



Western Cape  
Government

BETTER TOGETHER.



# Chapman's Peak Drive

Operations Centre and Toll Plaza

**February 2012**

Ministry of Transport and Public Works



Documents referred to herein are available on request from the Ministry of Transport and Public Works.

**Print Notes:** This document contains images that are colour ink intensive. However, many of these images are not clear in black and white. Users are therefore advised to use their discretion as to print in colour or black and white and as always are strongly encouraged to use electronic versions only where possible.

# Chapman's Peak Drive Summary

1. Without tolling, Chapman's Peak Drive will be permanently closed.
2. Due process has been followed from the beginning, including an extensive public participation and appeals process spanning eight years.
3. The SANParks land involved is in fact 0.022% of 970 hectares sold by Province to SANParks in 2003 for R1200.
4. The operations centre and toll plaza is vital to the operations and safety needed to manage Chapman's Peak Drive as a whole and which replaces unacceptable temporary working conditions.

Day passes will continue provided permanent tolling facilities are introduced.

## Why Do We Need an Expensive Safety System and Control Centre on Chapman's Peak?



*Images of rocks and rock slides prevented from hitting the road by the safety features installed on Chapman's Peak Drive, which the control centre is designed to maintain.*

# 1. Background

## 1915 – 1999: Early Days

When work began on Chapman's Peak Drive in 1915, there was no requirement for an Environmental Impact Assessment. If there had been, the pass would never have been built. It took four years of hacking through pristine fynbos, blasting through Cape Granite and quarrying deep into the Table Mountain Sandstone before the press-ganged convicts completed the 11km road which would become Chapman's Peak Drive.

Since then parts of the road have been widened, parts have washed away, parts have collapsed, and "Chappies" has made its way indelibly into the hearts of Capetonians and those who visit our shores. The pass has been beset by rockfalls and wildfires, and has claimed its share of human lives over the years.

Serious rockfalls and landslides were recorded in August 1977, July 1987, July 1993, August 1993 and June 1994. Chapman's Peak Drive was closed for seven months after a portion of the road washed away in May 1980.

The June 1994 events were particularly horrific and involved a number of motorists who were trapped on the pass by a series of landslides, mudslides and rockfalls.



*Original Chapman's Peak Sign.*

## 1999: Turning Point

In the last year of last century, two events took place that would shape Chappies's future, and lead directly to the now controversial toll plaza. The High Court found that the road authority had been negligent in the case of Noel Graham who had been rendered quadriplegic by a series of



*Rehab: Part of the Rehabilitation Project Led to the Construction of the Famous Half-Tunnel Canopy Structure*

landslides in June 1994, and a huge compensation claim was paid out. Then Lara Callige was killed, and her sister severely injured, in a rock fall which occurred in good weather conditions in the last few days of the millennium.

Before the impact of these events could be effectively reacted to, wildfires raging above the pass led to a series of rock falls which left Chapman's Peak Drive impassable. It would be three years before the pass re-opened, with rehabilitation costing in excess of R160M.

## 2000: Decision to Toll

It was very clear that the costs of maintaining the 9km (within toll area, the full length of the road is 11km) of scenic drive and its picnic and lookout facilities could not and should not be borne by South African taxpayers alone, most of whom would never use the pass in their lifetimes. If the iconic pass was to survive, then a sustainable solution needed to be found. In 2000 it was clear that, however unpopular, tolling would need to be introduced if the pass were to be re-opened and kept open on a safe and sustainable basis. A concessionaire was identified via a competitive bidding process which would, in turn, produce a public-private-partnership to manage Chapman's Peak Drive for 30 years, including the tolling, and shift the burden of maintenance from the taxpayer to the road user.

The concessionaire was able to obtain a R160M loan to secure the pass, using a



*Rehab: Climber Inspecting a Catch Fence*

combination of safety features, including catch-fences, netting, barring down, a half-tunnel at the most dangerous point, and a comprehensive monitoring system involving CCTV, tremor and weather detection systems.

Current opponents of the tolling methodology employed have been insistent that a novel, innovative tolling methodology should have been introduced at this point, while supporters have pointed out that the loan required to re-open the pass would not have been forthcoming for an experimental tolling system.

