



PLANNING FOR FUTURE CAPE TOWN:

AN ARGUMENT FOR THE LONG-TERM SPATIAL DEVELOPMENT OF CAPE TOWN

Draft Document for Discussion
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CITY OF CAPE TOWN | ISIXEKO SASEKAPA | STAD KAAPSTAD

THIS CITY WORKS FOR YOU

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About Future Cape Town

PLANNING the future begins with an understanding of place and people in the present and the social and economic forces underlying the trends that are shaping the future. Change and growth are inevitable, pressure for development a given, but a city government with foresight and insight can shape change and direct development to ensure the best possible outcome for the city and its people. An essential aspect to this best possible outcome is to ensure that the city's key economic, social and environmental assets are retained and protected as the city changes, grows and expands while the opportunities provided by those key assets are optimised for the benefit of all. Critical to imagining possibilities and understanding choices is a spatial framework that brings these actions together in a logical development path.

Future Cape Town proposes an argument for the long-term development path and the planning logics that should underpin the spatial form and structure of a future Cape Town. It includes a broad spatial concept that is not time bound and that may take 40 to 100 years to realise. However, the strategies in this document relate to a 2030 time frame and should be reviewed from time to time.

It presents ideas and an argument for debate, an exciting vision of what is possible in spatial terms. Ultimately, a Spatial Development Framework will inform and be informed by a cross-sectoral City Strategy and through the five-year Integrated Development Plan (IDP) spatially direct and co-ordinate public investment and guide private investment.

'Municipalities are planning and making decisions in a vacuum if these processes are not expressed spatially.'

Hassen Mohamed, from the Presidency Policy Unit, at a recent presentation to the Provincial and Local Development Portfolio Committee

'Ultimately, IDPs at district and metro level should have a spatial framework that reflects the investment of all three spheres of government and the private sector in targeted zones of impact.'

Derek Powell, Department of Provincial and Local Government

IMAGINE ... LIFE IN CAPE TOWN

..... Through the window of her apartment in Khayelitsha, Thembisa sees a fragment of cloud on Devil's Peak. It's Saturday, and she gets her two young children ready for a day in the metropolitan park 10 minutes walk from her home. As they play on the grass and in the playground, she lies on a rug and catches up on her reading, enjoying the sunshine with hundreds of other families.



..... From the 17th floor of a tower block in the new hub of commercial development in Bellville, Marius looks at the sunlight reflecting off the neighbouring buildings, and decides to call it a day. Outside, he catches a train to central Cape Town to enjoy the café society and the company of people in the creative industries that have helped make this City one of the most liveable in the world.



..... It's Friday night and Alan is leaving town for the weekend. The lights of the restaurants at the Oliver Tambo off-ramp on the N2 remind him that he is hungry. Here there's more than petrol – hearty cuisine unique to the country and bustling shops where he can pick up a last-minute hand-crafted gift for his host and a bottle of the wineland's finest for the weekend.



.... At a newly developed suburb up Cape Town's west coast, Mirjam arrives at work at the local office park where she's a manager in a freight forwarding company. Located strategically between the ports of Cape Town and the industrial centre at Saldanha, the company offers quality of life not far from home in a relatively new mixed-use development with shops and schools, clinics and sports fields.

... Mohammed's mother and father tell him of the years when they left home at 5.30am to get the taxi to get them to their office jobs in Cape Town. Those bad old days, he thinks as he drops his children at school in a Mitchells Plain suburb, before heading to the family's business support centre nearby. Working as a family in the community is a great way to keep in touch with what's happening.



... There's a new exhibition on at Cape Town's world-famous gallery. Caroline and her boyfriend stroll through the open spaces and pavement café's at the Old Athlone Power station to the gallery and, hey, there's a concert on the plaza they can catch later. This is one of the special places that give Cape Town its character and soul.



..... Irwin wakes up to the sight of the sea. From his luxury apartment on the Khayelitsha coastline, he can see from Hangklip to Cape Point and watch the children playing on the lawns at the nearby beach resort. He sips his coffee and glances at his watch – there's still time to take his mother, who lives in a small house in the old part, to the clinic for a check up. She's elderly but independent, living in safety and comfort with the neighbours she knows.



..... Chantal wakes up on Youth Day in her home in Kuils River. It's a perfect day for her group of friends to hike along the green belt river system down to the False Bay coast. After a day at the beach, there's a reliable bus system to get them home again.

PART 1: INTRODUCTION

1. THE PURPOSE OF THIS DOCUMENT

- Provide the spatial component of a broader City Strategy – incorporating economic development, social, housing, environmental, infrastructure and other components.
- Provide the basis for broad debate on the future shape and form of Cape Town, which in turn will inform the preparation of a spatial development framework for the city.
- The Spatial Development Framework in turn is a key component of the five-year term of office IDP (2007 – 2012) currently being prepared.

2. THE INTERGOVERNMENTAL CONTEXT

A discussion about the long-term spatial development of Cape Town builds on past work and current initiatives, and development principles consistent with the Constitution and national and provincial legislation.

Some of the important intergovernmental determinants include:

- **The Accelerated and Shared Growth Initiative of South Africa (ASGISA)**

insert summary

- **The National Spatial Development Perspective (NSDP)**

The NSDP spatially directs social and infrastructure investment within the three spheres of government. At a national scale, it advocates capital investment in areas of growth and potential, with an emphasis on providing basic services and access to social services and human resource development in areas of need and less potential. Cape Town is one of four major metropolitan economic centres and is thus a focus for substantial state investment in infrastructure to support further, shared growth and development.

- **The Provincial Growth and Development Strategy (PGDS)**

This initiative focuses on strengthening growth sectors, resource management and implementation strategies.

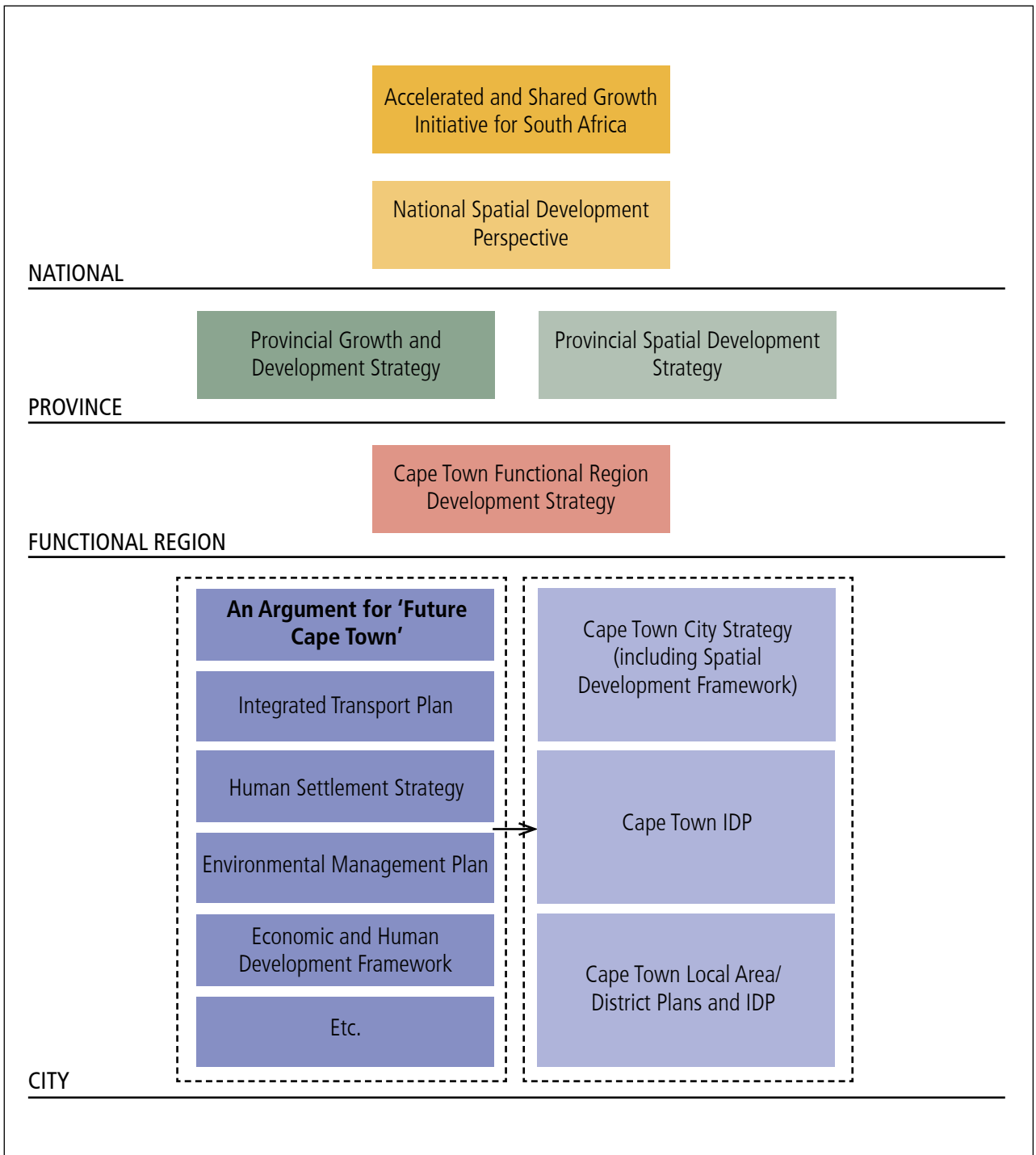
- **The Provincial Spatial Development Framework (PSDF)**

This aims to address urbanization pressures on natural resources and economic and social divisions within the cities and towns of the province and provides a policy context for urban development and environmental resource protection.

- **The Cape Town Functional Region Intergovernmental Task Team's 2006 'Agenda for Action' report (The 12 Point Plan)**

Flowing from the Presidential Imbizo in December 2005 in Cape Town, an intergovernmental task team was set up to align thinking around the city and its future development. The team's report records the common commitment of all three spheres of government to the following critical long term outcomes for Cape Town:

- ~ Shared prosperity, aiming to exceed 6% GDP growth per annum and a 50% reduction in unemployment,
- ~ An inclusive and equitable society, targeting improvements in access, integration and skills,
- ~ An ecologically sustainable future, targeting a zero increase in the per capita ecological footprint, and
- ~ Maintaining a 50% public transport utilization.



Alignment of government strategies informing the spatial argument.

REALITY CHECK

Growing regional influence

Cape Town has a large concentration of people, resources, services and infrastructure. It's an important driver of, or gateway to, regional, provincial and national development. Cape Town has 64% of the Western Cape's population (Census 2001) and it generates 76% of the region's Gross Domestic Product (GDP) and 11% of the national GDP (Quantec 2005). It is the major service centre for health care, education and shopping, providing employment and attracting people from within the region and beyond.

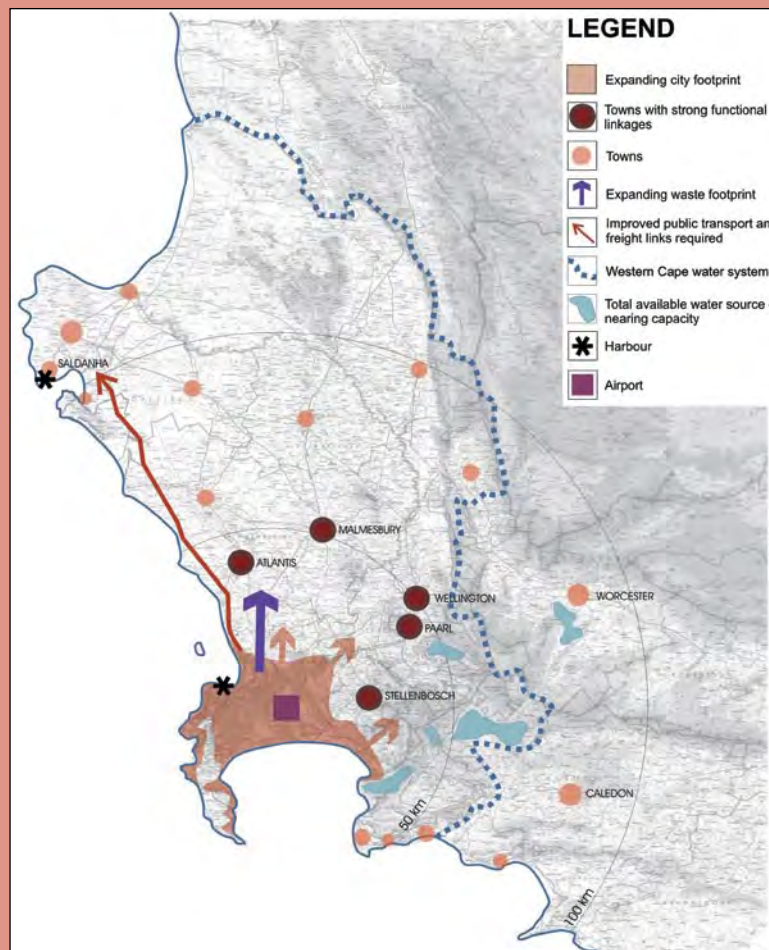
Functional linkages

Links with surrounding towns are growing. Cape Town's water is drawn from further and further away, while new land fill waste sites are likely to be located outside the metropolitan boundary. The natural resources and valuable agricultural land of adjacent municipalities are being put under pressure. Effective planning for Cape Town can only be done within the context of a joint strategy for the region.

Regional infrastructure

Key strategic infrastructure includes the Cape Town port, which is set to undergo a major expansion, and the port at Saldanha, which has the potential to be the catalyst for further large-scale industrial development. The National Ports Authority is considering the interdependent roles of these two ports, especially with respect to long term capacities.

The third major infrastructure element is the Cape Town International Airport, at present located in a strategic position at the centre of the metropolitan area. Given the importance of this site on the N2 freeway, located between the economic backbone areas, such as Bellville, and the impoverished and under-developed areas in the south-east, the question of the location of the airport in the long term should be raised for discussion. Ultimately, as the airport becomes busier, the long-term environmental health implications for surrounding high-density residential areas may become a cause for concern. Alternative sites for the airport include the west coast area, which would form natural axes with the two ports in the region.



Shared Functional Region Challenges

3. A CITY IN A REGION

An important new development is the view of Cape Town as a city within a region and recognition that there is, in fact, a functional city region with linkages that cross municipal boundaries and that Cape Town's future growth and development, both economic and social, is interlinked with the region.

Flowing from the preparation of the intergovernmental task team's report is the commitment to draw up a common development strategy for the functional region by the end of 2006. This will be undertaken jointly by the Province, the City of Cape Town and neighbouring district and local municipalities.

For its part, and ahead of the preparation of the functional region plan, the City of Cape Town needs to:

- ~ Clarify the role of the metropolitan area within the region, providing deeper understanding and insight into what drives the local economy and settlement patterns, given the on-going in-migration to the city, and our environmental resources.
- ~ Align planning and development within the metropolitan area with a long-term plan for the functional region.
- ~ Ensure that urban development does not continue to occur in an unsustainable and ad hoc manner within the region.

AREAS OF ACTION FOR A REGIONAL DEVELOPMENT STRATEGY

In taking a co-ordinated and integrated approach to regional planning, budgeting and project development, in collaboration with the relevant municipalities and provincial government departments, the following issues must be addressed.

- The roles of different settlements within the region,
- Key regional economic drivers and opportunities,
- Natural and cultural environmental assets that require protection (and in some cases, that need to be made more accessible for recreational use),
- Important regional agricultural assets,
- The development potential of the northern development axis or axes,
- Co-ordinated growth management,
- The expansion limits of Cape Town and the surrounding towns,
- The nature, location and phasing of regional infrastructure development (including for example, a future airport and coordination of the two ports)
 - Road and public transport networks, and
 - Human capital base / skills resource base.

Consideration should also be given to the diverse identities and regional growth opportunities of regional settlements and the development of settlement hubs that can act as counter-magnets to the growth dynamic of metropolitan Cape Town. A hub may consist of one town such as Worcester, or a cluster of towns, such as Saldanha, Vredenburg and Langebaan.

Within the functional region, three large-scale pieces of strategic economic infrastructure and their location and linkages – the airport and the ports at Cape Town and Saldanha – impact directly on patterns of economic activity, investment and employment. In the coming years and decades the city must be maximise the potential of these economic assets to maximise economic growth, create employment and break down spatial patterns of exclusion..

The respective roles and relationships between the two regional ports must be optimised to spur economic growth and lead to a more sustainable pattern of settlement. For example, jobs created through the processing and export of steel products at Saldanha could attract people away from Cape Town and support greater settlement in the Saldanha sub-region.

Reaching broad agreement on these areas of action, and giving life to them within a spatial context, has the potential to put Cape Town, within the region, on a much-improved growth and development path that will result in a better quality of life and greater prosperity for the city's residents.



Cape Town's Functional Area



Regional Economic Backbone

PART 2: THE CONCEPT FOR CAPE TOWN'S METROPOLITAN AREA

The concept for the future spatial development of Cape Town within its metropolitan boundaries responds to existing challenges and new dynamics. It aims to create the basis for sustainable long-term city growth and development using a robust conceptual framework that is both equitable and integrating.

The central emphasis is on making Cape Town work better for ordinary people, while accepting the inevitable growth of the city as more people make this their home and the extent of the urban area grows. The challenge is also to set the parameters for development in the context of an uncertain future for an uncertain date in the future – we do not know how fast Cape Town will grow as global, environmental and social forces are unpredictable.

The starting point for this argument is that we need to protect and improve the existing natural and urban environment. Cape Town's natural resources are a major part of what makes the City unique and a desirable place to live in, work in and invest in. It is also critical to take into account the economic, service and social value of the natural resources of the region.

