong views of the representative groupings in Scarborough and Misty Cliffs that these areas should be given status as Conservation Villages lies primarily with their remote location within its expansive, spectacular and scenic landscape.

Apart from a few examples, there are not many elements within Scarborough or Misty Cliffs which justify being conserved - it is rather the atmosphere and altitude of many of the residents and the fear of what Scarborough could become if left to market forces and particularly those relating to the tourist potential of the area. In a sense what is being sought is a protection against outside forces of change and it is here that one needs to view Scarborough within its metropolitan context.

As outlined in Section 2, the general area is seen by all metropolitan or sub-metropolitan scale studies as a Conservation Area to be managed as part of the Cape Peninsula National Park.¹

Because of its location and wide diversity of biological habitats, the area can potentially play an important metropolitan role in terms of environmental awareness and education. The area provides a number of important recreational attributes which have metropolitan significance. It is also recognised that this Conservation Area will increasingly serve as an important tourist drawcard focussed on the scenic drives and Cape Point as a major destination.

There has been much debate regarding the need and desirability of locating tourist facilities within the Conservation Area or ensuring that they are located within the peripheral urban areas.

Without addressing the above issue at this point (it will be addressed in the next Section), it can be said that, from a metropolitan point of view, it is crucial that Scarborough and Misty Cliffs:

- do not detract from the conservation and scenic importance of the general area;
- do not negatively affect the quality of the scenic drive experience from the point of view of tourists moving through the area.

From the above, there is a clear requirement that, from the metropolitan level, Scarborough and Misty Cliffs should be compatible with their surroundings. In this sense, it could be argued that there is a need for these areas to exhibit characteristics which contribute to the overall conservation

of the area and consequently justify their being termed Conservation Villages.

Another justification for applying the term Conservation Village to these areas lies with the community intent. The long-standing view held by a sizeable number of residents that a conservation ethic be actively pursued manifests in a number of visible elements such as sensitive site clearing, appropriately scaled and executed building construction, fynbos gardens and active involvement in the conservation efforts of the surrounding area.

Unfortunately, the above views are still very much in the minority as evidenced by the state of the built and natural environment within both Scarborough and Misty Cliffs.

The intent is that these areas should exhibit the characteristics of what would be expected of a Conservation Village and it is the purpose of the natural environmental, architectural and landscaping guidelines (Annexures 1, 2 and 3 respectively) to indicate how this can be achieved.

Underlying factors with regard to a Conservation Village will be promoting the principles of sustainable development and self sufficiency and of the conservation of resources and energy and the appropriate use and disposal of materials - including waste.²

The test will ultimately lie with the attitude of the individual members of the community and the extent to which all residents and visitors are prepared to actively involve themselves in the process of transforming these areas into Conservation Villages. The designation of these two areas as Special Areas with an accompanying set of guidelines and controls will serve as a necessary legal framework.

² The Department of Environmental Affairs and Tourism sees Sustainable Development as development which meets the needs of the present without compromising the ability of future generations to meet their own needs. Furthermore, integrated and sustainable management of the environment, now and in the future, is seen as the essential basis of sustainable development in all areas of human activity

¹ It is anticipated that, through negotiation, the privately-owned land around Scarborough and Misty Cliffs will in time be contracted into the Park.

8.5 Response to Tourism

The Working Group process has delivered a strong message that, while accepting that current levels of tourism to and through the area will increase, the degree to which tourists are to be catered for should be restricted largely to the existing facilities.

The promotion of tourism should be restricted to the following :

- the marketing of tourist-oriented mementos (ideally produced by local residents) from the existing restaurant premises;
- the acceptance of Bed and Breakfast and self-catering establishments subject to strict application of conditions of procedure and implementation;
- basic tourist needs to be accommodated in an environmentally compatible manner eg viewing sites, pathway access to shoreline, access to beachfront³, ablution facilities.

The concerns of the Working Groups were that the provision of tourist facilities would be difficult to control and would ultimately lead to the degradation of the inherent natural resource base and to a fundamental change in the character of Scarborough and Misty Cliffs .

The consensus reached by the Working Groups was that, in terms of a metropolitan tourist strategy, the area should be seen as a place of interest, charm and natural beauty catering, in a very limited way, for passing tourist traffic and visiting tourists.

8.6 Environmental Education

As has been identified in Sections 2 and 3, the area is characterised by its bio-physical diversity and the fact that varying marine, wetland and mountain habitats are within close walking distance of each other. It is consequently uniquely placed for promotion as an environmental education and awareness centre.

³ Because of restricted space and the residential character of the road leading to the parking area, no buses are allowed entrance.

An argument that has been put forward is that the justification for the area being given Conservation Village status lies with the service it can provide at a metropolitan level as an environmental education centre.

Notwithstanding the above, because of its relatively close proximity to areas that are likely to be established as environmental education centres in terms of the Cape Peninsula National Park, the general feeling of the Working Groups was that the environmental education/awareness role of Scarborough should be held over until there is a broader strategy in place for the southern portion of the Peninsula.

8.7 Implications for the Future

The consolidation of Scarborough and Misty Cliffs as permanent residential villages will have inevitable and far-reaching implications on the capacity of the service infrastructure of the area. This includes sewage disposal, water supply, the capability of the road system to accommodate additional traffic and on-street parking - both residential and visitor.

The attractions of the area are likely to lead to a highly competitive market as the scarcity of plots increases and to the transformation of small collages to larger dwellings.⁴

As the existing vacant plots fill up, there will be a marked increase in the visual impact of the built environment; it will become increasingly important to avoid over-scaled buildings and prominent designs and finishes and, given the small prevailing plot size, there will be an increasing need for optimising garden space to relieve the built fabric and for the appropriate treatment of boundaries.

⁴ It is an accepted underlying principle that the existing boundaries of Scarborough and Misty Cliffs will not be extended. The only exception to this would be in respect of any possible negotiation regarding the provision of alternative land to the owner of the wetlands property (Erf 766) in order to conserve the wetlands - but such negotiations would involve a full environmental and public participation process. It must also be borne in mind that the owners of the land abutting Scarborough and Misty Cliffs do have certain existing rights relating to the construction of a single homestead unit together with ancillary buildings.

It will require a conscious effort on the part of all residents to be aware of the consequence of all actions taken with regard to the built environment and, in this regard it is essential that there are:

- regulations in place which can prevent inappropriate actions being taken;
- effective means of enforcement - resources and penalties;
- effective guidelines in place to give direction to all actions;
- the means to inform all residents (and particularly prospective purchasers) timeously of the guidelines, the need for the guidelines and the regulations.

The bottom line, however, will be the attitude of the individual and the application of the above requirements must go hand-in hand with implementing ways of cultivating a caring attitude to the conservation role that the area can perform and the realisation that virtually every action will contribute to the cumulative effect of moving away from or towards a Conservation Village.

In the absence of the above, Scarborough and Misty Cliffs will take on a character which is alien to that desired by the bulk of the residents and would be incompatible with the Conservation status of the general area.

Because of its location and attributes, there is likely to be on going pressure to increase the commercial facilities in the area (particularly related to tourism) and to permit more facilities for environmental education aimed at the eco-tourist market.

It will be important to ensure that decisions taken with regard to Scarborough and Misty Cliffs are informed by the fact that they fall within a Protected Natural Environment and future National Park.

It is important, therefore, to anticipate the implications of taking a stand against increased commercialisation and against a greater response to the "captive" tourist market that passes through the village - these being:

- the difficulty of generating sufficient funds for the undertaking of infrastructural and landscaping improvements;
- the possible neglect of properties and public areas;
- the continual conflict with the realities of tourist buses wanting to stop in the area;

- the possible conflict that could emerge with the existing owners of commercially-zoned properties wanting to respond to the captive residential market for a larger commercial outlet.

While this Plan can set a direction with certain controlling parameters, it cannot be a long-term guarantee of protecting the interests of the residents - this must lie with:

- the fostering and maintenance of a conservation ethic amongst all existing and future residents;
- the establishment of a management structure that is strong enough to be able to deal with inevitable changes and pressures and is able to justify decisions taken on the grounds of the underlying conservation interest of Scarborough and Misty Cliffs as seen within the context of their location with the future National Park;
- the ability of finding sufficient funds to carry out the basic service infrastructural needs of the area together with the on-going management needs of the area.

For the above, it is essential that a set of guiding principles is endorsed by all roleplayers.

9.0 Underlying Principles and Policy Framework¹

The Environmental Working Group recommended that Scarborough should be managed as a Conservation Village with the following stated aim *"to provide a sustainable basis for utilisation of the natural and built environment of Scarborough for the benefit of present and future generations"*²

It is important to stress that the term "Conservation Village" still needs to be earned and that, while a *sustainable basis for utilisation* will certainly depend on the application of agreed upon principles and policies, as pointed out in the preceding Section, it will ultimately lie with the success of fostering and maintaining a conservation ethic amongst all existing and future residents. This will be an incremental and on-going process - the challenge will be in sustaining the effort of the management structure and the attitude and care of the residents.

This Section comprises :

- a set of underlying principles which take the form of basic "truths" against which all policies can be tested;
- a set of policies covering the natural environment, the built environment, land use and support services, the scenic route, services infrastructure and a management plan; these, together, form the policy framework.

1

The Principles and Policies have been drawn from those put forward by the Environmental Working Group made up of Interested & Affected Parties in Scarborough in their document "Proposals for the Management of Scarborough as a Conservation Village", June 1996. They have subsequently been refined by the public participation process undertaken as part of this study.

2

The term "sustainable development" as used by the Environmental Working Group is defined as that which "...delivers basic environmental, economic and social services to all without threatening the viability of the systems on which these services depend."

9.1 Underlying Principles

9.1.1 The TOTAL environment (built and natural) must be protected from threats to its quality as an intrinsic whole.

9.1.2 The Scarborough and Misty Cliffs area must have an identity which is in harmony with its setting within the CPPNE.

9.1.3 No development must impact negatively on the utilisation, management and accessibility of the CPPNE.

9.1.4 A holistic view must be taken of the environment (natural and built) and its processes so that the impacts of existing and future developments and activities can be adequately evaluated from an environmental perspective.

9.1.5 Policies must be devised to counter threats to the ecosystem which may undermine its ability to sustain life and productivity at an acceptable level of environmental quality.

9.1.6 A common cause of environmental management within the Scarborough community must be developed through a participatory process.

9.1.7 The biodiversity of the Scarborough area and environs must be conserved and promoted.

9.1.8 The potential impacts of eco-tourism must be investigated in relation to the carrying capacity of the area.

9.1.9 The scenic character of the area must be conserved.

9.1.10 The integrity of the surrounding area as a Protected Natural Environment must be protected by effective statutory and management measures.

9.1.11 Priority conservation areas must be identified on the basis of their importance and the degree to which they are being threatened.

9.1.12 The natural recreational attributes of the area must be conserved for the use and enjoyment of existing and future residents and visitors.

9.1.13 The carrying capacity of sensitive landforms and ecosystems must not be exceeded.

9.1.14 Existing and future residents and visitors must be encouraged to respect and respond appropriately to the status, sensitivity and beauty of the surroundings.

9.1.15 Safe and accessible road access to and within the residential areas must be provided within environmental constraints.

9.1.16 The area must be encouraged to develop to its full potential - in a way which is compatible with its location within the CPPNE and with the sensitivity of the natural environment at a localised level.

9.1.17 Infrastructural services must be provided to all properties in a way which is appropriate to the sensitivity of the natural environment.

9.1.18 The tourist potential of the area must be protected and enhanced.

9.1.19 Adequate law enforcement measures must be put in place to ensure the safety and security of the area and to effectively protect the natural and built environment from unauthorised and damaging activities and actions.

9.1.20 Appropriate land use regulations must be in place to guide and control all development and land usage in a way which is compatible with the location of the area within the CPPNE and which is conducive to the establishment of a comfortable and pleasing living environment.

9.1.21 Appropriate building, architectural and landscaping guidelines must be made available timeously to all relevant persons.

9.1.22 Adequate community and commercial services must be available to serve the needs of the community.

9.1.23 Archaeological and cultural assets must be identified and conserved.

9.1.24 A strategy must be put in place to ensure that the area is appropriately managed and that adequate resources are available, for this purpose.

9.2 Policies for the Natural Environment and its Usage

9.2.1 Eradicate all invasive alien vegetation especially where conservation-worthy areas are threatened.

9.2.2 Restore alien vegetation infested areas back to fynbos and rehabilitate areas where erosion has occurred

9.2.3 Plant indigenous vegetation in all public places and road verges.

9.2.4. Encourage all residents to plant indigenous gardens.

9.2.5 Encourage practices which prevent soil erosion.

9.2.6 Ensure important habitats used by various animals and bird species in the area are protected and rehabilitated where they have been disturbed.

9.2.7 Protect the coastline for conservation and sustainable recreation.

9.2.8 Protect sensitive marine habitats.

9.2.9 Rehabilitate the wetland habitats.

9.2.10 No mechanised activities should be permitted in sensitive natural environments

9.2.11 Identify and protect all springs, streams and seep areas.

9.2.12 Identify and protect indigenous trees

9.2.13 Create a clearly demarcated and environmentally sensitive pathway system within the village with connections to the beach.

9.2.14 Explore, with the landowners, the implementation of a pathway system around the village.

9.2.15 Have in place a fire management policy which ensures the protection of Scarborough.

9.3 Policies for the Built Environment

9.3.1 All site preparation and building construction should be sensitive to the natural environment at the level of the site itself and in its broader context.

9.3.2. All building footprints and accompanying siteworks should be minimised and the extent of undisturbed indigenous vegetative cover and rock outcrops should be maximised.

9.3.3. All buildings and attachments should be designed, constructed and finished in a way which minimises their physical and visual impact.

9.3.4 Apply suggested building parameters as contained in the Architectural and Building Guidelines.

9.4 Policies for Land Usage & Support Services

9.4.1. All tourist and recreational infrastructure should be sensitive to the natural environment and to a standard and quality commensurate with the importance of the general area :

- as a major tourist attraction because of its scenic qualities;
- as an important recreational outlet because of its natural attributes.

9.4.2 Properly owners should be encouraged to use their properties in a manner which is sensitive to the natural environment and to all surrounding owners.

9.4.3. The use of the Community Hall must be compatible with the surrounding owners. It must primarily be used to promote environmental education.

9.4.4 The scale of operation of the existing restaurants and associated services should be compatible with the low-key nature of the village.

9.4.5 All existing and future residents and visitors to Scarborough and Misty Cliffs should accept that these areas provide and will continue to provide a limited range of domestic support services such as commercial activities, schooling, street lights etc.

9.4.6 No additional commercial outlets should be permitted without the endorsement from the Residents and Ratepayers Association.

9.4.7 All landscaping elements (including signage) should be sensitive to the natural environment, should be appropriate to the area and display a common language.

9.4.8. Pursue a landscaping programme (based on a set of guidelines) in terms of an agreed-upon list of priorities.

9.4.9. Put in place law-enforcement mechanisms to facilitate the above policies.

9.4.10 Put in place appropriate zoning and building regulations to regulate the use of land and all building construction.

9.4.11 To retain the village character, the single residential nature of the erven should prevail with no second dwellings (granny flats), cluster housing, flats or dwellings that extend over more than one plot being permitted.

9.4.12 In order to minimise inappropriate wide street elevations (arising from the consolidation of plots), a maximum street elevation width should be determined.

9.4.13 No plots should be subdivided below 496m².

9.4.14 All rezoning or departure applications for changes of land usage should be subject to an environmental impact assessment including public participation.

9.4.15 Establish an Aesthetics Committee.

- 9.4.16 Other than the upgrading of recreational and amenity facilities, no development should be permitted beyond the existing urban boundaries.³
- 9.4.17 No development or upgrading of the beach car park should occur without community consultation.
- 9.4.18 Restricted vehicular access to picnic area.
- 9.4.19 Establish appropriate edge treatment between the built and natural environment.
- 9.4.20 Establish a footpath plan and strategy for its implementation.

9.5 Scenic route

- 9.5.1 Without actively promoting tourism, create an environment conducive to tourism which will enhance the tourist experience and the user's comprehension of the area.
- 9.5.2 Provide adequate parking areas and improve all view sites.
- 9.5.3 Provide an information facility at a suitable location.
- 9.5.4 Provide limited overnight tourist facilities.
- 9.5.5 Ensure that environmental education facilities are easily accessible, if not located in Scarborough
- 9.5.6 Contractor signage along scenic routes (Main Road and Beach Road) should be kept to a minimum and be approved by the local authority in terms of a policy agreed to be the Residents and Ratepayers Association.

9.6 Services Infrastructure

- 9.6.1 Draw up an integrated services framework and programme which is in sympathy with the sustainability of the natural environment.
- 9.6.2 Encourage the use of road areas as community spaces.
- 9.6.3 Road construction costs are particularly high because of topographical constraints, the costs should be shared between the local authority and the benefitting property owners.
- 9.6.4 The application of road standards should be determined by local environmental conditions.
- 9.6.5 Provision should be made for long-term demands on road space eg visitor parking.
- 9.6.6 No street lighting should be provided but, where appropriate, low level lighting can be considered for safety purposes.
- 9.6.7 Routine testing of the wetlands and streams should be carried out to monitor the bacterial and pollution levels of the water.

9.7 Management Plan

- 9.7.1 An agreed-upon Management Plan and Programme must be in place to inform and guide all decision-making and actions in and around Scarborough and Misty Cliffs.
- 9.7.2 The Management Plan should have formal status in terms of the Integrated Development Planning process for the Municipality.
- 9.7.3 Establish a management fund to ensure that the above policies can be realised.

³ The only exceptions to this are those referred to in the footnote in Section 8.5.

10.0 Land Use Options and Implications

10.1 Introduction

It is accepted that the Single Residential zoning of the even comprising Scarborough and Misty Cliffs will prevail and that, other than the two restaurant properties and the Community Hall property, no additional rezonings should be granted.