In December 2003, to much fanfare, and despite opposition to tolling from some quarters, Chapman's Peak Drive opened in its new incarnation as a toll road.

## 2. Due Process

### 2002: Objection to Early Toll Plaza Plans and Environmental Impact Assessment



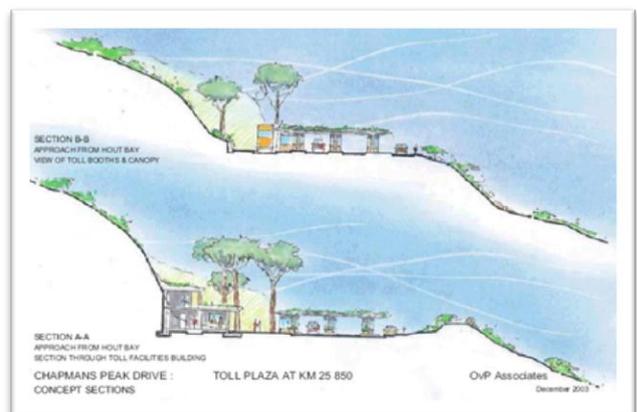
In 2002, as the rehabilitation process was still going on, plans were introduced to build toll plazas at the northern and southern ends of the pass. The larger plaza was to be located near Hout Bay, at the site of the current temporary toll booths. These plans were challenged by civil society organisations like the Hout Bay Residents Association and the Hout Bay Environmental Consortium. As a result, it was determined that a full Environmental Impact Assessment (EIA) had to be carried out prior to the plaza being constructed.

### 2003: Public Participation Process, First Round

The draft plans for the toll plaza(s) were first made available to the public in 2003 as part of the public participation process.

Ads were placed in the Sunday Times and Rapport (8 June 2003), the Cape Times and Die Burger (5 June 2003), False Bay Echo and Constantiaberg Bulletin (12 June 2003) and Hout Bay Sentinel (13 June 2003) inviting Interested and Affected Parties (IAPs) to register and provide comment.

Public Notices were erected at various locations in the surrounding areas and at either end of Chapman's Peak Drive, announcing public meetings and inviting IAPs to register.

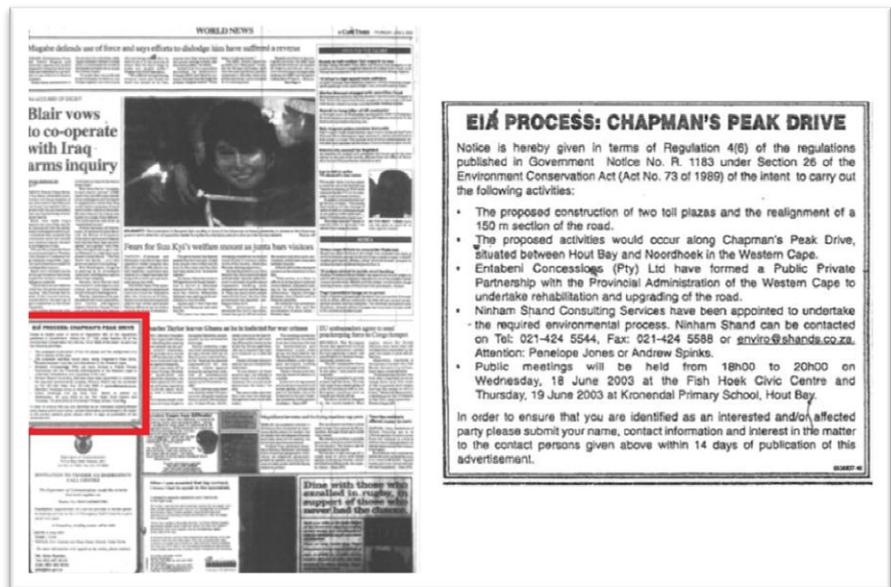


Control Centre and Toll Plaza Plans Presented during the two public participation processes. See Annexures A and B for Closeups.

Public meetings were held at Fish Hoek (18 June, 30 July), Hout Bay (19 June, 31 July) and with Chapman's Peak Community Forum on 2 August 2003.

A site visit was conducted with the Chapman's Peak Drive Environmental Monitoring Committee on 10 July 2003.