Geophysical features (such as the mountains, plains and the coastline) and natural resources (such as a valued system of biodiversity and high potential agricultural lands, water systems and cultural landscapes) act as both a constraint and an opportunity in guiding the direction of future city growth and, ultimately, in greater economic prosperity. These crucial assets need to be identified and define where intense urban development cannot go.

This means three things:

- That urban development should not expand eastwards and should be selective in growing northwards.
- That a linked system of open space which supports ecological sustainability, water system integrity and safety, and optimises recreational opportunities is identified and protected.
- Densification of urban areas to create more compact urban footprints, limiting urban sprawl and protecting the natural environment.

With this in mind, the challenge is to both drive the direction of new development, as well as the renewal or protection of existing areas, to achieve an economically vibrant and more equitable, integrated and sustainable city.

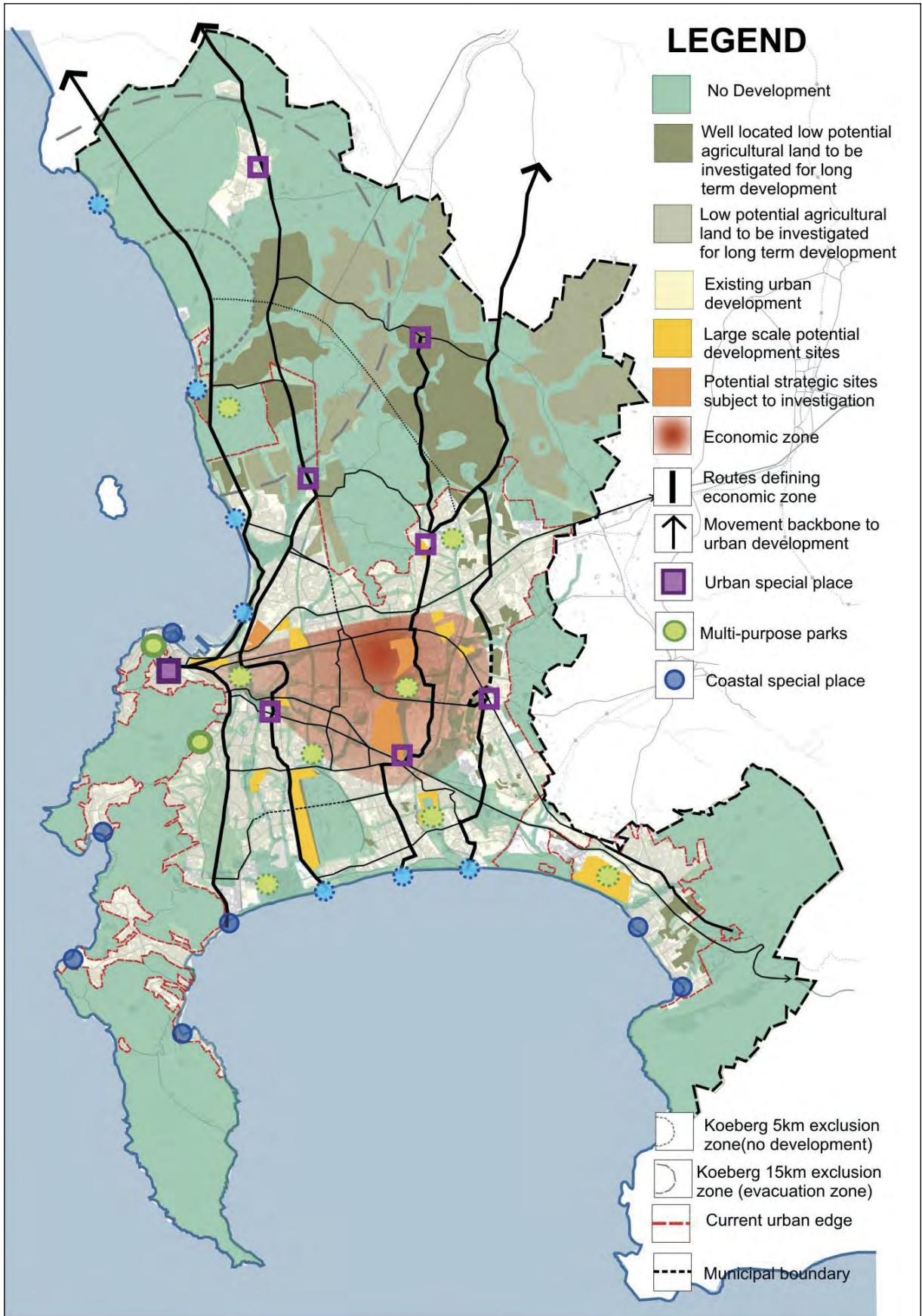
With respect to the movement and access network of the city, the proposal is that we move away from the radial pattern of movement to the establishment of a hierarchical and equitable movement grid prioritising the public transport movement network. This means strengthening the city's south-north movement linkages to support renewal and development along north-south development axes and encouraging non-motorised transport.

Future investment and settlement should be linked to economic drivers and opportunities. Individual business decisions and private investment cannot be dictated to by a public sector plan. However, the location of public investment in infrastructure, especially transport systems and proactive land management and related infrastructure, will provide a level of certainty and direction to private investors.

Within the metropolitan area, the future economic backbone, defined as an area extending beyond the historic CBD, has been identified as an area of focus for intensive mixed urban development supported by high-quality public transport, public space and institutions.

Future settlement areas include both strategic infilling within the existing urban growth boundary, as well as new settlement opportunities to the north, which would be realised in the longer term in a phased co-ordinated growth process.

Investment that supports settlement and development opportunities should be led by major infrastructural investment on the key south-north growth axes. Further public investment should be focussed on developing natural and cultural special place opportunities.



The Provisional Spatial Development Concept Applied

The concept contains five strategic areas of action, described in this document as five 'big ideas', which if successfully mastered will put Cape Town on a path to a better future. They include:

- Protecting our natural assets and develop a quality open space system,
- Developing an equitable pattern of access,
- Sustainable and accessible economic opportunities,
- Developing an integrated city development path, and
- Creating more great people places.

REALITY CHECK

How long is 25 years?

For many years there has been no consistent alignment of sector strategies to guide the prioritisation of projects or a focus on specific geographic areas. Instead, there has been a concentration of attention and resources on a 'hit parade' of projects, such as the N2 Gateway project and Klipfontein Corridor.

While planning for 20 to 25 years time may seem a long way into the future, it's not too far to begin big-picture planning. Consider this: Since the early 1980s, which doesn't seem all that long ago for many of us, Cape Town has changed dramatically. In some ways, these changes could have been predicted – for example, an inflow of people from rural areas once apartheid movement and settlement controls were lifted. In other ways, changes can be wholly unexpected, such as the massive property boom and the decline and regeneration of the Cape Town CBD.

Since 1980:

- Cape Town's population has grown by 1.7 million people,
- There's been a 40% increase in the developed land area,
- Major new shopping centres include Century City, N1 City, Cape Gate, Somerset Mall, Longbeach Mall, the V&A Waterfront, Westgate Mall and Access Park,
- There are new industrial areas at Killarney Gardens and Montague Gardens, and
- New residential suburbs include Parklands, Sunningdale, West Beach, Blouberg Sands, Du Noon, Sunset Beach, Sunset Links, Summer Greens, Milnerton Ridge, Milnerton Racecourse, Marconi Beam, Phoenix, Joe Slovo Park, Welgedacht, Oude Westhof, Van Riebeeckshof, Kleinbosch, Platteklouf, Glenwood, Durbanvale, Vierlanden, Durmonte, Uitzicht, Goedemoed, Pinehurst, Sonstraal Heights, Langeberg Ridge, Kleinbron, Bonnie Brae, Bloekombos, Wallacedene, Vredeklouf, Okavango Park, Blommendal, Fisantekraal, Protea Village, Zevenwacht, Kalkfontein, Soneike, Delft, Mfuleni, Wesbank, Wimbledon, Happy Valley, Philippi East, Khayelitsha: Harare and Southern 2/3, Nomzamo, Lwandle, Weltevreden Valley, Browns Farm, Vrygrond, Hout Bay suburbs and Imizamo Yethu, Sunnydale and Capri (Sun Valley area).



Cape Town 1985



Cape Town 2005

PART 3: LAND DEVELOPMENT PRINCIPLES

In terms of national legislation, cities and towns are expected to formulate 'land development objectives', or development performance measures, clearly outlining the key performance measures for land development and management.

Nationally, the following land development objectives have been prescribed:

- The integration of communities, especially low-income communities into the urban area as a whole,
- The sustainable utilisation of the environment,
- Access to and the planning of appropriate transportation,
- Provision of services / bulk infrastructure for the purpose of appropriate land development,
- Overall densification of settlements with due regard to the context,
- Optimum utilisation of natural resources, and
- Linked, co-ordinated and applied land use management.

Nationally the following land development **principles** have been prescribed:

- Positively performing settlements (convenient, equitable, efficient, attractive, promoting of economic growth, appropriate higher-densities, containing sprawl, people-scaled development, good public space quality and land use, spatial, social and urban and rural integration).
- Working harmoniously with nature (hazard avoidance, respecting uniqueness, recognising ecological interdependencies, designing with nature, ecological sustainability, respecting landscapes and creating a sense of place).
- Accelerating the pace of development (overcoming line function fragmentation and conflict resolution).
- The need for a better planning system (integrated planning and development, local decision making, public participation, public / private partnerships, better resource utilisation and administration fairness).
- Promoting security of tenure (individual ownership, collective ownership and rental or communal ownership).

The following draft development guidelines/ objectives underpin the approach to the long-term development of Cape Town:

1. Promote integration between areas to improve access to social facilities and services and to increase the economic potential of fragmented or marginalised areas.
2. Improve the accessibility and efficiency of the city's resources and opportunities for all communities through appropriate investment in transport infrastructure and critical movement linkages and supporting land use management decisions.
3. Protect, manage and enhance valuable natural and rural resources and apply the precautionary principle to development proposals affecting the natural resources, areas and amenities.
4. Focus on improving the quality of the public environment in degraded areas and as an integral part of all new developments.

5. Promote all new settlement areas as mixed use, mixed income sustainable developments supported by public transport and optimising the use of scarce resources.
6. Promote densification in selected areas and along appropriate portions of major public transport routes.
7. Manage urban expansion by containing the urban footprint and carefully directing all new development areas to appropriate and viable locations that can be sustainably served by coordinated infrastructure investment.
8. Respect the rights of others and the general public in the exercising of development rights.

As part of a new Spatial Development Framework, these land development principles will be expanded into a checklist system to assist with land use management decision making.

PART 4: FIVE KEY POINTS OF THE ARGUMENT

The proposals for the future development of Cape Town are captured in five strategic areas of action that bring together aspects of this argument, though essentially all the elements fit together like the pieces of a puzzle. The five big ideas – and some of the innovative suggestions that flow from them – are presented as a catalyst for a broader debate about the kind of Cape Town that people want, a Cape Town that accommodates their needs and shares its indefinable quality of “specialness” with more people and places within its boundaries and beyond.

KEY POINT 1

Consolidate, protect and improve access to natural resources

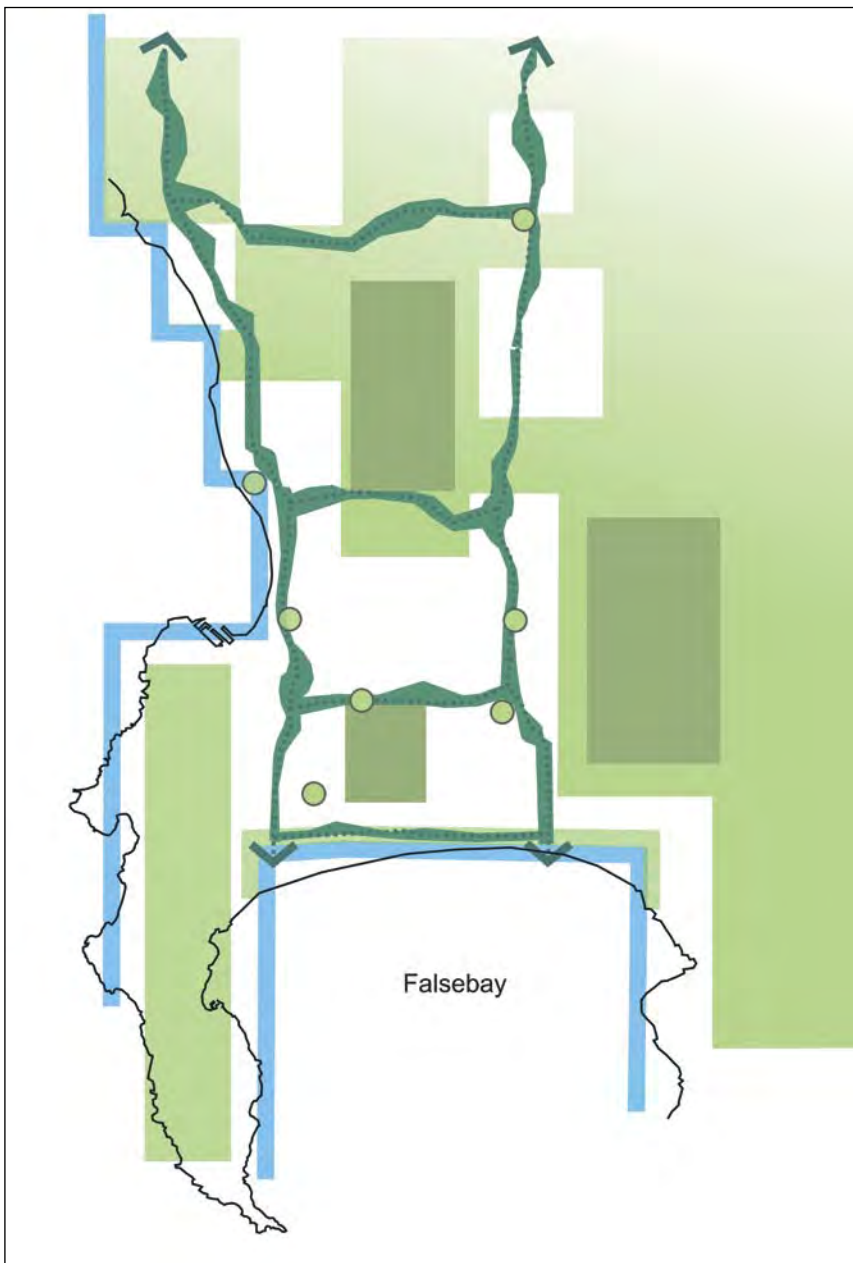
A high quality of life in a dense urban environment depends on having natural spaces for recreation and reflection. Cape Town is blessed with superb natural assets, mainly along its mountains and coastline. Cape Town, located in the heart of the world’s smallest floristic kingdom, also has some of the highest levels of biological diversity and endemism in the world (mostly on the Cape Flats) and is recognised globally as a biodiversity hotspot. This places a global responsibility on Cape Town to ensure that the rich and unique biodiversity is protected for current and future generations. Within the city, the Cape Metropolitan Open Space System (CMOSS) Strategy, which supports the development of a continuous, linked, quality and sustainable natural open space system, forms a key component of the broad concept plan. The strategy is based on an approach which promotes opportunities to maximise multi-functionality, cross-subsidisation, and combined private/public management of open spaces .

Protecting and improving green spaces and natural assets is not simply an environmental issue. These areas are an important recreational resource for the people of Cape Town. They also form a major part of the attraction the city offers visitors from other parts of the country and the world, and thus have a direct economic benefit as a contributor to the tourism industry.

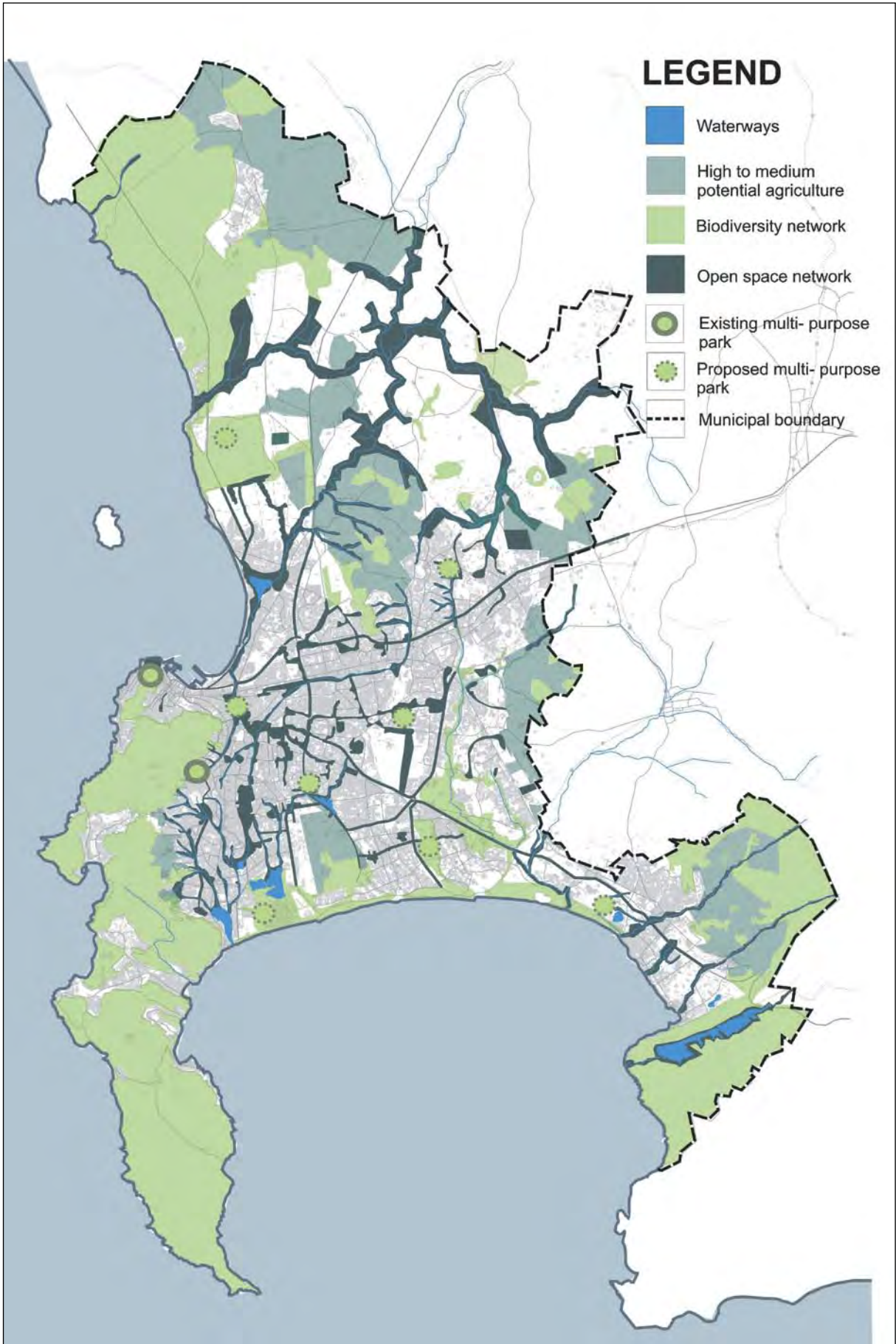
Central to any planning framework is a clear understanding and recognition of the assets that underpin a city’s economic and social well being and potential. To erode these assets through inappropriate planning and development has significant negative long-term economic and social implications for the city. The natural environment, globally unique and central to the city’s economy through tourism, property values, quality living environments (although right now only for the rich and privileged), is an attraction to multinationals as bases for their operations and critical in providing the essential life giving and life supporting ecological services.