This section sets out to :

- review permitting uses other than single residential eg Bed and Breakfast establishments;
- explore the best use of certain undeveloped pockets of land;
- outline options for the long-term future of certain key areas in Scarborough.

The implications of the above will be outlined.

10.2 Uses other than Single Residential

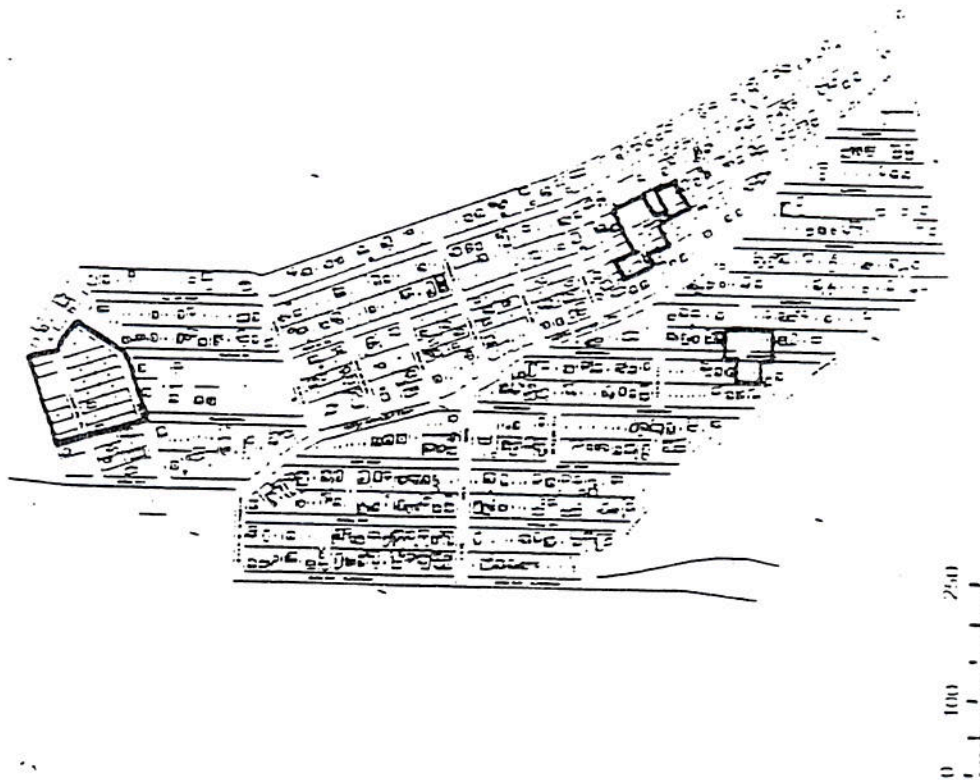
Various uses are considered on application to the local authority. These include bed-and-breakfast establishments and home businesses which are generally approved as Land Use Departures or Conditional Uses, for which consent of the surrounding owners is required.

Because of the restricted capacity of the road system to cater for the parking demands of the area, it is suggested that such applications be granted only if sufficient on-site parking can be provided to cater for the additional parking needs.

Because of concern regarding the capacity of the area to accommodate additional sewage disposal, it is suggested that Council adopts a policy that no further departures or Conditional uses be granted (which could lead to an additional loading of the underground water system) until an investigation has been undertaken to prove the acceptability of such additional loading.

10.3 Undeveloped pockets of land

Certain pockets of land remain undeveloped - some are under single ownership while others comprise a number of owners. In most cases, the land is difficult to develop while in others there is no road access because of difficult terrain. The entire upper portion of Misty Cliffs is just such a pocket - comprising 32 plots. The situation in Scarborough is indicated below.



Undeveloped Pockets of Land in Scarborough

It is recommended that the owner/s be invited to explore alternative ways of developing the land - without departing from the character of single residential development.

Because most of this land is on steep slopes, road access can be severely constrained by the rigid road layout. Innovative ways of gaining access in a more environmentally compatible manner should be explored in an integrated manner with the identification of building platforms which need not necessarily comply with cadastral boundaries.

In these areas, a shared approach to common problems will inevitably represent cost savings and a better product - both from the point of view of the participants and the general environment. Examples of this would be shared driveways, parking lay-byes and the co-ordinated use of labour and machinery.

It can also result in considerable time/cost savings to the relevant Municipal officials.

The critical factor in this approach is for someone to take the initiative and facilitate the co-ordination between the owner/s and their efforts - this could be one of the affected parties or anyone else.

10.4 Options for key areas

Historically, there is generally a focal place in any village - a place of worship, a market place, a meeting place, a natural feature or even the intersection of roadways.

Such a focus is easily recognised and, with the natural clustering of activities around it, plays an important role in the community.

The cadastral layout of Scarborough makes no provision for any such focus and the only semblance of such a focus having emerged is that around Mickey's Mousetrap with the communal letterboxes, noticeboard and public telephone.

Despite its smallness, this area plays an important role in Scarborough and should be enhanced without destroying its character.

Other identifiable "places" within or around Scarborough include :

- the Community Centre
- the beachfront;
- the general area around the restaurants;
- camel rock;
- the picnic area;

The linkages between these "places" are poor and need consolidation and upgrading.

Certain options are put forward for the above areas, some have already been considered by the Working Groups and, without exception, the general feeling of the Groups was that retention of the status quo with an improvement of the state of the surroundings would be the preferred option.

However, it is considered that it would be irresponsible not to recognise the pressures that are going to be exerted on the area from "outside" forces and to explore (with likely implications) the opportunities represented by these options.

10.4.1 The village "centre"

In a loose way, this comprises the area between Pincushion Way and Watsonia Way and includes Mickey's Mousetrap, Camel Rock and Cobb's Restaurants and their surrounding spaces together with the open space across the road.

Linked to this "centre" is the Community Hall and its surrounding land including the play area.

The one option is to accept the existing situation and simply improve the surroundings through localised landscaping improvements - some of which are contained in the Landscaping Guidelines. These improvements could be carried out by the Municipality if within the Road Reserve (and will be dependent on funds) or by the relevant landowner in which case it would be beneficial to all for the landowners to implement a co-ordinated upgrading programme.

Important elements to be strived for would be a common language in the treatment of boundaries, signage and other landscaping elements including an indigenous planting programme which should include all properties but primarily the open space on the sea side of Main Road, a co-ordinated parking plan looking at the combined forecourts of the two restaurants, improvement of pathway systems and verge maintenance and some form of effective traffic calming with improved pedestrian crossing.

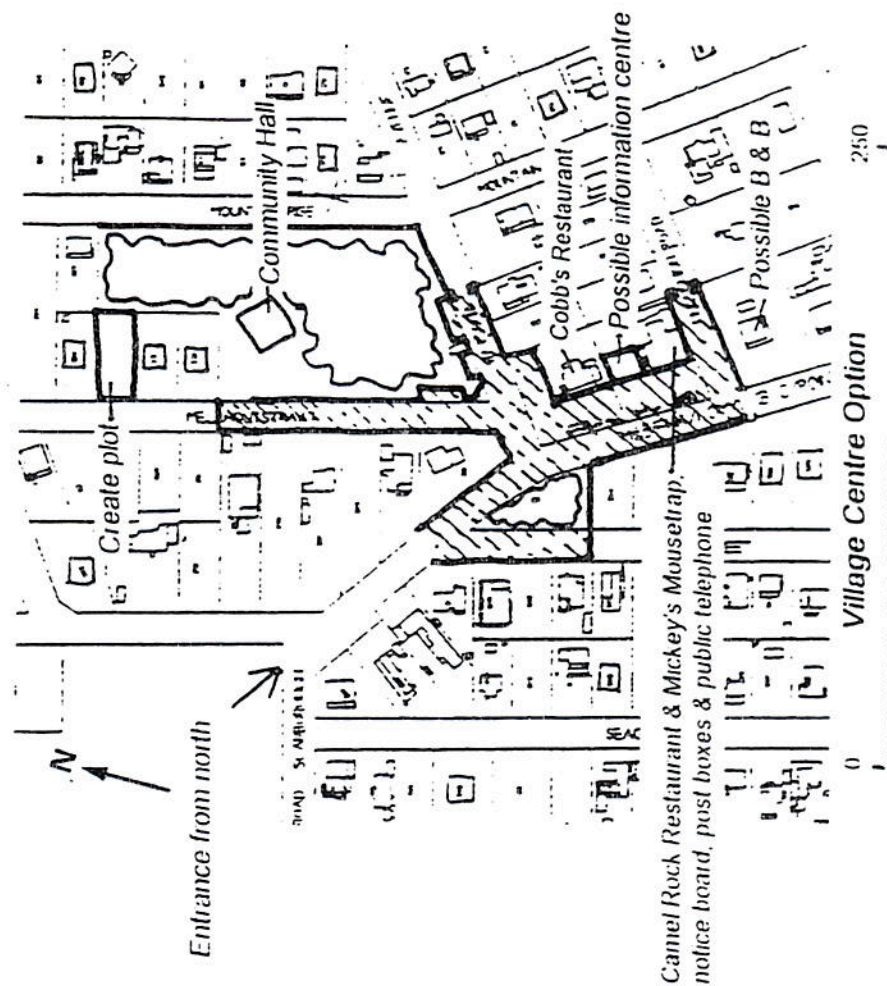
There are many alternative options to the above - they are included in a single cohesive plan showing the public realm of Scarborough but each of the elements could be an independent option in itself.

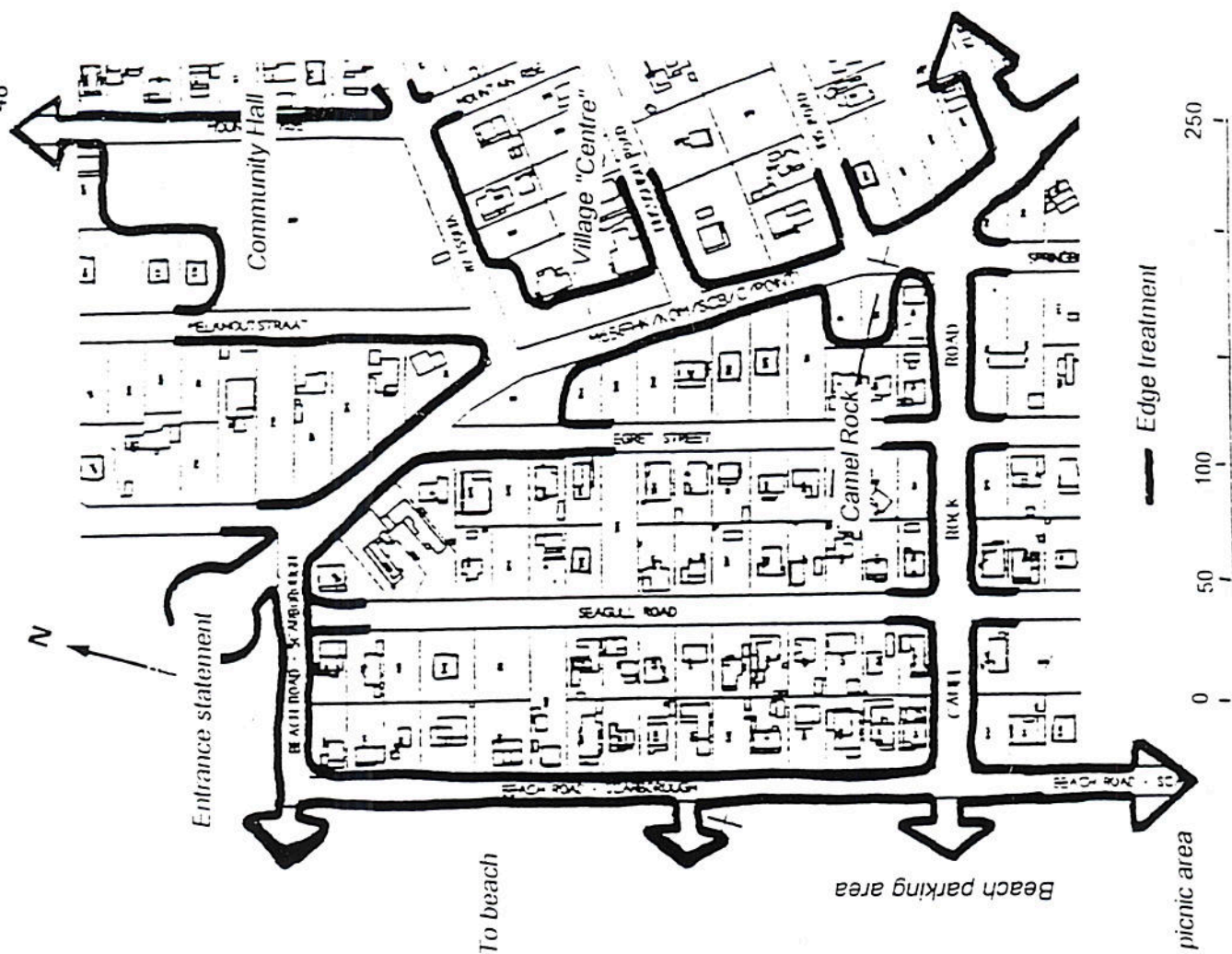
The main elements in this option, apart from all the improvements outlined above, are :

- The amalgamation of the forecourts of the two restaurants together with the rationalisation of parking and the provision of parking up Watsonia Avenue extending into the Community Hall site.
- The provision of an information centre in the space between the two restaurants - either as a joint venture between the two owners or, better still, a community venture as suggested in Section 14. The information centre could include the provision of environmental and recreational information on the area, directions to all B&B establishments, map of the pathway systems and the sale of environmentally-oriented mementos made by local residents.
- The use of the dwelling on the corner of Pincushion and Main Road as a B&B establishment with care being taken to retain the street facade and scale of the building which is representative of the early houses of the area.
- The "formalisation" of the area between the above dwelling and Mickey's Mousetrapp which could include the creation of a "werf" effect up Pincushion Way with appropriate landscaping features, some form of covering to accommodate the letterboxes, notice board and public telephone. All this could be achieved without losing the informality and mix of elements.
- The Community Hall site could be improved through rationalising the parking and access arrangements around the hall and along the southern and western edges of the site with appropriate landscaping of the embankments. The site could be more actively used as an environmental education facility with the hall being used for displays

and the surrounding garden being upgraded and planted with labelled indigenous species to complement those which already exist. An area could be set aside to serve as a plant rescue site.

- A residential plot could be created in the gap between Plots 231 and 226 (with the necessary rezoning and agreement of the neighbours) and sold with the proceeds being used to kick-start a management fund as suggested in Section 14.
- The Public Open Space alongside Main Road should be landscaped in a way that it could be used for community gatherings ie with an indigenous tree planting programme designed around an identifiable space - which could be the existing foundation slab.





- Landscaping elements should be used (as per the Guidelines) to create a sense of cohesiveness and identity through the definition of edges (which may be hard or soft), the articulation of spaces (which could be clearly allocated to cars or to pedestrians or, in some cases, to both) and to the use of surface materials - which could be brick-paving, cobbles or even pigmented tar.
- The above elements could be carried through to the entrances to Scarborough and Misty Cliffs, to Camel Rock and Camel Rock Road down to and including the beachfront parking area.
- Special care must be given to catering for the pedestrian (and particularly the disabled) with particular attention being given to crossing Main Road and walking alongside it - reference being made to the Landscaping Guidelines.

The implications of all the above would be that the area would be more attractive which would lead to more interest by tourists and visitors but, with rationalised parking, this need not impact negatively on the surrounding property owners. Much unused, untidy land around the edges of the sites would be visually improved and space better utilised. Sewerage and drainage facilities would need to be upgraded. The costs of undertaking this option could be partly met through cost-sharing with the restaurant owners and through funds raised by the sale of the portion of the Community Hall site.

10.4.2 Beachfront and Picnic Parking Areas

Guidelines for improving the beachfront parking area and the parking area leading to the picnic site are contained in the Landscaping Guidelines.

10.4.3 The Picnic Area

This site is an important natural resource and, because of its milkwood trees, its sheltered nature and easy access to the beach, it is well used and at the same time, much abused.

The toilets, braai facilities and refuse bins are in a very poor state of disrepair and do not do justice to the amenity value of the area. It requires a far greater deal of management than is currently being provided.

Because of its location alongside the Nature Reserve and its immediate proximity to a wide range of natural habitats, the picnic area lends itself to some form of environmental education facility - either over the whole site or a portion of it with continued public picnic facilities in the northern portion.

Overnight facilities could be provided - appropriately designed and located buildings together with camping facilities restricted to the controlled use of the site for environmental education.

The above proposals could only have positive implications on the long-term conservation of the natural attributes of the area, and would have a negligible effect on the residents of Scarborough. Planning of the facilities could ensure continued access to the general public - with or without continued picnic/braai facilities.

Apart from the commercial benefits of overnight facilities, a charge could be levied for picnicking/braaiing and a proportion of the fees could, through negotiation, be paid into a Scarborough Management Fund.

10.4.4 The Wetlands Property (Erf 766)

This property has been under much debate regarding its future use. The property is zoned for Rural purposes which permits a single homestead unit together with ancillary outbuildings justified by the use of the land.

As has been emphasised in Section 3, the wetlands are an important natural environmental system which must be rehabilitated and conserved.

A single homestead unit could be erected on Erf 766 with access being taken off Bonteboek Street without impacting on the wetland. If such a

homestead were to be built, the issue of the restoration and management of the wetland would still remain unresolved.

There is the option of undertaking an environmental suitability analysis to determine exactly what portion of the site (with access being taken off Bonteboek Street) could be developed without impacting negatively on the inherent wetland or other natural resources such as rock outcrops or particularly valuable indigenous vegetation.