The EIA was lodged at the affected public libraries and posted online, and IAPs invited to comment further.



Public Participation: Ads were published in all major publications. This one is on page 2 of the Cape Times, June 5, 2003

## 2005: The First Record of Decision in Favour of Constructing Toll Plazas on Chapman's Peak Drive

The EIA was done between 2003 and 2005, and extensive public participation took place. From the outset, all proposals considered included a two story control building. A Record of Decision was issued in favour of the construction of the toll plaza at the quarry site at Kooëlbaai, and a second toll plaza at the Noordhoek end of the pass.

## 2008: The Second Record of Decision in Favour of Constructing Toll Plazas on Chapman's Peak Drive

The 2005 ROD was challenged by a number of groups and individuals, and following further rounds of public participation, a second ROD was finally issued in 2008 by then Minister of the Environment, Marthinus van Schalkwyk, again approving the two toll plazas.

## 2008-2009: The Concessionaire Agreement Under Scrutiny

By the end of 2008, however, a comprehensive due diligence was undertaken by a task team of legal and technical experts on the concessionaire agreement. While finding no irregularities in the contract, the task team highlighted two bones of contention. These were the concessionaire's frustration at the five years of delays getting construction of the plaza going, and the Province's frustration with repeated (and lengthy) road closures, which the public, under the existing contract, had to pay for.

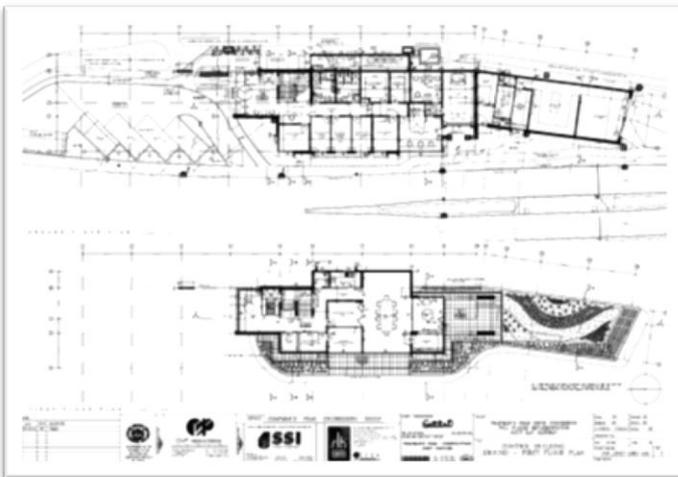
## 2009 – 11: New Administration and Conclusion of Amended Concessionaire Agreement

2009 saw the arrival of a new administration. Nine years had passed since the decision to toll and six years of due process had been followed towards the building of the operations centre and toll plaza. A lengthy process of renegotiating certain elements of the contract began. In March 2011, the so-called Third Amendment agreement was signed, which brought an end to unilateral closures of the pass and the burden on the public purse of compensating the concessionaire during closures.

With two successful ROD's behind it, a new agreement and a successful working relationship established between Province and the concessionaire keeping the pass and its tourism facilities both open and at their best, it appeared that construction of the single remaining planned toll plaza would now proceed without further delay.

### 3. Toll Plaza

#### 2008: Final Design



*Controversial: Plans for Chapman's Peak Drive Operations Centre and Toll Plaza. See Annexure C for Closeup. Pdf of plans available at [westerncape.gov.za/chapmanspeak](http://westerncape.gov.za/chapmanspeak)*

In 2008, final design of the plaza within the framework laid down by the Record of Decision began. The five years of working out of the temporary facilities helped identify exactly what was required for an efficient operation. The toll plaza element of the design was reduced substantially when compared to the 2003 design (see Annexure B for comparison).

Opposition to the second ROD in favour of the plaza and the negotiations over the Third Amendment delayed the project again.

