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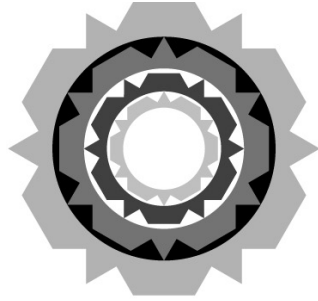
POLICY

PARKS DEVELOPMENT – (POLICY NUMBER 37181)

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CITY OF CAPE TOWN



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Parks Development Policy

FINAL

28 January 2015

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DEFINITIONS

“**Asset Life Cycle**” refers to the cycle of activities that an asset goes through starting with the planning and design, initial acquisition, cycles of operations, maintenance and capital renewal, and finally disposal;

“**Capital investment framework**” means the framework for identifying and prioritising capital projects for implementation in the following financial year and medium-term period which aligns with the City’s Integrated Development Plan (IDP) and the objectives and strategies of the City Parks department;

“**City**” means the City of Cape Town, a municipality established by the City of Cape Town Establishment Notice No. 479 of 22 September 2000, issued in terms of the Local Government: Municipal Structures Act, 1998, or any structure or employee of the City acting in terms of delegated authority;

“**City Parks**” means the City Parks Department in the City of Cape Town;

“**Community Park**” means land zoned ‘public open space’ of a smaller scale which serves the informal recreational needs of the immediate local community or neighbourhood;

“**Council**” means the Council of the City of Cape Town,;

“**District parks**” means land zoned ‘public open space’; usually of a large scale which provides a variety of recreational facilities, which serve the needs of several surrounding local communities or suburbs and to which people may be prepared to travel some distance;

“**integrated recreational facilities**” can be likened to a district park which also incorporates formal sporting fields and facilities, and integrating with other public facilities such as a hall, a library or a health clinic in a cluster for the convenience of users;

“**park**” means an area of public open space provided for recreational use;

“**parks management plan**” a plan for a single or a number of similar parks which is focussed on achieving the desired level of management and maintenance while planning for the best use of resources throughout the asset lifecycle and replacement schedule;

“**recreational facilities**” means facilities that cater for specific types of play, e.g. skateboarding ramps, climbing walls, specialised surfaces for ball games;

“**Smart parks**” is a newly launched project that seeks to provide the most under-served communities with high quality, sustainable park facilities, which are safe and easily accessible. The location of such parks will be strategically chosen and designed so that they are clustered around existing community facilities and are in line with the mixed land use concept;

“**Transport for Cape Town**” is the name of the directorate in the City of Cape Town dealing with transport issues; and

“**typology**” means a classification according to a general type.

ABBREVIATIONS

CTSDF: Cape Town Spatial Development Framework

IDP: Integrated Development Plan

IMEP: Integrated Metropolitan Environmental Policy

POS: Land zoned as Public Open Space and falling within the function of City Parks

SDS: Social Development Strategy

1. PROBLEM STATEMENT

- (1) Attractive and well-developed parks provide people with access to open space and nature, which is known to confer certain health benefits and enhance well-being and provide opportunities for physical activity. Parks may also have a positive impact on the environment and help to mitigate against air and water pollution. Research also indicates the benefits that recreational activities provide for children and adults by promoting social interaction and also a reduction in crime. The economic benefits are also well documented and range from increased property values to tourism and attracting and retaining businesses and residents.
- (2) With a limited resource allocation, it is not possible for City Parks to meet all the demands for the development of parks. It is essential that resources are allocated to where there is greatest need and used in the most effective manner to deliver quality parks.
- (3) There is a need for a policy to ensure consistency in decision-making relating to the development of new parks, upgrading of parks and the provision of facilities which will meet the needs of communities and safeguard the long term sustainability of these amenities, while ensuring a satisfied user.
- (4) Hence, the 2005 City Parks Development Policy requires review as it does not satisfactorily address the needs of community.