In establishing the development potential of the site, a more realistic value of the property could be determined - accepting that the value of the wetland would still remain unresolved.

Some form of negotiated agreement would need to be entered into with the landowner with regard to the carrying out of the above study and the costs involved - the suggestion is put forward that such negotiations should be driven by the SANP.

Having determined the developable land, the above study would need to then determine, through a public participation process, an appropriate use for the land - accompanied by a visual analysis of the built form.

Ideally, the wetland should be owned by either the SPM or the SANP and the entire wetland area restored. In terms of management, it should be included in the Nature Reserve but it would be a pity to effectively cut it off from the village by the installation of a Reserve fence. An option could be to include it into the National Park but place the fence on the southern side of the wetland.

The wetland has great potential as an outdoor classroom and walkways/boardwalks and bird hides are ideas that could be explored.

The implications of the above would be determined through the studies undertaken, but the option of not doing anything will only serve to prolong the existing state of indecision with the accompanying degradation of the wetland habitat and the denial of the use of a valuable natural resource to the community.

10.4.5 The mountain slopes

As has been outlined in Section 3, the mountainside is privately owned land and the residents of Scarborough and Misty Cliffs are required to obtain a walking permit to enter the land.

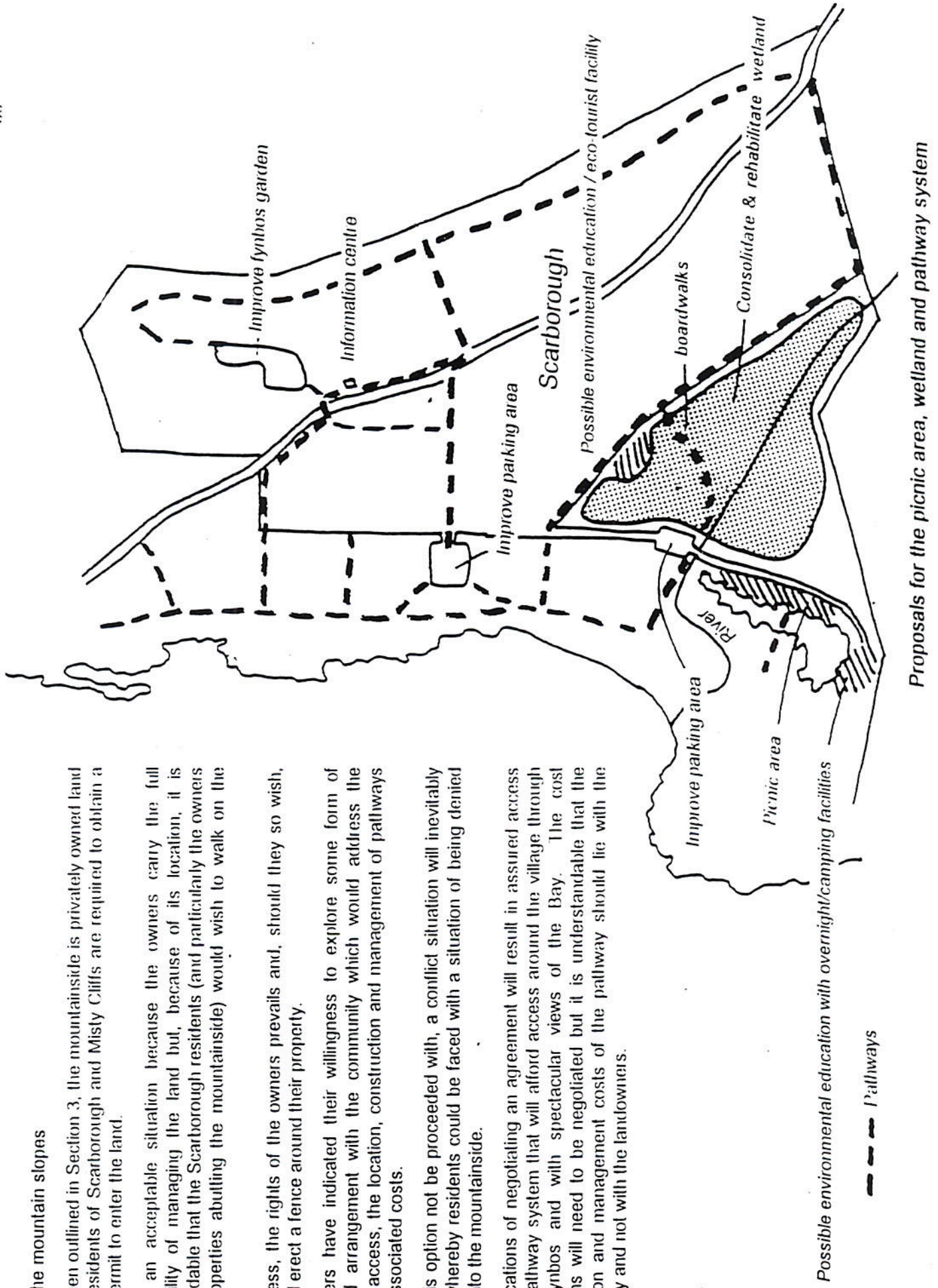
It is not an acceptable situation because the owners carry the full responsibility of managing the land but, because of its location, it is understandable that the Scarborough residents (and particularly the owners of the properties abutting the mountainside) would wish to walk on the property.

Nevertheless, the rights of the owners prevails and, should they so wish, they could erect a fence around their property.

The owners have indicated their willingness to explore some form of negotiated arrangement with the community which would address the control of access, the location, construction and management of pathways and the associated costs.

Should this option not be proceeded with, a conflict situation will inevitably develop whereby residents could be faced with a situation of being denied access onto the mountainside.

The implications of negotiating an agreement will result in assured access along a pathway system that will afford access around the village through pristine fynbos and with spectacular views of the Bay. The cost implications will need to be negotiated but it is understandable that the construction and management costs of the pathway should lie with the community and not with the landowners.



Proposals for the picnic area, wetland and pathway system

11.0 Proposed Structure Plan

11.1 Introduction

The Consultant's Brief was to produce a structure plan which should take the form of:

- a spatial plan, accompanied by
- a regulatory component and
- a set of strategies for land use activities, the natural environment, future use of public land and the sustainability of natural resources, all of which promote a conservation ethos.

The structure plan thus comprises a number of components:

- a Policy Framework (Section 9)
- a Spatial Framework (Section 11.2 below)
- a Special Area designation (Section 11.3)
- a set of Guidelines - Natural Environment, Architectural and Landscaping (attached as Annexures)
- key Land Use Options together with identified actions (11.7)

To effectively administer the provisions of the Special Area designation, to pursue the key land use options and to begin any implementation it is necessary that there be some form of Management Structure and that funds be available. Consequently, certain suggestions are put forward with regard to the establishment of a Management Structure (Section 11.5) and the setting up of a Management Trust Fund (Section 11.6) - it being accepted that these will need to be developed further within the community.



11.2 Spatial Framework

The Spatial Framework is a simple but powerful tool. Although it neither gives nor takes away rights, it is a guideline for decision making and, once approved, should serve as the blueprint for what existing or prospective owners and/or developers could anticipate their and other land being used for and, equally as important not being used for.

The Western Cape Planning and Development Act proposes that the review period for a Development Framework be no more than 5 years (compared to the current 10 year period in terms of LUPO) but reality is likely to dictate a longer period.

Because of the close interrelationship that will need to develop between Scarborough, Misty Cliffs and the Cape Peninsula National Park, it is suggested that, while the areas would continue to be administered by the SPM, some formal agreement could be entered into with the National Park - possibly via a servitude that would give the National Park greater say with regard to any change in land use than just as a commenting body.

The Spatial Framework is found at the end of this Section on page 58.

11.3 Declaration as a Special Area

As outlined in Section 7, an area can be declared a Special Area in terms of the Zoning Scheme Regulations in order to impose special provisions/controls for the area because of "the desirability of preserving places of historical or scientific interest or places of beauty and scenic drives".

Such provisions/controls would apply in addition to those contained in the Scheme Regulations in respect of any use zone.

As further pointed out, special provisions should be applied to Scarborough and Misty Cliffs because of their relationship with the surrounding landscape and because of what they could and should become, rather than for what they are at present.

11.3.1 Requirements at Key Stages - Sale and Building

The proposal is to introduce a series of requirements at key stages in the progression from sale to site preparation to building design to building construction to building occupation and to ensure that, ahead of each stage, the relevant property owner (or prospective owner) is made aware of the requirements and their implications.

Implicit in the declaration of the area as a Special Area is the need for some form of structure to be able to administer and police these provisions and controls. Apart from such a role being beyond the capacity of the SPM, it should ideally be performed at the local level.

It is consequently proposed that a Management Committee and an Aesthetics Committee be established within Scarborough/Misty Cliffs.¹

11.3.1.1 Prior to sale

No Transfer Clearance Certificate issued until the seller:

- has cleared the property of all invasive alien vegetation to Council's satisfaction;
- has paid all outstanding rates and accounts;
- has regularised all unauthorised building work.

No Transfer Clearance Certificate issued until the buyer:

- has signed a declaration to the effect that he/she is fully aware of the Policy Framework and the Special Area provisions/controls;
- has undertaken not to clear any indigenous vegetation, remove any rock or undertake any earthworks (on or off the site) without the prior issuing by the Council of a Site Clearance certificate²;
- has deposited R..... into a Management Trust Fund³

11.3.1.2 Prior to Sketch Plan approval

No Building Plan approval without prior Sketch Plan approval which will require:

- an existing levels survey at 1m intervals
- the identification on plan of all seeps, streams, rock outcrops and indigenous trees
- site plan layout in accordance with Architectural Guidelines
- ground floor plan relating to building lines as per Architectural Guidelines
- main elevations with height dimensions as per Architectural Guidelines
- clearance from Aesthetics Committee

11.3.1.3 Prior to Building Plan approval

Building Plan approval of all structures including all boundary walls and fencing dependent on:

- copy of registered property diagram;
- copy of approved sketch plan;
- site plan showing all building lines/setbacks;
- standard plans, sections, elevations and specifications of all external material finishes - including colour and texture
- intended means of vehicular access onto site
- intended means of providing on-site parking for 2 vehicles or, if not possible, SPM clearance of providing embayments within road area (at no cost to Council) or the payment of a parking levy to be determined by the SPM
- payment of Building/Site Restoration deposit to SPM³

¹ The proposed Management and Aesthetic Committees are dealt with in Section 11.5

² The proposed Site Clearance Certificate is the crucial first check to damage to the natural environment

³ The purpose of a Building/Site Restoration deposit would be to cover any costs to the community caused by an individual and would also serve as a means of encouraging the planning for "good housekeeping practices" during the construction phase. The amount of the deposit would need to be determined

11.3.1.4 Prior to any siteworks

No building or associated earthworks until :

- Building Plans approved
- Site Clearance Certificate issued in respect of permission to clear indigenous vegetation, remove rock and undertake earthworks - Certificate to be issued only after owner and contractor have signed an undertaking to abide by the Landscaping Guidelines in respect of site works
- Intended storage of building materials and location of temporary structures including portable toilet cleared by SPM
- Intended access route, parking and turning of construction vehicles cleared by SPM in respect of all properties above Scarborough Main Road and in Misty Cliffs
- An Environmental Contract has been entered into with the SPM regarding the construction programme.⁴

11.3.1.5 Prior to any occupation

No residential occupation of any part of the building until Occupation Certificate issued which will depend on :

- Compliance with basic service infrastructure requirements as determined by the SPM.
- Compliance with all stated conditions and requirements relating to the siteworks, provision of on site parking (or alternative as agreed upon by the SPM) and building progress in accordance with the approved plans as outlined above and as contained in the Architectural and Landscaping Guidelines.

⁴ The Environmental Contract will address the impact of all activities during the construction phase to ensure that the surrounding owners are not unduly inconvenienced by the proposed development and also to ensure that there is no undue damage to the natural and built environment and that any damages are rectified

11.3.1.6 Prior to a Completion Certificate being issued

- Compliance with building plans and all associated conditions/requirements;
- Compliance with all services requirements;
- General compliance with Architectural and Landscaping Guidelines;
- Endorsement by Aesthetics Committee preparatory to SPM releasing Building/Site Restoration deposit;
- Submission to the Aesthetics Committee of an undertaking to submit, for the Committee's approval, the proposed colour of all future exterior wall painting;
- Submission to the SPM of an undertaking to comply with all requirements regarding solid waste removal - this will include the use of a baboon-proof rubbish bin and the carrying out of recycling procedures laid down by the SPM.

11.3.2 Appropriate Land Usage

To ensure that all land usage is appropriate to the characteristics of the property and to its surroundings, it is proposed that no land use other than single residential (and the existing restaurants) be considered by the SPM without the submission by the Management Committee of a report on its views on the proposal. Such views are to be accompanied by a report from the applicant detailing the likely impact of the nature and scale of the usage (particularly in peak holiday season) in terms of :

- Impact on the natural environment;
- Impact on surrounding properties;
- Accessibility to the site;
- People visiting the site (frequency and duration) and attendant parking provision;
- Maximum number of people sleeping on the site;
- Noise or any other potential nuisance factor.

With regard to the future of the two commercially-zoned sites, any change (or substantial increase) to the current approved usage and buildings should be dependent on the successful outcome of an impact assessment dealing with traffic generation and parking; stormwater, sewage and refuse disposal;

visual, noise and smell compatibility with the characteristics of the surrounding area. Any alternative usage or alterations must be of a scale and form which are in keeping with the existing situation.

11.3.3 No Overloading of Capacity of Area

To prevent the over-loading of the capacity of the area in terms of sewerage and parking :

- No second dwellings (in terms of Provincial Notice) unless proven ability to provide on-site parking and ensure ability to accommodate additional sewage disposal.

11.3.4 No Over-sized Buildings

To prevent the construction of excessively large buildings :

- Investigate the possibility of determining a maximum street elevation width in order to minimise inappropriately wide street elevations arising from the consolidation of erven.

11.3.5 Proposed Height Restrictions/Provisions

To control height (particularly that of the front facade on steeper sites), to encourage greater articulation of the built form and so avoid large monolithic structures but at the same time to provide the means for the homeowner to benefit from the spectacular views while minimising the obstruction of views from other properties, the following are proposed :

- No portion of any structure (excluding chimneys, finials etc.) shall exceed a height of 8m above the deemed natural ground level directly below it. (This will be subject to the site levels record which indicates height above Mean Sea Level)
- The only exception to the above height restriction will be in respect of the "Tower Clause" which allows for a plan area of maximum 22m² to be

to a maximum height of 11m above the natural ground level directly below it, providing that such a structure is a minimum of 5m from any side boundary and 10m from any street or rear boundary and provided, also, that such a structure has a pitched roof.

- No portion of any structure within 4.5m from the street boundary shall exceed a height of 4m above the height of the centreline of the street directly opposite such structure.
- No portion of any structure within 6m of the rear boundary shall exceed a height of 4m above the deemed natural ground level on the boundary directly opposite such structure.
- No portion of any structure within 3m of a side boundary shall exceed a height of 4m above the deemed natural ground level on the boundary directly opposite such structure.

11.3.6 Building with the Slope

To minimise the visual extent of excavations and encourage stepping down down the slope :

- Exposed ground level alterations may not vary more than 2m from the deemed natural ground levels.

11.3.7 Stilts and Cantilever Platforms

To minimise the effect of stilts and cantilever platforms the following restrictions are proposed :

- Where buildings are raised more than 1.5m above ground level, the residual void under such floors may not be deeper than 3m on plan;
- Large voids under floors shall be underplanted or relieved by means of lattice screens, lightweight infill materials or other means acceptable to the SPM;
- Storage spaces and exposed services under raised floors shall be clad or screened from outside view.

11.3.8 Aesthetic Control

To protect and improve the aesthetic characteristics of the area :

- The colour of all exterior wall and roof finishes to accord with the Architectural Guidelines and to be approved by an Aesthetics Committee;
- No precast concrete boundary walling systems or unplastered facebrick and cement-block walls;
- No barbed-wire, razor-wire or electric fences
- No steel crash barriers
- No street-lighting other than low-level bollard lighting in areas to be identified by the Aesthetic Committee;
- No signs other than those agreed to by the Aesthetics Committee.

11.4 Communication and Information

For the Special Area designation and its accompanying Guidelines to have any meaning, it is essential that all residents, visitors and those working in the area are informed of the need for such regulations and guidelines and their implications. It is therefore necessary that :

- All property owners are informed of the existence of and reason for the Special Area designation and the Guidelines and where the Guidelines can be obtained;
- A central venue is identified/established that can function as an information centre.

11.5 Establishment of a Management Structure

Implicit in the declaration of the area as a Special Area is the need for some form of structure to be able to administer and police these provisions and controls. Apart from such a role being beyond the capacity of the SPM, it should ideally be performed at the local level.

It is consequently proposed that :

- A Management Committee and an Aesthetics Committee be established within Scarborough/Misty Cliffs;
- These Committees should have a strong working relationship with the SPM; the extent to which their initial role remains at an advisory level being reviewed after operating for one year - and provision being made for the future delegation of certain powers to these Committees by the SPM.
- The Scarborough and Misty Cliffs communities agree to a single Management and Aesthetics Committee for the purpose of managing the area and engaging with the SPM.

11.6 Management Trust Fund

Without financial means, localised issues (particularly those which would be classified as non-essential at the broader SPM level) are likely to remain unaddressed. In addition, the sustainable and effective operation of the

proposed Management and Aesthetic Committees will depend on funding - particularly to undertake the level of administration, networking and participation required within the community to ensure adherence to the provisions and controls of the proposed Special Area zone.

Consequently, it is proposed that :

- A Management Trust Fund be established
- The proceeds from the sale of the proposed portion of the Community site be retained within the area to kick-start the Fund
- The suggested fee to be paid by new buyers (11.3.2.1) should be paid into the Fund
- The Management Committee be tasked with exploring (with the community) ways of ensuring an equitable and on-going source of funds.