STRATEGIC IDEAS

- ~ Protect valuable natural areas of biodiversity, agriculture and cultural landscape through the consolidation and extension of the Cape Metropolitan Open Space System (CMOSS).
- ~ Improve open space multi-functionality and connectivity.
- ~ Ensure retention and extension of ecological services.
- ~ Consolidate and protect the city's coastline and integrate natural coastal areas into the CMOSS, ensuring protection of marine and coastal ecological processes.
- ~ Improve access to open space, and
- ~ Create new city parks and recreational facilities including sports complexes.



Natural Resource Concept



Proposed Open Space System

REALITY CHECK

Limited natural resources

Cape Town has a unique and immensely valuable natural environment . Its mountains, plains, coastline and valleys, as well as biodiversity, make it both spectacular and richly diverse. This is responsible for the city's charm and attractiveness, and contributes substantially to its economy through tourism and niche industries such as viticulture. However, all these resources are extremely limited.

Furthermore, Cape Town is located in a low rainfall climate where fresh water run-off availability is limited. These limits have now effectively been reached. The city is also a deficient conventional energy area, and has historically had to import most of its power or power-generating capability, as well as turn to alternative power generation such as nuclear energy.

A natural environment under threat

These assets are of inestimable economic value and define Cape Town as a city of global interest and significance. But they, and the city's people, are under increasing threat from rapid urban growth and inappropriate development pressures.

Wetlands, beaches, high potential agricultural areas, cultural landscapes (such as the winelands) and scenic vistas are degraded by urban encroachment. The Cape Flats area now has the highest concentration of threatened plants per area of remaining vegetation in the world, making Cape Town one of the most important global biodiversity 'hotspots'. Private cars and freight are responsible for over 50% of the city's energy use, and 65% of the city's brown haze. Air pollution levels are exceeding the health guidelines more frequently than in the past – with significant health impacts. .

The majority of the city's river systems are now recreationally unsafe due to rising ecoli levels etc., and natural biota collapse has occurred in certain systems (e.g. Zeekoeivlei and Noordhoek wetlands). City solid waste sites are filling up increasingly rapidly due to increasing waste generation rates. Illegal dumping and general littering are also on the increase. The availability of cheap water is under huge pressure due to rapidly increasing water demand and inefficient usage.

In coming decades global warming is predicted to result in sea level rise in many low-lying coastal areas, and increasing uncertainty about water resource, established agricultural sector and biodiversity sustainability.

Poor quality open spaces

Cape Town has done poorly in providing city-wide created green areas and parks. Many small open spaces have been developed, but these are often isolated, limited in purpose and too numerous to manage as quality open spaces. There were no sound ecological criteria for their existence, little consistency to their provision, and little regard to the relationship between them across the city as a whole.

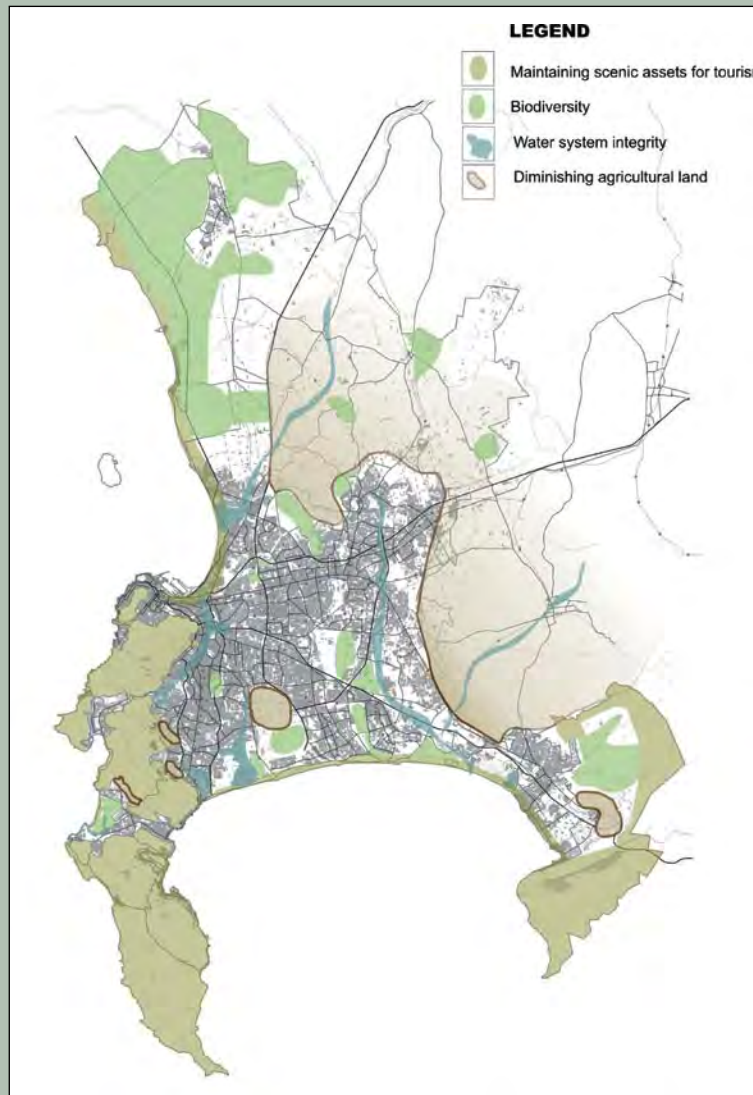
Loss of ecological services

In the past, under the umbrella of development, rivers were canalised, wetlands filled in, open space earmarked for housing development and natural vegetation removed and replaced with exotic vegetation. Natural remnants were consigned to nature reserves, islands within a sea of urban development, fenced and managed as distinct areas, removed from the urban fabric and poorly integrated into the social environment.

This has seriously affected the essential services provided by nature that support urban life. These include water purification, flood attenuation, food security and a healthy atmosphere and marine environments. Providing these services through 'man-made' means is very costly or impossible.

Challenges to the urban edge

The current urban edge has generally served to manage urban growth over the past 10 years in spite of continual pressures to relax it. The challenges of the future will, however, require that the concepts of urban growth management and the protection of crucial natural assets are dealt with in a more sophisticated and non-negotiable manner. On the one hand, we need to be clear about the viability and sustainability of new development areas from the perspective of transport and service infrastructure. On the other hand, we need to be absolutely clear and non-negotiable about areas of natural value – both within and beyond the current urban edge – that must be protected for the long term.



Natural Resource Issues

AREAS OF ACTION

Protect valuable natural areas and ecological services

Nature and natural areas are being recognised for the essential services they provide, economically, socially, recreationally, spiritually, educationally and in maintaining and enhancing healthy living environments. To make the most of Cape Town's natural environment potential, and to secure natural areas against development pressure, there must be better protection and management of the valuable open spaces that make up the open space system. This includes protecting and conserving a network of key biodiversity areas, agricultural areas of high potential, scenic assets, and natural recreational areas. It also means creating greater access to these areas, and maximising their economic value, without negatively affecting their value to future generations.

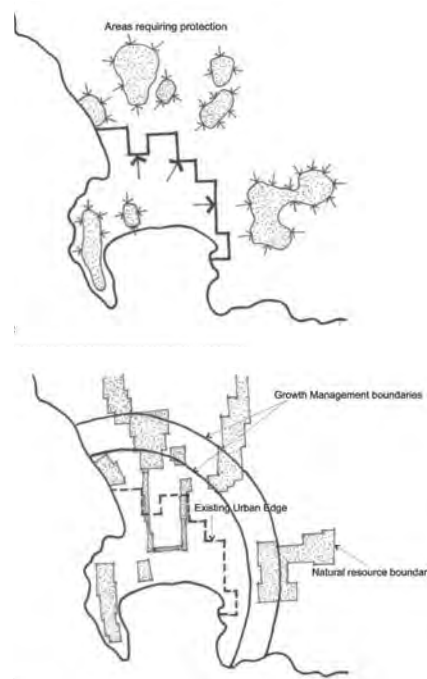
Enhance ecological sustainability and the protection of globally important and unique biodiversity

Significant opportunity exists through this long-term planning framework to reverse past trends and adopt an integrated functional approach to urban nature. By taking a long term view, opportunity now exists to ensure that a network of interconnected open natural spaces forms the framework around which the city is developed. Each space within this network must be viewed, managed and understood to provide a range of essential services to the city and its communities including:

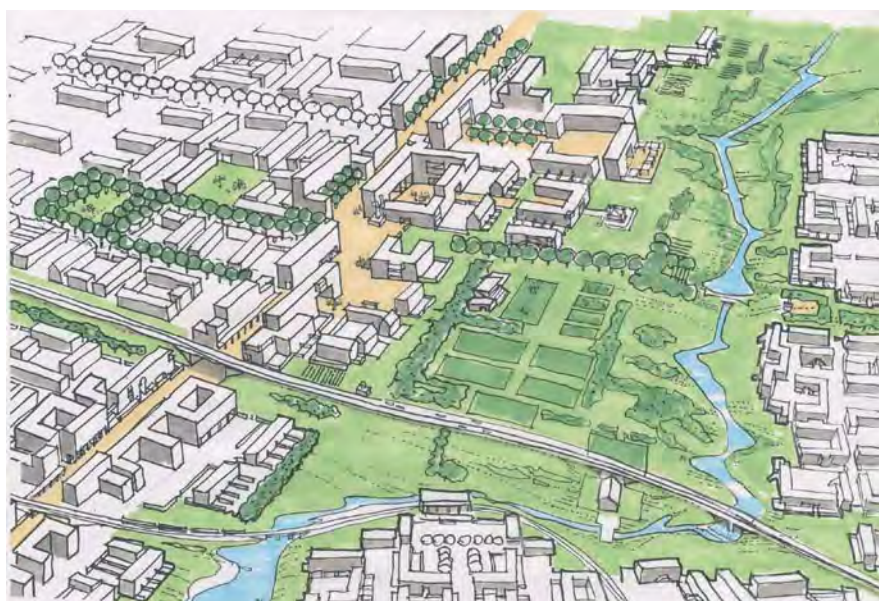
- The retention, protection and maintenance of ecological services, the services that underpin and support all life – water purification, flood attenuation, food security, soil, agriculture, the atmosphere, healthy marine environments – are all underpinned by ensuring sufficient connected open spaces within which the natural ecological system is understood, protected and valued.

Suggestion: Consolidate the Cape Metropolitan Open Space System and expand this beyond the current urban edge to ensure the protection of all natural assets into the future.

Suggestion: Review the current urban edge to ensure unambiguous protection of natural resource areas, separate from an urban growth management strategy.



The Urban Edge



Use open space to provide amenity, recreation and urban services

Improve multi-functionality and connectivity of open spaces

A continuous and linked open space system allows these spaces to be used for more than one purpose, such as managing flooding and the discharge of storm water, biodiversity and ecological sustainability and promoting recreational connectivity, especially foot and cycle paths.

Further, historical concepts of conservation being limited only to formalised nature reserves is being challenged by a new paradigm of more integrated, functional and accessible spaces that support a range of needs and activities making conservation and natural areas a greater part of the human settlement.

The city can also enhance ecological sustainability and save millions of rands on an annual basis by employing the ecological services offered by nature. These include:

- The use of naturally occurring vegetation on parks, road islands, verges, cemeteries and other open spaces will require little or no maintenance, require no watering, cutting, or mowing while contributing to the ability of the city to be resilient to flooding, wildfires and drought .
- Appropriate coastal planning with foresight will ensure that ecological processes can occur, thereby limiting operating costs of wind blown sand removal, beach erosion and dune movement while improving the city's resilience to sea level rise and storm activity and enhancing the recreational and tourism opportunities of the coast.
- Increasing the area under natural habitat will lower the operational and management costs of pollution control, flood attenuation, wildfire management, while improving water quality and quantity and providing for urban agriculture.

Suggestion: Protect and optimise natural open space resources and promote natural 'service systems' over engineering solutions to provide urban ecosystem services such as storm-water management.



Metropolitan Open Space System

Provide better access to open space

How open spaces are used and their ultimate impact of the lives of residents depends on how accessible they are. The critical factor is whether people can walk to them or get to them using public transport. Local parks, river systems, wetlands, beaches and agricultural areas have unlimited potential to provide opportunities for recreation, places of meeting, quality living environments, social integration and shared community values. There should be fewer but better-quality open spaces, which will make them more sustainable from a finance and management point of view, and greater emphasis should be placed on accessibility, especially via public transport.

Suggestion: There should be some sort of green space – a pocket park, greenbelt or corridor, or multi-purpose park – within 250 to 400 metres of residents, depending on density and income levels in the area, and that there should be access to multi-purpose parks or multi-functional sports and recreational complexes within 2 km for pedestrians or within 5 km if accessed by public transport.. Initiate a strategic open space review to rationalise city open space into a viable system of local and citywide parks.

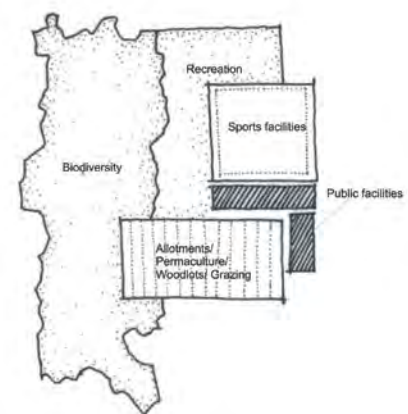


Accessible city parks

Create new city parks and multi-purpose sports complexes

New high quality, well managed city parks and open space will provide much-needed local recreational opportunities for all parts of the city, and can also attract higher income property developments into areas characterised by uniform poverty. There should be fewer but better-quality open spaces, which will make them more sustainable from a finance and management point of view, and greater emphasis should be placed on accessibility, especially via public transport.

Major opportunities exist for combining school grounds and sport clubs, which can be used by clubs, schools and the public at different times. This would fundamentally reshape and dramatically improve the quality of sports fields and facilities. They would be used more and would also provide quality areas for public recreational activities, such as walking, exercising, playing and relaxing. These should be closely tied to public transport routes and should be the outcome of negotiations between schools, sporting bodies, the City and Provincial Government.



Suggestion: Opportunities for new multi-purpose parks include the Two Rivers Park, a 'Cape Flats City Park' incorporating the Sand Industria water bodies, and Edith Stephen's Nature Reserve. Other sites have been identified along the Kuils River, particularly in the Blue Downs area, and at Swartklip between Khayelitsha and Mitchell's Plain.



Two Rivers Urban Park



Multipurpose parks



Enable dignity in cultural, social and life celebrations

Possibilities exist to be far more creative in the provision of places of burial and memorial. Problem areas in the city can be used creatively to establish more dignified and meaningful memorial places – such as a “Heroes Acre” on a defunct land fill site.