#### World Class Tourist Destination, Third World Working Conditions

In the mean-time, the operator continued to operate out of the temporary facilities constructed in 2003. Intended for use for a matter of months, these consist of six shipping containers stacked two stories high and four fibreglass toll booths. The staff, who man the 24 hour tolling operation, and keep the pass safe and its facilities clean for tourists and visitors, and pick up the mess they leave behind, number 57. This includes management, administration, secretarial support, technicians, supervisors, route patrollers, toll booth operators, maintenance staff and a cleaner. They come primarily from local communities, particularly Hangberg and Imizamo Yethu. Even though poverty and unemployment is rife in these communities, many choose to move on, simply because of the

extremely difficult and sometimes dangerous working conditions. Toll booth operators in particular struggle with the eight hour shifts in the fibreglass boxes, where temperatures soar in summer and plunge in winter. Eight years of using port-a-loos while the machinery of due process grinds through the gears has also taken its toll, and the operator estimates as many as 200 employees have departed over the years, about 50% of staff year on year, with working conditions a major factor in many resignations.

Staff remain very vulnerable to crime at the facility, and on 7 June 2010, in one of four robberies which have taken place at the temporary plaza, a female staff member was severely beaten by criminals.



*Temporary Plaza: Male and Female Port-a-Loos*

## Toll Plaza Specifications Developed

Dignified and safe working conditions for the staff, including proper toilets, had become a significant element of the design for the new toll plaza long before 2008.



*Eight Years, Not Eight Months. The Temporary Facilities.*

Other considerations included the need for security, both to protect the staff and to protect monies collected from the toll booths. A facility to efficiently monitor the pass's CCTV operation (which covers the entire pass and serves primarily as an early warning system for rockfalls and wildfires, as well as a security measure) was required. Offices for staff were included in the scope, as was a conference room which would serve as a meeting and training facility, preventing time-consuming and inefficient trips backwards and forwards to Hout Bay. The conference room would also double as a command and control centre in the event of an emergency.

Like the current incongruous and unsightly stack of shipping containers, the new design is two stories, although its subdued design and landscaping means far less visual intrusion into the natural setting than the container stack. The office and reception area measure about 440m<sup>2</sup> and stores and maintenance facilities about 170m<sup>2</sup>. It is the minimum amount the operator believes is required to run a world class facility efficiently and with dignity for staff, an opinion based on eight years' experience of managing Chapman's Peak Drive.



*Old and New: The Approach From Hout Bay. See Annexure D for Closeup.*

Staff offices are very modest and range from a tiny 8m<sup>2</sup> to a modest 12.4 m<sup>2</sup> for the General Manager and additional extras such as individual lockers and a waste facility had to be scrapped.

The building will be air-conditioned and the offices carpeted.

The building is not visible or audible from Hout Bay and only visible from certain points out to sea.

The cost of building the operations centre is approximately R52,556,708, to which the Province will contribute R25M, which is to be recouped from toll fees.

R 52,5 m. TOTAL COST
R. 6,5 m. VAT
R. 6,7 m. Design/Supervision/ Approval
R. 6,6 m. Electronic Toll Collection
R. 0,5 m. Landscaping
R. 10,5 m. Earthworks, roads and hard landscaping.
R. 3,8 m. Lateral support and making safe of unstable quarry face.
R. 2,6 m. Electrical supply and reticulation.
R. 1,5 m. Bullet proofing and strong room.
R. 1,0 m. Miscellaneous
R. 12,1 m. Building works
R. 1,7 m. Stone cladding for aesthetic purposes.

## 4. Location of the Toll Plaza and SANParks

### Toll Plaza Siting

The toll plaza is located opposite the entrance to the exclusive Tintswalo Atlantic luxury hotel, which is part of the world renowned Tintswalo chain. The hotel is one of many commercial operations located on SANParks land and within national parks. Revenue from these operations is a key aspect of maintaining South Africa's natural and cultural heritage. The plaza will be located within a quarry used for procuring road building material during the construction of the pass, which means the current scarring will be obscured and the buildings recessed from the drive to lessen their visual impact. Although the site is approximately 2.5km south of Hout Bay, it is not visible from the beach or harbour areas, but is well situated to serve as a central point for managing the operations of Chapman's Peak Drive, and functioning as an incident control point in the event of an emergency



Location of the Operations Centre and Toll Plaza

on the pass. The operations managed from the plaza extend for the full length of the drive, the picnic and toilet facilities along its length. Chapman's Peak Drive has a very high level of engineered safety features, particularly on its southern side. Through a management agreement with SANParks, management operations also extend to the slopes alongside the drive, necessary for maintenance of catch nets and fences, gabion retaining walls and other safety features.