11.7 Key Land Use Options and Action Programmes

11.7.1 Co-operative Development

Undeveloped pockets of land in Scarborough and Misty Cliffs are in need of someone to initiate a co-ordinated approach to deal with common problems of road construction, driveway access, provision of parking and other related problems. Ideally, such a person should be one of the property owners; so that the first requirement is :

- Affected landowners to be sent a letter by SPM suggesting that a meeting be held to discuss shared problems;
- The letter to include not only a motivation and plan but a list of all property owners with their names and addresses and contact numbers;
- The meeting should be attended by a representative of the Ratepayers/Residents Association and the property owners should be encouraged to form a small group to take the matter forward with one person taking on a co-ordinating role.

11.7.2 Improving the Village "Centre"

Referring to the area between Pincushion Way and Watsonia Way and including Mickey's Mouseltrap, Camel Rock and Cobb's Restaurants and their surrounding spaces together with the open space across the road and linking up to the Community Hall and its surrounding land.

Aimed, primarily at the spaces between the buildings and the edges of these spaces, this "concept" looks at a cohesive upgrading programme which requires :

- The owners of Camel Rock and Cobb's Restaurants to agree to the amalgamation of their forecourts and to the rationalisation of the space between the two buildings - which could include an information centre;
- The owner of Cobb's Restaurant to be encouraged to enter into negotiations regarding the extension of parking facilities up Watsonia Avenue extending onto the Community Hall site;
- The owner of Camel Rock Restaurant to be encouraged to enter into negotiations regarding the "formalisation of the lower portion of Pincushion Way so as to create a "verf" with minimal improvements to the area accommodating the letterboxes, notice board and public telephone;
- The owner of the property on the corner of Pincushion Way (Plot 282) to be encouraged to consider the opportunities of the future use of the property with emphasis on such usage being low-key, with a strong relationship to Pincushion Way and the retention of the existing scale and facade of the building on its street sides;
- SPM to be encouraged to agree to the sale of the land between Plots 231 and 226 as a residential plot (subject to its rezoning, agreement of the neighbours and subdivision) and to the proceeds of the sale being employed to carry out roadside and open space improvements in Scarborough via the proposed Management Trust Fund;

Should no substantive objections be received to these proposals :

- A preliminary meeting should be held with all directly affected owners to explore the way forward; such meeting to be hosted by the proposed Management Committee with SPM officials in attendance;

- A landscaping programme to be drawn up by the Management Committee in association with SPM officials on the basis of the Landscaping Guidelines.

11.7.3 Beachfront and Picnic Parking Areas

- To undertake the Landscaping Guidelines, the Management Committee should draw up an implementation programme together with the SPM officials and SANP;
- Immediate emphasis should be placed on an incremental re-vegetation programme behind the toilet block abutting Beach Road and the diversion of the stormwater into the wetland together with the installation of a sand trap.

11.7.4 The Picnic Area and the Wetlands

These areas should be considered holistically and, given the fact that the Wetlands property (Erf 766) is privately owned, alternative options should be considered:

- If the property is contracted into the SANP, then the wetlands should be restored to a natural-functioning system and boardwalks should be installed across or around it with bird hides for use as an educational and recreational amenity. A single low-key facility geared to the educational and/or eco-tourist value of the area could be explored through IEM procedures which must include an EIA - such facility would need to be managed as an integral part of the wetland area.
- If this does not occur, then the owner should be encouraged to pursue the process of exploring a facility such as that described above and funds should be sought to acquire the wetland portion of the site in order to restore it as a natural-functioning wetland.
- The parking area to the north of Schusters River crossing to be improved as per the Landscaping Guidelines.
- The idea of a low-key environmental education centre with limited overnight and camping facilities could be explored through IEM procedures which must include an EIA.

- A portion, at least, of the current picnic/braai area to continue (it could be a pay-picnic area) subject to the management of use and movement so as to protect the milkwood trees and the dunes.
- The picnic area to be rehabilitated and all picnic/braai equipment removed and replaced (over time) with new equipment according to a management plan for the area which must be geared to the concentration of facilities to the east of the milkwoods.

11.7.5 Pathways along the Mountain Slopes

Accepting the fact that all the land is privately owned and forms part of a Private Nature Reserve, it is suggested that the proposed Management Committee explore (with the landowners) the possibility of a controlled pathway system coupled with a fire management plan.

Negotiations around the possible pathway system should address the location, construction, maintenance, control and attendant costs.

11.8 Services Infrastructure

The proposals outlined in Section 6 should be prioritised by the Management Committee and a programme of action drawn up on an annual basis in liaison with SPM officials.

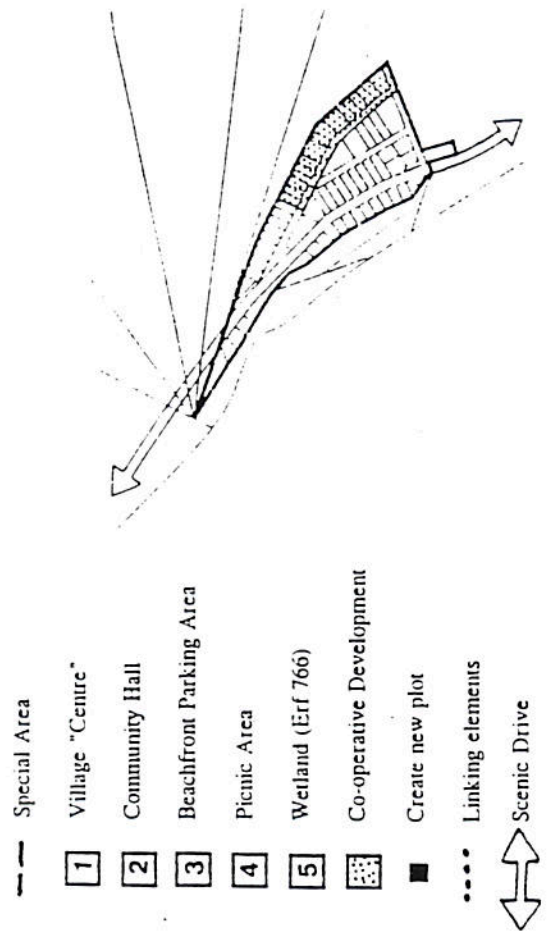
(It is noted that a stormwater management plan is already being drawn up, consultants are in the process of being appointed to investigate the installation of a "small-bore" sewerage reticulation system and the use of an incinerator waste management system (coupled with a recycling programme) is being explored by the Ratepayers and Residents Association and the SPM officials.)

11.9 Restoration and Management of the Natural Environment

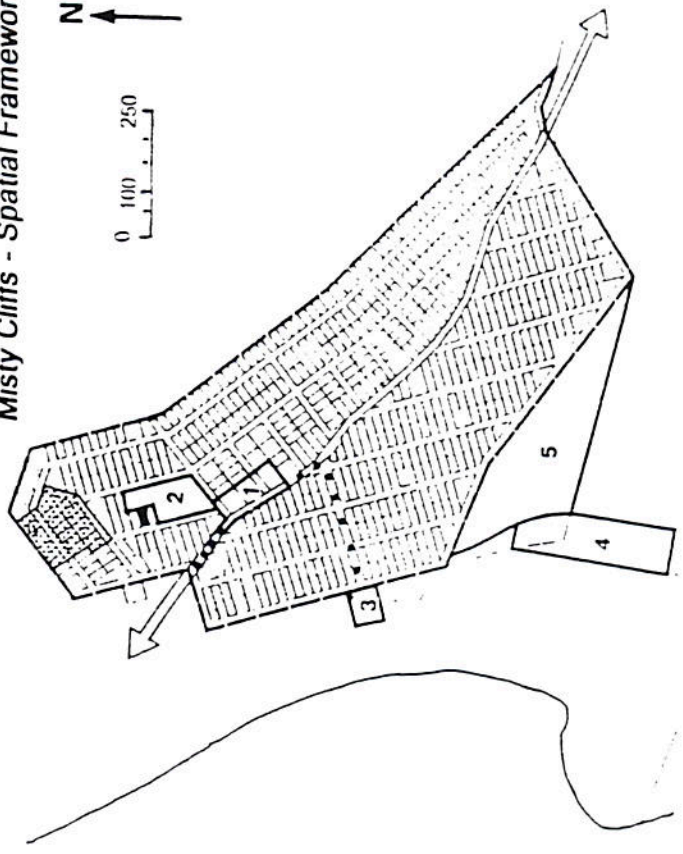
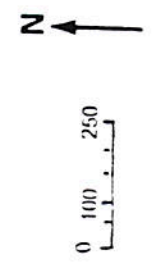
- The Management Committee to set up a sub-committee to draw up a priority programme according to the proposals/guidelines contained in Annexure 1.
- Based on the priority programme, an implementation programme to be drawn up by the Management Committee in liaison with the SPM officials.
- Attention to be given to determining the management needs of the beachfront and mountainside through the application of the "Limits of Acceptable Change System " as suggested in the Guidelines

11.10 Natural Environment, Architectural and Landscaping Guidelines

- All property owners to be informed of the existence of and reason for the Guidelines and how they can be obtained free of charge.



Misty Cliffs - Spatial Framework



Scarborough - Spatial Framework

12.0 Management Plan

The isolated location of Scarborough and Misty Cliffs within the CPPNE imposes :

- Certain requirements and expectations from the metropolitan point of view;
- Certain requirements and expectations from the residents' point of view.

The vulnerability of the area to changes which could be damaging to the expectations of both the metropolitan and local viewpoints imposes a need for a level of land use management which is beyond the capability of the South Peninsula Municipality to adequately provide.

An important factor is that the isolated nature of these areas pushes up the cost of service delivery appreciably.

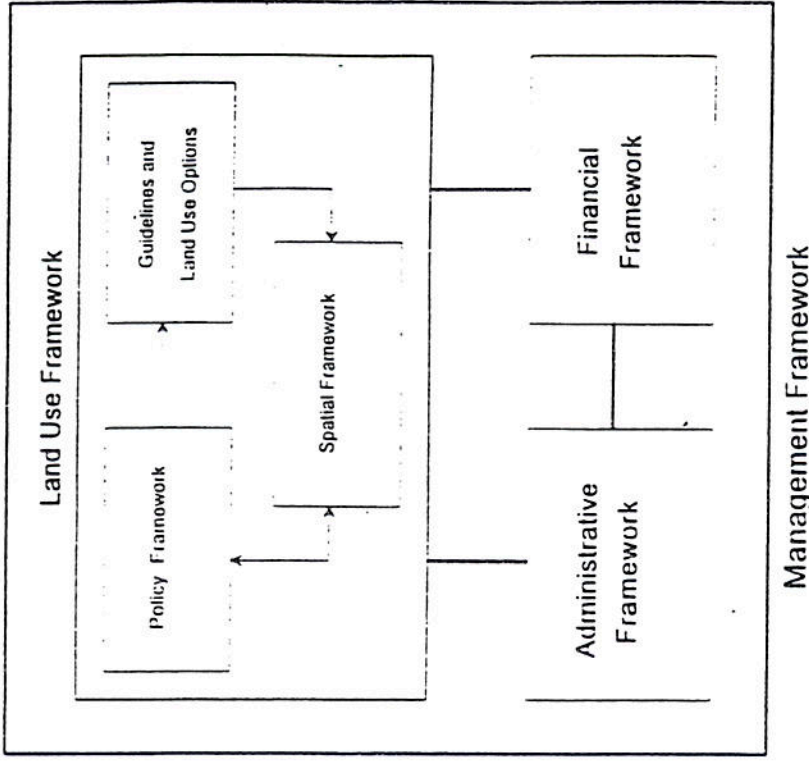
The fundamental proposal being put forward is that the emphasis of SPM's role with regard to certain aspects of service delivery to Scarborough and Misty Cliffs should shift from that of "provider" to that of "enabler".

The consequence of this is that these areas should take on an active role with regard to land use management which includes those aspects of service delivery which, at the Municipal level, would be deemed to be "non-essential" but, at the local level, are deemed to be of critical importance in order to maintain the qualities sought after by the residents.

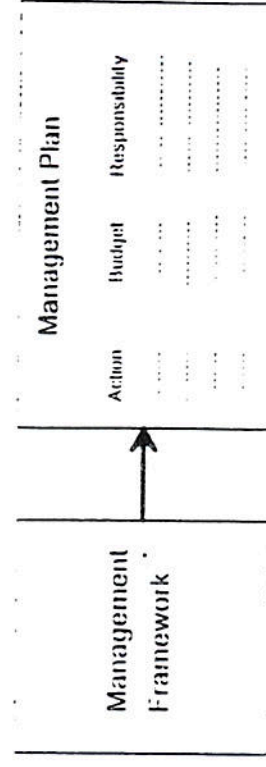
As outlined in Section 11, the structure plan comprises :

- the Policy Framework
- the Spatial Framework
- a Special Area designation
- the Guidelines
- key land use options.

To take the Land Use Framework forward, there has to be an Administrative component and a Financial component and it is suggested that (with regard to these two components) the community take on the role of initiator and driver with the SPM adopting more of a facilitative or enabling role.



Management Framework



The Management Framework is the mechanism which will produce the Management Plan

Annexure A

Scarborough and Misty Cliffs

Natural Environmental Guidelines

Prepared by Wally Petersen
Ecologist with Kommetjie Environmental Awareness Group
1998

Natural Environmental Guidelines

These guidelines refer to the restoration of the natural environment, environmental education, recycling, baboons and the determination of management needs.

1.0 Restoration of the natural environment.

1.1 The wetlands.

- No further development
- Remove alien vegetation
- Rehabilitate excavated areas
- Investigate the relocating of the fence and removal of the berm
- Conduct water quality tests to ascertain the degree of pollution from seepage.
- Stormwater outflow at the car park should be diverted into the nearby wetland.

1.2 The dunes and dune forest.

- An alternative site should be found for the existing skip for garden refuge.
- Some of the existing paths should be closed down.
- Upgrading should take place according to the guidelines laid down by PG Desmet
- Alien clearing should be done by clearing strips parallel to the beach in order to maintain wind protection and to leave some shelter for Cape Clawless Otters, until such time as the indigenous vegetation has been re-established.

1.3 The mountainside.

Some form of negotiated agreement should be explored between the community of Scarborough and the landowners of the surrounding land with regard to :

- the formulation and implementation of a fire management plan;
- the location, construction, maintenance, usage, control and attendant costs of an environmentally compatible pathway system around Scarborough.

1.4 Scarborough and Misty Cliffs Villages.

- Encourage landowners to remove aliens.
- Contact the relevant authorities (SPM) to clear road verges and public open spaces of aliens as well as to do active planting.
- Residents should work towards making the area an alien free area within five years.
- Active greening can be done at entrances to the village as well as at the community centre.
- Establish a plant rescue service to remove plants from plots about to be developed and relocate them to areas which need greening.

2.0 Environmental education

- Scarborough is ideally situated to play an active role in environmental education.
- The most obvious site for an environmental education facility is the existing community hall. The hall itself could be used for displays and the surrounding garden should be upgraded and planted with indigenous species to compliment those which are already there. A network of paths could be built around this garden and the trees could be labelled to go with a fynbos factsheet which can be produced.

- Another educational idea would be to produce an information brochure for both locals and visitors to the area. This brochure could contain the following:

- map of the area depicting items of interest as well as pathways, restricted areas etc.;
- alien plant recognition as well as removal advice;
- list of suitable indigenous trees to plant in gardens;
- fishing and shellfish seasons and regulations and other permit requirements;
- bird lists;
- important telephone numbers etc.

3.0 Recycling.

- It would be of great benefit to the village if a recycling centre could be established.
- A suitable site for such a depot should be sought.

4.0 Baboons.

- Baboons entering the villages is a problem in both Scarborough and Misty Cliffs. The most obvious solution is to make the village less appealing to the baboons and this means that residents need to be more careful with their refuse and compost.
- The whole refuse removal system in Scarborough needs to be investigated and this is currently being done by the Ratepayers and Residents Association in collaboration with the Municipality.
- It is strongly recommended that having baboonproof dustbins become compulsory.
- As regards the long term solution to the baboon problem, research projects funded by both WWF-South Africa and the SA National Parks are underway. The aim of this research is to explore realistic

management options and a Baboon Task Team has been established to implement any management options forthcoming.

- An informative baboon brochure and newsletter has recently been compiled and this is available from the Baboon Task Team (tel: 783 3433).

5.0 Determining management needs

In determining the management needs of the area, use should be made of the "Limits of Acceptable Change" (LAC) system which lays emphasis on determining the conditions desired in an area (and achieved through management actions) rather than on how much use an area can tolerate through attempting to determine its carrying capacity.² The LAC system would involve the following steps :

- the specification of measurable criteria representing the acceptable and achievable state or quality of the "resource" and the social conditions desired;³
- a comparison between the existing conditions and those judged acceptable;
- the specification of management actions necessary to achieve these conditions;
- the carrying out of a monitoring and evaluation programme to determine management effectiveness on an on-going basis and to reformulate action programmes.