A possible Heroes Acre

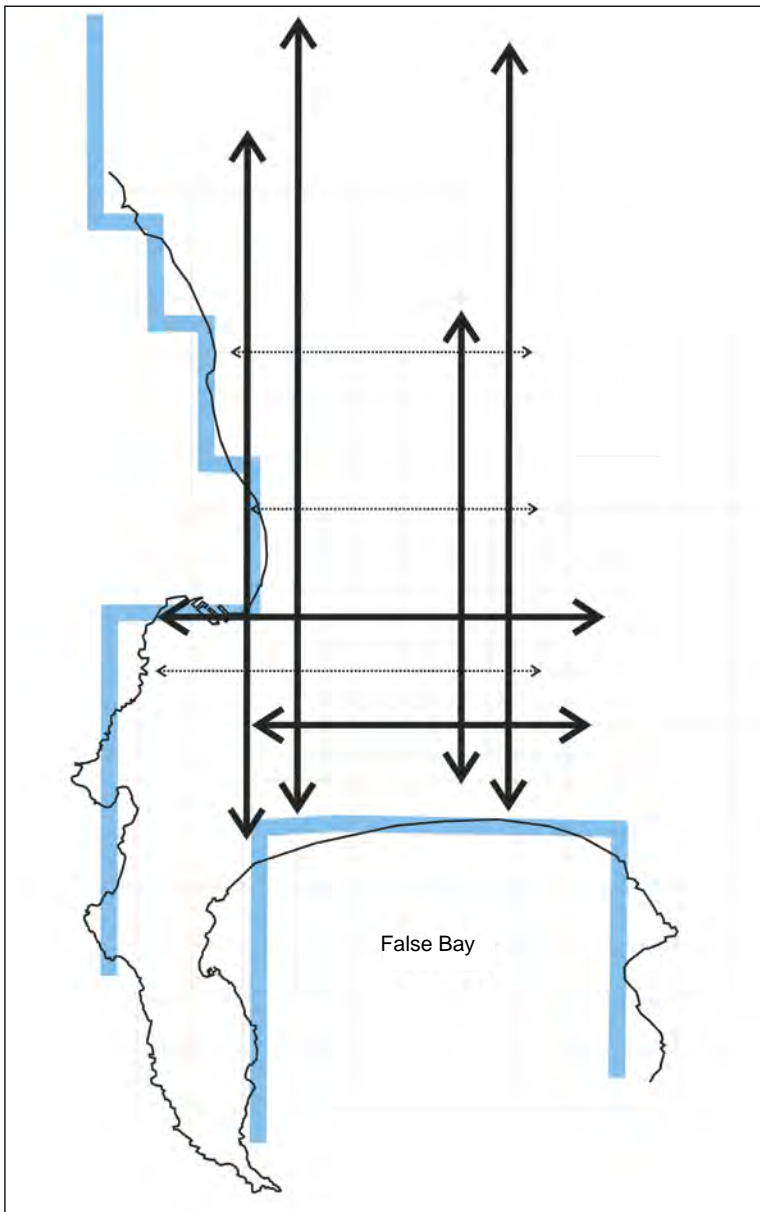
KEY POINT 2

AN EQUITABLE PATTERN OF ACCESS

A city that works for its residents into the future will have to revisit the existing patterns of movement. The proposal is to establish an equitable pattern of access based on a hierarchical system of relative accessibility at the city level. This requires a radical rethink of the existing patterns of movement and development so that all people have access to a broadly similar range of opportunity and facilities in the city.

The spatial framework must address the separation of work, residence and amenities and the emphasis on private transport by encouraging the decentralisation of community facilities and economic activity along development and activity routes. This implies improved public transport linkages between jobs, housing densities and other urban activities along these routes and an increase in housing densities along public transport routes. It also implies a rail and road freight system that supports sustainable business and port operations.

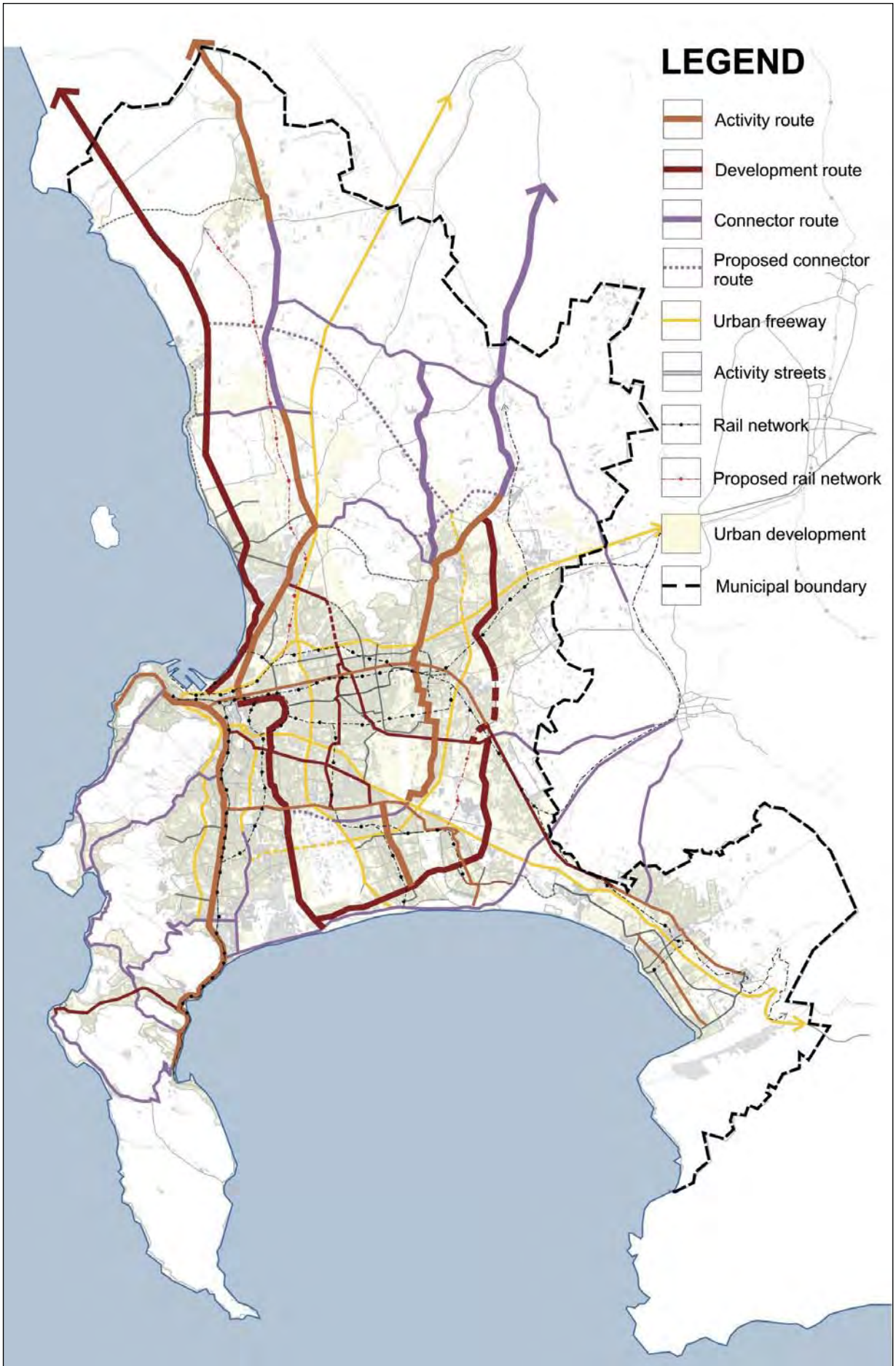
This thinking is in line with Cape Town's Integrated Transport Plan currently being prepared.



Proposed Concept for the Movement Network

STRATEGIC IDEAS

- ~ Shift from a radial transport network to a multi-directional grid based system,
- ~ Create an efficient and safe public transport network and service, and
- ~ Align the movement system and land use.



Application of Movement Network Concept

REALITY CHECK

Radial transport network is limiting

The radial rail and road pattern focussed on the Cape Town CBD has resulted in limited north-south linkages and does not adequately accommodate the multi-directional movement patterns which have emerged with the dispersal of commercial, employment and residential activity.

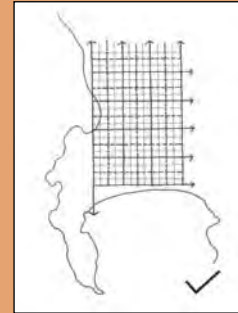
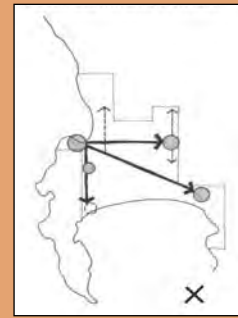
Inefficient, poor public transport network and services

Low-density residential development across the city does not support an efficient city-wide public transport system and service. Under investment in rail infrastructure and rolling stock and buses is negatively impacting on the service. The role of taxis has increased steeply in recent decades, but this mode it is still not integrated into the public transport system. Public transport, especially rail, has a negative image due to overcrowding, crime and quality of service. No public transport is available between 8 pm and 5 am. Non-motorised transport (NMT) is under provided for and is not helped by poor road safety and street crime.

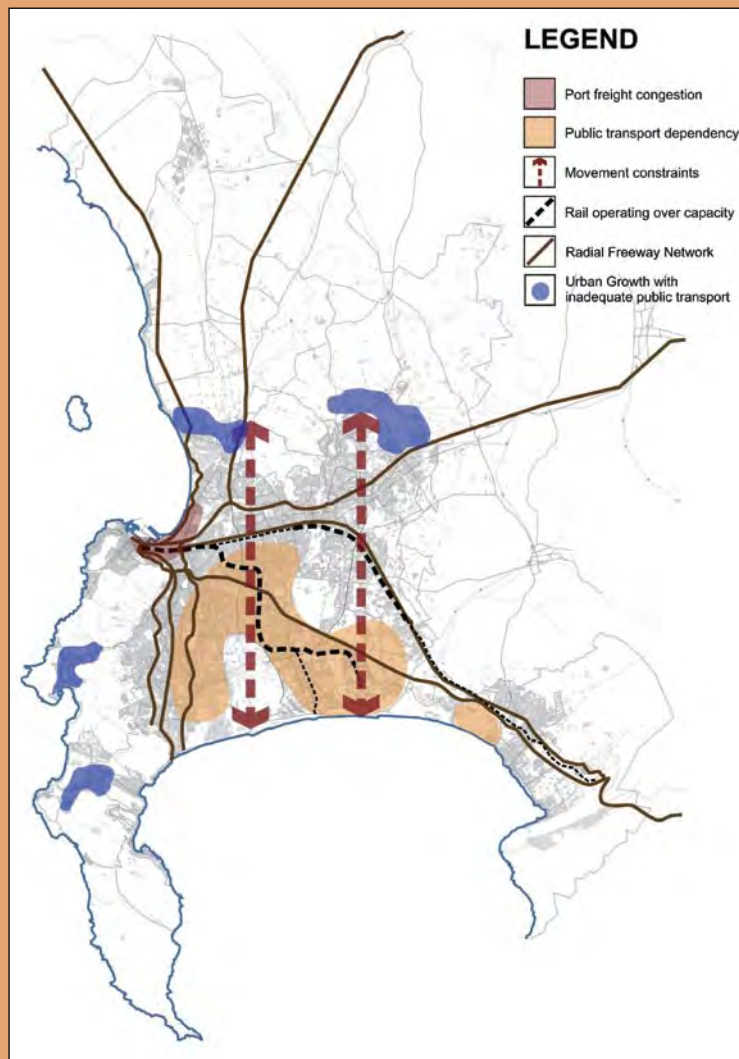
Increased road congestion

The city is faced with increasing road congestion during the am and pm peak traffic, longer waiting periods at major interchanges and an increase in all day traffic volumes. Increased in road-based freight movement worsens this situation.

Traffic congestion negatively impacts of quality of life, wastes personal time, decreases economic performance, increases air pollution and rat running through quiet, residential neighbourhoods.



Radial vs Grid Movement Network

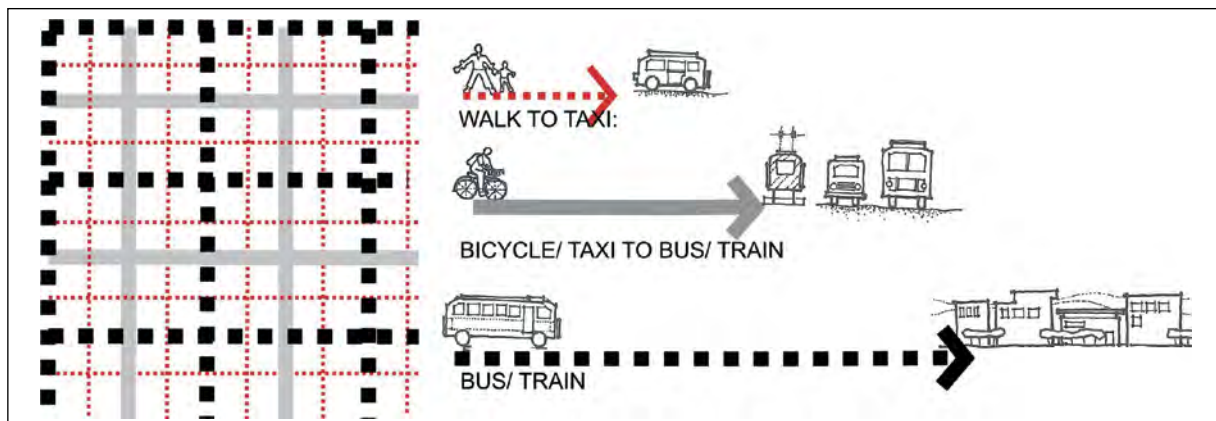


Urban Movement System Challenges

AREAS OF ACTION

Shift from a radial transport network to a multi-directional grid based system

A conceptual accessibility grid is being used to guide the design of a system of equitable and multi-directional access. The base level is the pedestrian (+2 kms) building towards a longer distance public transport (+8 kms). Transport interchange points within the accessibility grid represent points of high accessibility for modal change and the development of activity centres including services, facilities, economic opportunities, public open spaces and parks, and special places.



Hierarchy of Movement Systems

Changing from a radial to a grid based system will:

- Provide for multi-directional and varied origin and destination patterns on a citywide basis.
- Assist with the integration of excluded parts of the city and improve access to the new economic backbone with its opportunities, services/facilities, recreation and special places.
- Reinforce south-north movement axes to improve movement between the False Bay coast, economic backbone and areas to the north and beyond the city boundary.
- Facilitate the integration of new settlement areas, such as Parklands, Fisantekraal and Blue Downs into the city's movement system.
- Facilitate access to special places and recreation nodes on the coast and at points within urban areas.
- Improve functional linkages with surrounding towns, especially to the north.
- Accommodate freight and other industrial transport/sector access needs to be taken into account.
- Facilitate the realisation of the public transport network.

Suggestion: Prioritise the development and upgrading of the metropolitan movement system which supports the improvement and integration of public transport network and service.

Align the movement system and land use

To facilitate the alignment of the movement system and land use, the following categorisation of integrated development routes of metropolitan significance are proposed:

1. An activity route is a route of metropolitan significance characterised by continuous development including centres or nodes, mixed land uses, linear commercial and business developments, light industry, institutions and social facilities. It is also supported by medium to higher density residential development

and characterised by direct access and interrupted movement flows especially at bus and taxi stops and traffic lights. This kind of route is pedestrian orientated in sections. Examples, are Main Road, Voortrekker Road and Koeberg Road.

Activity route



2. A development route is a route of metropolitan significance that offers a line haul public transport service. Along the route there may be interrupted flows at traffic lights and inter-sections. Development and commercial/business areas are by and large linked to parallel and connecting side routes. Along this kind of route commercial and business development tends to be nodal. The speed of travel and intensity of land use varies along the route and could include short stretches of activity route type development including higher density residential development. Klipfontein Road is an example of this type of route.

Development route



3. Urban freeway refers to the portion of a freeway that passes through the existing built fabric. The volume of movement along these routes creates economic and development opportunities, typically associated with interchanges. Such economic opportunities have been exploited along the N1 Freeway for the past 15 years (N1 City, Tygervalley, Century City etc) but not along other urban freeway routes. The potential exists to unlock the economic and development spin offs of these routes – such as the N2 – and establish these to link poorer communities into the mainstream of the economy.

Urban freeway



Suggestion: Align the Integrated Transport Plan with the Integrated Zoning Scheme to support the broad development principles of 'Future Cape Town'.

Create an efficient public transport network and service and economic infrastructure

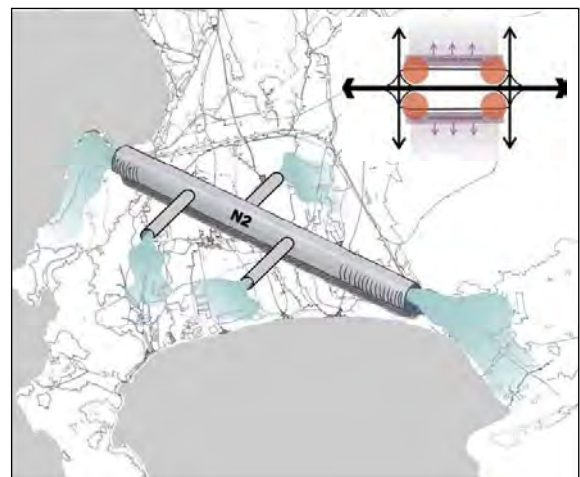
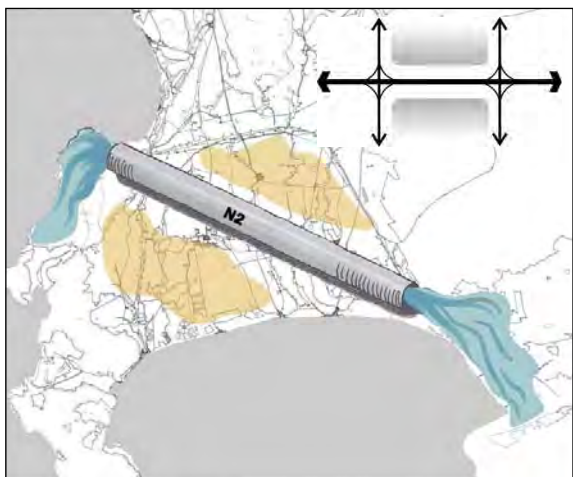
Improvements in the public transport network and service will have significant, positive, social and economic impacts. The key elements of an efficient public transport system operating along rationalised routes are:

- A high-performance rail system that is environmentally friendly, and accommodates high passenger volume transit service and is the mode for long distance commuter travel. To improve this service the development of the Blue Downs and Du Noon/ Atlantis rail lines need to be prioritised.
- A line haul service, provided primarily by buses, offers an 18 hour service and runs along major metropolitan and district level transport routes, including activity routes and development routes. It can also act as a feeder service for rail.
- A community service acts as a feeder and distribution system to the line haul bus service and rail network on local streets and roads and should be within 500m walking distance from peoples' home. Small buses and taxis are most suited to the provision of this service.
- An express service, primarily by buses, provides peak-hour rapid transit with limited stopping points between origin and destination. These operate primarily on urban freeways and development routes.
- Promote rail and road freight systems that support sustainable business and port operations

In support of this system, a safe and pleasant bicycle and pedestrian network of paths for non motorised transport that serves all the citizens of Cape Town needs to be created to increase cycling and encourage walking.