## SANParks

While the Provincial government owns the road reserve extending 12.5m out on either side of the road for the length of the pass, a portion of the development, 2100m<sup>2</sup> in size, will be located on land formerly belonging to SANParks. This land was part of an erf which, along with eleven other erven totalling approximately 970 hectares, was sold for R1200 to SANParks by the Province in 2003, but only registered in SANPark's name on the 31<sup>st</sup> October 2006. The erf in question was Farm 906 Helsingden, a 51 hectare farm once owned by the famous Labia family. The SANParks land involved is 2100m<sup>2</sup> of this 510,000m<sup>2</sup>, or less than 0.5% of the erf. No land whether belonging to SANParks or the Provincial government will be given to the concessionaire. The space is currently used for maintenance and storage of supplies such as fencing and posts used to maintain safety features on the pass, and which will in future be stored off site in Tygerberg, with emergency supplies only kept on site.

The land in question was returned to the Province and incorporated into the Provincial Road Reserve in 2011.



Helsingden, the 510,000m<sup>2</sup> farm sold to SANParks in 2003.

## 5. Free Access to Chapman's Peak Facilities To Remain

### Day Pass System Can Stay in Place

The current temporary arrangements mean that the management of Chapman's Peak Drive is split between the temporary toll plaza and offices in Hout Bay. The costs of the inefficiencies involved, as well as the costs of managing the day pass system are being subsidised by the Province.

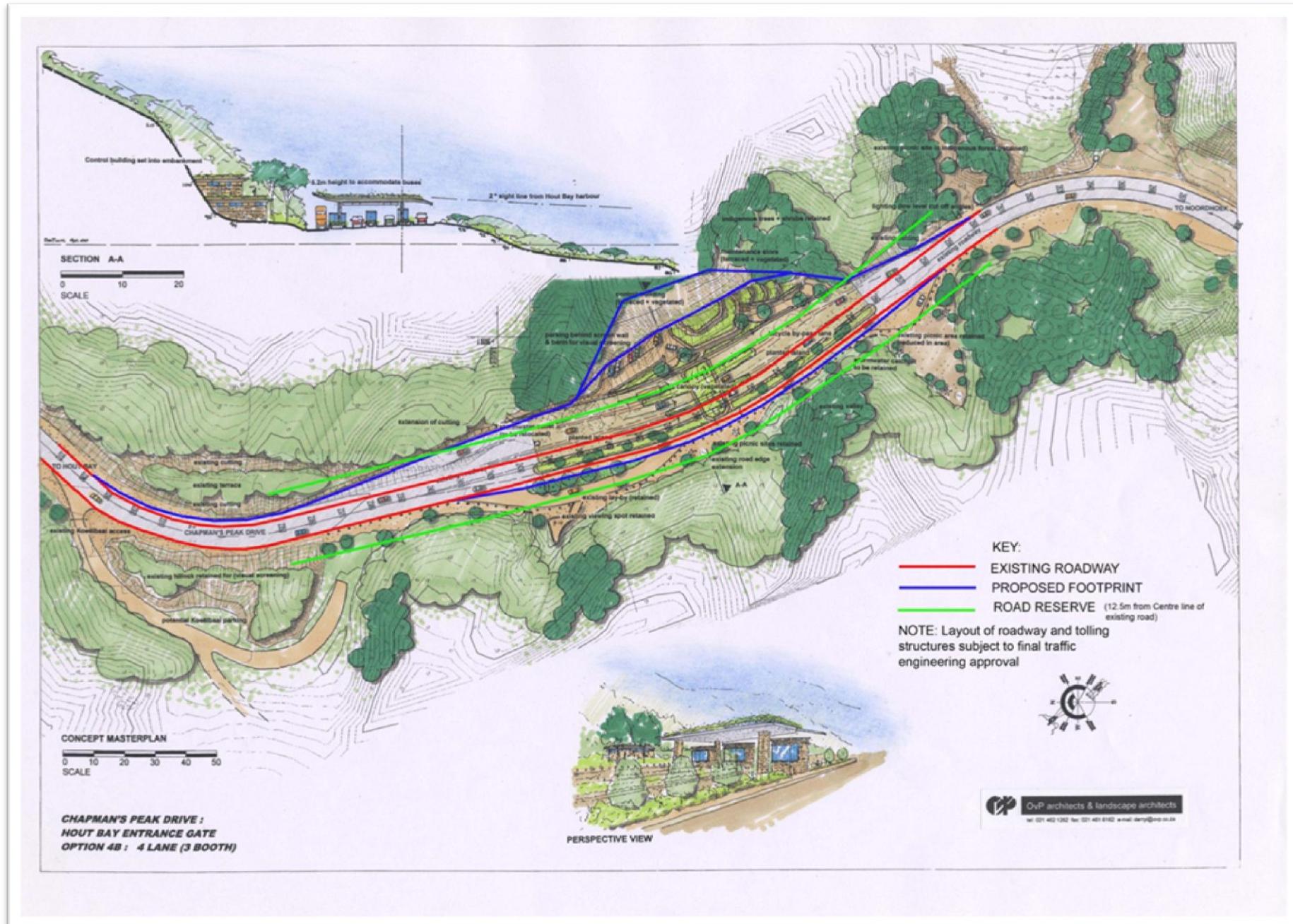
Once a permanent operations centre is in place, the costs savings will be sufficient to allow the Day Pass system to stay in place.