² *The Limits of Acceptable Change (LAC) System for Wilderness Planning*, G.H. Stankey et al. United States Department of Agriculture, General Technical Report INT - 176, 1985

³ For example, the degree of environmental "wear" as measured by the extent of erosion of a pathway over a specified period, or the quality of the experience as measured by the number of people encountered on a remote path

Annexure B

Scarborough and Misty Cliffs

Architectural Guidelines

(Recommendations for the management of building development)

Prepared by Nic du Plessis

Architect

1998

SCARBOROUGH AND MISTY CLIFFS MANAGEMENT PLAN FOR THE BUILT ENVIRONMENT

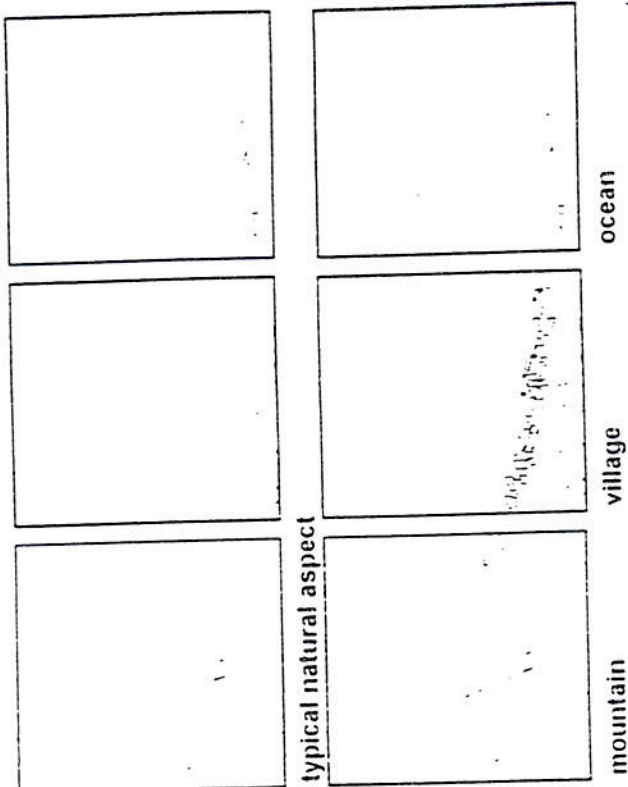
Recommendations for the management of building development impacts on the environment of Scarborough and Misty Cliffs

A DEPARTURE POINTS AND POLICY STATEMENT

- A.1 The primary value of the area is the natural scenic beauty related to the setting and topography.
- A.2 The settlement is isolated within a large conservation area
- A.3 The existing architectural character is eclectic and the imposition of a uniform design style will be impractical and undesirable.
- A.4 Any revised regulations or conditions must honour existing land use rights.
- A.5 Certain existing statutory regulations could be relaxed or amended to alleviate identified problems.
- A.6 Implementation of recommendations must be generally affordable and realistic.
- A.7 Recommendations are based on a 30 year development projection and must make provision for adaptation as required

B. IDENTIFIED VISUAL PROBLEMS

- B.1 **Visual Impact** (looking at development)
Obtrusive buildings against the mountain backdrop
Monotonous building form and bulk due to regulations
Scarring of the natural environment due to development
- B.2 **View Impact** (looking from development)
Blocking of views
Overlooking and privacy.
- B.3 **Architectural Theme**
No identifiable design theme exists
Random and disparate mix of style and scale with certain inappropriate building forms



E. DESIGN AND BUILDING PROCEDURE GUIDELINES

The following recommendations are aimed at the mitigation of identified problems and impacts
Some of these guidelines could become enforceable in due course and could be used by the SPM in assessing building applications

E.1 BUILDING APPROVAL PROCESS

E.1.1 Design Scrutiny:

All proposed building work should be assessed by the SPM at sketch plan stage to avoid later amendments and delays.

Minimum submission requirements:-

- Site plan layout with natural levels and features
- Ground floor plan related to building lines
- Main elevations with height dimensions

E.1.2 Documents Required for Final Approval Scrutiny:

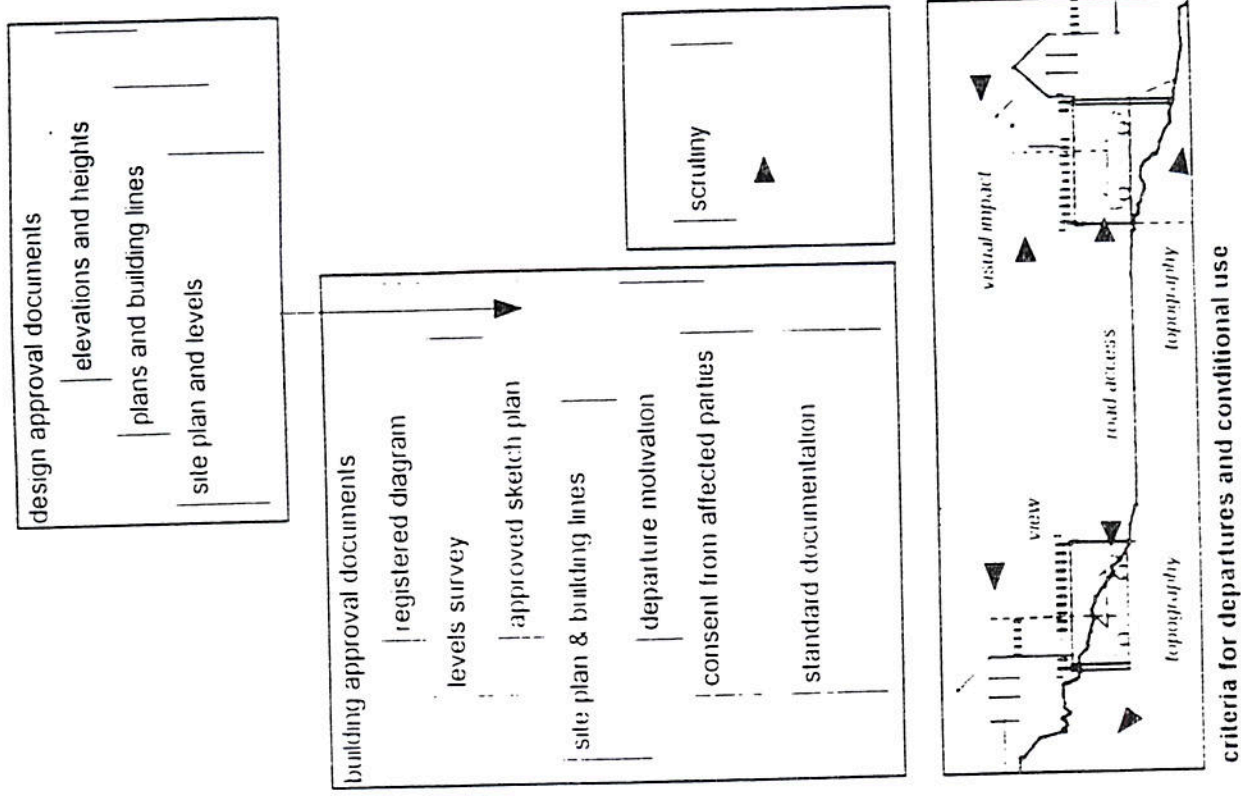
All final proposals submitted to the SPM must include:-

- A copy of the registered property diagram.
- An existing levels survey at 1m intervals.
- A copy of the approved sketch plan.
- A site plan showing all building lines/setbacks
- Full motivation for any departure applications
- Written consent of all affected parties, if required for departure or use applications
- Standard plans, sections, elevations and specifications as required by the municipality
- Intended means of vehicular access to the site

E.1.3 Criteria for Departures:

Departure and Conditional Use applications will be assessed in terms of

- Site topography
- Road access and parking limitations
- The effect on views from neighbouring properties and general visual impact



E.2 SITE CHARACTERISTICS

E.2.1 Orientation and Views:

All sites in the study area share major desired orientations
Westward to the Atlantic Ocean
North, north west to maximise sunshine
North, east and south aspects of the mountain

E.2.2 Topography:

Sites in the study area range from "level" duneland property to
severely sloping mountainside land
In all cases, development must consider views and visual impact

E.2.3 Geology:

Certain sites are subject to natural systems that will require
attention related to - Geological fault lines
Natural water courses and drainage patterns
Stability after disturbance of sandstone base
Unstable deposited (dune) sands
Water table

E.2.4 Vegetation:

Site development must consider the preservation of any existing
indigenous vegetation on the property
Refer to the Landscaping Guidelines

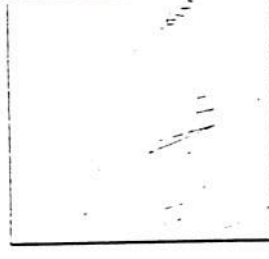
E.3 ARCHITECTURAL THEME

E.3.1 Existing Situation:

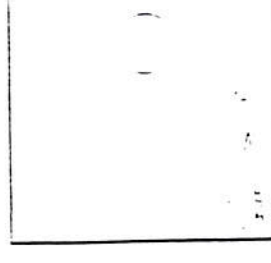
Existing buildings in Scarborough and Misky Cliffs do not express
any common language of character or style

E.3.2 Unifying Elements:

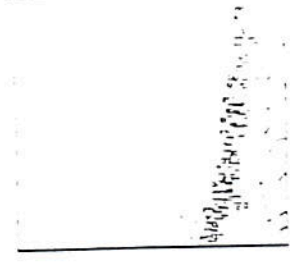
In order to establish some level of shared identity for buildings in
the study area, certain key elements can be introduced -
Similar ranges of material colour and texture
Similarity of building scale and articulation



mountain views



ocean views



E.4 BUILDING LINES/SETBACKS AND HEIGHT RESTRICTIONS

E.4.1 Medium term development prediction:

It is highly likely that property in the study area will appreciate considerably in value and demand. This implies a trend towards maximum development within existing building envelope restrictions.

E.4.2 Existing Situation:

Existing regulations create a series of similarly framed building envelopes that could, in time, result in monotonous buildings with a repetition of under-utilised vacant spaces in between and aligned structures creating maximum obstruction of individual views. Existing road setbacks result in severe cut or fill situations in order to achieve vehicular access onto steeper sites.

E.4.3 Interim Relaxation of Restrictions:

Proposals listed hereunder do not conform to existing regulations and can only be implemented by means of normal departure procedures. These proposals could, in time, be adopted as revised regulations for the area.

E.4.4 Street Set-back Lines: (proposed)

In order to reduce cut and fill heights on steeper sites, it is proposed that all street set-backs be reduced to 1m from the boundary. This will apply to Garages and Car Ports within height restrictions. The reduced set-back will enhance the possibility of creating structured street edges and continuity of fabric.

E.4.5 Building Lines: (proposed)

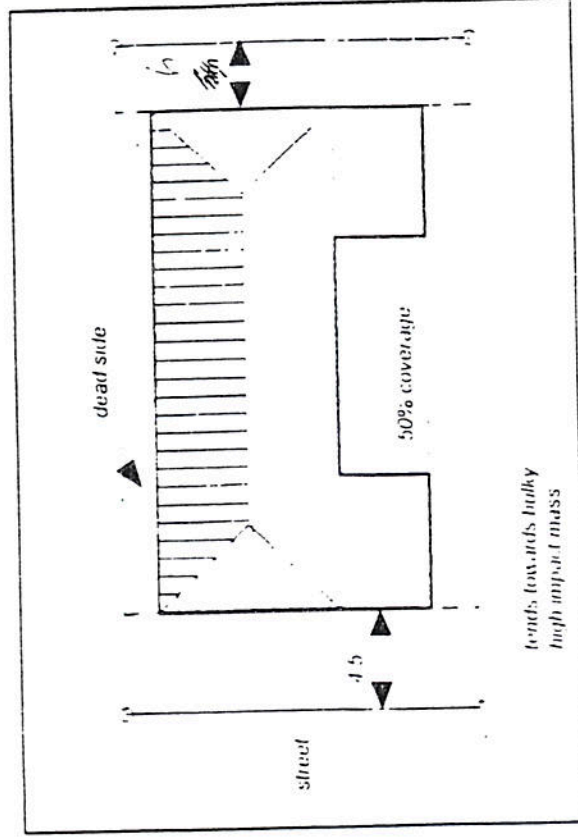
In order to create more flexibility of building envelope and footprint, it is proposed that lateral building lines be reduced to 0m and that rear building lines be maintained at 3m, with associated height limits. This building line relaxation will permit more flexibility in the positioning of structures to permit -

Better view options

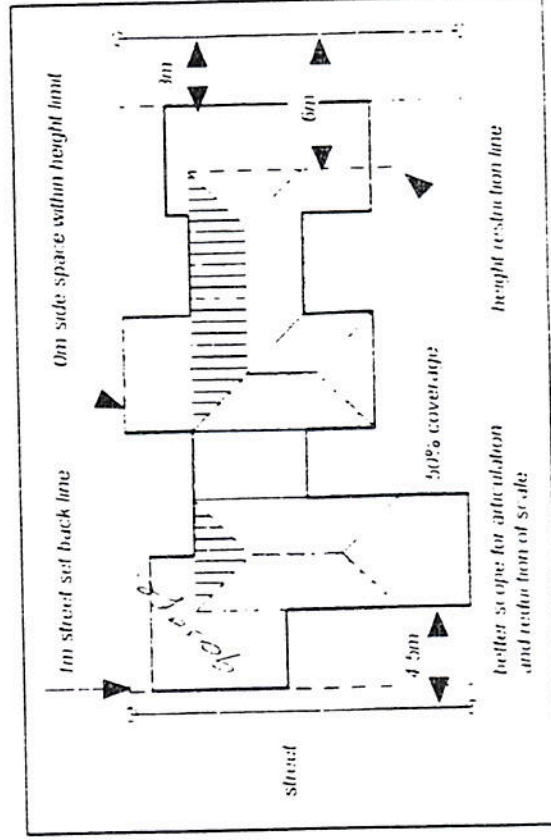
Preservation of natural features

Better articulation of village massing fabric

Continuity of slope retention



existing building lines and set-backs



proposed building lines and set-backs

E.4.6 Height Restrictions: (proposed)
In order to minimise view and visual impact, it is proposed that a graded height restriction be applied to all sites in the study area

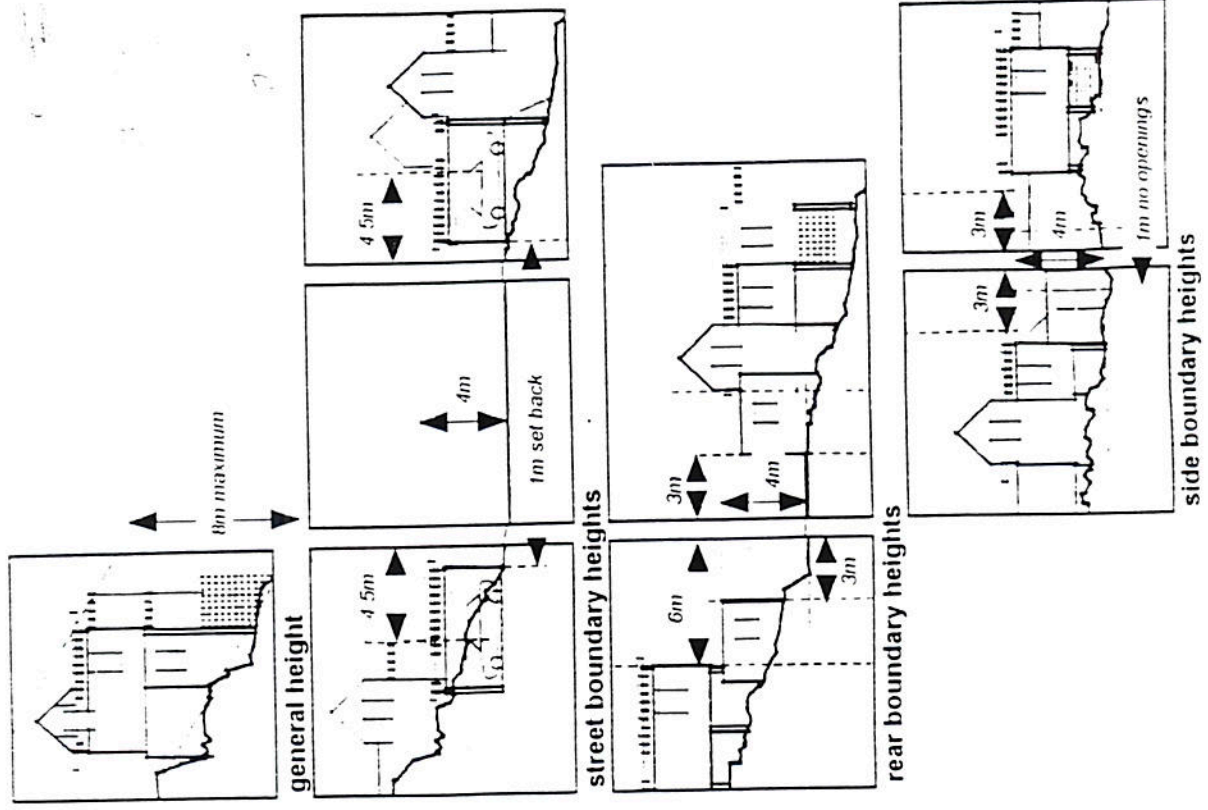
General Height Limit -
No portion of any structure (excluding chimneys, finials etc.) shall exceed a height of 8m above the deemed natural ground level directly below it (This will be subject to the site levels record)
See exception under the Tower Clause below

Street Boundary Height Limit -
No portion of any structure within 4.5m from the street boundary shall exceed a height of 4m above the height of the centreline of the street directly opposite such structure

Rear Boundary Height Limit -
No portion of any structure within 6m of the rear boundary shall exceed a height of 4m above the deemed natural ground level on the boundary directly opposite such structure

Side Boundary Height Limit -
No portion of any structure within 3m of a side boundary shall exceed a height of 4m above the deemed natural ground level on the boundary directly opposite such structure

The Tower Clause -
A plan area of maximum 22m² may exceed the General Height Limit to a maximum height of 11m above the natural ground level directly below it, providing that such a structure is a minimum of 5m from any side boundary and 10m from any street or rear boundary

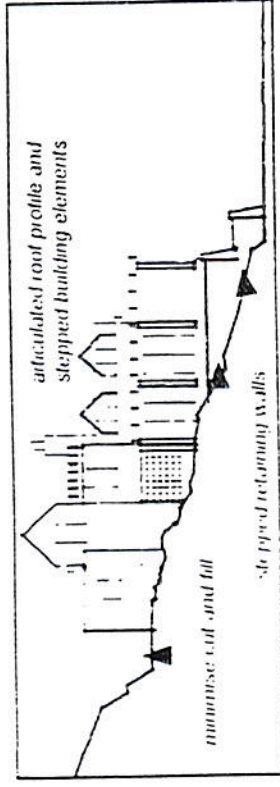


E.5 COVERAGE AND BULK RESTRICTIONS

- E.5.1 Coverage Restrictions:** (50%)
The footprint area of buildings may not exceed 50% of the land area
- E.5.2. Bulk Restrictions:** (factor 1)
The combined covered floor area of all building structures (all levels) may not exceed the total area of the given site

E.6.1 Fragmentation -

Building components should be expressed to form groupings of smaller elements, rather than large monolithic blocks. Where possible, large roof planes should be broken with staggered silhouette or dormer windows. On sloping sites, larger roof pitches should be parallel to the site contours. Where possible, large flat elevations should be broken with lean-to extensions, verandas, pergolas, balconies etc. Narrow buildings, stepped down parallel to the natural site contours, will enhance fragmentation and reduce platform cut and fill required.