2. DESIRED OUTCOMES

- (1) This policy seeks to provide a high-level, cohesive and robust framework to guide decision-making when requests are received for a new park development, upgrading of an existing park or the provision of specific recreational facilities in a park. Such requests may come from the community leaders, members of the public or organisations.
- (2) The overarching aims of this policy is to -
 - (a) develop parks that satisfactorily address the needs of communities; and
 - (b) ensure the long term sustainability of park developments, particularly in situations where capital and operating resources are limited.
- (3) The City of Cape Town recognises the important role that parks and recreational facilities can play in the lives of residents and visitors and is committed to providing facilities in its parks that -
 - (a) are of a high quality;
 - (b) are safe and accessible;
 - (c) are attractive and stimulating to users, especially children; and
 - (d) meet the varying needs of community and special interest groups, e.g., the physically challenged.
- (4) Parks may also contribute to other outcomes, including -
 - (a) community pride and ownership;

- (b) environments that are appreciated, protected and sustained for future generations by taking into consideration 'green' techniques and technologies, for example: types of permeable paving, low energy lighting options, play structures that generate energy, the re-use of water and harvested alien vegetation and recycled building materials;
- (c) healthy individuals and communities by providing opportunities for informal sport and recreation and spaces that improve psychological wellbeing ;
- (d) an increase in income streams via advertising, events and sponsorships;
- (e) economic opportunities via tourism, leased facilities or concessions; and
- (f) conservation of Cape Town's highly threatened natural heritage through stewardship or management agreements.

3. STRATEGIC INTENT

This policy aligns with a number of overarching strategy documents that inform the City's priorities as follows:

Integrated Development Plan

- (1) This policy is aligned with the following strategic focus area objectives of the IDP:
 - (a) **The Caring City:** As a caring city, the City of Cape Town strives to provide access to community services for those who need them. This programme of the IDP suggests that the City will explore the potential for innovative collaborations with corporates and civil society to develop and maintain parks.
 - (b) **The Inclusive City:** An inclusive city is one where everyone has a stake in the future and enjoys a sense of belonging. The provision of parks and community facilities contributes towards providing the spaces and opportunities to build more integrated communities. In terms of the IDP, the 'City will strive to plan, implement and manage new community facilities in a joint, integrated, clustered, multifunctional manner with internal and external partners. In this way, it will minimise capital development and operational costs, and maximise community use, ownership and pride.' The IDP further provides that 'City Parks will aim to provide parks that are "custom-made for the surrounding communities that are safe, of high quality and, where possible, integrated with other community facilities.'

City Development Strategy and ONECAPE2040 agenda

- (2) Policy-making in the City is informed by the 'six transitions' identified in the OneCape2040 strategy developed by the Western Cape Economic Development Partnership. The OneCape2040 is interpreted specifically for the City's needs by the City Development Strategy. In this instance, the Settlement Transition is relevant because it aims to ensure the development of accessible neighbourhoods and communities that are provided with good public services and rich in opportunity for a good quality of life for all.

Social Development Strategy

- (3) The SDS sets out the medium term strategy of the City for maximising and promoting social development. The SDS describes the important role that parks can provide in creating inclusive communities, i.e. 'Promote and foster social interaction through recreational and active citizenship opportunities'. Furthermore, social programmes in City Parks are seen as interventions which aid in crime prevention, youth development and as part of a method to addressing substance abuse. In this way, parks are viewed as assets that can be used for a variety of purposes in order to promote social development.

Cape Town Spatial Development Framework

- (4) The CTSDF views parks as both natural assets and destination places. Strategy 3: "Build an inclusive, integrated, vibrant city" has implications for this policy and the relevant sub-strategies and policies may be summarised as follows:
 - (a) Encourage integrated settlement patterns by ensuring that development proposals provide an adequate *and* equitable distribution of community facilities, recreational space and public institutions; and
 - (b) *Promote accessible, citywide destination places* by developing high-quality, accessible destinations and public spaces in newly developed and historically disadvantaged areas.

Integrated Metropolitan Environmental Policy

- (5) The IMEP outlines the way in which the City intends to implement its commitment to the principles of sustainable development. The 20 year vision of the IMEP includes the adequate and well-distributed open spaces for recreation and sustaining biodiversity and the general policy principles of the IMEP inform the review and development of the Parks Development Policy.

Urban Design Policy, 2013

- (6) The Urban Design Policy guides and directs design considerations in respect of individual proposals so that the public environment is improved. The following objectives are of relevance to the Parks Development Policy -
 - (a) Objective 2: Ensure that development contributes to improved quality of the public realm and public spaces;
 - (b) Objective 3: Ensure that developments contribute to the creation of safe and secure communities;
 - (c) Objective 5: Promote development intensity, diversity and adaptability;
 - (d) Objective 8: Development should protect, value and enhance the natural environment through sustainable design; and
 - (e) Objective 9: Development should respect and enhance the heritage, character and unique identity of the city and its neighbourhoods.