Wild Card holders will continue to enjoy discounted access. Access to picnicking, hiking and lookout facilities on either side of the toll plaza will remain.

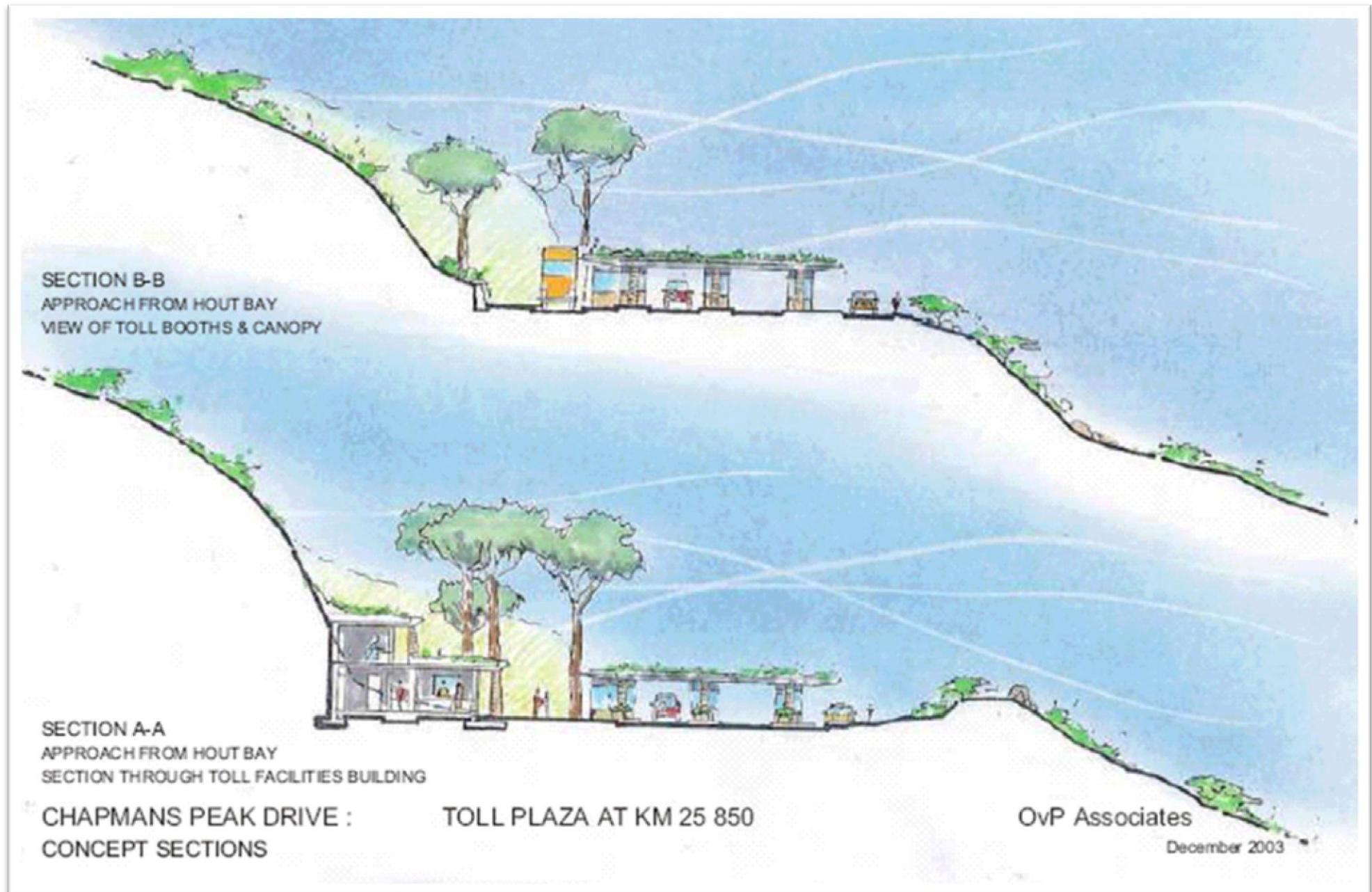


Picnicking on Chapman's Peak Drive