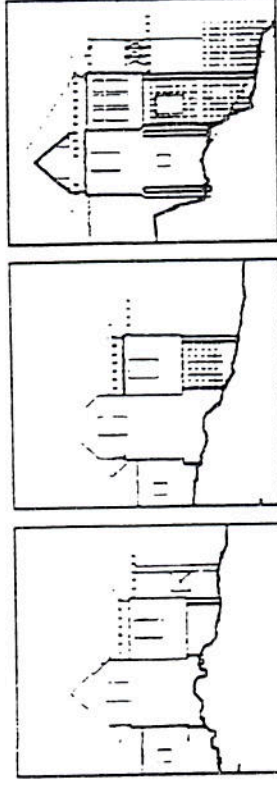


E.6.2 Solid Floor Platforms -

Cut and fill for building platforms should be kept to a minimum. Exposed ground level alterations may not vary more than 2m from the deemed natural ground levels. Retaining walls should be stepped to reduce visual impact.

E.6.3 Stilts and Cantilever Platforms -

Where buildings are raised more than 1.5m above ground level, the residual void under such floors may not be deeper than 3m on plan. Large voids under floors should be underplanted or relieved by means of lattice screens, lightweight infill materials or other means. Storage spaces and exposed services under raised floors must be adequately clad or screened from outside view.



E.6.4 Heavy and Lightweight Structures -

Lightweight structures may be built on top of solid structures or on raised floors. Avoid heavy (solid) building components on top of raised platforms or on cantilevered floors. Buildings should visually read lighter in weight towards the top.

E.7 COLOUR AND TEXTURE

E.7.1 Visual Impact -

The colour and texture of buildings have a larger visual impact than the choice of actual building materials

E.7.2 Colour Choice -

To minimise visual impact in the general landscape, building colours should be selected from the natural background

These may include colours found in natural sandstone and Fynbos

Darker shades of these natural colours tend to have less impact than light tints

Large areas of primary colours and pastel shades are to be avoided

White finishes are acceptable in historical context but should be used with discretion

E.7.3 Texture -

Rough and mottled material textures have less visual impact than smooth surfaces

A combination of contrasting surface textures can improve the articulation of building planes

As with structural weight, texture should range from rough base texture to smoother surfaces, higher up the building

E.8 SUN CONTROL AND REFLECTION

E.8.1 Orientation -

The view orientation of most sites is towards the west (ocean)

This has a strong bearing on afternoon sun control and reflection impact

E.8.2 Sun Control -

West facing wall openings and verandas need to be adequately shaded or shuttered against afternoon sun penetration

Deep shading elements also help with the articulation of large building elevations

E.8.3 Reflection -

The impact of afternoon sun is compounded by sunlight reflected off the ocean

The visual impact of reflection off large west elevations needs to be mitigated by means of colour, texture or shading

Reflection control by means of deep shading provides the least impact on light quality and views from within the building

Reflective (tinted) glass and metallic surfaces must be avoided

Reflection off roof surfaces has an impact on higher areas above

E.9 ROOFS AND AWNINGS**E.9.1 Visual Impact of Roofs -**

Roof surfaces have the largest visual impact of all building elements

This is due to exposure and large areas of uniform material

Flat and low pitched roofs are visible from higher sites above

E.9.2 Mitigation -

Avoid A-frame roofs and pitched roofs with wide spans

Avoid large, unbroken roof planes

Avoid reflective finishes and high impact colours

Avoid large, unbroken gable ends

Align main roof pitches with site contours on sloping sites

Articulate roof silhouette and introduce dormer elements

Introduce chimneys, finials and tower elements to reduce profile monotony

E.9.3 Awnings -

Fixed or retractable awnings may be introduced to extend roofed areas and to provide sun control

Avoid metallic materials and high impact (gaudy) colours

E.10 WINDOWS, DOORS AND SHUTTERS

E.10.1 Principles of Openings in Walls -

- Openings in heavy structures are visually more pleasing when the opening is smaller than the surrounding wall area
- Openings in lightweight structure may be larger and more continuous

E.10.2 Proportions of Windows and Doors -

- Individual openings (especially in heavy walls) should have vertical proportions i.e. rectangles that are taller than wide, or square
- Horizontal windows with high cills should be avoided

E.10.3 Colour -

- Where doors or shutters are of moderate size, colour restrictions should not apply
- Window frame colours should not be restricted
- Tinted and mirror glass must be avoided

E.10.4 Shading of Glass Areas -

- Large windows and glazed doors must be shaded or screened
- This does not apply to roof lights and conservatory structures

Annexure C

Scarborough and Misty Cliffs

Landscape Guidelines

Prepared by Bernard Oberholzer
Landscape Architect

October 1998

1 Landscape Planting

General Comment

Numerous examples of both appropriate and inappropriate landscaping exist in Scarborough. A few private gardens, including some facing onto the scenic drive, demonstrate a highly successful approach to the use of indigenous planting. This awareness, however, does not exist throughout the area, while public spaces and road reserves are largely neglected.

Scarborough's location within the Nature Area, adjacent to the Cape of Good Hope Nature Reserve, means that greater attention needs to be paid to both public and private landscaping.

1.1 Indigenous trees should be introduced along the scenic drive, road reserves and parking areas, to provide wind-shelter, shade and visual screening. Only plant species which occur naturally in the Scarborough area, should ideally be used. Attention should be given to forming natural plant communities with any new planting.

1.2 Locally harvested fynbos and grass seeds should be used in any hydroseeding or re-vegetation projects, as well as locally occurring woody species, to match adjacent veld types.

1.3 Exotic trees within the Conservation Village area should be phased out. Invasive aliens, such as the Australian acacias, should be removed as a priority.

1.4 All invasive kikuyu grass should be removed from road verges and picnic sites, and only local varieties of fine kweek and buffalo grass used. (The latter also require less maintenance.) The use of kikuyu for lawns should also not be permitted within private erven, given the importance of the Nature Area.

1.5 All invasive alien species within and around the Village should be cleared, and new seedlings periodically removed, particularly as disturbed conditions caused by building activities can cause fresh infestations.

1.6 Landscape requirements, such as those outlined above, should form part of all development and building approvals.

General Considerations

The landscape guidelines outlined here are a response to issues raised in the preparation of the Management Plan, (see also References).

The guidelines take into account the particular qualities of the natural and built environment specific to Scarborough / Misty Cliffs, and especially its context within the Cape Peninsula Protected Natural Environment.

The landscape guidelines should be read in conjunction with the Infrastructure and Architectural guidelines recommended elsewhere in the Management Plan.

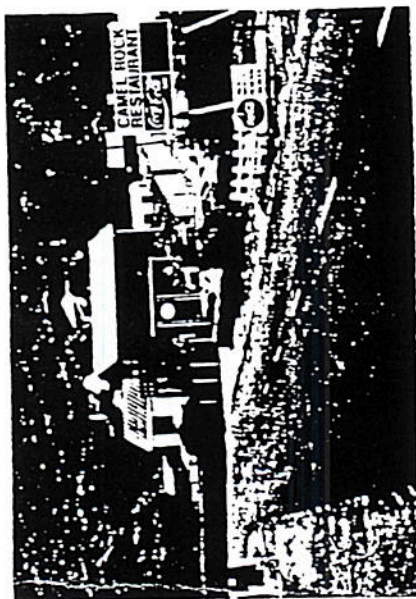
The guidelines are an attempt to create a consistent design language that is appropriate for the Scarborough area, and are based on the guidelines contained in the Addendum to the Southern South Peninsula Local Structure Plan.

By their nature, guidelines are intended to be advisory in their function. It is important therefore that legal mechanisms, such as by-laws, be formulated to provide for the necessary implementation and policing of the guidelines.

The guidelines should be made available in the form of brochures to all property owners, estate agents, architects and building or landscaping contractors operating within Scarborough and Misty Cliffs.

The guidelines are general to the Scarborough / Misty Cliffs area, and do not represent specific designs for any particular location. A manual should be prepared for the detailed design of all landscape and streetscape elements by the local authority or their consultant, with input from the community. The manual could include typical details for paving, channels, steps, walls, bollards, bins, benches, lighting, signage and planting.

In addition, Landscape Plans should be drawn up, with detailed design proposals for specific action areas (eg. beachfront), and with budget estimates for each project.



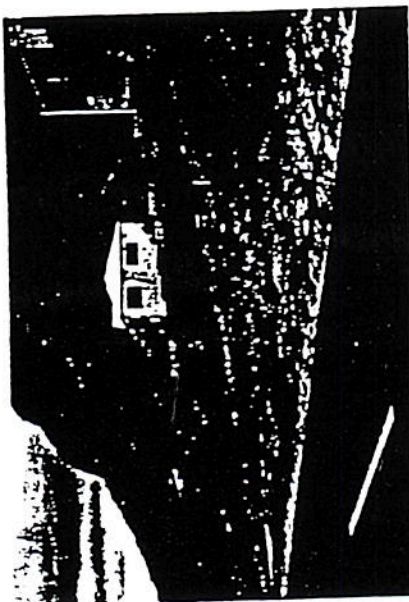
Scenic Drive: Uncoordinated signage / advertising



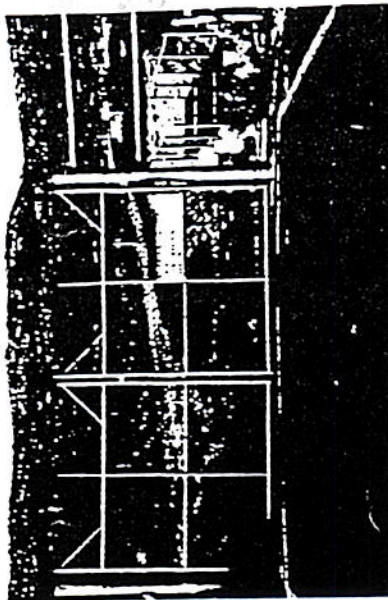
Community Centre: Painted bollards and crumbling edges on approach road



Residential street: Requires drainage measures



Scenic Drive: Inappropriate precast concrete wall



Picnic area : Uninviting entrance, no turn-around or parking

Scarborough Landscape Issues



2 Site Works

General Comment

A great deal of unnecessary damage occurs during the construction of roads and parking areas, as well as buildings on private erven. This is a result of both ignorance and lack of control over contractors.

The spread of invasive alien plants is increased through disturbance of the natural veld, as well as by trucking in road materials, and the use of exotic plants for gardens.

2.1 Natural features, such as rock outcrops, drainage courses and indigenous trees should be retained as far as possible, and protected from construction activities by temporary fencing or other suitable means.

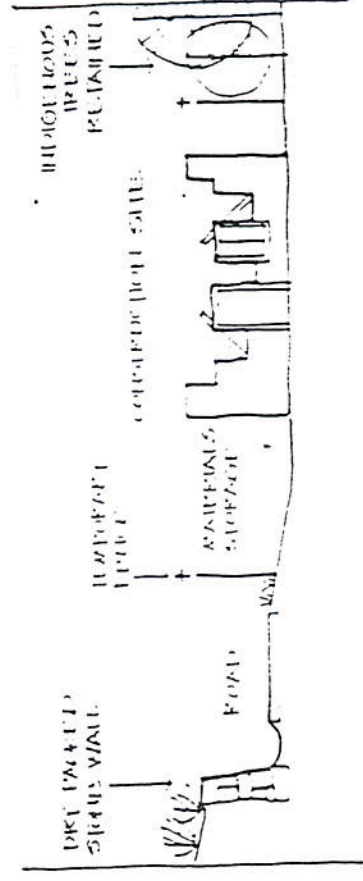
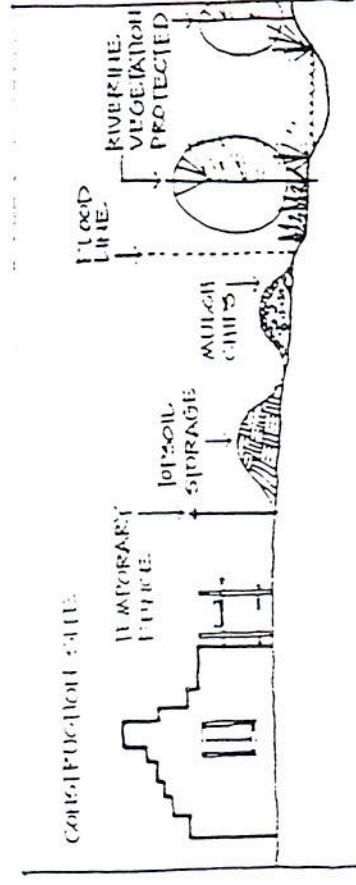
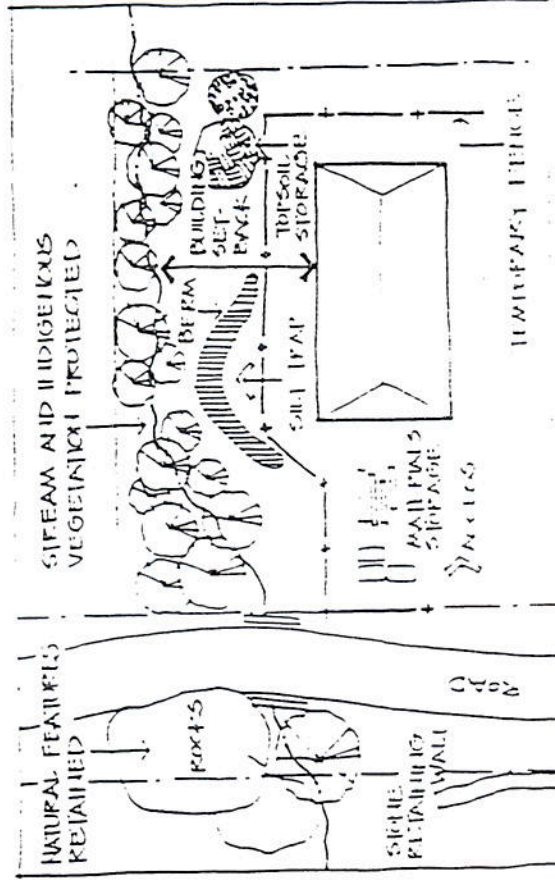
2.2 Site clearing should be done by hand, and the vegetation baled or chipped for later use in site rehabilitation work. Topsoil should be carefully removed and stored for re-use. Explosives and heavy earth-moving machinery should be avoided on building sites.

2.3 Clearing should take place on a phased basis to prevent excessive denudation. Only areas specifically required for buildings or roads should be cleared of vegetation. Where construction has been completed, **revegetation** should take place as soon as possible.

2.4 Exposed cut and fill slopes should be stabilised with dry-packed stone walls and planting. Retaining walls should generally be restricted to 2 metres height. Precast concrete retaining systems, such as 'Terraforce', should not be permitted within the Conservation Village area.

2.5 Runoff and erosion from construction sites should be controlled with diversion ditches and temporary silt traps.

2.6 Site protection measures should be included in all civil and building contracts in the Conservation Village area, and should contain penalties for unnecessary damage to sites.



3 Roads and Verges

General Comment

Many local access roads within the area have not been surfaced, and side-drains are rare. The nature of the topography is a major constraint.

Road standards and surfacing are dealt with elsewhere in the Management Plan. An important environmental consideration, however, is that road standards should be appropriate to the steep and rocky nature of the area.

Where the scenic drive passes through Scarborough, the treatment of the road edge, street furniture and planting, as well as the architectural treatment of walls and building facades facing onto the scenic drive becomes critical.

3.1 Planted traffic islands can be used for screening, and to reduce the visual effect of wide roadways, as in the case of bus lay-bys.