Restructuring the N2 Freeway

An important element of the restructuring and redevelopment of the N2 Freeway is unlocking the economic benefits that currently exist at either end, and sharing them with communities along the route. In the process, greater integration of the metro south-east into the mainstream of economic activity would result. For instance, areas around off-ramps could be redeveloped as activity areas, and possible new off ramps or destinations, for shopping and recreation and interaction.



Rethinking strategic movement infrastructure

SUSTAINABLE AND ACCESSIBLE ECONOMIC OPPORTUNITIES

Economic and human development lies at the core of Cape Town's vision of a transformed, integrated and prosperous city that is inclusive, equitable, ecologically sustainable and has shared growth benefiting all its citizens.

Whilst the Cape Town economy has had reasonable comparative growth over past decade of 3.3 %, this has been counterbalanced by the city's average population growth rate which was 3.7%. It is estimated that a growth rate of over 7% is needed to start to reduce unemployment significantly. As the Cape Town economy constitutes 76% of the economy, the bulk of this growth must come from the metropolitan area.

The strength of Cape Town's economy is that it is well diversified. However, in line with global trends, there has been a shift towards the service sector with the three sectors experiencing most growth recently being finance and business services; trade, catering and accommodation; and transport and communication. The manufacturing and government services sectors both declined between 1995 and 2004. Growth is likely to continue to focus on the service sector and high-value-added manufacturing. The knowledge economy is likely to become even more important.

The City's Economic Strategy outlines the five broad areas of essential work:

- The developed economy: increasing number of economic opportunities, growing the economy and participation therein.
- Economies of the poor: increasing and broadening the participation of the poor in the economy.
- Building bridges: strengthening linkages between the first and second economies, ensuring greater inclusiveness and redress of historical imbalances;
- Access to services: facilitating access to basic needs, health and social services, and
- Human, social and natural capital: building the human and social capital of the poor, including management of the environment.

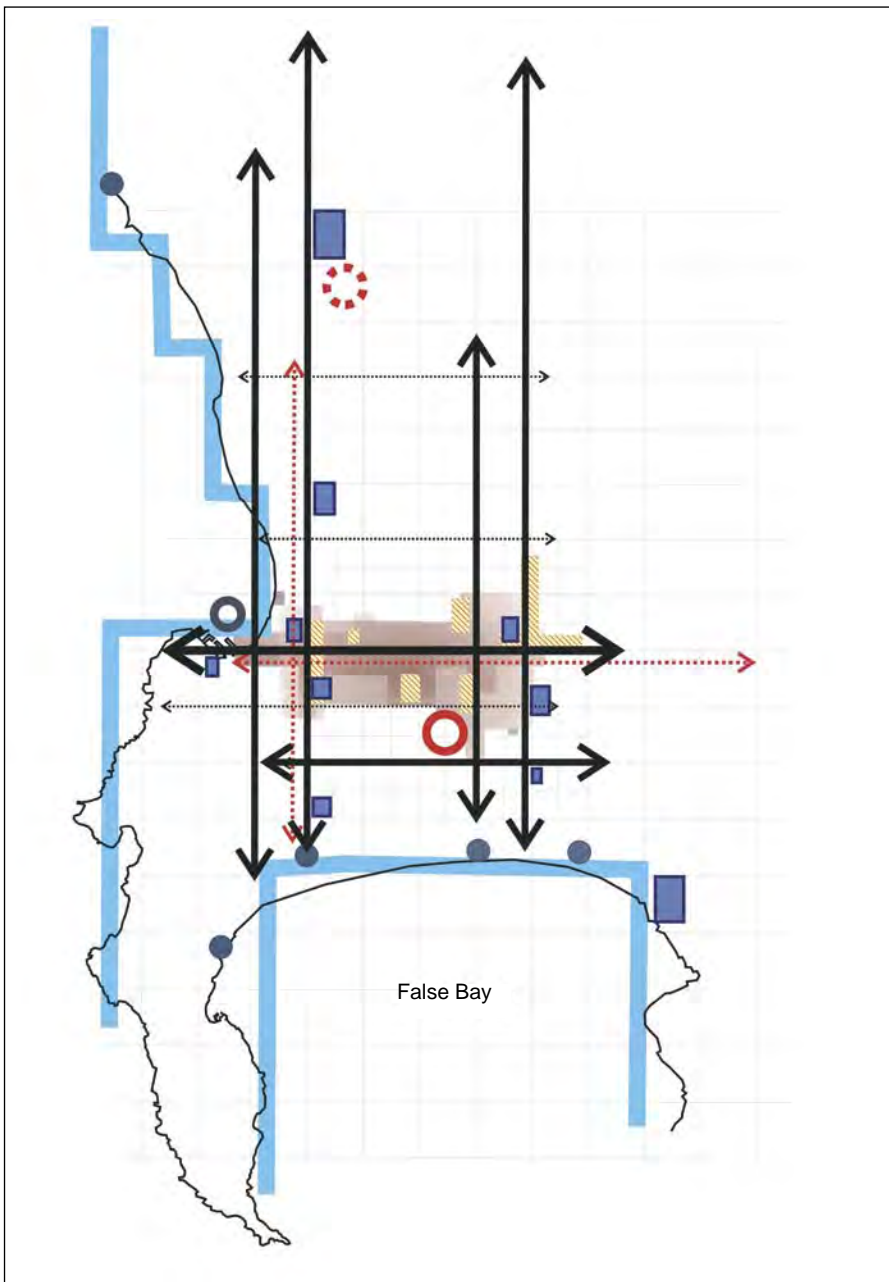
Three key aspects need to inform forward planning for the economic future of Cape Town:

- **Infrastructure:** provision and access to strategic and regional, local and sector and small business focused,
- **Access:** to economic opportunity areas; to infrastructure and support services,
- **Skills:** development of skills and training aligned to sector needs (eg entrepreneurship; information technology, artisan training). The spatial impacts of this relate predominantly to local area planning, where access to training resource centres (linked with a more integrated and progressive provision of community facilities) is critical.

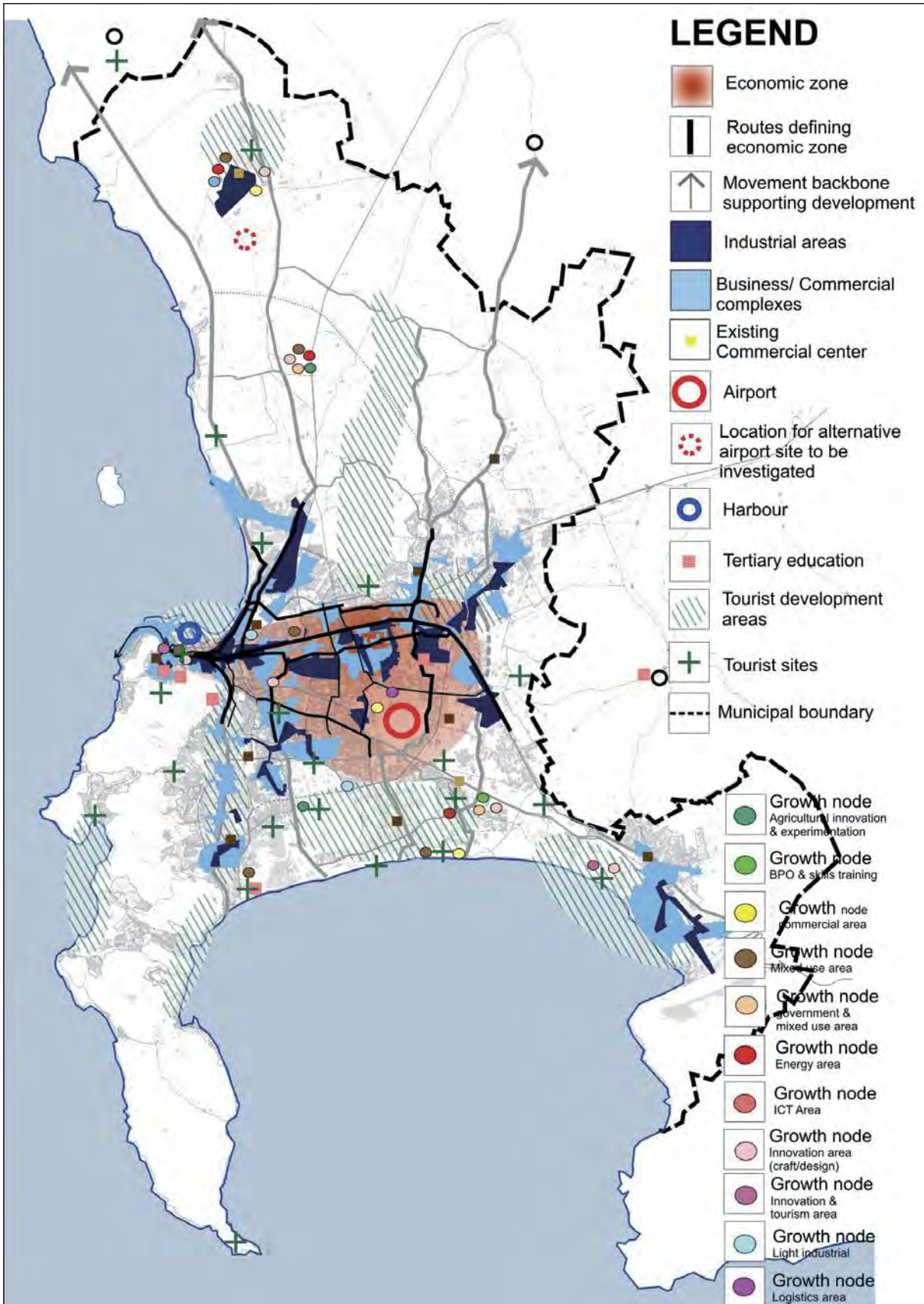
The City's Economic Strategy needs to ensure that Cape Town is responsive to the new context. However, unless the city upgrades its infrastructure, Cape Town will lose its local and global competitive advantage, and will not achieve the needed more than 7% growth. Upgrading of the port and rationalisation of its functions, upgrading/ establishment of a new airport, improvement of the road and public transport network and service (referred to elsewhere) support the infrastructure and access aspects of the economic strategy. While the recommendations related to the protection of the natural environment and urban renewal (in the following section) contribute to the infrastructure and building human, social and natural capital aspects.

STRATEGIC IDEAS

- ~ Reinforce the metropolitan economic backbone area, encouraging a broad range of investment, development and employment opportunities within this zone.
- ~ Support the economic backbone as a highly accessible central place serving communities and integrating the poorer areas to the south and south-east with the wealthier areas to the north, west and north-west.
- ~ Invest in infrastructure to support Strategic Sector locations, making them more attractive to investors and integrate these with new settlement areas.



Economic Development Concept



Proposed Economic Focus areas

REALITY CHECK

Changing economic patterns

The new space economy of Cape Town has seen increasing geographical and structural complexity. This has included decentralisation from the Cape Town CBD to other urban nodes/centres and new business complexes, the take up of industrial land, and the suburbanisation of economic activity into smaller business complexes and residences.

The spatial and economic function of the historical Cape Town city centre has extended eastwards in a broad band running parallel to the N1 Freeway and Voortrekker Road. It is reinforced by very significant and rapid industrial and commercial growth to the north and northeast of the city. This area is emerging as the economic backbone of the city. It provides 50% of all formal employment across all sectors in the city and has the largest number of industrial estates in the city offering 85% of formal industrial employment.

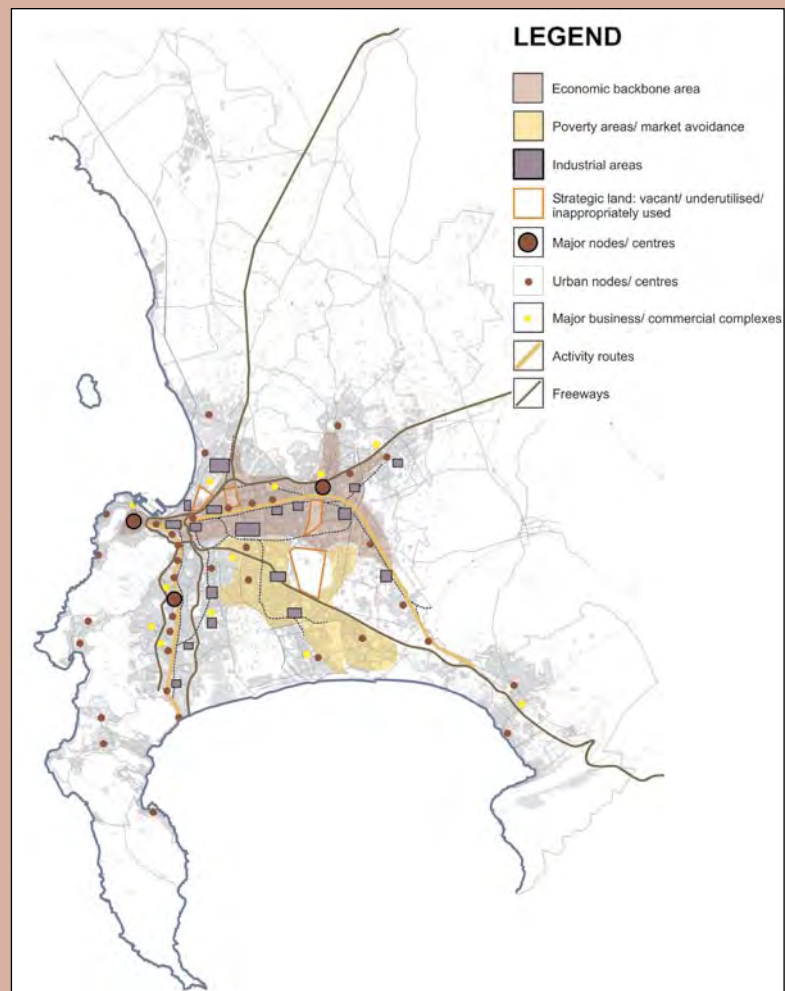
The economic core suffers from weak north-south city wide linkages

The majority of economic opportunities are located within a band between the Cape Town and Bellville CBDs. This zone is both a major destination (employment, services and facilities), and a vital movement thoroughway to other parts of the city via all modes of transport. However, the larger scale north-south movement and development linkages to and through the area are weak. This constraint inhibits linkages between the city's economic backbone's and both poorer communities in the south and urban growth towards the north.

Underutilised potential

There are a number of large state-owned sites that are vacant, underutilised or inappropriately used that could potentially create and/or reinforce opportunities and services in the area. Examples are the Ysterplaat, Culemborg, Wingfield, Transnet and Belrail Marshalling Yard, Cape Town International Airport and Stikland Hospital sites. Additionally, there are underutilised/ underdeveloped rights that could be strategically used for intensified mixed use development.

Furthermore, there are a number of degraded and poorly managed urban environments and precincts lacking attractive public spaces and landscaping negatively impact on investor confidence in some parts of the backbone.



Current Economic Patterns

AREAS OF ACTION

Reinforce and enhance the economic backbone

The emerging economic backbone is the life blood of the city. It contains a broad and significant range of land uses, including industrial, commercial, institutional, residential and recreational – offering employment, economic and social opportunities/services. The area has a large number of major private and public hospitals, tertiary education and training institutions, special schools, sports and recreation complexes, golf courses, stadiums and cemeteries. It also includes a range of residential areas with differing income levels and densities.

It has the potential to attract a broad range of investment, development and employment opportunities and act as a highly accessible central place integrating the poorer areas to its south and wealthier areas to the north.

Enhancing the economic potential of this central and well-located economic area into the future requires high quality infrastructure and an integrated spatial structure. This includes a system of development areas and routes supporting higher-densities and mixed uses, and commercial and industrial development, enabling efficiency and opportunity for the area and the larger city.

The City needs to support further economic development within the backbone by strategically promoting higher density, mixed use development where there are underutilised rights, such as along Voortrekker Road and generating new opportunities by enhancing development rights as well as industrial and commercial potential in appropriate locations.

The large strategic sites in the economic backbone area require investigation, unlocking and redevelopment in way that will reinforce the role of the backbone and benefit the metropolitan area and region as a whole.

The character, intensity of development and lifestyle and economic opportunities offered by different zones within the backbone will vary. Although the historical CBD will continue to be an important node within the backbone it should serve predominantly as a design, commercial, cultural and higher-density residential area.

There is a vast potential for urban upgrading within the economic backbone, including many older commercial, industrial and residential areas and public places. Areas of intervention include:

- ~ Upgrading of public spaces and landscaping, creating an interlinked public open space system, developing a multi-purpose park, and the development of urban special places.
- ~ Enabling the take up of development rights through zoning and incentives, and the identification of areas for higher-density development and infill (including housing).
- ~ Identifying, designing and developing essential infrastructure and services (especially social) with reference to the spatial framework of the backbone area.
- ~ Identifying major, or strategic, implementation and action projects that will, create economic opportunities facilitate social interaction and enhance the area.