4. POLICY PARAMETERS

- (1) The asset lifecycle of a park includes -
 - (a) **Planning** which is described in the Capital Investment Framework;
 - (b) **Design and development** which is set out in this policy; and
 - (c) **Management and maintenance** which is set out in individual Parks Management Plans and guided by City norms and standards.
- (2) This policy deals specifically with the phase of work where designers and landscape architects, in consultation with stakeholders, design and develop new or upgrade older parks in terms of an asset replacement programme.
- (3) This phase of work bridges the gap between a planning phase and a maintenance and management phase of work.
- (4) The policy excludes -

- (a) the planning for provision of POS and final site selections;
 - (b) the maintenance and management of developed POS;
 - (c) programming and events on POS;
 - (d) matters relating to the provision of facilities for formal sport;
 - (e) all matters relating to cemeteries and crematoria; and
 - (f) other related functions and services for which alternative policies exist or can be formulated, for example the Tree Policy.
- (5) This policy may include the development of land for recreational purposes, if the land in question is NOT zoned POS, but only when the development is intended to serve informal settlements or temporary residential areas and there is a formal agreement with the relevant department regarding the development and the longer term management of the site.

5. ROLE PLAYERS AND STAKEHOLDERS

- (1) City Parks is the principal role-player responsible for implementing the policy as well as administering its review and evaluation.
- (2) Key internal stakeholders will include the Mayco member, Portfolio Committee and Executive Director responsible for Community Services.
- (3) The policy has some transversal implications. The internal role-players are shown below:
 - (a) Community Services Directorate;
 - (b) Human Settlements Directorate;
 - (c) Tourism, Events and Marketing Directorate;
 - (d) Economic, Environmental and Spatial Planning Directorate;
 - (e) Transport for Cape Town;
 - (f) Social Development & Early Childhood Development Directorate; and
 - (g) Safety and Security Directorate.
- (4) When necessary, the following external stakeholders will be consulted in the implementation of this policy:
 - (a) National Department of Public Works;
 - (b) National Department of Sport and Recreation;
 - (c) Western Cape Provincial Government Department of Education;
 - (d) Western Cape Provincial Government Department of Cultural Affairs and Sport;
 - (e) Relevant "Friends" groups
 - (f) National Parks Board;
 - (g) Housing Development Agents;
 - (h) Park users;
 - (i) Sub-councils and Civil Society; and
 - (j) Businesses.

6. REGULATORY CONTEXT

This section lists the relevant legislation and policies that provide context to this Parks Development Policy.

Legislation:

- The Constitution of the Republic of South Africa, 1996 (Act No. 108 of 1996)
- Water Services Act, 1997 (Act No. 108 of 1997)
- Environmental Conservation Act, 1989 (Act No. 73 of 1989)

- National Forest Act, 1998 (Act No. 84 of 1998)
- Conservation of Agricultural Resources Act, 1983 (Act No. 43 of 1983)
- National Environmental Management Act, 1998 (Act No. 107 of 1998)
- Land Use Planning Ordinance, 1985 (Act No. 15 of 1985)
- National Environmental Management: Biodiversity Act, 2004 (Act No. 10 of 2004)
- Local Government: Municipal Systems Act, 2000 (Act 32 of 2000)
- Local Government: Municipal Structures Act, 1998 (Act 117 of 1998)
- Occupational Health and Safety Act, 1993 (Act No. 85 of 1993)
- City of Cape Town: Graffiti By-Law, 2010
- City of Cape Town: Outdoor Advertising and Signage By-law, 2001 (As amended)
- City of Cape Town: Public Parks By-law, 2010
- City of Cape Town: Informal Trading by-law, 2009(As amended)

Policies, Frameworks, Strategies and guidelines

- Integrated Development Plan
- City Development Strategy & ONECAPE2040
- Social Development Strategy, 2013
- Economic Growth Strategy, 2013
- Cape Town Spatial Development Framework, 2012
- Integrated Metropolitan Environmental Policy, 2001
- City of Cape Town Biodiversity Strategy, 2003
- Floodplain and River Corridor Management Policy, 2009
- Tree Policy, 2002
- Cellular Telecommunication Infrastructure proposed in Public Open Spaces, 2011
- Film Policy and Protocol, 2004
- Urban Design Policy, 2013
- Events Policy, 2013
- Gated Development Policy, 2007
- National Water Conservation and Water Demand Management Strategy, 2013
- City Parks Maintenance Standards, 2010
- Cape Town Zoning Scheme, 2012
- Greening Strategy, 2010
- Informal trading Policy, 2013
- Summary guidelines and standards for the planning of City of Cape Town social facilities and recreational spaces, CSIR, 2010
- Evaluation of community social facilities and open space in City of Cape Town: current provision and optimal location of new facilities for 2016, CSIR, 2010