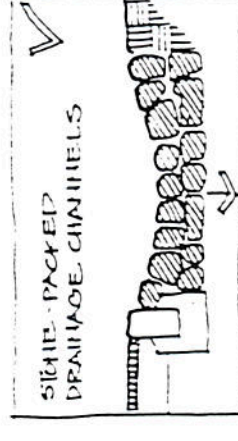
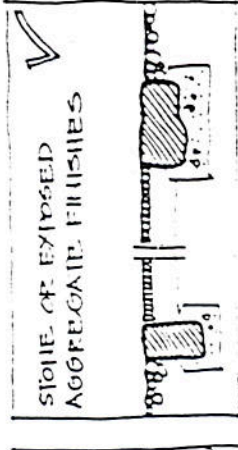
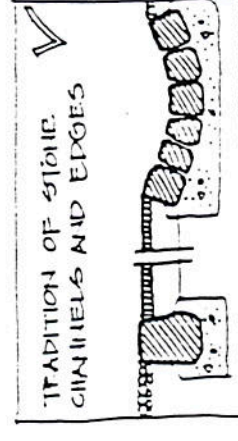
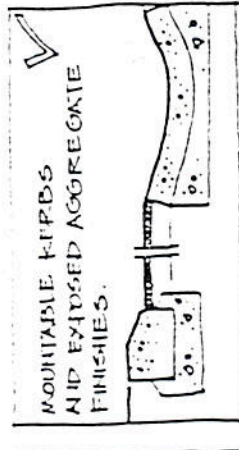
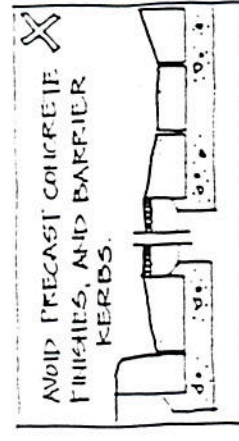
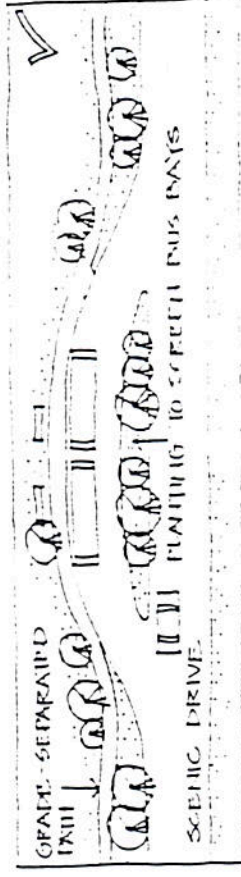
3.2 Stone-lined channels have traditionally been used in the area, and this theme should be continued. Sandstone should also be used for road edges and culvert headwalls.

3.3 'In situ' or precast concrete should be avoided for edges or stormwater channels, except where a simulated stone or exposed aggregate sandstone finish is used.

3.4 Vertical barrier kerbs have an urban character and should not be used, particularly along the scenic drive. Mountable kerbs are less 'urban' and enable verge parking.

3.5 Road alignments should attempt to retain natural features wherever possible, and minimise scars in the landscape.

3.6 Stormwater management should be in keeping with the character of the village, and could include stone-packed channels, grassed swales, detention ponds and silt traps. Wetlands, are an integral part of the stormwater management system.



4 Parking Areas

General Comment

Scarborough has only one main beach parking area, which is in need of general upgrading and landscaping. No parking or turn-around facilities are available at the entrance to the picnic area.

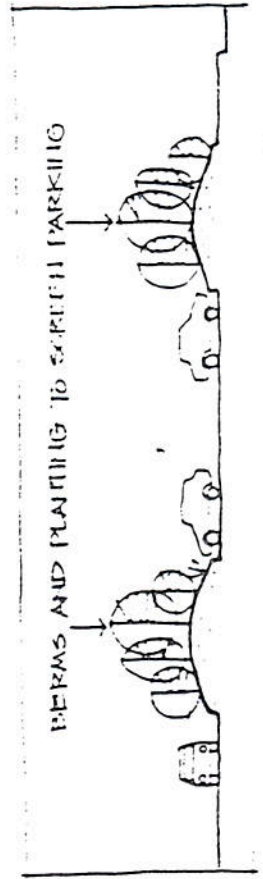
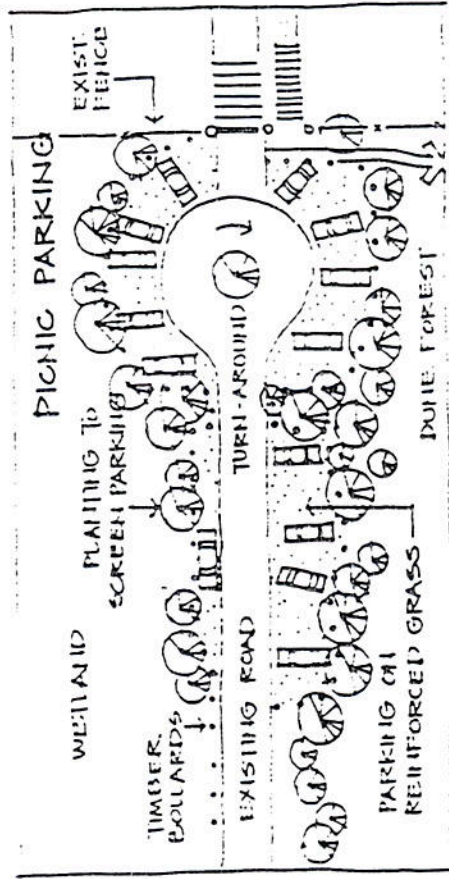
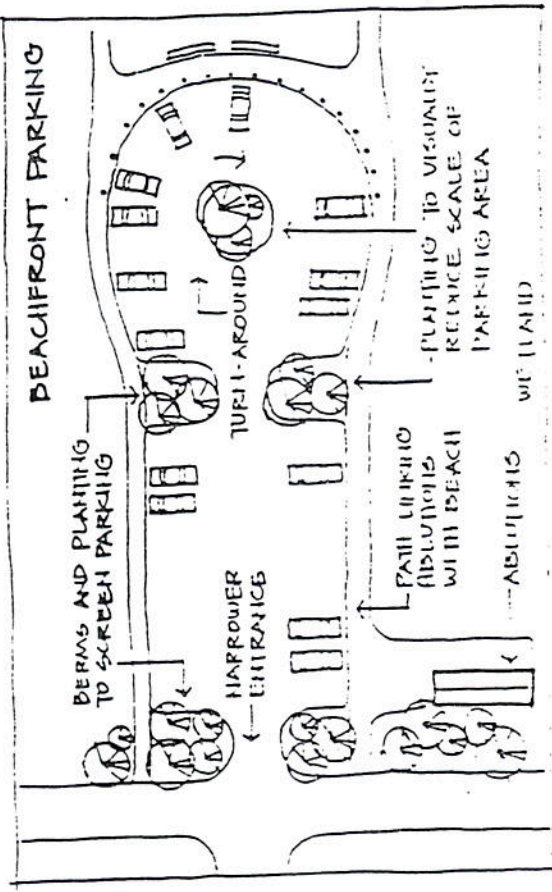
4.1 The gravel parking area generally fits in with the informal natural character of the area, although the loose gravel requires on-going maintenance and is uncomfortable for barefoot beach-users. Some form of binding or sealing of the surface should therefore be considered.

4.2 Mounding and planting should be used to reduce the visual bleakness of the parking area, particularly at the entrance, which could be narrowed. Planted islands could be introduced to break up the scale of the parking area, and provide shade for cars.

4.3 Timber rails, or stone bollards, should be used around the perimeter to define the edge of the parking area, and minimise trampling of adjacent vegetation. Surfaced footpaths should be provided on both edges of the parking area, including access to the ablution block.

4.4 The entrance gates to the picnic area should be made more people-friendly and visually less severe. A timber post and rail fence, with a boom to allow access for maintenance vehicles could be used, in place of the existing security fencing.

4.5 Informal parking and turn-around facilities should be provided for vehicles at the picnic entrance. Timber post and rail fences or bollards could be used to prevent encroachment into the dune forest and wetland.



5 Paths and Trails

General Comment

Numerous informal paths lead to the beach, causing trampling of vegetation and dune erosion in places.

5.1 Walking trails should ideally form circular routes, and should be linked where possible to form a network, allowing choice of routes.

5.2 Sign-posting should be used to define the start of trails, together with information on the trails. Steep paths should include erosion control measures.

5.3 Paths along the scenic drive within Scarborough, should be provided as a refuge for pedestrians. The paths should preferably be grade-separated from the roadway, and protected by stone or timber bollards.

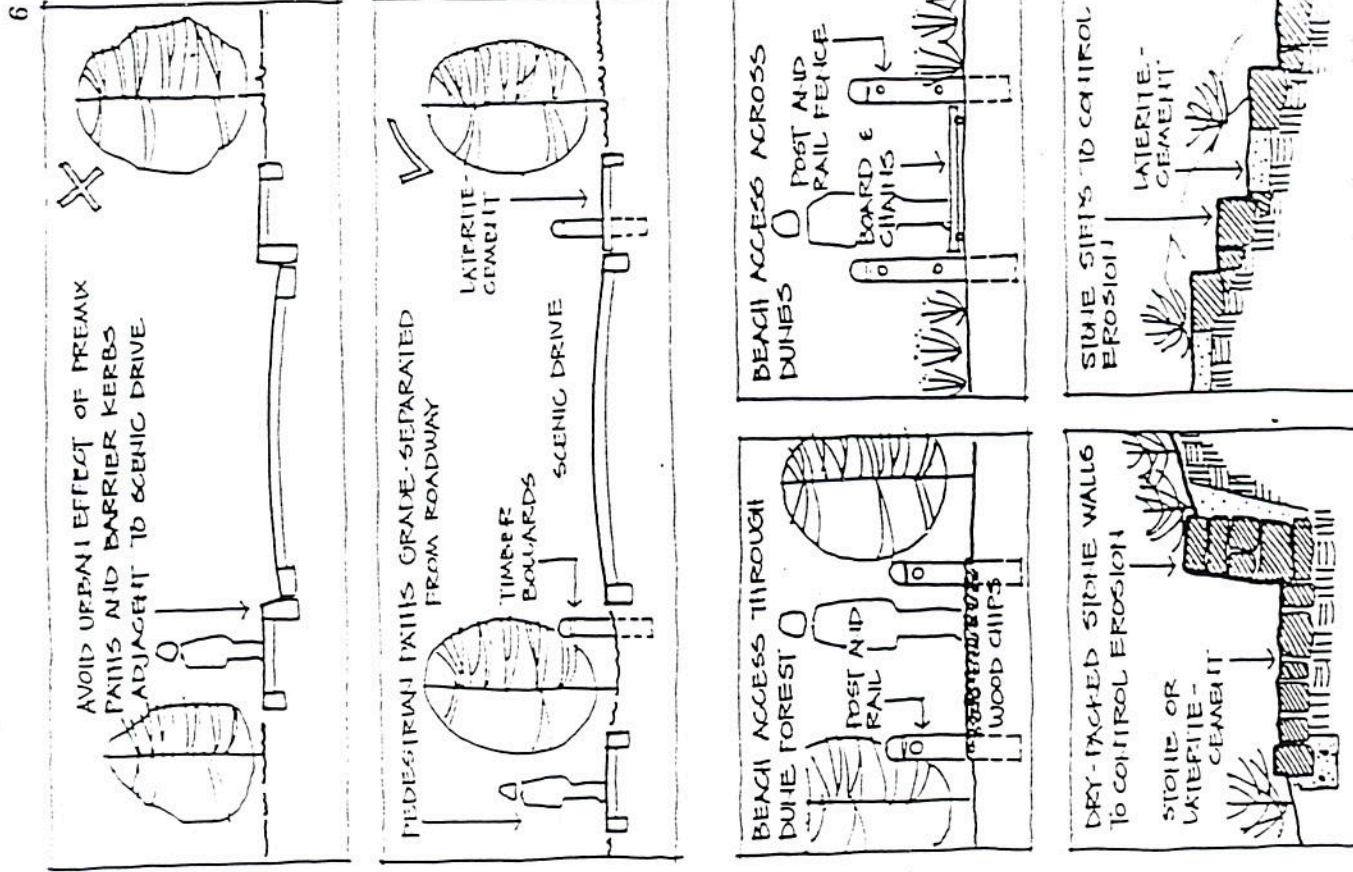
5.4 Path materials could consist of laterite-cement or other suitable materials. Premix, asphalt and plain 'in situ' or pre-cast concrete should be avoided, except where a sandstone exposed aggregate finish is used.

5.5 Formal paths should be constructed from the parking area to the beach, and the numerous existing tracks revegetated.

5.6 Raised timber boardwalks, or chain and planks, should be used where the paths cross the dunes, to allow for mobile sand. Fencing is required to discourage trampling of the dunes.

5.7 Connecting paths from Beach Road, through the coastal forest should be provided at strategic locations. These should be fenced and clearly sign-posted. Random paths should be closed off and re-vegetated.

5.8 Wood chips from cleared vegetation could be used to surface paths in the coastal forest, and reduce wind-blown sand.



6 Walls and Barriers

General Comment

Precast concrete wall systems, particularly where these have a plain concrete finish, visually detract from the scenic drive, and are generally inappropriate within the conservation village or Nature Area.

Limited use has been made of painted concrete and timber bollards along road edges. A natural timber post and rail fence surrounds the Camel Rock feature.

6.1 Boundary walls, particularly along the scenic drive, should be plastered masonry, stone or stone-faced. No precast concrete systems, such as 'Vibracrete', or unplastered facebrick and cement-block walls should be permitted.

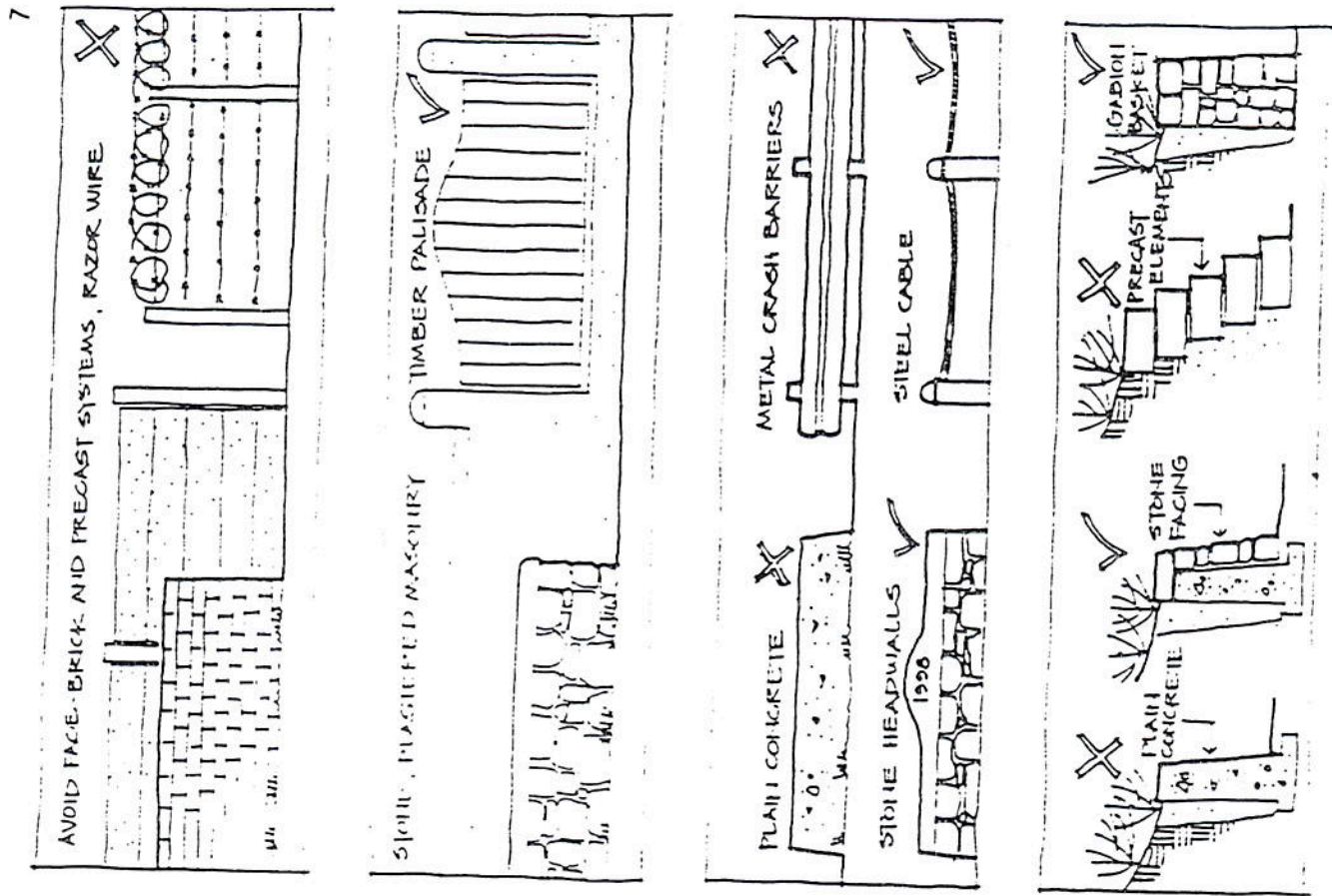
6.2 Fencing, using wire mesh, timber palisade or picket-type fencing would be acceptable, but should be used in conjunction with planting. Barbed-wire and razor-wire should not be permitted. Other appropriate forms of security fencing could, however, be considered on merit.

6.3 Hedges deserve greater use as a barrier within the area, possibly in combination with simple wire strand or mesh fences. Thorny species can be used to provide additional security.

6.4 Retaining structures within the scenic drive road reserve should consist of stone or stone-faced concrete, using local sandstone. Stone gabions may also be used where required by engineering considerations.

6.5 Barriers, where required along the scenic drive, could make use of low stone walls, and natural stone or timber bollards. These could be used in combination with steel cables, if necessary. No steel crash barriers, metal railings, concrete walls or concrete bollards should be used along the scenic drive.

6.6 Bollards within road reserves should be made from natural stone or timber. Culvert headwalls should be constructed from sandstone, or alternatively stone-faced.



7 Street Furniture

General Comment

The street furniture at present consists of a few incongruous metal drums and plastic litter bins, electrical kiosks and dangling telephone wires provided on an 'ad hoc' basis, with little in the way of a streetscape theme.

In order to retain its natural character and scenic quality, precautions need to be taken against the uncontrolled proliferation of street furniture elements.

7.1 Litter bins should be kept to a minimum, to reduce clutter, and should be placed at strategic points on the beachfront. Bins should be robust to withstand corrosion and vandalism, and need to be baboon-proof. Exposed aggregate or timber should be used in preference to plastic or metal. Removable internal wire baskets facilitate emptying of bins.