Suggestion: Identify, investigate and unlock large strategic land parcels in the area such as Wingfield, Ysterplaat and Culemborg, enhancing, the role of the backbone and support this with infrastructure, services and transport / access



The Wingfield site with intensive mixed use development (accommodating land claimants).

Promote new accessible, high opportunity commercial centres and areas of mixed use development

A higher-quality, integrated and multi-modal public transport system serving all city destinations and places within the backbone is vital to enhancing role as a catalyst for higher levels of city-wide economic activity.

Economic opportunity, high-order facilities, quality living and the integration of the areas to the north and south must be proactively supported by improving metropolitan transport and access to the area and improving the local movement system. Key routes integrating movement as well as land use development include the north-south axes of Symphony Way/Durban Road and Halt Road/Duinefontein Road and the east-west axes namely N1, Voortrekker Road/Van Riebeeck Road, N2 and Klipfontein Road.

Suggestion: Identify, investigate and unlock areas for mixed use development within the economic backbone and along the development axes north and south of the economic backbone and support with infrastructure, services and transport / access.

Suggestion: Ensure integrated, secure and reliable local transport infrastructure is provided to allow for good access and to support logistics for clients, goods and services and labour

Voortrekker Road today



What Voortrekker Road could be



Make strategic sector locations attractive for investors

The economic backbone cannot operate in isolation from the metropolitan and regional patterns of economic activity and is viewed as a concentration of activity operating within the context of a range of economic sectors operating across the city and its region.

The key sectors identified for prioritisation in the City's Economic & Human Development Strategy – named the "5 Star Strategy" are Tourism, Business Process Outsourcing and Call Centres; Oil and Gas; Information Communication Technology; Agri-Business; Creative Industries (including Craft, Film, Design). The location and nature of public service infrastructure can attract or deter these growth sectors. It is essential that infrastructure maintenance and investment is available in appropriate areas to support growing economic sectors. With respect to growing tourism, the environmental and cultural heritage base of Cape Town is crucial.

In the longer term, a range of economic opportunity areas are likely, particularly investments and linkages between the Cape Town and Saldanha Ports, reinforcing and opening up logistics focused opportunity areas and creating linkages to the West Coast of Africa and into the Cape functional region. Key economic opportunity areas that will create economic vibrancy and sustainability include:

- ~ Around Atlantis, with new residential, commercial and light industrial activity plus logistics.
- ~ To the north of Blaauwburg, where there will be a node of economic activity around an innovative and skills development cluster, transport interchange and regional government node – with linkages to the coastal tourism development areas.
- ~ Phillipi, which will become known for its specialised agricultural innovation and specialised light industrial activity.
- ~ Mitchell's Plain and Khayeltisha coast line, with residential, mixed uses, tourism, innovation and skills development leading the way.
- ~ In the Somerset West area the mixed use development of the AECl site, with commercial, residential, innovation and tourism clusters, and the development of a film cluster around the new film studios should be supported

Suggestion: Provide municipal services efficiently and to match the quality and time needs of investors, such as energy, water, and waste management, and align urban development with the development and expansion of strategic infrastructure, such as the port, airport, telecommunications, and bulk services

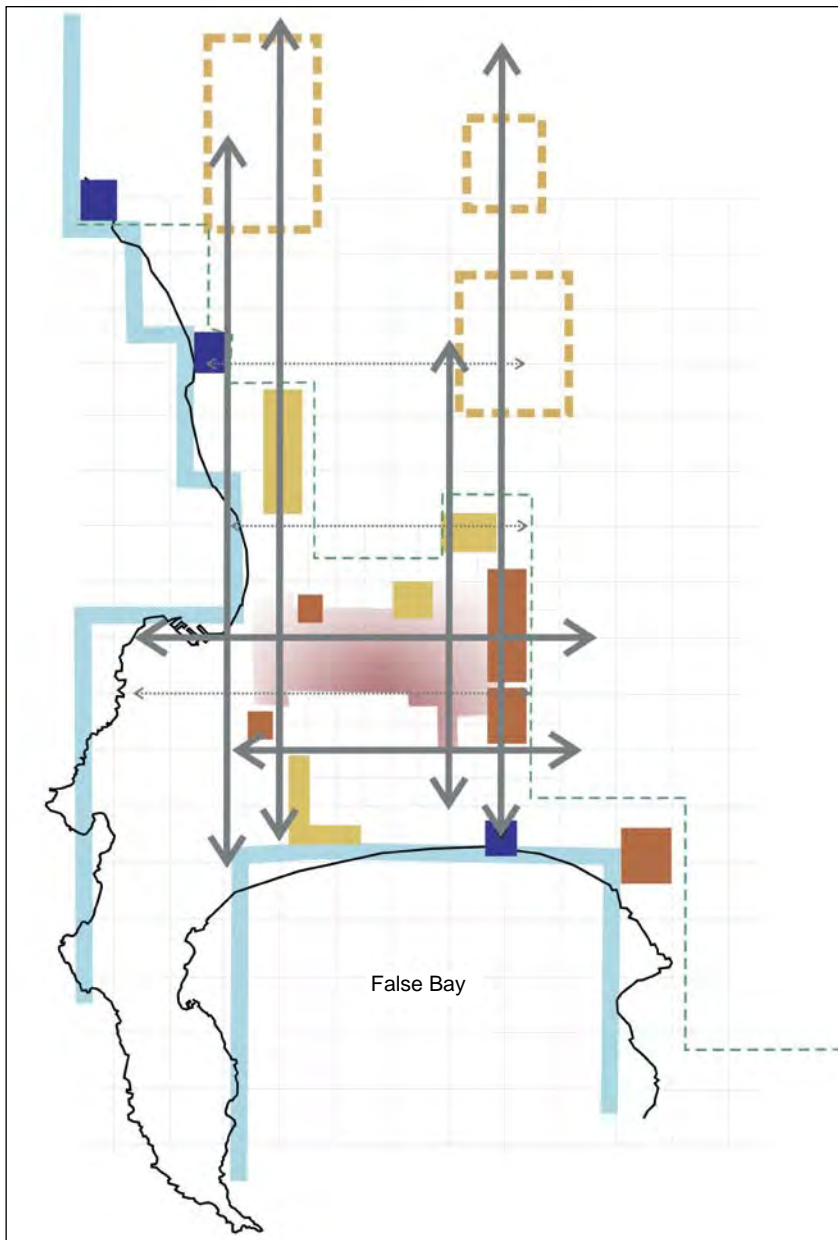


Development opportunities at airport site.

KEY POINT 4

SETTLEMENT – AN INTEGRATED DEVELOPMENT PATH

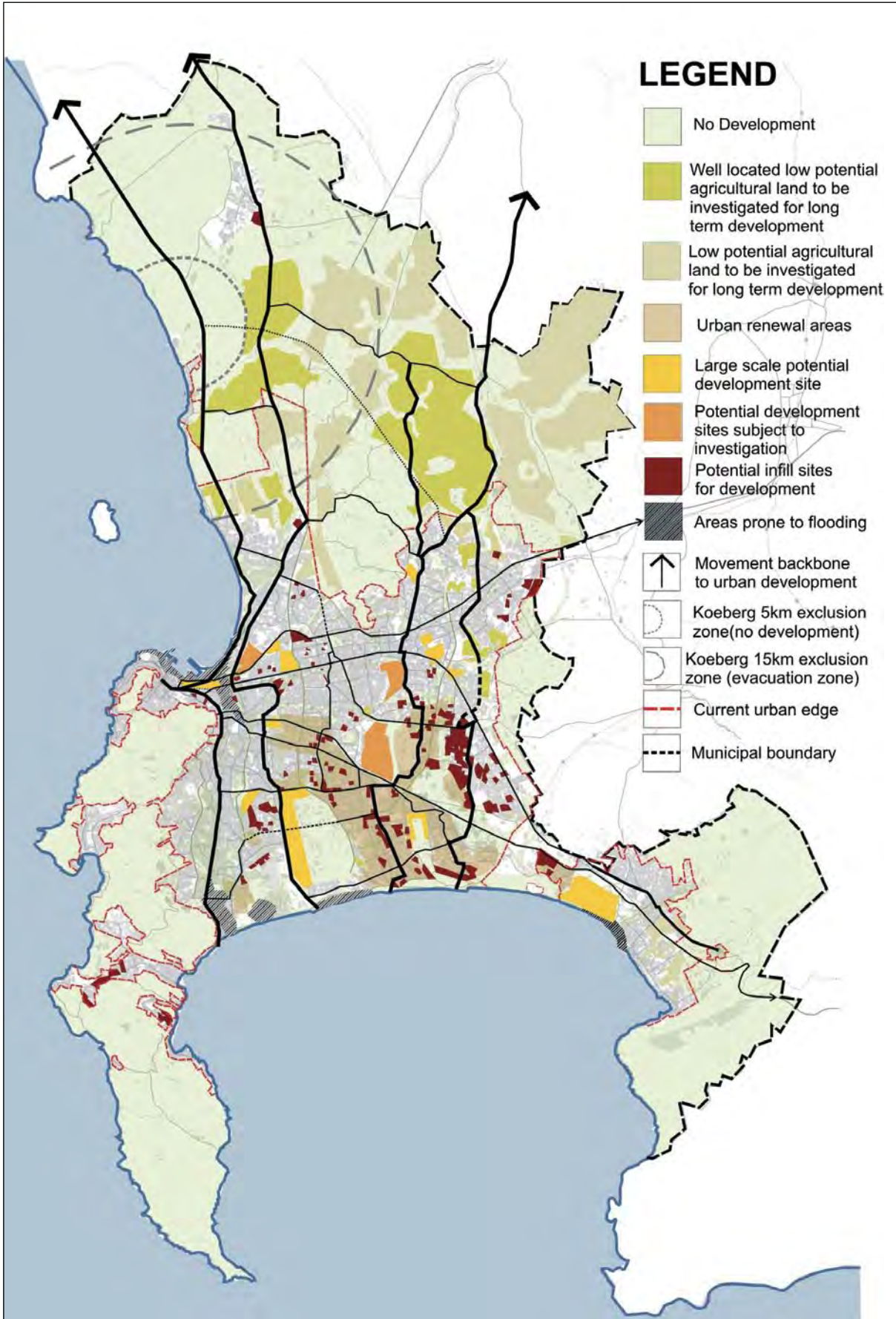
To successfully accommodate Cape Town's growing population and increased demand for residential space and economic development, we need an integrated and more equitable settlement pattern, guided by the concept of defined and co-ordinated growth. This plan needs to proactively direct growth within a range of unpredictable future scenarios.



Concept for integrated settlement

STRATEGIC IDEAS

- ~ Contain and direct integrated growth around development axes.
- ~ Townships and estates to suburbs – urban renewal within the existing foot print.
- ~ Establish liveable new communities in new development areas.
- ~ Promote "green neighbourhoods".
- ~ Co-ordinate infrastructure investment with settlement phasing.
- ~ Release key sites for integrated development.
- ~ Coordinate infrastructure investment towards development focus areas.



Proposed Integrated Settlement Pattern

REALITY CHECK

Limited expansion potential

Cape Town's development is restricted by the valuable agricultural land to the east, the mountains and Atlantic Ocean to the west and the False Bay Coastline to the south. While it appears that there is significant land available for urban development within the current urban edge, in reality much of it is encumbered, limiting its use and placing ad hoc pressure beyond this edge. This pressure is increased by the impact of increased restrictions to development linked with noise levels around the Cape Town International Airport. New regulations affect approximately 2668 hectares of land (within the 60 decibel noise contour), including many vacant land parcels that could have accommodated well located housing development.

Unmanaged, unsustainable growth

Current settlement patterns, with random private and public sector development, are unsustainable and will not allow Cape Town to appropriately accommodate the future growth of more than 15 000 households per annum and the housing backlog of +260 000 units. Should the current pattern of development continue, all the land suitable for residential development, within the city boundary and beyond the current urban edge, could be developed in 50 to 60 years. This will result in increased pressure on valuable ecological, agricultural, recreational and scenic resources. There is a lack of long term, proactive protection of important agricultural, biodiversity areas and cultural landscapes in the context of these pressures and a lack of incentives for the reuse of historic buildings and environments, both from the perspective of cultural heritage and environmental efficiency.

Continuing social divisions

Socio-economic and racial settlement patterns established during apartheid remain. High property values and the "not in my backyard" syndrome are inhibiting social and racial integration. New forms of spatial division are emerging, such as gated communities and isolated commercial complexes that can only be accessed by private transport.

Accommodating new poor arrivals to the City 'on top of' existing poor communities is socially, environmentally, economically and politically unsustainable. This is resulting in huge internal tensions within communities and reinforces the patterns of exclusion and polarisation between rich and poor.

Ongoing tensions and pressure arise from the continual densification of poor areas through in-migration. The competition for access to public land, housing and resources is intense and sparks regular conflict.

Limited public land for social housing

There is very little land remaining in public ownership for the development of new settlement areas. This means that land must be acquired to meet the demands for housing faced by the city currently and into the future. It also suggests the need for far greater participation by the private sector in the provision of housing for our future populations.

Contradictory subsidy systems

The costs of better located, higher density social and affordable housing limit its provision at the scale required to meet our challenges. At the same time the form and location of the housing that is being provided – at low densities, far from opportunities – create the need for huge, costly transport subsidies for the foreseeable future. The lack of integration of these issues and cost factors mitigates against sustainable solutions such as high quality, well located, affordable housing.

Infrastructure and resource constraints

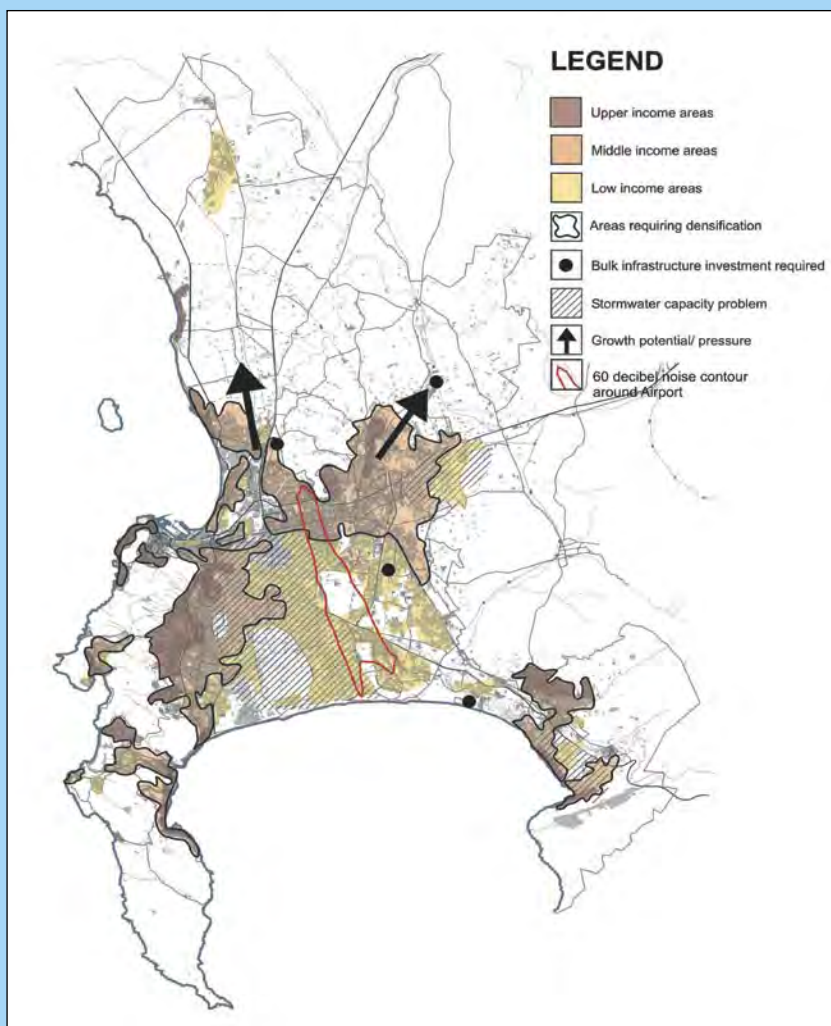
Existing infrastructure is at capacity during peak periods. Financial constraints result in the City not

being able to maintain existing infrastructure to cope with peak demand and simultaneously provide the required bulk infrastructure for new developments. One consequence of this is substantial asset stripping of existing infrastructure.

The limits of the region's water resources are also a potential constraint to the capacity of the city and its region to absorb new populations sustainably.

Uncertain population and urban growth trends

The impact of HIV/Aids, migration trends and national investment policies are all likely to influence future populations in different ways. While current projections estimate a population in Cape Town of 3.5 million by 2025, a range of highly unpredictable factors could increase or decrease this dramatically. In the context of this uncertainty it is essential to plan and be prepared for a range of possibilities.



Current settlement patterns

AREAS FOR ACTION

Contain and direct urban growth

Achieving the City's development visions depends on two inter-related factors – containing urban sprawl and defining, or identifying future economic and settlement growth.

By containing urban growth, more efficient and effective use of land and existing infrastructure can be made. This includes developing vacant, or underutilised land, and promoting mixed use and residential densification at accessible, high opportunity locations and in suitable low-density residential areas. Residential densification can occur through adjustments to land use rights through the introduction of densification overlay zones, second dwelling dual occupancy provisions, revised subdivision regulations and rights, introduction of density bonuses and density controls and/or the amendment of parking requirements.