## Annexure A: Close Up of Control Centre and Toll Plaza Plans Released During Public Participation Process

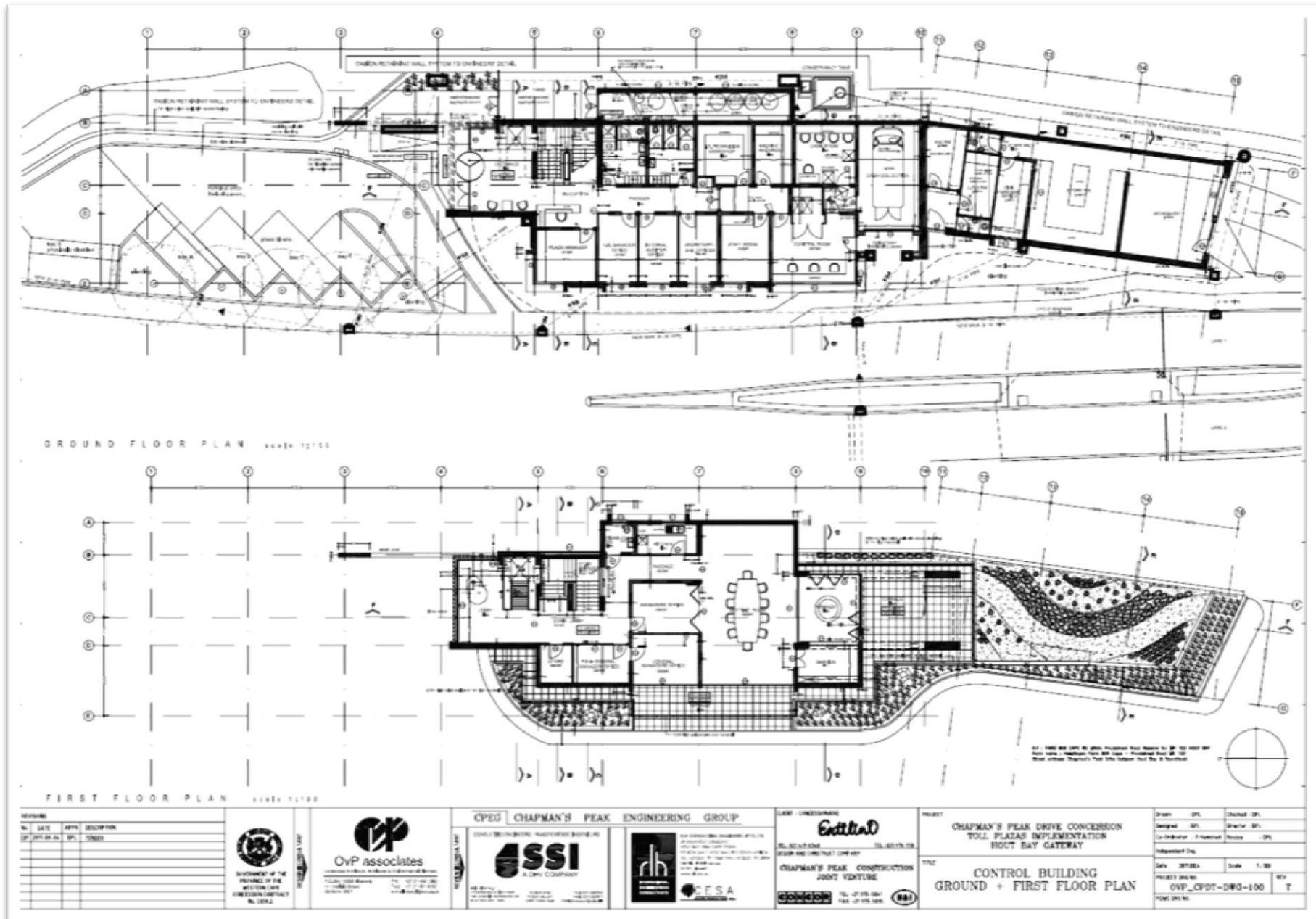


## Annexure B: Close Up of Control Centre and Toll Plaza Plans Released During Public