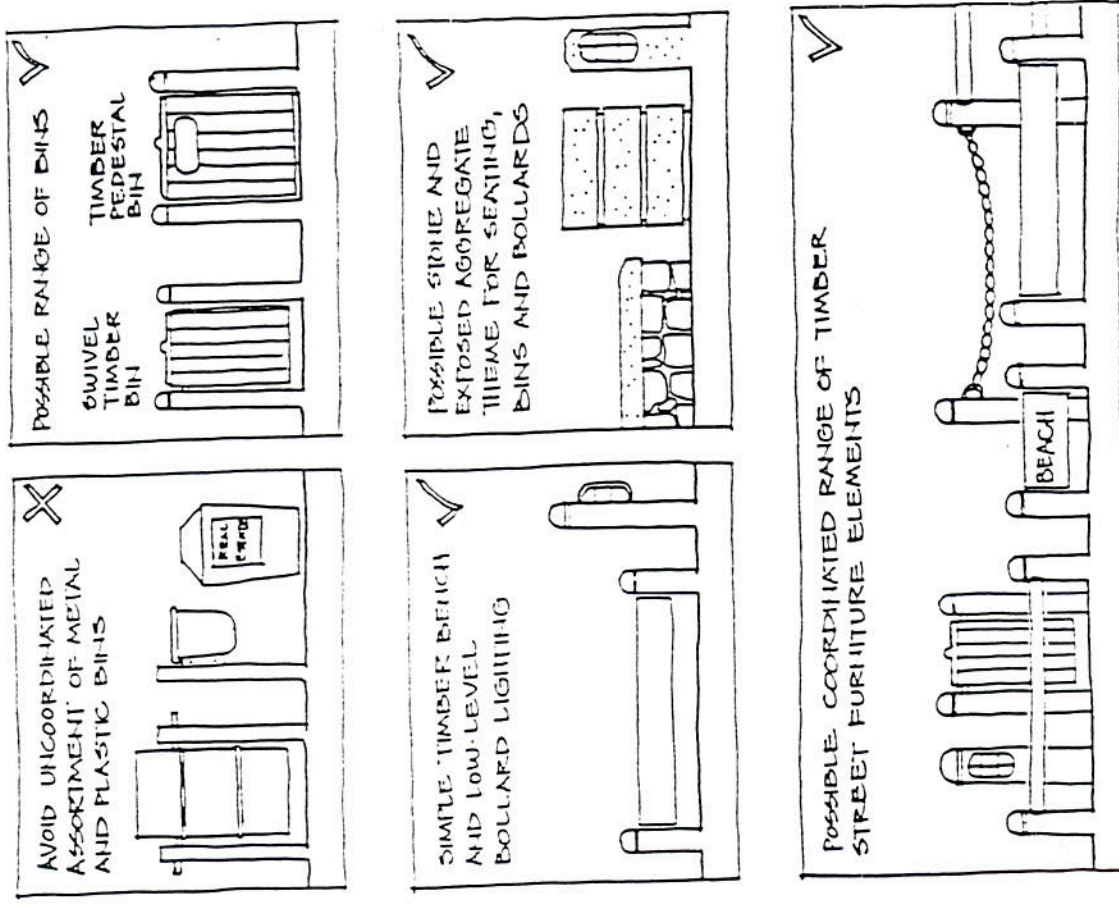
7.2 Benches have not been provided in the past, but a few could be considered at the beachfront parking area, as part of the landscape upgrading. Only simple timber bench designs should be used.

7.3 Low stone walls should be used for seating, rather than free-standing benches, to minimise visual clutter in the nature area.

7.4 Street-lighting should generally be avoided, if the natural character of the area is to be retained. Lighting in public areas should be restricted to low-level **bollard lighting** in certain public areas or along pathways. Lights could also be fixed directly onto buildings, to avoid visually intrusive poles.

7.5 Telephone lines should be relocated underground throughout the area, as these detract from the scenic quality of the village.

7.6 Electrical kiosks and sub-stations should, where possible, be incorporated into buildings. Free-standing kiosks should be painted dark green to be less visually obtrusive. Sub-stations and other utility structures should conform to the architectural guidelines recommended elsewhere in the Management Plan.



8 Signage

General Comment

A rash of uncoordinated and uncontrolled signs could potentially detract from the scenic drive, as well as the general village and nature Area.

8.1 Signs should generally be kept to a minimum. Where these are essential they should be fixed to walls or buildings, or located against a backdrop to avoid silhouette effects on the skyline. Low signs tend to be less obtrusive, and often more easily viewed by drivers.

8.2 Commercial signs used by estate agents, restaurants and B&B establishments should be limited in size, neat and without extraneous advertising.

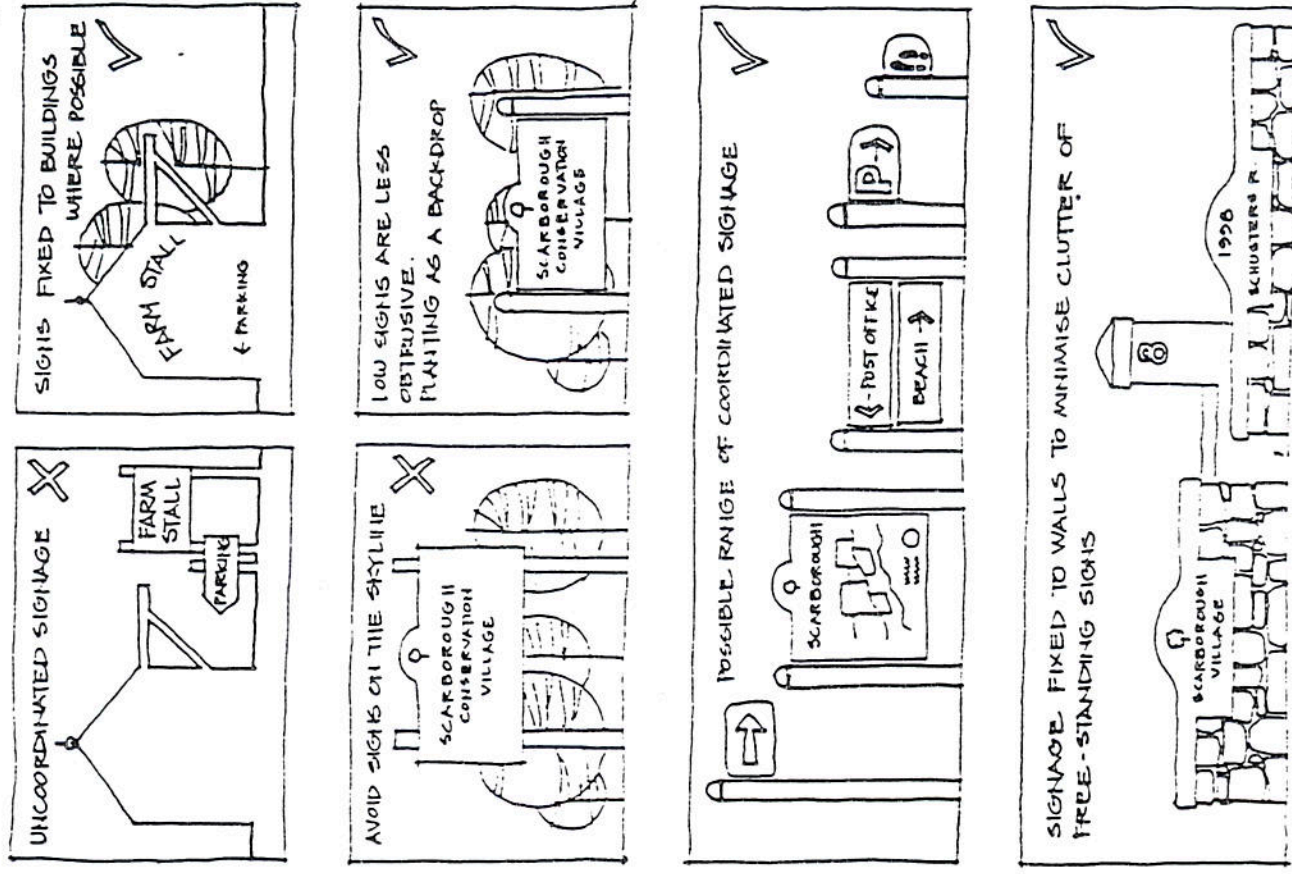
8.3 Information signs should have a distinctive colour, such as the brown used for national monuments, or similar to those provided at Cape Point. Standardised symbols should be used, as in the case of the Forestry Department.

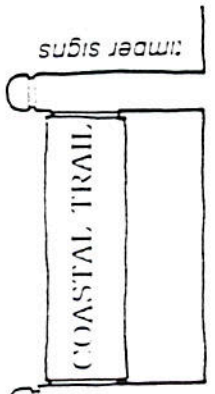
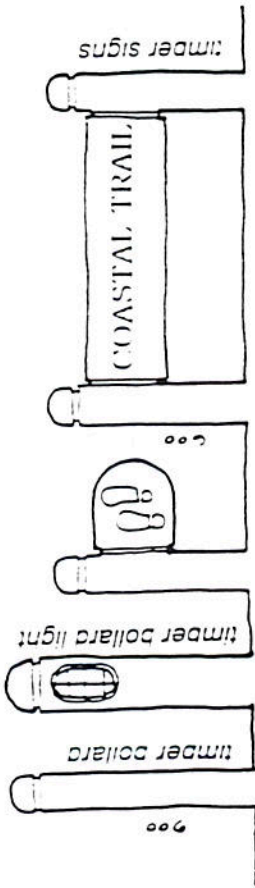
8.4 Graphics and logos could be used to promote the concept and identity of the conservation village, especially at gateways and places of interest.

8.5 The emphasis of signs should ideally be informative, rather than restrictive, and explain the need for conservation of dunes or other sensitive features, as well as safety considerations. Natural and historical information could be included.

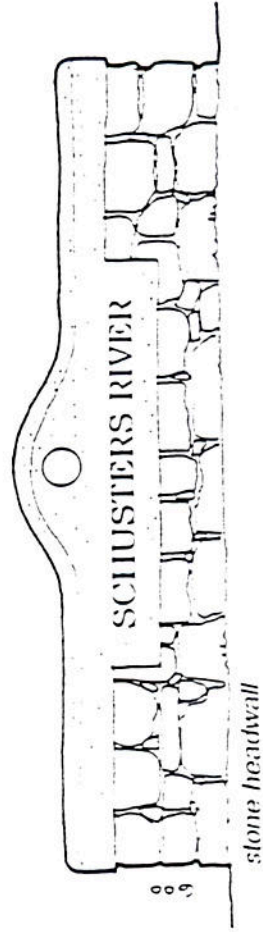
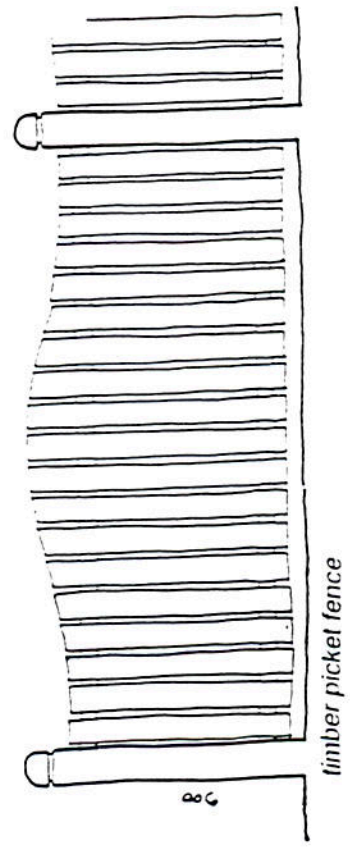
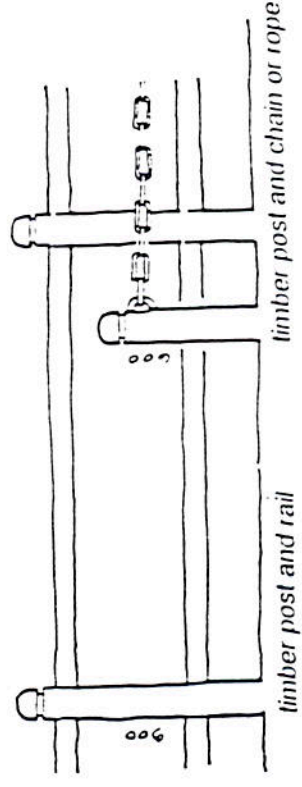
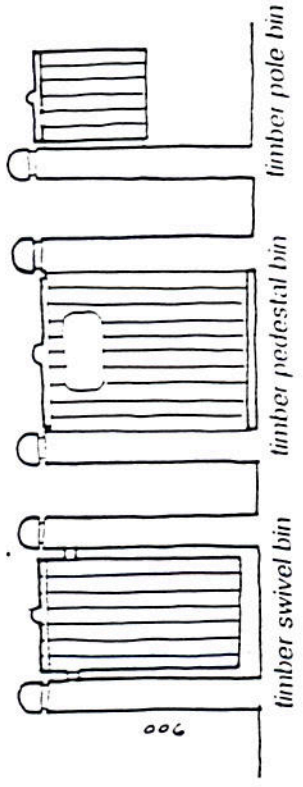
8.6 Non-essential or commercial signage should not be permitted within the scenic drive road reserve. Names of commercial enterprises should preferably be fixed directly onto buildings, and be subject to controls on size and lighting.

8.7 Advertising signage, as found on litter bins, should in particular not be permitted in the Conservation Village or Nature Area. Advertising signage should also not be permitted on boundary walls or fences facing onto the scenic drive.

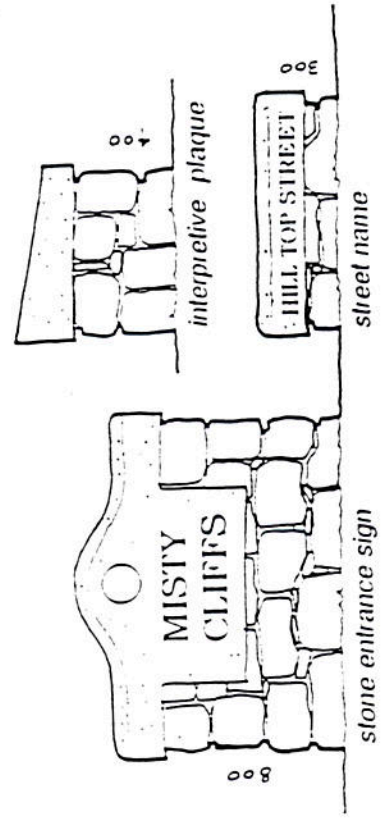




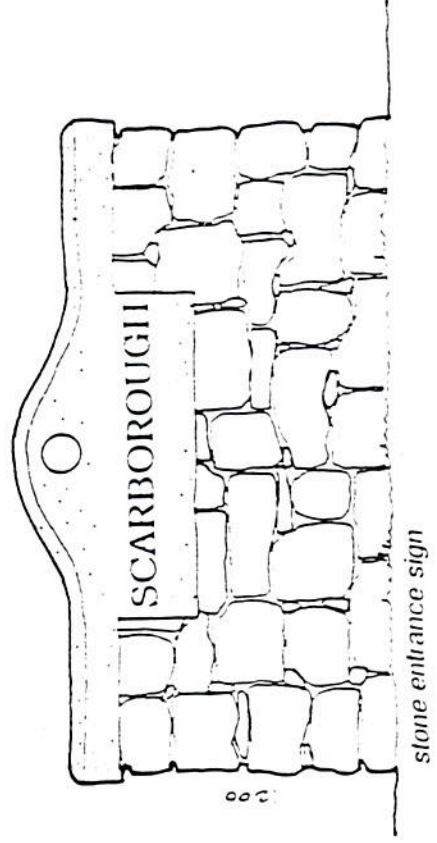
timber signs



stone headwall



interpretive plaque



stone entrance sign

9 Rates for landscape work

It is not possible to give actual estimate amounts for individual items or packages of landscaping work unless sketch plans are prepared with the quantities (areas) being calculated.

The following rates are therefore purely a guide and would need to be verified and updated - the rates include supply and labour but not VAT.

▪ Chip and spray (parking areas)	R24/sq.m.
▪ Laterite - cement (paths)	R36/sq.m.
▪ Stone edging (paths etc)	R22/m
▪ Exposed aggregate concrete steps	R125/sq.m.
▪ Stone walls	R880/cubic m.
▪ Stone bollards	R30 each
▪ Picnic tables (as per Chapman's Peak)	R600 each
▪ Picnic stools	R136 each
▪ Concrete bins with wire baskets and baboon-proof lid	R1 700 each
▪ Timber bench	R2 000 each
▪ Concrete plinth & interpretive signs	R500 each
▪ Indigenous lawn	R10-30/sq.m.
▪ Indigenous shrubs / groundcover	R30-60/sq.m.
▪ Indigenous trees (street planting)	R200 each

The following costs are normally added for the purpose of calculating estimates :

- + 5% for site preparation
- + 20% for "Preliminary & General" (contractor)
- + 10% for contingencies
- + 12.5% for professional fees
- + 14% for VAT

Note : The rates given could vary greatly, depending on site conditions, quality of finishes, quantity required etc.

Because of distance from supplies, transport costs to Scarborough would be greater.

References

- South Peninsula Municipality, May 1998; **Southern South Peninsula Local Structure Plan**, Addendum: Landscape and Building Design Guidelines, B Oberholzer L Archt.
- Scarborough Environmental Working Group, June 1996; **Proposals for the management of Scarborough as a Conservation Village**, memo.
- Desmet PG, Oct 1996; **The Conservation and Rehabilitation of the Scarborough Beach and Dunes**, memo.
- ZLH Inc. Consult. Engineers, June 1998; **Scarborough Management Plan: Services and Infrastructure**, draft memo.