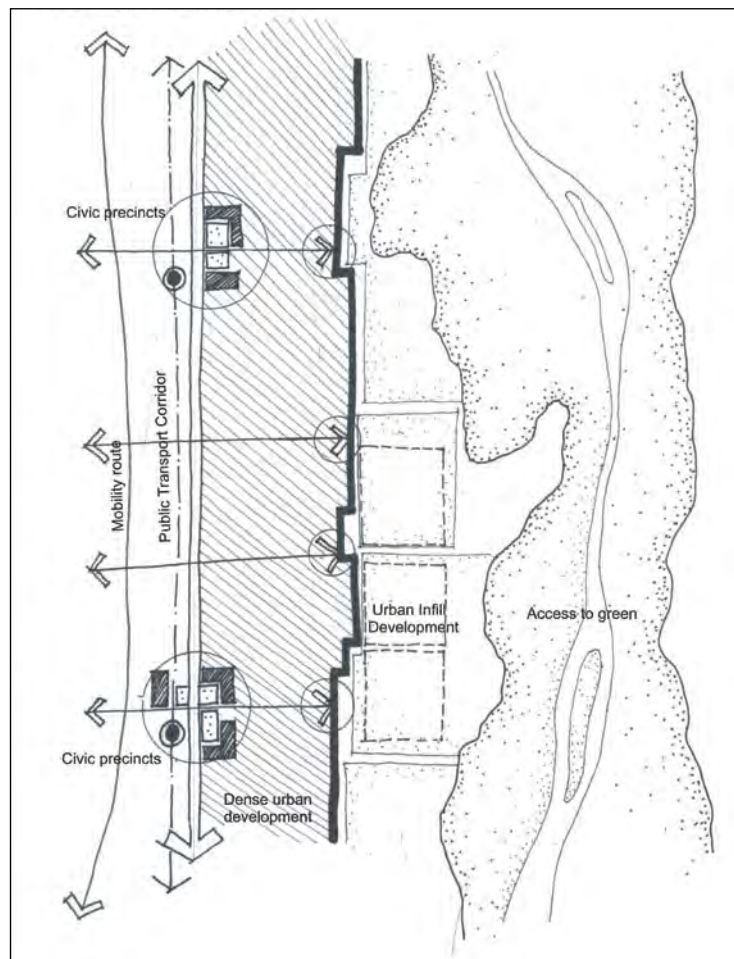
Urban growth can also be contained by non-zoning mechanisms, including developing contribution levies (especially for developments on the edge that promote sprawl), the transfer of development rights, land swaps and land banking.

Settlement growth will also be actively directed to areas suitable for development and away from important resource areas and hazards. Both inside and beyond the current urban edge agricultural, cultural landscape and biodiversity areas that merit protection will be clearly identified and unambiguously protected these from development or degradation. The urban edge will continue to limit the extent of the City's footprint until these resource protection boundaries are established. In parallel an urban growth management strategy – which aligns with sustainable infrastructure provision – will be developed.

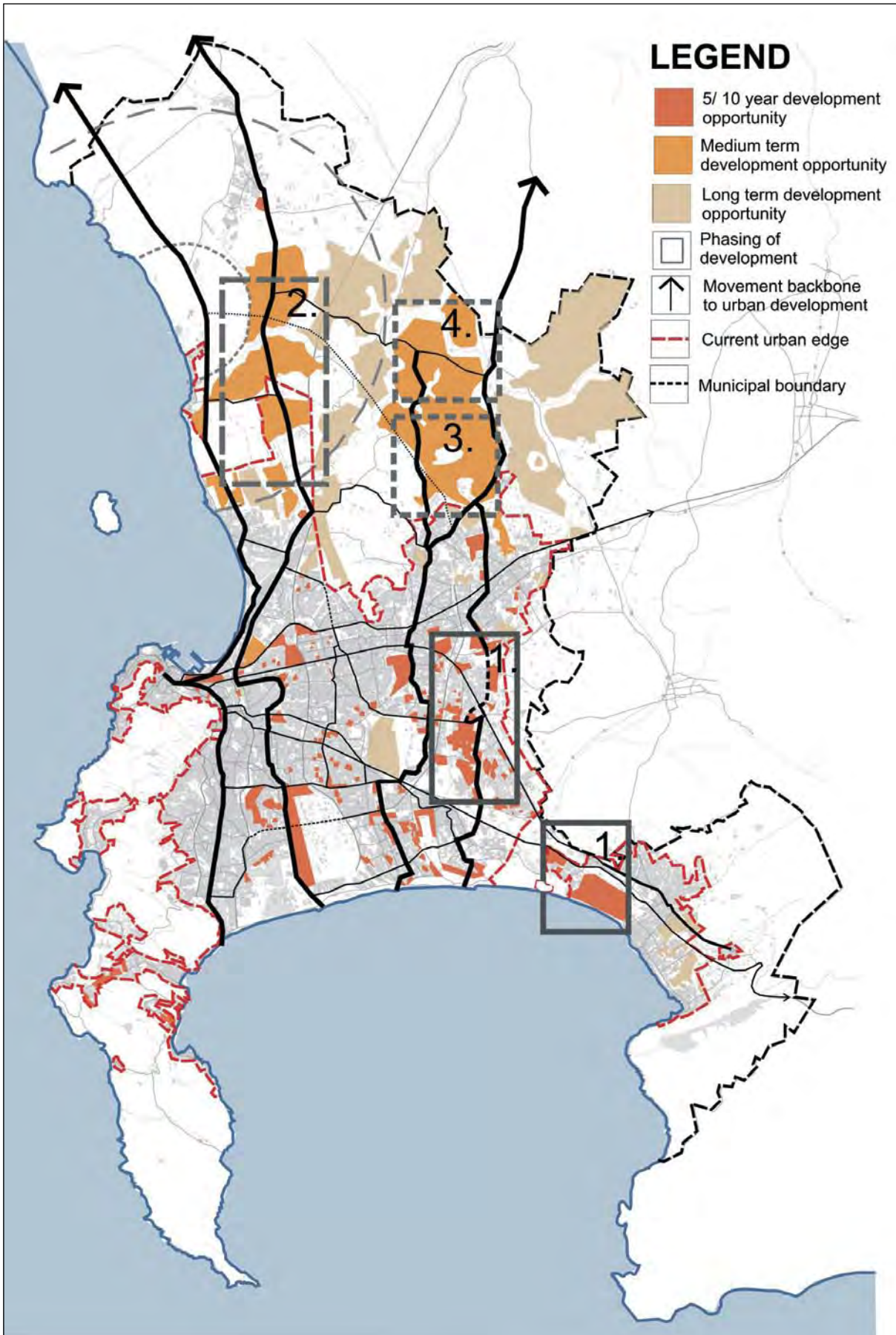
While the northern expansion of the City is the most feasible, the Durbanville Hills and biodiversity, cultural landscape and agricultural resources require that future development be channeled along two development axes. The one axis runs along the west coast, extending up from Simonstown, and the other runs north of Kraaifontein extending an axis linking into Khayelitsha and the Blue Downs/ Kuilsriver areas to the south.

Suggestions:

- ~ *A strategy should be put in place to increase the base gross residential density across the city from 11 dwelling units/hectare to 25 dwelling units/hectare in a phased process.*
- ~ *A clear and non-negotiable urban edge line should continue to protect critical biodiversity, agricultural and cultural landscape areas over the next 25 years.*
- ~ *The management of urban growth requires a separate strategy which can manage the phased expansion of the city footprint in a manner that ensures the sustainable provision of services and infrastructure.*



Development Axes



Settlement Phasing Logic

Co-ordinate infrastructure investment

Public investment in economic infrastructure, incentives, roads and/or sewerage treatment works can also be used to direct growth in a particular direction. The intention is to spatially direct and co-ordinate small to large scale public investment across all sectors through the City's Integrated Development Plan.

It is also important to clarify the City's spatial development intentions so that the private sector can invest in an appropriate manner. In areas of market avoidance, such as Khayelitsha, Blue Downs and Delft, the City may need to introduce incentives and/or initiate public/ private partnerships to facilitate development.

Approvals for new settlement areas must be spatially aligned with investment in infrastructure services.

Release key sites for development

Key large land parcels owned by different spheres of government and state-operated enterprises, (for example, Culemborg or Blerail, Wingfield, Stikland and Youngsfield) should be used to facilitate socially responsible urban restructuring. Each site will present different urban restructuring opportunities and constraints, with some suited to residential development and others to industrial development and job creation within this plan and the functional region strategy

Townships and estates to suburbs

To achieve desired qualities of liveability, proactive urban renewal processes need to transform dormitory townships into suburbs with all the amenities, qualities and attributes that one finds in the older, established suburbs where there is a greater mix of land uses and economic groups. The focus should be on upgrading the public and cultural environment and ensuring communities have access to essential services and facilities and are easily able to reach the amenities and services they need. Given the legacy of apartheid this will not take place overnight nor will it take place without a well formulated plan of action supported by public investment in strategic areas. (The role of LED action plans is critical here.)

Priority should be given to improving the living conditions and sense of citizenship of the most marginalised residents of Cape Town, the homeless and poorly housed. Given their social and economic vulnerability, it is important that their livelihood strategies and social support networks are taken into account when providing land, infrastructure, services and shelter for them.

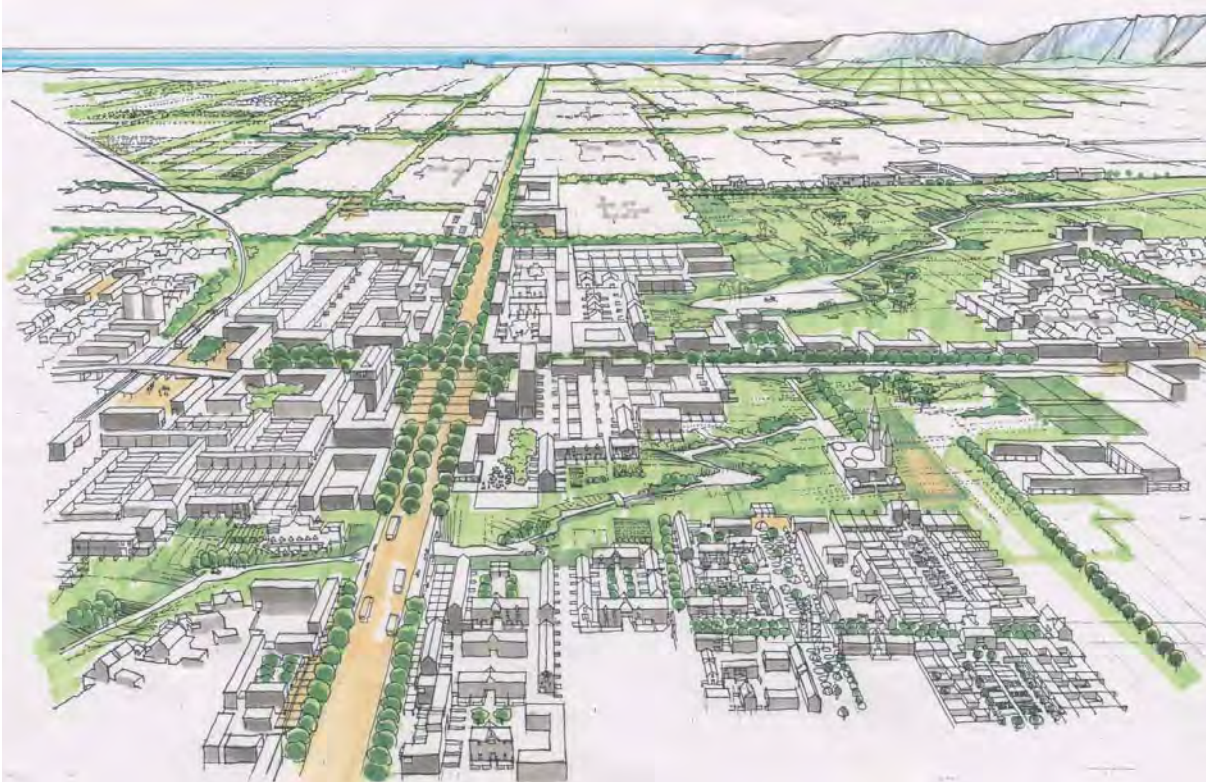
Transformation of 'dormitory townships' into suburbs with all the amenities, qualities and attributes that one finds in the older, established suburbs of the city where there is a greater mix of land uses and economic groups should be pro-actively facilitated.

Urban renewal of existing communities should include positive public space.



Establish liveable and balanced communities in new development areas

All new development areas should be made up of a mix of uses and incomes with good access to economic opportunities, public transport and community services. The quality of the environment should be such that these areas do not become the subject of urban renewal in the future, but have the potential to be places where people want to stay and are able contribute to the rates base. In line with the 'Breaking New Ground Strategy' of the national government, large areas of low income subsidy development should be avoided in favour of a mix of market and supported housing.



Integrated and balanced settlements including positive green systems, good public transport, economic opportunities and high quality public spaces.

Green neighbourhoods and developments

New development areas should promote sustainable infrastructure and service solutions – all new greenfield developments should adopt sustainable technologies such as solar energy, waste and water recycling. A potential economic spin off of such a strategy may result if the manufacturers of this technology could be set up in the Cape Town region.

KEY POINT 5

CREATE MORE GREAT PEOPLE PLACES

What makes Cape Town special and unique and, more importantly, what will continue to give it an edge as an attractive place to be and to come to in the decades ahead? Today, Cape Town has existing and proposed world heritage sites of Table Mountain, Robben Island and the winelands. In future, a new order of special places needs to be added to this stellar array to captivate residents and visitors. This argument proposes a clear focus on what the places could be and where they could be located within the diverse urban environment of the city.

A key informant to the long term planning framework must be the assets that form the foundation for not only the city's identity, its international marketability, its economy but also its unique sense of place. Planning for the long term future of Cape Town, the protection, management and creation of new special places is essential to the foundation and developing the city's potential.

Cape Town has a unique sense of place that is defined through the combination of its people, history, cultural landscapes, architecture, diversity and natural environment. This sense of place and uniqueness is what makes Cape Town what it is and what it must continue to be.

Like the rest of South Africa, Cape Town has a history full of diversity that is grounded in the struggle for freedom from oppression. This history, and its diversity must form part of the future identity of Cape Town and be celebrated and encouraged through urban form, architecture and design.

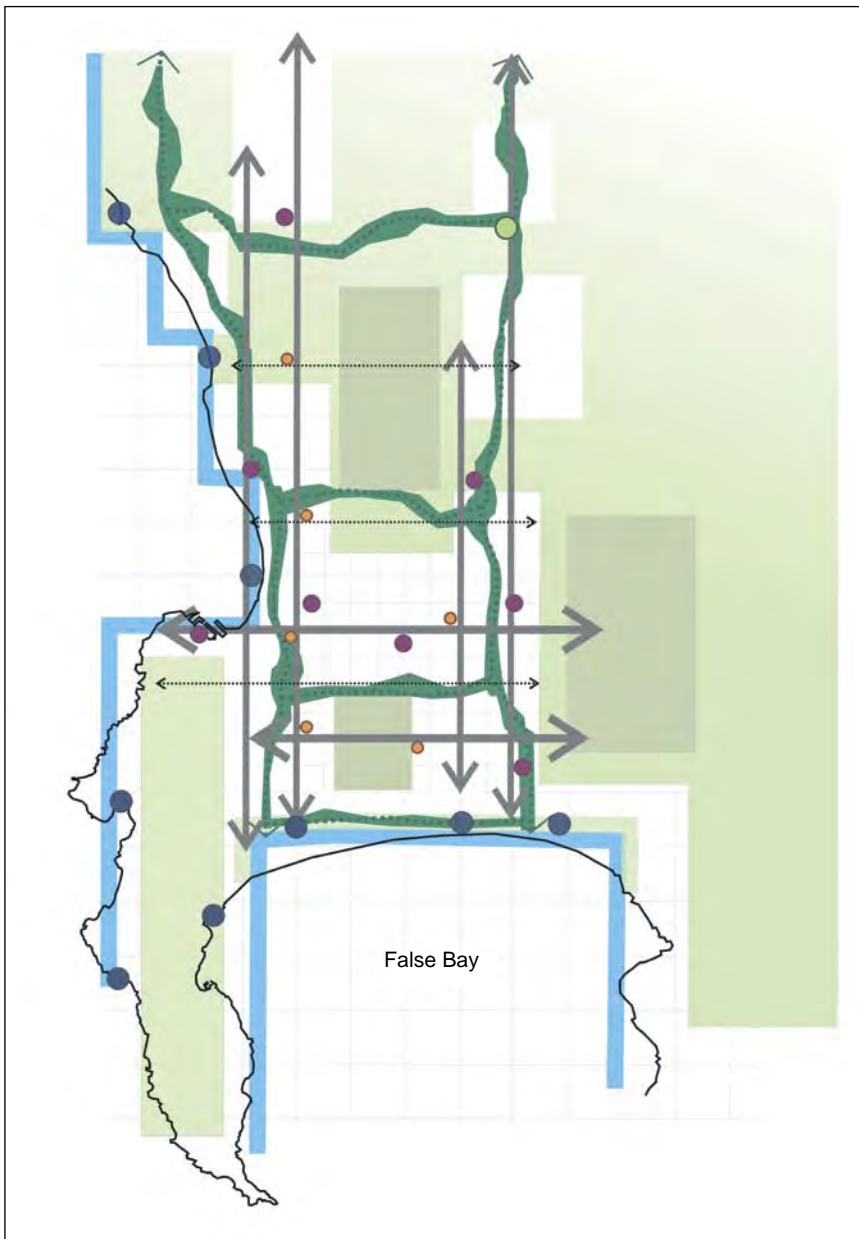
At the same time, there is a need to enhance and develop these as part of the City's Dignified Places network as an integrated and equitable network of varied, unique, quality urban places that give rich meaning to being a Capetonian.