7. POLICY DIRECTIVES

- (1) City Parks uses typologies to distinguish different categories of parks and the services that are provided in each. In the context of this policy, these include integrated recreational facilities, district parks, smart parks and community parks.
- (2) The Parks Development Policy provides broad direction rather than detailed prescriptions and are based on the following basic principles:
 - (a) Design for sustainability: Parks must be developed and upgraded to a high standard and in an appropriate manner to preserve and enhance existing infrastructure and to ensure that scarce natural and financial resources are used most effectively.
 - (b) Design with community: The City provides a service to its community. It is essential that communities are properly and adequately consulted to ensure that their needs are

understood so that the City provides an enabling environment where partnerships can be formed and mutual benefits derived.

- (c) Design for use: Parks should provide opportunities for community to improve their quality of life. The success of a park can be measured by the number and degree of satisfaction of its users. As a minimum, facilities should reflect the needs of community and, where applicable, the special needs of sectors of community should also be addressed. Parks should be provided in a safe environment.
 - (d) Design for integration: Where appropriate, City Parks will encourage the development of parks which cluster the provision of a broader selection of informal and formal community facilities to allow for easier access.
 - (e) Design to create economic opportunities: Facilities, advertising and sponsorships should be designed and conceived in such a manner that they provide opportunities for creating jobs and for generating income without compromising the aesthetics of the park.
- (3) The upgrade or development of a park shall be guided by the City Parks Capital Investment Framework.
- (4) Each new development or upgrade shall be governed by a plan which shall be guided by the provisions set out below:
- (a) Design for sustainability
 - (i) City Parks shall use previous experience, sound design specifications and quality materials to limit the maintenance implications and operating costs and to extend the life-cycle.
 - (ii) City Parks shall limit vandalism by promoting the supply and installation of well designed, robust recreational facilities and by promoting community ownership of parks.
 - (iii) In line with its Greening Strategy, City Parks shall carefully select plant species that are well adapted to local climatic conditions to ensure the long-term sustainability of the landscape. Well-adapted local indigenous species, which may also reduce maintenance costs, are the preferred choice.
 - (iv) In line with the City's Water Demand Strategy and its own Greening Strategy, City Parks shall design parks carefully so that scarce water resources are not wasted but used efficiently and effectively to establish and maintain plant material.
 - (v) City Parks shall be the final decision maker regarding the approval or rejection of development plans for projects proposed on POS under its jurisdiction.
 - (vi) The Planning and Building Development Management Department shall circulate all landscape plans for park development on City-owned land to City Parks for its approval, comment or rejection.
 - (vii) Capital costs may not be allocated for the development of parks if adequate operating budget has not been provided to maintain and ensure the sustainability of the project.
 - (b) Design with community
 - (i) City Parks shall engage with the local community in the vicinity of the proposed park to properly understand their needs.

- (ii) City Parks shall promote and facilitate collaborations in the development and maintenance of parks with “Friends” groups, businesses, communities, donors and other departments, provided that there are mutual benefits and that adequate consultation has occurred with the community.
 - (iii) City Parks shall ensure that suitable formal agreements, for example, partnerships or memoranda of agreements, are prepared and signed by all parties to mitigate risk and promote collaboration, and that these are reviewed periodically in line with the City’s delegations.
- (c) Design for use
- (i) City Parks must –
 - (aa) provide user friendly and safe access wherever possible to all POS to ensure maximum utilisation of facilities;
 - (bb) provide visually permeable fencing in preference to walls or barriers which impair surveillance;
 - (cc) provide suitable facilities at parks which shall be determined by recreational need, demographic profile of a community, safety and sustainability factors;
 - (dd) provide specialised equipment or facilities (for example, equipment for physically challenged children) in a limited number of carefully planned and selected parks, which are easily accessible to targeted groups;
 - (ee) permit the use of bicycles by young children in appropriate zones within parks, which shall be indicated by suitable signage;
 - (gg) support the use of bicycles as a means of transport and the development of a network of cycle paths in parks across the City provided that Transport for Cape Town finances such development and its future maintenance. The safety of other park users shall be considered paramount in the decision-making on the use of bicycles;
 - (hh) provide appropriate signage at its parks to ensure that the Public Parks By-Law and any other relevant regulations can be properly administered. The signage shall be standardised and shall meet the branding requirements of the City;
 - (ii) depending on financial constraints, endeavour to provide safe surfaces e.g. rubberised matting, around the base of all new play equipment. A programme to replace hard surfaces at old playgrounds will be implemented over time; and
 - (jj) consider proposals for water features based on the merits of each proposal, particularly taking into account location, safety, maintenance considerations and the impact on operating costs.
 - (ii) City Parks may –
 - (aa) provide suitable fencing or other barriers in appropriate locations, when necessary, to meet specific needs of community and users, to define boundaries or to address issues such as safety and security;
 - (bb) only provide ablution facilities at district parks, provided that operating funding is available for their upkeep and long-term maintenance requirements. In exceptional circumstances, City Parks will provide ablutions on other POS if written permission is received from the delegated authority;