Participation Process





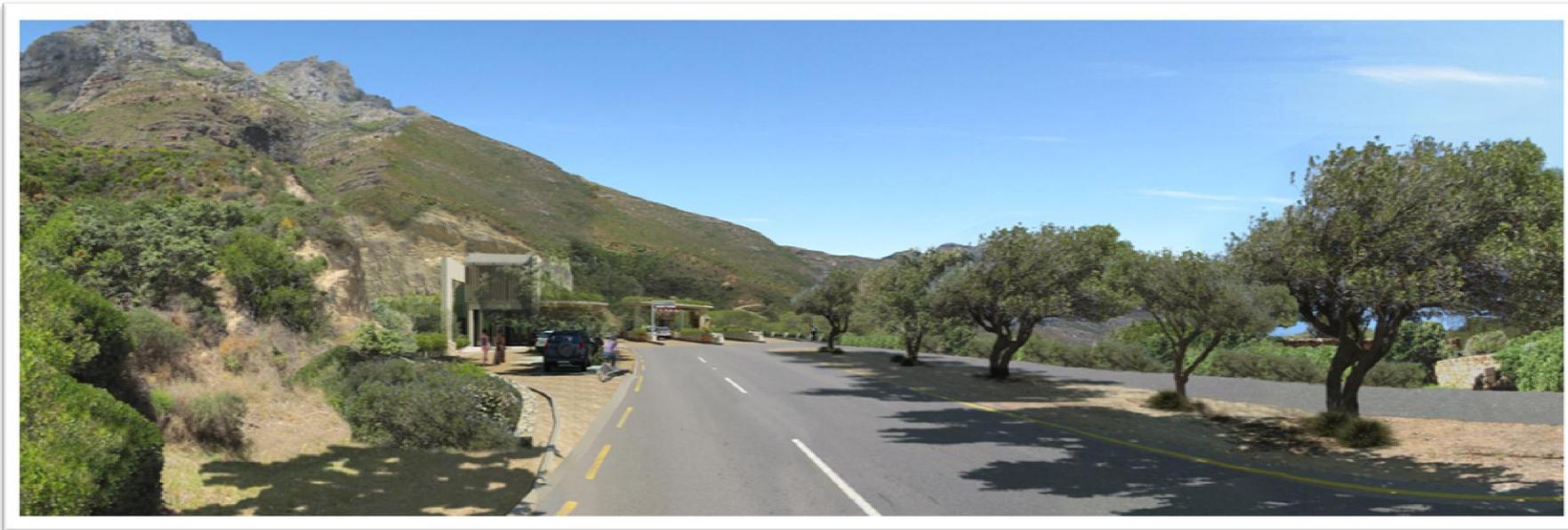
# Annexure C: Close Up of 2008 Toll Plaza Plans



## Annexure D: 3D Modelling Views of Operations Centre and Toll Plaza



Approaching From The South



Approaching From The North