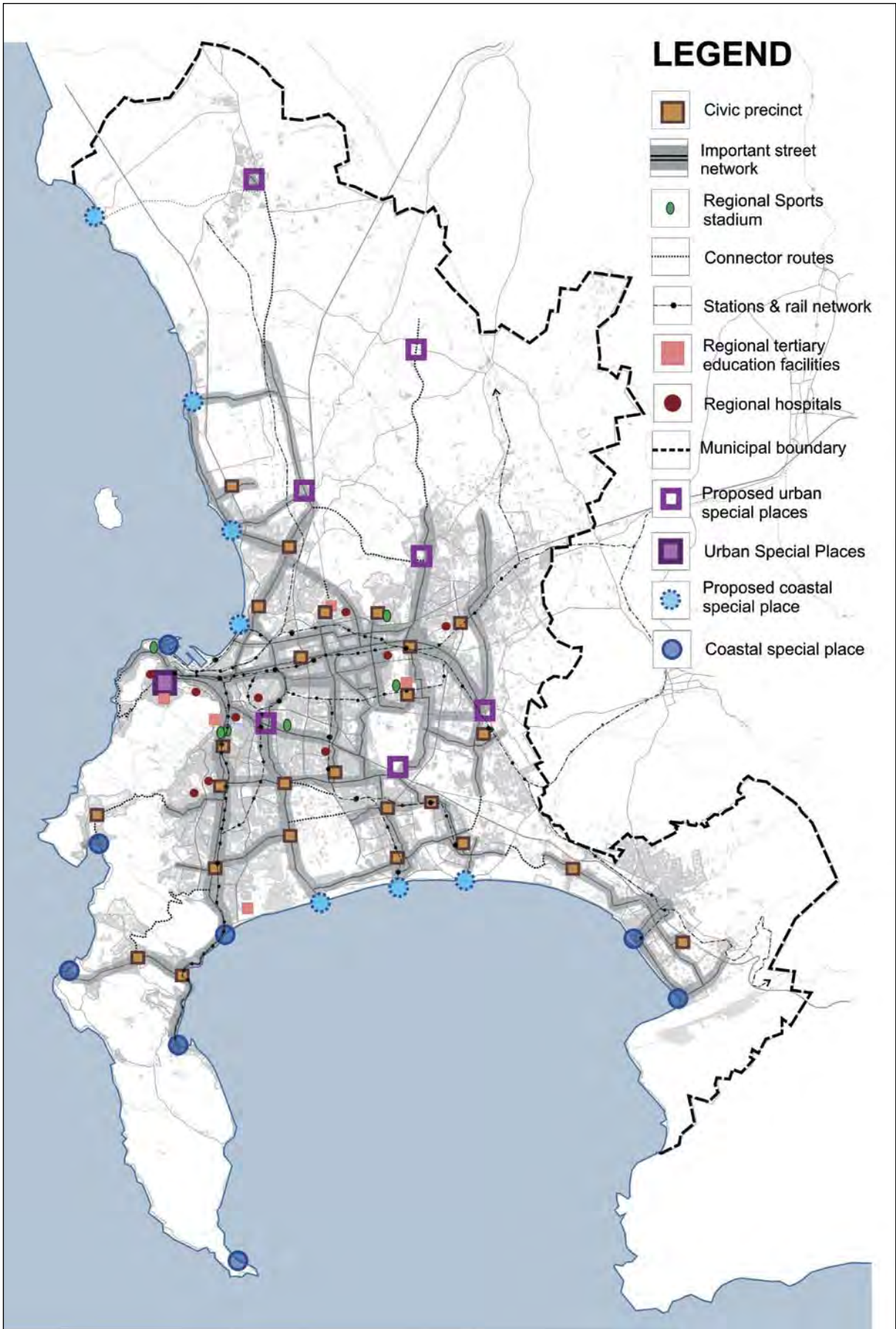
Athlone Power Station: Vibrant and high quality public spaces and entertainment areas.

STRATEGIC IDEAS

- ~ Create new city-scale urban special places.
- ~ Protect and enhance heritage areas, cultural landscapes and historic urban fabric.
- ~ Establish new coastal special places ("Meet the Coast").
- ~ Establish new city scale public spaces and facilities (civic nodes).
- ~ Link to public transport and economic opportunity.
- ~ Provide positive space for cultural – social ceremonies and life-related events.



Concept for a Citywide System of Great People Places



Proposed System of Citywide Public and Civic Places

REALITY CHECK

Many poor living environments

The geography and climatic conditions within the metropolitan area vary dramatically. The best areas have historically been settled on by wealthier communities. Poorer communities resorted to, or were forcefully located to, the areas of worst amenity. These areas are not naturally conducive to the development of a sense of place which distinguishes one urban area and community from another.

Inadequate and poorly distributed quality places and facilities

The public environment provided in poor amenity areas of the city, to balance the inequitable distribution of natural quality places, have generally been poor:

- Apartheid era coastal resorts are inappropriate and costly to manage, and provide no meaningful amenity to their nearby dormitory townships.
- Community facilities have often been provided in an ad hoc manner, resulting in duplication of facilities in some areas and an inadequacy in others.
- Little provision has been made for accommodating culturally significant activities of these different communities

Cultural landscape and urban heritage areas under pressure

This inequality of living environments is further reflected in the cultural heritage development of the city. A collection of unique urban settlements have developed around the Peninsula mountain chain, ranging from dense inner-city environments like Bo-Kaap, Woodstock and Sea Point, and semi-rural valleys like Hout Bay, Noordhoek and Tokai, to small coastal enclaves like Simons Town, Kommetjie, and Gordon's Bay and cultural landscapes such as the winelands and historic missionary settlements. These places form some of the most sought after living environments in the country, and are also major attractors of tourists. Development pressure is an increasing threat to these unique special urban places and it is important that they are protected and enhanced along with other previously unrecorded cultural heritage assets, such as Mamre, Langa and Lwandle, as part of the strategic development of dignity and tourism.



Cultural Landscape

AREAS OF ACTION

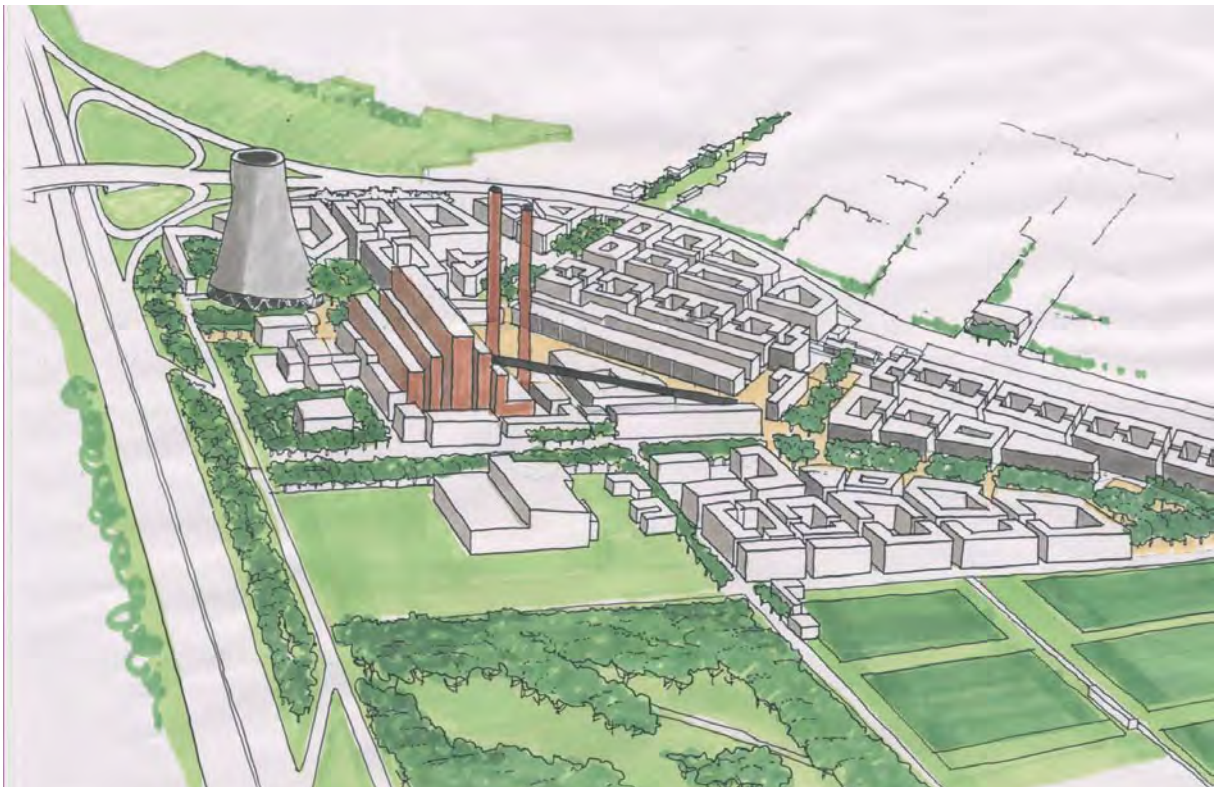
Create new urban special places

Many opportunities exist for new viewpoints, promenades and walkways, and squares and boulevards across the city which would contribute towards the development of a world-class city as well as significantly improve the quality of life attractions for different communities. This includes the development of quality public spaces at high accessibility points such as transport interchanges, or where community facilities are clustered, as well as linear street connections between them.

It includes the development of new special precincts in previously neglected areas of the city where potential exists. It may also include the development of new, unique, community-specific multi-purpose precincts in select high accessibility points across the city, but especially in current 'dormitory townships'.

These strategic public environment improvements can help to transform poor quality living environments into environments within which there are areas which people are attracted to, have pride in, can identify with, and take ownership of. The development of new special urban public places, if done in an integrated and co-ordinated manner, can also lead to the creation of a city-wide network of quality urban spaces.

Suggestion: Develop new special precincts in neglected areas. This may include areas such as the old power station in Athlone and the old cement factory in Nyanga/Crossroads where redevelopment possibilities already exist. If appropriately developed, the environmentally and culturally rich AECL site has enormous potential to establish a new special precinct within the eastern part of the City.



Athlone Power Station: Potential redevelopment



Athlone Power Station: Vibrant and high quality public spaces and entertainment areas.



Athlone Power Station: The possible redevelopment of the turbine hall.

Protect and enhance cultural landscapes and urban heritage areas

The beauty and natural setting of Cape Town has been the foundation for the development over time of a rich and varied built heritage. It is important to enhance this urban heritage further. To this end existing special urban areas, such as Kalk Bay, the Sea Point promenade, Look-out Hill, Mamre, Langa, Sir Lowry's Village, Langa and the Grand Parade need to be protected, improved and maintained, and access to them improved. These are places that express the cultural diversity, history and memory of the City and enhance the tourist experience, but also where ordinary citizens can also enjoy Cape Town's splendour without having to pay entry fees.

Meet the coast

Meaningful and safe access to the coast should also be provided, especially for poorer communities close to the coast, such as Khayelitsha, Mitchell's Plain and Atlantis, that do not enjoy the same levels of natural amenity as advantaged 'coastal settlements' such as Camps Bay, Big Bay and Muizenberg. Where coastal processes and dune migration are seriously impeded by the presence of facilities or infrastructure, such as at Macassar and Monwabisi resorts, consideration should be given to demolishing them. The aim is that appropriate development is promoted proactively in the correct places to enhance public access to the coast while at the same time prevent the ad hoc and destructive development of precious natural areas.

Suggestion: Link Khayelitsha and Mitchells Plain to the sea, at the southern end of the development axes. Doing this with an appropriately light environmental footprint will create new development opportunities with greater economic potential, including the potential for eco-tourism and market-driven development that brings a new range of income groups and markets to this area. This could include creating a new safe and attractive destination for "Whale Route" tourism.



**Linking communities to the sea:
Possibilities at Mitchells Plain.**



**Possibilities on the
West Coast**

Establish new public spaces and facilities

Many opportunities exist for new viewpoints, promenades and walkways, and squares and boulevards across the city which would contribute towards the development of a world-class city as well as significantly improve the quality of life attractions for different communities across the city. This includes the development of quality public spaces at high accessibility points, such as transport interchanges, or where community facilities are clustered, as well as the linear street connections between them. These strategic public environment improvements can help to transform poor quality living environments into places people are attracted to, have pride in, can identify with, and take ownership of. The development of these new special urban public places, if done in an integrated and co-ordinated manner, can also lead to the creation of a city-wide network of quality urban spaces.

Suggestion: Consolidate and expand the City's Dignified Places Programme.



Vibrant new dignified places

PART 5: THE WAY AHEAD

There is an exciting road ahead to taking this argument forward and discussing and debating its ideas and suggestions. The finalisation of this process will include the following:

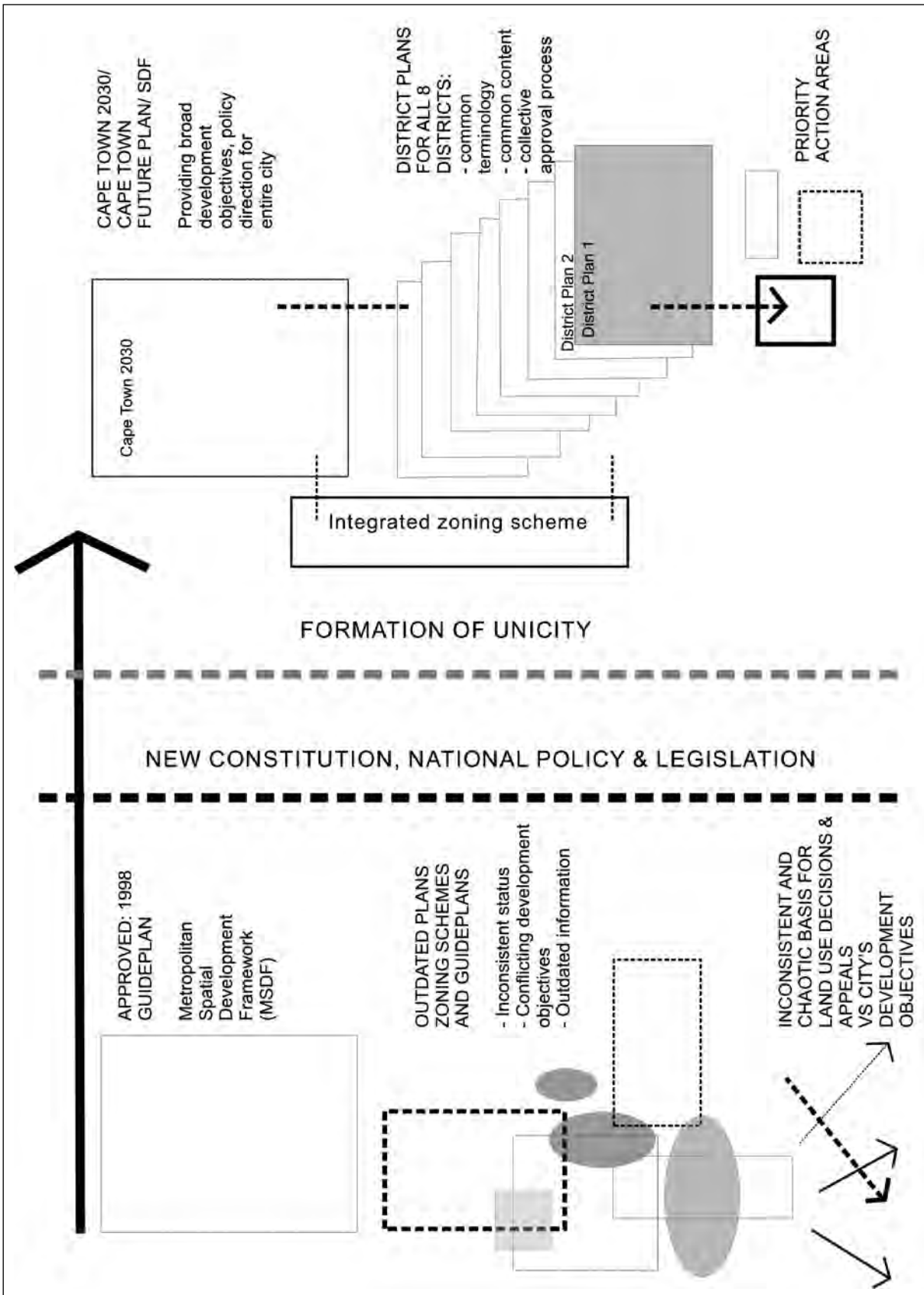
1. Engagement and discussion of the central arguments by the relevant portfolio committees and an endorsement to proceed with the development of a technical plan based on this.
2. Inclusion of the spatial development objectives and strategies impacting on the next five years into the new term of office Integrated Development Plan (IDP).
3. Formal engagement with:
 - ~ Public (via IDP participation processes)
 - ~ Business/private sector
 - ~ State-owned enterprises
 - ~ Other spheres of government;
4. Finalisation and adoption of 'Future Cape Town' as a vision for the long term spatial development of Cape Town
5. The preparation of a technical 'spatial development framework' in line with the approved objectives and principles of the 'Future Cape Town' argument

In parallel, detailed investigations will be completed, which will include the following studies:

- ~ Coastal zone development and management.
- ~ Identification and categorisation of valuable agricultural land and cultural landscapes and preparation of management policies.
- ~ Developing the spatial implication of different economic development scenarios.
- ~ A comprehensive and definitive assessment of vacant land.
- ~ Preparation of principles for the development of sustainable neighbourhoods and districts.
- ~ Spatial alignment of sector plans and budgets in accordance with the plan.

The alignment of local area plans with the Spatial Development Framework and prioritisation of local area plans is being reviewed and eight district plans will be prepared to align local area planning with the metropolitan spatial development framework.

Special Place projects will be identified and prioritised for implementation over the next five years.



The Approval Process

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