- (cc) provide braai facilities within specific parks, provided that these areas are designated with suitable signage and can be satisfactorily managed;
 - (dd) provide ramps or tracks for skateboards and BMX-type bicycles in specific parks, provided that these areas are designated with suitable signage and can be suitably managed; and
 - (dd) identify portions of POS where opportunities may be created for individuals or community groups to express their interests in horticulture, gardening, landscaping and greening projects, so as to enhance the aesthetics and horticultural value of the immediate community and the city at large.
- (iii) City Parks may not –
- (aa) provide formal sporting facilities in its parks, where club practices and league matches might be expected to be held; and
 - (bb) provide lighting in parks to prolong the hours of use. City Parks will only provide lighting where safety of park users is considered an important factor. Lighting of non-motorised transport access routes may be provided should the Transport for Cape Town consider it necessary and be prepared to finance the developmental and operating costs thereof.
- (iv) City Parks may permit the development of wet or dry retention ponds on its POS, provided that -
- (aa) City Parks has been part of the planning process;
 - (bb) the recreation potential/requirements of the site are not negatively impacted by the proposals;
 - (cc) safety issues have been adequately addressed; and
 - (dd) a service level agreement is in place specifically addressing the long term impact of increased operational costs for the maintenance of the open space.
- (d) Design for integration
- (i) City Parks may develop integrated recreational facilities in formal agreement with other departments in the Community Services Directorate, where the main aim would be to cluster a selection of informal and formal recreational and related facilities. Such facilities could include formal sports fields, spray parks, playground equipment, skateboard ramps and BMX-type bicycle tracks. The purpose of these partnerships could be to integrate the use of limited resources, to fulfil the needs of users and to benefit from economies of scale.
 - (ii) Service Level Agreements will be put in place to ensure that the management and maintenance of these facilities is provided for.
 - (iii) It is in such integrated facilities that a mix of formal and informal facilities may occur; under any other circumstances formal sports facilities would not be provided on land falling under the jurisdiction of City Parks.
- (e) Design to create economic opportunities
- (i) City Parks aims to create economic opportunities for formal and informal trading by making available suitable concessionary areas, trading and other economic opportunities for short term and long term ventures which promote the enjoyment

and improve the experience of the user and which are in line with the Informal Trading By law and Policy.

- (ii) With the authority of the Director, City Parks shall permit short-term concessions on an experimental basis to test the market place and the response from community.
- (iii) In applying the City's by-laws relating to Outdoor Advertising, City Parks shall seek to generate income by establishing creative and sustainable agreements with the private sector that benefit the park and the community.
- (iv) City Parks shall seek to generate income by encouraging and developing opportunities for tourism in parks with cultural, heritage or environmental significance.
- (v) Donations shall be dealt with in terms of relevant City policy.

(5) Exemptions to the abovementioned directives may be considered and approved on the signature of the Executive Director: Community Services.

8. IMPLEMENTATION PROGRAMME

- (1) The stipulations contained in this policy shall apply with immediate effect.
- (2) Implementation of plans and proposals for new parks or the upgrading of existing facilities may need to be implemented in a phased approach, depending on demand and resources.

9. MONITORING, EVALUATION AND REVIEW

- (1) Customer or client satisfaction surveys will be undertaken every 5 years to assess the impact of a newly developed park on the well-being and enjoyment of the local communities in comparison with the benchmark set for older parks.
- (2) The Parks Development Policy will be reviewed after the results of the abovementioned satisfaction surveys have been received to ensure that the department is satisfactorily addressing the needs of community.